



## Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia)

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## Abbreviations and acronyms

ADB	Asian Development Bank
AFCYD	Agency for Family, Children and Youth Development
CMP	Child Money Programme
CMTU	Confederation of Mongolian Trade Unions
CPS	Country Partnership Strategy
DRR	Disaster Risk Reduction
FAO	Food and Agriculture Organization
FGD	Focus Group Discussion
GASInsurance	General Authority for Social Insurance
GBV	Gender-based violence
GDP	Gross Domestic Product
HH	Household
IRIM	Independent Research Institute of Mongolia
ILO	International Labour Organization
JEC	Joint Evaluation Committee
JP	Joint programme
KII	Key Informant's Interview
LNOB	Leave no one behind
M&E	Monitoring and Evaluation
MOFALI	Ministry of Food, Agriculture and Light Industry
MIS	Management Information System
MLSP	Ministry of Labour and Social Protection
MNFPUG	Mongolian National Federation of Pasture Users Groups
MONEF	Mongolian Employers' Federation
MU	Maastricht University
NAMAC	National Association of Mongolian Agricultural Cooperation
NAMEM	National Agency for Meteorology and Environmental Monitoring
NCLE	National Center for Lifelong Education
NEMA	National Emergency Management Agency
NSO	National Statistical Office
PRODOC	Project document
PUG	Pastureland user groups
PUNO	Participating United Nations' Organizations
RIMA	Resilience Index Measurement and Analysis
RC	Resident Coordinator
SDG	Sustainable development Goals
SDGF	Sustainable development Goals Fund

SERP	Socio-Economic Response Plan
SPDR & FS	Social Protection Diagnostic Review and Financing Strategy
SRSP	Shock-responsive Social Protection
SRHR	Sexual and Reproductive health and reproductive rights
TERI	Training Evaluation and Research Institute
TOR	Terms of reference
ToT	Training of Trainers
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNJP	United Nations Joint Programme

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## EXECUTIVE SUMMARY

### *Background and project description*

This report presents the findings of the end of project evaluation of the “United Nations Joint Programme on Extending Social Protection to Herders with Enhanced Shock Responsiveness” in Mongolia.

The United Nations Joint Programme (UNJP) on “Extending Social Protection to Herders with Enhanced Shock Responsiveness” had been implemented in close cooperation with the governmental and national counterparts for a period 2.5 years between February 2020 to June 2022. The UNJP’s total budget is USD 2,365,000. The SDG Fund has provided USD 1,990,000 and the remaining funds were contributed by PUNOs (in-kind contribution).

UNJP contributes to the achievement of the SDG 3, 8, 13, 17 by supporting the government and stakeholders to promote social protection, with focus on having more herders to be covered by social protection schemes including social and health insurance and reducing their vulnerabilities to poverty and to extreme climate change.

The UNJP consists of the three sub-components (“outcomes”) as follows: Outcome 1 ( with direct contributions of ILO and UNFPA) aimed to work towards “More herding men and women access to social and health insurance effectively”; Outcome 2 ( with direct contributions of UNICEF and FAO) aimed to work towards “Institutional capacity strengthened to mainstream shock-responsiveness into the national social protection system”, and; Outcome 3 ( led by ILO) aimed at promoting national dialogues to social protection floor and the formulation of social protection financing strategy for sustainable and adequate benefits for herding men, women, boys, and girls.

### *Findings and Conclusions*

#### *Relevance*

The evaluation results confirm that UNJP is well aligned with the core needs in improvements of the social protection system and shock responsiveness policy for vulnerable herders’ community. The herders’ social insurance coverage objective was highly relevant in the context of Mongolia and aligned with national government priorities including the national government policy such as Vision-2050 of Mongolia as long-term policy to increase coverage of social insurance’ up to 90 percent by 2025 and 99 percent by 2030. UNJP was relevant to respond to pandemics, although it was designed before the pandemic.

#### *Design Validity*

The overall theory of change and the rationale for the joint approach should have been made more explicit, together with a clearer shared understanding between the agencies as well as among national partners on why a joint approach would be more effective rather than three individual standalone components, as the evaluation found that there was a lack of clear shared understanding between the agencies as well as among national partners on their cooperation, to support the other’s activities and to tie the interventions with each other. The UNJP needed to involve local counterparts actively into the programme design phase

and consult the local counterparts to facilitate UNJP interventions at the local level. The baseline data of the social and health insurance coverage rate was taken from the national database that provide aggregated data at the national level, while the UNJP's interventions were only implemented at the piloting soum level.

### *Coherence*

Each of the PUNOs had its role in implementing the UNJP in accordance with its organizational core mandate and each brought its unique expertise in achieving the Project objectives. The PUNOs tend to operate as individual agencies rather than one entity. The cooperation both with national and local governments were effective, in terms of compliance of sector policy and priority needs. The UNJP delivered significant share of its activities through a network of contracted partners at different levels. The PUNOs cooperated well with their respective social partners. The UNJP was implemented under the Resident Coordinator's Office to ensure that the UN collectively contributes towards achievement of the national sustainable development goals and targets. The UNRC and the Minister for Labour and Social Protection co-chair the Joint Programme Steering Committee to review the progress and to make relevant decisions. This was a very high-level Steering Committee compared to the other single UN agency programmes.

### *Effectiveness*

With regards to effectiveness the "Quick win" approach" leads the stakeholders to reach the programme objectives effectively. This is an approach to use the existing structure and methodologies within the country instead of creating new structure. Therefore, the approach was effectively utilized in the case at hand. With regards to effectiveness, sub-components achieved its relevant objective and UNJP brought unintended positive changes along the way. UNJP over achieved its target (20%) of social insurance coverage of herders in the target soums as the actual achieved rate was 24.6%. The PUNOs worked effectively with partners and organizations to achieve expected results. The local governments' capacity in the target soums had been strengthened in promoting the social and health insurance for herders and shock responsiveness. Both national and local governments and social partners satisfied with the quality of tools, technical advice, training, and other activities delivered by the UNJP.

### *Impact, and sustainability*

The project contributed to the acceleration of the relevant SDGs at the national level. In the participatory evaluation, 86% of the total herders responded that social and health insurance is very important tool for risk resilience, while 58% responded that the UNJP interventions were highly effective in making the herders understand the benefits of the social and health insurance. The UNJP local counterparts were very confident that UNJP contributed greatly to strengthening the local government capacity towards the social protection and shock responsiveness issues of herders. As to the responses of the local partners in the participatory evaluation, 90% of the local counterparts responded that the UNJP had made a significant contribution to raising awareness of the importance of social and health insurance for herders.

The local partnership among the social partners brought positive impact in advocating the insurance benefits as well as it led the local institutions to team up for any other local activities. The UNJP conducted two studies on social protection and for policy reform: “Study on Herders’ Behavior towards Social and Health Insurance” and “Social Protection Diagnostic Review and Financing Strategy (SPDR&FS)”. These studies identified issues in the current social protection scheme, policy gaps, implementation issues and suggested for further changes in the social protection systems and financing for social protection. Overall, the knowledge and understanding about the shock responsiveness among the stakeholders at the national and local levels were improved by the influence of UNJP.

Through piloting the Child Money Programme (CMP) in the pandemic, the CMP top-up benefit became a permanent for the nation even after the end of the pandemic. Empirical recommendations on the design and administration of shock-responsiveness measures in child money programme were provided to the Government of Mongolia based on the results of the UNJP pilot programme. The UNJP’s technical support in generation of solid evidence and high-level policy advocacy have resulted in continued vertical expansion of Government’s flagship social protection programme for children throughout 2021 helping the families in overcoming the COVID-19 pandemic challenges related to income and livelihood loss. The impact of the vertical expansion of the CMP has been validated through various studies and studies of development partners.

The local governments and implementing partners became the social and health insurance promoters as results of UNJP in the target soums. Prospects of sustainability of the training curriculum for the herders are high and the curriculums remain to be used by the training institutions in a sustainable manner after UNJP closing. RIMA tool will be used by the MOFALI and NEMA to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment. The building of local partnership was an important contribution by UNJP to the local institutional strengthening, therefore, the partnership culture planted by UNJP will be used for the future projects/programs at the local level

### *Efficiency*

Although the UNJP’s implementation period overlapped with the COVID-19 pandemic period in Mongolia, it reached the objectives of the programme as a result of the effective implementation. The country was in a strict quarantine for one and half years from November, 2020 to December, and thus conducting meetings and trainings were not allowed all the way until end of 2021. As a result, UNJP faced implementation challenges that would ordinarily would not have been factor. However, challenges were overcome successfully by introducing on-line solutions.

The programme partners and the herders were satisfied with the technical experts and consultants procured to provide specific expertise in the relevant UNJP interventions. It was an indication that in terms of the human recourses the UNJP was efficient. The PUNOs were composed of skilled and motivated managers with a high degree of credibility with partners. The financial impact of the JP in terms of the cost efficiency was not assessed. It is considerable that respective national government at the Ministerial level should

appoint one focal point for the entire JP regardless of components to improve efficiency.

### *Recommendations*

The following recommendations are made for the next UNJP:

1. Improve the internal coordination mechanism to support each other's interventions to have added synergy. The economic empowerment activities should be tied into the social protection activities, especially the mainstreaming of social and health insurance. A future UNJP should bring the components together, and the potential of the joint approach needs to be spelled out more precisely by involving the local counterparts actively into the programme design phase and consult the local counterparts to facilitate UNJP interventions of different components to support each other to achieve shared objectives in an effective and efficient manner.
2. Design a monitoring, evaluation, and knowledge management system to use among the PUNOs so that progress toward results, best practices, and lessons learned can be systematically tracked and reported to all stakeholders. A joint monitoring and evaluation could be conducted for all components at the same time for better efficiency and for improvements in coherence.
3. Track the financial efficiency for the next UNJP to find ways to quantify the joint programme efficiency as the programme is perceived to have resulted in cost savings through joint efforts.
4. The effective practice of the social partnership of organizations at the local level should be disseminated for any other further UN projects. Disseminate the non-conventional approaches of advocating herders' social and health insurance for other locations via contracted partners

### *Lessons learnt and good practices*

- LL1 The regular PUNO meetings should have consultative and consensus-based decisions in finding the interrelations of the sub-components and potential collaboration issues at the local level.
- GP1 The non-conventional approaches of advocating herders' social and health insurance were tested with success The team working approach of the advocating the social and health insurance for herders was very effective
- GP2 Provision of the pedigree animals for herders for better productivity was a success.

## 1. PROJECT BACKGROUND

The UNJP implementation period overlapped with the global COVID-19 pandemic years. Therefore, it faced several implementation challenges in relation to the pandemic. In addition, there were some changes in the country's economic, political, and social context in relation to the social protection.

### 1.1. Country Context

The COVID-19 pandemic has made the Government and public understand better the importance of social protection programme. The Government partially subsidized both mandatory and voluntary contribution to social insurance from April 2020 until the end of 2021 and also, implemented “Law on allowing herders and self-employed persons to pay past-due social insurance contributions”. in 2020-2021<sup>1</sup>. In addition, the Government of Mongolia adopted various monetary measures to ease the impact of the pandemic on vulnerable households. These measures included child money, food stamp, substantially raised social welfare payments, and distribution of one-time cash handouts of 300 thousand MNT (*around \$100 as of April, 2022*) to every citizen, all of which costed nearly 2.5 per cent equivalent of the country's GDP. Overall, 2.4 million people have received the social assistance and the child allowance made up 49.6 percent of the overall assistance.

Despite these, people that were employed in the low-skilled and/or informal sectors, those with limited economic security, and those living just above the national poverty line were disproportionately impacted by economic shocks related to COVID-19 pandemic and still remain at a high risk of falling into poverty.<sup>2</sup>

Although the government aimed to keep the inflation rate at 6%, the annual inflation rate as of 10 April, 2022<sup>3</sup> is 14.2% at the national level, 15.5% in the capital city of Mongolia. In 2022, the policy rate of Central Bank of Mongolia was raised from 6% APR to 9%.

The Government of Mongolia issued the “*Resolution to increase the amount of pension*” in February 2022. As per the resolution, amount of pension paid by the Social Insurance Fund and military service pensioners increased by 15 percent, respectively. In addition, the resolution establishes the minimum full pension from the Social Insurance Fund and the minimum military service monthly pension to 500,000 MNT (*about 175\$*) and the minimum pro rata pension from the Social Insurance Fund to 400,000 MNT (*140\$*).

#### *Herders' pension system*

The “*Regulation on setting a Herder's Pension*” approved by the Government Resolution No. 71 of March 14, 2018, is still in force. A 55-year-old male and a 50-year-old female herder who meet the conditions set forth in Article 4.7 of the *Law on Pensions and Benefits from the Social Insurance Fund* has a right to apply for old age pension. As specified in 3.1.9 of the *Employment Promotion Law*, herder is defined as person who earns income from own animal husbandry.

<sup>1</sup> <https://legalinfo.mn/mn/detail?lawId=12465>

<sup>2</sup> Mongolia's path to economic revival, Aruin-erdene B, 2022, Policy forum

<sup>3</sup> Bank of Mongolia

Article 4.7 of the *Law on Pensions and Benefits from the Social Insurance Fund* states that a citizen has the right to receive an old-age pension if he/she meets the following conditions: 3.1.9 of the Law on Employment Promotion:

1. A man who has worked as a herder for at least 20 years and has paid at least 15 years' pension insurance premiums and has reached age of 55.
2. A woman who has worked as a herder for at least 20 years, has paid 12 years' pension insurance premiums has reached the age of 50.

“Law on Reimbursement of pension insurance premiums of herders and own-account workers” was approved on February 2, 2017 and approved by the plenary session of the Parliament of Mongolia on January 29, 2021. The law is valid until January 1, 2022.

### Revised labour law

The Parliament of Mongolia enacted a *Revised Labour Law* in July 2021, which came into force on 1 January 2022. The law revision was very important for labour relations of herders. The law states “*Everyone who is self-employed, herder, partnership, cooperative member, apprentice or trainee, working in formal or informal economy shall enjoy the basic rights and principles in the labour relations set in 5.1 of the labour law*”. In recent years, the well-off herders mostly have been hiring assistant herders, but there had been no legal and or regulatory environment to regulate the labour relations of those herders. The revised labour law includes a full section about herders' and assistant herders' labour relations. The revised law would lead to a change in the herders' traditional mentality of unemployed to the mentality of self-employed. Furthermore, there is a full section in the revised labour law about the social partnership and its principles. The *Revised Labour Law* includes provisions on contracting, paying wages, and voluntary social insurance for assistant herders.

This law enforcement would lead to increased coverage of the social and health insurance of herders. It was one of the solutions to promote the social insurance contributions by the herders based on the labour relations among the herders by themselves.

### 1.2. UNJP objectives and intended beneficiaries

The UNJP on Extending Social Protection to Herders with Enhanced Shock Responsiveness aims to increase the effective coverage of social and health insurance to herding men and women, strengthen institutional capacity to mainstream shock-responsiveness into the national social protection system, formulate social protection financing strategy for sustainable and adequate benefits for herding men, women, boys, and girls. The UNJP has conducted pilot activities in the Dorvoljin, Ider, Ikh-Uul, Otgon, Tes soums of Zavkhan aimag. Zavkhan aimag is one of the remote provinces in the western Mongolia. The piloting soums were selected in cooperation with provincial government as most affected by disasters such as dzud.

UNJP has contributed to the achievement of the SDGs by supporting the government and stakeholders to promote social protection, with focus on having more herders to be covered by social protection schemes

including social insurance and reducing their vulnerabilities to poverty and extreme climate change. UNJP also contributed to mainstreaming shock-responsiveness into the national social protection system generating lessons and evidence of shock-responsive social protection measures for herders' children through post-distribution and field monitoring, conducted jointly with the national and sub-national governments.

The target beneficiaries of UNJP were herders' families with children with specific focus on vulnerable herders. Each PUNO attempted to intervene on the social protection and shock responsiveness of the herder community in the piloting locations.

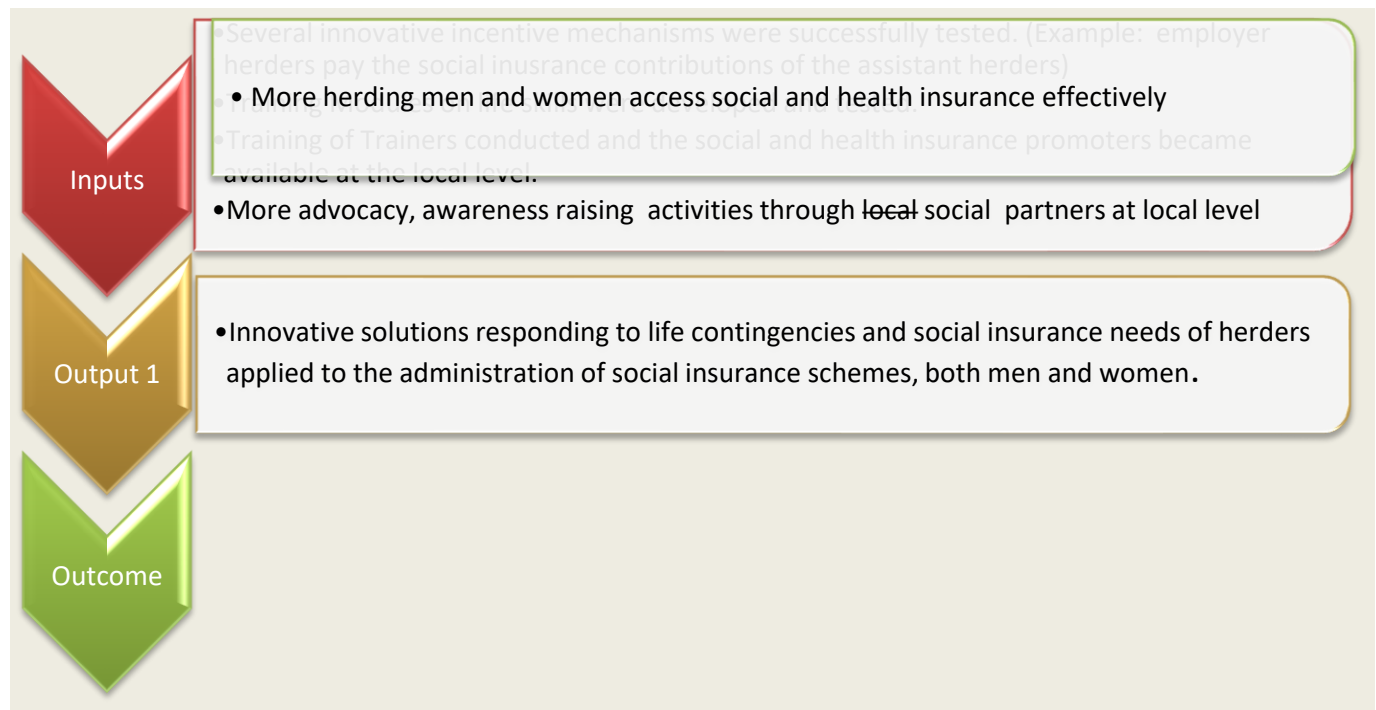
### 1.3. Theory of change

Several assumptions were taken for Theory of Changes (ToC) to keep the right intervention logic of UNJP. The UNJP outcomes covered three components of the social protection of herders and they are as follows social and health insurance coverage, shock responsiveness mechanism, and financing strategy of the social protection for benefits of herders. The outputs were relevant to outcomes. The interventions taken by UNJP as input to produce the outputs, to reach outcome were varied and taken at local and national levels. As to ToC, if inputs produce outputs this should lead to outcomes, it turns into achieving the goal.

The UNJP intervention logic was reviewed and graphs below attempted to show the ToC map of the UNJP and how the programme inputs contributed to achieving the UNJP outcomes.

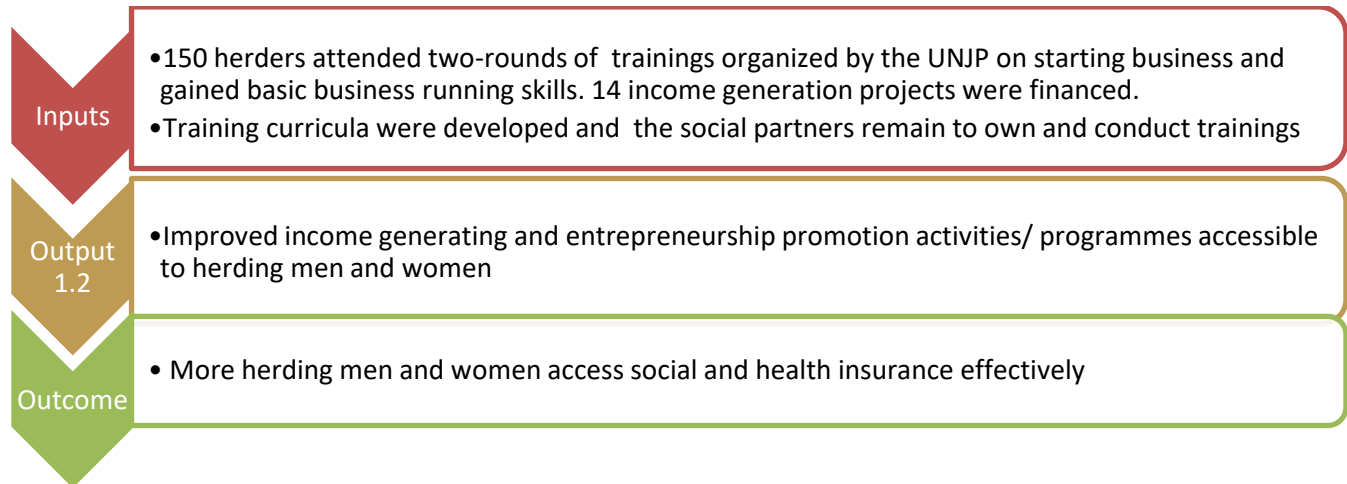
#### *Inputs for Output 1.1*

The study confirms that inputs below were appropriate to produce the Output, and Output 1 directly contributed to achieving the outcome.



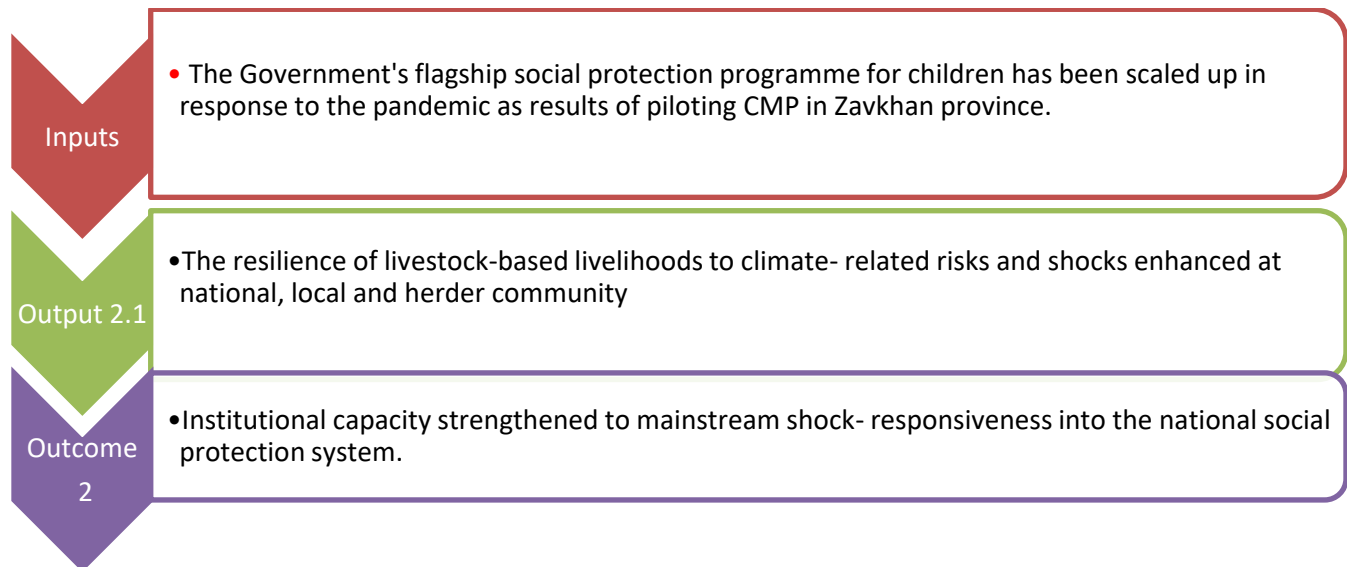
### Inputs for Output 1.2

These inputs shown below helped to produce the output 1.2. However, it did not directly contribute to achieve the outcome 1. The interconnection of two outputs were weak in the UNJP to achieve the shared objective. Two outputs under Outcome 1 were led by different PUNOs (example: see Table -7 of this report) It was unclear whether these inputs are provided to increase the insurance coverage rate or building the shock responsive capacity of the herders' households.



### Inputs for Output 2.1

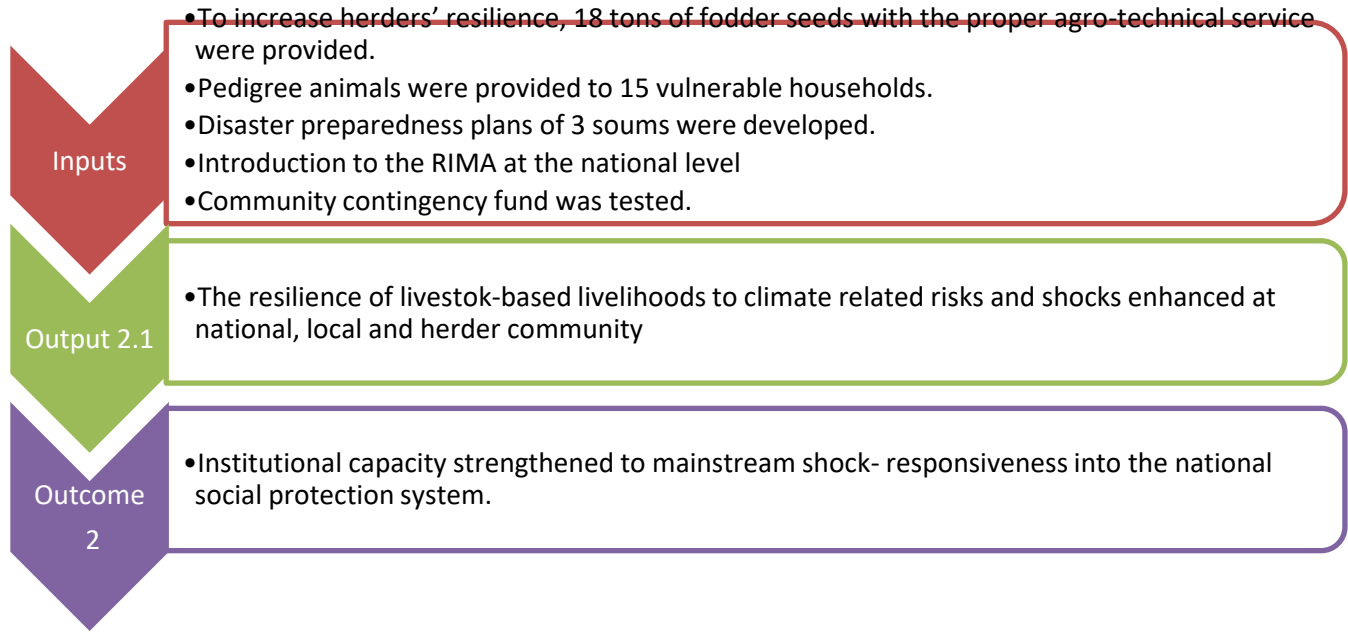
CMP was one of the best interventions of UNJP, where the results of piloting interventions led into changes to the national social protection system.



### Inputs for output 2.2

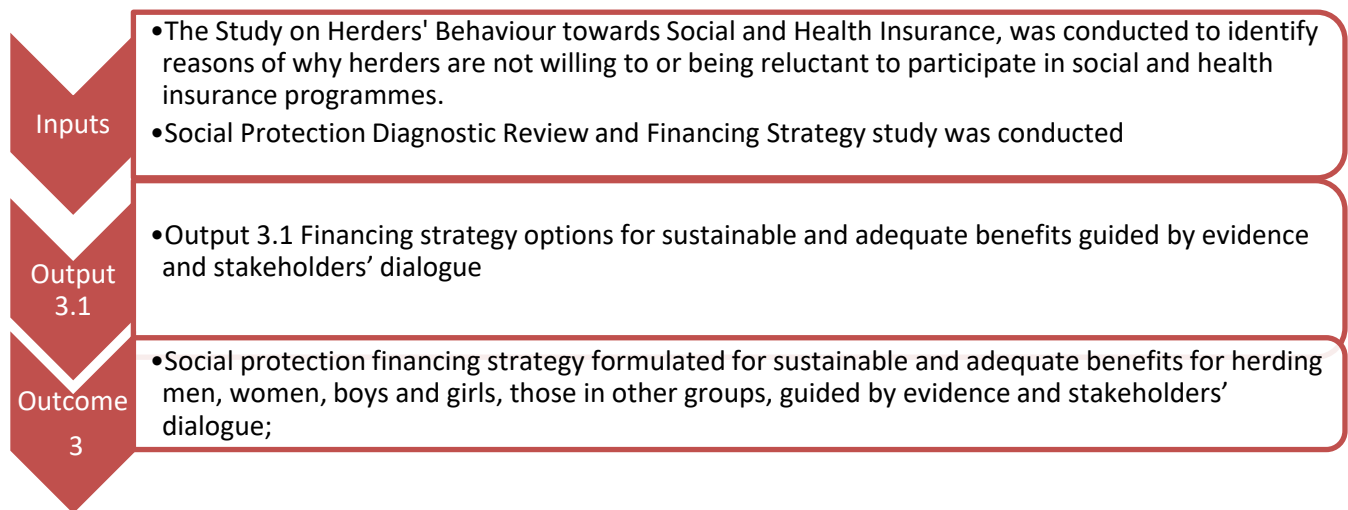
The inputs for this output were at the local level except RIMA system. Sampling of the vulnerable households for piloting was small and no inputs were piloted at the national level. The evaluation attempted to document the results of the interventions.





*Inputs for output 3.1*

This is the national policy level outcome. MLSP pays high importance to the studies, assuming its findings and recommendations would be potential policy change towards herders



The UNJP’s Theory of Change and design model, along with the flexible and consultative approach of the PUNOs and local partners ensured that the programme remained relevant and responsive as new evidence about issue areas arose, as partners suggested implementation strategies and in light of the COVID-19 pandemic. PRODOC was developed before the pandemic, however, the implementation years overlapped with pandemic restriction period with real economic and social shock. The UNJP implementation signalled the government and to all stakeholders to the importance of shock responsiveness interventions and resilience measurement tools.

**1.4. UNJP funding**

The Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia), funded by the Joint SDG Fund, is

a joint ILO, UNICEF, FAO and UNFPA programme. The total budget of UNJP is \$ 2,365,000 for two years. Out of total UNJP budget, \$1,990,000 was funded by SDG fund, and PUNOs co-funded as shown in the table below:

*Table 1. UNJP funding*

#	Funders	Amount in USD
1	Joint SDG Fund	1,990,000
2	ILO co-funding	150,000
3	UNFPA co-funding	100,000
4	FAO co-funding	15,000
5	UNICEF co-funding	110,000
<b>TOTAL</b>		<b>2,365,000</b>

### **1.5. UNJP implementation roles of PUNOs and other stakeholders**

The PUNOs (ILO, UNFPA, UNICEF, and FAO) jointly implemented the UNJP to reach the outcomes in line with the particular UN agency’s mandate area. The UNJP delivers significant share of its activities through a network of partners at different levels. Numerous NGOs and associations that fulfil various service provision functions, such as delivering the trainings in the pilot regions and managing the sub-grants for specific activities to groups at the soum level.

The ILO led the UNJP to reach the outcome of “More herding men and women access social and health insurance effectively” in close cooperation with national and local government, civil society organizations, and professional associations. By 2022, it aimed to extend the coverage of social insurance from 15% (2018) to 20% (by end of the UNJP) and health insurance from 40% to 50% at the national level. ILO local partners managed the local advocacy and awareness raising activities for herders about the benefits of the social and health insurance as a team. In addition, they have developed training curricula in their field of expertise for herders to promote the insurance benefits.

The UNFPA launched activities aimed at improving the livelihood of herders through strengthening herder communities, cooperatives introducing new knowledge on social entrepreneurship, business skills, technology, and equipment. Within this framework, the UNJP has supported 14 startup businesses to improve livelihood of herders: the business incubation support includes financing and marketing training to sustain the entrepreneurships. The grant was provided, and it impacted the utilization efficiency of seed funds for the businesses mitigating the risk of improper use of funds. The MLSP considered that this method can ensure more sustainability of small entrepreneurships in the country. The UNJP has also supported the development of training modules on life skills to herders by the social partners such as NCLE.

The FAO has started introducing the Resilience Index Measurement and Analysis (RIMA-II) in Mongolia to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and

dzud). The RIMA tool aims to assist the Government's effort to define the targeted population in need to receive shock responsive assistance. In addition, the UNJP piloted and supported herder cooperatives' Contingency fund as a shock responsive and income generation tool and, closely cooperated with Pastureland Users' Groups to reach the herders and local agriculture departments.

FAO also took actions on providing solid livestock production solutions to herder communities and trained the herders in cultivating the green feed for livestock.

The UNICEF conducted child-focused shock-responsive social protection pilot establishing administrative mechanisms for rapid horizontal expansion of the Child Money Programme (CMP) with lead of UNICEF. In April 2020 the Government top-up of the CMP increasing the benefit size of the CMP to MNT 100,000 in response to the global pandemic using the SRSP pilot model. This has significantly accelerated the pace of SRSP rollout in Mongolia in response to the economic shock resulting from COVID-19.

In order to deliver the outputs and outcomes under the UNJP, the PUNOs have partnered with different national and local institutions as shown below. Some of the organizations involved in the implementation of the different outputs have partnered with two PUNOs, such as National Center for Lifelong Education (NCLE) and local agricultural cooperatives.

*Table 2. PUNOs partners*

	<b>PUNO</b>	<b>National policy level partner</b>	<b>Local implementation partners</b>
<b>1</b>	ILO	Ministry of Labour and Social Protection of Mongolia, General Authority for Social and Health Insurance	Provincial Governor's office Zavkhan and piloting soums, National Center for Lifelong Education (NCLE), National Association of Mongolian Agricultural Cooperation (NAMAC), Mongolian Employers' Federation (MONEF), Confederation of Mongolian Trade Unions (CMTU), Pastureland Users' Groups (PUGs), Mongolian National Federation of PUGs, and the social insurance officers at the soum level
<b>2</b>	FAO	Ministry of Food and Agriculture, National Emergency Management Agency (NEMA), National Agency for Meteorology and Environmental Monitoring (NAMEM)	Provincial Governor's office of Zavkhan aimag, and pilot soums, Mongolian National Federation of Pasture Users Groups, NAMAC, Mongolian Cooperative Training Information Center (MCTIC), local agricultural cooperatives
<b>3</b>	UNICEF	Ministry of Labour and Social Protection of Mongolia, Agency for Family, Children and Youth Development (AFCYD)	Provincial Governor's office of Zavkhan and pilot soums ` Social welfare officers at the local level

4	UNFPA	Ministry of Labour and Social Protection of Mongolia, Agency for Family, Children and Youth Development (AFCYD)	Provincial Governor’s office Zavkhan and piloting soums National Center for Lifelong Education (NCLE), Development Solutions NGO
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The UNJP conducted two studies on social protection and policy change: “Study on Herders’ Behavior towards Social and Health Insurance” and “Social Protection Diagnostic Review and Financing Strategy (SPDR & FS)”. The findings and recommendations of the studies intended to assist social dialogue by building evidence and engaging with constituents, in order to support the Government to improve effectiveness (coverage and adequacy), efficiency and sustainability of the social protection system, including options to extend coverage to the most vulnerable (including herders and those affected by climate change) and support the government developing a social protection financing strategy, innovative solutions with support of technologies where necessary.

### **1.6 Contributed to UN reforms**

Implemented by four PUNOs and contributed to UN reforms including UN Country Team (UNCT), the UNJP aimed to demonstrate how partnerships are critical in accelerating the achievement of the Sustainable Development Goals (SDG) by supporting the government and stakeholders in promoting social protection, with focus on having more herders to be covered by social protection schemes, including social and health insurance, and reducing their vulnerabilities to poverty and extreme climate change

## **2. EVALUATION BACKGROUND**

### **2.1. Purpose of the UNJP Evaluation**

The main purpose of the final joint independent evaluation is to promote accountability of key stakeholders (i.e. Government of Mongolia and the United Nations Joint Programme) and to enhance the learning within the Participating United Nations Organizations and the key stakeholders.

The evaluation of the UNJP assessed the programme coherence, relevance, efficiency, effectiveness, impact and sustainability against the programme’s outcome and output indicators. In addition, it also assessed the intended/unintended consequences of the programme in improving the social protection system and examined impact made by the direct and indirect influence of the UNJP.

The evaluation aimed to address the specific objectives given in the TOR including influence of the UNJP for government capacity strengthening, its contribution to the changes of the social protection schemes, impact of the project interventions, and UNJP contribution to immediate response and recovery of COVID-19 pandemic. Furthermore, the evaluation is to provide constructive recommendations for similar programmes in the area and assess the sustainability of the interventions after the closing of the programme.

The UNJP contribution to SDG acceleration, and contribution to UN reforms, including, PUNOs’ coherence were evaluated. The gender equality and inclusiveness of vulnerable group of people, non-discrimination issues will be one of the assessment areas for JP interventions. The joint evaluation would

also identify the effectiveness of the cooperation and partnership among the PUNOs for future improvements of the joint programmes.

## **2.2.Scope of the evaluation**

The evaluation covered all components of the joint programme and covered the entire joint programme period, from 1 February 2020 to 30 June 2022.

The evaluation engaged the stakeholders throughout the evaluation. These stakeholders included all respective PUNOs, partner organizations, national and local governments, social and health insurance agencies and the herders in five piloting soums of Zavkhan province. The evaluators conducted field missions to collect the UNJP data including Uliastai khot (i.e. the capital of the province of Zavkhan) , Zavkhan aimag center and four out of the five target soums including (1) Ider, (2) Ikh-Uul, (3) Tes and (4) Otgon in May (10-29), 2022 for 18 days. During the field mission period, Dorvoljin soum had visitors' restriction due to the COVID spread in the soum, therefore the field mission in Dorvoljin soum had to be cancelled but online interviews and meetings were organized as an alternative.

The main users of this independent evaluation are PUNOs (ILO, UNICEF, FAO, UNFPA) for the purpose of providing accountability and learning from the JP, to get informed on the design and implementation of future SP/JP interventions and to be informed on decision-making for the UNCT in terms of programmatic design and resource allocation based on assessment of performance. The government counterparts such as Ministry of Labour and Social Protection, Ministry of Food, Agriculture and Light Industry, National Emergency Management Agency, National Agency for Meteorology and Environmental Monitoring, Agency for Family, Child and Youth Development, General Authority for Social Insurance, and the National Committee on Gender Equality are the users of the evaluation for the future partnering with UNCT in implementing the joint programme.

In addition, social partners are the users of the evaluation results to reflect on evaluation findings in as much as they also have jointly implemented. The social partners are National Association of Mongolian Agricultural Cooperatives (NAMAC); Confederation of Mongolian Trade Union (CMTU) Mongolian Employers' Federation (MONEF), National Center of Lifelong Education (NCLE), Mongolian National Federation of Pasture User Groups (MNFPUG)

## **3. METHODOLOGY**

The Evaluation conforms to guidelines and standards set by the UN the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation (2016), UNEG Code of Conduct for Evaluation in the UN system (2008), UNEG Ethical Guidelines for Evaluation (2020), UN SWAP Evaluation Performance Indicator (2018), and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation (2014).

The evaluation applied an appropriate mix of qualitative and quantitative methods to gather data and information. We aimed to cover the diverse perspective of all key stakeholders and their engagement for the joint programme at all levels during the design, field work, validation and reporting stages. To collect

the data for analysis, the evaluation used the methodology and the techniques agreed in the inception with the evaluation manager. A participatory approach was taken for local partners and the herders, allowing the opportunities for learning while still ensuring accountability for outcomes.

The evaluation Findings reflect a gender analysis, and attempted to conduct a gender responsive data collection. The evaluation interview questions were designed in a way that ensures GEEW related data collection.

The evaluation findings against the UNJP objectives, outcome and output have been analysed. The relevance was checked whether UNJP was addressing the needs of the herders and their children, whether UNJP interventions were in-line with national development priorities and social protection priorities. The coherence of PUNO interventions under UNJP umbrella project was considered as one of the priority issues of the evaluation. In addition, the cross-cutting issues such as an inclusion of women, people with disability were assessed.

### *Management Arrangements*

The UNJP programme is subject to a final joint independent evaluation with established arrangements for managing it. The evaluation was led by ILO and managed jointly by the partner agencies (PUNOs) through a joint evaluation management team, the **Evaluation Reference Group (ERG)**. The evaluation report was submitted to the ILO Evaluation Office for its evaluation repository.<sup>4</sup> Ms. Rattanaorn Pongpattana, M&E Officer from ILO ROAP, was the **Evaluation Manager**. The evaluation Team Leader reports to the evaluation manager. The evaluation manager is responsible for completing a series of specific tasks listed in the ToR.

The **ILO**, as lead agency in the JP, handled administrative and contractual arrangements with the evaluators and provided logistical and other assistance as required.

A **Joint Evaluation Committee (JEC)** was set up as the main decision-making structure. It is chaired by RC and composed by in-country PUNO M&E specialists who had no prior involvement in the project implementation. Primary responsibilities of the JEC include:

- Approving ToRs, endorsing the overall evaluation framework and the release of the evaluation products;
- Providing oversight of the evaluation and being accountable for its robustness; and
- Reviewing and approving all deliverables including the evaluation reports.

The **Evaluation Reference Group (ERG)** was set up and comprised of a small group of key UN internal stakeholders, i.e. project staff of ILO, UNICEF, FAO, and UNFPA. The ERG provided comments and substantive feedback to ensure the quality – from a technical point of view – of key evaluation deliverables. Its primary responsibilities include:

- Provide comments on the development of the ToRs;
- Providing project documents and materials to the ILO National Project Coordinator and Evaluation Manager;

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<sup>4</sup> See UNEG Resource Pack on Joint evaluation for more details: <http://www.uneval.org/document/detail/1620>

- Providing list of interviewees and their contact details;
- Helping schedule interviews/consultations when needed;
- Being on hand and available to provide information, written inputs, and face to face interviews as requested;
- Participating in the stakeholders' workshop;
- Contributing to quality assurance through comments and feedback on draft deliverables; reviewing and providing feedback on the terms of reference, inception report, draft and final evaluation report; and
- Develop the Evaluation Management Response in consultation with stakeholders.

### 3.1. Evaluation criteria and evaluation questions

The report aims to respond for the evaluation questions in the respective evaluation criteria

#### RELEVANCE

- ✓ To what extent was the joint programme able to remain relevant and adapt in response to the COVID-19 crisis as well as change in the local context?

#### VALIDITY OF DESIGN

- ✓ Is the Theory of Change for programme components adequately described and is there clarity of logic across the results levels? To what extent are results, indicators, and activities measurable? To what extent the programme utilizes the monitoring tools

#### COHERENCE

- ✓ To what extent does the JP work effectively between the PUNOs, and with other organizations to achieve expected results? To what extent the JP contributed to UN reforms including UNCT coherence?

#### EFFECTIVENESS

- ✓ To what extent does the JP work effectively between the PUNOs, and with other organizations to achieve expected results?
- ✓ To what extent the government's capacity has been strengthened, and the benefits of the joint programme's contribution to improvement of social protection system;
- ✓ To what extent did the joint programme facilitate and strengthen social dialogue to achieve its expected results?
- ✓ To what extent the JP ensured the continuous participation of the vulnerable groups in implementation?
- ✓ To what extent has the JP contributed to accelerating the relevant SDGs at the national level
- ✓ Were the government and social partners satisfied with the quality of tools, technical advice, training, and other activities delivered by the JP?

#### EFFICIENCY

- ✓ How efficiently have the JP been managed in terms of its human / financial resources and organizational / governance structure?

#### IMPACT

- ✓ Has the JP contributed to improved social protection systems/schemes and better shock responsiveness mechanism?
- ✓ To what extent has the government agencies institutionalized the support provided by the joint programme?

#### SUSTAINABILITY

- ✓ To what extent has the strategy adopted by the JP contributed to sustainability of results, especially in terms of LNOB and the social protection system?

#### CROSS CUTTING ISSUES

- ✓ To what extent did the joint programme facilitate and strengthen social dialogue to achieve its expected results? To what extent are the JP management and implementation guided by tripartite dialogue?
- ✓ To what extent are the target beneficiaries reached? Did the joint programme ensure gender balance and inclusion of people with disability in the beneficiary outreach?
- ✓ To what extent has the joint programme contributed to gender equality and non-discrimination and disability inclusiveness?

### 3.2. Evaluation design and data collection methods

#### 3.2.1 Desk review

Desk review of project design and strategy documents (PRODOC), annual progress reports, UNJP publications, and PUNO country programmes and other relevant documents were the main sources of both quantitative and qualitative data of the evaluation. In addition, the national data of the National Statistics Office and State National Social and Health Insurance Agency was used.

The field data was collected with assistance of pre-designed semi-structured interview questions using the interview techniques and FGD facilitated by the evaluator using participatory approaches.

The data relevant to the coverage of the social and health insurance of the herders was collected for the project implementation years per UNJP piloting soum. The data was taken from State National Social and Health Insurance Agency and local (aimag, soum) social and health insurance offices. However, some of the herders' social insurance coverage number differed from each other, which required clarification from the officers. As justified from the Zavkhan aimag social insurance office, the difference is due to the classification of the types of the insurers in the system. Therefore, for the UNJP evaluation, we used the herders' social and health insurance data collected from the social insurance department of Zavkhan aimag and considered it to be as reliable. During the UNJP implementation years, ILO used the data from the same source and the same level.

Some of the data collected during the field missions from the respective local government officers and directly from beneficiary herders. These included things such as number of newborn sheep and goat from pedigree animals, provided by UNJP, and number of jobs created within frameworks of the income generation grant projects.



### 3.2.2 Key informants' interviews

The key informants' interviews (KII) were taken from project main stakeholders at the national and local levels. The semi-structured questions were pre-prepared to interview the key informants to collect the qualitative data. The key informants' interviews were taken from 10 different stakeholders of UNJP, the representatives of 3 different levels, in total 45 interviews. Some of the interviews were taken virtually using the zoom application, and via the phone but most of the field interviews were conducted in person during the field missions. The KII matrix and the list of the KIs is attached to the report.

In the key informants interviews, the evaluation covered all social and government stakeholders at all levels engaged in UNJP implementation. Therefore, there was no specific sampling for KIIs, because the evaluation aimed to cover all available stakeholders.<sup>5</sup>

### 3.2.3. Focus Groups Discussions

Although the UNJP interventions targeted purely on the herders' social protection, the expected results of the piloting programme were at the national policy level rather at individual herder level. Therefore, in the design of the methodology, we included the FGDs with herders, instead of taking individual survey from herders. The herders in all locations participated in the FGDs.

The herders FGDs were organized twice per soum, in total 8 FGDs were organized. One was conducted at the soum center, one was conducted in the "Khot ail"<sup>6</sup>. In total 92 herders have participated in the FGDs to discuss the results and effectiveness of UNJP on herders' livelihoods. Out of total, 28% were young herders under age of 35, and 41% were direct beneficiaries who implemented the income generation projects. The herders' income generation group members and the young herders, who participated in the UNJP trainings were invited for FGDs via local partners. It was provided an opportunity for herders who were available in the soum center to participate in the FGDs. The "Khot ail FGD" was selected by the local partners, as representatives of vulnerable groups.

The FGDs were organized for local partners for Ider, Tes, Ikh-Uul, Otgon soums during the field missions, the FGDs with Dorvoljin soum was organized virtually using the Zoom application. FGDs are conducted in all target locations. The participating partners of FGDs were the health insurance officers, agriculture officers, labour and social welfare officers, and heads of local government administration from the soum governors' office, representatives of the National Lifelong Education center, Trade Union, Agriculture Cooperative and Pastureland users' groups. In total, 59 local partners participated in the partners' FGDs representing 11 different stakeholders.

### 3.2.4. Participatory evaluation

Participatory evaluation approach was used to involve the local stakeholders and the herders in the evaluation process. Two separate participatory evaluations were organized in each soum: one for local

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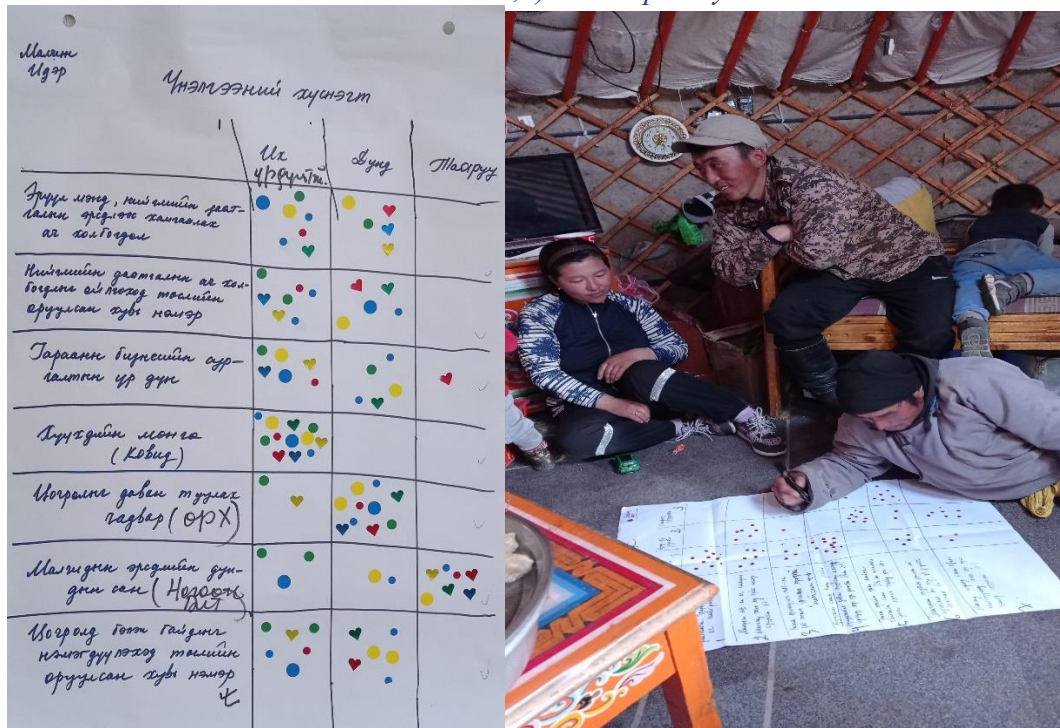
<sup>5</sup> Annex 4 (1) shows all interviewed stakeholders at different levels and Annex 4 (2) shows all herders and stakeholders who were involved in the participatory discussions .

<sup>6</sup> Nomadic livestock keeping, where 2-3 households neighbouring to share the pastureland

UNJP stakeholders and the other for herders. In order to maximize the effectiveness of the approach, pre-prepared the evaluation questions for UNJP components were used for the evaluation.

Each participant of the FGDs were asked to place sticky color dots as their response on the pre-prepared evaluation questions (in accordance to the UNJP interventions) listed on the flip chart sheet. For example: Contribution of UNJP for promoting the benefits of the social and health insurance for herders. The evaluation classified the responses into categories of “very effective”, “effective”, and “not very effective”. Their response was to be selected based on the personal judgement. The participants (stakeholders) then places the dot in one of the preapproved categories as shown in the photo below.

Picture 1. Evaluation exercise results in Ider soum, 2) Participatory evaluation in “Khot ail” in Tes soum



The participants were invited to evaluate the interventions at the same time to minimize the influence of other participants’ responses. Different colored sticky dots were given to the participant’s place in the cell where his/her evaluation matches.

### 3.2.5 Limitations

The evaluators faced some challenges in the evaluation, however, managed to overcome those challenges and still have quality evaluation.

Table 3. Limitations

Limitations and challenges	Mitigations
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1	During the field mission, COVID restriction was set in Dorvoljin soum	The virtual meetings were organized with all relevant stakeholders and phone conversations with some herders were conducted.
2	Inconsistency of the herders' social insurance data by the national and local insurance agencies in the data analysis levels.	Data was collected from 3 different sources and compared to identify the reliable version. Contacted with ILO coordinator and took the data (aimag level), which was used for UNJP progress annual reports as it was deemed to be the most reliable.
3	Aimag soum level partners of PUNOs were not aware of the fact that it was a joint program, although they had great deal knowledge of the respective component they had been involved.	As starting point of FGDs and KIIs, the general message about the joint programme, and its structure was provided to the audience.

#### 4. MAIN FINDINGS

The findings are divided into the evaluation criteria and the sub-components are under each evaluation criteria. In implementation terms, the outcomes are programme sub-components, with UNJP, each outcome/sub-component is further broken down into outputs.

##### 4.1 RELEVANCE

EQ: To what extent was the joint programme able to remain relevant and adapt in response to the COVID-19 crisis as well as change in the local context?

###### *Key findings 1:*

- UNJP is well aligned with the core needs in improvements of the social protection system and shock responsiveness policy for vulnerable herders' community.
- The herders' social insurance coverage objective was highly relevant in the context of Mongolia, and national government priorities including the national government policy such as Vision-2050 of Mongolia as long-term policy to increase coverage of social insurance' up to 90 percent by 2025 and 99 percent by 2030.
- UNJP was well adopted in response to the COVID-19 crises.

The herders are the most vulnerable community, who affect the climate related disaster as drought and dzud. The UNJP strategy of financing the income generation projects to support young herders to start their own business to subsidize their already vulnerable livelihood caused by extreme climate conditions.

The projects aimed to build building the resilience of the poor households and reduce their exposure and vulnerability to climate-related non climate related other economic, social and environmental shocks and disasters. Herders are in lack of regular income, thus are not covered by social protection system. The UNJP interventions were taken to solve the issues mentioned above to increase the social insurance coverage. Most specifically the UNJP targeted on the young herders under 35 and female headed households. In cooperation with the local government, UNJP identified the most vulnerable herders to be

included in the income generation projects and receive the direct support.

In terms of the relevance, the evaluations aimed to respond the evaluation question of how JP adopted in response to the COVID-19 crisis in the local context, and whether UNJP aligned with core needs of the improvements herders' social protection system, whether UNJP is addressing the needs of the herders and children, whether UNJP is in-line with national development priorities and social protection priorities.

Vision-2050 of Mongolia as long-term policy, approved in May 2020, stipulates 'to increase coverage of social insurance' up to 90 percent by 2025 and 99 percent by 2030. This indicates that the UNJP was strategic and catalytic in the context of Mongolian herders' social protection system. The Minister of the Labour and Social Protection mentioned that UNJP was one of the facilitators for revision of the "Social Insurance Package Law", especially the section relevant to the herders' social insurance coverage. The clause "50% of the herders' social insurance contributions will be covered by the government for 5 years" was included in the revised law, which is expected to be approved.

The JP adopted well in response to the COVID-19 crisis in the local context, the pilot of CMP turned into main tool for responding economically for COVID shocks. In addition, the JP was not frozen during the pandemic, using the technology solutions, JP implementation was moving forward.

It was in line with its Action Plan for 2020-2024, the Government has decided to start implementing the programme called "Children with Savings" starting from 2022, by changing the design of the Child Money Programme (CMP) significantly. With this change, the CMP will be funded from the "Future Heritage Fund" managed the Ministry of Finance (MOF) and some of the benefits will be provided as "virtual savings" rather than as a monthly cash transfer.

The herders' social insurance coverage objective was highly relevant in the context of Mongolia. UNJP engaged with relevant, highly competent partners to promote the social and health insurance for herders in the piloting soums for the purpose of achieving the objectives of this phase of the programme. The main target groups were identified to benefit from the UNJP herders in the piloting soums, however, it turned out that the benefits extended to the herders' community as a whole. The social and health insurance media content for herders developed and it was not only for the herders in the piloted soums, but the promotion materials were also prepared for whole herders' community. UNICEF piloted the CMP only in Zavkhan aimag and was able advocate CM as shock responsive tool for the national government. As results it became a universal benefit for all children in Mongolia.

The geographic location of the UNJP piloting is considered to be at high risk of climate related shocks. The selection of the soums were taken place in cooperation with respective department of the Zavkhan aimag government.

## **4.2.VALIDITY OF DESIGN**

EQ: Is the Theory of Change for programme components adequately described and is there clarity of logic across the results levels? To what extent are results, indicators, and activities measurable? To what extent the programme utilizes the monitoring tools

*Key finding 2:* In the overall theory of change, as well as the rationale for the joint approach should have been made more explicit to relay the message as to why collaboration with a clearer shared understanding between the agencies as well as among national partners on why a joint approach would be more effective than three individual components. The UNJP need to involve local counterparts actively into the programme design phase and consult the local counterparts to facilitate UNJP interventions at the local level. The baseline data of the social insurance was taken from the national database for the national level, while UNJP's took interventions and conducted the advocacy work about the benefits the social insurance coverage for herders operated at the soum level.,

### **Results frameworks and Indicators**

The indicators in the Results Framework were specific and measurable. However, the means of verification for the social insurance coverage rate was the national database, while UNJP's interventions and its advocacy work about the benefits the social insurance coverage for herders operated at the soum level, only in the target soums. In addition, the inconsistency of social insurance data at local and national level, poor MIS, methodological difference brought a lot of complications in confirming the performance.

### **Link with UNDAF/ UNSD Cooperation Framework**

UNJP contributes to the UNDAF Mongolia Outcome 2 “By 2021 the poor and marginalized population benefit from better social protection including increased utilization of quality and equitable basic social services” with particular focus on Output 2.4. An efficient and effective social protection system and floor for all and substantial coverage of the poor and the vulnerable. The UNJP results are reported against UNDAF Indicator 2.4.1 Percentage of economically active population contributing to the social insurance system.

The UNDAF 2017-2021 for Mongolia report emphasized the UNJP's a pilot programme as it is contributed to increase child cash transfer to support their nutrition and build shock resilience. The UN supported establishment of child protection cluster during disaster and emergency situations headed by the Deputy Minister of the Ministry of Labour and Social Protection to coordinate child protection measures across the country during the pandemic.

It is anticipated that UNJP outcomes enhance the achievement of the Strategic Priority Area 2 of the Mongolia UNDAF (2017-2021) which will serve as the overarching objective of the joint programme: “By 2021 the poor and marginalized population benefit from better social protection including increased utilization of quality and equitable basic social services”. The increased social insurance coverage of the herders indicates, JP contributed to the UNDAF objective. The advocacy of the benefits of the social insurance reached the remote herders and enabled them to understand the importance of the social insurance. The most important contribution to quality equitable social services was JP contribution to the

digitalization of the social insurance system to the rural citizens. JP reached 159 soums (48%) of total soums of Mongolia.

The UN Joint Programme directly contributes to SDG Target of “nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable”. It also targets, “by 2030, to build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shock.”

### 4.3 COHERENCE

EQ: To what extent does the JP work effectively between the PUNOs, and with other organizations to achieve expected results? To what extent the JP contributed to UN reforms including UNCT *coherence*?

*Key finding 3:* The PUNOs tend to operate as individual agencies rather than one entity. Each of the PUNOs achieved the UNJP objectives successfully as particular PUNO have taken lead in the specific matters. The cooperation both with national and local governments were effective, in terms of compliance of sector policy and priority needs. The UNJP delivers significant share of its activities through a network of contracted partners at different levels. The PUNOs cooperated well with their respective social partners. The UNJP was implemented under the Resident Coordinator to ensure that the UN collectively contributes towards achievement of the national sustainable development goals and targets. The UNRC and the Minister for Labour and Social Protection co-chair the Joint Programme Steering Committee to review the progress and to make relevant decisions. This was a very high-level Steering Committee compared to the other single UN agency programmes.

#### *Cooperation between PUNOs*

Each of the PUNOs had its role in implementing the UNJP in accordance with its organizational core mandate and each brought its unique expertise in achieving the Project objectives. However, the joint approach was lacking in some areas of UNJP. Specifically, the other components of entrepreneurship skills’ development (output 1.2), and shock responsiveness (output 2.2) should have been supporting the social insurance coverage of herder’s component (output 1.1) by their interventions. For example, we reviewed the coverage of the social insurance of the herders, who received the UNJP support of pedigree animals with the purpose of seeing the support of other sub-components of the UNJP. Out of total 15 HHs, only 5 HHs (or 33%) were covered by the social and health insurance.

*Table 4. Social insurance coverage of the herders, who received pedigree animals supported by FAO*

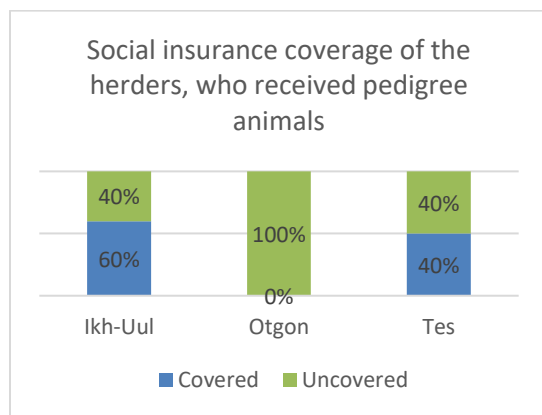
Soum	# Beneficiaries HHs	# female	# HHs Covered by Social insurance	%
Ikh-Uul	5	2	3	60%
Otgon	5	2	0	0%
Tes	5	2	2	40%



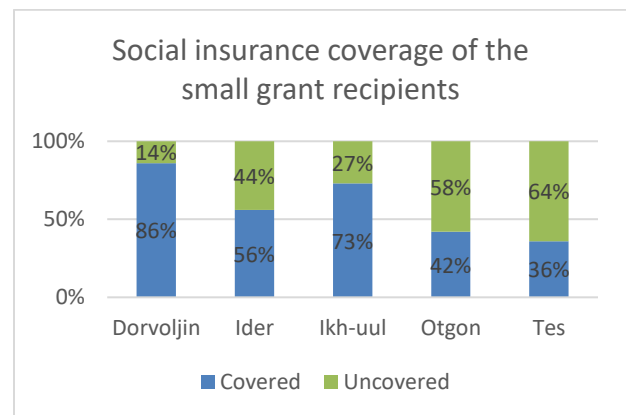
<b>Total</b>	<b>15</b>	<b>6</b>	<b>5</b>	<b>33%</b>
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By the graphs below, the evaluators attempted to identify the inter cooperation of PUNOs to support the coherence of the components. ILO aimed to increase the herders' social insurance coverage, FAO supported the young and vulnerable herders, UNFPA worked to develop the entrepreneurship skills of herders and provided seed capitals. The beneficiary herders of FAO and UNFPA components were the potential herders to be covered by the social and health insurance. If they had linked the interventions with insurance components, more young herders could have been covered by the social insurance.

*Graph 1. Social insurance coverage of the herders, who received pedigree animals supported by FAO*



*Graph 2. Social insurance coverage of the small grant recipients (supported by UNFPA)*



The table below shows the social insurance coverage of the herders' group members that received the UNJP small sub-grants. Out of total working age members, 56% were covered by the social and health insurance. In order to identify the social insurance coverage of the herders' business group members we excluded the retired members. In average 56% was covered. It indicates herders' livelihood support component was not effectively linked to the social insurance component.

*Table 5. Social insurance coverage of income generation group members*

Soums	# of business groups	Total # group members	Retired members	Working age members	Out of working age, covered by social insurance	Percentage
Dorvoljin	3	16	9	7	6	86%
Ider	3	11	2	9	5	56%
Ikh-uul	3	11	0	11	8	73%
Otgon	2	15	3	12	5	42%
Tes	3	11	0	11	4	36%
<b>TOTAL</b>	<b>14</b>	<b>64</b>	<b>14</b>	<b>50</b>	<b>28</b>	<b>56%</b>

In order to improve JP coherence, PUNOs needed to introduce the contracted partners to each other for better results at the local level. The above examples show that economic empowerment activities to be tied with social protection activities.

### ***Cooperation with the national and local governments***

The cooperation both with national and local governments were effective, in terms of compliance of sector policy and priority needs.

UNJP had several focal points at the Ministry of Labour and Social Protection in line with their respective activities, which in turn became one of the contributors for the weak coherence of the UNJP interventions. Each PUNO had different focal point. While ILO worked with the labour department, UNICEF worked with social welfare department. This leads to the not effective cooperation of the sub-components of UNJP at the national policy level. The national government need to recognize it's a joint programme, for better results the interventions need to be tied at the policy level.

The cooperation between local government and PUNO for their respective interventions was very effective, and closely tied with the local government priorities. The local government staff was supportive, they involved in the selection of the vulnerable herders as UNJP beneficiaries, and the local government staff was knowledgeable in their respective sector interventions within the frameworks of UNJP. The local governments enable the UNJP staff to access to the available local data and supported the data collection process. This indicates productive cooperation with the local government.

### ***Cooperation with contracted social partners***

The UNJP delivers significant share of its activities through a network of contracted partners at different levels. Numerous NGOs and Associations that fulfil various service provision functions, such as delivering the trainings in the pilot regions and managing the sub-grants for specific activities to groups at the soum level. Each PUNO contracted NGOs and social partners. It shall be said that PUNOs partnered well with their own contracted partners to perform the respective activities. For example: ILO played a facilitator's role in building partnership among the local institutions at the soum, aimag and national levels.

There were regular UNJP meetings held at the PUNOs level; however, those meetings involved only the respective partner organizations by each PUNO not with the partners' level. During the field mission, it was identified that there were no regular meetings conducted with all contracted partners to share the achievements and to seek for cooperation opportunities to support each other as one whole UNJP. Had there been joint PUNOs meeting that included all respective stakeholders, the local stakeholders may have had the opportunity to bring potential collaboration among the sub-components at the local level for the attention of PUNOs to make shared decisions.

## **4.4 EFFECTIVENESS**



*Key finding 4:* With regards to effectiveness, sub-components achieved its relevant objective and UNJP brought unintended positive changes along the way. UNJP overachieved the target (i.e. 20% of herders are covered by social insurance in the target soums) at 24.6%. The PUNOs worked effectively with the contracted organizations to achieve expected results. The local governments' capacity in the target soums had been strengthened to promote the social and health insurance for herders and shock responsiveness. Both national and local governments and social partners were satisfied with the quality of tools, technical advice, training, and other activities delivered by the UNJP. Out of the total 330 soums of Mongolia, 48% was supplied with Equipment in the Effort to Digitalize Social Insurance Services for the rural citizens. Social insurance departments of 159 soums in 8 aimags of the country are now technically able to deliver services electronically.

In terms of the effectiveness, the evaluation report attempted to respond to the evaluation questions as to what extent UNJP work effectively between the PUNOs, and with other organizations to achieve expected results; to what extent the government's capacity has been strengthened, and the benefits of the UNJP contribution to improvement of social protection system; to what extent did the joint programme facilitate and strengthen social dialogue to achieve its expected results; were the government and social partners satisfied with the quality of tools, technical advice, training, and other activities delivered by the JP, to what extent has the JP contributed to accelerating the relevant SDGs at the national level

#### **4.4.1. Herders social and health insurance coverage**

**Outcome 1: More herding men and women access social and health insurance effectively. Under this outcome,** UNJP's target was to increase the herders' social insurance coverage rate from 15% in 2018 to 20% by 2022. The average rate of social and health insurance coverage in the target soum for 2021 was 24.6%.

#### **Output 1.1 Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of the social insurance schemes**

##### Social insurance

As you see in the table below, herders' social insurance coverage rate by soums in 3 consecutive years 2019-2021. The coverage rate increased in 2020, and slightly set back in 2021. There are several contributors for the set back in 2021. The first factor was COVID related implementation issue and the second factor pertained to the implementation of the "Law on allowing herders and self-employed persons to pay past-due social insurance contributions" which provided one-time opportunity to reimburse pension contributions which were not paid in 1995-2020. The implementation of this law enabled many herders to pay the contributions for the previous years and retire in 2020, although the total number of herders remain same because of the calculation methodology of the insurance coverage. Only in 2021, the General Authority of the State Insurance changed the methodology instead of total number of herders, it considers the number of herders in working age.

The UNJP (ILO) tested new approaches to extend social protection for men and women herders, in

particular to improve the herders’ understanding of the importance and benefits of the social and health insurance in cooperation with the local partner organizations and herders themselves. UNJP organized the Training of Trainers (ToT) of “Herders’ social and health insurance” for the local stakeholders including local social insurance officer (at the soum level), members of cooperatives, pastureland user groups (PUGs), lifelong education center trainers and trade union representatives. In total, 34 people from 5 pilot soums of Zavkhan province became local trainers. As a result, UNJP reached 2,000 herders and improved their understanding of the benefits of social and health insurance in 2020-2021. These peer-to-peer awareness raising learning modalities facilitated the stakeholders to work together as a team to advocate for the benefits of social and health insurance programmes for the herders. This led to the adoption of Herders’ Programme incorporated with the training curriculum of the National Center for Lifelong Education of Mongolia (NCLE), which is the first nationwide social protection training programme developed for herders. At the same time, the UNJP is working with the Mongolian Employers Federation (MONEF) to carry out capacity building programmes for employer-herders, and to provide support to the strengthening of herders’ association. Those herders with fewer livestock, those who lack of cash and those who lack of income had greatly benefited from the joint efforts of their cooperatives as it enabled herders to pay their insurance premium with other means. Herders would make non-cash payments, such as livestock and raw materials, as insurance premiums to the cooperatives.

The trainers worked as a team of three to promote the importance of the social and health insurance for herders at the soum level. Due to the COVID-19 pandemic situation, advocating team visited the khot ail and individual households instead of conducting training in the classroom.

The importance of social protection programme was better understood by the Government and as well as the public as a direct result of the COVID-19 pandemic.

There is a bias in the data of the herders’ social insurance coverage due to the methodology or lack of appropriate MIS system of the entire social and health insurance system. For the evaluation, we took the data of the aimag social insurance department, as the UNJP had used the aimag data. Although, the GASHI provided gender disaggregated data, it was impossible to get the gender disaggregated insured herders’ data at soum and aimag levels. However, we disaggregated the data with great support of the soum social insurance officers. The social insurance officers have no access to the central MIS, have no right to make an adjustment. The table below shows the breakdown of the gender disaggregated data of the herders’ social insurance coverage in the target piloting soums.

*Table 6. Number of the herders covered by social insurance<sup>7</sup>*

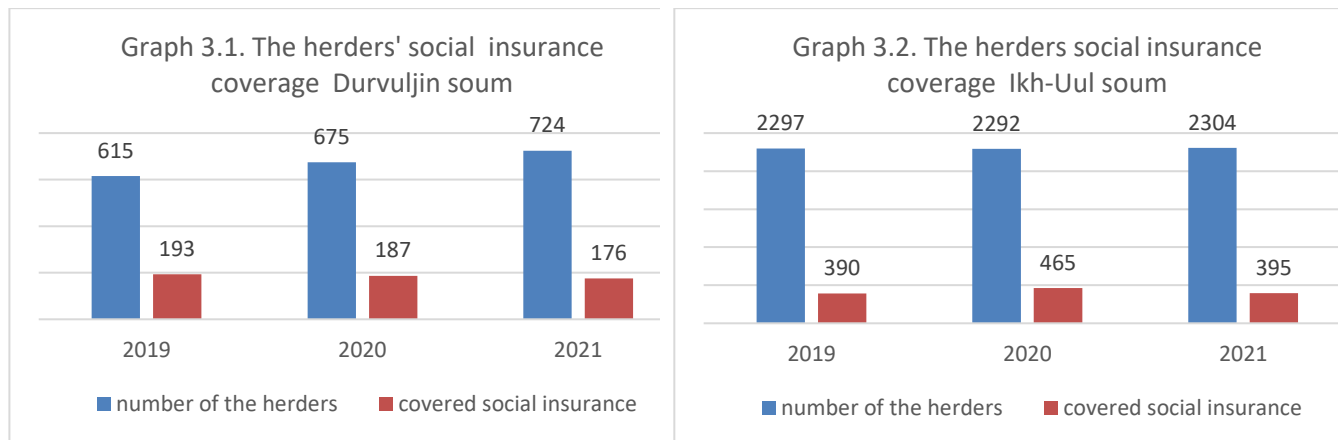
Soums	Indicators/Years	2019	2020	2021
Durvuljin soum	Total # of herders	615	675	724
	<b># of working age herders*</b>			673

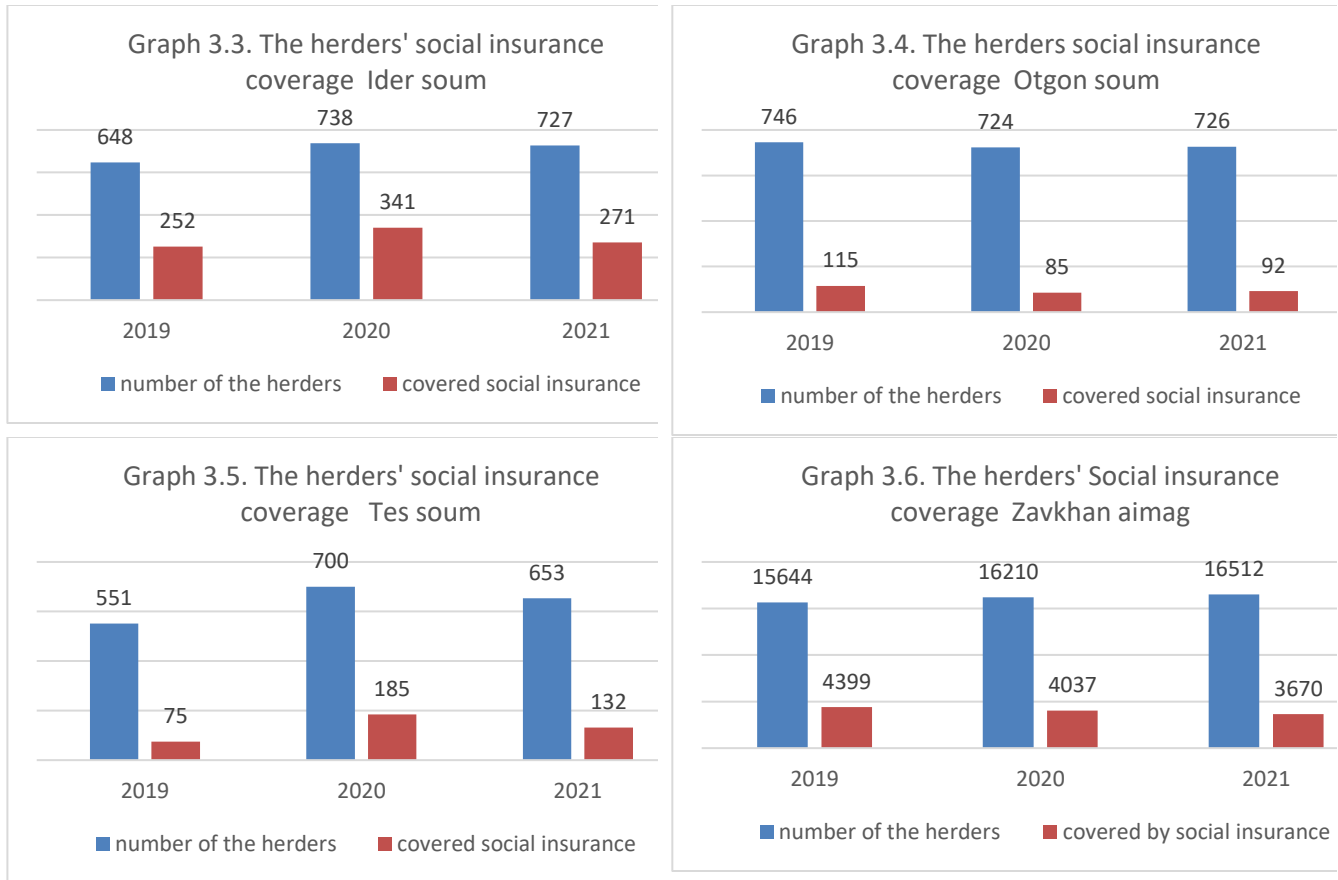
<sup>7</sup> Data collected from Zavkhan aimag social insurance department

	# of herders covered by social insurance	193	187	176
	<b># of female herders covered by social insurance</b>	69	84	85
Ider soum	Total # of herders	648	738	727
	<b># of working age herders*</b>			738
	# of herders covered by social insurance	252	341	271
	<b># of female herders covered by social insurance</b>	133	197	175
Ikh UUL	Total # of herders	2297	2292	2304
	<b># of working age herders*</b>			1828
	# of herders covered by social insurance	390	465	395
	<b># of female herders covered by social insurance</b>	195	121	197
Otgon soum	Total # of herders	746	724	726
	<b># of working age herders*</b>			570
	# of herders covered by social insurance	115	85	92
	<b># of female herders covered by social insurance</b>	76	174	65
Tes soum	Total # of herders	551	700	653
	<b># of working age herders*</b>			440
	# of herders covered by social insurance	75	185	132
	<b># of female herders covered by social insurance</b>	56	98	101
Zavkhan aimag	Total # of herders	15644	16210	16512
	<b># of working age herders*</b>			13162
	# of herders covered by social insurance	4399	4037	3670

\* Note: Only in 2021, the General Authority of the State Insurance changed the methodology instead of total number of herders, it considers the number of herders in working age.

Graph 3. The herders' social insurance coverage /Graph 3.1-3.6/





As shown in the table below, the highest percentage of the herders covered by social insurance was 37% in Ider soum, and lowest (19%) in Otgon soum. The average of the target soums is 24.6 which is higher than the national average. It is hard to attribute the higher coverage rate to the UNJP interventions. The implementation period of the “Law on allowing herders and self employed persons to pay past-due social insurance contributions in 2020-2021” overlapped with UNJP implementation period. However, during the field mission, it was observed that in Ider soum, the team of the social insurance advocates who were trained by UNJP was more ambitious than other target locations.

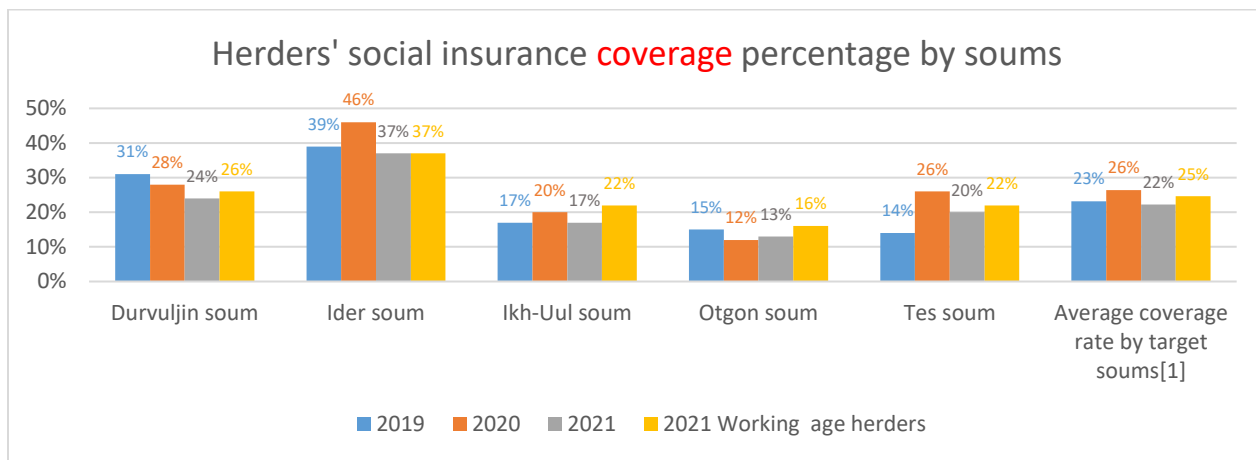
*Table 7. Herders' social insurance coverage by soums.*

Name of soums	2019	2020	2021	2021 Working age herders
Durvuljin soum	31%	28%	24%	26%
Ider soum	39%	46%	37%	37%
Ikh-Uul soum	17%	20%	17%	22%
Otgon soum	15%	12%	13%	16%
Tes soum	14%	26%	20%	22%
Average coverage rate by target soums <sup>8</sup>	23.2	26.4	22.2	24.6%

<sup>8</sup> Data collected from Zavkhan aimag social and health insurance department

The graph below shows that the patterns of all the piloting soums are almost same. The GASHI made changes into the data collection system, to identify the herders’ insurance coverage rate since 2021, instead of taking the total number of herders, it used the number of economically active herders. Many retired herders still working and herding their livestock, so they increased the total number of herdsmen. Therefore, you see difference in percentage calculated based on total number of herders’ vs number of working age herders. The number of working age herders are less than total number of herders while the number of herders covered by the social insurance remain same. Therefore, the coverage rate increased.

Graph 4. Herders’ social insurance coverage percentage



As you see in the table below, the average % of the female herders’ social insurance coverage is higher than male herders. The law on pensions and benefits provided by the Social insurance law has an article “The maternity benefit shall be paid out of the Social Insurance Fund for a period of three months to mothers voluntarily insured by benefits insurance at the rate of 70 per cent their last twelve month insurable wages or similar thereto earnings”

As to results of the FGDs, the reason of the low coverage was lack of public confidence in social insurance system of the country, and the mentality that savings are better protection method than insurance in case of risk and shocks. Some of the herders openly say that if there is policy that insurance inherit to the children, they would pay the insurance contributions. The UNJP interventions were taken to change the attitude of herders which mentioned above, made some impact on the increased coverage of social insurance. It should be noted that UNJP was not the programme to change the social insurance system at the policy level, which herders criticize.

Health insurance

The UNJP had a target of increasing the health insurance coverage from 40% to 50% by 2022. The health insurance coverage is higher than social insurance. However, this study cannot confirm the increased percentage for the health insurance coverage rates, in the target soums. The average of the health insurance

coverage for 2021 in the target soums was calculated for the two different data sources as 1) data of the aimag social and health insurance and 2) data from General Authority of the Social Insurance Agency. The results in both cases show decrease in the coverage rate.<sup>9</sup> Table 12 below shows the breakdown by target soum.

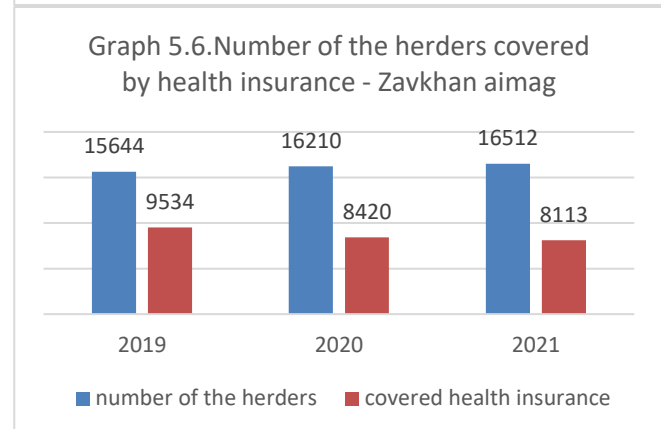
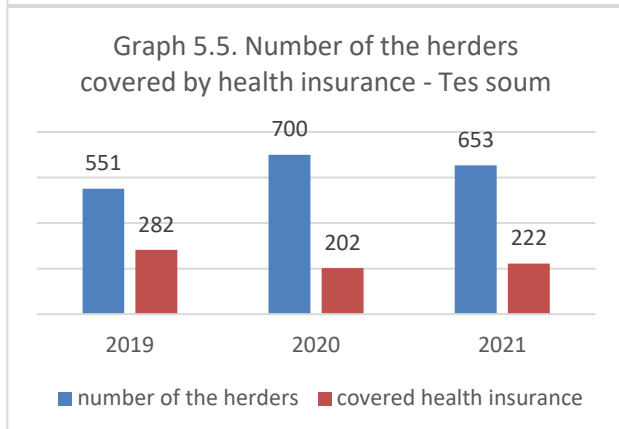
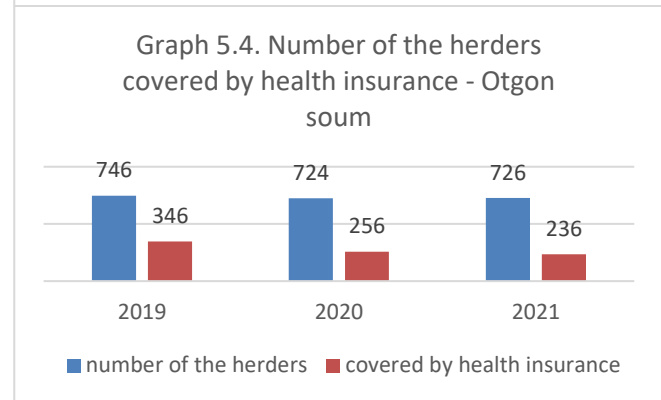
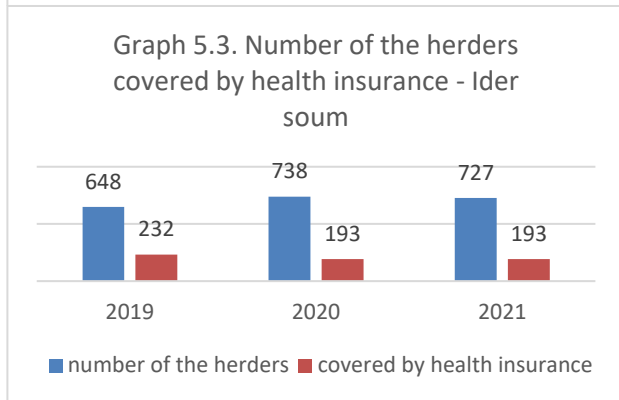
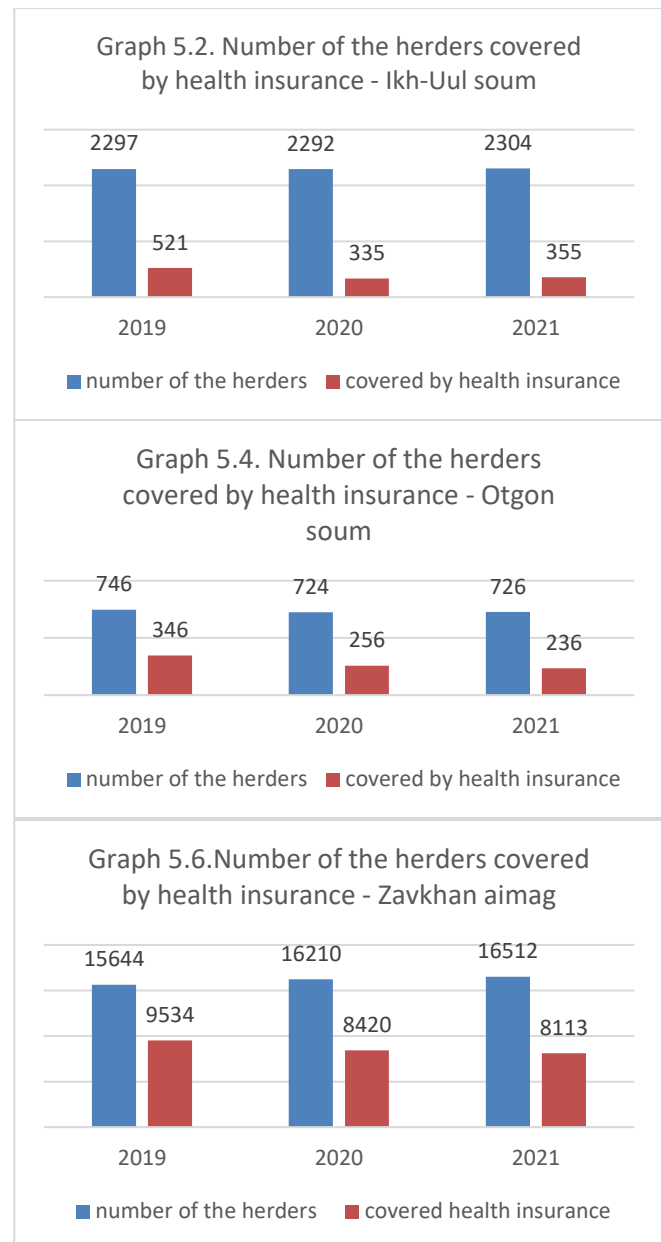
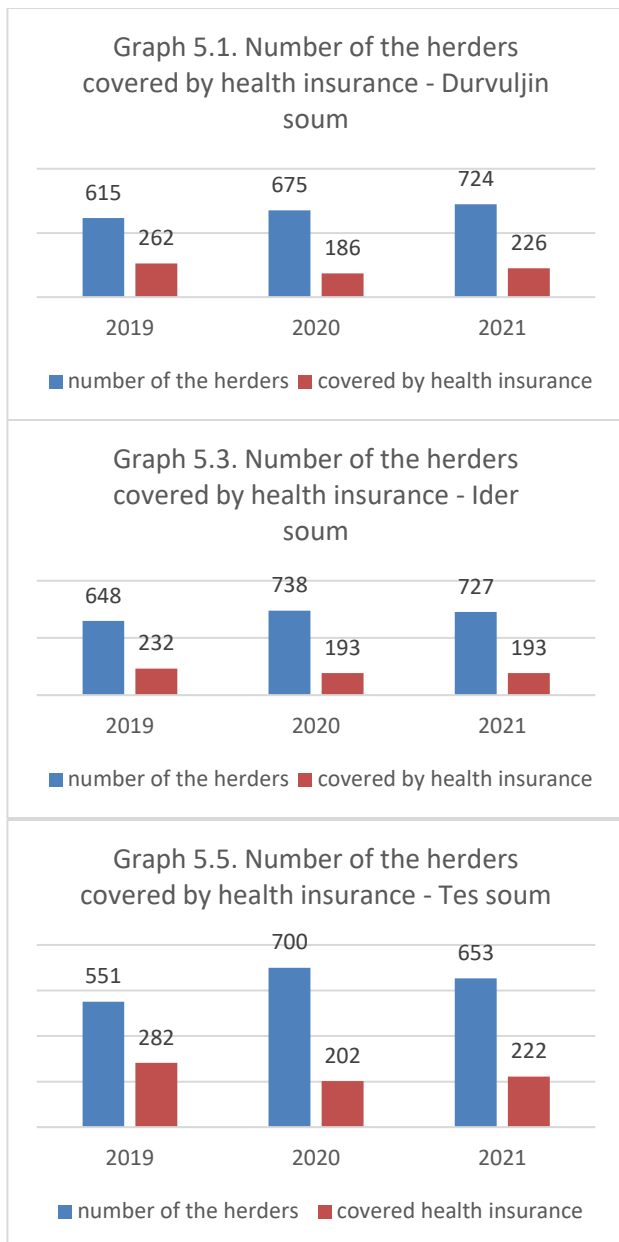
*Table 8. Number of herders covered by health insurance<sup>10</sup>*

<b>Soums</b>	<b>Indicators/Years</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
<b>Durvuljin soum</b>	Total # of herders	615	675	724
	<b># of working age herders</b>			673
	# of herders covered by health insurance	262	186	226
	<b># of female herders covered by health insurance</b>	72	50	70
<b>Ider soum</b>	Total # of herders	648	738	727
	<b># of working age herders</b>			738
	# of herders covered by health insurance	232	193	193
	<b># of female herders covered by health insurance</b>	104	120	102
<b>Ikh-Uul soum</b>	Total # of herders	2297	2292	2304
	<b># of working age herders</b>			1828
	# of herders covered by health insurance	521	335	355
	<b># of female herders covered by health insurance</b>	295	121	197
<b>Otgon soum</b>	Total # of herders	746	724	726
	<b># of working age herders</b>			570
	# of herders covered by health insurance	346	256	236
	<b># of female herders covered by health insurance</b>	162	153	146
<b>Tes soum</b>	Total # of herders	551	700	653
	<b># of working age herders</b>			440
	# of herders covered by health insurance	282	202	222
	<b># of female herders covered by health insurance</b>	152	89	109
<b>Zavkhan aimag</b>	Total # of herders	15644	16210	16512
	<b># of working age herders</b>			13162
	# of herders covered by health insurance	9534	8420	8113
	<b># of female herders covered by health insurance</b>			

<sup>9</sup> However, it could happen due to the coverage rate calculation methodology by the social insurance agency or any other bias in rate calculation, which is beyond the research capacity of the evaluator.

<sup>10</sup> Data collected from Zavkhan aimag social and health insurance department, gender data obtained from soum social insurance unit. The MIS system of social and health insurance does not disaggregate by gender, therefore, the soum social insurance officers were asked to disaggregate by gender

Graph 5. Number of the herders covered by health insurance /Graph 5.1-5.6/



There are several reasons as to why health insurance coverage rates in the target soums had not increased. Herders have been reluctant to pay for health insurance on a regular and voluntary basis because they do not have access to the “discounted medicine programme” even with the insurance. There are not any

drugstores at the soum level that would qualify to be in the “discounted medicine programme”. Therefore, it requires the herders to travel to aimag center to find such the drugstore that join the programme. From 2021, these issues are being addressed, such as the validity of soum doctors' certificates and the establishment of contracted pharmacies in each soum. Furthermore, in accordance with the health insurance law, people are allowed to pay the annual contributions as a single installment. Therefore, the herders can then pay the social insurance contribution when they need to see a doctor, to get medicine, or to get hospitalized as opposed to having had coverage throughout period leading to such the event. For example: If a herder feel sick and s/he want to visit a doctor at soum center, then he/she can pay health insurance contributions an hour before he see the doctor and these would make him covered by the health insurance.

Graph 15 below shows the average of the health insurance coverage % of herders in the target soums (34%) which was higher than national average (23%).

Graph 6. Health insurance coverage % by target soums vs national average<sup>11</sup>

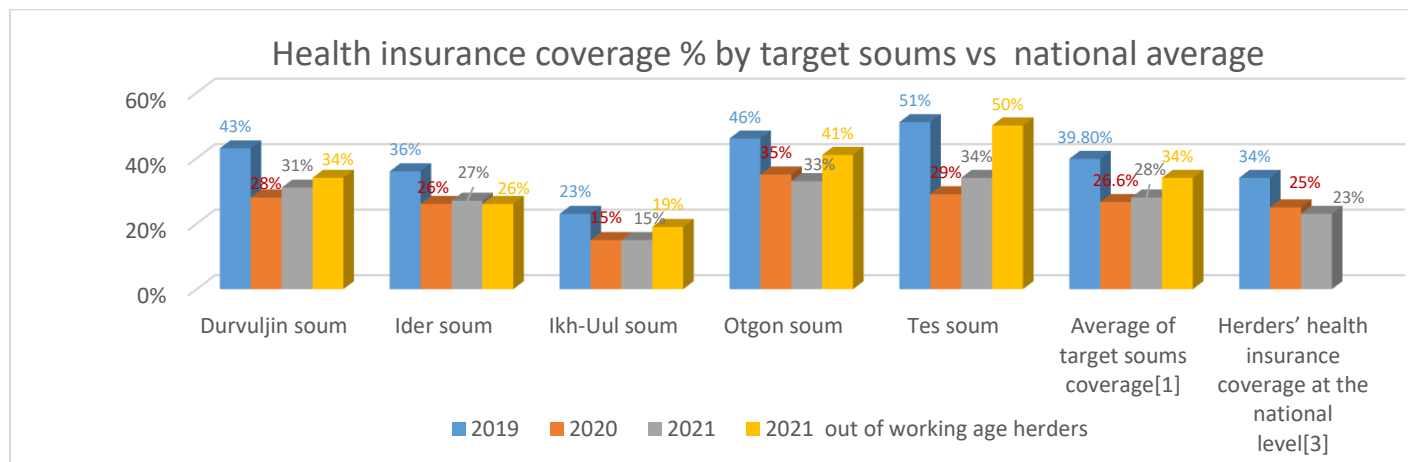


Table 9. Comparison of the herders' social and health insurance

Indicator	2019	2020	2021	2021 /Out of working age herders/
AVERAGE OF TARGET SOUMS /Social insurance/	23.20%	26.40%	22.20%	24.6%
AVERAGE OF TARGET SOUMS /Health insurance/	39.80%	26.60%	28%	34%

**Approaches to increase social insurance coverage**

The UNJP facilitated the local organizations' partnerships at the soum level to achieve the shared objectives. The teamwork approach for increasing the social insurance coverage of herders was very effective in improving the relations of the local government, civil society organizations, and herders. The

<sup>11</sup> The national level data of the working age herders was not obtained from the National Agency.



team work also improved the social insurance promoters' team working skills. In addition, they understand the roles and duties of each participating partner. The social insurance officers, teachers of the national lifelong education center, local representatives of Trade Union, the agriculture cooperatives and the herders became social insurance facilitators after attending the Training of Trainers organized by ILO.

In June 2022, the UNJP conducted a regional local consultative meeting, where all aimags (provinces) attended to develop their respective provincial plan for increasing herders' social and health insurance coverage. The 6 social partners signed a Memorandum of Understanding (MOU) to partner together for herders' social protection in the future.

The results of the FGDs and KIIs confirmed that partners and herders participated in the UNJP interventions in line with their duties and responsibilities of the respective sector, for example, the agriculture officer worked for the interventions of FAO such as delivery of pedigree animals while lifelong education center conducted trainings of reproductive health, family, and gender based violence. There was no local lead partner, and no ground tie to connect them with each other. All partners of PUNOs had not held a joint meeting during the UNJP active period at aimag level, although each of the local partners worked effectively with respective PUNOs. However, the social and health insurance advocacy for herders was done by the insurance promoting team that consists of partners such as NCLE, PUG, NAMAC and CMTU. After completion of Training of Trainers, the local partners at the soum level divided into teams to promote the understanding of the insurance benefits for herders. This teamwork was very effective at the soum level and it has contributed to the understanding of the benefits of the partnership.

In the participatory evaluation exercise, local partners of the UNJP including local government, civil society organizations, professional associations, and the herders were asked to evaluate the relevant UNJP contribution for the social and health insurance coverage and rate is as "very effective", "effective", "not very effective". The results below show the summary results of the piloting soums. The results by the target soums are attached to this report as an Annex

As to the results of the participatory evaluation exercise, 90% of the local partners of UNJP responded UNJP's contribution to expanding the understanding the benefits of the social and health insurance for herders was very effective, while 58% of the herders evaluated it "very effective". The table below shows the breakdown by levels. Although there was a difference in the evaluation of the local partners and herders, in overall the results indicate that UNJP made an excellent contribution for expanding the herders' understanding about benefits of the social and health insurance and its existing legal and regulatory frameworks. The most important response in the participatory evaluation was the fact that local (soum) government's capacity was strengthened towards the social protection of herders, especially towards the herders' social and health insurance. 90% of the partners rated the UNJP contribution for expanding the understanding the benefits of the social and health insurance for herders as very effective. As implementing partners, they have rated themselves.

*Table 10. Results of the local partners' evaluation in social and health insurance*

#	Indicators	Levels	Total (n=50)	
1	Contribution for expanding the understanding the benefits of the social and health insurance for herders	Very effective	45	90%
		Effective	5	10%
		Not very effective	0	0%
2	Contribution of the UNJP for the Objective of “No One Left Behind” policy	Very effective	24	48%
		Effective	21	42%
		Not very effective	5	10%

The herders as beneficiaries had an opportunity to rate UNJP intervention through the participatory exercise. A majority (86%) of them understood the importance of the insurance for protecting risks, while 58% responded that UNJP contribution for expanding the understanding the benefits of the social and health insurance for herders was very effective.

*Table 11. Results of the herders’ evaluation in social and health insurance*

#	Indicators	Levels	Total (n=77)	
1	Importance of the social and health insurance from protecting risks	Very effective	66	86%
		Effective	8	10%
		Not very effective	3	4%
2	Contribution for expanding the understanding the benefits of the social and health insurance for herders	Very effective	45	58%
		Effective	27	35%
		Not very effective	5	6%
3	Contribution for expanding the understanding the benefits of the social and health insurance for herders	Very effective	45	58%
		Effective	27	35%
		Not very effective	5	6%

The introduction of the innovative approaches to responding to situations and social insurance needs of herders applied to administration of social insurance schemes, for both men and women. In the participatory evaluation exercise, both the local partners and herders were asked to prioritize the importance of the innovative approaches used by UNJP to increase the herders’ social and health insurance coverage. The results by the target soums are attached to this report as an Annex 1.

*Table 12. The results of the classification of the innovative approaches by priority by partners*

Indicators	Total # of participants	# participants prioritized by categories	% by the priority categories	# Priority
To prepare local trainers and visit herders’ household to household	57	21	37%	1
Contractual obligation between employer herder and assistant herders supported by Trade Union and Employers Association	57	16	28%	2

(it includes the herder who herds livestock of non-herders who reside in urban settlements)				
Herder to herder information sharing as peer to peer approach	57	16	28%	3
Trainings organized through National Lifelong education centers about herders' insurance	57	15	26%	4
Payment of insurance contribution in non-cash via agriculture cooperative and Pastureland Users Association.	57	15	26%	5
To promote via social insurance officer at the soum level	57	13	23%	6

As to the interviews with the local partners, the social and insurance promotion was effective when visited the herders' households and provided advisory services on case by case basis. It is relevant here as most of the herders would be reluctant to share their family issues in the presence of others. However, in a case where the households are visited individually, the members were much more open to sharing their social issues. In addition, local partners highlighted the fact that the social insurance officer at the soum level is very busy with his/her duties and as such there is lack of human resource and time for them to promote the social and health insurance effectively. The team trained by UNJP worked very effective in the piloting soums to advocate for the social and health insurance for herders.

*Picture 2. Local partners FDG in Tes soum*



The FDG participants were asked to prioritize the social and health insurance promoting approaches used by UNJP for future dissemination. The herders rated the herders' door to herders' door household approach by the local trainers as very effective, while the promotion by the social insurance officer would be less effective because of his/her busy work schedule.

During the FDGs, the herders prioritized the innovative, non-traditional approaches, as results the contractual obligation between employer herder and assistant herders in paying the social insurance

contributions for the assistant herder. The herders ranked this approach as a second most effective approach. In addition, this approach touches the issues of herding the urban people's livestock by the negotiated price. It is very common in rural Mongolia, people who live in urban settlement own number of livestock and ask the herder to herd the livestock and pay for the herder per head of animals.

*Table 13. The results of the classification of the innovative approaches by priority by herders*

<b>Indicators</b>	<b>Total # of participants</b>	<b>Number participants prioritized by categories</b>	<b>Percentage by the priority categories</b>	<b>Priority</b>
To prepare local trainers and visit herders' household to household ( door to door)	72	16	22%	1
Contractual obligation between employer herder and assistant herders supported by Trade Union and Employers Association (it includes the herder who herds livestock of non-herders who reside in urban settlements)	72	14	19%	2
As results Herder to herder information sharing as peer to peer approach	72	19	26%	3
Trainings organized though National Lifelong education centers about herders' insurance	72	15	21%	4
Payment of insurance contribution in non-cash via agriculture cooperative and Pastureland Users Association.	72	14	19%	5
To promote via social insurance officer at the soum level	72	16	22%	6

### **Output 1.2 Improved income generating and entrepreneurship promotion activities /programmes accessible to herding man and women**

The UNJP improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women. Within frameworks of UNJP, 90 local counterparts were trained to be local trainers of the Lifeskill trainings, and the trainings were offered through the Youth Development Centers and Lifelong Education Centers. It is noted that 150 herders attended two rounds of trainings organized by the UNJP on starting business and gained basic skills around the topic and 14 businesses were financed in all target soums. Through financing 14 local businesses, UNJP created a total of 11 full time jobs and

38-part time jobs. In the participatory evaluation, 64% responded that the business skills trainings were “highly effective” while 19% responded as “effective”.

The UNFPA launched activities aimed at improving the livelihood of herders through strengthening herder communities, and building capacities through effective trainings. UNFPA supported 14 startup businesses in five piloting soums with business incubation support that includes financing and marketing. The local partners greatly appreciated the usefulness of the start-up business and other trainings organized by UNJP. The increased incomes of the herders’ households enabled the herders to better response to economic and climate related shocks. In addition, these projects helped the herders to diversify their income, and not to be fully dependent on the livestock income.

*Picture 3. Income generation group in Otgon soum*



There was a focus on communication skills to avoid substance abuse and managing stress, increasing awareness of sexual and reproductive health and reproductive rights (SRHR), and prevention of gender-based violence (GBV). The handouts in form of comic series were produced and 30 trainers of trainees have conducted interactive life skills trainings for 1,000 herders in the 5 selected soums. A major focus of the training was refining herders’ health seeking behavior with improved knowledge on how to prevent gender-based violence. Bringing the modules into an online version by the National Center for Lifelong Education, it gave the opportunity for herders nationwide to have an equal access to the modules nationwide.

The UNJP conducted a “Study on Herders’ Behavior towards Social and Health Insurance” to better understand herders’ behaviors towards social and health insurance schemes by the implementation partner of Independent Research Institute of Mongolia (IRIM) in collaboration with professors and researchers from Maastricht University (MU) in the Netherlands. The study identified the implementation challenges for increasing coverage of social and health insurance of herders. The challenges included the following:

1. The sparsely populated way of life of nomadic herders makes it difficult to reach every herder, especially those residing in remote areas.
2. Lack of information on the possibility of receiving compensations from the Social Insurance Fund limits the ability of the insured to take advantage of the insurance and thus reduces their interest in the Social Insurance
3. Local social insurance inspectors have limited financial resources to reach every herder

It should be highlighted that it is coincided that UNJP interventions were toward to solve the above stated challenges, although the UNJP was designed prior to the study. In order to reach the herders in the remote areas, UNJP insurance facilitators visited door to door herders' households, and used the mobile phone. The whole concept of the UNJP was against the second challenge identified in the study. The soum social insurance officer cannot reach every herder because there is no financial resource. In addition, no time to travel to distance in the working days, because there is only one social insurance officer for the entire soum.

#### **4.4.2. Institutional capacity in social protection system**

##### **Outcome 2: Institutional capacity strengthened to mainstream shock-responsiveness into the national social protection system.**

The findings of the evaluation confirm that the government's capacity had been strengthened towards improvement of social protection system and shock responsive mechanisms introduced by the UNJP. The interventions were very relevant to the existing needs of the herders' community.

One of the important outcomes of the social insurance coverage component of the UNJP was its contribution to the digitalization of the social insurance at the national level. Out of the total 330 soums of Mongolia, 48% was supplied with Equipment in the Effort to Digitalize Social Insurance Services for the rural citizens. Social insurance departments of 159 soums in 8 aimags of the country are now technically able to deliver services electronically. The General Authority of Social Insurance appreciated the methodology, training and advice, and effective implementation the UNJP in increasing the social insurance coverage of herders. With digitalization of social insurance services, the herder citizens do not have to come to the department in person to receive services.

One of the innovative approaches tested by UNJP was "To pay the herders' social insurance contributions in non-cash method via herders' agriculture cooperatives". The results contributed to the draft law recently submitted to the Parliament "To pay the herders' social insurance contributions from the monetary incentives provided by the State for herders" law. As to the existing government regulation, the herders receive monetary incentives from the State, who sold the livestock related raw materials such as sheep and camel wool and animal skins to the national factories via the agriculture cooperatives.

#### **Training modules**

The "Herder programme"<sup>12</sup> is one of the joint publications developed under the partnership of the ILO and UNFPA. It includes 22 training modules developed by the social partners, and the partners delivered

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<sup>12</sup> <https://jointsdgfund.org/article/mongolias-herder-programme>



the trainings to the target herders. These training modules are owned by the partner local organizations and they are committed to deliver the trainings nationwide. This is a solid and comprehensive nationwide programme for herders, including they shared resources to prepare local trainers in target soums of Zavkhan province. It has the main objectives of improving herders' life skills and updating their knowledge on livestock production. Moreover, it aims to set up a knowledge infrastructure to enable herders to access social-protection-related information with the ultimate goal of extending their social insurance coverage rate.

*Table 14. List of the training modules 1*

	<b>Social Partners</b>	<b>Training Modules</b>	<b>Network of the partner</b>
<b>1</b>	Social insurance departments	<ul style="list-style-type: none"> <li>• Introduction to benefits of herder's social insurance coverage</li> </ul>	21 aimags, 330 soums
<b>2</b>	National Lifelong Education Centre	<ul style="list-style-type: none"> <li>• Introduction to livestock dairy production and technologies</li> <li>• Introduction to wool &amp; cashmere production and technologies</li> <li>• Introduction to tan production and technologies</li> <li>• Introduction to meat production and technologies</li> <li>• Introduction to governance and performance of Herder cooperatives</li> <li>• Sexual and Reproductive Health and Rights</li> <li>• Prevention of Gender-based violence and substance abuse</li> <li>• Soft skills</li> </ul>	21 and 330 branches in 21 provinces and 330 soums
<b>3.</b>	Mongolian Trade and Unions	<ul style="list-style-type: none"> <li>• Herders' Freedom of Association</li> <li>• Herders' Collective Bargaining</li> </ul>	21 aimags
<b>4.</b>	Mongolian Employers' Federation	<ul style="list-style-type: none"> <li>• Legal Framework of Herders as Employers</li> <li>• Occupational Safety for Herders</li> </ul>	21 aimags
<b>5.</b>	Mongolian National Federation of Pasture User Groups	<ul style="list-style-type: none"> <li>• Responsible herder practices for sustainable grazing</li> <li>• Responsible herder practices for animal husbandry</li> <li>• Responsible herder practices for animal health</li> <li>• Responsible herder practices for livestock breeding</li> </ul>	21 aimags

		<ul style="list-style-type: none"> <li>• Responsible herder practices in the preparation of livestock raw materials and products of animal origin</li> <li>• Herders' monitoring for livestock tax implementation</li> </ul>	
6.	National Association of Agricultural Cooperatives	<ul style="list-style-type: none"> <li>• Basics of an Agricultural cooperative</li> <li>• Cooperative Service Provision</li> <li>• Supply of Cooperative Inputs</li> <li>• Cooperative Marketing</li> </ul>	21 aimags

The KII results with local government and social partners confirm that, as a result of direct and indirect influence of UNJP every staff of the local government became knowledgeable about the existing herders' social protection system, therefore, the local government turned into a promoter of the social and health insurance for herders. The UNJP improved income generating and entrepreneurship promotion activities/programmes accessible to herding men and women. Within frameworks of UNJP, 90 local counterparts were trained to be local trainers of the Life-Skill trainings and the trainings were offered through Youth Development Centers and Lifelong Education Centers. It is noted that 150 herders attended two-round trainings organized by the UNJP on starting business and gained basic skills around the topic and 14 businesses were financed in all target soums. Through financing 14 local businesses, UNJP created a total of 11 full time jobs and 38 part time jobs. In the participatory evaluation, 64% responded that the business skills trainings were "highly effective" while 19% responded as "effective".

The UNJP (FAO) organized the pasture management and disaster preparedness plans trainings in the target soums. As results, the target soums developed their own disaster preparedness plans to respond to shocks including the financing strategy. One of the local financing strategies was an income from livestock per head tax. In accordance with the existing law of "Livestock per head tax", the local citizens' representative khural has the right to set the size of livestock per head tax and spend the accumulated tax locally. The local governments identified livestock per head tax income as financing source for the disaster preparedness plan. The data collection of Resilience Index Measurement and Analysis Tool (RIMA) was expended and 1,052 local government servants in 336 districts were trained on using a short RIMA questionnaire. During March and April 2021, they interviewed 10,024 herder households. Rigorous analysis was done by FAO. The results of the RIMA analysis will inform the development of a shock responsive social protection system. RIMA-II will help o Mongolia to improve targeting mechanisms for anticipatory action in response to Dzud.

In addition, the UNJP has supported four cooperatives. As a result, herders have gotten well repaired warehouse for storage of hay, fodder and wool, cashmere and other livestock raw materials. The support from the agriculture cooperatives governed by herders led the herders to mobilize the additional resource for establishing and maintaining the shock responsive Community Contingency fund.

The "Feasibility Assessment Methodology" was developed to identify entry points for channeling



anticipatory action through national social protection systems. The objective of the methodology is to assess the readiness of national social protection systems to be able to include anticipatory actions specific to the country context. The methodology focuses on operational and policy entry points for anticipatory action in social protection – both as an approach and as concrete actions.<sup>13</sup> The UNJP organized “Stakeholders workshop” to introduce the “Feasibility Assessment Toolkit” for their future use.

The participatory evaluation both by the local partners and herders conducted to evaluate the UNJP intervention in relevance to the shock responsiveness. Out of total 50 representatives of the UNJP partners, 64% responded UNJP made “very effective” contribution for building herders’ capacity in shock responsiveness and 92% said child money was “very effective” tool for herders to protect them in the pandemic period.

*Table 15. Local partners’ evaluation for shock responsive interventions*

#	Indicators	Levels	# of participants	Percentage
1	UNJP contribution for improvements of herders’ shock responsive capacity	Very effective	32	64%
		Effective	18	36%
		Not very effective	0	0%
2	Child Money benefit for herders in COVID-19 pandemic period	Very effective	46	92%
		Effective	4	8%
		Not very effective	0	0%
3	The local government’s capacity improvements in herders’ social protection	Very effective	25	50%
		Effective	20	40%
		Not very effective	5	10%
4	UNJP contribution for improvements of the policy of the herders’ shock responsiveness	Very effective	32	64%
		Effective	13	26%
		Not very effective	0	0%

The child-focused SRSP the Child Money Programme (CMP) led by UNICEF was highly appreciated by the herders and local partners. As you can see in the table below the 97% of total herders in the participatory exercise responded CMP was “very effective”.

In April 2020 the Government top-up of the CMP increased the benefit size of the CMP to MNT 100,000 in response to the global pandemic using the SRSP pilot model. In total, 20,377 children benefitted from the SRSP cash assistance of 3 rounds, out of which 48% were girls and 52% were boys. By the end of the UNJP, all children in Mongolia indirectly benefitted as the action protection from shocks by strengthening the shock-responsiveness of the social protection system. As results, the national government accepted CMP as a simple and effective tool in shock-responsiveness of the social protection system. The local governments learnt to use the available data of the social welfare system for the shock responsive

<sup>13</sup> Feasibility Assessment Methodology

interventions. Through this process, the social partners and local governments learnt how to deal with social protection issues in the shock situations.

Since cash transfer tool in shock responsiveness was effective, UNICEF piloted the cash transfer method for the pregnant women in the target locations for vitamin and food support. All pregnant women in five soums were beneficiaries of the programme and received 80.000 MNT as one-time monetary grant assistance. To identify the target beneficiaries, UNICEF worked with soum health centers and local social welfare officers and used its system. The intervention facilitated the information exchange of the local organizations. The principle of LNOB applied and it targeted on all pregnant women no matter they are vulnerable or not.

In response to the participatory exercise, the herders evaluated their own household capacity in responding to economic and climate shocks, as to the results, out of total 25% were confident they have full capacity to respond the shocks “very effective”, while 52% responded that they can respond to the shock “effectively” which is an indication that UNJP built the confidence among the herders, the herders need to be prepared to respond the shocks.

*Table 16. Herders’ evaluation for shock responsive interventions*

#	Indicators	Levels	# of participants	Percentage
1	Usefulness of the start-up business and other trainings	Very effective	49	64%
		Effective	15	19%
		Not very effective	13	17%
2	Child Money benefit for herders in COVID-19 pandemic period	Very effective	75	97%
		Effective	1	1%
		Not very effective	1	1%
3	Participants herder’s household capacity in economic and climate shock responsiveness	Very effective	19	25%
		Effective	40	52%
		Not very effective	18	23%
4	Effectiveness of the community contingency fund methodology	Very effective	19	25%
		Effective	18	23%
		Not very effective	40	52%
5	UNJP contribution for improvements of the policy of the herders’ shock responsiveness	Very effective	40	52%
		Effective	31	40%
		Not very effective	6	8%

Overall, Table 20 below shows that the local partners were highly satisfied with the effectiveness of the trainings, advices and all other relevant interventions of the UNJP. During the KII, the partners appreciated the relevance and user-friendly way of the training materials and handouts. Despite this, one of the local partners mentioned that the content in some of the training modules developed within frameworks of the

project for the herders include more theoretical issues rather than practical.

*Table 17. Satisfaction of partners of UNJP*

#	Indicators	Levels	# of participants	Percentage
1	Satisfaction for the quality of the trainings, approaches and advices of UNJP	Highly satisfied	42	84%
		Satisfied	8	16%
		Not satisfied	0	0%

One of the UNJP shock responsiveness activities at the national level was the introduction of the Resilience Index Measurement and Analysis (RIMA-II) in Mongolia to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and dzud). The RIMA tool aims to assist the Government's effort to define the targeted population in need to receive shock responsive assistance. As to the interview results with the Ministry of Food and Agriculture, the government of Mongolia appreciates the RIMA tool introduction, and the government accepts reliable use of the tool nationwide. During the field mission, the relevant people at the soum level was not yet introduced the use of RIMA tool. Because of the pandemic the introduction of RIMA was postponed. In May 2022, FAO organized the workshop of RIMA for all stakeholders including the chairmen of all aimag National Emergency Management Agency at the national level.

The UNJP (FAO) supported 15 vulnerable herders' households (young under the age of 35 and female headed) to improve the productivity of their livestock by providing pedigree sires (4 per household) and the relevant advisory services were provided. This resulted in a total 15 vulnerable households receiving 2,271 newborn livestock with better productivity (1,296 sheep and 975 goats). It certainly helped the vulnerable households to improve the productivity of the livestock and to increase the household income. Number of new breed animals resulted of the pedigree animals, and breakdown data by soums are presented in Table 21 below. The lack of market-oriented genetic improvements incentives has led to a decrease in livestock productivity and deterioration in quality of products and raw materials. The UNJP addressed this circumstance and increase resilient capacity of herds and local livestock breeds, it organized provincial level fair pedigree animal trade fair among 23 soums of the targeted Zavkhan province.

In addition, the production of green fodder in 2021 which gave each household 100 kg seeds. As a result, each household harvested an average of 1 ton of forage (hay), which is an important mean to mitigate risk of losing livelihood due to climate induced disaster. In total, 465 herder households in pilot 3 herder cooperative, 212 people attended local training on planning of DRR, pasture management of soum.

During the field mission, in the participatory exercise, the herders evaluated the effectiveness of the tool. Although the concept of the tool was very good, it was mistaken as the "Risk Mitigation Fund" tool implemented by the "Green Gold" project funded by Sweden Development Agency (SDC) among the herders which had some problematic issues in the implementation.

The FAO supported 9 vulnerable young households (under the age of 35) and 6 women-headed households

to improve their livelihood and productivity. It provided each household with 2 pedigree sires (2 rams and 2 goats) of a local breed to improve the productivity of their herds of small ruminants in 2020 and provided trainings. As results, in total 2271 livestock (sheep 1296 and goat 975) with better productivity breeding in 3 soums as shown in the table below.

*Table 18. Results of the pedigree animals support*

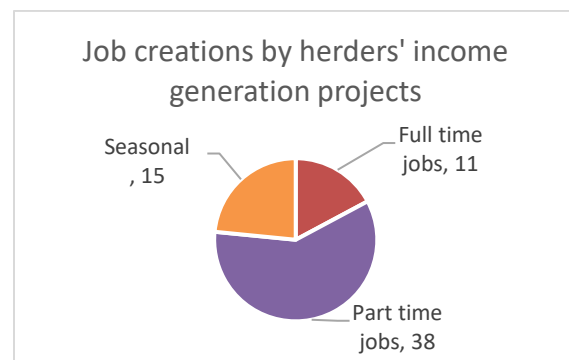
Soum	Beneficiaries HHs	Support by UNJP		# of stocked sheep and goat (newborns)		Selected to be breeding animals from newborn	
		ram	Male goat	Sheep	Goat	Sheep	Goat
Ikh-Uul	5	10	10	362	169	3	2
Otgon	5	10	10	421	380	2	2
Tes	5	10	9	513	426	17	15
<b>Total</b>	<b>15</b>	<b>30</b>	<b>29</b>	<b>1296</b>	<b>975</b>	<b>22</b>	<b>19</b>

The small grants provided for start-up businesses created a number of jobs at the soum level. We contacted with each of group to identify the job creation. Depending on the types of business, jobs were categorized into full time and part time. The seasonal businesses like “sheep wool shearing” are considered as part time jobs. The UNJP created 11 full time and 38 part time jobs.

*Table 19. Number of jobs created via supporting the start-up businesses*

Soums	# of business groups	Total # group members	Full time jobs	Part time jobs
Otgon	2	15	3	9
Ider	3	11	4	6
Ikh-uul	3	11	2	5
Tes	3	11	1	10
Dorvoljin	3	16	1	8
<b>TOTAL</b>	<b>14</b>	<b>64</b>	<b>11</b>	<b>38</b>

*Graph 7. Number of jobs created by UN JP*



The reader might surprise that the jobs of herders are herders. However, the herders' common picture should be explained here, why herders need additional jobs. Since the young age children (6-14) of herders go to school in the center of soum, one of the parents' lives in the center of soum and sends their children to school, while the other takes care of the livestock. Mothers mostly live in the center of the soum, they need to work to have an additional income source.

Introduction of the “Green Fodder planting” intervention by FAO was very much appreciated by the local community and herders in Ikh-Uul soum. The local government fenced 10 hectares of land for fodder

seeds and harvested 45 tons. The Ikh-uul soum local government itself has taken an initiative to plant the fodder seeds by the staff under guidance of FAO agro-consultant and harvested by themselves. The green fodder was provided to the vulnerable herders with discounted price. It was an effective intervention taken by UNJP in cooperation with local government for herders' climate related shock responsiveness. "Tavan Erdene" livestock productivity festival was one of the effective interventions organized by UNJP.

#### **4.4.3. Social protection financing strategy for herders**

##### **Outcome 3: Social protection financing strategy formulated for sustainable and adequate benefits for herding men, women, boys and girls, those in other groups, guided by evidence and stakeholders' dialogue**

The UNJP conducted "Study on Herders' Behavior towards Social and Health Insurance" to better understand herders' behaviors towards social and health insurance schemes by the implementation partner of Independent Research Institute of Mongolia (IRIM) in collaboration with professors and researchers from Maastricht University (MU) in Netherlands. The UNJP expects the findings of the study will contribute to the formulation of the financing strategy for herders' social protection.

The Parliament is discussing the revision of Social Insurance Package Law, where the UNJP supported the organization of discussions and dialogues among social partners. As results of the social dialogue, the 50% subsidy for herders' social insurance contribution was included in the "Social Insurance Package Law" draft. The draft law was submitted to the Parliament for discussion in Oct 2021.

During the UNJP implementation, some initiatives were taken at the local level, for formulation of the financing strategy for herders' social protection. One of the social protection financing strategy in Ider soum is the budget allocation for herders from the accumulation of the local budget from per head tax income. It is usually subject to approval of the local citizen's representative khural.

The social partners of UNJP plan to conduct the advocacy work to include the herders' social protection issue to be included in the local government budget. In addition, social partners aim to consider the herders' social protection issues to be included in the local election programme. Due to the high turnover of the local government staff, they need to be trained in a sustainable manner to understand the herders' social protection issues.

The UNJP was also part of UN Mongolia SERP, Pillar 2. Protecting people. One of the gaps highlighted in the SERP report is that the Government has poor Monitoring and Evaluation (M&E) capacity to assess and evaluate its social protection response to the pandemic. There is a lack of accurate targeting mechanism on delivering social welfare benefits to the most vulnerable during shocks and crises and the existing Management Information System (MIS) does not allow accurate identification of eligible households/individuals for rapid payment, leaving no one behind. The UNJP promoted policy and legal changes to institutionalize SRSP measures for children, including MIS improvement, as well as technical support in capacity strengthening for M&E Framework for regular and Shock-Responsive Social Protection (SRSP) social welfare programmes in the project period.

## **Contributions for SDG targets**

To what extent has the JP contributed to accelerating the relevant SDGs at the national level.

The UNJP results aimed to contribute to achievement of SDG for the following SDG targets.

### **SDG -3. Ensure healthy lives and promote well beings for all at all ages**

*Target 1.3* implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

The herders' social insurance increased at the local and national levels. The advocacy and promotion activities of the benefits of social and health insurance are expanded in the piloting soums. As results, UNJP contributed to the revision of the "Social Insurance Package Law", to include the 50% subsidy for herders' social insurance contribution by the government.

The UNJP contributes to SDG Target as nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable.

The UNJP contributed to strengthening institutional capacity to mainstream shock-responsiveness into the national social protection system have resulted in notable achievements in 2020-21. The UNJP feasibility assessment of shock-responsive social protection measures for children concluded that the existing governments' mechanism for child benefit is the most suitable system to reach the children in most effective way during shocks. Based on the evidence and lessons generated through the pilot programme, the UNJP advocated for continuation of universal CMP with top up in the time of pandemic. As a result, the Government has made budget allocation of MNT 576 billion required to maintain the current top-up of the child benefit in the first half of 2021 to help households with children to avoid negative consequences caused by the pandemic.

The RIMA tool introduced by FAO, will assist the Government to define the targeted population in need to receive shock responsive assistance. The Ministry of Food, Agriculture and Light Industry ( MOFALI) highlights its importance for resilience measurement to identify the target herders in the climate disaster.

*Target 1.5.* By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social, and environmental shocks and disasters.

The UNJP's SRSP pilot programme for children and the related technical support to the Government have illustrated the feasibility of the system to respond to shocks, as well as generated some lessons and evidence to inform the next steps in strengthening the shock-responsiveness of the social protection system, which is essential in building resilience of the poor reducing their vulnerabilities to shocks. Moreover, the pilot entrepreneurship projects support young herders to start their own business to subsidize their already vulnerable livelihood caused by extreme climate conditions. The target aims at building resilience of the poor and those in vulnerable situations and reduce their exposure and

vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters.<sup>14</sup>

**SDG-8: Promote sustained, inclusive, and sustainable economic growth, full and productive employment and decent work for all**

*Target 8.3* Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity, and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services

The pilot income generation projects contributed to increase economic productivity through diversification, technological upgrade, and innovation with a focus on value-added products. These initiatives support herders in 5 soums in Zavkhan by providing them with seed equipment, marketing items, and training to start own businesses to subsidize their livelihoods. As results of 14 pilot income generation projects, 11 full time and 38-part time jobs are created and contributed to the improved entrepreneurship skills. The followings are the methods of JP (UNFPA) used for the facilitation of the income generation projects.

- Procurement for the relevant equipment for the implementation of the income generation projects was done by the JP contracted organization.
- NGO was contract for training and monitoring for the income generation projects for better results. The skills building and business accelerating trainings were organized as complex at the soum level
- Partnership contract with herders' groups, governor, and the NGO.

**SDG-13: Take urgent action to combat climate change and its impacts**

*Target 13.1* Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries

Herder households' resilience to shocks increased through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system. Mongolia sees an overall improvement of its social protection system as a whole, as a result of improved budget structure and implementation of a sound social protection financing strategy. One of the natural disaster for herders is Dzud, natural disaster in winter, when it reaches over -30C. The UNJP contributed to strengthen herders' resilience to overcome Dzud disaster such as green fodder planting, better livestock breed and disaster preparedness plan in the piloting locations.

*Target 13.2* Integrate climate change measures into national policies, strategies and planning

The RIMA tool is introduced to the Government of Mongolia to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and dzud). The Ministry of the Food,

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<sup>14</sup> UNJP Annual report 2021

Agriculture and Light Industry is adopting the RIMA tool to identify the targeted population in the disaster. In addition, the UNJP conducted trainings for herders the better implementation of climate-smart livestock production practices for building herders' resilience to climate change. The government of Mongolia is supporting the climate smart livestock production approaches in the different ecological zones such green fodder production.

### **SDG-17 Partnerships to achieve the Goals**

*Target 17.3* Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the sustainable development goals,

The targeted capacity building activities for the local partners applied successfully in the UNJP. The capacity building training programmes were developed for local institutions such as for herders' cooperatives.

The government of Mongolia issued policy document of "National frameworks for sustainable development of Mongolia -2030" to support the global SDGs. The UNJP supports the objective 3 of the national plan "In accordance with changes in the age structure of the population, develop a social insurance system that will improve the quality of life"

*Target 17.6* Enhance the global partnership for sustainable development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the sustainable development goals in all countries, in particular developing countries

The UNJP made effort to demonstrate how partnership can work and how we can make changes together through innovative solutions collaborating with not only UN sister agencies, but also with the government, CSOs, private sector, as well as traditional and non-traditional partners of ours.<sup>15</sup>

Each PUNO brings its unique expertise to build a partnership to multiply the impact of, otherwise, an individual intervention. The UNJP is finding the right mix of experiences and expertise in improving social protection of left-behind population. ILO, FAO and UNFPA had made blended technical solution on conducting livelihood training. ILO focused on herder cooperatives' capacity building and social protection, UNFPA conducted entrepreneurship skills for young herders while FAO took actions on providing solid livestock production solutions to herder communities.

## **4.5 EFFICIENCY**

EQ: How efficiently have the JP been managed in terms of its human /financial resources and organizational / governance structure?

*Key finding 5:* The programme partners and the herders were satisfied with the technical experts and consultants procured to provide specific expertise in the relevant UNJP interventions. It indicates in terms

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<sup>15</sup> UNJP Annual report 2021



of the human recourse the UNJP was efficient. The PUNOs are composed of skilled and motivated managers with a high degree of credibility with partners. The financial impact of the JP in terms of the cost efficiency was not assessed. It is considerable that respective national government at the Ministerial level should appoint one focal point for the entire JP no matter of the components to improve efficiency.

The UNJP delivered projects on time and on budget, with a dedicated team via local contracted partners. Due to the COVID restrictions, the UNJP extended for 6 months till end of June, 2022. Therefore, some of the planned public events were organized very effectively, ambitiously in the second quarter of 2022. Some of the events conducted at the same with the evaluation period. SDGF provided funding to the PUNOs in accordance with the effort required for each outcome/objective, with contributions of PUNO. The financial impact of the JP in terms of the cost efficiency was not assessed.

The programme partners and the herders were satisfied with the technical experts and consultants procured to provide specific expertise in the relevant UNJP interventions. It indicates in terms of the human recourse the UNJP was efficient. The PUNOs are composed of skilled and motivated managers with a high degree of credibility with partners.

In terms of the overall efficiency, we consider that some of the outcome/outputs are strategic at the national policy level while some required local interventions.

The table below shows the main UNJP interventions, and the level of implementation and their effects on the beneficiary groups.

*Table 20. UNJP interventions local vs national level*

UNJP Interventions	Local level	National level	Outcome/Output
<b>Advocacy for social and Health insurance for herders (ILO)</b>	Insurance advocacy for herders in the piloting soums via contracted social partners. Innovative solutions, and incentive mechanisms are tested.	Social dialogue with national government and partners on herders' social protection, contribution for SI package law. Innovative solutions of labour relations of herder and assistant herder to pay SI insurance contribution need to be replicated	Outcome 1 "More herding men and women access to social and health insurance effectively" Output 1.1 Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of the social insurance schemes
<b>Supporting for 14 income generation projects by providing</b>	This required to work at the local level with herders'		Output 1.2 Improved income generating and entrepreneurship promotion

<b>seed capital and skills trainings (UNFPA)</b>	groups. As results 14 income generation projects in 5 soums were implemented.		activities /programmes accessible to herding man and women
<b>Providing pedigree animals and green fodder seed supply (FAO)</b>	Supported 15 vulnerable herders (young and female headed households) in 3 soums. Green fodder seeds were provided to HHs and cooperatives. Supply for better productivity pedigree animals brought good results, can be replicated in other locations		Output 2.2 The resilience of livestock –based livelihoods to climate –related risks and shocks enhanced at national, local and herder community
<b>RIMA tool (FAO)</b>	Initial piloting in the target locations	Advocacy for acceptance and use of RIMA at the national level for all soums	Outcome: Institutional capacity to mainstream shock-responsiveness into the national social protection system strengthened. (increased resilience)
<b>Child Money Programme</b>	Piloted in the target soums	The results of pilot led the CMP became a universal monthly benefit for all children of Mongolia.	Output 2.1 Shock responsive social protection measures focusing on children in herder families piloted and documented.
<b>Social policy diagnostic review and financing strategy (study)</b>		The findings of the study will be bases for the changes of the social protection financing strategy	Outcome 3: Promoting national dialogues to social protection floor and the formulation of social protection financing strategy for sustainable and adequate benefits for herding men, women, boys, and girls.
<b>“Study on Herders’ Behavior towards</b>		The findings of the study will be bases for	Outcome 1 “More herding men and women access to

<b>Social and Health Insurance</b>		the changes of the social and health insurance policy for herders	social and health insurance effectively”
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In terms of the human resource efficiency, PUNOs were coordinating their activities with respective sector responsible officers at the Ministry of Labour and Social Protection. It indicates there was no same channel to tie the components with each other at the national level. Furthermore, it would be more efficient if MLSW appoints one focal point at the Ministerial level too coordinate all UNJP relevant interventions.

ILO served successfully as a lead and administrative agent for UNJP successfully while ILO also implementing the respective component of JP. However, it might be considered for the next UNJP to have an independent coordinator that is not affiliated with any other UN agencies. The independent coordination could facilitate interlinkage of the components at the equal level without lead agency.

#### 4.6 IMPACT

To what extent has the government agencies institutionalized the support provided by the joint programme?

*Key finding 6:* The UNJP used “Quick Win” approach, i.e. it did not create new institutions, but instead focused on building the capacity of the existing institutions. The local partnership among the contracted organizations brought positive impact in advocating the insurance benefits as well as it led the local institutions to team up for any other local activities. By piloting CMP in the pandemic, the CMP became a permanent and as universal child benefit nationwide even upon end of the pandemic. The UNJP conducted two studies on social protection and policy change: “Study on Herders’ Behavior towards Social and Health Insurance” and “Social Protection Diagnostic Review and Financing Strategy (SPDR & FS)”. These studies identified issues with current social protection scheme, policy gaps, and implementation issues and suggested for further changes in the social protection and financing for social protection. Overall, the knowledge about the shock responsiveness understanding at the national and local level improved by the influence of UNJP.

In terms of the impact, the assessment had relied on the evaluation questions of: 1) has the JP made contribution to an improved social protection systems/scheme and to better shock responsiveness mechanism? 2) To what extent has the government agencies institutionalized the support provided by the joint programme?

#### **Impact on the social protection of herders**

The findings of the UNJP piloting of CMP in Zavkhan aimag confirmed the need for the CMP and its impact on the reduction of the herders’ vulnerability has been substantiated. The ESCAP micro-simulation of the CMP shows that a universal monthly benefit of MNT 100,000 per child and per month has a significant impact on poverty rates. For households with children aged 0-17, the poverty rate is more than halved which leaves around 14 percent of households in poverty, reduced from the initial 33 per cent, in

the case of no benefit at all. In addition, the UNJP partnered with ADB where the latter has conducted a simulation analysis of the impact of CMP top-up on poverty and inequality, concluding that it has the potential of reducing the current level of poverty (28.4%) to 24.7 percent. The UNJP has complemented the ADB's simulation analysis by undertaking a national level study to investigate the implementation issues, beneficiary satisfaction and use of the top-up in overcoming the socio-economic challenges faced by the households with children during the pandemic<sup>16</sup>. Based on the findings of this research, the UN RC and his office led advocacy continuation of child money top-up as one of the Government's flagship programmes to protect children in the times of shock. By the impact of the piloting CMP in the pandemic, the CMP became a permanent and as universal child benefit nationwide even upon end of the pandemic.

The social and health insurance advocacy strengthened the local government capacity at the soum level towards the coverage and benefits of the social insurance. It indicates that the UNJP made an impact on the local government to be active in the implementation of the social protection policy, as well as it signals them to analyze the system, in the future run contribute the social protection policy based on local needs. It would worth mentioning here that during FGD with the participating partners in Tes soum, the participants proudly said the entire soum government staff (about 15-20) became social and health insurance promoters for herders by the UNJP influence. It is an indication that the promotion will continue after UNJP closing.

The UNJP conducted two studies on social protection and policy change: "Study on Herders' Behavior towards Social and Health Insurance" and "Social Protection Diagnostic Review and Financing Strategy (SPDR & FS)". The findings and recommendations of these studies intended to assist social dialogue by building evidence and engaging with constituents, in order to support the Government to improve effectiveness (coverage and adequacy), efficiency and sustainability of the social protection system, including options to extend coverage to the most vulnerable (including herders and those affected by climate change) and support the government developing a social protection financing strategy, innovative solutions with support of technologies where necessary. The "Social protection diagnostic review" provided a diagnostic view of Mongolia's current social protection scheme, identified policy gaps and implementation issues, and further developed financing strategy and policy recommendations for the Government of Mongolia. Therefore, the study will be the basis to develop an appropriate financing policy for the social protection in Mongolia. Basing on the findings and recommendations of the study, ILO organized a social protection policy dialogue involving social partners and multilateral stakeholders including the UN Resident Coordinator Office (RCO), MLSP, Ministry of Health, GASHI and other social partners.

### **Impact on the shock responsiveness**

Overall, the knowledge and understanding about the shock responsiveness at the national and local levels were improved by the UNJP's intervention. The adoption of RIMA tool aims to bring herder household's resilience capacity factor to national shock and disaster assessment and management system. The Ministry

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<sup>16</sup> Annual Report UNJP 2021

of Food, Agriculture and Light Industry as national government supported the adoption of the RIMA tool, and the tool will be used nationwide for more than 300 soums in Mongolia.

The herders households' resilience towards the climate related disaster were increased in the piloting soums through green fodder planting, higher productivity livestock breeds, and improved entrepreneurship skills.

#### **Unintended change -Impact on the local partnership building**

The unintended change of the UNJP was its impact on the local partnership building. The local counterparts as representatives of Lifelong Education Center, Trade Union, Pastureland Users' Groups, social insurance officer worked as a team to promote the benefits of social and health insurance. At the soum level, UNJP-contracted civil society organizations teamed up and went door-to-door to herders' households to promote social and health insurance benefits. As to the partners' interviews, teamwork contributed to bring better results. Everyone worked in his/her areas of expertise. This local partnership brought positive impact in advocating the insurance benefits. Besides, this led the local institutions to team up for any other local activities.

#### **Impact on the system changes**

The UNJP's technical support in generation of solid evidence and high-level policy advocacy has resulted in continued vertical expansion of Government's flagship social protection programme for children throughout 2021 helping the families in overcoming the COVID-19 pandemic challenges related to income and livelihood loss. The impact of UNICEF supported vertical expansion of the CMP has been validated through various studies and studies of development partners. The UNJP continued to promote policy and legal changes to institutionalize SRSP measures for children, including Management Information System improvement, as well as technical support in capacity strengthening for M&E Framework for regular and SRSP social welfare programmes.

The results of piloting of the innovative approach of "to pay the herders social insurance contributions in non-cash by livestock related products via herders' agricultural cooperatives" contributed to the draft law recently submitted to the Parliament "To pay the herders' social insurance contributions from the monetary incentives provided by the State for herders" law. As to the existing government regulation, the herders receive monetary incentives from the State, who sold the livestock related raw materials such as sheep and camel wool and animal skins to the national factories via the agriculture cooperatives.

Digitalization of the social insurance services in 48% of total soums in Mongolia, made a high impact to the digital transition process for the entire insurance sector in Mongolia.

Ministry of Labour and Social Protection considers to adopt the JP method (UNFPA) of monitoring and facilitating of the micro/small income generation projects for its programme of "Employment Promotion Programme" and to make an amendment to internal regulation.

## **4.7 SUSTAINABILITY**

EQ: To what extent has the strategy adopted by the JP contributed to sustainability of results, especially in terms of LNOB and the social protection system?

*Key finding 7:* The local governments and implementing partners became the social and health insurance promoters as results of UNJP in the target soums. Prospects of sustainability of the training curriculum for the herders are high, where the UNJP developed them via contracted civil society organizations, the curriculums remain to be used by the training institutions in a sustainable manner after UNJP closing. The shock responsive mechanisms. RIMA tool will be used by the MOFALI and NEMA to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment. The building local partnership was an important contribution by UNJP to the local institutional strengthening, therefore, the partnership culture planted by UNJP will be used for the future projects, programs at the local level.

The UNJP enabled all herders to have access to the social and health insurance information inclusively and an advocacy and promotion of social and health insurance will continue in a sustainable manner through local trainers and partner institutions. Within frameworks of the UNJP, 22 trainings curriculums are developed by the partnered national institutions. The trainings were delivered, the training curriculums are reviewed again and improved. The training curriculums are in the subject areas of improving herders' life skills and updating their knowledge on livestock production, benefits of social and health insurance, capacity building programmes for employer-herders, and to provide support to the strengthening of herders' association.

Prospects of sustainability of the training curriculum for the herders are high, where the UNJP developed them via contracted civil society organizations, the curriculums remain part of training institutions' curriculum. At the same time, sustainability is also the greatest point of concern for the results achieved by the UNJP across all sub-components. Staff turnover at all levels of government and contract partners is beyond the UNJP's control. However, the training curricula remain under ownership of the contracted institutions.

The RIMA tool will be used by the MOFALI and NEMA to mainstream a notion of resilience of pastoral communities into relevant reforms of national policies on shock-responsive social protection, climate change adaptation and disaster risk assessment (drought and dzud).

The building local partnership was an important contribution by UNJP to the local institutional strengthening, therefore, the partnership culture planted by UNJP will be used for the future projects, programs at the local level.

The income generation projects will run in a sustainable manner. It was studies that 14 income projects, created 11 full time, 38 part time, 15 seasonal jobs at the soum level. During the field mission, the evaluator visited the projects and introduced with the income generation activities.

With regards to sustainability, the UNJP facilitated the legal and policy frameworks for the future

consideration for change and improvements.

- Social insurance package law
- Law on pensions and benefits from Social Insurance Fund
- Social protection financing strategy

The local governments and implementing partners are ready to assume ownership for UNJP outcomes and head offices of the partner organizations oversight the local activities. However, there is still room for additional capacity work with the civil society, particularly at the local level, to ensure sustainability.

The programme's cooperation with private sector partners, including agriculture cooperatives, employers' association, has demonstrated the opportunity in the private sector in increasing the coverage of the social insurance.

Prospects of sustainability of the 22 training curriculums for the herders are high, where the UNJP developed them via contracted civil society organizations, the curriculums remain part of training institutions' curriculum. In terms of the sustainability, CMP became one of the national social protection tool with a universal child benefit, RIMA tool will be used as resilience index measurement tool by the national emergency agency. Most importantly, it should be highlighted the local institutions partnership at the soum level for the advocacy of the social and health insurance for herders. It impacted at the public and private partnership development at the soum level. Most of the trainings and other services of UNJP were performed through contracting relevant civil society organizations and professional associations.

It should be highlighted in conclusion that the UNJP played a facilitation role for partnership of the local organizations to achieve the shared objective. The teamwork for advocacy of the social and health insurance was very effective. There is the local team, which is committed to promote the social and health insurance benefits in a longer run. As results, the herders' social insurance coverage rate in the target soums increased up to 25.2% as end of 2021

The KII results with local government and social partners confirm by the direct and indirect influence of UNJP, every staff of the local government became knowledgeable about the existing herders' social protection system, therefore, the local government turned into a promoter of the social and health insurance for herders.

As to the results of the participatory evaluation exercise, both the local partners and herders evaluated the UNJP interventions as highly satisfactory towards the herders' social and health insurance which indicates that UNJP made an excellent contribution to expanding the herders' understanding about benefits of the social and health insurance and its existing legal and regulatory frameworks.

The interrelation of the sub-components of the UNJP was not very strong to support each other. It can be substantiated by the following results. UNFPA supported the local herders' business start-up projects in the piloting soums, while ILO attempted to increase the herders' social and health insurance coverage. Out of total working age members of the herders' income generation 14 groups (small grant recipients), 56% of the herders covered by the social insurance. The rate could have been increased by the better

coordination of two agencies to link one component with another. The social insurance coverage of the group members could have been one of the criteria for the small grant projects. Same case applies to the FAO, pedigree animal recipients (young herders) only 33% were covered by the social insurance. Although PUNOs conducted regular monthly and quarterly meetings to update the progress, there was lack of search in finding to support the one component to another.

#### **4.8 CROSS CUTTING ISSUES**

**EQ:** To what extent are the target beneficiaries reached? Did the joint programme ensure gender balance and inclusion of people with disability in the beneficiary outreach? To what extent has the joint programme contributed to gender equality and non-discrimination and disability inclusiveness?

*Key finding 8:* The UNJP conducted trainings that were focused on communication skills to avoid substance abuse and managing stress, increasing awareness of sexual and reproductive health and reproductive rights (SRHR), and prevention of gender-based violence (GBV). The female herders' inclusiveness in the UNJP was high, the results confirm that women's participation rates were higher compared to participation of men. The coverage of the female herders for the social and health insurance was also higher. UNJP advocates made a strong influence for herders to understand the maternity benefits. In terms of the nondiscrimination, startup initiatives were selected for the investment, which includes a proposal of a herder family with children with disability, and a proposal developed by older herders. Thus, the UNJP contributed to gender equality and non-discrimination and disability inclusiveness at some extent.

#### ***Gender Equality and Non-Discrimination***

All PUNOs mainstreamed gender equality issues in the implementation of UNJP, while UNFPA had conducted gender equality trainings for herder community. The gender issues cut across all outcomes of the UNJP.

UNJP developed training module on the prevention of Gender-based Violence (GBV) and it has a great potential to further spreading the understanding of the causes and the ways of prevention of GBV. The life skills training of GBV which contributes to the understanding of gender equality and challenges the patriarchal gender norms that are widespread among herders.

The evaluation attempted to substantiate the female herders' inclusiveness in the UNJP. The results confirm that women's participation rates were higher than that of men. In the selection criteria for tangible provisions such providing seeds of green fodder, pedigree animals. UNJP concerned female headed households and young herders' families. In terms of the nondiscrimination, several re-tired herders were included as members in the income generation projects.

Some gender disaggregated data obtained in the evaluation included in this section of the report.

In the evaluation process, it was observed that UNJP advocates made a strong influence for herders to



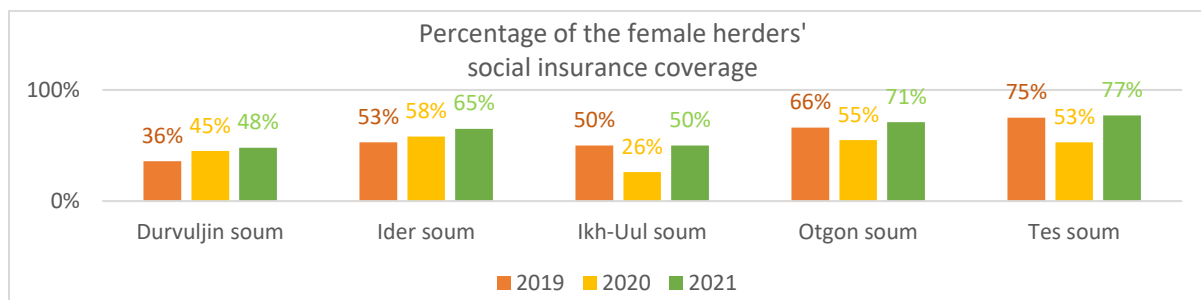
understand the maternity benefits. There was tendency among the herders to consider paying insurance contribution among the young women rather than young men.

*Table 21. Percentage of female herders out of total insured*

Name of soums	2019	2020	2021
Durvuljin soum	36%	45%	48%
Ider soum	53%	58%	65%
Ikh-Uul soum	50%	26%	50%
Otgon soum	66%	255%	71%
Tes soum	75%	53%	77%
<b>Average of target soum</b>	56.2	55.2	59.8

The graph below shows the social insurance coverage by female clients keep increasing in Ider and Durvuljin soums in the UNJP implementation years, while slight set back in 2020 in other soums due to the pandemic. In average, in the last 3 years, female herders' coverage was higher than men. It indicates that the herders have more understanding about the maternity benefit of the social insurance by the UNJP influence.

*Graph 8. Percentage of the female herders' social insurance coverage*



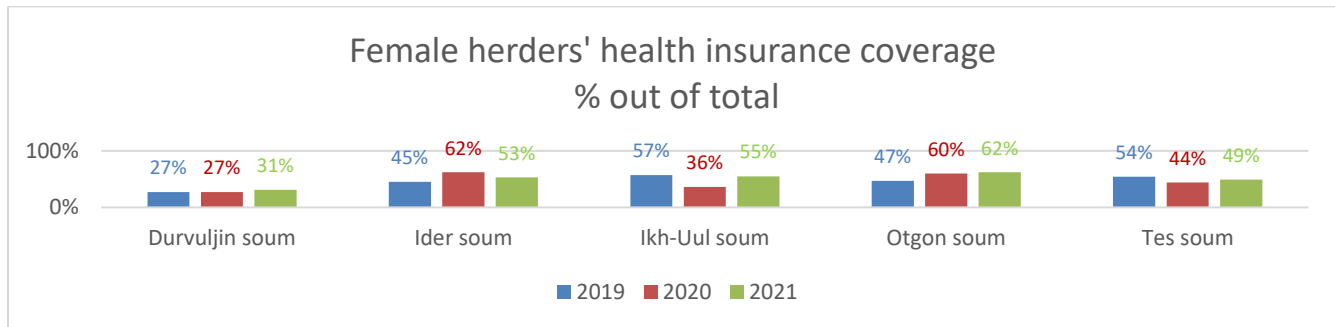
*Table 22. Percentage of female herders out of total covered by health insurance<sup>17</sup>*

Name of soums	2019	2020	2021
Durvuljin soum	27%	27%	31%
Ider soum	45%	62%	53%
Ikh-Uul soum	57%	36%	55%
Otgon soum	47%	60%	62%
Tes soum	54%	44%	49%
<b>AVERAGE</b>	46	45.8	50

It is interesting that female herders' health insurance coverage rate was lower than the social insurance. We believe that the reason behind it is ambitious promotion of the benefits of the social insurance such as maternity benefits.

<sup>17</sup> Soum social insurance unit data is analyzed by TERI

Graph 9. Female herders' health insurance coverage % out of total



### ***Inclusion of People with Disability***

There was no specific target goal in terms of the inclusion of the people with disability. However, PUNOs concerned to include the disabled people in the implementation process. Fourteen startup initiatives at soums were selected for the investment, which includes a proposal of a herder family with children with disability, and a proposal developed by older herders.<sup>18</sup> The advocacy work for social insurance coverage extended to give understanding about the existing social welfare policy for the disabled people.

### ***Environmental Concerns***

The environmental concern was not part of the UNJP, although it was very important issue relevant to the herders. The pastureland degradation issue is tied to the increased size of the animals, because in Mongolia, pastureland carrying capacity is overgrazed. It is contradictory that as the more vulnerable and poorer the herders, the greater the willingness to maximize the animal numbers to improve the household income. It was observed that the initiative of FAO of providing pedigree animals to increase the productivity per animal was better than increasing the number of animals. However, in terms of the environmental point of view, the change of number of animals not tracked. The pasturelands degradation is very high in all locations in Mongolia as pastureland is overgrazed. Therefore, it is not very much encouraged herders to increase number of animals.

### ***Contribution to Decent Work***

Decent work, as to the ILO definition, was defined as work that pays a fair income, guarantees a secure form of employment and safe working conditions, ensures equal opportunities and treatment for all and includes social protection for the workers and their families, offers prospects for personal development and encourages social integration and workers are free to express their concerns. The UNJP contributed to herders' decent work via its interventions.

The JP's intervention contributed to promote decent work for assistant herders. Before, the herders (employer), who hire an assistant herder (worker), never stepped into labour relations including contractual arrangements. Instead, wages were negotiated verbally and paid in cash and in kind (livestock). The assistant herders also never bargained for the herder employer's obligation to pay social insurance

<sup>18</sup> UNJP Annual report 2021

contributions. The JP (ILO) contributed to the “Revised Labour Law” ,which now includes a full section about labour relations between employer herder and assistant herder. JP (ILO) piloted contractual obligation between employer herder and assistant herders supported by CMTU and MONEF. The Employers Association trains the employer herders in obligations, responsibilities, and rights of being an employer, while Trade Union trains the assistant herder in his duties and rights. As a result, in all target soums [district], at least one employer herder started to pay the social insurance contributions for an assistant herder. In addition, the livestock owner, who reside in urban areas, who pay the salary for the herder per head of animals, appreciated the mechanism and already started to pay insurance contributions upon saucerful negotiation with herders. This approach contributed to the regulation of “Best Herder” at the soum, aimag and National levels, as one of the criteria of the Best Herder is payment of the social insurance contributions for an assistant herder. The evaluation team recommended that this approach can be replicated for all soums [district] to promote the herders’ social and health insurance coverage.’

## 5. CONCLUSIONS AND RECOMMENDATIONS

The COVID-19 pandemic has shown importance of social protection system. The UNJP was designed to increase social insurance coverage of herders and strengthen shock responsiveness, thus, as a whole, considered as a response to the pandemics.

The COVID-19 pandemic was a main challenge for UNJP implementation. However, UNJP managed to reach the main objectives successfully. Although, the UNJP implementation period overlapped with pandemic restriction period, it reached the main objectives successfully. Some of the planned activities had to be delayed or had to be conducted using e-solutions. We noted that the trainings for the social partners conducted online and it was considered a great success.

The UNJP was highly effective as it achieved the expected results using the existing institutional structure in Mongolia instead of developing new structure within frameworks of the project. It shows the effectiveness of the “Quick Win” approach. Key results of the UNJP include:

- Strengthening NGOs, CSOs and national institutions through partnerships and expanding the pool of partners that can competently deliver advice, trainings on social and health insurance, gender-based violence, and sexual and reproductive health and rights further for herders’ community;
- Improvements of the local herders’ and government’s knowledge in climate related shock responsiveness such as green fodder planting, improving the livestock productivity via better breeding;
- The social partnership applied effectively to the UNJP, especially in the herders’ social and health insurance component. The UNJP had the different stakeholders of the project at the policy and implementation levels including the national government, local government, civil society organizations and professional associations. The use of the available social structure brought the double benefit for Mongolia, the approach was contributed to the capacity building of the local organizations;
- The important studies conducted as to be bases for further changes of the social and health insurance policy and social protection financing strategy. These are “Herders’ behavioral study

towards social and health insurance” and “Social Protection Diagnostic Review and Financing Strategy”.

- Successful piloting of the CMP and advocacy with the national government. The UNJP demonstrated the importance of policy interventions on SRSP through its pilot CMP during both climate and non-climate related shocks, and;
- UNJP made an excellent contribution to expanding the herders’ understanding about benefits of the social and health insurance and its existing legal and regulatory frameworks.

In addition, UNJP was impactful. UNJP brought positive impact on the institutional changes at the local and government levels. CMP generated the solid evidence and high-level policy advocacy, which led into continued vertical expansion of Government’s flagship social protection programme for children throughout 2021 helping the families in overcoming the COVID-19 pandemic challenges related to income and livelihood loss. The UNJP continued to promote policy and legal changes to institutionalize SRSP measures in the relevant policies. The piloting results in one of the non-traditional innovative approaches contributed to the draft law recently submitted to the Parliament “To pay the herders’ social insurance contributions from the monetary incentives provided by the State for herders” law. UNJP made a great impact on the digitalization of the social insurance services in rural population to access to the paper less system. Ministry of Labour and Social Welfare considered to adopt the JP method (UNFPA) of monitoring and facilitating of the micro/small income generation projects. Most importantly, prospects of sustainability of the 22 training curriculum for the herders are high, where the UNJP developed them via contracted civil society organizations, the curriculums remain part of training institutions’ curriculum. In addition, local institutions partnership at the soum level for the advocacy of the social and health insurance for herders. It impacted at the public and private partnership development at the soum level and aimag levels by signing the cooperation MOU among the social partners. Despite these, the interrelation of the sub-components of the UNJP was not very strong to support each other. The PUNOs tend to operate as individual agencies rather than one entity. Each of PUNOs achieved the UNJP objectives successfully as particular PUNOs have taken the lead specific in the matters. The evaluation attempted to substantiate it by the findings.

**RECOMMENDATION 1:** The effective practice of the social partnership of the local organizations at the local level should be disseminated for future UN projects. Disseminate the non-conventional approaches of advocating herders’ social and health insurance for other locations via contracted partners.

Responsible Unit	Priority	Time Implication	Resource Implication
ILO, Social Insurance Agency, Local government	Low	Mid-term	The financial implication applies to the implementation of the approach to finance the contracted activities

**RECOMMENDATION 2:** for the next UNJP, improve the internal coordination mechanism to support each other’s interventions to have added synergy. The economic empowerment activities should be tied into the social protection activities, especially the mainstreaming of social and health insurance. A future UNJP should bring the components together, and the potential of the joint approach needs to be spelled

out more precisely by involving the local counterparts actively into the programme design phase and consult the local counterparts to facilitate UNJP interventions of different components to support each other to achieve shared objectives in an effective and efficient manner.

Responsible Unit	Priority	Time Implication	Resource Implication
All PUNOs UNRC office UN agencies	High	Mid-term	Might need an independent coordinator to facilitate the interlinkage among PUNOs as an additional human resource

**RECOMMENDATION 3:** track the financial efficiency for the next UNJP to find ways to quantify the joint programme efficiency as the programme is perceived to have resulted in cost savings through joint efforts. The joint monitoring and evaluation could be conducted for all components at the same time for better efficiency and for improvements of coherence.

Responsible Unit	Priority	Time Implication	Resource Implication
PUNOs	Moderate	Mid-term	Human and financial resource for M&E and small scale software

**RECOMMENDATION 4:** design a monitoring, evaluation, and knowledge management system to be used among the PUNOs so that progress toward results, best practices, and lessons learned can be systematically tracked and reported to all stakeholders. The joint monitoring and evaluation could be conducted for all components at the same time for better efficiency and for improvements of coherence.

Responsible Unit	Priority	Time Implication	Resource Implication
PUNOs	Moderate	Mid-term	None

## 6. GOOD PRACTICE AND LESSONS LEARNT

The evaluation identified several good practices and lessons learnt to be considered for next UNJP as below:

- The team working approach for “Advocating the social and health insurance for herders’ was very effective at the local level as it brought the stakeholders together to work collectively to reach the shared objective. Therefore, it is suggested to disseminate the team working approach at the local level for building the local partnership for any other UNJP projects.
- The FAO intervention to provide the pedigree animals for herders for better productivity can be a best practice to support the vulnerable herders to improve the quality and productivity of their livestock. In the pilot programme only 15 households in 3 target soums received 30 pedigree sheep but those HHs received 2271 newborns with better breed. The UNJP addressed the lack of market-oriented genetic improvements, which led to a decrease in livestock productivity and deterioration in quality of products and raw materials. The UNJP's efforts to organize a trade fair of the pedigree animals was a best practice.

- One of the objectives of UNJP was to increase the social and health insurance coverage of herders. The UNJP piloted several non-traditional innovative approaches to advocate the importance and benefits of social and health insurance for herders. Out of them, contractual obligation between employer herder and assistant herders supported by Trade Union and Employers Association was ranked high as an effective approach by the local government, social partners and the herders. The Employers Association trains the employer herders in obligations, responsibilities and rights of being an employer, while Trade Union trains the assistant herder in his duties and rights. The herder employer should pay the contributions for social insurance for the assistant herders. Furthermore, it should be included in the “Regulation for Sain Malchin” as a criterion for employer-herder to meet. It is also noted that the best practice here is that the owner of the livestock (taviul mal) pays the “insurance contribution for herders” for those who herd their livestock. It is very common in rural Mongolia, people who live in urban settlement own number of livestock and ask the herder to herd the livestock and pay for the herder per head of animals.

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## ANNEX-1. Lessons learned

**Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia**  
**(United Nations Joint Programme on Social Protection for Herders, Mongolia)**  
**Project DC/SYMBOL: MNG/19/50/UND**  
**Name of Evaluator: Training Evaluation Research Institute, Mongolia**  
**Date: 30 June 2022**

<b>LESSON LEARNED ELEMENT</b>	<b>Text</b>
<b>Brief description of lessons learned</b> (link to specific action or task)	PUNOs tend to operate as individual agencies rather than one entity, however, each PUNO brings its unique expertise to achieve the relevant JP objectives successfully. The partners (national, local government, social partners, beneficiaries) were not informed of the other components of UNJP and were only aware of the components that they were involved. However, within the “herders’ social and insurance coverage” component, the local partnership applied successfully to UNJP, the local contracted institutions teamed up to conduct an advocacy for herders about benefits of the social insurance. It contributed immensely for the partnership building at the soum level.
<b>Context and any related preconditions</b>	UNJP implementation years overlapped with pandemic restriction period. Due to the imposed restrictions on travel, when UNJP started the PUNOs did not have the chance to visit all piloting locations, and introduce the local partner institutions to each other, to organize all stakeholders’ joint meeting and explain the cooperation opportunities. Secondly it is first joint project of UN agencies in Mongolia, and PUNOs in Mongolia were not experienced in implementing joint projects. Each PUNO worked in its mandate area, but failed very much in seeking to tie the UNJP interventions with each other. UNJP made different contracts with partnering social institutions for respective component implementation.
<b>Targeted users / Beneficiaries</b>	Herders are main target of UNJP. These lessons learnt are targets PUNOs and other government and non-governmental partners.
<b>Challenges /negative lessons - Causal factors</b>	UNJP had several focal points at the Ministry of Labour and Social Protection in line with their respective activities which in turn the policy was not tied at the national level. As results, the social protection component (social and health insurance coverage of herders) was not linked with shock responsiveness (supporting entrepreneurship skills, provision of pedigree animals for better productivity) component. The beneficiaries of the income generation projects, and tangible support recipients, should have been covered by the social and health insurance.
<b>Success / Positive Issues - Causal factors</b>	The success appeared at the local level within the component lead by ILO, the facilitation of the local partnership for advocating and promoting the benefits of social and health insurance. The local counterparts as representatives of Lifelong Education Center, Trade Union, Pastureland Users’ Groups, social insurance officer worked as a team to promote the benefits of social and health insurance. They went



the door to door to herders' households and have provided advice to the herders on case-by-case basis about the existing policy of the social and health insurance. As to the partners' interviews, working as team, they have complemented each other in promoting the benefits. It provided an opportunity for local contracted organizations to exchange experience, and opened a door to partner for any other activities at the local level as a team.

## ANNEX-2. Good practice

### Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia)

**Project DC/SYMBOL: MNG/19/50/UND**

**Name of Evaluator: Training Evaluation Research Institute, Mongolia**

**Date: 30 June 2022**

*The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.*

<b>GOOD PRACTICE ELEMENT</b>	<b>TEXT</b>
<b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.)	One of the innovative approaches used by UNJP to to increase the social and health insurance coverage of herders was the introduction of contractual obligation between employer herder and assistant herders. This innovative approach which was supported by Trade Union and Employers Association, was ranked high as an effective approach by the local government, social partners and the herders to promote increased social and health insurance coverage. The Employers Association trains the employer herders in obligations, responsibilities and rights of being an employer, while Trade Union trains the assistant herder in his duties and rights.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	UNJP contributed to make an amendment to the “Revised Labour Law” about the labour relations of employer herder and assistant herder. In addition, this approach touches on the issues of herding the urban people’s livestock by the negotiated price. It is very common in rural Mongolia, people who live in urban settlement own number of livestock, and ask the herder to herd the livestock and pay for the herder per head of animals. Before the “Revised Labour Law”, the herders, who hire an assistant herder, never stepped into labour relations such as making contract. Instead of it, they had negotiated the salary verbally in cash and in kind (number of livestock). The assistant herders also never bargained for the herder employer’s obligation to pay social insurance contributions. It was nationwide common picture. However, the regulatory frameworks enabled the formal legal relationship between the employer herder and assistant herder. This approach can be replicated for all soums to promote the herders’ social and health insurance coverage. In accordance to the labour relations, the herder became an employer, and the herder

	should bear the obligations, which all employers meet including to pay the insurance contributions for employee.
<b>Establish a clear cause-effect relationship</b>	This approach contributed to the regulation of “ Best Herder” at the soum, aimag and National levels, as one of the criteria of the Best Herder is payment of the social insurance contributions for an assistant herder. Herders received awareness raising on freedom of association, rights to collective bargaining and benefits of social insurance and support to networking assistant herders. These would help to promote increased social and health insurance coverage rate.
<b>Indicate measurable impact and targeted beneficiaries</b>	In all target soums, the employer herders (at least one) in all five target soums started to pay the social insurance contributions for an assistant herder. In addition, the livestock owner, who reside in urban areas, who pay the salary for the herder per head of animals, appreciated the mechanism and already started to pay insurance contributions upon successful negotiation with herders.
<b>Potential for replication and by whom</b>	Social Insurance Agency, Ministry of Labour and Social Protection, Local governments. Ministry of Food, Agriculture and Light Industry

### ANNEX-3. Status of achievement against the Results Framework's indicators

Result / Indicators	Baseline	Planned target	UNJP performance	Reasons for variance from the planned target (if any)
Outcome 1 indicator 1: Number of herders covered by health and social insurance, disaggregated by men and women, and age groups	According to GASInsurance, 40,906 (22,856 are women) and 114,610 (55,420 are women) <sup>19</sup> herders are covered by social insurance and health insurance respectively, which accounts for only 15 per cent and 40 per cent, respectively, of total of 288,7 thousand herders <sup>20</sup> .	Social and health insurance coverage is increased from 15 to 20 per cent and from 40 to 50 per cent, respectively.	The average social insurance coverage in the respective soums reached at 24.6%. The average health insurance in the piloting soums is	Inconsistent data of the insurance agency at local and national levels. Herders do not pay the contributions due to the lack of access to the “Discounted medicine” programme, or an opportunity to pay annual contribution at once when needed
Output 1.1 indicator: Number of innovative solutions recommendations for improvements or design of new schemes for herders, including measures responding to women's specific needs and interests.			More than 10 innovative solutions are piloted.	
Output Indicator 1.2 Number of cooperatives/herders using services offered youth	Prepared 90 trainers of the Life-Skill trainings and the trainings are offered through	At least 100 herding men and women are trained	30 trainers of trainees have conducted interactive life skills trainings for 1,150 herders in the	

<sup>19</sup> Data received from GASInsurance, September 23, 2019;

<sup>20</sup> www.1212.mn

development centers including life skill and income generating training.	Youth development centers and Lifelong Education Centers in each soums of Mongolia, which are currently operating under the AFCYD. The UNFPA has supported 17 out 32 Youth Development centers in 2014-18.	on life skills and livelihood skills	5 selected soums. Bringing the modules into an online version by the National Center for Lifelong Education, it will give the opportunity for herders nationwide to equally access the modules nationwide..	
Number of herders trained on LSE and income generation	90	100	The locally trained trainees were advantage to reach out more herders in the selected 5 soums without requiring much efforts. More than 1000	
Number of herders started a business	0	64 people	14 local businesses with 107 members in 5 target soums were trained and received seed capital from UNJP	
Outcome indicator 2: Government, in consultation with social partners, considers improved organizational structures, financial and technical resources or improved training tools for herders' increased resilience.	Existing social protection schemes and husbandry services for herders are not sensitive to shocks, disaster risk reduction and management.	None	RIMA tool will be used by MOFALI and National Emergency Agency to measure the herders HH resilience to the shocks. Training modules are developed and tested.	
Output indicator 2.1: Empirical-based recommendations on the design	UNICEF has conducted a study on shock responsive social protection, with	1	Empirical evidence provided to the National Government and CMP became a universal benefit	

and administration of shock-responsiveness measures in child money programme	particular focus on Child Money Programme, in 2018.		for all children.	
Output indicator 2.2.3 Number of vulnerable (young and female-headed) herder households improved their coping strategies for dzud at national, local and community level	0	15	% Young and female headed herders received pedigree animals for better productivity and received green fodder seeds	
Outcome indicator 3: Government, in consultation with social partners, formulate a financing strategy for SP for herders that takes into account a whole life cycle approach, for male and female herders.	Mongolia is under the austerity programme of IMF. ABND on Social Protection Floor was carried out in 2015.		The social protection diagnostic review was conducted and results submitted to the relevant stakeholders.	
Output indicator 3.1.1: Number of reports and dialogues including the recommendation of financing strategy to the Government with focus on age and	The Social Protection Diagnostic Review and Financing Strategy will be produced and Mongolian Social Protection Floor evaluation was re-defined.	1 dialogue and 1 national conference is hosted by UNRC.	Diagnostic review is completed and discussion workshop was organized among the relevant stakeholders.	

## ANNEX-4. List of the key informants' interviewers and KII matrix

### 1. Matrix of KIIs

#	Key informants	Levels		
		National	Provincial	Soum
1	UN RC	2		
2	PUNOs	4		
3	Ministry of Labour and Social protection	1	1	2
4	Ministry of Food, Agriculture and Light Industry	1	1	3
5	Pastureland users' groups		1	2
6	Herders' agriculture cooperatives	1		2
7	National Center for Lifelong Education (NCLE),	1		3
8	Local government		2	4
9	National Social and Health Insurance departments at local level		1	4
10	Herders/grant recipients			8

### 2. List of KII interview participants

#	Name	Organization	Position	Email	Mobile phone
1	Doljinsuren J	RCO	Head of development policy and planning	<a href="mailto:doljinsuren.jambal@un.org">doljinsuren.jambal@un.org</a>	94112930
2	Tapan Mishra	RCO	Resident Coordinator	<a href="mailto:tapan.mishra@un.org">tapan.mishra@un.org</a>	
3	Lkham P	ILO	National coordinator	<a href="mailto:lkham.purevjav@undp.org">lkham.purevjav@undp.org</a>	80151098
4	Solongo	UNFPA	Project Officer	<a href="mailto:solongo@unfpa.org">solongo@unfpa.org</a>	
5	Shinetugs	UNFPA	Project Officer	<a href="mailto:bayanbileg@unfpa.org">bayanbileg@unfpa.org</a>	99197702
6	Jigjidpurev S	FAO	Project Officer	<a href="mailto:jigjidpurev.sukhbaatar@fao.org">jigjidpurev.sukhbaatar@fao.org</a>	99898408
7	Khurelmaa D	UNICEF	Project officer	<a href="mailto:kdashdorj@unicef.org">kdashdorj@unicef.org</a>	99009820
8	Nasan-Ulzii E	UNICEF	Special Policy Specialist	<a href="mailto:enasanulzii@unicef.org">enasanulzii@unicef.org</a>	
9	Naranchuluun	Food and Agricultural department	Disaster risk specialist	<a href="mailto:naranchuluun31@gmail.com">naranchuluun31@gmail.com</a>	99190332
10	Ankhubayar G	MLSP	Labour and social welfare specialist	<a href="mailto:ankhubayar@mlsp.gov.mn">ankhubayar@mlsp.gov.mn</a>	99090236

11	Amarsaikhan	NCLE	Training and research department	<a href="mailto:amarsaikhan@ncle.edu.mn">amarsaikhan@ncle.edu.mn</a>	99082038
12	Ekhjargal	Mongolian Employers' Federation	Head of department	<a href="mailto:enkhjargal@monef.mn">enkhjargal@monef.mn</a>	94091854
13	Nyamdavaa M	CMTU	Head of department	<a href="mailto:mangaljavyamka@gmail.com">mangaljavyamka@gmail.com</a>	99013768
14	Ganbaatar	NAMAC	Cooperative development department	<a href="http://namac.mn">namac.mn</a> , 11-458899	99069283
15	Myagmarsuren G	Provincial Governor's office	Head of Governor's office		
16	Bolormaa A	Provincial Governor's office	Deputy Chairman		
17	Narantsetseg R	Provincial Governor's office	Agriculture and SME policy implementation specialist		91001981
18	Renchindorj E	Social insurance department	Training, publicity and information specialist		99025370
19	Odontuya O	Soum Governor's office	Head of Governor's office		99046624
20	Selenge Yo	Soum Governor's office	Specialist		93012544
21	Tsogt D	Soum Governor's office	Head of Agriculture Department		98709750
22	Ononpuntsag S	National Center for Lifelong Education	Teacher		98612113
23	Ganbold M	Herder	Indirect beneficiary		98700306
24	Adyasuren A	Herder	Direct beneficiary		88988532
25	Badamdorj	Herder	Direct beneficiary		98182263
26	Naranchimeg B	Herder	Direct beneficiary		94090364
27	Munkhkhurel Ch	Soum Governor's office	Head of Governor's office		

28	Byambatseren S	Khatan Ider cooperative	Head of Khatan Ider cooperative	88094899
29	Batbaatar L	Mongolian National Federation of Pasture Users Groups	Representative	98227644
30	Ulziijargal S	Social and health insurance department	Inspector	99666360
31	Munkhjargal N	National Center for Lifelong Education	Teacher	99135774
32	Sharavjamts G	Herder	Direct beneficiary	98803842
33	Ariunaa G	Herder	Direct beneficiary	97082588
34	Dashdelger V	Soum Governor's office	Head of Governor's office	91112416
35	Davaasuren G	Soum Governor's office	Agricultural specialist	92060109
36	Narangerel B	Toonot Doono cooperative	Executive Director	98116195
37	Batbaatar B	National Center for Lifelong Education	Teacher	99059092
38	Altantsetseg Sh	Herder	Direct beneficiary	91344448
39	Batchuluun B	Herder	Direct beneficiary	91641299
40	Amgalanbaatar	Soum Governor's office	Head of Governor's office	
41	Ikhbayar S	Social and health insurance department	Inspector	99202670
42	Baasankhuu B	Labour and social welfare department	Specialist	99577774
43	Sosorburam B	MONEF	Representative	98112134
44	Jargalsaikhan B	Herder	Indirect beneficiary	98608955



## ANNEX-5. Results of the participatory evaluation by soums in prioritization of the innovative approaches

### 1. Results of the classification of the innovative approaches by priority by **Ider** soum herders'

#	Indicators	1	2	3	4	5	6	Total # of votes
1	Herder to herder information sharing as peer to peer approach	4	7	2	2	2	1	18
2	Trainings organized though National Lifelong education centers about herders' insurance	1	2	3	3	5	4	18
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	1	5	3	5	2	2	18
4	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)	1	2	3	6	1	5	18
5	To promote via social insurance officer at the soum level	4	1	4	2	6	1	18
6	To prepare local trainers and visit herders' household to household	2	2	4	2	3	5	18

### 2. Results of the classification of the innovative approaches by priority by **Ikh-Uul** soum herders'

#	Indicators	1	2	3	4	5	6	Total # of votes
1	Herder to herder information sharing as peer to peer approach	6	1	3	7	3	3	23
2	Trainings organized though National Lifelong education centers about herders' insurance	4	5	2	3	4	5	23
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	5	2	6	4	2	4	23
4	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)	5	4	1	1	4	8	23
5	To promote via social insurance officer at the soum level	5	3	7	5	2	1	23
6	To prepare local trainers and visit herders' household to household	5	7	2	2	3	4	23

### 3. Results of the classification of the innovative approaches by priority by **Tes** soum herders'

#	Indicators	1	2	3	4	5	6	Total # of votes
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1	Herder to herder information sharing as peer to peer approach	3	1	2	1	3	1	11
2	Trainings organized though National Lifelong education centers about herders' insurance		3	2		1	5	11
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	4		1	2	3	1	11
4	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)		4	1	2	3	1	11
5	To promote via social insurance officer at the soum level	3	2	4			2	11
6	To prepare local trainers and visit herders' household to household	1	2	3	2	1	2	11

4. Results of the classification of the innovative approaches by priority by **Otgon soum herders'**

#	Indicators	1	2	3	4	5	6	Total # of votes
1	Herder to herder information sharing as peer to peer approach	3	5	6	3	1	2	20
2	Trainings organized though National Lifelong education centers about herders' insurance	3	4	4	3	4	2	20
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.		5	3	4	7	1	20
4	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)	3	1	2	4	6	4	20
5	To promote via social insurance officer at the soum level	2	3	4	5	3	3	20
6	To prepare local trainers and visit herders' household to household	7	1		4	3	5	20

5. Results of the classification of the innovative approaches by priority by **Uliastai soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
1	Herder to herder information sharing as peer to peer approach	5			2	2	1	10
2	Trainings organized though National Lifelong education centers about herders' insurance	1		1	3	3	2	10
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	3			4	2	1	10

<b>4</b>	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)		3	2	2	1	2	10
<b>5</b>	To promote via social insurance officer at the soum level	1	2	5	2			10
<b>6</b>	To prepare local trainers and visit herders' household to household		2	3	1	1	3	10

6. Results of the classification of the innovative approaches by priority **by Ider soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
<b>1</b>	Herder to herder information sharing as peer to peer approach	2		3	1	2	3	11
<b>2</b>	Trainings organized though National Lifelong education centers about herders' insurance		5		2	1	3	11
<b>3</b>	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	5	2		2	2		11
<b>4</b>	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)				2	4	5	11
<b>5</b>	To promote via social insurance officer at the soum level	2	4	1	3	1		11
<b>6</b>	To prepare local trainers and visit herders' household to household	4	1	3		1	2	11

7. Results of the classification of the innovative approaches by priority **by Ikh-Uul soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
<b>1</b>	Herder to herder information sharing as peer to peer approach	3		3				6
<b>2</b>	Trainings organized though National Lifelong education centers about herders' insurance		2		1	1	2	6
<b>3</b>	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.		2	2	1	1		6
<b>4</b>	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)		3	1	2			6
<b>5</b>	To promote via social insurance officer at the soum level	1	2	1	1	1		6

<b>6</b>	To prepare local trainers and visit herders' household to household	1	1	1			3	6
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8. Results of the classification of the innovative approaches by priority **by Tes soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
<b>1</b>	Herder to herder information sharing as peer to peer approach	2	1	2	1	2	1	9
<b>2</b>	Trainings organized though National Lifelong education centers about herders' insurance	1	1	2	2	1	2	9
<b>3</b>	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	2	3		2	2		9
<b>4</b>	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)				1	4	4	9
<b>5</b>	To promote via social insurance officer at the soum level		1	1	2	3	2	9
<b>6</b>	To prepare local trainers and visit herders' household to household	4	2	1	1	1		9

9. Results of the classification of the innovative approaches by priority **by Otgon soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
<b>1</b>	Herder to herder information sharing as peer to peer approach	3	1	7	3	2		16
<b>2</b>	Trainings organized though National Lifelong education centers about herders' insurance		2	5	6	1	2	16
<b>3</b>	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.		3	2	2	8	1	16
<b>4</b>	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)		5	3	1	3	4	16
<b>5</b>	To promote via social insurance officer at the soum level	1	3	2	2	2	6	16
<b>6</b>	To prepare local trainers and visit herders' household to household	11	1	1			3	16

10. Results of the classification of the innovative approaches by priority **by Durvuljin soum partners**

#	Indicators	1	2	3	4	5	6	Total # of votes
1	Herder to herder information sharing as peer to peer approach			1	2		2	5
2	Trainings organized through National Lifelong education centers about herders' insurance	1	1	1	1	1		5
3	Payment of insurance contribution in non-cash via agriculture cooperative and MNFPUG.	3	1	1				5
4	Contractual obligation between employer herder and assistant herders supported by CMTU and MONEF (it includes the herder who herds livestock of non-herders who reside in urban settlements)		1	1	1	1	1	5
5	To promote via social insurance officer at the soum level		1	1	1		2	5
6	To prepare local trainers and visit herders' household to household	1	1			3		5

## ANNEX-6. Tables of number and types of participants in FGDs

### 1. Number and types of herders in FGDs

Name of soums	Herders FGD	Khot ail (Herders HH neighbors)	Total herders in FGDs	Young herders out of total	Direct beneficiaries out of total
Durvuljin /Zoom/ Ider	2		2		
Ider	13	6	19	6	10
Ikh-Uul	25	6	31	5	6
Otgon	15	5	20	5	10
Tes	14	6	20	10	12
Zavkhan aimag			0		
<b>TOTAL</b>	<b>69</b>	<b>23</b>	<b>92</b>	<b>26</b>	<b>38</b>

### 2. Number and types of stakeholders in FGDs

Name of soums	Partners FGD	NCLE	CMTU	Social Insurance Inspector	Agriculture specialist	LWS Specialist	MONEF	Emergency Agency	MNFPUG	Agriculture	Other
Durvuljin /Zoom/ Ider	5		1	1	1	1			1		
Ider	11	1	1	1					1	2	5
Ikh-Uul	10	2	1	1	1	1				2	2
Otgon	12	1	1	1	1	1	1		1		5

Tes	10	1	1		3					2	3
Zavkhan aimag	11		1	3	1	1	1	1	1		2
<b>TOTAL</b>	<b>59</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>7</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>6</b>	<b>17</b>

## ANNEX -7 Term of Reference

Joint Programme Title	Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia)
Project Location	Mongolia
Type of Evaluation	Joint Evaluation
Evaluation timing	Final
Project Period	1 February 2020 – 30 June 2022 (29 months)
Implementation Agency	ILO, UNICEF, FAO and UNFPA
Funding Agency	United Nations Joint SDG Fund
Total budget	US \$ 2,365,000
Type of contract	External Collaboration Contract
Structure of Evaluation team	A team of evaluation consultants (Mongolian nationals)
Expected evaluation dates	1 March 2022 – 15 June 2022
Evaluation Manager	Rattanaporn Pongpattana, Monitoring and Evaluation Officer, ILO Regional Office for Asia and the Pacific
Joint Evaluation Committee	Composed of RC/O and PUNO M&E Specialists or relevant staff who had not prior involvement in the project implementation, the JEC has the approves authority of the evaluation process and report.
Evaluation Reference Group	Comprised by project teams from all the PUNOs, the ERG provides comments and substantive feedback to ensure the quality – from a technical point of view – of key evaluation deliverables including the inception report and draft report.

### Background of the Joint Programme

In Mongolia, the herding population is one of the groups currently being left behind. Herders' situation is particularly threatening as land degradation has reached 70 per cent due to climate change and exceeding livestock numbers. Mongolia is already experiencing unprecedented impacts from climate change – with the annual mean air temperature increasing by 2.24°C from 1940 to 2015. As patterns of climate change are becoming extreme, herders with restricted information and access to services are highly vulnerable to adverse livelihoods risks, and hence further vulnerable to fall deeper into poverty. Social protection could be a key instrument in the provision of income security but only 15 per cent of herders contribute to social insurance schemes; while a systematic social protection approach to shock

is missing, both in terms of preparedness and response. Herders also have difficult access to services due to their lack of information about the services, financial ability to contribute for social insurance, their nomadic lifestyles and reducing interest in participating in contributory schemes. The Extending Social Protection to Herders with Enhanced Shock Responsiveness in Mongolia (United Nations Joint Programme on Social Protection for Herders, Mongolia), funded by the Joint SDG Fund, is a joint ILO, UNICEF, FAO and UNFPA project. The JP seeks to support national authorities and provincial governments, in closing the social protection gaps for this population, with a particular concern on its role in reducing their vulnerabilities to poverty and extreme climate change.

**Expected SDG Impact:** By the end of the UN Joint Programme, it is expected that the social insurance coverage rate for herders, which stands at 15 per cent at the end of 2018, will be increased to 20 per cent, while the health insurance coverage herders will be raised to up to 50 per cent from currently less than 40 per cent. In addition, herder households' resilience to shocks will be increased through strengthened institutional capacity to mainstream shock-responsiveness into the national social protection system. Mongolia will see an overall improvement of its social protection system as a whole, as a result of improved budget structure and implementation of a sound social protection financing strategy.

**The expected impact of the JP :** Herding men, women, and their girl and boy children will have improved wellbeing as a result of having access to adequate social protection benefits that meet their individual needs. Their livelihoods, measured by increased earning power, access to education and other social services and reduced loss of animals from disasters or other calamities, will improve as a result of their increased knowledge to manage livestock and access related insurance. The government will have increased capacity to discern the specific needs and interests of the herding population, make necessary adjustments to the administration of social protection system and secure fiscal space and effective resources mobilization strategy for a sustainable social protection system. A culture of social protection will become a prominent feature in Mongolia whereby social groups recognize the importance and relevance of social protection to their individual wellbeing, engage in social and policy dialogues and reach consensus and national pact to secure access to sustainable social protection benefits.

### Expected outcomes and outputs

Outcome statement	Key Achievements (as of June 2021)	Responsible agency
<p>Outcome 1: More herding men and women access social and health insurance effectively.</p> <p><i>Output 1.1: Innovative solutions responding to life contingencies and social insurance needs of herders applied to the administration of social insurance schemes, both men and women.</i></p>	<p>The outreach activities to raise awareness on the benefits of social and health insurance carried out by local social insurance officers and social partners (resulted in 5% increase of the social insurance coverage.</p> <p>Herder programme, that consists of LLE trainers' methodological manuals, herder handbooks, and their digital/online versions on the six key livestock production skills and knowledge including herders' social protection topic, was developed as a formal sub-programme at nation-wide training institution of National Centre for Lifelong Learning Education (NCLLE), and, through LLE centers and local LLE trainers, the herder programme become accessible to all herders.</p> <p>Six Herder cooperatives and pastureland user groups in 5-</p>	<p>ILO</p>



Outcome statement	Key Achievements (as of June 2021)	Responsible agency
<i>Output 1.2 Improved income generating and entrepreneurship promotion activities/ programmes accessible to herding men and women</i>	<p>target soums, Zavkhan, have pilot tested four incentive mechanisms to improve herders' social insurance coverage and income.</p> <p>User-friendly training modules on life skills to avoid substance abuse and managing stress, sexual and reproductive health and reproductive rights, and prevention of gender-based violence, which aim to contribute to the livelihoods and resilience of herder communities, were developed.</p>	UNFPA, ILO
<p>Outcome 2: Institutional capacity strengthened to mainstream shock-responsiveness into the national social protection system.</p> <p><i>Output 2.1 Shock responsive social protection measures focusing on boys and girls in herder families piloted and documented.</i></p> <p><i>Output 2.2 The resilience of livestock-based livelihoods to climate-related risks and shocks enhanced at national, local and herder community</i></p>	<p>Through the JP's policy advocacy and technical support, the Governments' flagship social protection programme for children has been scaled up in response to the pandemic. In the first half of the year, USD 400 million was leveraged to fund the child benefit top-up.</p> <p>Evidences and lessons generated by the JP were used to inform development of the joint country roadmap to mainstream shock-responsiveness into the national social protection system.</p> <p>The data collection of Resilience Index Measurement and Analysis Tool (RIMA) was expended and 1,052 local government servants in 336 districts were trained on using a short RIMA questionnaire. During March and April 2021, they interviewed 10,024 herder households. Rigorous analysis was done by FAO RIMA experts following a careful data validation process. The results of the RIMA analysis will inform the development of a shock responsive social protection system.</p> <p>As alternative measures aiming to increase resilience, 18 tons of fodder seeds with the proper agro-technical service were provided to three herder cooperatives, and the cultivation on 120 hectares of land belonging to the cooperatives was carried out by members of the cooperatives using part of the community contingency fund initiated by the UNJP project.</p>	<p>UNICEF</p> <p>FAO</p>
<p>Outcome 3: Social protection financing strategy formulated for sustainable and adequate benefits for herding men, women, boys and girls, those in other groups, guided by evidence and stakeholders' dialogue;</p> <p><i>Output 3.1 Financing strategy options for sustainable and adequate benefits guided by evidence and stakeholders' dialogue</i></p>	<ul style="list-style-type: none"> <li>• The Study on Herders' Behaviour towards Social and Health Insurance, was produced? identifying the key issues and gaps in relation to access to services among the herder populations social protection financing. Social Insurance Department, MLSP pays high importance to Herders' Behaviour study assuming its findings and recommendations would be potential policy change towards herders.</li> <li>• Also, the JP developed the ToRs of Social Protection Diagnostic Review and Financing Strategy study and an international lead consultant is assigned. This study will update social floor data of Mongolia and provide recommendation towards financing strategy of social protection system of Mongolia.</li> </ul>	All PUNOs under the leadership of UNRC, UNFPA and ILO

**The Target groups** of the project include: Herders (female and male) and their family.

	<b>Direct influence</b>	<b>indirect influence</b>
Women	X	
Children	X	
Girls	X	
Youth	X	
Persons with disabilities		X
Older persons		X
Rural workers	X	
Herders	X	

### **Theory of change**

The causal logic for the change is as follows:

#### **- IF the Government of Mongolia and stakeholders**

know about herders' income and expenditure and their behavior towards financial decision making;  
 design and implement social protection schemes and programmes to meet herders' needs and interest, in a way to ensure income guarantee along their life cycles;  
 integrate policy and administrative innovations in the national social protection system;  
 have a robust research and development capacity to improve social protection system as a whole;  
 delivers benefits and their administration the diverse needs of men and women in any occupation and any age groups  
 know how to communicate with stakeholders and herders for better understanding and knowledge and ensure their participation;  
 exchange knowledge and practices with other countries and learns from international best practices, recommendations and norms on social protection;  
 is committed to increase its ability to finance and replicate the good practices and recommendations to improve social protection for herders and;

#### **IF herding men, women, boys and girls,**

have access to knowledge and information about social protection, social and economic resources and assistance in livestock management and business management and improvement;  
 are convinced of the benefits of social protection; and  
 are enrolled in contributory schemes of social and health insurance; and

#### **IF the Government, and social partners, herders, IFIs and others,**

are regularly engaged in dialogue and reach consensus on the level of social protection benefits, financing strategy, the minimum allocation of national budget to social protection...

**THEN** Mongolia can divert the herders' paths to a universe free of poverty, and make substantive progress towards achieving social and economic development for the country as a whole.

### **Purpose, objectives and scope of the joint evaluation**

The main purpose of this final joint independent evaluation is to promote accountability to key stakeholders, including the Government of Mongolia and the donor-UN joint SDG fund, and to enhance learning within the PUNOs, and key stakeholders. Knowledge and information (including lessons

learned, good practices, challenges, etc.) obtained from this evaluation, will be used to help inform the design and implementation of similar interventions in the area.

The final joint independent evaluation has the following specific objectives:

- Assess the coherence, relevance, efficiency, and effectiveness of the project interventions, while identifying the supporting factors and constraints that have led to them, including strategies and implementation modalities chosen, and partnership arrangements;
- Assess the extent to which the project management and coordination mechanisms adequately addressed the needs and implementation challenges and how effectively the project management monitored project performance and results;
- Provide insights on (i) the contribution to improving the situation of vulnerable groups identified in the JP document (ProDoc), with a focus on disability, (ii) contribution to SDG acceleration, and (iii) contribution to UN reforms, including, UNCT coherence;
- Identify lessons learned, good practices, and recommendations on the design and implementation of similar interventions in the area;
- Assess project impact (including where the project’s support has been most/least effective and why), including the extent to which the government’s capacity has been strengthened, and the benefits of the project’s contribution to improvement of social protection system;
- Assess contributions and results of the interventions (both expected and unexpected, both positive and negative changes) and examine how and why the changes were caused by the intervention and measure the size of the effect caused by that intervention or tactic;
- Assess the project’s contribution to COVID-19 immediate responses and recovery;
- Assess the extent to which the Project outcomes will be sustainable, and;
- Assess the extent to which the Project promote gender equality and non-discrimination and disability inclusiveness.

## Scope

Operational scope: The evaluation will cover all the three components of the project. Where possible, interviews should be taken with ultimate beneficiaries and recipients. The evaluation will cover the entire project period, from 1 February 2020 to 30 June 2022.

Geographical Scope: Mongolia

## Clients and users of the joint evaluation

The main users of this independent evaluation will include

User	Intended Use
<b>Partner UN Organizations (PUNOs):</b> ILO, UNICEF, FAO, UNFPA	<ul style="list-style-type: none"> <li>• Provide accountability and learning from the JP, to inform the design and implementation of future SP/JP interventions.</li> <li>• Inform decision-making for the UNCT in terms of programmatic design and resource allocation based on assessment of performance.</li> <li>• Inform UNCT on how to most effectively support the government and key stakeholders to improve SP.</li> </ul>
<b>Government Counterparts:</b> Ministry of Labour and Social Protection, Ministry of Food, Agriculture and Light Industry, National Emergency Management Agency, National Agency for	<ul style="list-style-type: none"> <li>• Provide accountability on achievements of the initiative</li> <li>• Inform on UNCT’s commitment to continue improving its programming in support SP in Mongolia</li> <li>• Reflect on evaluation findings in as much as they also relate to jointly implemented interventions</li> </ul>

User	Intended Use
Meteorology and Environmental Monitoring, Agency for Family, Child and Youth Development, General Authority for Social Insurance, and the National Committee on Gender Equality	<ul style="list-style-type: none"> <li>• Engage together with UNCT in the response to the evaluation recommendations</li> <li>• Provide the necessary information for potential scale up of the interventions.</li> </ul>
<b>Social Partners, Civil Society Organizations, and other organizations:</b> National Association of Mongolian Agricultural Cooperatives (NAMAC); Mongolian Cooperative Training and Information Center (MCTIC); Confederation of Mongolian Trade Union (CMTU); ADB, WB, WFP; Save the Children, Mercy Corps, Mongolian Red Cross Society.	<ul style="list-style-type: none"> <li>• Reflect on evaluation findings in as much as they also relate to jointly implemented interventions</li> <li>• Provide accountability on achievements of the initiative</li> <li>• Inform on areas that need support and improvements to better support results for SDGs and SP</li> </ul>
Joint SDG Fund	<ul style="list-style-type: none"> <li>• Provide accountability and learning from the JP</li> <li>• Inform on areas that need support and improvements to better support results for SDGs and SP that can be used in funding decisions</li> <li>• Provide objective evidence on UNCT's commitment to learning and improving social protection in Mongolia</li> </ul>

### Evaluation Criteria & Key evaluation questions

The table below provides the list of evaluation criteria and evaluation questions. It is expected that the evaluation will address all of these questions. Any fundamental changes to the suggested evaluation questions must be agreed upon in advance between the evaluation team and the EM in consultation with the stakeholders.

	Theme	Evaluation Questions
1	Relevance	<p>To what extent the JP has responded to and address the needs of the constituents, beneficiaries and main vulnerable groups?</p> <p>To what extent the JP responded to UNDAF outcomes and national development priorities?</p> <p>How relevant is the JP to the partners' respective country programmes in Mongolia?</p> <p>To what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context?</p> <p>How relevant was the jointness in programme design, implementation and management for addressing the country's development priorities and challenges?</p>
2	Validity of design	<p>Is the Theory of Change for programme components adequately described and is there clarity of logic across the results levels?</p> <p>To what extent are results, indicators, and activities measurable?</p>
3	Coherence	<p>To what extent does the JP work effectively between the PUNOs agencies, and with other organizations to achieve expected results?</p> <p>To what extent the JP contributed to UN reforms, including UNCT coherence?</p>

	<b>Theme</b>	<b>Evaluation Questions</b>
		To what extent does the JP work effectively to promote social protection consistently with other initiatives in this area?
<b>4</b>	Effectiveness	<p>To what extent have the interventions achieved its expected results and outputs?</p> <p>To what extent the JP ensured the continuous participation of the vulnerable groups in implementation?</p> <p>Were the government and social partners satisfied with the quality of tools, technical advice, training, and other activities delivered by the JP?</p> <p>To what extent has the JP contributed to accelerating the relevant SDGs at the national level?</p>
<b>5</b>	Efficiency	<p>How efficiently have the JP been managed in terms of its human / financial resources and organizational / governance structure?</p> <p>Was the JP intervention more efficient in comparison to what could have been done through a single agency intervention?</p> <p>To what extent did the JP contribute to enhancing UNCT coherence and UNCT efficiency (reducing transaction costs)?</p>
<b>6</b>	Impact	<p>To what extent the JP produced a catalytic effect in terms of generating systems change across sectors to leave no one behind?</p> <p>Has the JP contributed to improved social protection systems/schemes? How?</p> <p>To what extent has the government agencies institutionalized the support provided by the project? Who uses the JP knowledge materials and outputs? Are they likely to be catalysts for change? Have institutional attitudes and mindset been changed as a result of the JP/JP activities? How?</p> <p>What approaches have potential for further upscaling and/or replication through future work by the UN agencies and its partners?</p> <p>To what extent has the intervention generated significant positive or negative, intended or unintended, higher-level effects on the diverse beneficiary groups?</p>
<b>7</b>	Sustainability	<p>To what extent has the strategy adopted by the JP contributed to sustainability of results, especially in terms of LNOB and the social protection system?</p> <p>To what extent has the JP supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders?</p> <p>How likely will the results be sustained beyond the JP through the action of Government and other stakeholders and/or UNCTs?</p>
<b>8</b>	Cross-Cutting Issues	<p>To what extent did the project facilitate and strengthen social dialogue to achieve its expected results? To what extent are the JP management and implementation guided by tripartite dialogue?</p> <p>To what extent are the target beneficiaries reached? Did the project ensure gender balance and inclusion of people with disability in the beneficiary outreach?</p> <p>To what extent has the project contributed to gender equality and non-discrimination and disability inclusiveness?</p>

	Theme	Evaluation Questions
9	Lessons learned and good practices	What are the good practices from this project which can be adopted/replicated in other similar projects? What should have been different, and should be avoided in similar future projects?

### Evaluation Methodology

The Evaluation Team will be expected to conform to guidelines and standards set by the UN the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation (2016), UNEG Code of Conduct for Evaluation in the UN system (2008), UNEG Ethical Guidelines for Evaluation (2020), UN SWAP Evaluation Performance Indicator (2018), and UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation (2014).

The evaluation is an independent evaluation and the final methodology and evaluation questions will be determined by the Evaluation Team in consultation with the Evaluation Manager, and the Evaluation Reference Group.

The evaluation will apply an appropriate mix of qualitative and quantitative methods to gather data and information in order to offer diverse perspective to the evaluation and to promote engagement of key stakeholders of the project at all levels during the design, field work, validation and reporting stages. To collect the data for analysis, the evaluation will make use of the techniques listed below (but not limit to). The data from these sources will be triangulated to increase the validity and rigor of the evaluation findings.

Desk review of project design and strategy documents (PRODOC), progress reports, activity documents, communications, research, and publications, ILO DWCP Mongolia, UNDAF, SDG relevant documents.

Key informant interviews/Focus Groups/Survey with project staff and relevant specialists of PUNOs, Government agencies/service providers, tripartite constituents, civil society organizations and other stakeholders and partners, and FGDs with beneficiaries, i.e. informal and migrant workers. A survey may be undertaken, if deemed necessary.

### Stakeholders include:

Herding men and women and their children are beneficiaries and stakeholders at the same time; Ministry of Labour and Social Protection (MLSP) is the main government partner to implement the Joint Programme;

Ministry of Food and Agriculture of Light Industry (MFALI);

General Authority for Social Insurance (GASInsurance);

General Authority for Health Insurance (GAHI) ;

General Authority for Labour and Welfare Services (GALWS);

Authority for Family, Child and Youth Development (AFCYD);

Mongolian Employers' Federation (MONEF) ;

Confederation of Mongolian Trade Union (CMTU);

National Center for Lifelong Education (NCLE);

National Authority for Meteorology and Environmental Monitoring (NANEM) ;

Labour and Social Protection Research Institute (LSPRI);

National Emergency Management Authority Department (NEMAD);

National Statistical Office (NSO);

Subnational government in target province, Mongolian National Federation of Pasture User Groups (MNFPUG);

National Association of Mongolian Agricultural Cooperatives (NAMAC);  
Mongolian Cooperative Training and Information Center (MCTIC);  
Development Partners: ADB , WB , WFP and;  
International NGOs such as Save the Children, Mercy Corps, Mongolian Red Cross Society.

Evaluation approach and method should be determined by the evaluator in consultation with the Evaluation Manager on the basis of what is appropriate and feasible to meet the evaluation purpose and objectives, and answer to evaluation questions. Selection of the field visits locations should be based on criteria to be defined by the evaluation team, and to be approved by the Evaluation Manager. Due to the current COVID19 situation, the methodology may need to be flexible and field visits to the project sites may face some challenges. The Evaluation Team once on board will review relevant documents and will discuss with the project management to prepare a detailed inception report. The inception report will elaborate in detail proposed methods of data collection (face-to face or remotely etc.) and that they must be reliable, most practical, and sensitive to the situation faced by different key stakeholders whom to be interviewed etc. At the end of the field work the Evaluation Team will present preliminary findings to the project key stakeholders in a workshop to discuss validate and refine the findings and fill information gaps.

### **Ethical considerations**

The bidder will set out how they expect the evaluation process to be designed and undertaken in accordance with ethical guidelines as set out in [UNEG Ethical Guidelines for Evaluation \(2020\)](#). During the evaluation process, full compliance with all UNEG ethical guidelines will be required. All informants should be offered the option of confidentiality for all methods used. Dissemination or exposure of results and any interim products must follow the rules agreed upon in the contract. In general, unauthorized disclosure is prohibited. Any sensitive issues or concerns should be raised, as soon as they are identified, with the evaluation management team.

### **Main Deliverables**

- a) **An inception report** - upon the review of available documents and an initial discussion with the project management team of ILO and PUNOs, and the donor, the inception report will follow the report structure detailed in Annex 1. The Evaluation Manager before proceeding with the fieldwork should approve the inception report in consultation with the ERG (PUNOs).
- b) **PowerPoint Presentation slides** (both **in Mongolian and English**) that provide key evaluation findings and recommendations at the end of field work phase
- c) **Stakeholders' workshop**. A half day workshop will be technically organized by the Evaluation Team with the logistic support of the project, to present key evaluation findings and recommendations at the end of field work phase. The comments from stakeholders will be considered in the draft evaluation report.
- d) **First draft of Evaluation Report**. See Annex 2 for suggested report structure and Section VIII for quality assurance of the report.
- d) **Final version of the evaluation report** (both **in Mongolian and English**) incorporating comments received (or a specific justification for not integrating a comment). The report should be no longer than 50 pages excluding annexes. The quality of the report will be assessed against the EVAL checklist 6. The report should also include a section on output and outcome level results against indicators and targets as well as comments on each one. The final version is subjected to final approval



by ILO Evaluation Office (after initial approval by the evaluation manager, ERG and Regional evaluation officer). **The joint evaluation report must be translated into Mongolian.**

e) **Executive summary and Lessons Learned and Good Practices** in ILO template

### Management Arrangements and Timeline

The programme is subject to a joint independent evaluation with established arrangements for managing it. The evaluation will be led by ILO and managed jointly by the partner agencies through a joint Evaluation management team, i.e. ERG. The evaluation report should be submitted to ILO Evaluation Office for its evaluation repository. Kindly refer to the [UNEG Resource Pack on Joint evaluation](#) for more details.

An M&E Officer from ILO ROAP will be the **Evaluation Manager**. Evaluation Team leader reports to the evaluation manager. The evaluation manager is responsible for completing the following specific tasks: Draft and finalize the evaluation TOR with inputs from key stakeholders including PUNOs team (draft TORs to be circulated for comments);

Develop a call for expression of interest and manage selection of an independent Evaluation Team in coordination with Regional Monitoring and Evaluation Officer and ILO Evaluation Office (EVAL);

Brief the evaluator on ILO evaluation policies and procedures;

Initial coordination with the project team on the development of a field mission schedule and a preliminary result workshop;

Approve the inception report;

Circulate the first draft of the evaluation report for comments by key stakeholders;

Ensure the final version of the evaluation report address ERG's and other stakeholders' comments (or an explanation why any comment has not been addressed) and meets ILO requirements, and;

Share the report with RCO and PUNOs for the final approval.

### **ILO project team**

The ILO, as lead agency, will handle administrative and contractual arrangements with the evaluator and provide logistical and other assistance as required.

### **Joint evaluation Committee**

A Joint evaluation Committee (JEC) should be set up as the main decision-making structure. It is chaired by RC and composed by in-country PUNO staff (e.g. M&E specialists) who had not prior involvement in the project implementation. The JEC has the approves authority of the evaluation process and report.

Primary responsibilities include:

Approving ToRs, endorsing the overall evaluation framework and the release of the evaluation products;

Providing oversight of the evaluation and being accountable for its robustness;

Reviewing and approving all deliverables including the evaluation reports;

### **Evaluation Reference Group (PUNOs teams).**

An Evaluation Reference Group (ERG) should be set up and comprise a small group of key UN internal stakeholders, i.e. project staff of ILO, UNICEF, FAO, and UNFPA. Primary responsibilities include:

Provide comments on the development of the ToRs;

Providing project documents and materials to the ILO National Project Coordinator and Evaluation Manager;

Providing list of interviewees and their contact details;

Helping schedule interviews/consultations when needed;

Being on hand and available to provide information, written inputs, and face to face interviews as



requested;

Participating in the stakeholders' workshop;

Contributing to quality assurance through comments and feedback on draft deliverables; reviewing and providing feedback on the terms of reference, inception report, draft and final evaluation report, and;

Develop the Evaluation Management Response in consultation with stakeholders.

### Evaluation Team

The evaluation will be conducted with the support of a team of consultants. The Evaluation Team will have the final responsibility for the evaluation report and ensure the quality of data (validity, reliability, consistency, and accuracy) throughout the analytical and reporting phases. The Evaluation Team will agree on the distribution of work and schedule for the evaluation and stakeholders to consult. It is expected that the report will be written in an evidence-based manner.

The Evaluation Team reports to the ILO's Evaluation Manager.

### VIII. Quality Assurance

Quality assurance throughout the process will be undertaken by:

**ILO in consultation with the ERG**, leading on quality assurance of all deliverables, will provide quality assurance in line with UNEG Norms and Standards and Ethical Guidelines and other relevant procedures checking that the evaluation methodologies, findings and conclusions are relevant, and recommendations are implementable, and contribute to the dissemination of the evaluation findings and follow-up on the management response. ILO/ERG will review the initial deliverables (such as draft inception report, first draft of the final report) and work with the Evaluation Team on necessary revisions to ensure the deliverables meet minimum quality standards. Once the minimum standards are met, the Evaluation Manager requests feedback from stakeholders, consolidates all comments from the Evaluation Reference Group, and other key stakeholders on a response matrix and requests the Evaluation Team to indicate actions taken against each comment in the production of the penultimate, and final draft.

**ERG** provides provide comments and substantive feedback to ensure the quality – from a technical point of view – of key evaluation deliverables including the inception report and draft report.

**ILO** is responsible for final quality assurance checking and final sign off on all deliverables of the evaluation

### IX. Qualifications

**The Evaluation Team leader** has the responsibility to undertake the evaluation and deliver all the required deliverables as per this TOR. The table below described desired competencies and responsibilities for an evaluation team leader

Responsibilities	Profile
Conduct evaluation and deliver all deliverables under this TOR	Not been previously involved with the United Nations Joint Programme on Social Protection for Herders, Mongolia Project. Be a Mongolian
Desk review of programme documents and other related documents	University Degree, with 10-12 years of experience in Monitoring and Evaluation (M&E) experience, including significant experience with UN development cooperation projects.
Develop evaluation	A minimum of 8 evaluations led at the program and/or outcome

Responsibilities	Profile
instrument and draft inception report Virtual interviews with project team and specialists of PUNOs Undertake a field visit within Mongolia Facilitate stakeholders' workshop/ debriefing with the programme and key stakeholders Draft evaluation report Finalize evaluation Draft stand-alone evaluation summary as per standard ILO format	levels with international organizations. Experience in conducting evaluations for UN agencies or major bilateral donor country programs, and familiarity with UNEG Norms and Standards. Strong background in the areas of organizational and institutional capacity building, Human Rights-Based Approach (HRBA) programming, and Results-Based Management and Monitoring. Ability to bring gender dimensions into the evaluation including design, data collection, analysis and reporting writing. Has extensive knowledge, and experience in applying, qualitative and quantitative research methodologies. Excellent analytical skills and communication skills. Demonstrated excellent report writing skills in English. Prior professional experience in social protection issues (ideally in Asia) would be an advantage.

The table below described desired competencies and responsibilities for the Evaluation Team member

Responsibilities	Profile
Desk review of programme documents and other related documents Assist the team leader in developing evaluation instrument and drafting inception report Take part in the interviews with key stakeholders and assist in note taking during interview Undertake a field visit in Mongolia Assist the team leader in facilitating stakeholders' workshop/ debriefing with the programme and key stakeholders Contribute to the drafting of the evaluation report prepared by the team leader Might be requested to write certain sections in the draft report as requested by the team leader · participate in and jointly facilitate the stakeholders workshop Provide interpretation during the evaluation data collection as required <b>Translate the final evaluation report</b>	Not been previously involved with the United Nations Joint Programme on Social Protection for Herders, Mongolia Project; Be a Mongolian national University Degree, with 5-8 years of experience in Monitoring and Evaluation (M&E) experience, including significant experience with UN development cooperation projects; Demonstrated technical expertise in evaluation methodologies and demonstrated skills and experience in undertaking evaluations of similar projects; Strong background in the areas of organizational and institutional capacity building, Human Rights-Based Approach (HRBA) programming, and Results-Based Management and Monitoring; Has extensive knowledge, and experience in applying, qualitative and quantitative research methodologies; Excellent analytical skills and communication skills; Demonstrated excellent report writing skills; Knowledge of UN evaluation norms and UN programming is desirable; Prior professional experience in social protection issues (ideally in Asia) would be an advantage.

Responsibilities	Profile
<b>and PPT slides into Mongolian language.</b> While ILO could provide translation service, it is the responsibility of the Evaluation Team to check the accuracy of the translation.	

#### X. Evaluation timetable and schedule

The evaluation will be conducted tentatively between **10 February 2022 and 15 June 2022**. The final report is due on 15 June 2022.

Task	Responsible person	Timeline
Preparing and drafting TOR Evaluation Manager	Evaluation Manager	December 2021
Sharing the TOR with all stakeholders for comments/inputs	Evaluation Manager	December 2021
Finalization of the TOR	Evaluation Manager	December 2021
Approval of the TOR EVAL	JEC	5 January 2022
Circulation of TOR		5-30 January 2022
Selection of consultant team	Evaluation Manager/ILO ROAP/JEC	31 January 2022 November 2021
Sign the contract ( vendor registration requires 2 weeks )		1-10 February 2022
Brief evaluators on ILO evaluation policy	Evaluation Manager	10 February 2022
Desk review, and audio/skype/video conference with project, and inception report	Project and evaluators (at home based)	11-28 February 2022 Submission of inception report – 28 February 2022
Data collection	Evaluator	March 2022
Stakeholder consultation workshop	Evaluator/All stakeholders	1 <sup>st</sup> week of April 2022
Drafting of evaluation report and submitting to the Evaluation Manager	Evaluator	2 <sup>nd</sup> -3 <sup>rd</sup> week of April 2022
Sharing the draft report to all concerned for comments	Evaluation Manager	1 <sup>st</sup> week -3 <sup>rd</sup> week of May 2022.
Consolidated comments on the draft report, send to the evaluator	Evaluation Manager/ERG/JEC	3 <sup>rd</sup> week of May 2022.
Finalisation of the report	Evaluator	4 <sup>th</sup> week of May -1 <sup>st</sup> week of June 2022
Review of the final report	Evaluation Manager/ERG/JEC	2 <sup>nd</sup> week of June 2022
Submission of the final evaluation report	Evaluation Manager	June 2022
Approval of the final evaluation report	JEC	15 June 2022

### Proposed workdays (payable days) for the Evaluation Team

Phase	Responsible Person	Tasks	# days
I	Evaluator	Briefing with the evaluation manager, the project team and the donor Desk Review of programme related documents Stakeholder analysis Inception report	12
II	Evaluator, Organisational support from ILO	In-country consultations with programme staff Field visits Interviews with projects staff members of the 4 PUNOs, partners beneficiaries, ultimate beneficiaries Survey (if needed) Stakeholders workshop for sharing findings	12
III	Evaluator	Draft report based on consultations from field visits and desk review and the stakeholders' validation workshop	10
IV	Evaluation Manager	Quality check and initial review by Evaluation Manager Circulate revised draft report to stakeholders Consolidate comments of stakeholders and send to team leader	0
V	Evaluator	Finalize the report including explanations on why comments were not included	5
<b>TOTAL</b>			<b>39*</b>

*\*39 days maximum for each team member. Working days of each team member may vary depending on specific tasks assigned to them.*

#### XI. Role of key stakeholders

All stakeholders, particularly the relevant ILO staff, the donor, tripartite constituents, relevant government agencies, NGOs and other key partners will be consulted throughout the process and will be engaged at different stages during the process. They will have the opportunities to provide inputs to the TOR and to the draft final evaluation report. The main stakeholders that should be consulted as following:

- The Government of Mongolia
- Workers' and Employers' organizations
- ILO DWT - Bangkok and ROAP

Key stakeholders will be informed and consulted in the design of the evaluation, and the views of a wide range of stakeholders will be solicited in the consultation and data collection stage.

#### XII. Legal and Ethical Matters

The evaluation will comply with UN Norms and Standards. The TOR is accompanied by the code of conduct for carrying out the evaluations. UNEG ethical guidelines will be followed. It is important that the evaluator has no links to project management or any other conflict of interest that would interfere with the independence of evaluation.

Ownership of data from the evaluation rests jointly with the RC/RCO and all PUNOs and the evaluator.

The copyright of the evaluation report will rest exclusively with the RC/RCO and all PUNOs. Use of the data for publication and other presentations can only be made with the written agreement of the RC/RCO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.