

# Mongolia

## Independent Country Programme Review (ICPR)

### Terms of Reference (July 2020)



#### 1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts "Independent Country Programme Reviews (ICPR)" to generate evaluative evidence of UNDP's contributions to development results at the country level. The purpose of an ICPR is to:

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

ICPRs are independent exercises carried out by the IEO within the overall provisions contained in the UNDP Evaluation Policy.<sup>1</sup> UNDP Mongolia has been selected for an ICPR since its country programme will end in 2022. The ICPR will be conducted in the second half of 2020 to feed into the development of the new country programme.

#### 2. NATIONAL CONTEXT

Over the past three decades, Mongolia, a lower-middle-income country, has transformed into a vibrant democracy, with a vast mineral wealth, agricultural and livestock resources. Mongolia is in the high human development (HHD) category and is ranked 92<sup>nd</sup> out of 189 countries on the 2018 Human Development Index (HDI) scale, with a value of 0.735. Mongolia HDI increased by 26.1 percent between 1990 to 2018, from 0.583 to 0.735. Mongolia's 2018 HDI remained, however, lower than the average of 0.750 for countries in the HHD group and the average of 0.741 for East Asia and the Pacific.<sup>2</sup> Despite commendable success in preventing a public health crisis in association with the COVID-19 pandemic, human development in Mongolia is weakened due to socio-economic impacts. These include reduced access to health care, decrease in food consumption, increased child-care burden and loss of income by migrants and young households, which further exacerbated gender inequalities.<sup>3</sup>

Mongolia's economy is highly dependent on the mining sector. Despite support from the IMF and the Asian Development Bank, the country will fall into an economic recession and record-high fiscal deficit in 2020. In 2019, the annual growth rate of Mongolia's GDP stood at 5.1 percent, down from 6.9 percent in 2018.<sup>4</sup> According to the World Bank and the Asian Development Bank, the GDP growth rate is forecasted to decline further to -0.5 or -1.9 percent in 2020, respectively. This is due to declining external demand for mined commodities during the coronavirus pandemic. The economy is poised to recover, however in 2021, with a forecasted GDP growth rate ranging between 4.7-4.9 percent in 2021.<sup>5</sup> Mongolia's extractive and agricultural dependent economic model puts significant pressure

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<sup>1</sup> See UNDP Evaluation Policy: [www.undp.org/evaluation-policy](http://www.undp.org/evaluation-policy)

<sup>2</sup> See: [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/MNG.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MNG.pdf)

<sup>3</sup> UNDP, Rapid socio-economic impact assessment of COVID-19 prevention measures on vulnerable groups and value chains in Mongolia, 2020. See: <https://www.mn.undp.org/content/mongolia/en/home/library/rapid-socio-economic-impact-assessment-of-covid-19-.html>; National Statistics Office of Mongolia & World Bank Group, Mongolia COVID-19 Household Response Phone Survey (Round 1), 2020. See: <http://documents1.worldbank.org/curated/en/656061595316484647/pdf/Results-of-Mongolia-COVID-19-Household-Response-Phone-Survey-Round-1.pdf>

<sup>4</sup> Asian Development Bank, Basic Statistics, Asia and the Pacific, 2020. See: <https://data.adb.org/dataset/basic-statistics-asia-and-pacific>

<sup>5</sup> World Bank, Global Economic Prospects, 2020. See: <https://www.worldbank.org/en/publication/global-economic-prospects>

<sup>6</sup> Asian Development Bank, Asian Development Outlook 2020 Supplement: Lockdown, Loosening, and Asia's Growth Prospects, 2020. See: <https://www.adb.org/publications/ado-supplement-june-2020>

on its ecosystem, leading to habitat degradation and biodiversity loss. This is the result of weak governance in the management of natural resources. Consequently, over 70 percent of the land is degraded, compromising livelihoods, which are further exacerbated by climate change.<sup>7</sup>

Mongolia's civil service is highly politicised as there is a high turnover of personnel after elections, resulting in erosion of capacity and lack of continuity in policymaking. Additionally, legislations in critical policy areas lack standards, procedures and budgets, which hamper implementation and led to degradation of the citizen's trust in political institutions and their participation into democratic processes.<sup>8</sup> The forecasted weak economic performance in 2020 did not thus far affect political stability and policy continuity in Mongolia. According to preliminary results, Mongolia's ruling party, the Mongolian People's Party, won the June 2020 general election by a clear margin – a reflection of voter appreciation for the government's successful handling of the coronavirus pandemic.<sup>9</sup>

### 3. UNDP PROGRAMME STRATEGY IN MONGOLIA

UNDP's Country Programme Document (CPD) for Mongolia identified two programme priorities for the period under review (2017-2022):

Pillar 1. Inclusive and sustainable development

Pillar 2. Voice, participation and accountability

Table 1: Country Programme outcomes and indicative resources (2017-2021)			
Country Programme Outcome		Indicative resources (US\$ million)	Expenditures to date (US\$ million)
1. By 2021, poor and vulnerable people are more resilient to shocks and benefit from inclusive growth and a healthy ecosystem.	<p><b>Mainstreaming the 2030 agenda in Mongolia</b></p> <ul style="list-style-type: none"> <li>• <b>Output 1.1.</b> National and subnational medium-term plans and budgets as well as sector plans prioritize achievement of sustainable development goals (SDGs) and sustainable development with corresponding monitoring processes with reliable data in place.</li> <li>• <b>Output 1.2.</b> International Think Tank (ITT) for Landlocked Least Developing Countries (LLDCs) capacity strengthened to deliver relevant policy advice to LLDCs including on the 2030 Agenda.</li> </ul> <p><b>Ecosystem services to support livelihoods of vulnerable groups</b></p> <ul style="list-style-type: none"> <li>• <b>Output 1.3.</b> Enhanced capacity and financing of stakeholders for sustainable natural resource management.</li> <li>• <b>Output 1.4.</b> Increased community participation in managing natural resources for enhanced resilience of ecosystem and livelihoods.</li> <li>• <b>Output 1.5.</b> Sustainable land management models tested and scaled up in partnership with public and private sector for increased coverage.</li> </ul> <p><b>Resilience of rural and urban poor to shocks</b></p> <ul style="list-style-type: none"> <li>• <b>Output 1.6.</b> Effective institutional legislative and policy frameworks in place to enhance the implementation of targeted mitigation and disaster and climate risk management measures.</li> </ul>	<p>Regular: \$2.3</p> <p>Other: \$37.5</p> <p>Total: \$39.8</p>	<p>Regular: \$0.97</p> <p>Other: \$9.72</p> <p>Total: \$10.69</p>

<sup>7</sup> Assessment report on climate change, Ministry of Environment, Green Development and Tourism, 2014

<sup>8</sup> UNDP Mongolia Country Programme Document, 2017-2021

<sup>9</sup> See:

<http://country.eiu.com/article.aspx?articleid=259788609&Country=Mongolia&topic=Politics&subtopic=Forecast&subsubtopic=Election+watch>

	<ul style="list-style-type: none"> <li>• <b>Output 1.7.</b> Livelihood quality and sustainability of resource-dependent rural communities increased.</li> <li>• <b>Output 1.8.</b> Mechanisms in place to assess natural and man-made risks at subnational level that are incorporated into subnational disaster management plan.</li> </ul> <p><b>Equitable, sustainable and low carbon urban development</b></p> <ul style="list-style-type: none"> <li>• <b>Output 1.9.</b> Urban policies and programmes focus on poverty reduction and foster accelerated low carbon development.</li> <li>• <b>Output 1.10.</b> City governments implement and foster low-carbon and energy-efficient technology applications.</li> </ul>		
2. By 2021, governing institutions are more responsive and accountable to citizens, while ensuring effective participation of young people and realization of the rights of the poor and marginalized.	<p><b>Strengthened governance for increased voice and accountability</b></p> <ul style="list-style-type: none"> <li>• <b>Output 2.1.</b> Frameworks and dialogue processes utilized for effective and transparent engagement of citizens with their elected representatives.</li> <li>• <b>Output 2.2.</b> Women leaders have the right skills to execute political and public leadership.</li> </ul> <p><b>Effective civil service</b></p> <ul style="list-style-type: none"> <li>• <b>Output 2.3.</b> Extractive industries legislation standards safeguards and corruption prevention strategies improve overall governance of the sector.</li> <li>• <b>Output 2.4.</b> Strengthened legal and policy framework for a professional civil service.</li> </ul>	Regular: \$0.98 Other: \$9.69 Total: \$10.67	Regular: \$0.52 Other: \$5.06 Total: \$5.58
Total		\$50.47	\$16.27

Source: UNDP Mongolia Country Programme Document, 2017-2021; Atlas, accessed 24<sup>th</sup> July 2020.

As table 1 shows, the first pillar includes four thematic areas, namely: (i) mainstreaming the 2030 agenda; (ii) ecosystem services to support livelihoods of vulnerable groups; (iii) resilience of rural and urban poor to shocks; and (iv) equitable, sustainable and low carbon urban development. The second pillar focuses on two thematic areas: (i) governance for increased voice and accountability and (ii) effective civil service. The CPD identified an indicative budget of \$50.47 million. As of July 2020, the programme delivered \$16.27 million of that projected figure. Key contributors are the Global Environment Fund (27%), the Swiss Agency for Development and Cooperation (17%), The Canadian Department for Foreign Affairs, Trade and Development (15%), UNDP regular resources and funding windows (13%) the UN Multi-Partner Trust Fund Office (11%), the Adaptation fund (4%), the government of Germany (3%), the Swedish Environmental Protection Agency (3%) UNEP (2%), and UNOCHA Central Emergency Response Fund (2%). The government of Mongolia contributed 4% of the total expenditure to date. The CPD is linked to the United Nations Development Assistance Framework 2017-2021, which is the umbrella programme of the United Nations with the government of Mongolia and which has been extended for one year amid the coronavirus pandemic.

#### 4. SCOPE & OBJECTIVES

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

The ICPR will address the following questions:

- RQ1: What progress has UNDP made towards planned country programme outputs, and how is this contributing to UNDP/UNDAF outcomes in the current programme period?
- RQ2: How has UNDP performed in planning, implementation, reporting, and evaluation of development results?
- How well did the country programme adapt and respond to the COVID-19 pandemic? *[mainstreamed]*
- RQ3: To what extent is the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors?
- How could the CO further enhance its strategic positioning in the 2023-27 period? *[mainstreamed]*

## 5. METHODOLOGY

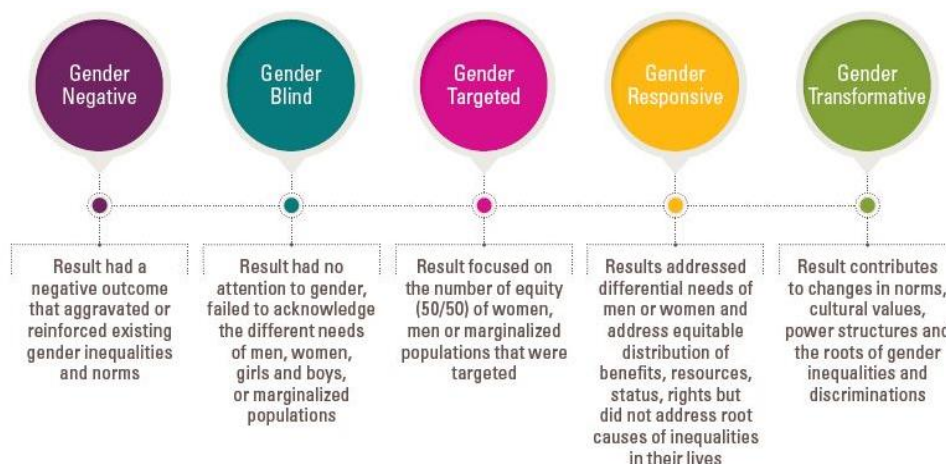
ICPRs will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards and Ethical Guidelines for Evaluation.<sup>10</sup> The ICPR questions, data sources, and approaches for analysis are elaborated in a design matrix.

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

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

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

Figure 1. Gender Results Effectiveness Scale



<sup>10</sup> <http://www.uneval.org/document/detail/1914>; <http://www.uneval.org/document/detail/2866>

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

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

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

## 6. ICPR RATING SYSTEM

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

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

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

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

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

Ratings will be based on the CO's approved results and resources framework. If CPD outputs and associated output indicators remain in the results framework but the country programme took no actions to help achieve them, they will be rated as off track, even if the lack of action was justified for

reasons beyond UNDP's control. Similarly, if the country office is using outcome indicators that UNDP has had no significant influence over, or where there is insufficient evidence that UNDP contributed to changes in the indicator, the IEO will assess UNDP as having a low level of influence on the achievement of the associated UNDAF outcome.

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

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

## 7. MANAGEMENT ARRANGEMENTS

**Independent Evaluation Office of UNDP:** The UNDP IEO will conduct the ICPR in consultation with the UNDP Mongolia Country Office (CO) and the Regional Bureau for Asia and the Pacific under the leadership of the IEO lead evaluator. The IEO will meet all costs directly related to the conduct of the ICPR. The IEO will convene a review panel comprised of senior staff and external reviewers to comment on the ICPR and ratings given.

**Evaluation Team:** The ICPR team will include the following members:

- **IEO Lead Evaluator (LE)** will be directly responsible for ICPR and its overall management, including:
  - Preparing and finalising the Terms of Reference and CO self-assessment questionnaire;
  - Implementing the methodology of the ICPR, including desk reviews, and interviews of staff and other in-country stakeholders, etc.;
  - Conducting or overseeing the analysis of the evidence provided;
  - Assigning ratings based on the evidence in the self-assessment and other information provided by the CO;
  - Preparing the ICPR final report, and liaising with the relevant bureaus in UNDP including the CO for comments and feedback; reviewing written comments from the CO or RB, incorporating any new and relevant information, correcting any inaccuracies, updating ratings if warranted, and drafting an explanation of the response to feedback.
  - Revising the ICPR and ratings based on comments from the review panel, as appropriate;
  - Finalising the report and requesting a Management Response.
- **Associate Lead Evaluator (ALE)** will support the LE in:
  - Implementing the methodology of the ICPR, including desk reviews and interviews of staff and other in-country stakeholders, etc.;
  - Conducting, or overseeing the analysis of the evidence provided;
  - Preparing the ICPR final report; reviewing written comments from the CO or RB, incorporating any new and relevant information, correcting any inaccuracies, and drafting an explanation of the response to feedback.
- **Research Associate (RA):** Under the guidance of LE, the IEO Research Associate will compile necessary information required for the ICPR, prepare analysis and suggest ratings for assigned outcomes and outputs, support implementation of the methodology of the ICPR and contribute to the preparation of the final ICPR report as required.
- **Consultants:** A national think tank will be recruited to collect data and help assess specific outcome areas, as well as to conduct a forward-looking analysis regarding UNDP's strategic positioning in Mongolia.

**UNDP Country Office in Mongolia:** The country office will complete the standardised ICPR questionnaire including self-assessment and make available to the evaluation team all necessary personnel and information regarding UNDP's programmes, projects, and activities in the country. The CO will provide support in kind (e.g. arranging virtual or in person meetings with programme and project staff and other stakeholders; assistance for field site visits, if planned). To ensure the anonymity of interviewees, the country office staff will not participate in the stakeholder interviews.

The CO will provide factual verifications of the draft report within two weeks of receiving the draft report and will jointly organise a virtual meeting to discuss the feedback on the draft report. Additionally, the CO will prepare a management response in consultation with the RB and commits to using and disseminating the final outputs of the ICPR process.

## **8. ICPR PROCESS**

**Phase 1. ICPR Preparation:** The IEO Research Associate will compile a list of projects that have been active in the CPD period, map these projects to the COs results framework, and collate available project information downloaded from UNDP's internal systems, and indicator matrix. The IEO lead evaluator develops the ICPR ToR, and when sharing it with the CO for feedback, the LE with the assistance of the RA will:

- confirm the list of projects identified and ask that any significant new initiatives not included in the data be identified;
- discuss the definition of the CPD indicators with the CO and;
- request for an up-to-date results framework including output descriptions and indicators, and outcome indicators.

The IEO Lead Evaluator will subsequently issue the CO a self-assessment questionnaire which will ask the CO to:

- Confirm the validity of IEO project mapping;
- Report any significant changes in context from that described in the CPD, that have affected its achievement of results. Particular attention should be paid to the impact of the coronavirus pandemic on the programme;
- Explain any major changes from the indicative results and resources framework included in the CPD;
- Provide a succinct explanation of the country office's assessment of its contribution to CPD outcomes and achievement of established outputs over the CPD period to date;
- Identify and provide access to the evidence required to support the assessment, including:
  - o Project documents, annual progress reports, and any available evaluations covering the project list identified by the IEO. If evaluations are currently underway but not yet available this should be brought to the IEO's attention.
  - o Monitoring data including baselines and actual performance against outcome and output indicators, evidence of attribution/contribution of related changes to UNDP interventions, and full references for the source of this data.

**Phase 2. Desk analysis, data collection, and drafting:** The IEO will review programme documentation and data, to enable its own independent assessment of the evidence of achievement, and the validity of the country office self-assessment. The results of this review will be detailed in a short analytical report, highlighting key evidence to sustain the assessment, which will also include the IEO's assessment of the country programmes contribution to intended outcomes and achievement of outputs. To ensure that the IEO has a thorough understanding of the country programme, the perspective of key stakeholders, and has access to the information required to validate or refute the country office's own assessment of results reported in the self-assessment questionnaire, the IEO may hire a local think tank to consult with the country office and key stakeholders in-country. . Based on the analysis of data collected and triangulated, the IEO will complete a draft ("zero draft") of the ICPR which will be subject to internal clearance and will then be circulated ("first draft") to the country office and the relevant UNDP Regional Bureau for feedback, including any factual corrections.

**Phase 3: Consideration of feedback and completion of final ICPR:** The country office and regional bureau will be provided two weeks to provide feedback on the draft report, including any significant factual errors or omissions, and any additional supporting evidence that was not considered in the initial assessment. The IEO will convene a video conference meeting with the country office staff to

discuss and clarify written feedback. The final report will be developed incorporating any factual corrections, or changes arising from the response to feedback from the country office.

**Phase 4: Publication and dissemination.** The country office will prepare a management response, under the oversight of the regional bureau and submit within two weeks of receipt of the final report. The report will be professionally edited and published on the UNDP website and in the Evaluation Resource Centre.<sup>11</sup> The ICPR will be made available to the Executive Board at the same session the new CPD is submitted by UNDP for approval.

## 9. TIMEFRAME FOR THE ICPR PROCESS

The proposed timeframe<sup>12</sup> and responsibilities for the review process are as follows:

<b>Table 2: Timeframe for the ICPR process going to the Board in September 2021</b>		
<b>Activity</b>	<b>Responsible party</b>	<b>Indicative timeframe</b>
<b>Phase 1: Preparation</b>		
TOR – approval by the Independent Evaluation Office	LE	Jul
Review of projects table, indicator matrix	RA	Jul
Completion and dissemination of self-assessment questionnaire	LE	Jul
Completion of self-assessment questionnaire	CO	Aug
Identification and provision of documents required to support self-assessment	CO	Aug
<b>Phase 2: Desk analysis data collection, and drafting:</b>		
Desk analysis of available data and assessment of validity of CO self-assessment	Evaluation team	Sept
Remote interviews	Evaluation team	Sept
Zero draft ICPR for clearance by IEO	LE	Late Oct
First draft ICPR for CO/RB review	CO/RB	Early Nov
<b>Phase 3: Consideration of feedback and completion of final ICPR:</b>		
Provision of feedback on draft report	CO/RB	Nov
Videoconference with country office staff to discuss and clarify written feedback	Evaluation Team/CO/RB	Late Nov
Complete final report addressing feedback from CO and disseminate for management response	LE	End Dec
<b>Phase 4: Production and Follow-up</b>		
Draft management response	CO/RB	Jan 2021
Editing and formatting	LE	Jan 2021
Dissemination of the final report	IEO/CO	Jan 2021

<sup>11</sup> <https://erc.undp.org/>

<sup>12</sup> The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.



## Annex 1. ICPR Design Matrix

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

Review Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)
			<ul style="list-style-type: none"> <li>• reported contributions towards gender equality.</li> </ul>
<b>RQ2. How has UNDP performed in planning, implementation, reporting and evaluation of development results?</b>	Was the CPD realistic about the expected size and scope of the results that could be delivered with the available resources and resource mobilisation opportunities?	<ul style="list-style-type: none"> <li>• UNSDCF &amp; CPD</li> <li>• Indicative Country Office Results and Resources Framework (from CPD)</li> <li>• Current Country Office Results and resources framework (if different from the one included in the CPD)</li> <li>• Explanation for revisions (if any) to country office results and resources framework, and of approval of these changes through the monitoring and programme board or Executive Board.</li> <li>• Data to validate CO explanation of changes in context since CPD approval (if any significant changes have occurred).</li> </ul>	<p>In light of assessment of achievement or contribution, assess and summarise evidence about the:</p> <ul style="list-style-type: none"> <li>• realism of the CPD</li> <li>• adaptation to changes in context</li> <li>• quality of existing results frameworks in light of UNDP programming standards.<sup>13</sup></li> </ul>
	Has UNDP actively adapted to changes in the development context, incl. COVID-19, since the CPD was approved to maximise the relevance and impact of its work on intended outcomes?		
	Are the programme's outcomes and outputs and associated indicators at an appropriate level and do they reflect a sound theory of change?		
	Are there any specific factors that are in the control of UNDP and have constrained achievement of expected results that need to be factored in when planning the next CPD?	<ul style="list-style-type: none"> <li>• ICPR questionnaire</li> <li>• Staff and stakeholder interviews</li> <li>• Staff and partnership survey data</li> <li>• Human resource data</li> <li>• Programme and project documentation and audit reports (as above)</li> </ul>	Consideration of evidence collected about internal factors that have constrained achievement of expected results and the strength of those factors.
	Has UNDP collected sufficient evidence to account for the work undertaken and results achieved? Has the CO made good use of evaluation to promote accountability and learning?	<ul style="list-style-type: none"> <li>• CO evaluation plan and updates to it.</li> <li>• Evidence identified above.</li> </ul>	<ul style="list-style-type: none"> <li>• In light of assessment of achievement or contribution, assess and summarise evidence about the quality of evidence collected to account for the work undertaken and results achieved?</li> <li>• Assess progress in implementing evaluation plan, and consistency of approach to evaluations with</li> </ul>

<sup>13</sup> Outcomes and outputs are defined at an appropriate level, are consistent with the theory of change, and have SMART, results-oriented indicators, with specified baselines and targets, and identified data sources. Gender-responsive, sex-disaggregated indicators are used when appropriate. Relevant indicators from the Strategic Plan's Integrated Results and Resources Framework (IRRF) have been adopted in the programme or project results framework.

Review Questions	Sub-questions	Data/Info to be collected	Data collection methods and tools (e.g.)	
			expectations set out in UNDP's evaluation policy and guidelines.	
<b>RQ 3. To what extent is the adapted programme in sync with relevant local coordination systems and with the efforts of other key actors?</b>	What is the official coordination structure in the country? How does UNDP coordinate with stakeholders (formally and informally)? How does the coordination system prioritize for COVID-19?	<ul style="list-style-type: none"> <li>• UNSDCF and operationalizations, if any.</li> <li>• Documentation on the COVID-response of the Mongolia UNCT including division of labour.</li> <li>• Review of meeting notes/conference proceedings dedicated to relevant outcome areas as well as the overall COVID-response.</li> <li>• Interviews with key stakeholders inside and outside UNDP.</li> <li>• Other, as required.</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate data collected (e.g. cross-check interview data internal and external sources) to validate or refute statements, e.g. about barriers to/opportunities for synergies.</li> <li>• Consideration of evidence collected about factors that have constrained coordination and synergy and the strength of those factors.</li> </ul>	
	What other actors operate in the outcome areas UNDP focuses on and what are they doing? What were any barriers to/opportunities for synergies, and how were these managed?			
	How has the programme involved partners with relevant expertise to maximize positive effects? Has UNDP played an effective knowledge brokering role in this middle-income context?	<ul style="list-style-type: none"> <li>• UNDP Partnership Surveys.</li> <li>• Evidence in ICPR questionnaire detailing CO self-assessment and evidence identified.</li> <li>• Project documents, annual workplans, annual progress reports, audits and evaluations covering the agreed ICPR project list.</li> <li>• Interviews with country office staff and/or key stakeholders.</li> <li>• Other, as required.</li> </ul>	<p>Triangulate data collected (e.g. cross-check interview data internal and external sources) to validate or refute statements regarding partnerships and knowledge brokering.</p> <p>Assessment to consider validity and reliability of evidence of:</p> <ul style="list-style-type: none"> <li>• Reported convening and co-creation;</li> <li>• Reported leveraging, including of resources;</li> <li>• Reported thought leadership and knowledge brokering;</li> <li>• reported collaboration towards gender equality and ensuring 'no one left behind'.</li> </ul>	

## Annex 2. Tentative Report Outline

### EXECUTIVE SUMMARY

- Concise (one page) summary of IEO assessment of the performance of the country programme and forward-looking recommendations for strategic positioning in 2023-2027.

### 1. INTRODUCTION

- Explanation of the purpose and scope of the Independent Country Programme review (ICPR).
- Limited (max. one page) explanation of context and key players, cross-referencing CPD and explaining major changes to the landscape and risk since the CPD was approved.

### 2. COUNTRY PROGRAMME PERFORMANCE

Short and concise overview, by outcome/output, of:

- The progress made by UNDP towards agreed outputs in the country programme's results framework, including a discussion of adaptive management and resource utilization.
- UNDP's contribution to intended UNSDCF/CPD outcomes, including through thought leadership, leveraging and convening, and capacity to influence change against established outcome indicators.
- The results achieved by UNDP in promoting gender equality and 'no one left behind'.
- Any specific factors that have affected achievement of expected results that are in the control of UNDP and can be leveraged or mitigated in when planning the next CPD?

Short description of **Monitoring for Results**: Has UNDP collected sufficient evidence to account for the work undertaken and results achieved? (Has appropriate monitoring data been available and accessible, and sufficiently disaggregated?) Has the CO made good use of evaluation to promote accountability and learning, and to inform programme design/adaptation?

*[Note: The team may choose to include any detailed assessment of progress in the ICPR Annex and focus the body text on overarching strategic messages.]*

### 3. UNDP PROGRAMME DESIGN, ADAPTATION AND STRATEGIC POSITIONING

- **Strategic Planning and Programme Design**: Was the CPD realistic about the size and scope of intended results, including vs. resources/resource mobilization opportunities? Are outcomes, outputs and associated indicators pitched at an appropriate level and do they add up to a sound theory of change?
- **Adaptive Management**: Has UNDP effectively mitigated risks and adapted to changes in the development context to maximise the relevance and impact of its work?
- **Strategic Positioning**: Has UNDP worked in sync with relevant local coordination systems and with the efforts of other key actors? How effective has UNDP been in terms of thought leadership, knowledge brokering, convening and leveraging? How can UNDP bolster its added value in Mongolia's development landscape? *(formative question to inform conclusions)*

### 4. FORWARD-LOOKING CONCLUSIONS

### 5. RECOMMENDATIONS AND MANAGEMENT RESPONSE

#### Annexes

- Tabular assessment and ratings of progress towards agreed outputs in country programme results framework and UNDP's contribution to CPD outcome, and capacity to influence change against established outcome indicators.
- Description of methodology.
- Statistical annex showing key areas of focus, spending trends, partners, and key country level statistics.