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Federal Department of Foreign Affairs FDFA
Swiss Agency for Development and Cooperation SDC
Staff of the Directorate

Country Strategy Evaluation

Mongolia 2013 – 2016/2017

Evaluation and Corporate Controlling Division SDC







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Bern, May 2017

Why conducting country and regional strategy evaluations?

Since 2010 the Swiss Agency for Development and Cooperation (SDC) has developed a new approach for evaluating country and regional strategies through a pilot process. The central pillar of this new approach is the promotion of the exchange and the sharing of knowledge within our institution and among an evaluation team led by an external consultant. The major difference between country strategy evaluations and other external evaluations managed by the Evaluation and Corporate Controlling Division (E+C) is that SDC staff is involved in the evaluation team, acts as an evaluator but with an inside knowledge of the institutional issues and debates.

The goal of country and regional strategy evaluations is to assess the relevance and coherence of the Swiss development cooperation in regard to national development priorities and the Message on Switzerland's International Cooperation. They assess the results achievement of the cooperation strategy portfolio at the level of domains of intervention. In doing so, these evaluations help SDC's management in their strategic and operational steering and in improving aid effectiveness. Country and regional strategy evaluations support the definition of new cooperation strategies strategically and stimulate learning.

Country and regional strategy evaluations are defined as hybrid evaluations as they are undertaken by a mixed team composed by an external consultant and two SDC (or, if relevant, other federal agencies) peers. E+C decided to develop this approach to valorize the knowledge and competencies of the SDC staff and enhance internal learning, while still benefitting from an outside view of an external consultant.

The E+C evaluation program is approved on an annual basis by SDC's Senior Management. Country and regional strategy evaluations, undertaken at the request of the interested Divisions and Swiss Cooperation Offices, are part of the evaluation program. SDC mandates evaluations as instruments for organisational learning, strategic guidance and ensuring accountability.

Country and regional strategy evaluations are conducted according to the OECD DAC Evaluation Standards. SDC's Management at department(s) level responds to the recommendations with a written management response.

Timetable of the Cooperation Strategy Mongolia 2013-2016/2017 Evaluation

Step	When
Desk study and inception report	June – October 2016
Evaluation on-site and draft report	November and December 2016
Final evaluation report	March 2017
SDC Management Response	April 2017

I Management Response

Management Response to the Evaluation of the Cooperation Strategy Mongolia 2013-2016 – extend till 2017

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1. Appreciation of Report and Evaluation Process

We wish first to warmly thank the consultant and the SDC peers for the evaluation of the Cooperation Strategy 2013-2017 for Mongolia and the valuable findings and recommendations which will be used to develop the next Cooperation Strategy 2018-2021.

We thank the evaluator for the inclusion of our remarks and comments in the final version of the report. Some findings and assumptions are now better explained and documented, thus avoiding any misunderstandings and allowing to better address the corresponding recommendations. The evaluation has brought a clear added value to the process.

We acknowledged the overall finding that the SDC programme in Mongolia makes tangible contributions to the democratic transition and addresses equity/poverty issues. We agree that the three domains address relevant challenges and Sustainable Artisanal Mining (SAM) covers a neglected niche. Our active promotion of gender mainstreaming was well recognized in the report, as well as our efforts to be more poverty relevant. However, more gender and poverty analysis per domain would have been welcomed in order to understand the specificities and identify room for improvement.

We welcome the recommendation to increase coverage of urban issues, incl. aimag centres, with the promotion of public services and economic activities. This will contribute to better tackling urban poverty.

The future of the Mongolia programme will partially depend on SDC budgetary decisions in Switzerland but also on the way we decide to work with Middle Income Countries in the future. We will propose to dedicate the Mid Term Review of the next Cooperation Strategy to enrich this discussion and develop concrete concepts on the way forward.

2. Specific Recommendations

Please, refer to the table in the Annex.

Bern, 25.04.2017



Thomas Greminger

Head of Regional Cooperation Department SDC

Annex: Specific Recommendations and Management Response

Evaluation Area 1: Context analysis

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 1 The three Domains shall be continued with a focus on consolidation and addressing potential gaps during a next CS. The approaches and methods of implementation should focus on enhancing sustainability by extending outreach (e.g. in the AFS Domain), continue to strengthen coordination and policy dialogue with GoM, especially teacher training, in the VET Domain and institutionalisation of capacity development approaches in the partner institutions in the GOV Domain.	Fully agree	**Partially agree**	Not agree
	Response - We support the recommendation that all three domains shall be continued, with the important adding, that the VET Domain will be phased out by the end of the next CS and the flagship projects of AFS will also be wrapped up by the end of the next CS. - We agree that our approaches and methods of implementation should focus on enhancing sustainability through upscaling, replication, coordination, institutionalisation and policy dialogue with the Government of Mongolie (GoM). - To speak about consolidation in the GOV domain is too early, as it is a younger sector and most exposed to political changes. Sustainability was “mainstreamed” throughout programme planning and project implementation. - The VET sector is changing with an increasing number of development partners and private actors entering. Hence, and in particular in view of a shrinking budget, we consider a rather reduced engagement in this domain and a phasing out from the Domain by the end of the next CS. - We only partially agree with the recommendations regarding VET/teacher training: The area of TVET Teacher training as a sole topic would be new element in the SDC Mongolia portfolio. Taking it up as such would mean expanding the portfolio with an even more ambitious goal. We would not pursue this idea.		
	Measures - Ensuring sustainability will be at the centre of the next CS and will be reflected by every domain. - Consolidation of the AFS and VET Domain are foreseen for the next CS. - Despite substantial budget cuts for the Mongolia programme, the GOV Domain will be continued, even on an enhanced level. - Potential gaps and underexploited synergies between domains will be identified and addressed in the next CS.		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 2 The newly developed explorative activities under the Global Credit 2020 (OUTLOOK 2020) are interesting but should have a clear vision for systemic change and must be linked to a focal theme in the Domains or to one of the five SDC Global Programmes.	**Fully agree**	Partially agree	Not agree
	Response - We agree on the need for a more systemic perspective. The current approach is to try out several tracks so that we can select possible pathways ahead. - The new CS will most likely be the last full-fledged CS. The continuation of the Swiss engagement in Mongolia will, among others, depend on the types of partner countries defined in the next Federal Dispatch 2021-2024 and modalities explored in the framework of the OUTLOOK 2020 credit. - We agree that projects under the OUTLOOK 2020 credit must be linked to one of the three domains or one of the five Global Programs.		
	Measures - We will clarify how Mongolia can profit from a stronger collaboration with the Global Programmes (GPs) – i.e. AFS, Water and CC. - OUTLOOK 2020 credit: Initial pilot ideas were identified, and will be carried out. After the assessment of results and the clarification of the division of labour and financial arrangements between GPs and SC, the potential for full-fledged projects beyond traditional interventions will be defined.		
Recommendation 3 Decentralisation and polycentric urban development (deconcentration of population and economic activities) should be promoted through strengthening services and the economy of urban areas (and their Ger districts) also outside of Ulaanbaatar.	**Fully agree**	Partially agree	Not agree
	Response - We welcome the recommendation to increase coverage of urban issues, incl. aimag centers, with the promotion of public services and economic activities. This will contribute to better tackling urban poverty.		
	Measures - The new CS will specifically address urban poverty and urbanization in connection with developments needs in rural and peri-urban areas. - Programmes will pay increased attention to urban challenges, as for example is done in phase 2 Energy Efficiency in the ger areas.		

Evaluation Area 2: Relevance and appropriateness of the project/program portfolio with regard to the domains of intervention of the CS

<table>
<tr><th>RECOMMENDATIONS</th><th colspan="3">MANAGEMENT RESPONSE</th></tr>
<tr><td rowspan="3">Recommendation 1
AFS Domain:
a) The rangeland sustainability issue has to be addressed (beyond the draft Rangeland Law) in a more systemic manner to tackle the multitude of conflicting incentives that hinder destocking (e.g. introduction fees for large herds);
b) Consider phasing out the two projects by end of the next CS and wrap up this Domain.</td><td>Fully agree</td><td>Partially agree</td><td>Not agree</td></tr>
<tr><td colspan="3">Response
- We agree on the consolidation of the AFS sector – focusing on VEGI and GG&AHP and the eventual phasing out of these two projects and the wrap up of the domain.
- We agree that sustainability will be achieved through institutionalisation, upscaling the policy dimensions (laws AH and Rangeland).</td></tr>
<tr><td colspan="3">Measures
- Planning foresees an exit of VEGI by 2021.
- GG&AHP have already been merged to an exit phase project ending in December 2020.</td></tr>
<tr><td rowspan="3">Recommendation 2
VET Domain:
a) Given the increasing number of partners moving into the VET sector, consolidate and do not expand the portfolio.
However, in case the government is addressing the issue of teachers training, SDC may consider it as this is a relevant but neglected pillar in the sector;
b) As short-term training has proven successful in improving the employability of people with a lack of marketable skills (usually poor, excluded population) and in addressing flexibly some labour market needs, short-term training should be promoted.</td><td>Fully agree</td><td>Partially agree</td><td>Not agree</td></tr>
<tr><td colspan="3">Response
- We agree on the consolidation of the VET domain, however with a stronger focus at macro level, i.e. linkages between private sector and VET system.
- The area of TVET Teacher training is new for SDC and it would mean expanding the portfolio with an even more ambitious goal. We would not pursue this idea.
- Short-term training is included in the government action plan in the framework of life-long education. The issue will be pursued in the frame of current projects.</td></tr>
<tr><td colspan="3">Measures
- The domain will consist mainly of YEP, VSD and ESD.
- YEP’s current phase will end in December 2018, VSD’s current phase will end in February 2019. The need for an exit phase and its duration will be evaluated later on.
- ESD will be integrated into VET domain and the definition of the domain and its result framework will be adapted accordingly. ESD’s first phase ends in December 2017: the planning of the exit phase will start in 2017.
- YDP and BPN will be closed by end of 2017.</td></tr>
</table>

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 3 GOV Domain: a) A lot of efforts are being made in capacity building of local governments and public sector but the institutionalization of these efforts has to be addressed more systematically due to high turnover and weak anchorage in institutions; b) Streamline the approaches for fostering citizens' engagement. There is no common understanding or best practices among projects and programmes. A gap that should be filled by SDC projects.	**Fully agree**	Partially agree	Not agree
	Response - The approach in the GOV Domain consisting of strengthening key institutions, enabling people's voice to be taken into account in decision-making and ensuring the accountability of government institutions delivering sustainable services in the framework of the decentralisation process is well adapted to the Mongolian context but tends to fail in view of high turnovers of civil servants and higher echelon. - There is some uncertainty about the new government's commitment and focus on decentralization. While it remains a priority, the Swiss model of decentralisation and democratisation appears to be under discussion. We stay committed to the goals of decentralisation and democratisation. - We agree to reinforce civic engagement, streamlining and consolidating the achievement done so far.		
	Measures - An increased sectoral governance focus will be given. - In view of the uncertainty regarding Mongolia's preferences, we will on one hand promote both, decentralisation and democratisation through policy dialogue, on the other hand we will also closely monitor the Government's position and adapt concepts if need be. - The SCO will undertake efforts to extract lessons learnt from previous and current projects in order to optimize the institutionalization and capacity building of local governments. - GOV domain Results Framework of the new CS will be revised and include GBV.		
Recommendation 4 The *SAM* project in the informal mining sector is a niche for SDC. However, (i) ownership of local NGOs, (ii) strengthening of the national federation need to be emphasized, and (iii) the role of an international knowledge hub to be critically reviewed as there is a high risk of an unsustainable platform.	**Fully agree**	Partially agree	Not agree
	Response - We agree on the relevance of SAM and on the focus on sustainability to be increased. - We agree that the International Knowledge Hub needs to be critically reviewed as there is indeed a high risk of unsustainability. Switzerland is ready to provide seed money for the IKH but other donors must join in.		
	Measures - SAM will be finished by the end of 2020 within the duration of the next CS.		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
	- IKH initiative will be carefully reviewed and only continued if sure that prospects for sustainability are given.		
Recommendation 5 The systematic SDC-M gender mainstreaming efforts and products reflect good practice and should be up-scaled across SDC divisions (e.g. via the thematic network).	**Fully agree**	Partially agree	Not agree
	Response - The SCO and the East Asia division's Gender Focal Point have invested a lot of time and energy in systematically integrating gender in its programmes and projects.		
	Measures - The East Asia division's Gender Focal Point will continue to participate in the gender network and contribute to synergies across divisions and departments.		

Evaluation Area 3: Implementation of the CS and portfolio

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 1 In view of shrinking budgets in the coming period measures have to be considered to reduce the overhead costs of the SCO-M and to streamline the administrative and finance section.	Fully agree	**Partially agree**	Not agree
	Response - The SCO-M has already reduced its staff and thus contributed to reducing costs (in total 3 international staff posts not renewed in 2017, local staff reduced through merging of 2 projects). - However, the catastrophic air quality in UB leads to more spending in order to contain its negative effects on staff's health. In addition, the recently approved FDFA Air Pollution policy will impose additional protection measures that will negatively impact on the budget. - SCO Fin & Admin team has taken over work that has previously been carried out by Project Implementing Units, hence further reducing staff might prove difficult to implement. Efforts to contain fiduciary risks need appropriate staffing.		
	Measures - From March, resp. summer 2017, 3 international staff positions, two of which are part of PIUs, will not be renewed.		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 2 Continue to strengthen donor coordination in all Domains with other like-minded donors and move from donor coordination centred information exchange to more coherent analysis & messages on policy reforms among like-minded donors. Ensure dialogue with GoM on agreed vision and principles as the "big" money comes from WB, ADB and EU. There is also a need for upfront coordination with big urban projects before further strengthening of activities in urban areas takes place (*UGP*, *VEGI*, *WASH*, *DRR, Urban Search And Rescue* etc.).	**Fully agree**	Partially agree	Not agree
	Response - We agree with these recommendations concerning donor coordination and information exchange and the shifts towards more coherent analysis & messages on policy reforms. - Projects in urban areas will be coordinated as much as possible with similar but bigger projects planned in these areas.		
	Measures - The SCO will continue and further develop a close dialogue with the GoM concerning its programmes and projects. Policy messages will be updated and monitored. - Donor coordination is for the time being rather weak and the government does not foster it. Windows of opportunity will be explored to strengthen donor's dialogue and coordination.		
Recommendation 3 Cooperation with SDC's Global Programmes (Climate Change & Environment, Agriculture and Food Security as well as Water Initiatives) shall be explored through concrete projects in the new CS since new modalities have to be explored for the post 2021 era.	**Fully agree**	Partially agree	Not agree
	Response - Projects under the heading and with the budget of Outlook 2020 will explore possible cooperation with the GPs as well as the adaptation of existing domains of intervention in this strategic direction.		
	Measures - A narrow dialogue with the Global Programs, particularly AFS, Climate Change and Water Initiatives will be established from second quarter of 2017 and during the new CS to 1) clarify links with already existing (regional) initiatives/programs and how Mongolia could fit in, and 2) which domain could commit financially for these activities.		
Recommendation 4 There are a series of operational recommendations that should guide the planning for the consolidation during the next CS: a) More realistic planning adjusted to the reform capacities of government partners should be done and complexity should be reduced. It is important taking into account the changed context while re-planning of current programmes which should carefully	Fully agree	**Partially agree**	Not agree
	Response - a) We agree that reform capacity and absorption capacity of government partners should be considered more realistically in the planning phase and be better connected to an also changing context. - b) We support the discontinuation of the annual survey and support the recommendation to do rather specific impact studies – this makes sense esp. in		

RECOMMENDATIONS	MANAGEMENT RESPONSE
assess risks (i.e. *Third Sustainable Livelihood Project* (*SLP3)* and the *Governance Development Programme (GDP II*); b) The discontinuation of the annual M&E survey can be justified given the lack of utilisation for steering of the portfolio due to methodological constraints. It is recommended to rather conduct specific impact studies (e.g. for *GG* or the *VEGI* projects) and to validate the real added value respectively the feasibility of the M4P approach for poverty reduction; c) If continued, the *ESD* project should be streamlined and focused taking into account the results of the MTR. If SDC funds are getting scarce this project should be phased out; d) Further upscaling of the Fairmine label under the *SAM* project is required and the proposed international Knowledge Hub proposal and its ownership has to be reviewed; e) Explore new ways of cooperation (e.g. trilateral cooperation with China to strengthen USAR capacities) but be realistic and avoid further scattering of the portfolio.	consolidating times. - c) ESD project is considered a priority by the government and is still relevant (as also admitted by the MTR report); we have not yet decided a discontinuation at the end of this current phase. We are aware that it needs streamlining. The decision on a continuation needs to be based on a very solid and convincing concept note. - d) The SAM project has demonstrated that mercury-free processing is possible in Mongolia for artisanal miners and has piloted the certification of Fairmine gold in 2016 which should, we agree, further upscale. This recommendation is in sync with the recently held MTR for SAM. With regard to the IKH see above (Ev. Area 2/ recommendation 4). - e) We agree that new ways of cooperation should be explored. The Outlook 2020 global credit will allow us to do so. <u>Measures</u> - Recommendations and corresponding responses will be taken into account in the drafting of the CS and the planning of future projects or phases.

Evaluation Area 4: Results of the CS – in relation to the results at country level

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 1 In order to enhance results orientation and sustainability in the AFS Domain: a) Develop a roll out strategy for the PUG/RUA system to fully anchor it at national level (so far only around 30% of Mongolia is covered); b) The VC approach for animal products (skins and hair/wool) should be consolidated and possibly expanded to include meat.	Fully agree	Partially agree	Not agree
	<u>Response</u> - We agree with both recommendations. The value chain approach represents an avenue for herders to improve their livelihood. However, we need careful analysis in terms of the identification of the possible products. - An adapted AFS domain (oriented towards GP CC or Water) could serve as a basis for discussing Switzerland's post 2021 engagement. AFS themes such as rangeland degradation can be tackled under the CC adaptation angle.		

RECOMMENDATIONS	MANAGEMENT RESPONSE		
	Measures - The ongoing GG/AH consolidation project has already considered these recommendations and formulated objectives accordingly. - We will embark on a careful analysis in terms of the identification of the possible products for extending the VC approach within the duration of the next CS.		
Recommendation 2 In order to enhance results orientation and sustainability in the VET Domain: a) Further promote cooperation with private sector, career guidance and assess scope to improve VET teacher education; b) Upscale Mongolia's positive experience with involvement of private sector in VET through the SDC thematic network on vocational education and training.	Fully agree	**Partially agree**	Not agree
	Response - Career guidance and stronger involvement of the private sector will be part of the domain interventions also in the next strategy. Teachers' education has been tackled in a systemic way in different projects (ESD, VSD). We will, however, not concentrate on VET teacher education as a sole topic.		
	Measures - We will seek the thematic network advice on ways to share Mongolia's experience in working with the private sector. - The formulation of the new result framework will put more emphasis on the participation of the private sector in the vocational education system.		
Recommendation 3 In order to enhance results orientation and sustainability in the GOV Domain: a) SDC-M should think about what is essential in term of «what should be left behind». The issue about the institutionalisation of training for elected bodies and public service needs more attention in this regard; b) Focus activities in *GDP/UGP* to demonstrate value of decentralisation and possible systemic changes (i.e. choose one sector like solid waste, water, etc.).	**Fully agree**	Partially agree	Not agree
	Response - Sustainability thinking has been part of planning and implementation modalities from the beginning. - We agree with the orientation given: decentralisation (policy level) and public service delivery improvement (rural and urban/peri-urban) with an enhanced sectoral focus (e.g. water, energy efficiency, land governance). We also agree to continue reinforcing civic engagement and promoting social accountability. - Risks having too high ambitions and programmes not adjusted to Gvt reform capacities need to be considered carefully. - GBV integration into GOV was not looked at and not commented. Results framework will have to be adapted in the new CS in order to reflect GBV concerns.		
	Measures - Reflections on what Switzerland can leave behind after almost two decades of		

RECOMMENDATIONS	MANAGEMENT RESPONSE
	development engagement in Mongolia will be central during the whole CS process. - Collaboration will be considered and discussed with SDC's Global Programmes in order to engage in connecting public services and systemic changes on a political level; this includes the clarification on the responsibilities of each domain (GP and SC). - Results Framework of GOV to be adapted.

General Recommendations

RECOMMENDATIONS	MANAGEMENT RESPONSE		
Recommendation 1 SDC should: a) Decide by 2018 whether Mongolia will remain a priority country or not after the next CS (2018-2021); b) Develop a consistent strategy on how to deal with MICs, especially upper MICs, and whether and how their needs and more diverse developmental challenges should be addressed by SDC; c) Explore the potential of Global Programmes (GP), of which the GP Climate Change & Environment and the GP Water Initiatives appear to be the most relevant ones, to address global developmental challenges in Mongolia either bilaterally or regionally (e.g. including countries with similar challenges/contexts in Central and South-East Asia).	**Fully agree**	Partially agree	Not agree
	Response - Mongolia may become a non-priority country with non-traditional ways of intervention (small budget, less sectors, etc.). The future of the Mongolia programme will depend much on budgetary decisions taken in Switzerland and the orientation of the next Federal Dispatch with regard to the geographical portfolio/ priorities and Switzerland's engagement in MICs. - The decision on how Switzerland will engage in Mongolia after 2021 will, among others, also depend on the appetite for interventions of other actors of FDFA/Swiss Confederation. - We agree that some principled decisions on alternatives for the continuation of Swiss presence in Mongolia will have to be taken in the course of the next Strategy, possibly during a MTR probably in late 2019. These reflections will be at the centre of the strategic considerations during the CS implementation period. - A process in SDC to clarify the question whether and how to deal with (U)-MICs is ongoing. - We agree to explore the potential of Global Programmes (Food Security for running projects, Water and Climate Change for possible future programming). See various comments concerning this issue above. - We are aware that the new CS will most likely be the last full-fledged CS.		

<table>
<tr><th>RECOMMENDATIONS</th><th colspan="3">MANAGEMENT RESPONSE</th></tr>
<tr><td></td><td colspan="3">Measures
- The MIC discussion at SDC is being held and will be taken into account in drafting the CS in particular where the question of Switzerland’s post-2021 engagement is concerned.
- Post 2021 scenarios will be developed during the CS implementation period.
- The Mid Term Review will focus on post 2021 scenarios and options.
- Exploration regarding the cooperation with Global Programmes will also be done in the run of the CS elaboration and the CS implementation. Synergies will be sought between the GP AFS and running projects in the AFS sector. Cooperation, clarification of responsibilities and financing will be sought in view of future interventions in Mongolia regarding Climate Change and Water.</td></tr>
<tr><td rowspan="3">Recommendation 2
Use Mongolia as a pilot for designing a new MIC approach in a set-up where SECO is not involved. This might go beyond a more intensive cooperation of GPs in individual countries. It might require new concepts such as a regional hub for MICs possibly closely linked to the five Global Programmes of SDC.</td><td>Fully agree</td><td>Partially agree</td><td>Not agree</td></tr>
<tr><td colspan="3">Response
- It would be interesting to use Mongolia as a pilot for designing MIC approaches.</td></tr>
<tr><td colspan="3">Measures
- The Mongolia team will feed into the MIC-Process lead at HQ.</td></tr>
</table>

II. Evaluators' Final Report

The evaluation report for the Strategy Evaluation of the Cooperation Strategy Mongolia 2013 – 2016/2017 has been elaborated in collaboration between the Evaluation and Corporate Controlling Division of SDC and a consultancy team constituted by KEK-CDC Consultants and two peers from SDC.

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Our special thanks go to the staff of the SCO Mongolia, the Mongolia desk as well as the Evaluation and Controlling Division at SDC Berne, who prepared information on project portfolio, helped in making logistic arrangements and last but not least contributed their views and opinions in the various meetings and workshops.

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Abbreviations

ADB	Asian Development Bank
AFS	Agriculture and Food Security
AHP	Animal Health Project
ALAGC	Agency for Land Affairs, Geodesy and Cartography
AR	Annual Report
AVSF	Agronomes et Vétérinaires Sans Frontières
BBL	Bundesamt für Bauten und Logistik
BMZ	Federal Ministry for Economic Cooperation and Development
BPN	Business Professional Network
BTI	Bertelsmann Stiftung's Transformation Index
CHF	Swiss Franc
CP	Credit Proposal
CS	Cooperation Strategy
CEP	Civic Engagement Project
CSE	Country Strategy Evaluation
CSO	Civil Society Organisations
CSLSB	Capacity Strengthening for Local Self-Governing Bodies
DAC	Development Assistance Committee
DFAT	Department of Foreign Affairs and Trade (Australia)
DP	Democratic Party
DPSP	Decentralisation Policy Support Project
EBRD	European Bank for Reconstruction and Development
EPR	End of Phase Report
ESD	Education for Sustainable Development
ESEC	Engaging Stakeholders in Environmental Conservation Project
EEP	Energy Efficiency Project
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FCD	Federal Council Dispatch
FDI	Foreign Direct Investment
FMD	Foot-and-Mouth Disease
FOCE	Fostering Citizens' Engagement Project
GDP	Governance and Decentralisation Programme
GDP	Gross Domestic Product
GNI	Gross National Income
GG	Green Gold Project
GIZ	Gesellschaft für Internationale Zusammenarbeit
GoM	Government of Mongolia
GOV	Domain State Reform, Local Governance and Civic Participation
HDI	Human Development Index
HO	Head Office
HR	Human Rights
IBLI	Index-Based Livestock Insurance

IMF	International Monetary Fund
IRIM	Independent Research Institute Mongolia
JICA	Japan Overseas Cooperation Agency
LDF	Local Development Fund
MASAM	Mainstreaming Social Accountability
M4P	Making Markets Work for the Poor
MDG	Millennium Development Goals
MERV	Monitoring System for Development-Relevant Changes
MFARD	Mongolian Farmer Association
M&E	Monitoring and Evaluation
MIC	Middle Income Country
MNG	Mongolia
MNT	Mongolian Tugrik
MoES	Ministry of Education and Science
MoF	Ministry of Finance
MoFALI	Ministry of Food, Agriculture and Light Industries
MoL	Ministry of Labour
MoUDC	Ministry of Urban Development and Construction
MP	Member of Parliament
MPP	Mongolian People's Party
MPP	Mongolian Potato Programme
MPRP	Mongolian People's Revolutionary Party
MSD	Market Systems Development
MTR	Mid-Term Review
M&E	Monitoring & Evaluation
MULS	Mongolian University of Life Sciences
NAMEM	National Agency of Meteorology and Environmental Monitoring
NDS	National Development Strategy
NGO	Non-Governmental Organisation
NPO	Non-Profit-Organisation
OSCE	Organisation for Security and Cooperation in Europe
OSS	One-Stop Shops
OT	Oyu Tolgoi (= large copper and gold mine)
PFM	Public Financial Management
PPD	Public Private Dialogue
PUG	Pasture-User Groups
RMC	Regional Methodological Centres
SAM	Sustainable Artisanal Mining
SAP	SDC's financial software system
SERI	State Secretariat for Education, Research and Innovation
SCO	Swiss Cooperation Office
SCO-M	Swiss Cooperation Office Mongolia
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals

SECO	State Secretariat for Economic Development
SIFEM	Swiss Investment Fund for Emerging Markets
SLP3	Third Sustainable Livelihood Project
SIPPO	Swiss Import Promotion Programme
SRB	Strengthening of Representative Bodies
TVET	Technical Vocational Education and Training
UB	Ulaanbaatar
UGP	Urban Governance Project
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
USD	US Dollar
VEGI	Inclusive and Sustainable Vegetable and Marketing
VET	Vocational Education and Training
VETP	Vocational Education and Training Partnership
VSD	Vocational Skills Development
WASH	Water Sanitation and Hygiene
WB	World Bank
WBG	World Bank Group
YDP	Youth Development Programme

1 CHF = 2,350 Mongolian Tugrik (MNT), October 2016

Glossary

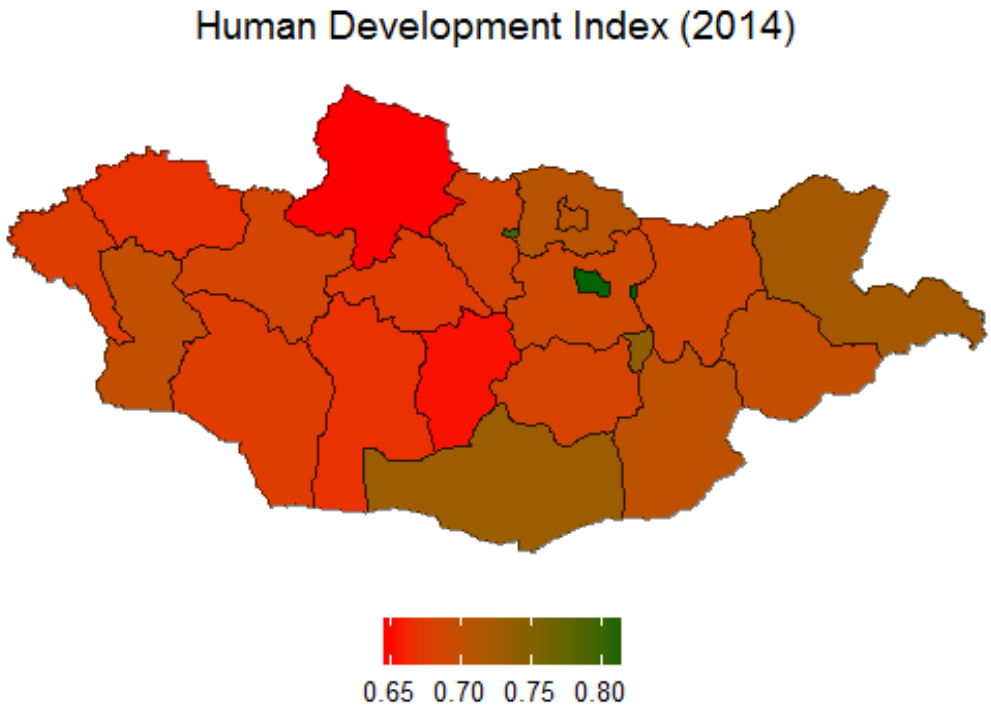
aimag	Is a province in Mongolia; the country is divided administratively into 21 *aimag*s (provinces) and the *capital city* (municipality) of Ulaanbaatar, which has independent administrative status.
bagh	Is a sub-district below the soum.
dzud (Зуд)	Snow rich winters where animals cannot find fodder. A “black dzud” is characterised by scarce fodder in summer and a very cold dry winter. A “white dzud” is characterised by heavy snowfall so that the cattle cannot reach the frozen pasture. The “ice dzud” results from melting snow that freezes creating and impenetrable ice-cover.
ger district	A ger district is a form of residential district in Mongolian settlements. They usually consist of parcels with one or more detached tent-like houses or gers (yurts), surrounded by two-metre high wooden fences. Most ger districts are not connected to water supplies, so people get their drinking water from public wells or kiosks.
khoroos	Is a municipal sub-district, i.e. 9 districts of Ulaanbaatar city are divided into more than 150 khoroos.
local khural	A khural is a local assembly in Mongolia; a local khural is the citizens’ representative council at sub-national level. The State Great Khural of Mongolia is the legislature of Mongolia. The State Great Khural is the unicameral parliament of Mongolia.
soum	Is a district; a soum is a second level administrative subdivision of Mongolia. The 21 provinces/aimags of Mongolia are divided into 331 districts/soums.

Maps



Source: www.nationsonline.org/oneworld/map/mongolia_map2.htm

Mongolia has 3.1 million inhabitants and an area of 1.56 million km^2. It is 40 times the size of Switzerland and has one of the lowest population densities in the world (less than 2 inhabitants per km^2).



Source:
www.1212.mn/statHtml/statHtml.do?orgId=976&tblId=DT_NSO_2700_001V1&conn_path=I2&language=en

Evaluation Abstract

Donor	SDC – Swiss Agency for Development and Cooperation
Report title	Evaluation of the Swiss Cooperation Strategy 2013-2016/2017 with Mongolia
Geographic area	Mongolia
Sector	Country review including three Domains: Agriculture and Food Security, Vocational Education as well as Training and Governance
Language	English
Date	December 2016
Authors	Dieter Zürcher (team leader) - KEK-CDC Georgette Bruchez and Odile Keller - SDC

Subject Description

This evaluation assesses Switzerland's cooperation with Mongolia as defined in the Cooperation Strategy (CS) of SDC 2013-2016/2017. The CS was then extended until end of 2017 in order to consider the outcome of national and local elections in 2016. The overall goal is to *contribute to equitable and sustainable social and economic development in Mongolia.* The State Secretariat for Economic Affairs (SECO) is not operating under this strategy neither the Human Security Division (HSD) nor other Federal Ministries are involved in Mongolia. The CS focuses on three Domains: Agriculture and Food Security (AFS), Vocational Education and Training (VET), and State Reform, Local Governance and Civic Participation (GOV). The overall revised budget for the period 2013-2016/2017 is CHF 98.4 million.

Evaluation Methodology

The evaluation followed the SDC's evaluation concept for country and regional cooperation strategies (SDC 2016) and used elements of the respective Evaluations Toolbox (SDC 2016b). The concept uses a mutual learning process to assess, whether Switzerland is achieving the strategic objectives of the CS in Mongolia and to what extent the strategic and operational steering mechanisms in the Swiss Cooperation Office Mongolia (SCO-M) have been put in place. An Inception Report was prepared summarizing the findings of a review of key documents, such as Annual Reports, End-of-Phase Reports, Mid-Term Reviews (MTR) and evaluation reports. It also used context information emerging from MERV reports and other studies. The evaluation mission to Mongolia by a team consisting of an external evaluator and two SDC peer-reviewers took place between October 25th and November 4th. The evaluation report is structured according to the four Evaluation Areas: EA 1 - Context analysis, EA 2 - Relevance and appropriateness of programme portfolio, EA 3 - Implementation of the CS and their portfolio, and EA 4 - Results of the CS in relation to the results at country level.

Major Findings and Conclusions

Evaluation Area 1: Context analysis. The present CS 2013-2016/2017 was planned during a phase of economic growth euphoria due to Mongolia's booming mining sector. The economic context has changed and the current downturn exposes massive macro-economic and fiscal imbalances. However, it is expected that economic growth will pick up

again in 2018-19 thanks to new big on-going investments into the mining sector. The economy mainly depends on mineral exports to China and the process of economic diversification is made particularly difficult due to the competition with Chinese products and in general high production costs and limited domestic market. The quality of SCO-M's context analyses (reflected in the MERV, Annual Reports and Credit Proposals) is considered as good as well as accurate and the proposed change measures are relevant. The risk management part remains a rather weak point in project planning owing to underestimating of various context factors hampering project implementation. Mongolia remains a champion in social welfare and is a Middle Income Country (MIC) with a remarkable success story in reducing poverty. Although many of the 72 social protection schemes are not well targeted (yet) they helped to reduce poverty levels. Inequality remains modest. The bottom 40% of the population have seen higher growth rates than the top 10% between 2010 and 2014. The CS 2013-2016/2017 is well aligned with the priorities of the Swiss Foreign Policy as outlined in the Federal Council Dispatch and those of the Government of Mongolia (GoM) outlined in the Sustainable Development Vision 2030. The current country strategy addresses relevant developmental challenges of Mongolia's transition trajectory.

Evaluation Area 2: Relevance and appropriateness of projects with regard to CS. The three Domains have relevant project portfolios, but the intervention logics are of varying relevance and quality. The shifting of some projects between the Domains has hampered the consistency of intervention logics and of CS results frameworks. Given the progress in poverty reduction the phasing in of more economy oriented aid instruments by SECO would make a lot of sense. However, such a transition is not planned because for SECO Mongolia is not foreseen as priority country. The portfolio in the AFS Domain consists of only two projects from 2017 on and the intervention logic is basically still relevant. Agriculture is one area where the Mongolian economy offers scope for diversification. The focus on vocational education is relevant and appropriate given the economic challenges the country is facing, but the portfolio in the VET Domain has several projects not aligned to the intervention logic. There are several disconnected projects, with limited synergies within the Domain. Furthermore, the projects and their components are embracing a great number of thematic areas. The approach in the GOV Domain consisting of strengthening key institutions, enabling people's voice to be taken into account in decision-making and ensuring the accountability of government institutions delivering sustainable services in the framework of the decentralisation process is well adapted to the Mongolian context. But some of the projects have underestimated the context risks, are too complex and too ambitious. They require a longer time horizon to anchor change.

Evaluation Area 3: Implementation of the CS and their portfolio. SDC is the only developmental Swiss government agency with a programme in Mongolia. SECO is indirectly present through its financing of regional and global initiatives. There are very few Swiss companies and NGOs operating in Mongolia. The financial allocation has increased from CHF 80.1 million (4 years) to 98.4 million (5 years). SCO-M was able to disburse the funds due to good progress in projects. The average disbursement rate is 105% (compared to the annual budget allocated by the HQ). The mix of aid modality is appropriate and the partner landscape is well diversified. There are still three self-implemented projects (steered by SDC Project Coordination Units, PCUs). Knowledge exchange with SCO-M is facilitated by this but institutional sustainability is a challenge.

Evaluation Area 4: Results of the CS - in relation to the results at country level. SDC has made some tangible contributions in key developmental areas supporting its role as credible and flexible partner of GoM. The impacts of the potato programme introducing early varieties and achieving self-sufficiency in seed potato and potato production, the institutionalisation of Pasture User Groups (PUG) and Rangeland Use Agreements (RUA) as well as the introduction of scientific rangeland monitoring can be noted. The pasture groups have an important institutional function for many herder families allowing to represent them legally in signing RUA and expanding their capacity and market access through creation of cooperatives (incl. marketing, storage and micro-credit functions). The projects also imparted new skills, such as management of PUGs, new curricula for rangeland management and veterinarians, etc. In addition to increasing the employment rate of its targeted groups, SDC has achieved some systemic changes that have contributed to ensure the sustainability of its interventions. It has been particularly instrumental in demonstrating the opportunities created by working more closely with the private sector in the VET (internships, joint committees, PPD). SDC also contributed to the adoption of the curricula development methodology at the national level and to the institutionalization of life skills in different part of the education system. The establishment of OSS (which was successfully replicated from own government funds) and the strengthening of local khurals as well as the promotion and training in participatory and accountability procedures regarding the allocation of LDF have been tangible and remarkable. SDC also made relevant contribution to the development of a new State Policy on Decentralisation, which was adopted in June 2016. The *SAM* has addressed a niche by improving the formalisation of the previously illegal small mining activities. This has improved the livelihood situation of tens of thousands of households and the introduction of mercury-free processing and certification of gold (Fairmine label) are noteworthy.

Lessons learned and Recommendations

There are three major lessons learned: (i) the context can rapidly change even in a relatively stable Middle Income Country (MIC) like Mongolia, (ii) tackling poverty issues means shifting to focus increasingly to urban areas, and (iii) donors coordination in MICs is even more challenging than elsewhere. The main recommendations are:

- **Evaluation Area 1:**
  - The three Domains shall be continued with a focus on consolidation and addressing potential gaps during a next CS. The approaches and methods of implementation should focus on enhancing sustainability by extending outreach (e.g. *GG* in the AFS Domain), strengthen coordination and policy dialogue with GoM, strengthening teacher training in the VET Domain and institutionalisation of capacity development approaches in the partner institutions in the GOV Domain.
  - More realistic planning adjusted to the reform capacities of partners should be done and complexity reduced while re-planning on-going projects or planning new phases, especially in the GOV domain.
  - The recently launched pilot activities under the Global Credit 2020 are interesting but should have a clear vision for systemic change and should be linked to a focal theme in the three Domains or in one of the five SDC Global Programmes.
  - Decentralisation and deconcentration of population as well as economic activities should be promoted through strengthening of public services and the economy of urban areas (and their ger districts) also outside of Ulaanbaatar.

- **Evaluation Area 2:**
  - The results frameworks and impact hypotheses for the next CS have to be revised and should reflect all Domain interventions consistently. This would allow to streamline outcomes and approaches.
  - In the AFS domain the *Green Gold Animal Health Consolidation* (*GG*) project should support reforms that reduce incentives to keep high numbers of animals. The two on-going projects in the AFS Domain should be phased out in the next CS.
  - In the VET Domain the portfolio is very broad and it should be streamlined by focusing project components (e.g. *Education for Sustainable Development, ESD or Youth Employment Project*, *YEP*) or by phasing out of *ESD* if budget constraints emerge. VET teacher education is an issue to be strengthened if the context is ready and funds are available.
  - In the GOV Domain the institutionalisation of capacity development efforts has to be systematised, the various approaches to fostering citizen's participation should be harmonised and in order to avoid fragmentation a clearer sectoral focus shall be followed for the local governance (LDF) projects.

- **Evaluation Area 3:**
  - In view of shrinking budgets in the coming period, measures have to be considered to reduce the overhead costs of the SCO-M and to reorganise the administrative and finance section.
  - Self-implemented projects should be phased out during the next CS., as planned already. Projects should use national implementing capacity of NGOs and the private sector or use government mechanisms.
  - Continue to strengthen donor coordination in the GOV and VET Domains with other like-minded donors to foster coherent analysis & messages on policy reforms among like-minded donors. Ensure dialogue with GoM on agreed vision and principles as the "big" money comes from WB, ADB and EU. There is also a need for upfront coordination with big urban projects before further strengthening of activities in urban areas takes place.

- **Evaluation Area 4:**
  - In order to enhance results orientation and sustainability in the AFS Domain develop a roll out strategy for the PUG/RUA system to anchor it better at national level (so far only around 30% of MNG is covered) and consolidate the existing Value Chain approach and possibly including meat;
  - In order to enhance results orientation and sustainability in the VET Domain further promote cooperation with private sector, career guidance and assess scope to improve VET teacher education; develop new results framework (at project and Domain levels) that better identify expected systemic changes, and upscale Mongolia positive experience with private sector in VET through the SDC thematic network on vocational education and training;
  - In order to enhance results orientation and sustainability in the GOV Domain SDC-M should follow a longer-term approach focusing on institutionalisation of training for elected representatives; demonstrate the value of decentralisation and possible systemic changes through a focus in selected public services (e.g. solid waste, water and sanitation, etc.).

Outlook post 2021

There is good scope that the Mongolian economy recovers from the current downturn and that it could become again an upper Middle Income Country (MIC) by 2020. At the end of the next CS (2018-21) Mongolia will not be a traditional ODA recipient anymore and poverty will be addressed by the various social protection schemes. The developmental focus will have to shift from poverty to other developmental challenges, like diversification of the economy, integration into global markets, technology transfer and investments as well as risks emerging from climate change.

A general recommendation is that SDC should develop a consistent strategy on how to deal with MICs, especially upper MICs and how their needs and more diverse developmental challenges can be addressed by SDC. The main SDC instruments available at present for such countries are the Global Programmes (GP), of which the GP Climate Change & Environment and the GP Water Initiatives appear to be the most relevant ones for Mongolia. How the needs of individual MICs can be covered by these programmes with a regional or global approach needs clarifications in the forthcoming MIC strategy and other SDC strategies.

1 Introduction

1.1 Purpose and Objectives of the Cooperation Strategy Evaluation

This evaluation report reflects the results of the review of the Swiss Cooperation Strategy (CS) for Mongolia 2013-2016 (extended in 2015 until 2017). It is practice in SDC to conduct periodic evaluations of the country or regional programmes as part of the management cycle of its strategies thus linking planning, monitoring and reporting processes. The purpose of the evaluation is to assess the relevance and coherence of the Swiss development cooperation regarding national development priorities and the Swiss Federal Council Dispatch (FCD). It shall especially assess the steering and strategic management of the CS, promote learning at the institutional level and account for Swiss achievements and their contribution to national development outcomes in Mongolia.

1.2 Methods and Structure of the Report

Background: The evaluation follows the methodology as defined in SDC's Country and Regional Strategy Evaluation Concept (SDC 2016) and its Country and Regional Strategy Evaluation Toolkit (SDC 2016b). The evaluation focused on 11 standard questions and 10 additional questions raised in the ToR (see Annex 1). The concept outlines four Evaluations Areas (EA) as thematic structure. These are: EA 1 - Context analysis, EA - 2 Relevance and appropriateness of projects with regard to the CS, EA 3 - Implementation of the CS, and their portfolio, and EA 4 - Results of the CS in relation to the results at country level. The evaluation reviewed all three Domains of the CS, including the major projects in the Domain "Others". The evaluation team consisted of an external evaluator (Dieter Zürcher, KEK-CDC Consultants), and two SDC peer-reviewers (Mrs. Georgette Bruchez and Mrs. Odile Keller). The responsibility for this report is with KEK-CDC Consultants.

Preparation Phase: The evaluation team prepared an Inception Report which summarised the findings of the document analysis which included Annual Reports (AR) 2013-2016, the annual MERV reports on context developments, the Credit Proposals of on-going projects and selected project evaluations/MTRs as well as End-of Phase Reports (EPR). It also considered context documents and studies of other institutions and donors, if relevant. A series of 22 interviews was conducted at SDC HQ and at the Federal Department of Foreign Affairs (FDFA).

Field mission: The field mission to Ulaanbaatar took place between October 25th and November 5th 2016. It comprised workshops with the staff of the Swiss Cooperation Office in Mongolia (SCO-M) and a workshop with the main implementing partners. Altogether, 30 complementary interviews were conducted with representatives of partner Ministries and a discussion round with selected donor representatives was organised. A half-day field trip to ger districts in Ulaanbaatar and a three-days field trip to Bayankhongor were conducted in order to observe project activities at the field level and to talk to local implementing partners as well as beneficiaries.

Structure of the report: The report is structured along the four Evaluation Areas outlined in the CS evaluation concept and their respective evaluation questions. Each chapter starts with the conclusions and recommendations, followed by the supportive text and evidence.

Challenges: The three main challenges or limitations of such country evaluations are: (i) to establish a clear counterfactual in order to benchmark the Swiss contributions, (ii) to track progress and Swiss contributions with reasonable monitoring systems at the country level, and (iii) the heterogeneity of project components and activities and their adaptations over time. Time constraints also made it necessary to focus on most

significant changes only. The attribution/contribution problem is aggravated by the fact that ODA in Mongolia is relatively small, reaching only 4% of GDP, of which around 5% can be attributed to Switzerland. Thus, the Swiss ODA contribution is equivalent to 0.2 - 0.3% of the Mongolian GDP. However, in some Domains the proportion of Swiss investments is higher. Therefore, the effects of Swiss support should be traceable selectively at field and policy levels in these Domains.

1.3 Overview of the Cooperation Strategy Mongolia

The Swiss Cooperation Strategy 2013-2016/2017 has three complementary and mutually reinforcing Domains: Agriculture and Food Security (AFS), Vocational Education and Training (VET); and State Reform, Local Governance and Civic Participation (or short GOV). The Domain "Others" includes a series of larger projects of which the *Sustainable Artisanal Mining* (*SAM*) project has a long track record. The Cooperation Strategy (CS) is underpinned by mainstreaming gender equality in all SDC interventions.

The **overall goal** of the CS 2013-2016/2017 is to *contribute to equitable and sustainable social and economic development in Mongolia*. In order to achieve this goal an objective is defined for each of the three Domains of intervention, supported / supplemented by two to three outcomes per Domain:

1) **Agriculture and Food Security Domain:** increased incomes and better livelihoods for vulnerable rural populations.
   Outcome 1: Productivity: Improved productivity of farmers and herders.
   Outcome 2: Market access: Improved access for herders and farmers to markets.
   Outcome 3: Livelihoods: Improved livelihood security for herders and farmers.

2) **Vocational Education and Training Domain:** improved employability of rural men and women.
   Outcome 1: TVET: Improved employability of VET trained young men and women.
   Outcome 2: Rapid skills development and improved employability of men and women with lack of marketable skills.

3) **Governance Domain (State Reform, Local Governance and Civic Participation):** Effective, efficient and fair local governments, satisfied citizens, genuinely representative and effective CSOs.
   Outcome 1: Local governance: Improved performance and accountability of local governments.
   Outcome 2: Development of civil society: Improved capacity and social accountability role of civil society organisations.

The CS focused on one transversal theme only, namely *'to promote and mainstream gender equality through new gender support interventions*'.

It has to be noted that SDC is the main stakeholder in the CS Mongolia and that SECO and SERI have currently only minimal activities in Mongolia as part of regional initiatives.

During the internal Mid-Term Review of the CS (SDC 2015) it was decided to prolong the current CS phase by one year mainly because of the elections held in summer 2016. The planning of a new phase should be aligned with the priorities of the new government.

The initial overall SDC programme budget for the period 2013-2016 was CHF 80.1 million. Due to budget increases and the strong commitment for reform by the Government of Mongolia (GoM) the Swiss commitment was increased to CHF 98.4 million. for the 5-year period.

2 Findings

The major findings are presented according to the four Evaluation Areas. First the conclusions and recommendations regarding the standard and complementary evaluation questions are given (see ToR Annex 1), followed by the narrative text providing the evidence.

2.1 Evaluation Area 1: Context Analysis

2.1.1 Conclusions and Recommendations EA 1

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD).

Conclusions (C):

C1: The present CS 2013-2016, extended until 2017, was planned during a phase of economic growth euphoria due to Mongolia's booming mining sector. The current downturn exposes macro-economic and fiscal imbalances but it is expected that economic growth will pick up again in 2018 because of recovering prices for minerals and new investments into the mining sector.

C2: The quality of SCO-M's context analyses (MERV, Annual Reports, Credit Proposals) is considered as good as well as accurate and the proposed change measures are relevant. The risk management parts remain a weak point in project planning.

C3: Mongolia remains a champion in social welfare and is a Middle Income Country (MIC) with a success story in reducing poverty. Although many of the 72 social protection schemes are not well targeted (yet) they helped to reduce poverty levels. Inequality remains modest, considering that the economy mainly depends on mineral exports to China. The bottom 40% of the population have seen higher growth rates than the top 10% between 2010 and 2014.

C4: The current CS is well aligned with the priorities of the Swiss Foreign Policy as outlined in the FCD and those of the Government of Mongolia (GoM) outlined in the Sustainable Development Vision 2030. The three Domains Agriculture and Food Security (AFS), Vocational Education and Training (VET) and State Reform, Local Governance and Civic Participation (GOV) address relevant developmental challenges of Mongolia's transition trajectory.

C5: Today, around 50% of the Mongolian population live in Ulaanbaatar (UB) which grows fast due to migration. Almost 72% of Mongolians live in cities. Accordingly, the majority of poor are now living in aimag/soum centres and in UB. SCO-M has addressed this while planning new projects or phases (having more activities in urban areas (e.g. UB) by *GDP II*, *VEGI* or the Global Credit 2020 pilot initiatives. Thus SDC-M activities have increasingly covered also urban and UB issues. The increasing concentration of population and economic activity in UB would, however, suggest to promote public services and economic activities also in secondary centres (e.g. aimag centres) which would support decentralisation and polycentric urban development.

C6: Frequent staff changes in Ministries – which take place independent of elections – erode the institutional memory. As a result, the absorption and implementation capacity for (complex) projects was overestimated in several cases.

C7: The insecurity regarding SDC budget allocations and the phasing out of the CS create considerable uncertainties for the SCO-M management which makes rational and effective mid-term planning difficult.

Recommendations (R):	
R1:	The three Domains shall be continued with a focus on consolidation and addressing potential gaps during a next CS. The approaches and methods of implementation should focus on enhancing sustainability by extending outreach (e.g. in the AFS Domain), continue to strengthen coordination and policy dialogue with GoM, especially teacher training, in the VET Domain and institutionalisation of capacity development approaches in the partner institutions in the GOV Domain.
R2:	The newly developed explorative activities under the Global Credit 2020 are interesting but should have a clear vision for systemic change and must be linked to a focal theme in the Domains or in one of the five SDC Global Programmes.
R3:	Decentralisation and polycentric urban development (deconcentration of population and economic activities) should be promoted through strengthening services and the economy of urban areas (and their ger districts) also outside of Ulaanbaatar.

2.1.2 Positioning and adaptation of CS with respect to the country and regional context as well as Swiss policies

Political context

The re-election of Mr. Elbegdorj as president in 2013 was commonly perceived as a sign of political stability and continuity. However, tensions and divisions within the ruling Democratic Party (DP) have persistently undermined the government's stability. It formed a coalition with the main opposition party, the Mongolian People's Party (MPP) in 2015 which remained stable until the elections on 29th of June 2016. These parliamentary elections brought a government change since the MPP won a landslide victory, securing 65 of the 76 parliament seats. The ruling DP, which controlled nearly all government institutions since 2012, received only 33% of the total votes and won only nine seats. Mongolia's third party, the Mongolian People's Revolutionary Party (MPRP), and an independent candidate each gained one seat. Women have 13 seats which represents an increase by two seats.

GoM established an additional MDG on "human rights, democratic governance and anti-corruption" in 2005 which was considered an important step then. Despite some progress in the judicial system and in democratisation the corruption issue remained largely unchanged. The UN (2013) was concerned that corruption would negatively affect governance as an effect of the resource boom and fast urbanisation. According to the World Bank Group (WBG), the governance indicators in several dimensions have not seen substantial improvements relative to other countries. Especially "rule of law" and "corruption" have not really improved between 2004 and 2014, see Annex 5C.

In the arena of international politics, Mongolia successfully hosted the 11th Asia-Europe Meeting in July 2016 bringing together various Heads of States. Mongolia has also become more active in international organisations (UN, OSCE) and hopes to obtain the status of a permanent neutral state. Through active multilateralism and its "third-neighbour policy", by looking for strategic partners beyond China and Russia, Mongolia has established stronger relations in East Asia and the Persian Gulf and also aspires to play a role in peace negotiations between North and South Korea. However, the fact that 90% of Mongolia's exports are shipped to its neighbouring country China may set certain limits of the third-neighbour policy (Müller 2016).

Socio-economic context

Mongolia has seen an unprecedented economic boom between 2009 and 2013 with double digit growth rates: The economic growth rates were 11.6% in 2013, 7.9% in 2014 and 2.3% in 2015 (see Annex 5A). This boom was followed by a phase of economic stagnation: the WBG estimates for 2016 and 2017 are 1.1% and 2%. This trend, is

referred to as a "crisis" mainly because of rapidly increasing fiscal deficits[1], rising public debt[2] as a result of rapidly increasing budgets[3]. This was especially evident in 2016 when the GoM increased the budget by 30% in view of the elections despite the obvious economic downturn. Thus, the new government in place since June has inherited a formidable job to balance the budgets and to find resources to repay the USD 1.5bn Chinggis bonds due next year. This will require funds to secure short-term liquidity either by borrowing from the IMF or neighbouring countries (China or Japan). The decision will depend on the conditions offered.

The expansion of the mining sector – a multi-billion USD contract for Oyu Tolgoi (OT) and other mines were signed in 2016 – will improve the economic perspective but also increase the pressure on the country's fragile natural environment. In addition, the fact that the mining sector represents 16.7% of the Mongolian economy but provides employment only for 3.9% of the workforce causes resentments in the population.

Mongolia achieved the status of an upper MIC[4] in 2014 when the real GNI per capita reached USD 4,166. However, it fell below the threshold in 2015 (USD 3,860) as a result of MNT currency devaluation. Given the fact that new investments into the mining sector are about to be implemented with additional investments of USD 1 billion per year, the WBG estimates that the economy will recover latest by 2018 or 2019.

Today, 50% of the Mongolian population are living in the capital Ulaanbaatar, due to migration from the country side.[5] The monocentric urban development has resulted in an uneven urban system, where the smaller aimag and soum centres are by factors smaller (and less influential) than the capital. The strong influence is further promoted by the unicameral parliament. The residents of Ulaanbaatar have the majority in voting.

Poverty situation

The poverty data are somewhat inconclusive since they differ between various sources or indicators (the most important poverty data is compiled in Annex 6). Mongolia has managed to reduce poverty of its 3.0 million population despite the economic difficulties since 2010. The official figure of people living below the national poverty line declined from 38.8% in 2010 to 21.6% in 2014.[6] The poverty rate in rural areas remains higher (26.4%) than for urban areas (18.8%) but because of the high urbanisation rate the majority of poor people lives in urban areas today (55.6%).[7] The poverty reduction between 2010 and 2014 was impressive for the countryside where the poverty rate reduced from 56.1% to 27.9% (WBG 2016b). In its latest country update, the WBG states an extreme poverty rate of 0.2% at USD 1.9/day and a poverty rate of 2.7% at USD 3.1/day (WBG 2016c).

UNDP (2016) estimates that 162'000 individuals (4.5% of the population) experience multidimensional poverty and that 462,000 individuals (15.4%) are close to

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[1] The public deficit will reach 18% of GDP in 2016, compared to 5% in 2015 and 2% in 2014. The Fiscal Stability Law introduced in 2010 theoretically limits the possible deficit to 2%.

[2] The public debt has more than doubled from 43% of GDP in 2012 to more than 90% in 2016 (World Bank 2016b).

[3] The unemployment rose from 7.5% in 2015 to 11.6% in the second half 2016 (MERV 2015/2016).

[4] The threshold between lower and upper MIC is calculated by the WBG every year. In 2016 it stands at USD 4,035.

[5] See graph with demographic trend for Ulaanbaatar in Annex 5.

[6] The poverty line in 2014 stood at MNT 140,650 (equivalent to USD 80 per month or 2.70 per day), National Statistical Office of Mongolia (2014).

[7] It is interesting to note, that 43% of all poor live in aimag/soum centres, more than in Ulaanbaatar with half of the population. This is another argument supporting the need for polycentric urban development in Mongolia.

multidimensional poverty and 12,000 individuals (0.4%) suffer from severe poverty. Especially the (low) living standards appear to be the main poverty factor and less so the access to education and health, which have improved also for the lower segments of the population. Rural-urban divide in the HDI is substantial and peripheral areas like Sukhbaatar, Bayankhongor, Khovd, Uvs, Dornogovi and Omnogovi aimags are lagging behind (UNDP 2016 p. 47).

At the World Social Forum convention in August 2016, the world's largest civil society gathering, Mongolia was praised as a leading welfare state amongst emerging economies and developing countries. Overall, the country does better than most similar economies in providing social welfare which is reflected in low Palma ratio[8], a low Gini index[9], and a pro-poor growth: Between 2010 and 2014 the annual growth in mean consumption of the bottom 40% was higher (8.03%) compared to the top 10% (7.05%) (World Bank Group 2016 p. 64). So Mongolia made some progress in increasing shared prosperity.

There are 72 social subsidy schemes which – although not targeted towards poverty – contribute to redistribute national wealth to some extent. For example, the Child Money Programme (CMP)[10] is considered a good programme because it has minimal exclusion and contributed to reduce poverty rate from 24.4% to 21.6%. The ADB made calculations by converting the CMP into a poverty benefit programme. If the CMP scheme would only target the poor the poverty rate would fall to 1.2%. It also appears that overall ODA is not well targeted in terms of poverty eradication because the assistance per very poor reaches more than USD 28,000 per year and ODA inflow per poor is more than USD 2,700 (Kappel 2016 p. 16). Thus, theoretically, there is potential to eradicate poverty in Mongolia if social subsidy schemes would be better targeted in a pro poor manner. The same SDC commissioned study concludes that Mongolia has virtually no poverty compared to international poverty lines and therefore classified Mongolia with the lowest aid priority according to the used set of core indicators (Kappel 2016 p. 12). Although some of these subsidy schemes at present lack financing or their abolition was announced (e.g. for the student allowance) it will not be easy to find majorities in the parliament to effectively stop them in the coming months or years. However, the weak current economic performance and the high debt levels remain reasons for concern regarding the ability to reduce poverty in the coming years.

The following indicators provide further evidence for Mongolia's socio-economic progress in the period 2012 (baseline year) and 2015 and more can be traced in the statistical data provided in Annex 5.

[8] The Palma ratio measures inequality by comparing the income of the top 10% compared to the bottom 40%. With a ratio of 1.33 Mongolia has a rather low ratio among the MICs supported by SDC (Kappel 2016 p. 16f).

[9] The Gini index also differs according to different sources. The WB gives a figure of 32.0 for 2014, which is similar as for Switzerland (31.6 in 2012) and rather low for a country that depends on extractive industries.

[10] This was introduced in 2006 and the monthly subsidy is MNT 20,000 for each child (independent of the household income).

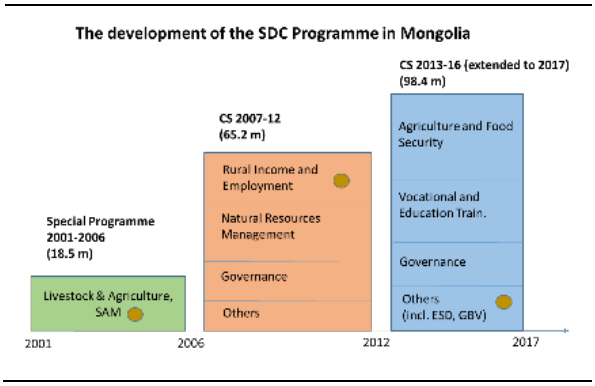
Key Context Indicators Mongolia (see Annex 5 for sources)	
Income per capita (PPP), USD rounded 2012 2015	 9,220 11,070 ↗
Freedom House: Civil liberties / Political liberties: 1= best, 7 = worst 2012 2015	 2.0 / 2.0 2.0 / 1.0 ↗ (Status: free)
Corruption Perception Index (CPI): 0 = worst, 100 = best 2012 2015	 36 39 ↗ (=Rank 72)
Human Development Index (HDI): 0 = worst, 1 = best 2012 2014	 0.714 0.727 ↗ (=Rank 90)

Environment

The environmental conditions are characterized by the heavy overgrazing and degradation of rangeland which have become more serious with the increase in the number of animals. In urban areas and especially in UB, the air quality is still very bad in winter times due to the use of coal block heating, of coal and dung to heat yurts in the ger districts and because of traffic emissions. The pollution levels are very high but have moderately improved in the past years. UB, however, remains one of the cities with the lowest air quality in the world.[11]

2.1.3 Most important context changes and CS adaptations made

The box to the right gives an account of the evolvement of the Domains. SDC started in 2001 with a humanitarian aid programme after a series of severe dzuds (harsh winters following dry summers) when more than 11 million animals perished. In 2004 SDC opened a Swiss Cooperation Office in Mongolia (SCO-M) and the projects focused on Natural Resources Management, mainly in Western Mongolia. In 2007 the Rural Income and Employment Domain and the Governance Domain were included. In 2013 the Natural Resources Management Domain became the Agriculture and Food Security (AFS) Domain and Employment and Income Domain was reoriented and became the Vocational Education Training (VET) Domain. With these changes SDC was able to respond to the partner country's requests and to exploit the emerging windows of opportunities in the new VET Domain as well as the State Reform, Local Governance and Civic Participation Domain (in short GOV).



[11] In winter time the level of tiny particulate matter (PM 2.5) in UB is by factors above the level considered as safe by WHO and the air quality can be tracked online http://aqicn.org/city/ulaanbaatar/mnb/.

Alignment with priorities

The Government of Mongolia (GoM) is providing strategic guidance for the country's development process and has been a reliable partner for international development agencies. Through its MDG-based National Development Strategy (NDS) 2007-2021 (GoM 2008), the government is proactively guiding the country's reform processes through the following broad-based objectives: 1) achieve the MDGs through strengthening human capacity; 2) create a knowledge-based economy through high-technology; 3) ensure environmental friendly production and services; and 4) foster a democratic system of governance for the benefit of all citizens.

In the Sustainable Development Vision 2030 (adopted in 2016), Mongolia aspires to end poverty in all forms, to increase the enrolment rate in primary and vocational education to 100 percent, to quadruple per capita income, establish a lifelong learning system, and build professional, stable and participative governance, free of corruption that is adept at implementing development policies at all levels (see also indicators in the box below).

SDV Baseline and Targets			
Indicator		2014	2030
GNI per capita	USD	4,466	17,500
Life expectancy	years	69.6	78
Poverty rate	%	21.6	0
Gini coefficient	score	36.5	30
Maternal	ratio	30.6	15

Source: GoM 2016

In the **agriculture** sector, the objectives are the following: preserve the gene pool and resilience of pastoral livestock breeding that is adapted to climate change; increase productivity; develop livestock sector that is competitive in international markets based on the population concentration and the market; repair soil and develop intensified farming in order to meet the domestic demand for grains, potato and vegetables; and finally support the business and economics of herders and herder groups, and small and medium sized farmers; and provide modern techniques. In the field of **VET**, the government strives to improve the vocational education and training system based on demand and increases the number of students. The objective is to meet the national workforce demand fully from the national pool of skilled and professionally trained persons in order to reduce the high unemployment rate.[12] Regarding the **governance** theme, which is seen as a fundamental condition for successful implementation of the vision, the vision's goal is to establish and strengthen an accountable and proficient governance structure and to improve the leadership of civil service organizations at all levels; and develop transparent and accountable governance at the national and local levels, based on public participation and public-private partnership and to eliminate corruption. In order to implement the national reform agenda, the GoM has asked Switzerland to provide specific technical expertise and assistance in the areas of agricultural development, professional education, and state reforms. Hence, the CS is well aligned with the government's development priorities for the period.

The change in government in 2016 and the forthcoming presidential elections in 2017 could bring new uncertainties. This could have major implications especially on the GOV domain with its exposure to direct democracy and decentralisation concepts requiring adjustments in the project designs.

With regards to Swiss policies, the CS was and is in line with the current Federal Council Dispatch (FCD) on International Cooperation of 2013-2016. Among nine other countries, Mongolia has been defined as one of the stable priority countries for international development by the FCD. In this region, the FCD mentions, that the aim of Swiss support is to protect the environment and preserve the natural living conditions of the poor for

[12] The unemployment has increased in 2015 and reached a peak in early 2016 with 11.6%. It stands now at 9.4% (National Statistics Office of Mongolia).

instance by combatting desertification. Besides the ecological engagement, Switzerland supports the region in sustainable economic growth, income and employment, access for all to quality healthcare & education and local governance & state reforms. By the inclusion of the VET and GOV Domains, the CS shifted from its previous strong focus on sustainable natural resources use, to a more encompassing programme taking into account the environment, the changing economy, the political system and the society. The programme also corresponds to the overall goal of the new Swiss FCD on International Cooperation 2017-2020 and its two strategic objectives: (i) Ensure equitable access to resources and services to the people, and (ii) Support the transition to democracy and a market economy. It defined Mongolia as a priority country for Swiss assistance until 2020. Hence, the CS Mongolia with its three thematic Domains is firmly in line with the overall aim of the FCD 2017-2020.

2.1.4 Quality of context analysis

Changing context since 2013

Since the planning of the present CS the context has sharply changed and the economic downturn poses severe macro-economic and fiscal challenges. The changing context has been and is continuously tracked and analysed by the SCO-M and annually documented through the MERV process which analyses and documents the context changes as well as programme implications. The quality of these documents is assessed as good and accurate.

Due to the substantial changes in the economic context since the planning of the CS in 2012 it was decided to conduct a Mid-Term Review (MTR) in 2015. This internal process concluded that the context analysis in the CS and thus the CS remain valid. However, it pointed out that the planning of the CS coincided with a period of impressive economic growth and general euphoria due to the discovery of Mongolia's huge mineral wealth. Yet, as demonstrated above, the context has changed profoundly and three years later, the country is experiencing a significant slowdown in economic growth which is increasing vulnerabilities and general disappointment with the government's performance. The MTR recommended to consider urban poverty in order to have a greater impact on poverty reduction in Mongolia. As a consequence, SDC decided to strengthen the poverty orientation of its projects in Mongolia, as well as focusing more on urban centres and UB (especially in the peri-urban ger districts of UB).[13]

Furthermore, according to the MTR the transversal theme gender was not systematically addressed at the project implementation level. Mongolia is characterised by the rare fact that women have a better HDI value than men because they are better educated and have a longer life expectancy. This gap is perceived to be a source of stress and one of the reasons why many men have alcohol problems contributing to reduced life expectancy. Another effect is that domestic violence is a major issue, which is going to be addressed by a new SDC project in the GOV Domain (*GBV*).

Given the continued relevance of the CS and considering the upcoming elections in 2016, the MTR recommended an extension of the CS by one year. The next CS will be prepared once the new government is operational and the new FCD outlining the Swiss priorities for the period 2017-2020 is approved. The CS extension until end of 2017 was proposed to the South Cooperation Department of SDC and approved in March 2015. As a result of

[13] The urban poor live in the ger districts where they often have neither piped drinking water, nor sewage, nor electricity connection. This contributes to severe environmental problems (water and air pollution) and related health risks.

the MTR related analyses and the context monitoring, the SCO-M has initiated the following steps:

- Poverty as well as equity (or inclusion) aspects were emphasised in the policy dialogue, project implementation and during the elaboration of new credit proposals (e.g. *VEGI*, *GDP II*).
- New projects or project components were developed to address the urban context, especially in the ger districts (e.g. *VEGI*, *GDP II*, etc.). Many *VET* activities already take place in urban contexts and also cater for urban professions or markets (e.g. construction and mechanics).
- The recently launched activities under the Global Credit 2020 pilot new implementation modalities (incl. trilateral cooperation with China) and also address urban issues (WASH in ger districts and urban rescue).
- The SCO-M started to pilot new areas of cooperation in order to explore new aid modalities putting more focus on technical assistance.

The interviews with SDC and partner representatives confirm the continued relevance of the CS and SDC's responsiveness to the context evolution. Also the relevance of the three Domains for Mongolia's development was confirmed as relevant. The frequent staff changes in the GoM and especially the profound change of staff after the new government took over in June hamper institutional continuity and require constant capacity development efforts across the Domains. Although the new government seems to have a more populist agenda, sectoral and political priorities are not expected to change significantly. The GOV Domain seems to be most affected by changing priorities of the GoM as it remains unclear to which extent and how the new government will carry on with the decentralisation and democratisation agenda.

Earlier phasing-out considerations

In 2010, the East Asia Division elaborated an amendment to the CS 2007-2012. It suggested to consider a phasing out during the FCD 2013-2016 and provided criteria for programme adjustments (SDC 2010). The FCD then mentioned Mongolia as one of the ten stable focal countries/regions where SDC wants to focus. Retrospectively, it is apparent that in spite of the recurring phasing out discussions the programme continuously expanded in terms of themes, domains and resources. In 2010 Switzerland committed itself to allocate 0.5% of the GNI to development aid. With increasing budgets SDC reconsidered its approach with Mongolia given the fact that it was a relatively stable country while the overall SDC focus shifted to fragile states.

While planning the current CS 2013-2016/2017 the basic assumption was, that the programme would be gradually phased out during the next programme cycle 2016-2020.[14] The MTR (SDC 2015) brainstormed on possible post-2020 scenarios and suggested activities that are beyond the traditional development cooperation track, like new economic instruments, scientific cooperation, exchange on Swiss expertise (democracy, urban planning, negotiation/mediation support, etc.). These reflections are included into the global credit Outlook 2020. The new FCD 2017-2020 declared Mongolia a priority country. While emphasis is put on good governance issues (and decentralization) in order to properly manage the income from the mineral resources, the support to the mining sector (Sustainable *Artisanal Mining, SAM*) and combating the desertification are mentioned too (but interestingly not the VET Domain).

[14] The summary of the CS 2013-2016/2017 mentions a phase out by 2020.

2.2 Evaluation Area 2: Relevance and Appropriateness of the Project Portfolio with regard to the Domains of Intervention of the CS

2.2.1 Conclusions and Recommendations EA 2

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives

Conclusions (C):

C1: The three Domains have relevant project portfolios, but the intervention logics are of varying relevance and quality. The shifting of some projects (*ESD*, *SAM*) between the Domains has hampered the consistency of intervention logics and of CS results frameworks.

C2: Given the progress in poverty reduction, a country strategy beyond 2020 focusing on poverty reduction might not be relevant anymore. The phasing in of more economy-oriented aid instruments by SECO would make a lot of sense to support economic diversification and private sector development. However, such a transition is not planned because Mongolia is not foreseen as priority country for SECO.

C3: The portfolio in the AFS Domain included six projects in 2013 and several ended in the meantime. Thus, from 2017 onwards the Domain consists of only two projects addressing economic diversification in the agriculture sector. The intervention logic is basically still relevant. Agriculture is one area where the Mongolian economy offers scope for diversification.

C4: The rangeland management issue in the AFS Domain has a long history but due to the ever-growing number of animals (70 million in summer 2016) the carrying capacity and pasture degradation are serious concerns for which systemic change is a must but at the same time difficult to tackle.

C5: The VET sector remains highly relevant and the approach chosen was relevant and appropriate. The sector context is, however, changing with an increasing number of development partners and private actors entering. For the new government vocational training and skills development remain a priority and it is making a stock-tacking on how the system works and what should be improved. This may create additional opportunities to address some of the missing elements, in particular the lack of a vision for addressing teacher training.

C6: The core portfolio in the VET is coherent but some projects do – for various reasons – not fit and the result framework is not reflecting all of the projects' interventions. There are a few disconnected projects, with limited synergies within the Domain. Furthermore, the projects are embracing a great number of thematic areas while at the same time being highly ambitious.

C7: The decision to integrate the *Education for Sustainable Development* (*ESD)* project in the VET Domain along with the new focus on employment by the *Youth Employment Project (YEP)* project makes it unlikely that the new Domain (whatever its name will be) will become more coherent in the next CS.

C8: The approach in the GOV Domain consisting of strengthening key institutions, enabling people's voice to be taken into account in decision-making and ensuring the accountability of government institutions delivering sustainable services in the framework of the decentralisation process is well adapted to the Mongolian context.

C9: The changes at the policy level as well as the economic downturn have a strong influence on possible future results and sustainability in the GOV Domain (e.g. due to massively shrinking allocations for the Local Development Fund, LDF). The implications for all SDC programmes are substantial as a few projects are dependent on LDF co-financing. There is some uncertainty about the new

government's focus on decentralization. While it remains a priority, the model of decentralisation and democratisation appears to be under discussion.

C10: One of the current challenges within the GOV portfolio is the delay in implementation of the *SLP3* due to "politisation" within the government and unsatisfactory or not proactive management by the WB as the main partner.

C11: The *Sustainable Artisanal Mining* (*SAM* project) is addressing the informal mining sector, which generates employment and income for many small miners. SDC has been the only donor working in this niche on the formalization of this challenging sector. A continued engagement makes sense but local ownership should be fostered.

C12: SDC-M has addressed and mainstreamed gender issues at Domain and project level. It conducted an impressive array of studies, reflected about measures and produced action plans which are monitored.

Recommendations (R):

R1: AFS Domain:
- a) The rangeland sustainability issue has to be addressed (beyond the draft Rangeland Law) in a more systemic manner to tackle the multitude of conflicting incentives that hinder destocking (e.g. introduction fees for large herds);
- b) Consider phasing out the two projects by end of the next CS and wrap up this Domain.

R2: VET Domain:
- a) Given the increasing number of partners moving into the VET sector, consolidate and do not expand the portfolio. However, in case the government is addressing the issue of teachers training SDC may consider it as this is a relevant but neglected pillar in the sector.
- b) As short-term training has proven successful in improving the employability of people with a lack of marketable skills (usually poor, excluded population) and in addressing flexibly some labour market needs short-term training should be promoted.

R3: GOV Doman:
- a) A lot of efforts are being done in capacity building of local governments and public sector but the institutionalization of these efforts has to be addressed more systematically due to high turnover and weak anchorage in institutions;
- b) Streamline the approaches for fostering citizens' engagement. There is no common understanding or best practices among projects and programmes. A gap that should be filled by SDC projects.

R4: The *SAM* project in the informal mining sector is a niche for SDC. However, (i) ownership of locals NGOs, (ii) strengthening of the national federation need to be emphasized, and (iii) the role of an international knowledge hub to be critically reviewed as there is a high risk of an unsustainable platform.

R5: The systematic SDC-M gender mainstreaming efforts and products reflect good practice and should be up-scaled across SDC divisions (e.g. via the thematic network).

2.2.2 Relevance and coherence of the project/programme portfolio

Following, a brief assessment of the relevance of each of the Domain portfolio is presented. Annex 3 provides a complete list with the projects and programmes of the CS Mongolia 2013-2016/2017 as well as their duration, implementation modality and budget.

Domain AFS

The agriculture sector still contributes 15% to the GDP (2015) and represents 27% of the labour force (2014). With the economic slowdown the agriculture sector's importance as source of employment has even increased and many poor and vulnerable families live in rural areas. As a result of the privatisation of animals, while the land remains public property, the number of animals has constantly increased during the past years also because of favourable weather conditions. Other factors contributing to this trend are cultural values – big herds are a status symbol for nomads – and the various agricultural subsidies which provide financial incentives for keeping as many animals as possible, especially since opportunity costs are minimal. Therefore, the number of animals has increased to an all-time high with 70 million in summer 2016.[15] It is estimated that more than 65% of the pasture land is exposed to some degree of soil degradation and desertification as a result of overgrazing and climate change. In response to the increased degradation of pastureland, government policy is only slowly shifting from the promotion of high numbers of animals to the promotion of animals of higher quality and productivity. Various SDC projects in the Domain have supported this policy shift.

The CS 2013-2016/2017 aimed at increasing the incomes and better livelihoods for vulnerable rural populations and to this end designed and implemented a range of projects that emphasised improved production (e.g. potatoes, more rational rangeland management and animal health), fostered access to markets (e.g. potatoes, vegetables and animal products) and improved livelihoods through institutional strengthening of herder groups (Pasture User Groups, PUGs) initially with matching funds and as of late with micro-credit schemes. The intervention logic in the results framework of the CS, however, did not encompass or reflect all projects, e.g. the *Combating Desertification project* (*CODEP*) or the project *linking herders to carbon markets* were not reflected in the intervention logic of the results framework.

While the Domain goal is still relevant (increased incomes and better livelihoods), the challenge is to target and reach the poor herders and to effectively increase their incomes. Regardless of the approach applied, the market orientation is particularly difficult to promote with resource poor herders as they lack the resources and/or skills to enter the market. Therefore, it seems quite logic that the success with the potato project was due to innovative farmers, who are not necessarily among the poorest (see IWRM 2013, 2014b and 2015). While most of the bigger projects were relevant to address the livelihood situation in rural areas, such as *Green* Gold (GG), Animal Health Project (AHP), the Mongolian Potato Programme (MPP), CODEP or the *Index-Based Livestock Insurance* scheme for herders (IBLI), the context was not mature for a rather complicated project that would *link herders to carbon markets* that were not yet operationalised in Mongolia.

During the present CS the AFS Domain has seen a consolidation with the phasing out of four projects. The *GG* and *AHP* projects ended and a new project starting next year will consolidate past achievements at national level. The new *Inclusive and Sustainable Vegetable Marketing* (*VEGI*) project is relevant because it diversifies the nutrition base and promotes new value chains. One component of this project is explicitly addressing poverty in ger districts through vegetable promotion including, among other, support for greenhouses. The two remaining projects have a national perspective whereas several of

[15] The number of animals fluctuated between 20 and 25 million during the period 1970 and 1990, and then increased to 45 million by 2008 and 61.5 million at the end of 2016 (the number of animals usually decreases by 15% during the winter due to slaughtering and deaths). The final carrying capacity is fluctuating and depends on various factors (e.g. weather, fodder, etc.). As a consequence of overstocking, overgrazing and subsequent land degradation is especially taking place around water holes and soum centres.

the previous AFS projects had a focus in the Western parts of Mongolia, where poverty incidence was more prominent a few years ago. The shift to national outreach and ger areas adds value in terms of relevance.

Switzerland is one of the few donors in the agriculture domain. The improvement of the food security through improved animal, rangeland and vegetable production is relevant because it addresses the livelihoods of poor rural households and also strengthens vocational education (e.g. for veterinarians) as well as governance aspects through the build-up and management of the PUGs. The projects positively influenced the policy context through the promotion of national policies like the Animal Health Law and the Rangeland Law. Yet, both Laws were not endorsed because of the political changes in 2016 and the sensitivity of the issue. The external evaluation of the *AHP* (Von Sury et al. 2015) noted that although the project is in line with national policies the expectation of animal and meat exports due to the new Animal Health Law are too high. Meat export potentials are mainly with Russia and China but the issue of biosecurity remains a challenge because the traditional pastoral way of livestock breeding has high risks of contracting infections from wild animals.

With the MTR of the CS the livelihood indicators of the *SAM* project (which is under the Domain "Others") were included in the results framework of the AFS Domain but this does not convincingly improve the coherence of the intervention logic.

Domain VET

In the CS 2013-2016/2017, it was decided to dedicate an entirely new Domain to improve the quality of vocational education and short-term skills training to allow rural young people and low-skilled adults to take part in the economic boom. This choice is highly relevant for the Mongolia context, given the mismatch between the supply and the demand side of the labour market, the increased employment opportunities provided by the economic development of the country and the importance of available skills for economic development.

Since the beginning of the country strategy, more development partners have moved into the Domain of VET, including ADB, Australia, EU and private companies (OT)[16]. While this shows the relevance of the VET Domain for Mongolia's economic and social development, it is also contributing to a more complex landscape in terms of donor interventions compared to the beginning of the country strategy.

The new government is still considering VET as a priority, especially to create more job opportunities for the Mongolian people and to support the diversification of the economy. Therefore, the VET system is seen as a key contribution along other measures (SME promotion, etc.) rather than an end in itself.

While the Domain goal is still relevant (unemployment of rural youths), its wording is geographically too limited in the light of the rapid urbanization of the country and the related unemployment challenges in UB and aimag/soum centres. Although there was a focus on the Western regions for the *Vocational Education and Training* (*VET*) and *Vocational Skills Development* (*VSD*) projects, the programme rightly expanded beyond addressing exclusively rural men and women from the beginning. Some projects or project components were benefiting urban stakeholders as well or had an outreach to the national level (e.g*. VET Phase I* included public awareness campaigns at national level, the *SME* project never moved beyond supporting SMEs outside of UB and the *Youth Development Project* (*YDP*) was very much anchored at national level). Given the challenges of urban employment, the broadening of the targeted population through the project portfolio was

[16] The earlier ones were South Korea, Germany, Switzerland and Singapore.

therefore appropriate. In addition, as acknowledged in the MTR of the CS, broader outreach seems to have facilitated the policy dialogue with GoM on successful approaches implemented at project level.

The current Domain portfolio is not consistent with the overall goal and the outcome statements of the logic of intervention in the CS. This is project-driven and based on the *VET* and *VSD* projects only.[17] The intervention logic did not take into consideration other projects that already existed (*SME*) or were approved at a later stage (*YDP*).

The integration of technical, soft and life skills (*VET*, *VSD* and *YDP*) is deemed appropriate as those are necessary to ensure the adaptability of the trained people in present and future positions and favour their employability (although the YDP project included a very broad understanding of life skills). In addition, the development of longer-term versus shorter term training allows targeting not only the young generation, but also the "lost" generation, i.e. unemployed 25-40 years adults, which is a serious issue in the Mongolian context. These strategies were highly relevant for the Mongolian context.

The streamlining of VET/VSD activities in a single project allowed the second phase of the *VET* project (renamed *Youth Employment Project*, *YEP*) to focus on employment, in line with the demand of the government. While some of the experiences made in the previous projects may be relevant (e.g. career guidance as part of employment services), it is however a new area for the foreseen second phase of a project with some ambitious objectives. It will therefore be important to carefully monitor the progress with a strong focus on ensuring their sustainability.

There is an interest of the government in enshrining sustainable development in Mongolia as demonstrated by the Sustainable Development Vision 2030. The *Education for Sustainable Development* (*ESD*) project is in line with this interest. However, in a context where the quality of education remains a key challenge for the primary and secondary education, one may wonder whether the ambition of this project is adapted to the context of Mongolia. The MTR of the *ESD* project (Steiner-Khamsi et al. 2016) noted that it came late in the curricula reform process and mainly addressed five curricula at higher secondary level. An assumption was also that the two involved Ministries (Environment and Education) would closely work together what did not materialise. In addition, as ADB is engaged in curricula reform, one may wonder whether (i) it is efficient for another donor to come on top of this reform with a specific subject like ESD, (ii) the certification of schools is a primary concern, and (iii) demanding schools to act as agent of sustainable change in their communities is not distracting them from their core business, namely teaching and learning. The ESD project itself has a very broad range of activities.[18]

As the *YDP* and the *SME* projects finish in 2017, a certain consolidation takes place provided they are phased out. However, the integration of the *ESD* project into the Domain is planned mainly in order to respect the requirement of the FCD 2017-2020 of allocating 90% of the financial resources to three Domains. The consequence would be a Domain including basic and secondary education, vocational and skills development, career and employment services as well as start-up support. This means a rather unfocused and fragmented domain portfolio at a moment of consolidation.

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[17] Although in the text of the country strategy, reference is made to the *ESD* and the *SME* project, the logic of intervention does not reflect the outcomes of these projects. In the annual reports, the *ESD* project was reported under the Domain "Others". In addition, the *VSD* project was not foreseen in the CS 2013-2016/2017.

[18] This includes including sustainable development issues in curricula of various subject matters, training of teachers, production of textbooks, training of journalists, selection of model schools, school-based community development, certification of schools and businesses (ISO 14000), and creation of green credit fund in the banking sector.

Domain GOV

With a portfolio consisting of five projects/programmes and representing a third (32%) of the whole portfolio of SDC in Mongolia the GOV Domain addresses the three relevant issues for the country development, namely: 1) Decentralisation policy reform, 2) Capacity building of local sub-national self-governing bodies (khurals) and local administrations, and 3) Citizens' participation in governance processes.

The Domain is particularly relevant as it is in line with national and local policies, supported by a commitment at both levels, the national and local levels. Development partners also join efforts in view of contributing to enforcement of the legislation, improving access to quality public and social services through support to local governance reforms (i.e. delineation of powers and functions between different levels of government, clarifying fiscal transfers and revenue collection at subnational levels, and increasing the accountability of elected officials to citizens) and reinforcing organisation of the civil society as well as participation of citizens in decision making at all levels.

Looking at the results chain for the GOV Domain (i.e. Annex 3), the lines of interventions described and corresponding to activities in the different projects/programme are consistent with the outcomes and the Domain's goal. They are clearly contributing to the two strategic objectives: (i) Local governance: Improved performance and accountability of local governments and (ii) Development of civil society: Improved capacity and social accountability role of civil society organizations.

The approaches are both well considered and relevant, because SDC by working on the system and involving all levels of Governance, is responding to expressed needs of the national stakeholders and has sufficient flexibility to adapt projects and programmes to be responsiveness to the context evolution.

The portfolio is however embracing a great number of areas and is (too) ambitious. The relevance of several GOV projects or components is reduced by the fact that the state allocations to the LDF are decreasing. The LDF was significantly reduced in 2016 and will be drastically cut for the 2017 financial year. [19]

Whereas the restructuring of the *GDP* components for Phase II has clarified the role of the various components, the interlinkages of the Local Governance Component of *GDP II* with *SLP3* created difficulties. After it seemed that the *SLP3* would eventually start following the parliamentary approval in 2015 this component was dropped from *GDP II* to avoid duplication. However, the *SLP3* did in fact not take off as planned and was further delayed due to the change of the government in 2016. This has reduced its relevance because the aimags and soums would have been very eager to receive additional performance based grants and capacity building support in a context where the LDF resources are shrinking.

The present competition for the "ideal" decentralization model in which all stakeholders are perfectly playing their role shows that the path to implementation of decentralisation will be longer and more challenging than described in the vision. Yet, SDC has made a relevant contribution in the formulation of the new decentralisation policy, which was approved by the government in June 2016. The same can be said for the draft law entailing direct democracy instruments.

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[19] The allocation for the LDF was MNT 187m in 2013 (CHF 125m), MNT 195m in 2014 (CHF 98m), MNT 127m in 2015 (CHF 61m) and MNT 120m in 2016 (or CHF 55m). In 2017 even less will be allocated and therefore the total allocation to the LDF will fall short of the initial plans (CP of *SLP3*). Owing to the massively reduced funds only small local projects might be financed in the coming years reducing the scope of fundable projects and of decision making at local level.

2.2.3 Appropriateness of approaches

The two main intervention strategies that can be identified across the three Domains are (i) the joint planning, appraisal, implementation and financing for all interventions with the government (e.g. *ESD*, *GDP I* and *II*, etc.), and b) the steady phasing out SDC self-implemented projects. The MTR of the CS favoured the scaling down of self-implementation in view of fostering sustainability which was also a requirement by the SDC management. At present, still three major projects are operating under the self-implementation mechanism: *SAM*, *GDP II,* and *GG* / *AHP* consolidation have project coordination units that are administratively directly linked to the SCO-M. The role of SDC-M as a donor would suggest that there should be no new projects or phases with self-implemented projects. It is of course convenient and efficient to have all project know-how that close to the SCO-M (the project coordination units are in the same building) but since SDC is not an implementer the outsourcing would clarify roles, strengthen governance and facilitate sustainability. SCO-M is planning to phase out this implementation modality in the coming CS.

The MTR of the CS suggested that the rural poor remain a primary target for SDC but with an opening towards urban poor. This recommendation has been taken up and the new projects such as the *VEGI* supporting small-scale vegetable farmers, female-headed households and poor households in the semi-urban areas and UB or *GDP II* in which the Urban Governance component aims to strengthen the capabilities of UB to plan and deliver public services and involve citizens in budget decision- making are indications of the gradual shift. Many of the VET activities take place in urban contexts (schools) and also the *ESD* activities in schools are related to “urban” contexts. Owing to the fact that more than 70% of Mongolians live in urban areas and that many project activities/centres are located in urban areas which also cater for rural beneficiaries makes the distinction urban vs. rural more and more difficult. If efficiency criteria have high priority, then the portfolio would have to move towards more interventions in UB, because the majority of Mongolians live there and possibly also the majority of poor people. However, the evaluation team sees big demands in aimag (and soum) centres and also in terms of decentralisation it would be important to improve quality services (e.g. education, vocational training health, etc.) outside of UB – also in order to mitigate the migration inflow to UB.

In the development of the Domain portfolios, Switzerland responded flexibly to the demands of the government. While this demand-driven approach demonstrated the flexibility of Switzerland as a development partner, it also led to rather broad portfolios. In all three Domains the SDC-M interventions link micro (livelihoods), meso (organisational, regional) and macro levels (policies). This allowed Switzerland to gain practical experience at field level, facilitate scaling up of approaches to regional or national levels and to support systematic changes.

The interventions in the AFS domain are guided by the principles of M4P and consider supply and demand side aspects. Facilitation of market linkages is seen as a core task and is systematically addressed in project designs and in the policy dialogue. Yet, the main challenge is that market development is slow, and the realisation of large scale impacts is wishful thinking because the absorption of additional products in the local markets has proven to be difficult and where new or more products could be marketed, often the prices went down. This is of course limits the speed at which value chains can be promoted. New value chains are explored and promoted (e.g. vegetable, yak down, baby camel wool, etc.). Given the huge potential skin and hide and meat value chains should also be selectively considered.

Most of the projects in the VET Domain were implemented by German consultancy companies, including GIZ. The GIZ approach seems to be appropriate to achieve results at school level (e.g. training of teachers by German advisers contributing to improved

training) but presents challenges in ensuring the sustainability of the results. In particular, it was quite a surprise for the evaluators to note that the equipment for VET schools included mostly German brands. However, the case does seem to demonstrate the value added of Switzerland's (and Germany's) dual approach in vocational education and training which has emphasised internships and the inclusion of the private sector.[20]

2.2.4 Transversal themes

The CS 2013-2016/2017 only addressed one transversal theme, namely gender. SDC HQ, however, also stipulates governance as an institutional transversal theme. Although governance was not an explicit transversal theme in the CS, several projects from the non-GOV domain had strong consideration of governance issues in project designs as well as implementation (e.g. *GG* and *SAM*).

The only transversal theme in the CS was therefore gender. The situation of men and women in Mongolia is influenced by traditional factors (inherited from nomad societies), socialist history as well as by modern and urban life. Besides existing stereotypes of gender task repartition in household care, women are encouraged to study and be independent while men can be less qualified. Today, Mongolia is characterised by the rather rare fact that women have a better HDI value than men.[21] This gap is, however, also perceived to be a source of stress and one of the reasons why many men have alcohol problems which is also a contributing factor to domestic violence. This has become a major human rights issue during the Periodic Reviews conducted by the UN. In 2016 SDC and UNFPA started a co-financed project on *Gender Based Violence (GBV),* an issue that was observed critically in various HR reports. The project was launched and will be implemented in the coming four years. Furthermore, herder men find it increasingly difficult to find wives. Since women are generally better educated, they tend to migrate to urban areas and prefer to go for more promising partners.

While the MTR of the CS (SDC 2015) concluded that gender issues are not systematically addressed at project level this has substantially improved since then. The SCO-M elaborated a wide range of gender analysis in all domains including the small scale artisanal mining sector. In AFS Domain the SCO-M assessed gender gaps in nomadic herding (Voltolini et al. 2015) which resulted in a review of project interventions to better address gender aspects. The provided disaggregated quantitative data given in the CS monitoring for this Domain is said to be difficult to interpret. The elaboration of an overall gender report was welcomed and the gender related reporting and participation in SDC network is pro-active. The gender analysis has contributed to discussions how to strengthen gender mainstreaming in the projects. The SCO-M mandated a gender desk study (IRIM 2014) and conducted a gender survey in the VET project in western Mongolia. The rich material is available on the SCO-M website.[22] It also plays an active role in the gender network of SDC.

Reporting on gender disaggregated data has improved over the term of the CS and is considered as highly satisfactory by the SDC management. According to the current staffing composition (Annex 7) almost two-thirds of local staff in the SCO and the self-implemented projects are female.

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[20] At present, the Swiss allocation to the VET sector is only around 4% of sectoral projects in 2015. Compared to this the OT mine finances 25% of the sectoral projects alone (VETP 2016 p. 10).

[21] The HDI in 2014 was 0.737 for women and 0.716 for men. Life expectancy is 8.6 years higher for women (the gap increased in the past years) and they have 1.4 years more in schooling. Only in terms of GNI men perform better (UNDP 2015).

[22] https://www.eda.admin.ch/countries/mongolia/en/home/international-cooperation/themes/equality.html

2.3 Evaluation Area 3: Implementation of the CS and its portfolio

2.3.1 Conclusions and Recommendations EA 3

Purpose: Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results.

Conclusions (C):

C1: SDC is the only developmental Swiss government agency with a program in Mongolia. SECO is indirectly present through its financing of regional and global initiatives. There are very few Swiss companies and NGOs operating in Mongolia.

C2: The financial allocation has increased from CHF 80.1million (for 4 years) to 98.4 million (for 5 years). SCO-M was able to disburse the funds due to good progress in projects. The average disbursement rate is 105% (compared to the annual budget allocated by the HQ).

C3: The mix of aid modality is appropriate and the partners are well chosen and diversified. Yet, there are still three self-implemented projects (steered by SDC Project Coordination Units, PCUs). Knowledge exchange with SCO-M is facilitated but institutional sustainability is a challenge. Projects should use national implementing capacity of NGOs and the private sector or national mechanisms (Ministries, public agencies). The phasing out of self-implemented projects is foreseen during the next CS.

C4: SDC involves actively and in a pragmatic manner in policy dialogue (e.g. key policy messages were established for each Domain) and there is easy access to decision makers in Ministries and in the Parliament but reforms at national level can take very long (e.g. Rangeland/Animal Health Laws).

C5: The CS monitoring system is lean and of good quality (indicators, processes, etc.) and used for annual reporting towards the HQ. However, several elements in the reporting system are not used or sufficiently exploited for steering purposes. The annual survey commissioned by the SCO-M is a unique feature because it collects data for certain indicators for beneficiaries and control groups. Unfortunately, there were methodological issues on sample selection and the data was not analysed/interpreted for steering purposes at SCO-M.

C6: The two co-financed WB projects in the GOV Domain are suffering from delays (massive in the case of *SLP3*) hampering the effectiveness and absorbing a lot of SCO-M management resources.

C7: There exist various synergies between projects within the same Domain or between Domains. These are regularly and systematically identified, exploited as well as monitored by SCO-M through regular meetings in the Domains (especially GOV).

C8: Donor coordination takes place mostly in an informal way and rather at a technical/operational than at the policy level. GoM in general does not seem motivated to take the lead. Information exchange platforms do exist in all three Domains but depend on donor's initiatives. There is a need to improve coordination in VET and GOV Domains at policy levels.

C9: The *SAM* and *ESD* projects do not fit into the three Domain logics (e.g. revision of indicators for the MTR of the CS). The reallocation follows a pragmatic rather than a strategic logic (to comply with the "90%" condition of funds to be allocated to the three Domains of the CS according to the FCD 2017-2020). SDC has added a relevant project to address gender based violence as an outcome of various gender studies (GOV Domain).

C10: SCO-M has implemented MTRs for all major projects and this has revealed the scope of achievements and the room for readjustment of the projects to make them more coherent and relevant. This is seen as a good practice by the SCO-M, eager to adapt to context and add value.

Recommendations (R):

R1: In view of shrinking budgets in the coming period measures have to be considered to reduce the overhead costs of the SCO-M and to streamline the administrative and finance section.

R2: Continue to strengthen donor coordination in all Domains with other like-minded donors and move from donor coordination centred information exchange to more coherent analysis & messages on policy reforms among like-minded donors. Ensure dialogue with GoM on agreed vision and principles as the "big" money comes from WB, ADB and EU. There is also a need for upfront coordination with big urban projects before further strengthening of activities in urban areas takes place (*UGP*, *VEGI*, *WASH*, *DRR, Urban Search And Rescue,* etc.).

R3: Cooperation with SDC's Global Programmes (Climate Change & Environment, Agriculture and Food Security as well as Water Initiatives) shall be explored through concrete projects in the new CS new modalities that have to be developed for the post 2020 era.

R4: There are a series of operational recommendations that should guide the planning for the consolidation during the next CS:

a) More realistic planning adjusted to the reform capacities of government partners should be done and complexity should be reduced. It is important taking into account the changed context while re-planning of current programmes which should carefully assess risks (i.e. *Third Sustainable Livelihood Project* (*SLP3)* and the *Governance Development Programme (GDP II*);

b) The discontinuation of the annual M&E survey can be justified given the lack of utilisation for steering of the portfolio due to methodological constraints. It is recommended to rather conduct specific impact studies (e.g. for *GG* or the *VEGI* projects) and to validate the real added value respectively the feasibility of the M4P approach for poverty reduction;

c) If continued, the *ESD* project should be streamlined and focused taking into account the results of its MTR. If SDC funds are getting scarce this project should be phased out;

d) Further upscaling of the Fairmine label under the *SAM* project is required and the proposed international Knowledge Hub and ownership has to be reviewed;

e) Explore new ways of cooperation (e.g. trilateral cooperation with China to strengthen USAR capacities) but be realistic and avoid further scattering of the portfolio.

2.3.2 Financial Management

The table in the box to the right shows the original financial allocation for the CS 2013-2016/2017. The CS budget allocation compared to the original CS 2013-2016/2017 increased due the prolongation of the CS by one year from CHF 80.1 million to CHF 98.4 million (this amount is based on annual planned figures, see table 1 on the following page).

Domain	Original CS Budget (CHF m)				
	2013	2014	2015	2016	Total
AFS	6.6	5.9	6.2	6.0	**24.7**
VET	2.0	3.4	4.6	4.9	**14.9**
GOV	4.0	7.2	7.2	7.2	**25.6**
Others	2.1	3.3	3.3	3.0	**11.7**
SCO-M	0.8	0.8	0.8	0.8	**3.2**
Total	**15.5**	**20.6**	**22.1**	**21.9**	**80.1**

Since 2005, when the annual budget allocation was CHF 4 million it increased continuously until 2013 (CHF 13 million) and then almost doubled to over 20 million with the new Domains in the CS 2013-2016/2017. This is according to the principle that priority countries should have an allocation of at least CHF 20 million per year on average.

The effective allocation 2013-2015 is close to these figures as shown in table 1. The proportion of the VET Domain (26%) has increased mainly due to the *ESD* project being part of this Domain. The allocation to the AFS domain is somewhat smaller than planned (25%) in accordance with the phasing out of several projects and the focus on consolidation of on-going projects (*GG/AHP* and *VEGI*). The GOV portfolio represent one third of the CS.

During the current CS the number of projects was reduced, dropping from 16 projects in January 2013 to 14 in January 2017, and correspondingly their size increased. In 2016, 9 projects will have disbursed 75% of the all funds which appears to be an efficient ratio. The relation between the number and size of projects and overall budget allocation is considered efficient and adequate by the evaluators.

Annex 3 provides some more detailed SAP data.[23] The average project size has slightly shifted towards bigger projects and only few projects are below CHF 200,000. The Domain "Others" contains one big project, *SAM*.[24] The latter will be moved to the VET Domain, mainly in order to stay within the newly applicable 90% threshold for the three Domains. The guidelines for CS suggest that at least 90% of commitments should be allocated to the three priority Domains.

Besides the original CS budget, the SDC Division provides an annual HQ allocation. The financial uncertainties and changes in administrative procedures of SDC and the FDFA have created a lot of additional work. The following table provides an overview about the adjusted budgets and actual as well as planned disbursements for 2016 and 2017.

[23] SAP refers to SDC's financial and information management software.

[24] The track record of the *Sustainable Artisanal Mining* (SAM) project appears to be illustrative. Launched in 2005 for improving the livelihoods of miners (often herders) it came under the Domain "Rural Income and Employment" between 2007-2012. In the present CS the project was classified under "Others". During the MTR of the CS the *SAM* project related indicators were included under the Domain AFS.

Table 1: Revised budget and disbursements 2013-2017 (source: SCO-M)

Domain		Planned disbursements (CHF m)						Actual 2013-2015, est. 2016 and 2017					
		2013	2014	2015	*2016*	*2017*	**Total**	2013	2014	2015	*2016 (est.)*	*2017 (est.)*	**Total**
Expenditures charged to the Framework credit													
1	AFS	6.600	5.900	6.200	*6.000*	*3.000*	***27.700***	5.445	5.062	3.961	*4.600*	*3.000*	***22.068***
2	VET, incl. ESD	2.000	3.400	4.600	*4.900*	*5.800*	***20.700***	3.510	5.154	5.441	*6.400*	*5.800*	***26.305***
3	GOV	4.000	7.200	7.200	*7.200*	*5.500*	***31.100***	4.264	4.378	9.499	*4.800*	*5.500*	***28.441***
4	Others (ASM, small actions, etc.)	2.100	3.300	3.300	*3.000*	*2.200*	***13.900***	2.821	2.498	2.540	*2.700*	*2.200*	***12.759***
5	Expatriate costs (AFS/ GOV)	0.535	0.647	0.268	*0.275*	*0.069*	***1.794***	0.389	0.583	0.225	*0.275*	*0.069*	***1.540***
6	SCO-M	0.800	0.800	0.800	*0.800*	-	***3.200***	0.744	0.678	0.587	*0.682*	-	***2.809***
7	**Total**	**16.035**	**21.247**	**22.368**	***22.175***	***16.569***	***98.394***	**17.173**	**18.352**	**22.253**	***19.575***	***16.569***	***93.922***
	Effectively allocated budget from HQ[25]	15.2	16.8	21.0	*20.0*	*16.5*	*89.5*						
	Disbursement rate compared with the allocated budget from HQ							113%	109%	106%	*98%*	*100%*	***105%***
	Expenditures through other budget lines												
8	Office rent (BBL)	0.240	0.185	0.175	0.170	0.140	***0.910***	0.231	0.184	0.173	*0.165*	*0.137*	***0.891***
9	Expatriate costs (FDFA)	0.908	1.073	1.073	1.131	1.131	***5.315***	0.855	0.940	0.869	*0.960*	*1.131*	***4.755***
10	SCO-M	-	-	-	-	0.800	***0.800***	-	-	-	-	*0.800*	***0.800***
11	**Total**	**1.148**	**1.258**	**1.248**	**1.301**	**2.071**	***7.026***	**1.086**	**1.124**	**1.042**	***1.125***	***2.068***	***6.446***
	Proportion of mgt. costs compared to total costs (7+11/5+6+8+9+10)							12.2%	12.2%	8.0%	*8.4%*	*12.8%*	***10.8%***

The disbursement rates 2013-2015 are between 106% and 113%, and will overall reach an estimated rate of 105% for the extended CS, a commendable achievement. This overspending is explained by higher disbursements due to project progress and additional allocations received from the Division during the years. It should be noted that this includes a payment of CHF 6 million to the SLP3 which has only started in 2015 and got further delayed as a result of the change of government. The phase started end of 2012 and implementation started only after parliamentary approval in 2015. Therefore, the project will have to be entirely re-planned suggesting that the original planning was too optimistic.

The mission was also asked to look into efficiency issues. Due to the various (and changing) budgeting structures it is not easy to obtain all cost items. Table 1 shows management costs (blue shaded) which include all office operations and expatriate costs of the SCO-M. The average overhead costs are 10.8%. With reduced budgets for the coming years additional efforts are required to balance the overhead costs at around 10% in the coming years.

2.3.3 Management performance

Aid modality

SCO-M applied a wide range of implementation modalities, ranging from self-implementation (where also the bookkeeping is done by SCO-M), over mandates to delegated cooperation and contributions to organisations or Trust Funds. However, the rational for selecting the delegated cooperation modality in the case of *VET/VSD* project is

[25] The planned budget is generally higher than the effectively allocated budget by the HQ to compensate for underspending in projects due to delays, etc.

not very clear. It does not seem to make any difference in the manner that SDC is steering or monitoring the implementation of the projects.

In the case of contributions, especially when SDC is a major stakeholder, it should be ensured that the SCO-M is a member of the project steering committee. This is presently not assured in the *SLP3* case, where SDC has only an observer role and no "no-objection" right despite a commitment of CHF 12 million. Similarly, the co-financing of some UN organisations appears to be rather high with up to 90% of project costs co-financed by Swiss funding. Since 2012 there was a certain HQ pressure to work with multilateral agencies in order to diversify the partners. In practice the cooperation with the multilateral banks seems to be rather challenging. Whereas the cooperation and steering of projects works fairly well with the UN organisations (where SDC is the main stakeholder), the cooperation with the World Bank is difficult owing to their centralised decision-making procedures (from Washington), the political exposure of the big projects, and weak management capacities on the ground. Overall, the diversity of implementing partners is well balanced (see Annex 3 for details).

Considering the choice of modality and partner, the MTR of the CS stated that participants addressed the high administrative costs of international NGOs and multilateral partners compared with local organizations or execution through government structures.[26] SDC-M organised several tender procedures (*GG*, *VET*, two components of *GDP I* and *ESD*). A cost comparison was made for the *ESD* tender between self-implementation and consortium options and the result was that costs were similar. The lack of Swiss NGO, and other international actors in Mongolia reduces the competitiveness and increases potentially the transaction costs (in the case of *ESD* only two offers were submitted).

In the AFS Domain several components of projects were outsourced through tenders (e.g. in the case of the marketing and extension components of GG). It appears that such constellations make it rather difficult to coordinate across project components because the contract of the outsourced components is not with the project but with SCO-M. This creates a triangle set-up and complicates flow of information and reporting and blurs management responsibilities.

With reduced budgets for the coming years the choice for Swiss interventions will become tougher and there is more competition for funds. Hence, projects will have to prove that they can really add value or contribute to systemic changes in the three Domains.

Aid Diplomacy and Swiss Stakeholders

The bilateral Swiss-Mongolian relations are excellent. There are no major issues and SDC is the most important Swiss stakeholder. SECO is indirectly present through its financing of regional and global initiatives.[27] The State Secretariat for Education, Research and Innovation (SERI) provides some fellowships for Mongolians studying in Switzerland. Private sector firms are not very active in Mongolia and the 40 Swiss companies present in Mongolia have no special issues since there is an investment protection agreement and a double taxation agreement in place. There are no other Swiss players (such as NGO) with substantial programmes and there is no parliamentary group in Switzerland dedicated to Mongolia. There is a group of Mongolian MPs that promote bilateral ties, however. This is possibly a result of the various SDC projects and the many study tours conducted over the years. The FDFA would wish SECO to be more actively involved in private sector development, investment promotion and trade and private sector development issues. There is a proposal by the GoM to enter into a dialogue on neutrality and mediation by

[26] E.g. the *ESD* project had high overhead costs and a lot of short-term external consultancies.

[27] Despite the fact that Switzerland imports USD 400m of gold annually and that SECO has a "Better Gold Initiative" it does not cover Mongolia by this initiative.

Switzerland.[28] This is an interesting perspective because Switzerland requires local partners in Asia to be active in peace building and mediation processes but would have to fit into the CS intervention logic.

2.3.4 Quality of CS Monitoring System

For the three Domains the CS monitoring system has a set of 16 key indicators which are annually updated. The indicator set is relevant and linked to the outcome statements of the CS results framework. It looks robust, well maintained and well fed with accurate data. The indicators are also equipped with baseline values where relevant/available. Part of the annual data collection is outsourced to IRIM which conducted annual surveys between 2013 and 2015. It used a standardised methodology consisting of a stable set of 48 variables/questions[29] and covered a fairly big sample of respondents (1,780 in 2015) covering beneficiaries of various projects (e.g. *GG*, *MPP*, *VET*, *GDP* (LDF)) and which also includes samples from control groups. Some of the findings are discussed under Evaluation Area 4 – Results.

The CS Results framework provides data related to the country development results (outcomes) but for some aspects the indicators appear to be disjointed from project/Domain level.[30] The various ARs provide a wide range of qualitative and quantitative data but could more consistently report on trends or gaps between Swiss portfolio outcomes and national development results. The CS monitoring has only four indicators providing gender disaggregated data and generally lacks poverty orientation. It is based on the assumption that improvements measured at general level (with the aggregate indicators) trickle down to the poor. This might be true in some cases (e.g. small miners, training for unemployed) but it seems less obvious for others (e.g. livestock insurance or users of One-Stop Shops, OSS). During the MTR of *SAM* the results framework was revised and for example livelihood indicators were included under the AFS Domain. These changes did not improve consistency of the intervention logic and SCO-M decided to only revise the results framework together with the next CS.

The conclusion regarding the utilisation of the CS monitoring is rather disillusioning. It was concluded that the CS monitoring data is not used for programme steering purposes and that it is mainly used for (accountability) reporting towards the HQ. Thus, it is understandable that the implementation of the complex annual monitoring survey is discontinued although it would offer long-term trends and allows comparison with control groups (see some selected indicators in Annex 8). Yet, the annual collection of such data is not justifiable and should rather be collected and analysed for specific project impact studies.

SCO-M has conducted evaluations and/or mid-term reviews of all major projects covering the five DAC evaluation criteria. An aggregation of findings is not possible here but it can be noted that efficiency considerations were included (especially in the AFS and VET

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[28] Mongolia declared itself as neutral state on 8.9.2015 what however is not very much supported by the two neighbors and which would require substantial investments into the security sector to gain credibility.

[29] This included questions about the perception of the quality of extension services, public services, major problems faced by the household, etc.

[30] For example, for the Swiss portfolio outcome the employment rate in selected occupations is given as percent of graduates finding a job compared to national outcome given as the total number of VET graduates in Mongolia or the success of short-term skills training at Domain level is compared with national spending on short term trainings. Similarly, the herders income as a Swiss portfolio outcome is benchmarked against the vegetable consumption in kg per capita as a country development result. Although in the case of vegetables the same indicator is used for the Swiss and national outcomes it seems questionable how vegetable yields can be aggregated across the various vegetable types (potatoes, turnips, carrots, onions, etc.).

Domains). In general, the assessments were positive in regard to input/output ratios at project level.[31]

2.3.5 Coordination and aid effectiveness in the country set up

Due to the economic boom a few years ago, some donors reduced their engagement but at the same time new ones entered (e.g. Canada, EBRD). The per capita ODA has reached a peak in 2012 with USD 158, when total ODA reached USD 358 million, and has since then been reduced to around USD 100 per capita or USD 250 million in total.[32] SDC, which celebrated its 10-year anniversary in Mongolia in 2014, is still one of the bigger bilateral donors after Japan, US, Germany and South Korea. The single biggest development partner is ADB, and also the World Bank Group and the EU are major donors. Especially the EC[33] has committed substantial new funds in the domains where SDC is active, namely GOV and VET.

In the AFS Domain, where SDC is the biggest donor, half-yearly meetings are taking place and are coordinated by the MoFALI and FAO. In case of emergencies (e.g. dzuds) more frequent meetings are taking place under the leadership of the National Emergency Management Agency (NEMA). The impression is that the government is not very interested in donor coordination. Policy dialogue mainly takes place via direct contacts with Ministries and MPs.

Foreign donor activity in the VET sector increased after 2014 through the implementation of new projects funded by Singapore, the EU and others. Given the increasing level of donor support, the VETP NGO plays a key role in knowledge-sharing and technical donor coordination in the VET Domain. It is financed by several donors (incl. SDC) and private companies (mainly OT) and the GoM. The NGO can be considered as a think tank for VET issues, but focuses on sectoral data collection and provides regular information about the sector's development through a website and newsletters, and organises events and meetings involving relevant stakeholders in the TVET sector (VETP 2015). SDC-M contributed decisively to strengthen implementers' coordination through the organization of regular meetings of the implementing agencies. It is also playing an active role in a platform set up by the Ministry of Labour with the VETP NGO that is aiming to strengthen donor coordination which takes place twice a year, but seems to be focused on information exchange rather than on policy reform discussions (e.g. on gaps in teacher training or the privatization issue).[34]

SDC continues to be a leading development partner supporting local governance/ decentralization reform in Mongolia. Interventions by other development partners that are active in local governance reforms are also funded by SDC, including the WB (*SLP3* and *MASAM*) and UNDP (*CSLSB* and *SRB*), which affords SDC a privileged position in policy dialogue and donor coordination. Monthly informal working group meetings are guided by SCO-M and these have become a platform for coordination and steering, coordination and learning and are recognized as positive step by the other donors.

There is no formal platform of high-level coordination with the GoM and the challenge remains to ensure a policy dialogue at the highest level. The MoF has taken the initiative

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[31] One study mentioned the extensive use of study tours to Switzerland as possibly not very efficient (Von Sury et. al 2015).

[32] Source: OECD ODA International Development Statistics.

[33] The commitment is € 85 million for 2014-2020 of which most is committed for 2016 and 2018/19 and a substantial part is earmarked as budget support in the Governance Domain.

[34] According to the VETP 2015 study there are several VET schools with three different donors active in the same school whereas there are also schools which have no donor activity at all.

to invite for a development partners consultative meeting in December 2016, a commendable effort. But overall there is only lukewarm interest in donor coordination by the GoM and its Ministries. This reflects the developmental environment in Mongolia, where ODA represents a small investment compared to national resources, where the Ministries have generally well qualified staff and experts and where too much transparency in this field is not seen as an advantage.

Overall aid effectiveness is difficult to assess. The rather high ODA levels per poor (see section 2.1.2) may challenge the argument for current aid levels in future.

2.3.6 Human Resources

Staff composition and competence has been rated fully satisfactory by the SDC management, a statement that can be fully supported by the evaluators. The composition of staff corresponds to the needs of the programme and the local staff is well qualified and highly motivated. Internal knowledge and information management is good and gender as well as poverty orientation of the projects is regularly reflected. Local staff turnover has been low in the past years, whereas in 2016, important staff changes (incl. change of the Head of Cooperation) took place smoothly. For more staff information see Annex 7. The organogram of the SCO shows a quite comfortable staffing in the Finance and Administrative section (8 staff). Overall, the assessment of the SCO-M human resources management performance by the evaluators is positive. The work load, however, will be challenging at the moment because several new project phases will begin, and the restructuring of *SLP3* will be a challenge.

The NPOs play a very active role in the various SDC thematic networks, relevant for the three Domains. The exchange is very useful in the case of the gender and vocational education networks and some more responsiveness to local needs was expressed by the NPO from the network on democratisation, decentralisation and local governance.

2.4 Evaluation Area 4: Results of the CS – in relation to the results at country level

2.4.1 Conclusions and Recommendations EA 4

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio at the output and outcome level with the achievement of the development results of Mongolia.

Conclusions (C):

C1: SDC has made some tangible contributions in key developmental areas supporting its role as credible and flexible partner of the GoM. SDC has taken major risks and was able to exploit emerging windows of opportunities in all three Domains.

C2: The impacts of the potato programme introducing early varieties and achieving self-sufficiency in seed potato and potato production, the institutionalisation of Pasture User Groups (PUG) and Rangeland Use Agreements (RUA) as well as the introduction of scientific rangeland monitoring can be noted as success stories. The PUGs have an important institutional function for many herder families allowing their legal representation in RUA and diversification of their economic activities through cooperatives (incl. marketing, storage and micro-credit functions). The projects also imparted new skills, such as management of PUGs, new curricula for rangeland management and veterinarians, etc.

C3: In addition to increasing the employment rate of its targeted groups, SDC has achieved some systemic changes that have contributed to ensure the sustainability of its interventions. It has been particularly instrumental in demonstrating the opportunities created by working more closely with the private sector in the VET (internships, joint committees, PPD). SDC also contributed to the adoption of the curricula development methodology at the national level and to the institutionalization of life skills in different curricula of the education system.

C4: The establishment of OSS (which was successfully replicated from other funds) and the strengthening of local khurals as well as the promotion and training in participatory and accountability procedures regarding the allocation of LDF have been tangible and remarkable. SDC also made relevant contribution to the development of a new State Policy on Decentralisation, which was adopted in June 2016.

C5: The *SAM* has addressed a niche by improving the formalisation of the previously illegal small mining activities. This has improved the livelihood situation of tens of thousands of households and the introduction of mercury-free processing and certification of gold (Fairmine label) are noteworthy.

C6: On the other side some impact hypotheses have been too optimistic (e.g. increased production resulted in lower prices for several commodities in the AFS Domain, rather than to improved livelihood of farmers) or the reform capacities were overestimated (e.g. massively reduced allocations for the LDF).

C7: Given the level of ambition demonstrated by some projects (*ESD, GDP II*), or the *SLP3* with its massive delays for political and other reasons, achieving the expected results is a challenge, especially with the on-going fiscal crisis and shortage of public funds that is likely to last for the next two years.

C8: Success factors for the achievements were: (i) a flexible approach by SDC that was always considering the priorities of the GoM at all administrative levels and actively addressing windows of opportunities, (ii) the ability to mobilise relevant (Swiss or international) experience and expertise, and (iii) the pragmatic and open approach by Mongolian partners allowing for testing of new approaches; (iv) credibility in the policy dialogue through concrete experience at project level.

Recommendations (R):

R1: In order to enhance results orientation and sustainability in the AFS Domain:
- a) Develop a roll out strategy for the PUG/RUA system to fully anchor it at national level (so far only around 30% of Mongolia is covered);
- b) The Value Chain approach for animal products (skins and hair/wool) should be consolidated and possibly expanded to include meat.

R2: In order to enhance results orientation and sustainability in the VET Domain:
- a) Further promote cooperation with private sector, career guidance and assess scope to improve VET teacher education;
- b) Upscale Mongolia's positive experience with involvement of private sector in VET through the SDC thematic network on vocational education and training.

R3: In order to enhance results orientation and sustainability in the GOV Domain:
- a) SDC-M should think about what is essential in term of «what should be left behind». The issue about the institutionalisation of training for elected bodies and public service needs more attention in this regard;
- b) Focus activities in *GDP/UGP* to demonstrate value of decentralisation and possible systemic changes (i.e. choose one sector like solid waste, water, etc.).

2.4.2 Domain Results, Effectiveness and Contribution to Country Results

Goal of the CS 2013-2016/2017: To contribute to equitable and sustainable social and economic development in Mongolia.

Outcome AFS: Increased Incomes and better livelihoods for vulnerable rural populations.

Outcome VET: Improved employability of rural men and women.

Outcome GOV: Effective, efficient and fair local governments; satisfied citizens; genuinely representative and effective CSOs.

This section provides an overview about major achievements as a result of Swiss financed interventions and contributions to national outcomes. However, there are obvious methodological limitations when trying to link Swiss induced changes with national trends or outcomes. In some cases the contribution is easier to demonstrate because of a short cause-effect link (e.g. the *MPP*) whereas in other cases, such as for governance and decentralisation the interventions and confounding factors are more complex. Therefore, the following section provides an overview about major achievements during the CS implementation and sheds some light on success factors or hindering factors without claiming any methodological rigor or fair representation. It is rather a synthesis of quantitative and qualitative results by the evaluators based on document review (MTRs and Annual Reports) as well as the Domain level result analysis workshop conducted during the evaluation mission and observations made during the field trip to Bayankhongor. The issues on CS monitoring are also relevant here, see section 2.3.3 and in Annex 8 selected time series of indicators from the three surveys are compiled.

The major generic success factors for achieving results can be summarised as follows:

- The Mongolian partners are very open minded and willing to test new approaches;
- SDC-M was able to adjust the portfolio and approaches to the GoM's priorities while maintaining professional quality and international standards;
- The ability to mobilise Swiss (or international) experience and expertise in the three Domains which is seen as adding value to solving Mongolian developmental challenges.

The major hindering factors for not achieving results can be summarised as follows:

- Frequent staff changes in Ministries erode institutional memory and create a high demand for capacity development;

- Political interferences in technical issues slows down reform speed;
- The reform capacity of the GoM is generally overestimated and the law enforcement is weak (the current fiscal problems will aggravate this as LDF allocations are shrinking).

Domain AFS:

The *MPP* introduced high yield and early varieties of potatoes. The programme benefitted 63,000 families. The yield per ha and the total volume of potato production substantially increased. MNG wants to achieve a high level of self-sufficiency in potatoes and vegetable. The potato production increased from 80,000 t in 2005 to 165,000 t in 2015, making MNG self-sufficient. The annual per capita consumption of potatoes increased from 31 kg to 55 kg. Today, imports are negligible and MNG started to export potatoes (4,200 t in 2014). The livelihood impact was less impressive because with increased production, the prices started to decrease. Overall, income of potato growers hardly improved between 2013 and 2015.

The *GG* established 1,300 Pasture User Groups (PUGs) representing more than 60,000 households in Western aimags and has done a lot of institutional and capacity development which is well documented.[35] The PUGs apply sustainable rangeland management, establish micro-credit system through the herder matching funds (to cover cash shortages in emergencies), create cooperatives with linkages to processors for value chains established (yak/camel wool, skin, hide and meat) and promote hay making as winter feed. Increased agricultural production and income of herders and farmers is an important national objective. There is an attribution issue because the supported value chains (yak/camel wool, etc.) are contributing little to overall herder income. The income has mainly improved by 29% between 2013 and 2015. It is though interesting to note that herders from control groups had even higher increases. The overall impact hypothesis that higher production will automatically improve incomes does not necessarily hold true.

Over 700 Rangeland User Agreements (RUAs) were established under the *GG* project that regulate the rational management of pastures. Sustainable pasture management is addressed and destocking is still an issue. The awareness that overstocking is contributing to land degradations and desertification is increasing but CS monitoring data (Annex 5) clearly shows that the number of animals has been substantially increasing for project beneficiaries as well as for control groups. Though it is difficult to define the carrying capacity there is a consensus that the present number of animals is too high, unless favourable climate conditions are in place. The Rangeland Law could not be enacted and the issue of reducing stocking rates is politically difficult. The introduction of a fee for farmers having more than 200 animals was considered but would require a change of the land law. This seems to be very controversially debated and there are too many incentives to have as many animals as possible.[36] It also appears as if the high stocking rates are not perceived by beneficiaries as a bigger problem compared to control groups. Thus, the interventions in this issue make sense but impact so far is rather modest.

The *AHP* was able to reduce incidences of Foot and Mouth Disease and Brucellosis and introduced national diagnosis and treatment practices. The project also improved the veterinary curricula at the Mongolian University of Life Sciences. Yet, the expected impact on animal exports did not materialise because newly appearing sheep diseases created impediments for meat export to China and Russia – despite a substantial potential.

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[35] See https://www.youtube.com/watch?v=mJHKvLtxPDo&list=PLija5cP9ksvbReiICVfheOp31E61zvDwn

[36] The market price for a sheep skin is MNT 500, whereas the subsidies are MNT 3,000.

Several projects were dealing with ecological aspects (*GG*, *CODEP*) and raised awareness about rangeland quality and degradation. An evidence-based scientific approach (Ecological Site Description) was introduced for the national monitoring of the rangeland quality. The Index-Based Livestock Insurance project (*IBLI*) illustrates the uncertainties: while in 2013 13.5% of herders were insured that rate dropped to 6.5% in 2015 as a result of a few favourable years. The rate increased again in 2016 (11%) mainly because a new loan scheme required an insurance scheme. Overall, the scheme has not reached the level of 15% of herder households till date.

The initial results from *VEGI* are promising. Seed production has been expanded, private sector linkages fostered, private storage capacities expanded and greenhouse production of vegetables has increased (and benefitted schools as well as poor families in ger districts). The precondition to establish water supply has proven to be a success factor.

Domain VET:

SDC interventions increased employability of *VET* graduates in supported schools. Tracer studies in the VET schools in the Western aimags confirmed higher employment rates in supported classes which have reached 63% and 66% on average in 2014 and 2015. Despite adequate measures for integrating a gender focus in the VET system (scholarships, campaigns, gender-sensitive career guidance, etc.), the employment rate of women remains significantly lower for long-term trainings (between 32 percentage points in 2014 and 13 percentage points in 2015) than those of men, probably due to external factors (entering motherhood, continuation with tertiary education, etc.). Based on a survey among cooperating companies, 85% confirmed higher-quality graduates in the target TVET schools. The attitude towards the benefit of vocational training improved following a national public awareness campaign, but it is not clear whether the effects of this campaign are lasting in the longer-term.

Six occupational training curricula were developed and tested via a participatory approach, including national and local enterprises and occupational specialists. All schools in the Western aimags are now providing training for the selected occupations using the new curricula. The methodology for developing curricula development, including standards and assessment tools have been approved by the Ministry of Labour (MoL), resulting in nationwide use of this methodology. In addition, the project improved the learning environment by supplying equipment to the six schools. The schools can now provide short and long-term training courses, enabling them to respond more flexibly to the demand of the labour market.

As for rapid skills development (*VSD*), the employment rate of short-term training in the target schools is 62% and 56% respectively for 2014 and 2015. One fifth of the participants were female. These results show the relevance of short-term training to respond flexibly to changing labour market needs. However, MoL expenditures for this kind of training declined over the last years and might decline further as result of funding shortages.

SDC interventions contributed significantly to strengthen the involvement of private sector[37] in the VET Domain: (i) systematic involvement of private sector representatives in the development of the curricula; (ii) establishment of advisory boards with private sector representatives; (iii) training and certification of 93 in-company instructors from the central provinces in five technical fields; (iv) signature of 28 cooperation agreements for apprenticeships in 7 pilot training courses concluded between local companies and target

[37] It has to be noted that the private sector in the aimags is small and little developed compared to UB and the commercial mining companies spread across Mongolia.

VET schools; (v) development of PPD with private companies (supply of machinery and software tools or the cooperation with the Mongolian Builders Association), and (iv) to further qualify TVET teachers and in-company instructors. These results allowed SCO-M to contribute to the discussion on the amendment of the TVET Law, resulting in a provision on improving the partnership and quality of practical trainings through in-company instructors' trainings. The private sector is continuing to increase its involvement in TVET sector.

As a result of the improved quality and professionalism of career guidance services, the VET schools and local labour offices are now able to provide needs-based services and advice to local youth and adults. 77% of service receivers (of whom 53 percent were women) said it had helped them to make informed decisions about their career paths. 17,340 people used the first Mongolian career mobile phone application developed by the *VSD* project.

The *YDP* project contributed to the institutionalization of life-skills classes for two hours a week in the curricula of secondary schools, TVET schools, the life-long education and learning centres, and pre-service teacher training. 25,000 youth visited the Youth Development Centres since 2014. Seven youth-friendly clinics have been established in the target regions providing health assistance.

The *SME* development project supported improvement of the business performance and management skills of supported SMEs. One thousand jobs were created in 89 supported SMEs in the UB area.

Given the delays in its implementation, it is too early to assess the results of the *ESD*. However, a mid-term review showed that the project was too late in contributing to the curricula reform and could only introduce the concept (rather than the content) of sustainable development in curricula for grades 9-12 (instead of 1-12 as foreseen by the project document) because the other grades were already addressed by GoM.

Domain GOV:

The achievements to date in this Domain are considered satisfactory as SDC was able to demonstrate visible results, working on system and without creating parallel structures. Decentralization is anchored in a national policy and other legal instruments (i.e. State Policy on Decentralisation adopted in 2016, Law on Legislation[38] was approved with SDC support and Law on implementation of political rights is ready for approval) backed up by an effective and persistent policy support through the *GDP*. Since 2007 the One Stop Shop (OSS) concept has been piloted in 45 aimags, soums and khoroos offering a series of public administrative services. The concept has been fully institutionalised and another 152 centres were replicated without Swiss funding. The number of beneficiaries has increased form around 600,000 in 2013 to more than 1.5 million in 2015, and the proportion of women using the OSS is more than 50%.

The local self-government bodies (khural) have been revitalised through the *CSLSB,* through the training of 8,000 local councillors, strengthened in the accountability role and an updated website is available.[39] The leadership capacity of female councillors has been strengthened to promote the equal representation of women and men in local councils. Citizens' participation in local affairs has become common practice as a result of improvements in the quality of public discussions, civic education campaigns and small grant provisions from different projects. The means and ways for citizens to exercise their political rights were elaborated in a draft law on political rights. Democratic and

[38] A law regulation the procedures to establish new laws.

[39] See www.khural.mn

participatory processes at bagh, soum and aimag levels were introduced and implemented, with the inclusion of marginalised groups such as herders, women and minorities. The capacity of CSOs to contribute to the improvement of local government performance has been enhanced through technical support and training.

Public service in terms of quality and accessibility has improved through enhanced vertical and horizontal cooperation between central and local governments, as well as the involvement of CSOs and citizens in public affairs. The citizen's satisfaction has increased from 28% in 2013 to 50% in 2015 according to the CS monitoring.

With the Integrated Budget law (IBL) the government of Mongolia started in 2013 to transfer significant block grants of capital budget to subnational administrative units in the form of Local Development Funds (LDF). With the support of SDC, local governments in two aimags are now able to manage the entire LDF project cycle in compliance with budget and procurement laws. Local governments' performance in investment planning and monitoring has been strengthened through the application of an improved LDF citizens' input form, a monitoring checklist, a comprehensive investment database, and an annual performance assessment.

Concrete demonstration of the effective use of matching funds from LDF and SDC can be observed in form of the 13 retrofitted and better insulated kindergartens, schools and hospitals which were supported by the *EEP.* These buildings serve as models for energy efficiency measures for the public and local construction companies.

Domain "Others"

The *SAM* project supporting the artisanal small scale miners has a long history and a special status in the Domain Others, also due to its financial volume. The project is addressing a clear niche in the mining sector which is not covered by other donors. It has achieved the formalisation of parts of the informal sector (around 6,000 miners are now organised in local NGOs) which has improved livelihoods. However, it appears as if new forms of unregulated mining activities are emerging and that the formalisation cannot cover the whole sector as long as state supervision of these mining activities is limited (due to distances and mobility of the illegal mining activities). The project has demonstrated that mercury-free processing is possible in Mongolia for artisanal miners, introduced the trilateral agreement between the miners, the mining companies and the local government and has piloted the certification of Fairmine gold in 2016. A related sister project to *SAM*, the *ESEC*, has developed a rehabilitation method to restore degraded land, applied the "frugal rehabilitation" method in more than 200 ha demonstration land areas, and 30 rehabilitation action plans and 19 environmental action plans were approved and co-funded by the local governments.

2.4.3 Sustainability and scaling up

Domain AFS: The most obvious systemic change was achieved by SDC in the case of the potato production. The whole cycle of seed potato production, storage, marketing and quality control is working under the private sector (without SDC support). Although sustainability was a major issue addressed by the various projects the complex issue on overstocking of the rangeland and the negative effects on rangeland quality remains a challenge. Even the developed draft laws on Animal Health and Rangeland will not change this. Although the PUG system is well anchored in the Western aimags it covers only around 25% of herders. Therefore, there is a need to scale-up efforts to use best practice for national outreach. If this cannot be achieved, there is a risk that PUG system will remain limited to the Western aimags only. There is also a need to find alternative ways to transfer the awareness about the overstocking into tangible policy action by also considering other laws and mechanisms that would allow to tax excess number of animals. The investments into rangeland monitoring are contributing to a more rational discussion and monitoring of pasture carrying capacities. There were some successes in

terms of institutionalisation of curricula at the Mongolian University of Life Sciences (MULS) for subjects like veterinary and rangeland management and in establishing national animal disease control policies.

Domain VET: SDC intervention in the VET sector contributed to systemic changes at the national and local level in the area of curricula development methodology or the amendment of the TVET law on improving the quality of practical training through in-company instructors. The various projects were instrumental in demonstrating the value-added of close partnership between government and private sector to address the mismatch on the labour market. It showed in particular the willingness of private sector to engage in modernizing VET supply and engaging in specific curricula development through the development of standards and the provision of equipment. The sustainability of the TVET sector remains a challenge due to the lack of a clear vision by the government. The development of an institutional solution for the training of teachers has not yet been achieved despite some efforts made by different development partners. Through the *YDP* project, SDC contributed very importantly to the institutionalization of life skills in curricula, which should in the long term strengthen the employability of young people. At the time of the mission, there seemed to be some questions regarding the sustainability of other activities, like for example payment of salaries of youth centres, coverage of internet costs, etc. Based on the existing evidence, it is not possible to assess whether this is a systemic or anecdotic issue. Regarding the *SME* project, the Swiss-centred approach of SME coaching did not result in building in-country capacities for the coaching of SMEs.

Domain GOV: The SDC programme in Governance Domain already achieved some good results in terms of scaling up. On the "offer side", for instance through the institutionalization of the One Stop Shops (45 OSS at local level supported by SDC and 152 replicated without SDC). The sustainability of training is hampered by the fact that staff and local councillors change frequently. Another good result is the fact that participation in local affaires became common practice in half of the aimags and that procurement processes improved in 15 aimags. In terms of strengthening the civil society the reinforcement of seven national NGOs on local governance and 120 local NGOs have contributed to voice the concerns of citizens and activists. Concerning sustainability, the strengths of the SDC approach are that the interventions are based on GoM requests and therefore do correspond to the national strategies. SDC interventions address all levels and put emphasis on the improvement of the legislative framework. The approval of the State Policy on Decentralization 2016 and Law on Legislation, as well as a number of other legislations to be approved or under drafting (i.e., Law on territorial units, Law on political rights, etc.), provide good framework conditions for sustainability. On the side of the organization of the civil society organization, recognition of the importance of the sector resulted in the introduction of an MBA on NGO management at the university level. Sustainability is however very much linked to political will to further reform the system. In 2016, as a result of the elections, power shifted and while the new one-party dominance brings political stability on one hand, it cannot be excluded that the new government priorities may differ (i.e. in the fields of citizens' participation and the ideal democratic and decentralisation model) on the other hand. In addition, the economic downturn and current fiscal crisis challenges the new government's agenda on decentralization and citizens' engagement with much less funds available for the LDF, for example.

Synergies and redundancies: The SCO-M is actively promoting information exchange and the identification of synergies between projects in the same Domain as well as between Domains. Due to this the training of local councillors included rangeland issues thanks to coordination between *GG* and *CSLSB* and the retrofitting of public buildings was benefited from synergies between *EEP* and *VET*. These are just three important examples. Every year the management takes stock of the results of realised synergies and identifies new potentials. On the other side the mission also observed some areas

where there seem to be redundancies, e.g. the ALAGC and the NAMEM are working on land degradation monitoring systems and though applying the same methodology there seems to be redundancy in the system, the VET polytechnic in Bayankhongor is providing job orientation and career guidance services, something that was also obtainable from the nearby YDP centre and the complexity of some governance projects has made it possible that overlaps do exist and even if addressed may end up with gaps (e.g. the capacity development components in *GDP* and *SLP3*).

3 Mongolia post 2021[40] and the MIC Debate

3.1 SDC's emerging policy for MICs

Mongolia is a relatively stable Middle Income Country that has made tremendous progress in its transition to democratic governance and a social market system. Thanks to the resource boom its financial capacity has improved, although it faces a temporary fiscal crisis due to massive overspending in 2016. It also performs well in terms of poverty reduction and the poverty phenomenon is becoming a challenge mainly in the urban areas. Several donors assume that the financial and institutional capacities to tackle policy challenges (incl. poverty) are in place but that selective policy and technical expertise is required to advance policy coherence and relevance as well as the effective implementation of policies.

In this regard, SDC makes tangible contributions to the democratic and economic transition and addresses equity and social inclusion issues. However, beyond 2021, a country strategy focused on poverty reduction may not be relevant anymore (because after considering all social transfers there is hardly any poverty left) and the national development priorities may need to address all sorts of issues. Risks that could further hamper declines in poverty rates are the current unstable macro-economic situation and high level of debts, vulnerabilities resulting from the dependence on mining sector and climate change effects affecting the livelihoods of rural and urban population.

For donors this requires the identification of "game changing" elements, which is seen as a synonym for all kinds of interventions aiming at systemic policy and institutional changes across the sectors. These changes are necessary for Mongolia to play a more active role in international and regional forums. The choice of these sectors or areas of intervention will have to be made on the basis of an ever less clear agenda (e.g. losing the poverty focus) and possibly more based on other interests of the Swiss and Mongolian Governments (e.g. to promote Foreign Direct Investments, measures to diversify the economy and trade relations). Once the economic rebound will take place in Mongolia (expected for 2018-19) it will soon become an upper MIC again and with that it will also have the perspective of becoming a donor itself.

[40] The next CS will cover the period 2018-2021.

SDC is presently discussing its future engagement in MICs as well as possible cooperation approaches with these countries. It is recognized that the focus would be on capacity development and knowledge transfer, possibly with less thematic focus and covering more policy areas where Swiss stakeholders (public, private as well as universities) can add value. The future of the Swiss programme will also depend on the budgetary restrictions/trends although some flexibility is given with the global programs thematic focus, some being highly relevant for Mongolia (e.g. climate change, land use, energy efficiency and water). Future decisions by SDC on its work in upper MIC could further influence its activities in Mongolia.

3.2 General Conclusions

Conclusions (C):

C1: Poverty might not be a relevant issue after 2020 once the economy is recovering and the social protections schemes are better targeted.

C2: There is good scope that the Mongolian economy recovers from the current downturn and that it will be again an upper MIC by 2020. Then, Mongolia will not be a traditional ODA recipient anymore. The developmental focus will shift from poverty to other developmental challenges, like diversification of the economy, governance, integration into global markets, and global challenges like climate change.

C3: Mongolia would need different aid instruments, that are for instance offered by SECO (i.e. investment promotion, strengthening of financial policies and the private sector, fostering climate friendly growth, expansion of urban infrastructures and utilities). In the area of energy efficiency, water and land use potential complementarities of existing activities in the CS with SDC's Global Programmes exist.

C4: In terms of sustainability, one of the assumptions of donors is that in a MIC more capacity and ownership is available for co-financing and sustaining projects. This discussion is also related to the efforts of SDC to better define the criteria for working with the MICs. A study is currently being elaborated by the South Cooperation Department.

Recommendations (R):

R1: SDC should:
- a) Decide by 2018 whether Mongolia will remain a priority country or not after the next CS (2018-2021);
- b) Develop a consistent strategy on how to deal with MICs, especially upper MICs, and whether and how their needs and more diverse developmental challenges should be addressed by SDC;
- c) Explore the potential of Global Programmes (GP), of which the GP Climate Change & Environment and the GP Water Initiatives appear to be the most relevant ones, to address global developmental challenges in Mongolia either bilaterally or regionally (e.g. including countries with similar challenges/contexts in Central and South-East Asia).

R2: Use Mongolia as a pilot for designing a new MIC approach in a set-up where SECO is not involved. This might go beyond a more intensive cooperation of GPs in individual countries. It might require new concepts such as a regional hub for MICs possibly closely linked to the five Global Programmes of SDC.

Annex 1 Evaluation matrix of ToRs

Standard evaluation questions and additional priority questions suggested by the SCO and the Operational Division (questions with bullet points)

Evaluation Area 1: Context analysis (referring to the partner country context, the region and to the Swiss context)

1.1 Positioning and adaptation of CS with respect to country and regional context as well as Swiss policies

111. How well does the CS (strategic orientation, overall goal, domains of intervention and transversal themes, global challenges) reflect the development priorities, set by the partner country/countries and the policies of the Federal Council Dispatch (FCD)?

112. Which changes in the context (national and regional, such as booming economy (2013) versus economic downturn (2016)) were the most important and what effects may they have caused on the CS? Which adaptations have been taken?

1.2 Quality of context analysis

121. To what extent is the context analysis realistic and relevant? To what extent is the broad political context, included its instability (and its implications on trust and confidence towards the Gvt), taken into account in the CS and ARs? Does the analysis include current issues (e.g. social and economic inequalities and vulnerabilities, rapid urbanisation and evolution of poverty in rural and urban context, persistent climate shocks, high dependency of mining sector and limited potential of economic diversification, rapid urbanisation, and relevant stakeholders (e.g. private sector, state apparatus and political parties, institutions and powers)?

Additional questions:

- Are we doing the right things: is the CS, and its Domains of intervention, still adapted and relevant to the Context? Is SDC really providing added value??

Evaluation Area 2: Relevance and appropriateness of the projects/program portfolio with regard to the domains of intervention of the CS

2.1 Relevance of the projects/program portfolios

211. To what extent are the projects/program portfolios relevant, coherent and appropriate for achieving the results of the CS regarding its domains of intervention?

212. To what extent are the approaches being applied appropriately in the domains? Which innovative approaches produce added value?

Additional questions:

- Should the programme have a geographic focus? Western region? Urban / rural focus?

Evaluation Area 3: Implementation of the CS and its portfolio

3.1 Management performance

311. How efficient is the portfolio management of the SCO (regarding transversal themes, policy dialogue, collaboration with the global programs, financial and human resources and aid diplomacy)? What are its contributions to an optimal achievement of results?

3.2 Quality of the CS monitoring system

321. To what extent is the process management of the CS monitoring system relevant and efficient, in order to provide evidence-based data/information for accounting for results (reporting) and CS steering? Does the CS monitoring allow CS steering?

3.3 Coordination and aid effectiveness in the country set up *(second priority)*

331. Which role does SCO play within the network of different Swiss agencies in charge of development cooperation (SDC – South Cooperation, Humanitarian Aid, Global Cooperation and Cooperation with Eastern Europe –, SECO, Directorate of Political Affairs/Human Security Division), national governments and the donor community (harmonization)? Which added values result due to Switzerland's support in the respective country?

Additional questions:

- What is the efficiency, effectiveness and appropriateness in the MNG context of the Self-implementation modality, the Cooperation with multilateral agencies, and the National implementation modality?
- Transversal theme: how far is gender equality mainstreamed in the CS? And how far is gender equality assessed and implemented in the different Domains?
- Does the composition of the portfolio favour synergies and complementarities with other (few) actors? *(second priority)*
- Are we doing things right within the Domains? *(second priority)*

Evaluation Area 4: Results of the CS – in relation to the results at country level

4.1 Domain results, effectiveness and contribution to country results

411. Which contributions of the Swiss Cooperation portfolio become visible at the output and outcome level, particularly regarding the achievement of the development results in the partner country? Which internal and external factors enhance or hinder aid performance and results achievements?

4.2 Sustainability and scaling up

421. Which innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination?

422. Which actions have been taken at country level to enhance the sustainability of the Swiss investments?

Additional questions:

- Is the CS able to address poverty and vulnerabilities? How to strengthen poverty impact?
- What are the evidences of scaling up and replication? (first priority, related to question 4.2)

Additional questions on the Outlook to be addressed in the recommendations:

- Where is there potential for the future? Where SDC can make still a difference and meaningful contribution to the changing context (MIC)? What to consolidate and what to leave?
- What are the appropriate modalities (e.g. co-financing with Gvt) and forms of cooperation (e.g. Global cooperation)? With which Partners (e.g. private sector, civil society)?

Annex 2: Road Map of Evaluation Process Mongolia 2013 – 2016 (extended till end 2017)

CS Evaluation Mongolia	2016												2017						Milestones	Responsibilities
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J		
Step 1: Terms of References (ToR) and Road Map																				
Meetings with SDC Department East Asia																				E+C
Elaboration of ToR for consultant (ToR-1)																				E+C
Step 2: Selection of Consultant and Peers. Terms of References (with priority questions)																				
Call for Offers, selection of consultant and contract																			Contract signed	E+C
Selection of peers and elaboration of ToR																				E+C
Elaboration of ToR (ToR-2) for cooperation strategy evaluation with additional priority questions																				E+C
Step 3: Inception Report (IR)																				
Provision of documents (SDC Shareweb)																				Desk HQ, SCO
Document analysis																				Consultant
Interviews with selected resource persons at HQ																				Consultant, peer(s) based in BE
Elaboration of Draft Inception Report (IR)																			Draft IR submitted	Consultant
Feedback and finalization of IR																			IR finalized	SCO, Desk HQ, QA, peers & consultant
Step 4: Field mission																				
Field mission (with project visit and debriefing)																			October 23rd – November 5th	Consultant, SCO peer(s)
Step 5: Elaboration of evaluation report																				
Debriefing on preliminary findings (HQ)																			A few days after the field mission	Consultant, Desk HQ
Elaboration of draft report																			December	Consultant
Feedback and discussion on draft report																			Beginning of January	E+C, Operational Division(s), QA, SCO
Elaboration of final report																			Beginning of February	Consultant
Management response (Domain level) and action plan																			Before the early Note	Operational Division(s), SCO

Annex 2 Itinerary of the field mission and list of people met

Monday August	
8.8 2016	Ursula Keller, Focal Point Gender Network and Quality Assurance Gender, Staff of South Cooperation Department, South Cooperation Department
8.8 2016	Andreas Weber, JPO East Asia Division, South Cooperation Department. Focus: working on MICs with Geneviève Contesse
8.8 2016	Ruedi Felber, Deputy Head, and Valérie Rossi, Evaluation and Corporate Controlling Division. Focus: Toolkit
8.8 2016	Corinne Huser, Focal Point Democratisation, Decentralisation, Local Governance, Cooperation with Eastern Europe Department Network, Division Western Balkans, Cooperation with Eastern Europe Department
8.8 2016	Denise Lüthi, Head, East Asia Division, South Cooperation Department
8.8 2016	Valérie Liechti, Focal Point Education Network, West Africa Division, South Cooperation Department. Focus: project Education in Sustainable Development (perceived as a potential show case for SDC)
8.8 2016	Jean-François Cuénod, Deputy Head, South Cooperation Department
30.8.2016	Anne Moulin, Programme Officer Poverty, Quality Assurance and Aid Effectiveness Section, South Cooperation Department. Focus: participated in a workshop on poverty in Mongolia
30.8.2016	Felix Fellmann, Focal Point Agriculture and Food Security Network, Global Programme Food Security, Global Cooperation Department
30.8.2016	Nathalie Wyser, Programme Officer, Employment and Income Network, Latin American and Caribbean Division, South Cooperation Department. Focus: Previously Programme Officer Mongolia
30.8.2016	Werner Thut, Policy Advisor, Analysis and Policy Division, Global Cooperation Department. Focus: Artisanal Mining
30.8.2016	Boris Richard, Regional Coordinator East Asia, Deputy Head Asia and Pacific Division, Directorate of Political Affairs, FDFA; and Brigitte Menzi, Deputy Regional Coordinator East Asia.
5.9.2016	Geneviève Contesse, Programme Officer Mongolia (until September 2016), East Asia Division
5.9.2016	Jürg Schneider, New Desk Officer Mongolia, East Asia Division
5.9.2016	Brigitte Colarte-Dürr, Programme Officer, Employment and Income Network, Latin American and Caribbean Division, South Cooperation Department. Focus: Vocational Skills Development
5.9.2016	Bruce Campbell, Programme Officer, Europe, Asia and Americas Division, Humanitarian Aid and SHA Department. Focus: DRR (ongoing discussions for implementing DRR actions in Mongolia)
5.9.2016	Isabella Pagotto, Programme Officer, Global Institutions Division, Global Cooperation Department. Focus: participated in the ECOSOC meeting in NY on the MDGs in Mongolia with an outlook on the SDGs
5.9.2016	Simone Troller, Programme Officer, South Asia Division, South Cooperation Department, Focus: Human rights – Universal Periodic Review
5.9.2016	Thomas Greminger, Head, South Cooperation Department, Focus: perspective on MICs

Monday August	
5.9.2016	Markus Glatz, Deputy Head resp. for Quality Assurance, Staff of South Cooperation Department, South Cooperation Department
5.9.2016	Peter Bieler, Head, Evaluation and Corporate Controlling Division, Staff of the Directorate
13.9.2016	Jacques Mérat, Programme Officer, East Asia Division, South Cooperation Department. Focus: governance in Mongolia

Date	Time	SCO	Peers & Consultant			Activities
			Bruchez	Keller	Zürcher	
Sa. 22.10.	10:05 (TK 0342)		x	x	x	Arrival of consultants
So. 23.10			x	x	x	Reading of documents
Mo. 24.10.	09:00-10:00		x	x	x	Preparation among peers
	10:00-12:00	SCO Mgt	x	x	x	Briefing meeting with Gabriella Spirli (Head of Cooperation), Daniel Valenghi (Head of Programme), Ilaria Bernasconi (Deputy Head of Cooperation), Nicole Thürlemann (Head of Finance and Administration): - Objectives CS Evaluation, expectations, review working programme - Comments Inception Report (IR)
	Lunch break					
	13:30-17:00 - 18:30	Domain Teams: ESD AFS	x	x	 x	Visit of a ger district of Ulaanbaatar Visit ESD secondary school 42 in Songinokhairkhan district Visit of Nalaikh ger with Mrs. Batzaya Tsegmid, MFARD and Mrs. Byatskhandaa Jargal, Women Farmer Association.
Tu. 25.10.	09:00-10:30	SCO programme staff	x	x	x	**Workshop on EA 1: Context analysis** 1.1 Positioning and adaptation of CS 2013-2016 with respect to country context and Swiss policies (EQs 111, 112) 1.2 Quality of CS context analysis (EQ 121) 1.3 Is the CS with its Domains still relevant? Does SDC add value? Participants: SCO Mgt. plus Mrs. Baigal Gongor, NPO AFS; Mrs. Zayasaikhan Duger, NPO VET; Mrs. Lkhagvasuren Zolzaya, NPO GOV, Mr. Erdenesaikhan Nyamjav, NPO SAM and GBV
	11:00-12:00		x	x	x	Possible implications of the new government on Domain portfolios and of the MIC status discussion at SDC
	Lunch break					
	13:30-15:00	SCO staff: GOV VET	x	 x		**Workshop on EA 2: Relevance and appropriateness of project portfolio:** 2.1 Relevance of the Domain projects (EQ 211) 2.2 Consistency of project objectives with Results Framework of

Date	Time	SCO	Peers & Consultant			Activities
			Bruchez	Keller	Zürcher	
		AFS			x	the Domain (EQ 211) 2.3 Appropriateness of applied approaches in the Domain (EQ 212) 2.4 Geographic focus (regional, rural/urban)? *(Working Method: Short input by NPOs, discussion on the basis of IR Annex 6 "Results chain" and 12 " Results statements")*
	15:30 - 17:00	SCO staff	x	x	x	Presentation of group findings and wrap up of conclusions
We 26.10.	09:00-10:15		x	x	x	Interview with Mr. Tsogbataatar, Head Policy Department Mining
	10:30		x	x	x	Interview with Mr. Patience Sango, SAM Project Director and Mr. Altanbagana Bayarsaikhan,
	12:30-13:45		x	x	x	Interview with Dr. Khashchulun on SDV
	Lunch break					
	14:00-16:30	GOV VET AFS	x	x	x	Participants: GOV: Ms. Solongo, GDPII PCU; Ms. Tsolmon, GDPII PCU; Ms. Purevtogtokh, GDPII PCU; Ms. Oyunkhishig, GDPII UGP project manager; Ms. Anna Kleinschroth, EEP project coordinator West; Ms. Amarbayasgalan, MASAM project manager; Ms. Lkham, CSLB project manager; Ms. Narangua, GDPII DPSP project manager; Ms. Sunjid, GDPII CEP project manager; Mrs. Bataarjav Munkhsoyol, National Senior Expert – PFM Policy Liaison Officer "Energy Efficiency Project" . VET: Mr. Jürgen Hartwig, Program Director and Oyunsanan Davaadorj, M&E, Gender and E-learning officer, "Cooperative Vocational Training in the Mineral Resource Sector Program", GIZ; Enkhtuya Tumur-Ochir, Teamleader, GFA Consulting Group GmbH, Unurtsetseg Sampil, Head of BPN Mongolia; Ts. Altanbat, Project Expert, Component 1 (ESD); Mrs. Zalaa-Uul Uyanga, Project Manager Youth Development Project, UNPFA. AFS: Mrs. Ts. Enkh-Amgalan, Project Manager Green Gold Project; Mr. Tumurbat Turmandakh, Project Coordinator VEGI project; Mr. Sodnom, Batsaikhan, Project Manager Animal Health Project.
Th. 27.10.			x	x	x	Travel to Bayankhongor (8h) together with Mrs. Ts. Enkh-Amgalan, Project Manager Green Gold Project and Mr. Erdenesaikhan Nyamjav, NPO for SAM and GBV
Fr. 28.10	09:00		x	x	x	Meeting with local authorities: Mr. Batjargal, Aimag Governor and Khural chair; Mr. Ekh Bayar, Head Development Policy Dept.; Mr. Norov, Land Affairs and Urban Development Dept.; Mr. Gautumer, Agriculture Dept., Cooperatives Division.
	11:00-15:00		x	x	x	Pass by ASM mercury-free gold processing plant with Mrs. Oyunchimeg (SAM project). Meeting Artisanal Miners at the Project site (Tsagaan Tsahiur). Meeting with Mr. Otgon Batar, NGO Leader.
	Lunch (with ASM miners)					

Date	Time	SCO	Peers & Consultant			Activities
			Bruchez	Keller	Zürcher	
	16:00-18:00		x	x	x	Herder family visit. Discussions with Mr. S. Dashdorj, herder in a soum near Bayankhongor.
Sa. 29.10	9:00-11:00		X	X	X	Visit Polytechnical College in Bayankhongor, Mrs. Chimgee Sh., Director; Mrs. J. Bayarmaa, Career Counsellor, earlier GIZ and now College employee; two committee members and various teachers and active students in the incubator.
	11:00-12:00		x	x	x	Meeting with Mr. E. Batsaya, Coordinator YDC Bayankhongor
	Lunch in Vegi Restaurant in Arwaicheer					
	15:00	Travel to Kharkhorin				
Su. 30.10	9:00-18:00		x	x	x	Sightseeing in Kharkhorin Travel to UB
Mo. 31.11.						National Holiday, Writing Report
	18:00		x	x	x	Dinner with expats
Tu 1.11.	09:00-10:30	SCO programme staff	x	x	x	**Workshop on EA 3: Implementation of the CS** 3.1 Management performance (EQ 311) 3.2 Quality of the CS monitoring system (EQ 321) 3.3 Coordination and aid effectiveness in the country set up (EQ 331)
	11:00-12:00	SCO programme staff	x	x	x	3.4 Efficiency of the different aid modalities (self-implementation/multilateral cooperation/national implementation) 3.5 Status of gender mainstreaming in the Domains 3.6 Are synergies and complementarities with other (few) actors realized?
	Lunch Break					
	14:00-16:00	SCO staff GOV VET AFS	x	x	x	**Workshop on EA 4: Results of the CS** (Domain Workshops) 4.1 Results and effectiveness: Swiss contribution to country results (EQ 411) 4.2 Sustainability and scaling up of innovative approaches, policy dialogue (EQ 421). What evidence is there? 4.3 What measures were taken to increase sustainability (EQ 422) Is the CS addressing poverty and reaching vulnerable groups?
	16:30-17:35	SCO programme staff	x	x	x	**Presentation of group work**
We. 2.11	09:00-10:00	Direct Partners / Ministries			x	Interview with Mr. Radnabazzar Gankhuyag, Head of Land Administration Department, MoUDC; and Mr. Budbaatar, Rangeland Ecologist of the ALAGC
	10:30-11:30	Direct Partners / Ministries			x	Interview with Ms. B. Erdenetsegseg, Head of Agrometeorological Section, IRIMHE; Mr. P. Gambolundev, secretary of scientific committee; Ms. S. Sumjidmaa, researcher

Date	Time	SCO	Peers & Consultant			Activities
			Bruchez	Keller	Zürcher	
	10:30-11:00	Direct Partners / Ministries		x		Interview with Ms. Chimidlkham, Ministry of Education, Science and Sports about the ESD
	Lunch break		x	x	x	Meeting with main donors' representative: Mr. James Anderson, Country Manager World Bank; Mrs. Beate Trankmann, UN Resident Coordinator; Mrs. Nancy J. Foster, Counsellor and Head of Development Cooperation, Embassy of Canada, Mr. Abe Masanori, JICA; MR. Shayne Mc Kenna, DFAT, Embassy of Australia
	14:00-15:00	Direct Partners / Ministries	x			Interview with Secretariat of the State Great Hural (Parliament), Mr. Tsedev Tsolmon, Secretary General.
	14:00-15:00	Direct Partners			x	Interview with Mrs. Regzedmaa Sandag, Senior Officer, Department for Coordination of Light Industrial Policy Implementation
	15:30-16:30	Direct Partners			x	Interview with Mr. Choi-Ish Lkhasuren, Director General of Livestock Policy Implementation and Coordination Department, MOFALI
	15:30	Direct Partners / Ministries	x			Interview with Mr. Unench Ganbold, Head of Public Administration Department, Ulaanbaatar City
Th 3.11.	09.30-10:30	Direct Partners		x	x	Interview with Mrs. Tungalag Chimid, Executive Director VETP
	11:30-12:30	Direct Partners	x	x	x	Interview with Mr. Davaadalai Batsuuri, Economist and Mrs. Gantuya Paniga, Senior Program Assistant, World Bank
	Lunch break					
	14:00-15:00		x	x	x	Preparation of Debriefing Meeting with Ilaria Bernasconi (SCO-M)
	15:00-1600	Direct Partners / Ministries		x		Interview with Ms. Amartugs Ts., Head of Employment, Policy and Coordination Department, Ministry of Labour and Social Protection
Fr. 4.11.	11:00-12:30	SCO staff	x	x	x	Debriefing meeting with SCO-M staff and Swiss Ambassador, Mr. Jean-Jacques de Dardel
	Lunch break (incl. DDJ)					
	14:00-17:00		x	x	x	Report Writing
Sa. 5.11	11:25 (TK 0343)					Departure of peers / consultant

Annex 3 Portfolio analysis CS: List of projects, their duration and size

Domain Agriculture and Food Security															
Project Name	**Project Start**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**Project End**	**Budget & Implementation Modality**	**Comments**
Pastoral Ecosystem Management Mongolia (Green Gold, GG)	2004		Phase 3			Phase 4							2017	Phase 4 CHF10.58 mio.; total CHF 18.5 mio. Self-Implemeted through SDC PCU	2 components (extension and marketing) were tendered. UK and German Company won.
Mongolia Potato Program (MPP)	2004	Phase 2		Phase 3 (Exit Phase)									2016	Exit Phase CHF 2.8 mio., total CHF 5.984 mio. Local Mandate MFARD	Not tendered
Mongolia Coping With Desertification (CODEP)	2007			Phase 1									2014	Phase CHF 9.212 mio. Self-Implemented with PCU	
Sustainable Livestock Management Project (Animal Health Project, AHP)	2008	Phase 1			Phase 2								2018	Phase 2 CHF 5.94 mio, total CHF 13.0 mio. Self-Implemeted through SDC PCU	One year extension 2016 through additional credit (CHF 1.0 million)
Index-Based Livestock Insurance (IBLIP)	2009	Phase 1			Phase 2								2016	Phase 2 CHF 1.4 mio., total CHF 1.8 mio. Implemented by MoF, co-financing Word Bank / South Korea	
Linking herders to carbon markets	2011		Phase 1										2016	Phase 1 CHF 0.9 mio. Mandate Unique Forestry Consultants and HAFL Zollokofen	Initial planning until 2016 but an early stop was decided in 2013.
Vegetable & Marketing project (VEGI)	2016								Phase 1		Phase 2		2022	Phase 1 CHF 5.0 mio., total CHF 7.0 mio. Local Mandate MFARD	Component 1-3 MFARD, component 4 contracted by SDC to FAO
Green Gold & Animal Health Consolidation	2017								Consolidation Phase				2020	Consolidation Phase CHF 5.976 mio. Self-Implemented through SDC PCU	

Note: budget figures are taken from the SAP

Domain Vocational Education and Training															
Project Name	**Project Start**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**Project End**	**Budget & Implementation Modality**	**Comments**
Vocational Education and Training (VET)	2011				Phase 1			Phase 2					2018	Phase 2 CHF 2.4 mio.; total CHF 6.86 mio. Delegated-Cooperation: GFA, GEFAK and Swisscontact consortium	Phase II - renamed into YEP. Credit proposal mentions the possibility of an extension of 12 months.
SME Development project	2011				Phase 1								2017	Phase CHF 1.405 mio. BPN Switzerland. Mandate	
Youth Development Program (YDP)	2013					Phase 1							2017	Phase CHF 4.750. Co-financing UNFPA	
Vocational Skills Development (VSD)	2013					Phase 1		Phase 2		Exit Phase			2021	Phase 2 CHF 4.63 mio.; total 13.0 mio. Delegated Cooperation: GIZ	BMZ and DFAT finance 56%, SDC part is 44%.
Education for Sustainable Development Project (ESD)	2013						Phase 1		Phase 2				2020	Phase I and II CHF 13.88 mio. GIZ, Institut für internationale Zusammenarbeit in Bildungsfragen (IZB), University of Uppsala (SW)	Tendered. According to Entry proposal, a second phase is planned to 31.05.2020.

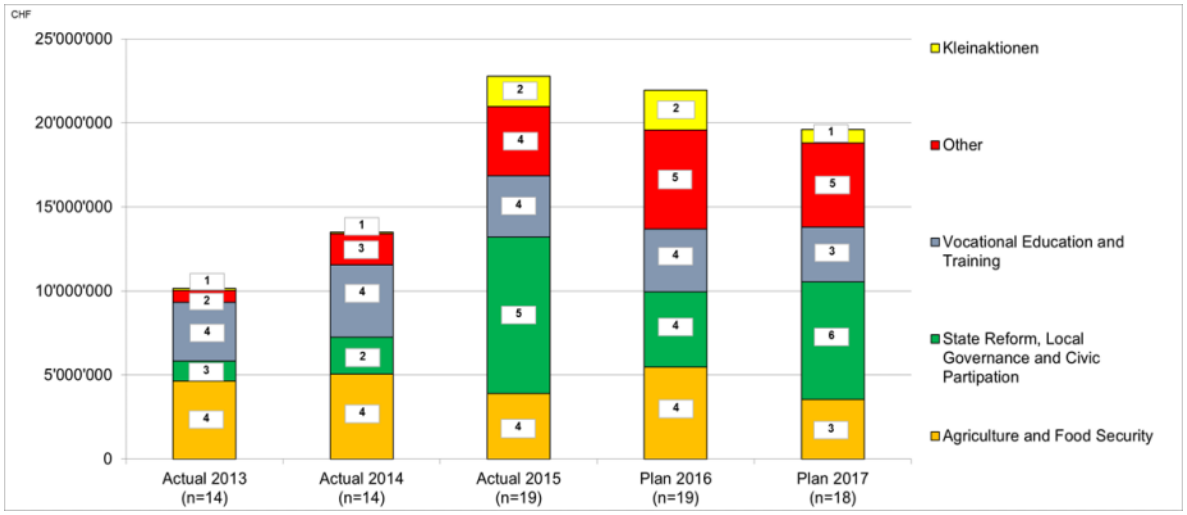
Domain State Reform, Local Governance and Civic Partipation															
Project Name	**Project Start**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**Project End**	**Budget & Implementation Modality**	**Comments**
Governance and Decentralization Program (GDP)	2012				Phase 1			Phase 2					2020	Phase 2 CHF 8.735 mio., total CHF 18.7 mio. Self-Implementation through SDC PCU and 3 PIUs 1) Cabinet secretariat 2) The Asia Foundation 3) Cabinet of President	Years 2017 & 2018 will be replanned (and adapted to context) by end of 2016. The budget of phase 2 was reduced to CHF 4.878 mio (cancellation of Component 1 and international expert)
Third Sustainable Livelihoods Project (SLP3)	2012					Phase 1							2018	Phase 1 CHF 12.94 mio, total same. World Bank (PIU at MoF). Co-financed through a Trust fund (SDC grant, WB loan, JICA)	Single phase. Massively delayed (revision of financial planning requested by SDC). Co-financing planned from GoM though LDFs
Cap. Streng. Local Self-Govern. Bodies (CSLSB)	2013					Single Phase							2016	Phase CHF 2.85 mio. Contribution to UNDP	Renamed into Strenghtening Representative Bodies
Public Investment in Energy Efficiency (EEP)	2013					Phase 1							2017	Phase CHF 5.070 mio. Contribution to BMZ-funded GIZ project	Non Cost extension
Mainstreaming Social Accountability (MASAM)	2015							Single Phase					2019	Phase CHF 2.5 mio. Single donor contribution Trust fund co-financed by WB managed by WB project team and implemented by partners local and international selected through open and competitive processes	
Combating gender based violence project (GBV)	2016								Single Phase				2020	Phase CHF 4.090 mio. Contribution to UNFPA, co-financed by UNFPA and GoM	
Strengthening Representative Bodies (SRB)	2017									Single Phase			2016	Phase CHF 3.135 mio. Contribution to UNDP	

Note: budget figures are taken from the SAP

Domain Other															
Project Name	**Project Start**	**2011**	**2012**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**2019**	**2020**	**2021**	**Project End**	**Implementation Modality**	**Comments**
Scholarship Project	2006		Phase 2				Phase 3						2020	Phase 3 CHF 0.4 mio.	
Sustainable Artisanal Mining Mongolia (SAM)	2005			Phase 3				Phase 4					2020	Phase 4 CHF 6.0 mio.; total CHF 10.5 mio. Self-Implemeted through SDC PCU	Extension proposed by MTR (6m - 2y)
COOF - IFI Partnership Fund	2006			Phase 1									2015		
Mongolia, Telemedicine Network	2008		Phase 1										2020	Phase CHF 0.1 mio.	
Ger WASH Project	2012				Phase 1								2015	Phase CHF 0.9 mio.	
Engaging Stakeholders in Environmental Conservation (ESEC II)	2013					Single Phase							2016	Phase 1 CHF 3.325 mio. Mandate to The Asia Foundation	Sister project of SAM

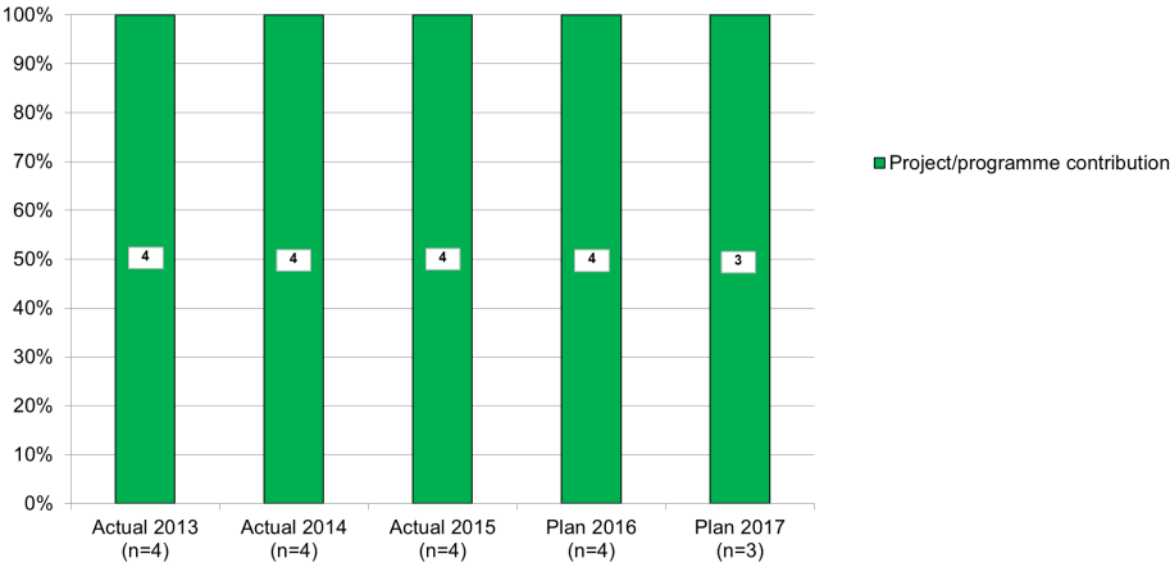
Note: budget figures are taken from the SAP

Domain Overview: Allocation per Domain

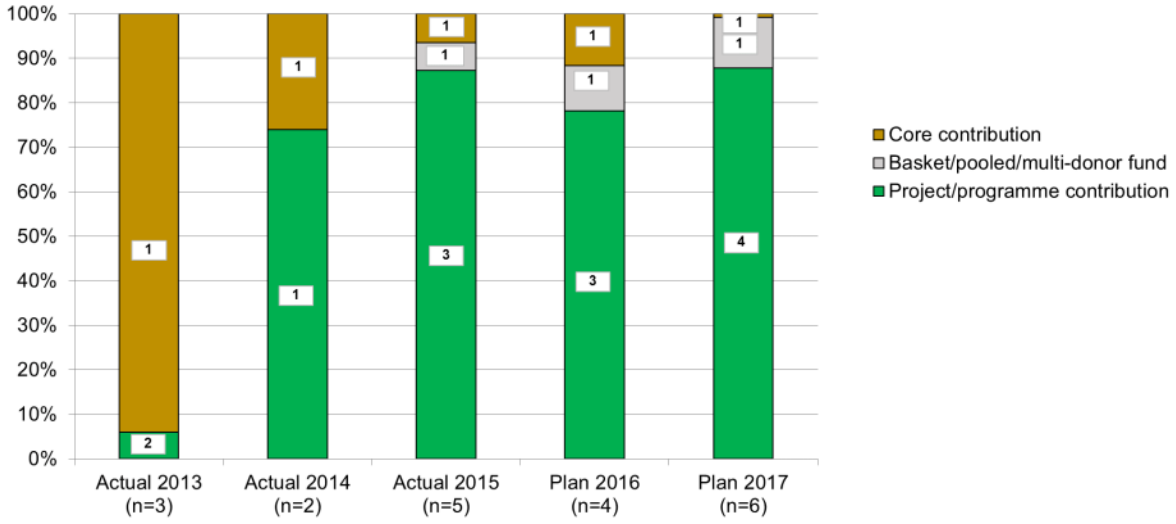


Note: the number do not correlate with the actual figures if compared with the previous Doman graphs.

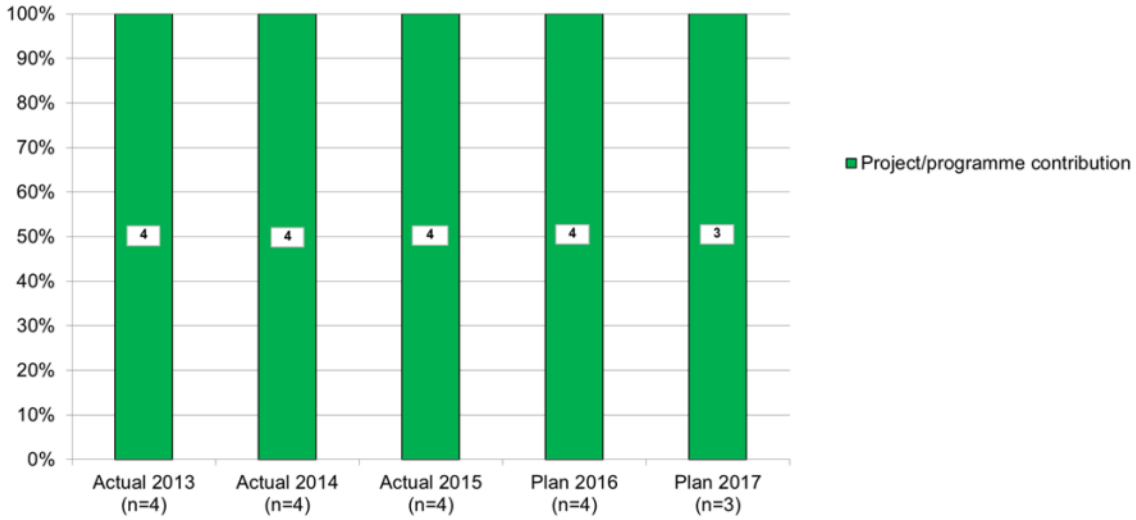
Aid modality AFS



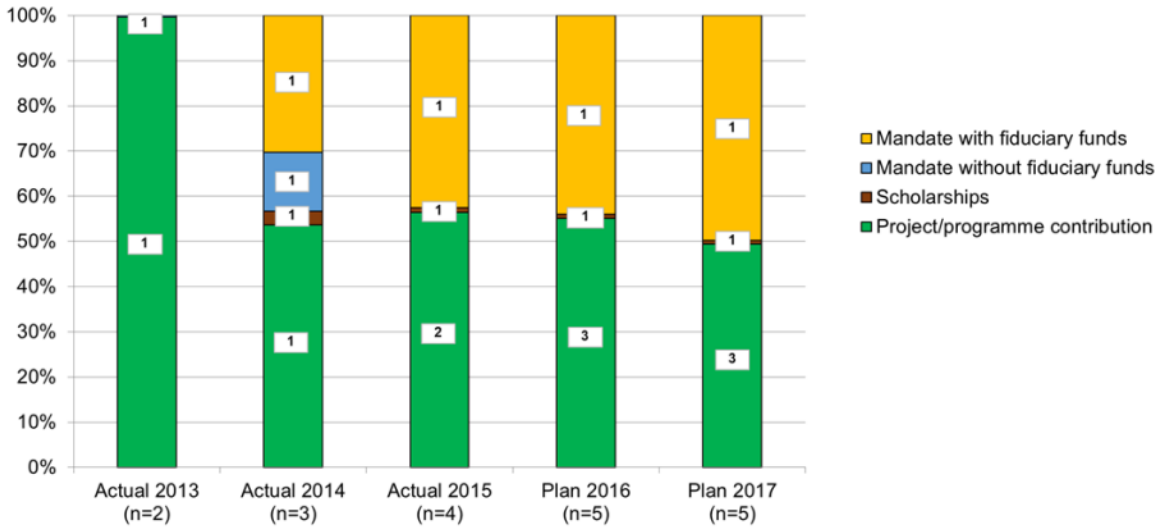
Aid modality Domain GOV



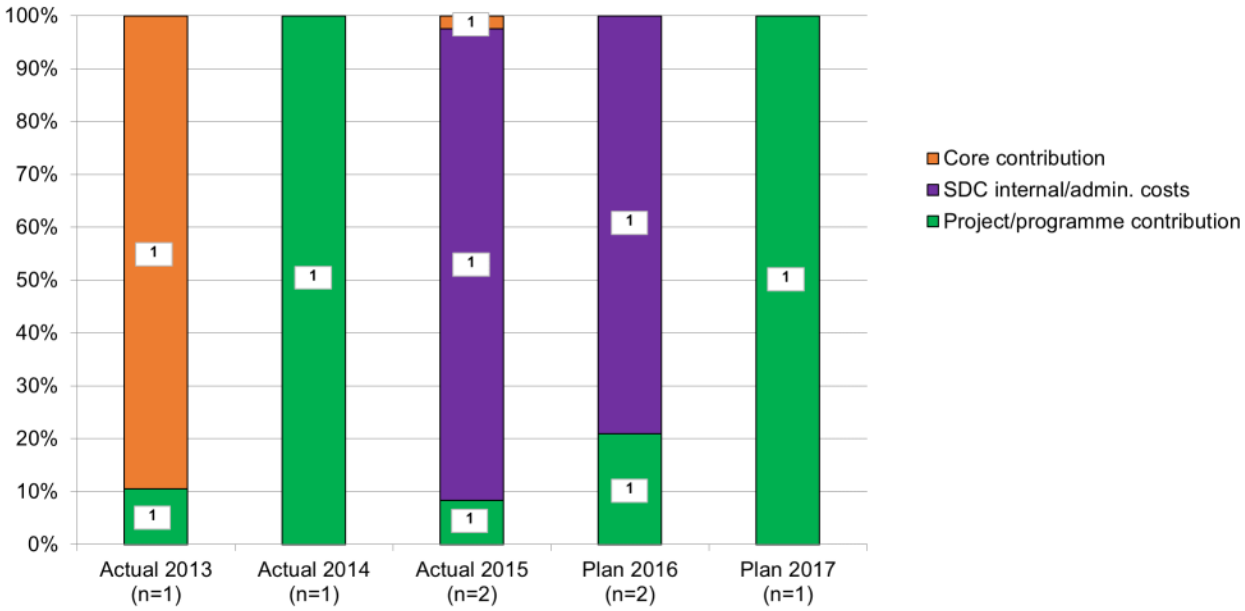
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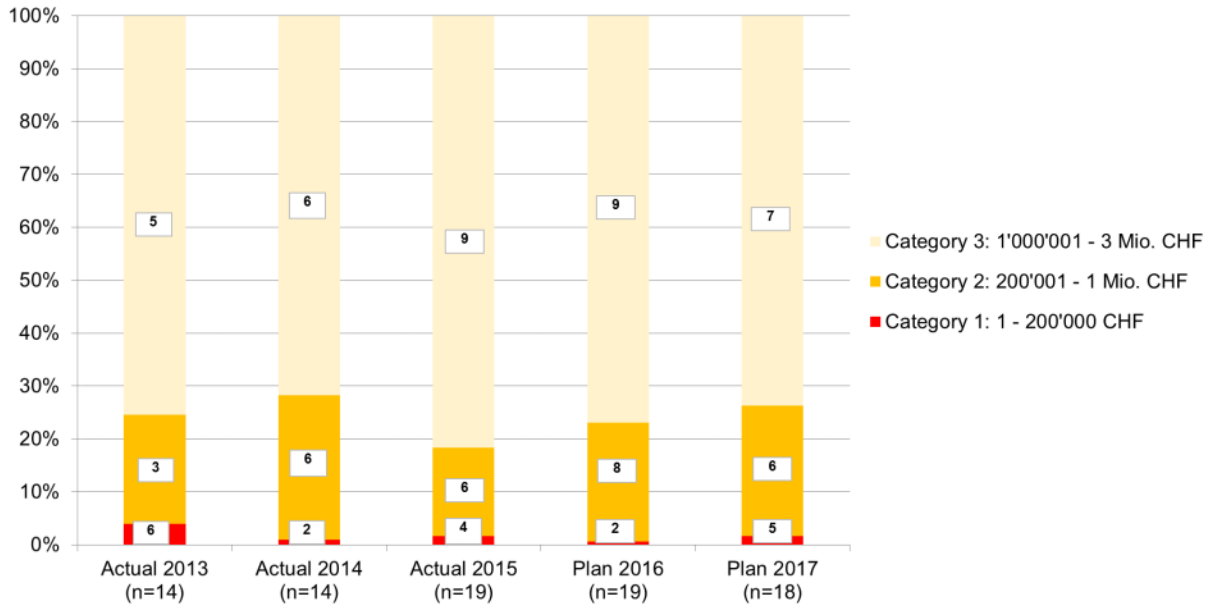
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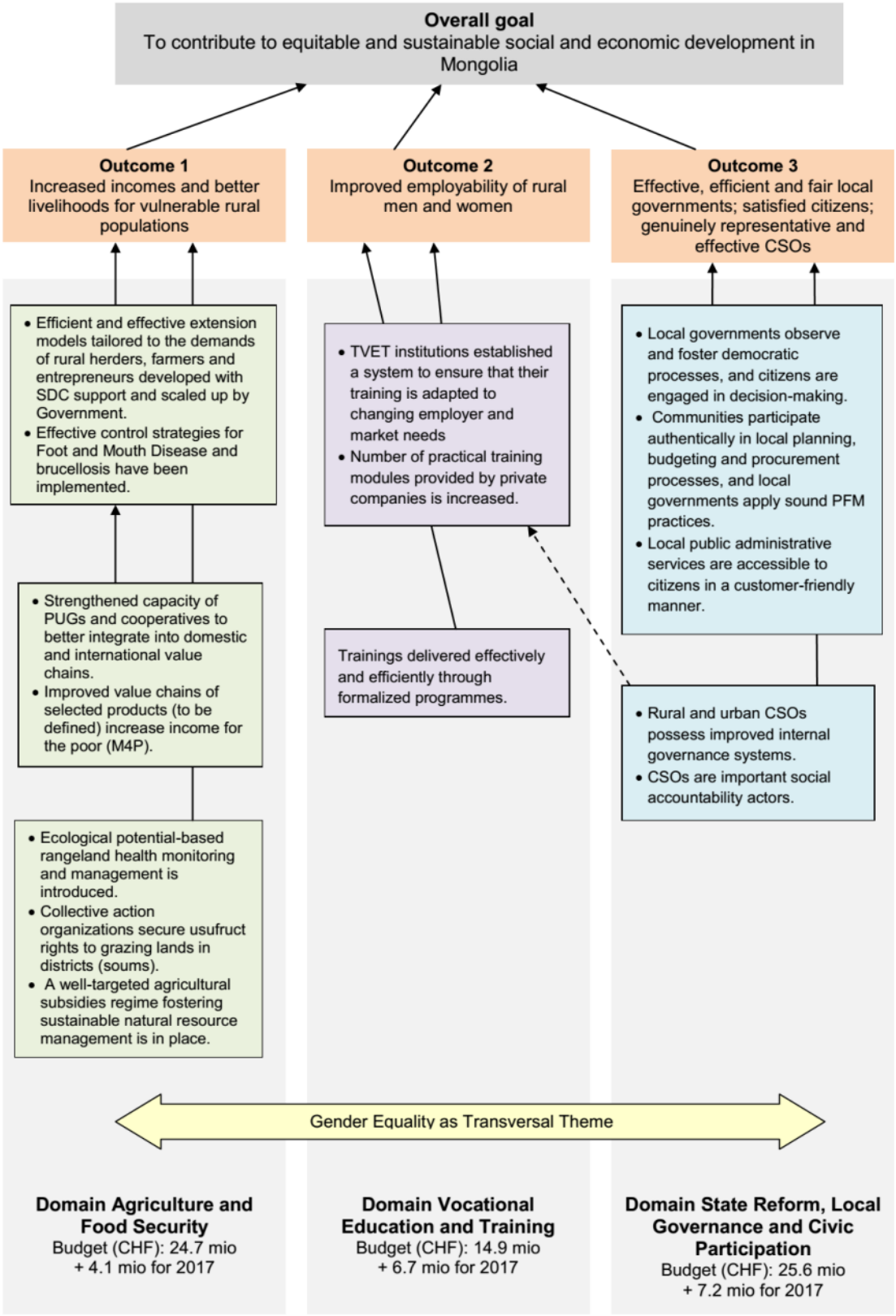
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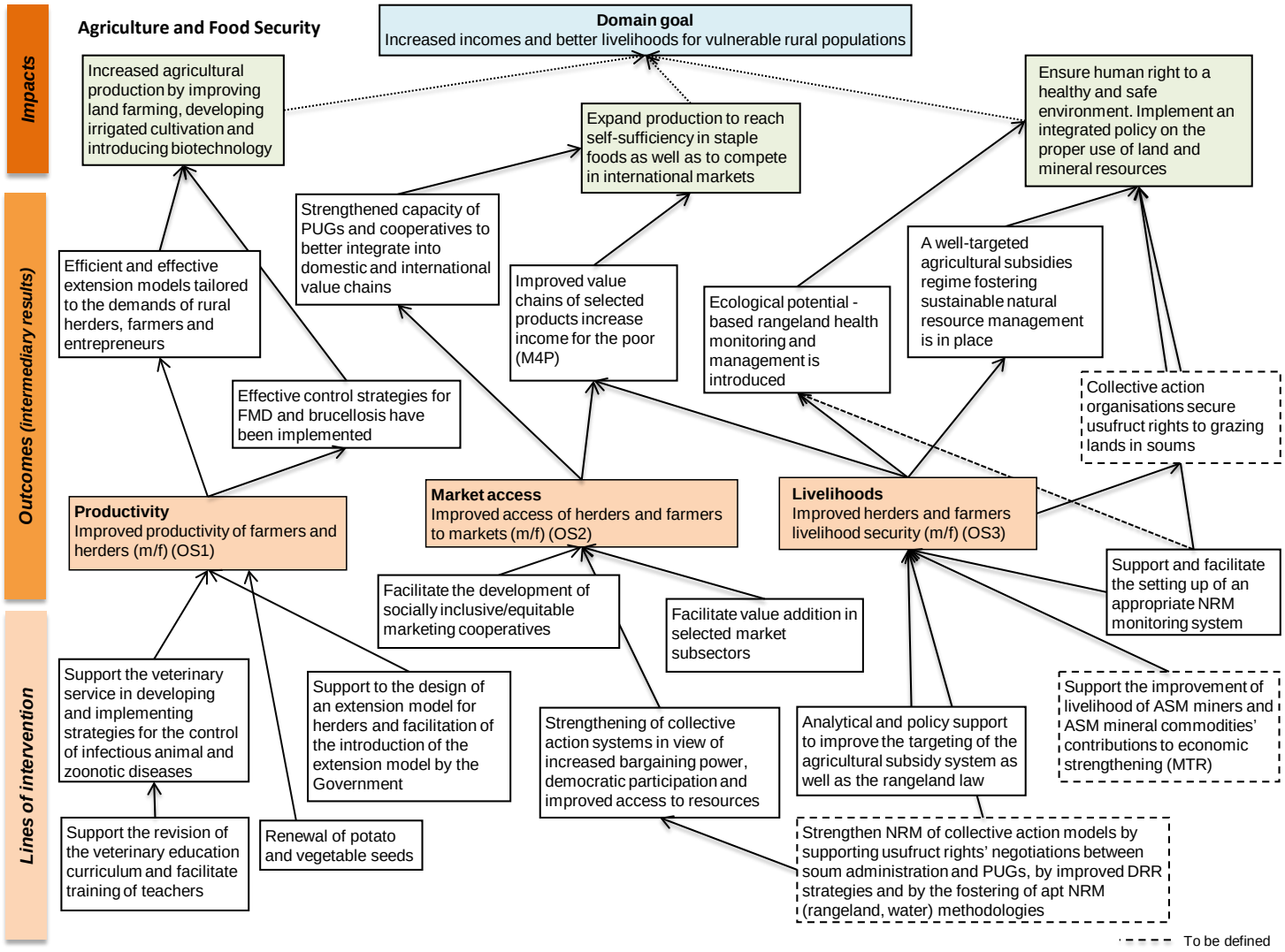


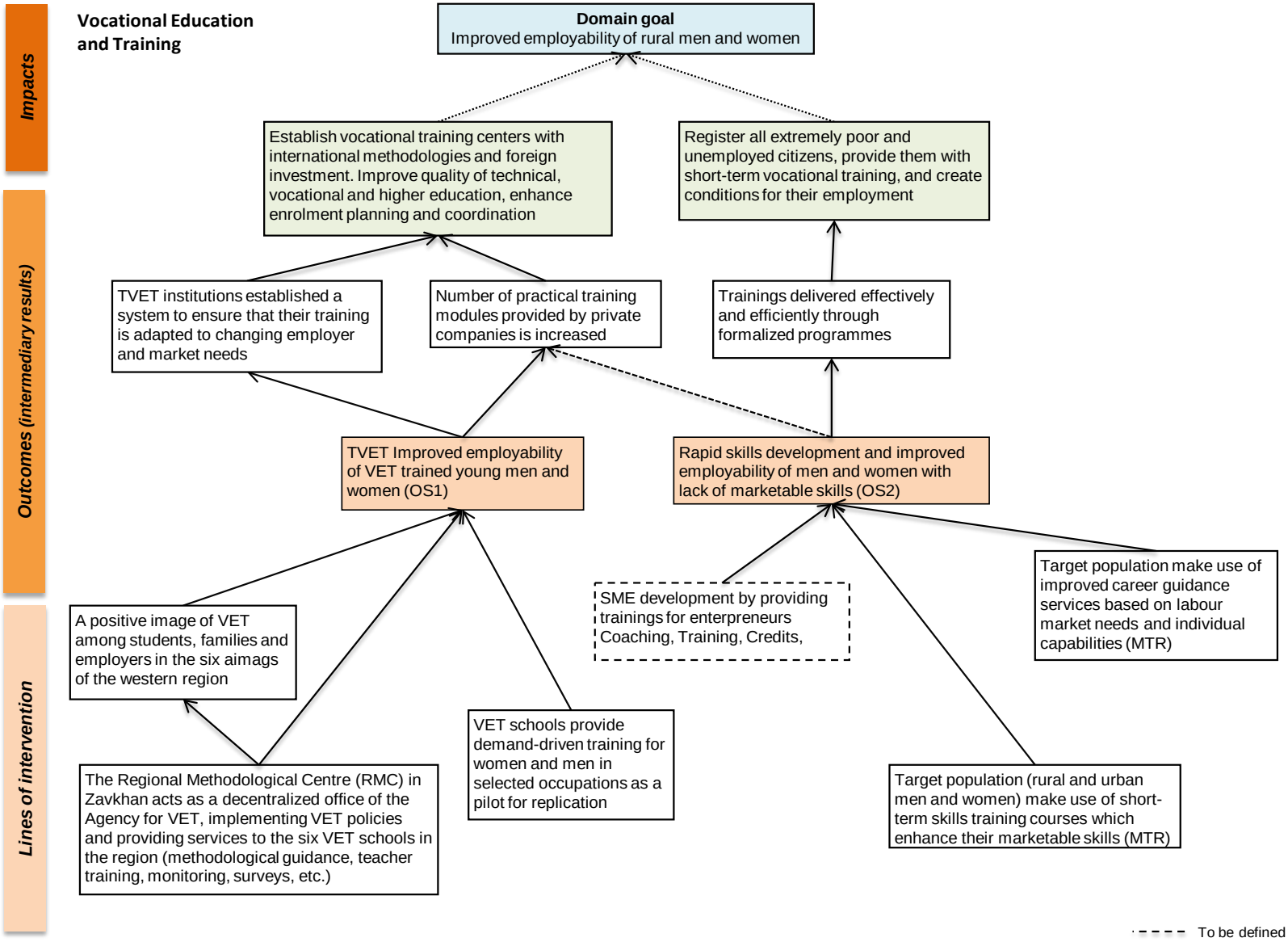
Project Size

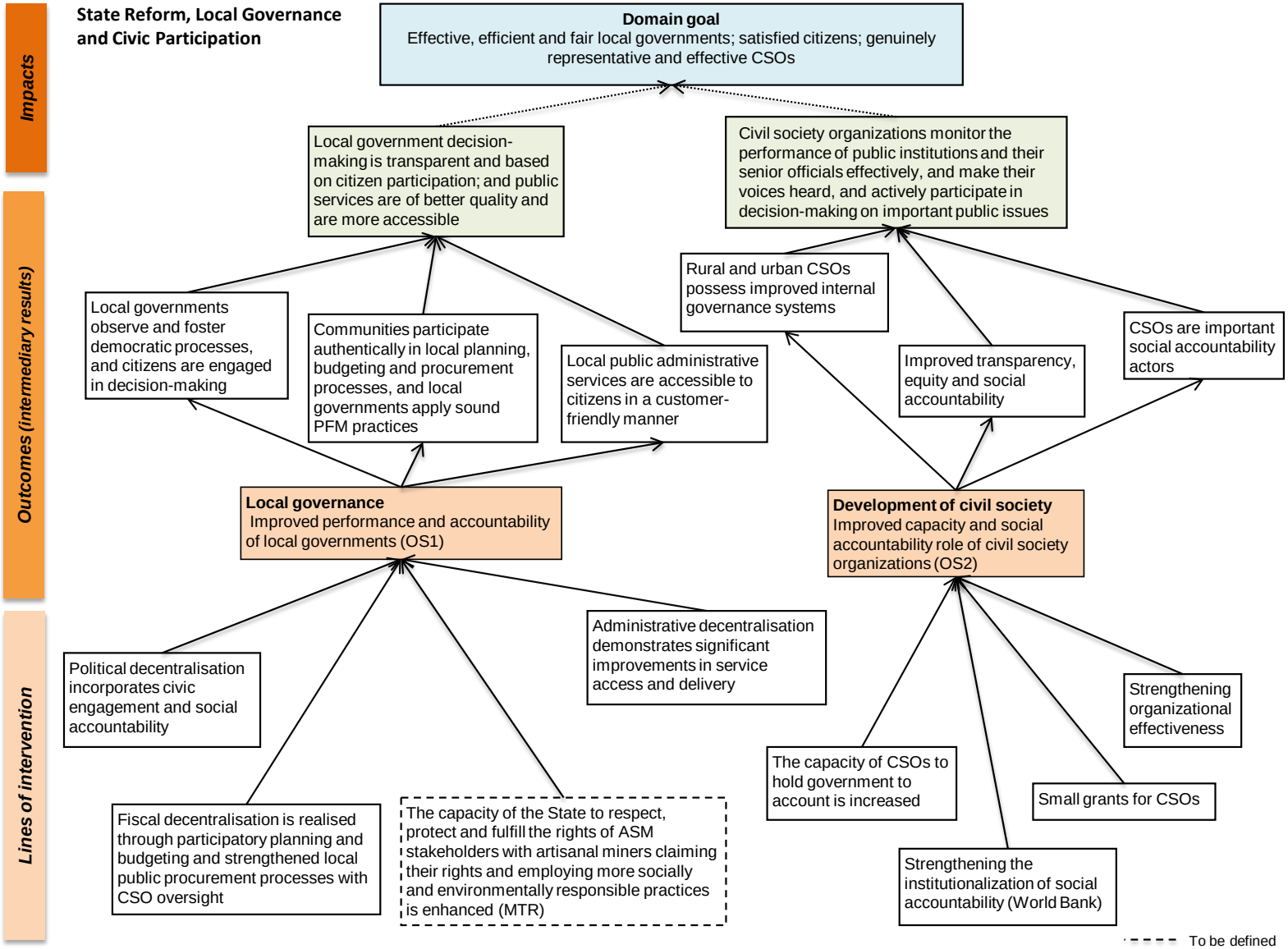


Annex 4 Results Frameworks, Domain Intervention Logic and Results Statements 2013-2016/2017




Impacts
Outcomes (intermediary results)
Lines of intervention
Agriculture and Food Security
Domain goal
Increased incomes and better livelihoods for vulnerable rural populations
Increased agricultural production by improving land farming, developing irrigated cultivation and introducing biotechnology
Expand production to reach self-sufficiency in staple foods as well as to compete in international markets
Ensure human right to a healthy and safe environment. Implement an integrated policy on the proper use of land and mineral resources
Strengthened capacity of PUGs and cooperatives to better integrate into domestic and international value chains
Efficient and effective extension models tailored to the demands of rural herders, farmers and entrepreneurs
Improved value chains of selected products increase income for the poor (M4P)
Ecological potential - based rangeland health monitoring and management is introduced
A well-targeted agricultural subsidies regime fostering sustainable natural resource management is in place
Collective action organisations secure usufruct rights to grazing lands in soums
Effective control strategies for FMD and brucellosis have been implemented
Productivity
Improved productivity of farmers and herders (m/f) (OS1)
Market access
Improved access of herders and farmers to markets (m/f) (OS2)
Livelihoods
Improved herders and farmers livelihood security (m/f) (OS3)
Support and facilitate the setting up of an appropriate NRM monitoring system
Facilitate the development of socially inclusive/equitable marketing cooperatives
Facilitate value addition in selected market subsectors
Support the veterinary service in developing and implementing strategies for the control of infectious animal and zoonotic diseases
Support to the design of an extension model for herders and facilitation of the introduction of the extension model by the Government
Strengthening of collective action systems in view of increased bargaining power, democratic participation and improved access to resources
Analytical and policy support to improve the targeting of the agricultural subsidy system as well as the rangeland law
Support the improvement of livelihood of ASM miners and ASM mineral commodities' contributions to economic strengthening (MTR)
Support the revision of the veterinary education curriculum and facilitate training of teachers
Renewal of potato and vegetable seeds
Strengthen NRM of collective action models by supporting usufruct rights' negotiations between soum administration and PUGs, by improved DRR strategies and by the fostering of apt NRM (rangeland, water) methodologies
To be defined


Impacts
Outcomes (intermediary results)
Lines of intervention
Vocational Education and Training
Domain goal
Improved employability of rural men and women
Establish vocational training centers with international methodologies and foreign investment. Improve quality of technical, vocational and higher education, enhance enrolment planning and coordination
Register all extremely poor and unemployed citizens, provide them with short-term vocational training, and create conditions for their employment
TVET institutions established a system to ensure that their training is adapted to changing employer and market needs
Number of practical training modules provided by private companies is increased
Trainings delivered effectively and efficiently through formalized programmes
TVET Improved employability of VET trained young men and women (OS1)
Rapid skills development and improved employability of men and women with lack of marketable skills (OS2)
A positive image of VET among students, families and employers in the six aimags of the western region
SME development by providing trainings for enterpreneurs Coaching, Training, Credits,
Target population make use of improved career guidance services based on labour market needs and individual capabilities (MTR)
The Regional Methodological Centre (RMC) in Zavkhan acts as a decentralized office of the Agency for VET, implementing VET policies and providing services to the six VET schools in the region (methodological guidance, teacher training, monitoring, surveys, etc.)
VET schools provide demand-driven training for women and men in selected occupations as a pilot for replication
Target population (rural and urban men and women) make use of short-term skills training courses which enhance their marketable skills (MTR)
To be defined


Impacts
Outcomes (intermediary results)
Lines of intervention
State Reform, Local Governance and Civic Participation
Domain goal
Effective, efficient and fair local governments; satisfied citizens; genuinely representative and effective CSOs
Local government decision-making is transparent and based on citizen participation; and public services are of better quality and are more accessible
Civil society organizations monitor the performance of public institutions and their senior officials effectively, and make their voices heard, and actively participate in decision-making on important public issues
Local governments observe and foster democratic processes, and citizens are engaged in decision-making
Communities participate authentically in local planning, budgeting and procurement processes, and local governments apply sound PFM practices
Local public administrative services are accessible to citizens in a customer-friendly manner
Rural and urban CSOs possess improved internal governance systems
Improved transparency, equity and social accountability
CSOs are important social accountability actors
Local governance
Improved performance and accountability of local governments (OS1)
Development of civil society
Improved capacity and social accountability role of civil society organizations (OS2)
Political decentralisation incorporates civic engagement and social accountability
Administrative decentralisation demonstrates significant improvements in service access and delivery
Fiscal decentralisation is realised through participatory planning and budgeting and strengthened local public procurement processes with CSO oversight
The capacity of the State to respect, protect and fulfill the rights of ASM stakeholders with artisanal miners claiming their rights and employing more socially and environmentally responsible practices is enhanced (MTR)
The capacity of CSOs to hold government to account is increased
Strengthening organizational effectiveness
Small grants for CSOs
Strengthening the institutionalization of social accountability (World Bank)
To be defined

Domain 1: AFS	Results statement
2013	The introduction of high-yield and early varieties of potatoes increased the average potato yield among formal seed-multipliers to 1.4 times higher than the 2012 national average (14.6t/ha). However, due to general overproduction in 2012, the price of potatoes has dropped steeply by 60 percent this year. This has also led to a 14.4 percent decrease in potato planting in 2013. It is expected that, over time, supply and demand will become balanced and prices will stabilise. The PUG system is increasingly being recognised as the largest community-based institution of herders, promoting their interests and participation in local governance and economic development. In total, SDC's Green Gold Project had facilitated the formation of about 700 PUGs involving 40,000 herder households in 66 soums (20 percent of all soums) by September 2013. About half of the PUGs have successfully negotiated rangeland-use contracts with their local government, which has led to increased investment in disaster risk reduction measures and increased rangeland rehabilitation practices, such as rotational grazing and resting. On the economic side, herders' cooperative[41] equity increased from MNT 187.6million in 2012 to MNT 312.2 million in 2013, and cooperative annual sales from MNT 196.2 million to MNT 210.0 million in the same period. Herders' cooperatives' dividends distributed to members increased from MNT 52.1 million in 2012 to MNT 73.0 million in 2013. The collective approach for Water-User Groups (WUGs) has been directed towards securing access to irrigation for farmers. In 2013, a total of 312 ha of irrigation systems (in addition to 392 ha in 2012) had been completed in Buyant and Khovd soums. As a result, a total of 250 households have equal access to water resources and have been able to increase their household income by 21 percent.
2014	After 10 years of SDC support, Mongolia has become self-sufficient in table potatoes. The potato sector has been systematically strengthened through support for variety testing, seed production, cultivation techniques, the capacities of farmers and technical staff, storage facilities and marketing approaches. A cost-benefit analysis conducted in 2014 confirmed the economic and financial viability of the seed multiplication system introduced a decade ago with support from SDC. Sustainable pasture management through SDC-supported PUGs is well established in Mongolia's western aimags. The PUG system covers 29.3 million hectares of pastureland (about 20 percent of the total territory) through land-use plans and land-use agreements that are officially recognised by local authorities. In addition, linkages between cooperatives and the PUG system are continually expanding, providing higher incomes for herders. The first experiences documented in the promotion of yak wool are also proving to be promising. Mongolia is still affected by brucellosis, a disease which affects both animals and humans. In 2014, with support from SDC, an important achievement in the fight against brucellosis was the Ministry of Health's adoption of a brucellosis standard which makes previous guidelines official and regulates the diagnosis and treatment of the disease, which at present takes place at the soum level where the majority of the cases occur (88 percent).
2015	A total of 1100 PUGs in seven western and central aimags were managing rangeland in accordance with the sustainable management rules agreed upon with local authorities. Following the publication of the national rangeland health monitoring report, which concluded that 65 percent of rangeland was moderately to heavily degraded, the government integrated rangeland-use agreements, as promoted by the GG Project, into the draft Pasture Law, which was submitted to Parliament in October 2015. The newly established National Federation of Pasture-Users, created by the SDC-supported Aimag Federations of Pasture-User Groups, has taken up this issue and has incorporated it into its policy dialogue with the government. The GG Project was selected from 756 projects as Best Practice on Sustainable Management of Natural Resources at Expo Milano 2015, which was prestigious recognition of the project and its work. Each of the 1100 PUGs managed "herder matching funds" in the form of micro-credits from a total amount of MNT 1.6 billion (about CHF 800,000). This is expected to support 15,000 herder households in covering cash shortages for emergencies such as the need for medical supplies, transportation and forage purchases, contributing to increased livelihood security. These matching funds became crucial, particularly for poorer herders with limited herd sizes,

[41] 54 cooperatives have been established under PUGs of the Green Gold Project

	after the major banks stopped providing small credit to herders in autumn 2015. An important step towards the institutionalisation of SDC's support in the livestock sector was the Ministry and Food and Agriculture's (MoFA) submission of the draft Animal Health Law to Parliament in 2015. The government's strategies to tackle such animal diseases as brucellosis and foot-and-mouth disease (FMD) are now being implemented with added impetus as the government is under pressure to facilitate the exporting of animal products to China and Russia. Thanks to 10 years of continuous SDC support for the potato sector, Mongolia became self-sufficient in potatoes, consumption almost tripled, and high-quality seeds of improved varieties are available to more than 14,000 potato growers throughout the country.
2016 (includes cumulative results)	Sustainable rangeland management through Pasture-User Groups (PUGs) and Rangeland Use Agreements (RUAs) was further promoted, extending this approach to four additional aimags and covering 11 of Mongolia's 21 aimags and representing 40 percent of total rangeland nationally. In total, 700 RUAs were signed by more than half of the 1300 PUGs, representing 35,000 herder households. This successful rangeland management approach is increasingly recognised by local and national authorities, allowing uptake at the policy level (Rangeland Law), local replication and financing. As foreseen in the draft Rangeland Law, both husbands and wives need to sign RUAs. Six-hundred Matching Funds were co-financed by SDC and herders provided microcredits totalling CHF 1 million to 19,000 herder households. In 2016, the first four credit and saving cooperatives were established from Matching Funds, allowing for formalisation of the microcredit system. All 70 PUG-based cooperatives developed linkages with processors (yak/camel wool, skin, hide and meat) and ensured higher incomes for their members. In the animal health sector, national control strategies for brucellosis and foot-and-mouth disease were developed and implemented, improving the responsiveness of the animal health system to disease outbreaks. Drafts of the Animal Health and Rangeland laws, developed with SDC support, were included in the priorities of the new government's action plan. Following the completion of the Mongolian Potato Programme, a public-private partnership was signed between the Agricultural Research Institute and Elite Seed Ltd., contributing to the sustainability of the seed potato system. The recently launched Vegetable Project produced rapid results within a few months of being launched with the introduction of new adapted varieties and doubling local seed production through a newly established seed fund. The adoption of an integrated approach that coupled the provision of technical assistance with tools, seeds and irrigation facilities saw the successful pilot promotion of vegetable growing in suburban ger districts of Ulaanbaatar.

Domain 2: VET	**Results statement**
2013	The main focus of the Vocational Education and Training Project this year has been the piloting of an innovative approach for Mongolia in the development of curricula on technical and vocational education. This has involved the collaborative definition of occupational standards for the six targeted trades. Through the VET Project, the participation of private sector representatives, occupation specialists and schools - the main partners in VET interventions - in national and local working groups ensured that the competency-based curricula were demand-driven. Using these curricula, the six VET schools in the six western aimags benefiting from the project will be able to provide more practice-oriented training for women and men in the selected trades. It is expected that this model of VET curricula development will be replicated throughout the country. The planning process of the YDP, which lasted until the second quarter of this year, has generated support from the MoL and MES for life-skills training. Recognising the acute demand for better life skills and sexual and reproductive health education in VET institutions, the MoL, in cooperation with the YDP, has taken the lead in developing life-skills modules and trainings for educators and teachers in VET schools. The MES has also been drafting a life-skills roll-out plan. The project will be able to build on these encouraging foundations.
2014	SDC's interventions in the VET Domain have directly and positively influenced the adoption of official guidelines and standards at national and local levels. "Guidelines for Curricula Development" and "Occupation Standard/Profile Templates for Selected Occupations" developed by the VET Project have been approved by the MoL, the state authority in charge of TVET. The templates for occupational standards have been greatly appreciated by the Road Builders' Association, which will develop occupational standards for a further 15 sector-specific occupations using the project's methodology and templates. The formal VET training programmes and short-term skills trainings developed with support

	from SDC are now being implemented by partner institutions. The VET schools with which SDC is working are providing new full training programmes in six occupations and short-term skills trainings for adults in construction and mechanics. The private sector has become more engaged in building a demand-oriented VET system in SDC's target areas. The VET sector has greater recognition and is valued among the rural population in target areas. According to the SDC CS 2014 annual survey undertaken by an external survey company, more than half of the respondents were aware of TVET. A similar proportion (65.9 percent) of the adults and almost all (92.6 percent) of the youths surveyed were interested in taking part in skills development training in the future. Life-skills training, which is new to Mongolia, is rapidly becoming part of the mainstream education system. With support from the YDP, life-skills education has been integrated into the heart of Mongolia's education system via the University of Education's pre-service teacher training across all subjects. Greater awareness of gender-based violence has led to more societal awareness of the issue. Campaigns led by the YDP lobbied the government to approve the revised Law on Combating Domestic Violence, with amendments aimed at improving victim protection and defining the responsibilities of local and central governments in enforcing the law, all of which will be discussed during the autumn session of Parliament.
2015	As a result of the support given to schools in the VET Domain, the average employment rate of graduates of both long and short-term skills trainings in the selected six schools is more than 60 percent, which is higher than regional and national averages. The female employment rate is 42 percent for long-term trainings and 19 percent for short-term trainings. The average employment rate for all graduates of VET schools in the western region is 56 percent compared with the national average of 48 percent. As a result of the improved quality and professionalism of career guidance services, the VET schools and local labour offices are able to provide needs-based services and advice to local youth and adults. Seventy-five percent of service receivers (of whom 54 percent were women) said it had helped them to make informed decisions about their career paths. The MoL is playing an increasingly active role in sector coordination. The MoL and the Vocational Education and Training Partnership (VETP) NGO concluded a memorandum of understanding on cooperation. According to the memorandum of understanding, the VETP will support the MoL in coordinating external partners' interventions and facilitating the knowledge-management process. In addition, the VETP - the coordination platform supported by SDC, GIZ and such private sector stakeholders as Oyu Tolgoi, the Employers' Federation and the Builders' Association – was empowered by the MoL to assume the secretariat role for the Mongolian team during World Skills 2015. Whereas the previous two years of the Youth Development Programme (YDP) were used to establish the channels and infrastructure needed to reach youth and to streamline life-skills education, 2015 was dedicated to the operationalisation of those channels. Youth clinics are now being fully utilised. In collaboration with the Ministry of Health and Sports (MoHS) and the National Centre for Maternal and Child Health (NCMCH), seven youth-friendly clinics have been established in the target regions to provide health services at the secondary and tertiary levels. More than 39,000 youth had availed of the clinics' services during the reporting period.
2016 (includes cumulative results)	Tracer studies from the current and previous years confirm the effectiveness of chosen approaches in improving the demand-driven character and training quality of the target schools. While the employment rate of VET schools in the western region is 53 percent, rates in the target occupations have increased in the past two years - from 63 percent to 66 percent, and the rates of female graduates have significantly improved, from 42 percent to 59 percent. With the completion of Phase 1 of the VSD Project in March 2016, target VET schools for the academic year 2016/2017 are offering quality short-term skills trainings using up-to-date equipment and are responding to the needs of companies for in-demand occupations. The sustainability of Youth Development Centres' functions and staff positions are ensured with the establishment of a formal, dedicated agency, the National Agency on Family, Children and Youth Development. The ESD-based core curriculum reform of secondary education was endorsed and is fully operational in 768 schools, involving 19,249 teachers (73.4 percent female) and 147,031 students (49.3 percent female) nationwide since the 2016 academic year (the figure of 768 includes both public and private schools - 628 and 140 respectively).

Domain 3: GOV	Results statement
2010	About 1.4 million people (cumulative figures; an estimated 64 percent of whom are female) used OSSs in seven districts of Ulaanbaatar and in 19 aimag centres. The average client satisfaction rate with the OSS system is 94.5 percent. According to a baseline survey conducted in two aimags and two Ulaanbaatar districts, OSS customers saved up to 48 percent in travelling, processing and waiting times. 187 local businesses from eight aimags signed contracts worth CHF 1.1 million as a result of open and transparent tenders.
2011	In the past three years, 29 OSSs have been established, one in each aimag (21) and eight in Ulaanbaatar districts. During this period, the OSSs have served more than 2 million clients, of whom about 80 percent have been women. The concentration of multiple administrative services in the one location has saved clients saved time and money. Based on a recent survey, the satisfaction rate with OSS services was at 83 percent. The OSSs have, however, brought to the surface a number of governance challenges. As the vertical and horizontal assignments of functions and funding remain diffuse in Mongolia, OSSs cannot yet function to the full extent of their potential and their institutional sustainability is not yet guaranteed.
2012	A total of 2.1 million customers (55 percent female; 64.2 percent in rural areas) have been served in 2012 at the 35 One-Stop Shops (OSSs) that have been established nationwide in all districts of Ulaanbaatar and in all aimag centres, in Kharkhorin, in two soums and in two Ulaanbaatar khoroos. According to the results of a One-Stop Shop (OSS) customer survey, more women and residents from rural areas use OSSs. There has also been a 15 percent increase in customer numbers in 2012 from the previous year (1.8 million in 2011). The satisfaction rate with OSS services stands at 94.5 percent.
2013	The Governance and Decentralisation Programme is supporting Mongolia in strengthening decentralisation and citizens' participation, and in promoting nascent forms of direct democracy. With support from the GDP, in 2013 a "Policy Board on Decentralisation through Direct Democracy and Civic Engagement" was established under a presidential decree. The Policy Board institutionalises, for the first time, a means for debating decentralisation policy. The OSS model for effective service delivery, initiated through SDC's earlier governance work, is being institutionalised with the adoption of a government resolution committing Ulaanbaatar City and aimag governors to the allocation of annual budgets for OSS maintenance and operation. Local CSOs are contributing to the improvement of public procurement processes, which are now increasingly conducted through a well-structured, transparent and participatory procedure prescribed by law. The improvement of artisanal miners' livelihoods continues through formalisation, increased environmental stewardship, enhanced safety awareness and a reduction in accidents, investment in communities, education, training and equipment, and in saving income from mining. LMCs, consisting of local government, small and large-scale mining representatives, civil society and local communities, have become an effective tool for informed decision-making and for the achievement of positive social, economic and environmental change at the local level.
2014	There has been an improvement in the quality of public discussions and citizens' engagement in decision-making involving local investment projects. SDC helped to organise and facilitate 64 public discussions, resulting in 313 projects (valued at CHF 4 million) that prioritised citizens' preferences. The capacity of local parliaments to fulfil their mandated representative, legislative, oversight, and budgetary functions has been strengthened. 86.6 percent of locally elected representatives have been trained in line with the first national training programme developed for local parliaments. There has been a decrease in the cost of public works at the local level due to more competitive and transparent tendering processes. It is estimated that the cost of public works has fallen, on average, by 10-15 percent in the 13 aimags piloted by SDC. The customer satisfaction rate of OSS users remains high, increasing from 76 percent in 2013 to 79 percent in 2014. The first NGO Management degree (MBA) training programme was launched at the Institute of Finance and Economics in April 2014, with a first intake of 20 students (13 of whom were women).

2015	Service delivery has improved: Access, effectiveness and efficiency are steadily growing. The number of OSSs established in soums and khoroos with their own funding increased by 152; and the quality of services in OSSs generally has improved, with an increase in customer satisfaction from 76 percent to 80 percent. Decision-making processes at the sub-national level are more participatory and transparent. 173 discussions on Local Development Fund (LDF) prioritisation were held involving 16,826 citizens (56 percent women). Information dissemination practices improved at 92 percent of all project target sites. The capacities of local government to fulfil their mandates for improved accountability and local service delivery, as well as to increase citizens' participation in local governance affairs, are continually strengthening: Planning investment budgets with citizens' participation (LDF-FOCE), procuring construction works (iCOGS), treasury (SLP2) and customer-friendly service delivery (OSS). The improvement of budget transparency and the application of sound public financial management (PFM) practices at the local level were recognised in a World Bank study. Local public procurement practices have become more open, transparent and accountable in 13 target aimags and 26 soums. The foundations for the further development of policies and legislative frameworks on decentralisation and civic engagement in Mongolia are being laid with the help of policy research produced by SDC and regular policy dialogue.
2016 (includes cumulative results)	Comprehensive decentralisation strategy was approved by the government with SDC support. This contributed to the State Policy on Decentralisation adopted in 2016. Mid and long-term development policies prioritise decentralisation. Public service delivery has improved. The quality of, and access to, public services in peri-urban and rural areas has improved through enhanced vertical and horizontal cooperation between central and local governments, as well as the involvement of CSOs and citizens in public affairs. Local khurals[42] have been revitalised and their internal functioning and accountability to the public have improved as a result of capacitated local councillors (about 8000) fulfilling their core roles. The leadership capacity of 75 percent of all 1518 female councillors has been strengthened to promote the equal representation of women and men in local councils. Local governments are now able to manage the entire LDF project cycle in full compliance with budget and procurement laws. Local governments' performance in investment planning and monitoring has been strengthened through the application of an improved LDF citizens' input form, a monitoring checklist, a comprehensive investment database, and an annual performance assessment. Democratic, financial, health and wellbeing benefits are evident in 13 retrofitted kindergartens, schools and hospitals as a result of the effective and efficient use of matching funds from the LDF and EEP. The winter temperature in retrofitted buildings is maintained at 21C, compared with 10C in non-retrofitted buildings. Emissions from heating decreased by 57 percent (or 99 tonnes) annually per retrofitted building. Citizens' participation in local affairs has become common practice as a result of improvements in the quality of public discussions, civic education campaigns and small grant provisions. The means and ways for citizens to exercise their political rights were elaborated in a draft law. Democratic and participatory processes at bagh, soum and aimag levels were introduced and implemented, with the inclusion of marginalised groups such as herders, women and minorities. The capacity of local governance CSOs to contribute to the improvement of local government performance has been enhanced through technical support and training.

[42] Sub-national self-governing bodies / local assemblies / local parliaments (khurals) = aimag khurals (21) and soum khurals (356)

Domain "Other": SAM, ASM and ESD	Results statement
2014	With support from the SAM Project, 2014 saw the adoption of ASM for the first time in mineral policy and law amendments; the improved wellbeing of artisanal mining communities as demonstrated by increased incomes; increased enrolment in health and social insurance schemes; a dramatic increase of ASM gold sales; more access to land; and increased awareness of, and practices in, occupational health and safety as demonstrated by a reduction in the number of accidents. The ESEC Project has developed an innovative Frugal Rehabilitation Methodology tailored for impoverished ASM communities, balancing environmental viability, economic affordability and social acceptability, thereby demonstrating the potential of frugal rehabilitation to create green jobs for ASM miners.
2015	The SAM Project's coordination with both duty-bearers and right-holders in 2015 is credited for positive changes among artisanal miners through increased formalisation, improved livelihoods and the advancement of human rights. For the first time, concrete changes have been achieved in the formalisation of ASM miners at the MoL and the MoHS. 2015 saw a 119 percent increase in health and social insurance enrolment by a total of 15,451 artisanal miners (40 percent women), and more than 5100 miners (21 percent women) had availed of state-funded occupational safety and health check-ups. The increase in incomes of formalised miners (by MNT 2,503,000 or 55 percent on phase baselines) was the result of improved service delivery by the state organisations responsible for mining and mineral resources. A high-level review of Mongolia's implementation of human rights conventions provided a timely opportunity for the ASM National Federation to expand their advocacy efforts to a greater political dimension, making submissions to the UN Universal Periodic Review (UPR) and the International Covenant on Economic, Social and Cultural Rights (ICESCR). Based on these human rights mechanisms, specific country recommendations were developed on legal amendments to increase ASM formalisation, the implementation of the Minamata Convention to reduce mercury use in ASM, and combating child labour at ASM sites. The recommendations were accepted by the government and a plan for implementation is being elaborated. The ASM Frugal Rehabilitation Methodology, extended to 143 ha of abandoned ASM sites in 2015, is now on the verge of endorsement with it becoming a formal annex to the revision of Small-Scale Mining Regulation 308 and receiving support from all key ministries. Globally, the impact of SDC's ASM intervention in Mongolia has gained prominence, creating visibility for SDC in global ASM policy dialogue and positioning Mongolia as a centre for ASM knowledge exchange. Consequently, there has been high South-South interest spanning Tanzania, Ethiopia, Zimbabwe and Colombia, as well as strong expectations for the ASM Knowledge Hub in Mongolia. The International Institute for Environment and Development (IIED) has selected Mongolia to be part of its Dialogue Advisory Group for their global ASM dialogue programme. This ensures that SDC's contribution and leadership in ASM global policy dialogue is recognised.
2016 (includes cumulative results)	Artisanal and small-scale miners are benefiting from enhanced formalisation as a result of a higher level of acceptance of the miners as community members, improved service delivery to ASM communities, and empowered advocacy by miners. ASM miners secured more licensed land for mining, enjoyed greater occupational safety and suffered fewer accidents than in previous years. ASM miners enjoyed higher incomes through increased sales of gold to the Bank of Mongolia and the certification of ASM gold in accordance with the Fairmined certification scheme. ASM miners are now using the tailored Frugal Rehabilitation Method. More than 200 ha of degraded land were restored using this method. 65 of the 200 ha were rehabilitated with the support of local government funds. As a result of project capacity-building efforts in the past three years, 30 Rehabilitation Action Plans and 19 Environmental Management Plans have been approved by local governments in 22 soums. An end-line survey for the ESEC Project found that ASM miners had improved their level of environmental responsibility and had gained the status of dignified community members who equally contributed to local sustainable development.

Annex 5 Statistical Data for Mongolia

A) Key indicators

Economy	2000	2005	2010	2012	2013	2014	2015
GDP/capita in PPP terms (US$)	3,670	5,270	6,920	9,220	10,510	11,020	n.a.
GDP growth rate	1.1	8.6	6.4	12.3	11.6	7.9	2.3
Poverty gap at national poverty lines (%)	-	-	38.8	27.4	-	21.6	-
FDI Flow (inward) US$ m	-	268	-	4,452	2,140	382	195
FDI Stock US$ m	-	-	-	13,458	15,729	16,693	16,753
Swiss exports (CHF m): Pharmaceutics, watches	4.8	0.9	2.8		12.2	9.6	6.4
Swiss imports (CHF m): with Gold / Precious Metals	0.4	1.8	1.2		3.4 n.a	4.5 n.a.	3.9 386.3
ODA							
ODA / capita (current US$)	91	87	111	158	149	108	-
Net ODA received (% of gross capital formation)	65.8	16.7	10.0	6.5	6.4	7.3	
Swiss aid inflows (CHF m)	-	4.0	11.7	14.1	18.2	19.5	23.3
Socio-Economic Development / Environment							
HDI (rank 90)	0.589	0.649	0.695	0.714	0.722	0.727	-
Unemployment rate (% of labor force)	6.1	5.9	6.5	5.0	5.0	4.8	-
Maternal mortality ratio (per 100,000 live births)	161	86	63	53	49	46	44
CO2 emissions per capita	3.1	3.7	4.2	6.9(2011)	-	-	-
Governance							
% of seats held by women in national parliament	10.5	6.6	3.9	14.9	14.9	14.9	14.5
Gini coefficient	-	-	33.1	33.8	-	32	-
Corruption Perception Index (TI) (until 2011: 0 worst, 10 best, 2012 onwards: 0 worst, 100 best)	-	2.8	2.7	36	38	39	39 (rank 72 (out of 168)
Bertelsmann Transformation Index							
Status* (1 worst, 10 best)	-	6.2	6.9	6.2	-	6.5	
Management* (1 worst, 10 best)	-	6.3	6.2	6.2	-	6.2	

* The Sustainable Development Vision 2030 mentions a value of 36.5, the WBG 2016 a value of 32.0 both for 2014.

Sources:

GDP/capita in PPP terms (USD):
http://databank.worldbank.org/data/reports.aspx?Code=NY.GNP.PCAP.PP.CD&id=af3ce82b&report_name=Popular_indicators&popular type=series&ispopular=y

GDP growth rate:
http://databank.worldbank.org/data/reports.aspx?source=2&series=NY.GDP.MKTP.KD.ZG&country=MNG

Poverty gap at national poverty lines (%):
http://databank.worldbank.org/data/reports.aspx?source=2&series=SI.POV.NAHC&country=MNG

FDI Flow and Stock: http://unctad.org/en/Pages/DIAE/World%20Investment%20Report/Country-Fact-Sheets.aspx

Trade: Swiss Impex Dataset: https://www.swiss-impex.admin.ch/

ODA / capita:
http://databank.worldbank.org/data/reports.aspx?source=2&series=DT.ODA.ODAT.GI.ZS&country=MNG

Net ODA received (current US$ mio):
http://databank.worldbank.org/data/reports.aspx?source=2&series=DT.ODA.ODAT.PC.ZS&country=MNG

Swiss aid inflow:
https://www.eda.admin.ch/publikationen/de/deza/jahresberichte/DEZA_Jahresbericht_2015_inkl_Statistik.html

Unemployment rate (% of labour force), modeled ILO estimates:
http://databank.worldbank.org/data/reports.aspx?source=2&series=SL.UEM.TOTL.ZS&country=MNG

HDI: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MNG.pdf

Maternal mortality ratio:
http://databank.worldbank.org/data/reports.aspx?source=2&series=SH.STA.MMRT&country=MNG

% of seats held by women in nat. parliament:
http://databank.worldbank.org/data/reports.aspx?source=2&series=SG.GEN.PARL.ZS&country=MNG

Gini coefficient:
http://databank.worldbank.org/data/reports.aspx?source=2&series=SI.POV.GINI&country=MNG

Corruption Perception Index: http://www.transparency.org/country#MNG

Bertelsmann Transformation Index:
https://www.bti-project.org/de/4579/laenderberichte/detail/itc/mng/ity/2016/itr/pse/

CO_2 emissions / capita:
http://databank.worldbank.org/data/reports.aspx?source=2&series=EN.ATM.CO2E.PC&country=MNG

B) Development trend of HDI 1980-2014

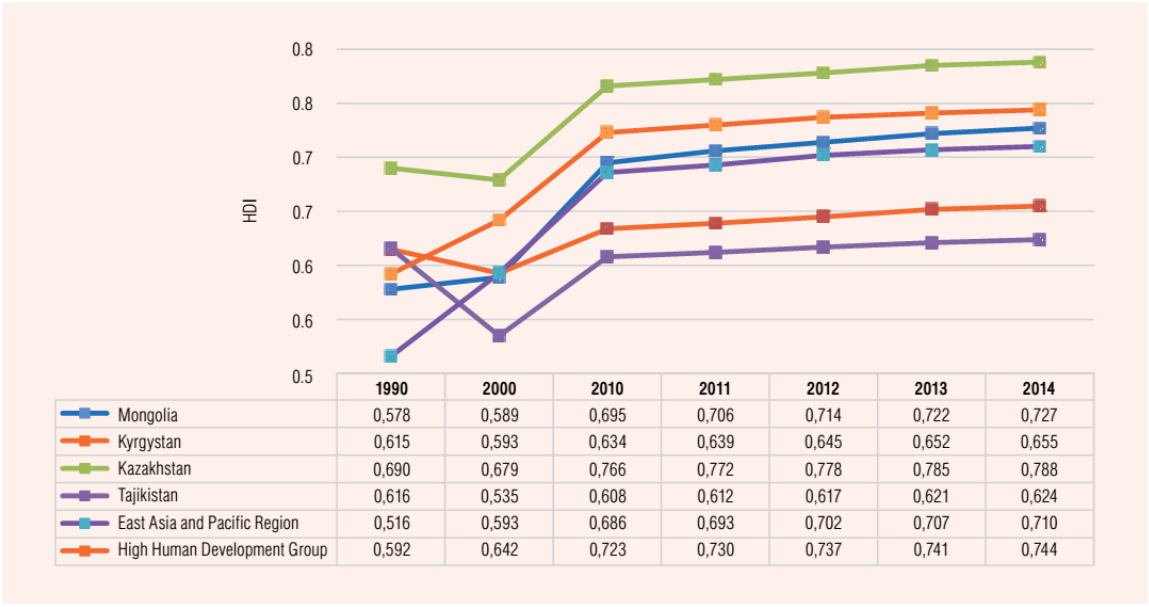
Table 2.1

Mongolia's Progress in the HDI, 1980–2014

Year	Life expectancy at birth	Mean years of schooling	Expected years of schooling	GNI per capita	HDI value
1980	56.9	5.8	10.3	3,265	0.524
1985	58.4	6.7	10.3	4,047	0.552
1990	60.3	7.7	10.2	4,583	0.578
1995	61.2	7.8	7.7	4,191	0.553
2000	62.9	8.2	9.4	4,608	0.589
2005	65.1	8.6	12.7	5,944	0.649
2010	67.5	9.3	14.6	7,084	0.695
2011	68.1	9.3	14.6	8,184	0.706
2012	68.6	9.3	14.6	9,072	0.714
2013	69.0	9.3	14.6	10,223	0.722
2014	69.4	9.3	14.6	10,729	0.727

Note: The trends in the HDI are based on consistent time series data and new goal points. The GNI per capita is in 2011 international purchasing power parity US dollars.
Source: UNDP, 2015a.

HDI Country Comparison, 2014

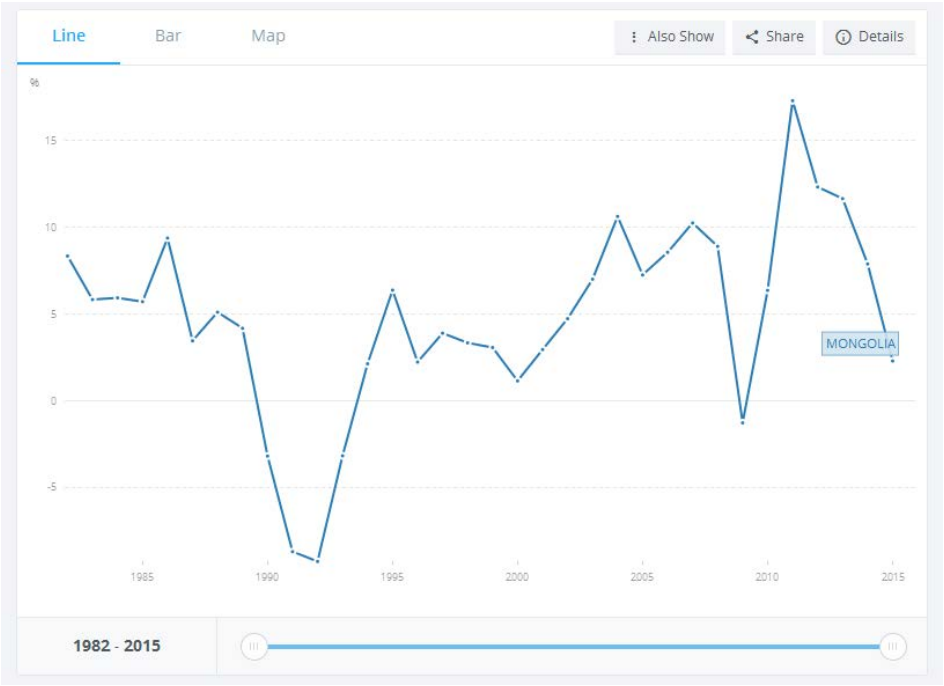


	1990	2000	2010	2011	2012	2013	2014
Mongolia	0,578	0,589	0,695	0,706	0,714	0,722	0,727
Kyrgystan	0,615	0,593	0,634	0,639	0,645	0,652	0,655
Kazakhstan	0,690	0,679	0,766	0,772	0,778	0,785	0,788
Tajikistan	0,616	0,535	0,608	0,612	0,617	0,621	0,624
East Asia and Pacific Region	0,516	0,593	0,686	0,693	0,702	0,707	0,710
High Human Development Group	0,592	0,642	0,723	0,730	0,737	0,741	0,744

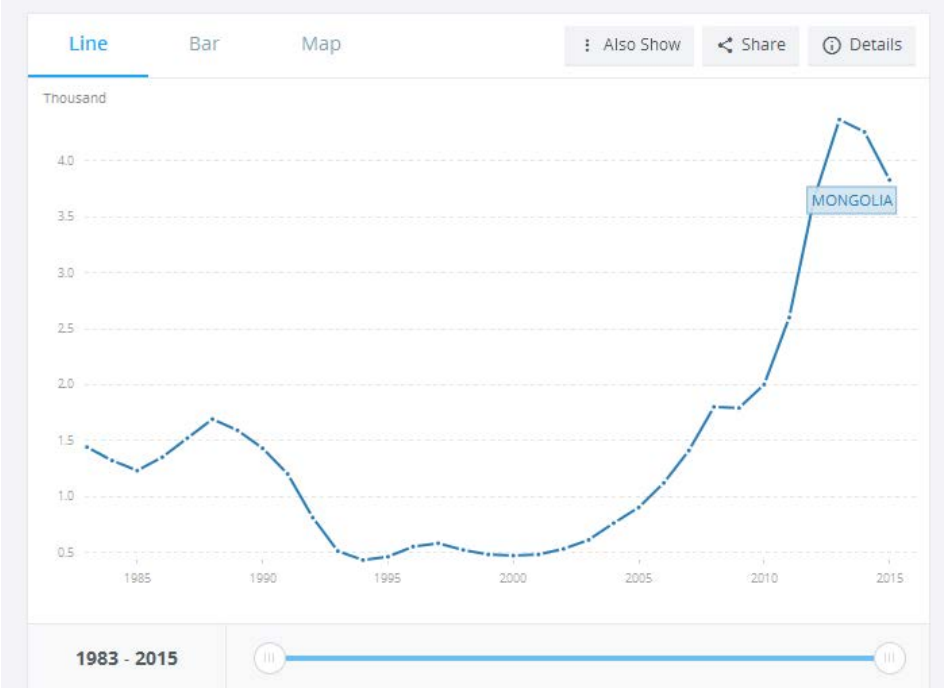
HDI: http://www.mn.undp.org/content/mongolia/en/home/library/National-Human-Development-Reports/MongoliaHumanDevelopmentReport2016.html

C) Long-term trends (World Bank indicators) *Source: http://data.worldbank.org/*

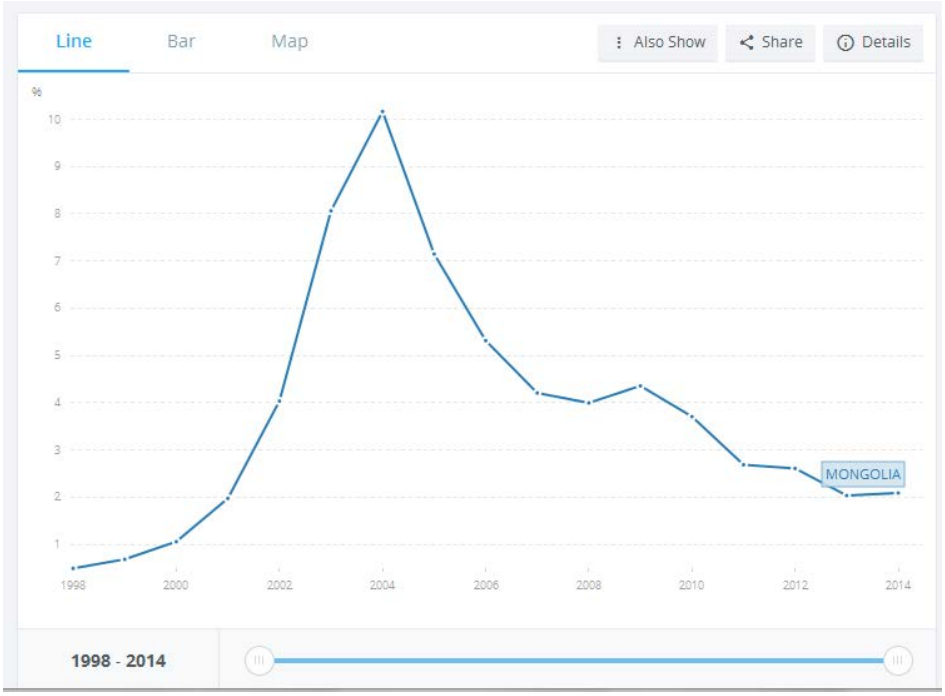
GDP growth rate



GNI per capita (Atlas Method)



Remittances (% of GDP)



Inflation



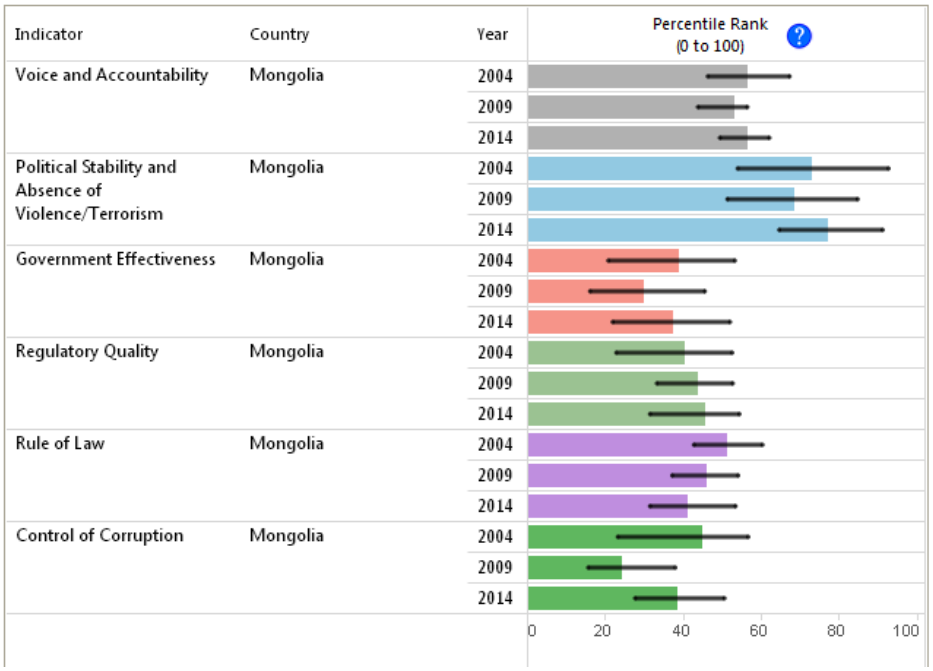
Livestock Production (2004-6=100%)



ODA per capita (real USD)



Governance indicators (*http://info.worldbank.org/governance/wgi/index.aspx#reports*)



D: Other indicators

ODA statistics

(https://public.tableau.com/views/OECDDACAidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no

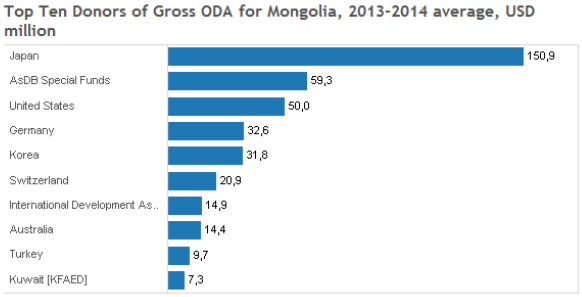
Recipient country
Mongolia

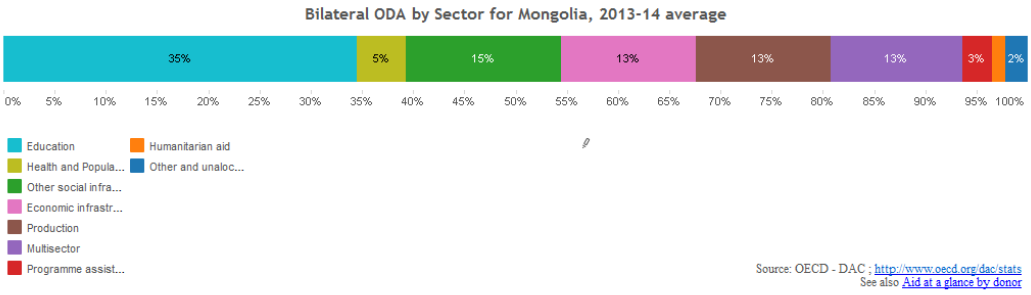
Receipts for Mongolia

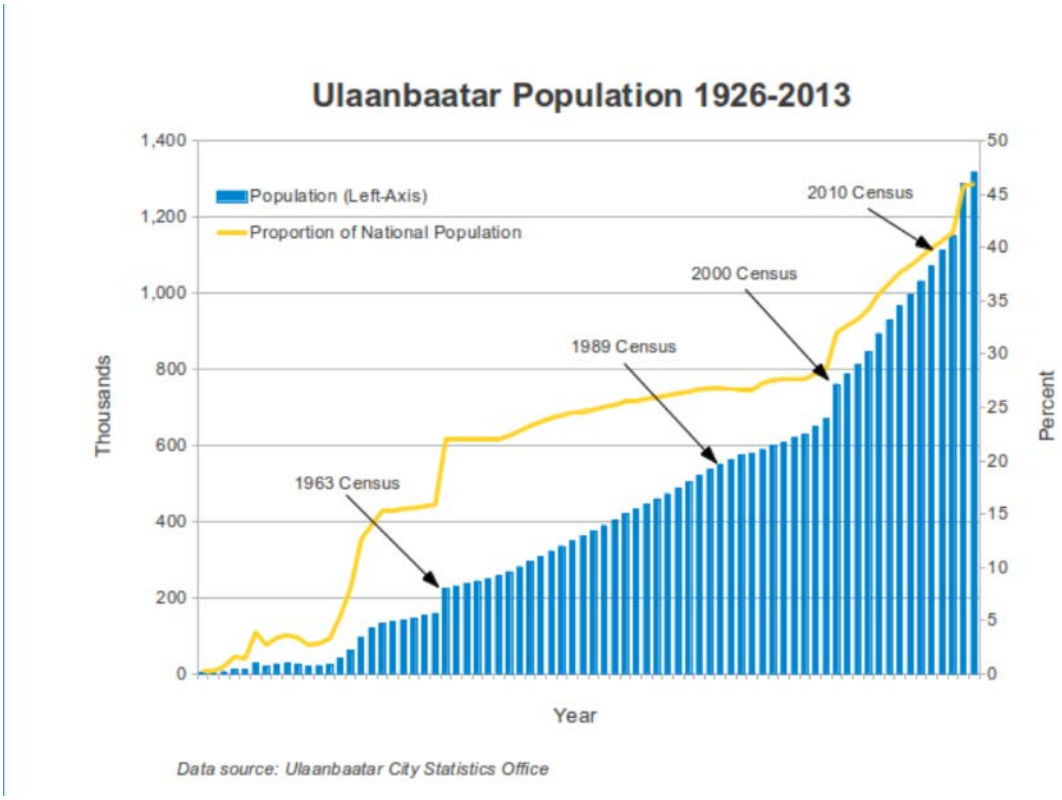
	2012	2013	2014
Net ODA (USD million)	444,0	427,3	314,6
Net ODA/GNI (%)	3,9	3,6	2,8
Gross ODA (USD million)	506,3	488,8	373,6
Bilateral share (gross ODA) (%)	79,6	81,2	73,2
Net Private flows (USD million)	424,9	582,1	480,1
Total net receipts (USD million)	1.144,7	1.193,1	867,8

For reference

	2012	2013	2014
Population (million)	3	3	3
GNI per capita (Atlas USD)	3.670	4.360	4.280



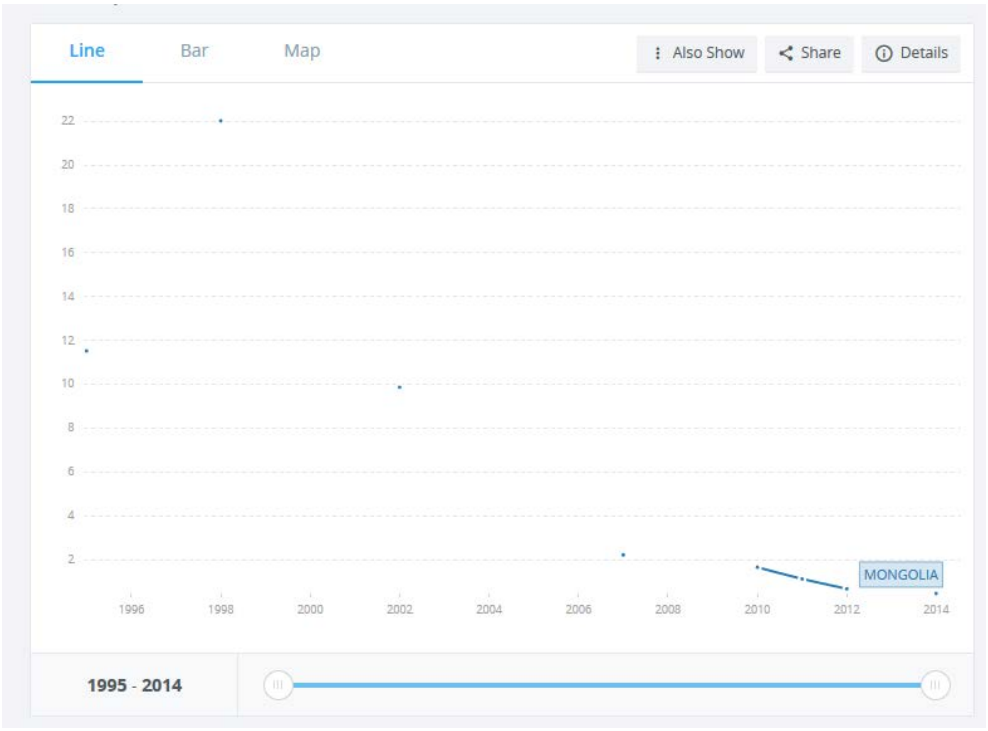




Source: http://www.themongolist.com/blog/society/89-rethinking-ulaanbaatar-s-population.html

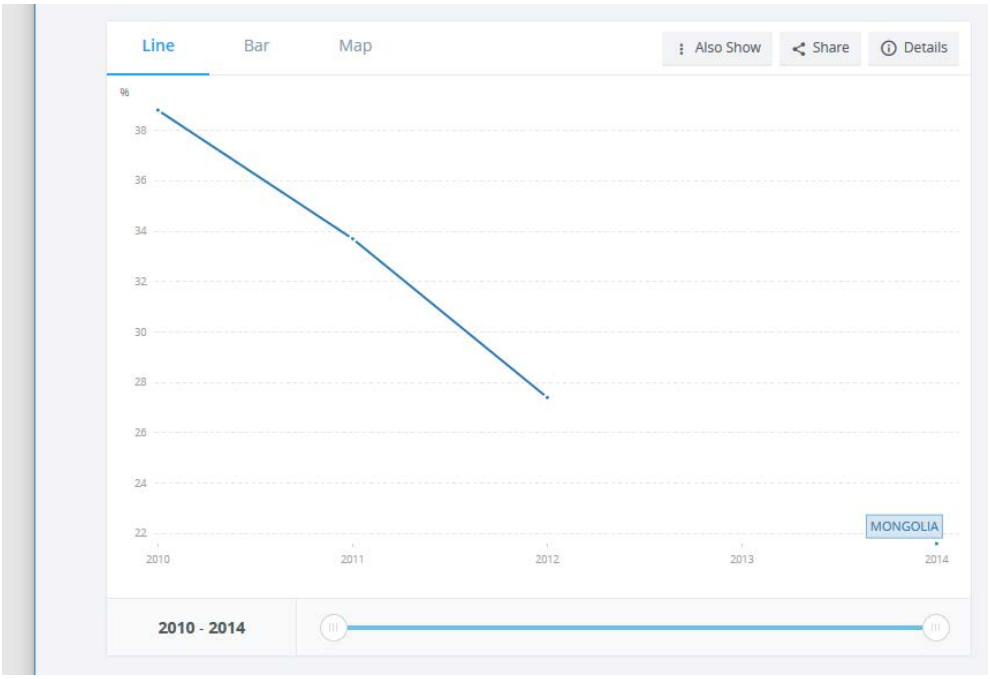
Annex 6 Poverty Data for Mongolia

Poverty headcount ratio at USD 3.10 a day (2011 PPP), % of population



Source: http://data.worldbank.org/indicator

Poverty headcount ratio at national poverty lines (% of population)



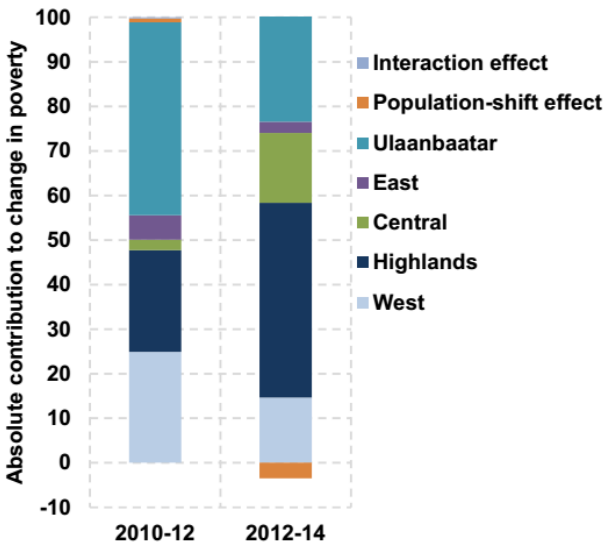
Source: http://data.worldbank.org/indicator

Poverty Incidence (World Bank Group)

Trends in poverty: 2010 - 14

	Poverty Headcount Rate (%)			Change 2012-14 (%p)
	2010	2012	2014	
Mongolia	***38.8***	***27.4***	***21.6***	***-5.8***
Urban	33.2	23.3	18.8	-4.5
Rural	49.0	35.5	26.4	-9.1
Region				
West	52.7	32.3	26.0	-6.3
Highlands	51.9	38.5	25.3	-13.2
Central	29.9	28.3	22.3	-5.9
East	42.3	33.4	31.4	-2.0
Ulaanbaatar	31.2	19.8	16.4	-3.5
Strata 4 locations				
Ulaanbaatar	31.2	19.8	16.4	-3.5
Aimag center	37.3	30.4	23.8	-6.6
Soum center	39.7	27.5	24.7	-2.8
Countryside	56.1	39.7	27.9	-11.7

Decomposition of poverty changes in Mongolia: 2010 - 14



Source: World Bank calculations from HSES 2010 - 14

Poverty trends by region, 2010-14

	Poverty headcount rate (%)			Change	Distribution of the poor		
	2010	2012	2014	2010-14	2010	2012	2014
Mongolia	38.8	27.4	21.6	-17.2	100.0	100.0	100.0
Urban	33.2	23.3	18.8	-14.4	55.2	56.2	55.6
Rural	49.0	35.5	26.4	-22.6	44.8	43.8	44.4
Region							
West	52.7	32.3	26.0	-26.7	19.0	15.9	18.2
Highlands	51.9	38.5	25.3	-26.6	26.0	27.0	22.2
Central	29.9	28.3	22.3	-7.6	12.3	15.7	16.3
East	42.3	33.4	31.4	-10.9	7.7	9.0	10.8
Ulaanbaatar	31.2	19.8	16.4	-14.8	35.0	32.4	32.5
Strata 4 locations							
Ulaanbaatar	31.2	19.8	16.4	-14.8	35.0	32.4	32.5
Aimag center	37.3	30.4	23.8	-13.5	20.2	23.9	23.0
Soum center	39.7	27.5	24.7	-15.0	15.7	11.8	19.8
Countryside	56.1	39.7	27.9	-28.2	29.1	32.0	24.7

Source: Authors' calculations from HSES 2010, 2012, 2014.

Source : WBG 2016c

Multidimensional Poverty (UNDP)

Composition of the MPI, Mongolia, 2013



Note: The percentage share of each indicator constitutes the weight of the indicator in the estimates.

The Multidimensional Poverty Index, Mongolia, 2013

Survey	Year	Multidimensional poverty index	Headcount ratio, %	Average intensity, %	Population near multidimensional poverty, %	Population in severe multidimensional poverty, %
SISS	2013	0.021	5.4	39.7	15.4	0.4

Note: Multidimensional poverty index: percentage of the population that is multidimensionally poor, adjusted by the intensity of the deprivation. Multidimensional poverty headcount: percentage of the population with a weighted deprivation score of at least 33.3 percent. Intensity of deprivation of multidimensional poverty: the average percentage of deprivation experienced by people in multidimensional poverty.
Source: Estimated by the NHDR team using the 2013 SISS dataset of the NSO, the United Nations Children's Fund and the United Nations Population Fund; see NSO, 2014b.

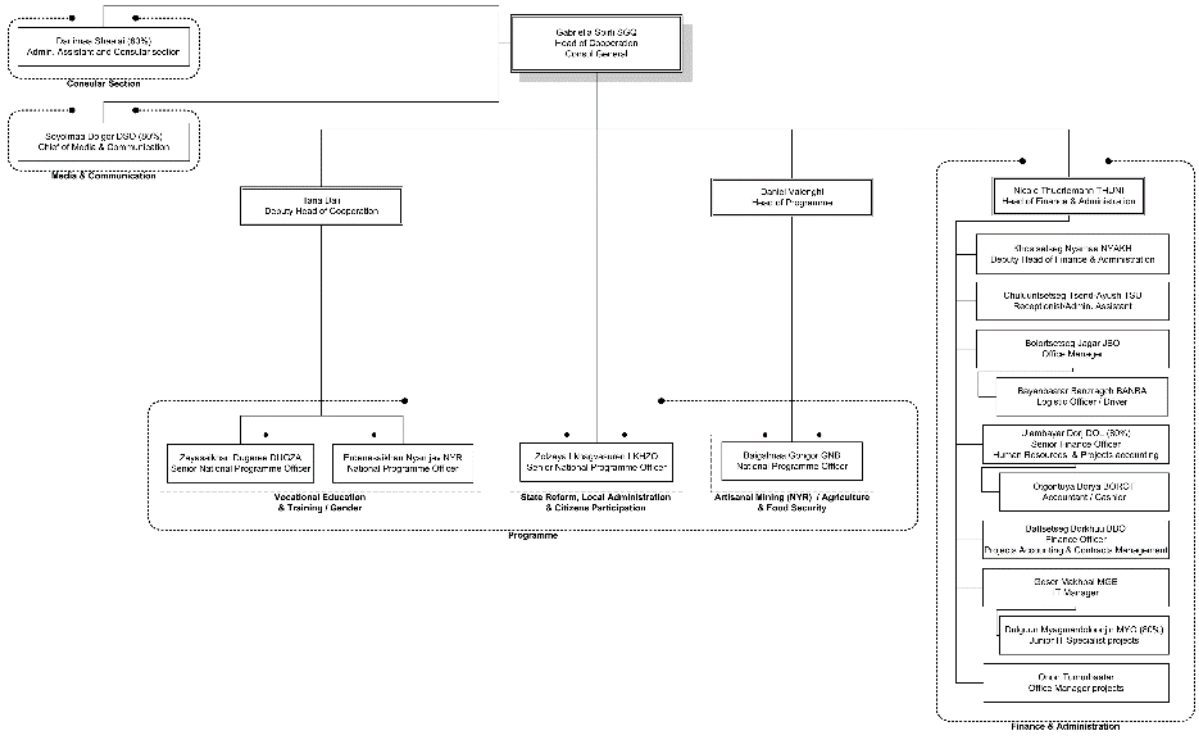
Source : UNDP 2016

Annex 7 SCO-M Overview: Staff composition, budgets and expenditures

Function	Actual 2013				Actual 2014				Actual 2015				As per end of 2016 planned			
	CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local	
	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M
FO management (CD, Deputy CD, Ass. CD)		2.0				2.0			0.5	1.5			1.4	0.6		
Program management (NPO, others)		1.0	3.0	2.0		1.0	3.0	2.0		1.0	2.0	2.0		1.0	3.0	1.0
CFA, BwB, Finances (incl. accounting)	1.0		3.8		1.0		3.8		1.0		3.8		1.0		3.8	
Administration (Secr., IT, PR, & others, excl. Finance)			3.0	1.8			3.2	1.8			3.4	1.8			3.1	1.8
Internal Services (support, driver, cleaning, etc.)				1.0				1.0				1.0				1.0
Consular affaires			1.0				0.6				0.4				0.5	
Sub-Totals FO	1.0	3.0	10.8	4.8	1.0	3.0	10.6	4.8	1.5	2.5	9.6	4.8	2.4	1.6	10.4	3.8
Total FO staff	**19.6**				**19.4**				**18.4**				**18.2**			
Labor turnover rate (local staff)**	**16%**				**15%**				**7%**				**0%**			
Project staff on FO payroll (self-implemented)	1.0	3.0	15.0	7.0		2.0	16.0	7.0		2.0	17.0	8.0		1.7	15.0	9.0
Total PROJECT staff	**26.0**				**25.0**				**27.0**				**25.7**			
Total staff	**45.6**				**44.4**				**45.4**				**43.9**			

Note: The total project staff will decrease by 7-8 positions in 2017 due to the merger of the two self-implemented projects AHP and GG.

The organigram of SDC-M



SDC expenditures Mongolia				
Year		Expenses in CHF		
2001		3'904'323		
2002		1'931'524		
2003		1'987'683		
2004		2'891'672		
2005		3'287'519		
2006		4'542'538	18'545'259	
2007		6'222'699		
2008		8'767'990		
2009		11'113'300		CS 2007-2012
2010		11'653'852		
2011		13'334'048		
2012		14'129'163	65'221'052	
2013		18'171'168		
2014		19'452'230		
2015		23'267'271		CS 2013-2017
2016	*planned*	*20'688'809*		
2017	*planned*	*20'154'000*	101'733'478	

Source: SDC Controlling Berne

Note: The figures slightly differ from the table below because this data also includes desk cost in Berne as well as expatriate costs.

Annex 8 Selected M&E survey data (IRIM surveys)

Note: the figures in yellow are values/results that seem rather doubtful because of the large deviation. However, to clarify this is not the mandate of the evaluation but hints to problems with the collection of good quality data.

Income
(in MNT 000)

	2013		2014		2015		Delta 13/15
	Value	Sample	Value	Sample	Value	Sample	
GG	4,800	687	5,200	700	6,200	723	+29%
CG (GG)	4,800	200	6,200	200	7,400	205	+54%
Delta	0%		-16%		-14%		

	2013		2014		2015		Delta 13/15
	Value	Sample	Value	Sample	Value	Sample	
MPP	8,469	202	8,300	210	8,600		+2%
CG (MPP)	5,759	45	6,400	60	7,000		+22%
Delta	+47%		+30%		+23%		

Household possessions
(average number of items per household)

	2013		2014		2015		Delta 13/15
	Fridge	Car	Fridge	Car	Fridge	Car	Fridge
GG	0.3	0.4	0.4	0.5	0.5	0.5	+67%
CG (GG)	0.6	0.5	0.4	0.6	0.4	0.6	0%
Delta	-50%	-20%	0%	-17%		-17%	

Membership of support groups
(%)

	2013			2014			2015			Delta 13/15
	PUG	Coop	None	PUG	Coop	None	PUG	Coop	None	None
GG	23.1	19.7	41.0	32.0	23.2	20.9	43.0	39.3	22.7	-81%
CG (GG)	1.5	18.5	77.0	0.0	19.0	46.9	1.5	44.4	34.8	121%
Delta (abs.)	+21.6	+1.2	-36.0	+32.0	+4.2	-26.0	+41.5	-5.1	-12.1	

Average livestock number (cattle, sheep, goat, horse, others)

	2013		2014		2015		Delta 13/15
	Total	Sheep/ Goat	Total	Sheep/ Goat	Total	Sheep/ Goat	Total
GG	241	213	257	225	312	278	+29%
CG (GG)	198	172	244	212	325	276	+64%
Delta	+ 22%		+5%		-4%		

Perception on current status of pasture (% very good and good/OK/very bad and bad)

	2013			2014			2015			Delta 13/15
	Good	OK	Bad	Good	OK	Bad	Good	OK	Bad	Good
GG	43.4	32.2	23.5	38.9	31.0	30.1	40.1	22.0	37.5	-7%
CG (GG)	28.5	30.7	34.5	48.0	20.0	32.0	28.9	20.5	62.0	+1%
Delta (abs)	+15.4	+1.5	-11.0	-9.1	+11.0	-1.9	+11.2	+1.5	-24.5	

Balance of stocking rate and carrying capacity (%, very overstocked and overstocked/ balanced/ understocked and very understocked)

	2013			2014			2015			Delta 13/15
	Over	Balance	Under	Over	Balance	Under	Over	Balance	Under	Overstocked
GG	41	45	11	45	50	4	48	48	2	+17%
CG (GG)	54	40	2	67	33	0	71	28	1	+31%
Delta (abs)	-14	+5	+9	-22	+17	+4	-23	+20	+1	

Potato production
(t/ha)

	2013*		2014		2015		Delta 13/15
	ha	t/ha	ha	t/ha	ha	t/ha	
MPP	1.0	4.9	1.2	9.4	0.9	10.2	+108%
CG (MPP)	0.7	15.3	1.2	6.5	0.6	3.1	-80%
Delta (abs)	+0.3	-10.4	0%	+2.9		+7.1	

**Note: the data in the survey report 2015 is different from the original report*

Fodder production (ha average / t/ha)

	2013		2014		2015		Delta 13/15
	ha	t/ha	ha	t/ha	ha	t/ha	ha
GG	0.4	3.5	1.4	3.7	2.1	4.6	+425%
CG (GG)	0.3	16.7	8.0	4.0	8.1	1.9	+26,900%
Delta (abs)	+0.1	-13.2	-6.6	-0.3	-6.0	+2.7	

Storage and processing facilities (%)

	2013		2014		2015		Delta 13/15
	Storage facilities	Process. facilities	Storage facilities	Process. facilities	Storage facilities	Process. facilities	Storage
GG	41.3	21.8	55.9	66.7	47.7	21.8	+15%
CG (GG)	26.0	11.5	45.0	87.5	59.3	79.0	+128%
Delta	+15.3		+10.9		-11.6		

Satisfaction with the things funded by the LDF (%)

	2014	2015
Very unsatisfied	4.5	2.8
Unsatisfied	7.5	31.3
Okay	38.2	26.4
Satisfied	46.7	34.0
Very Satisfied	2.5	0.0
No Opinion	0.5	5.6
Total	100.0	100.0

N= 356 in 2014 and 290 in 2015

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