POVERTY AND MILLENNIUM DEVELOPMENT GOALS MONITORING

TERMINAL REPORT

SUPPORT TO POVERTY AND MILLENNIUM DEVELOPMENT GOALS MONITORING AND ASSESSMENT SYSTEM PROJECT MON/05/201

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MONGOLIA AND MILLENNIUM DEVELOPMENT GOALS

The President of Mongolia signed the Millennium Declaration adopted at the Millennium Development Summit organized by the United Nations in September 2000. The Declaration consolidates a set of inter-connected development goals into a global agenda. These goals are designated as the “Millennium Development Goals” or “MDGs”.

The MDGs are eight international development goals that all 192 United Nations Member States and several international organizations have agreed to achieve by the year 2015 and officially established at the Millennium Summit in 2000.

Numerical targets have been set for each goal, which are to be achieved for most goals until 2015. Appropriate indicators have been selected to monitor progress on each of the targets.

Mongolia is committed to achieve these goals and even added a MDG 9 on strengthening human rights and fostering democratic governance.

- MDG 1. Eradicate extreme poverty and hunger
- MDG 2. Achieve universal primary education
- MDG 3. Promote gender equality and empower women
- MDG 4. Reduce child mortality
- MDG 5. Improve maternal health
- MDG 6. Combat HIV/AIDS, malaria and other diseases
- MDG 7. Ensure environmental sustainability
- MDG 8. Develop a global partnership for development
- MDG 9. Strengthening human rights and fostering democratic governance
WHY POVERTY AND MDGS MONITORING SYSTEMS IN MONGOLIA?

Before 2004 there was no functional poverty monitoring system in Mongolia, but a considerable amount of data had been collected was relevant for purposes of poverty monitoring. The central problem of poverty monitoring in Mongolia was not lack of data, the core problem was the lack of coordination and use of monitoring information to inform decision-making.

In April 2004, UNDP supported establishment of Poverty Research Group in the Ministry of Finance and Economy to implement and coordinate poverty related policy studies. When the Mongolian Parliament endorsed the Resolution #25 in 2005 that calls for actions to achieve Mongolia-specific MDGs and monitoring of these actions, operational scope of the Poverty Research Group was scaled up including studies related to MDGs.

Furthermore, with the Parliamentary endorsement of Mongolia-specific MDGs, the government was mandated to report to UN Assembly every two years the country’s progress towards MDG achievement.

To link planned measures to achieve the MDGs and anticipated results to actual achievements, there was an urgent demand for a system to monitor and evaluate the process to achieve MDGs. Recognizing such demand, UNDP extended its support to the Government of Mongolia to enhance its capacity for monitoring of MDGs and poverty reduction programming.
The terms “monitoring” and “evaluation” are variously defined and sometimes used interchangeably, but their functions are quite different.

MDG Monitoring is the routine process of tracking what progress is achieved towards fulfilling 24 targets of 9 MDGs in Mongolia. It should provide information on whether interventions towards achieving each goal are on track. For example, whether it is reaching the desired number of children enrolled in primary education or increasing percentage of children covered by immunization against measles (UNICEF, 2009).

Poverty monitoring system is needed to track the progress along poverty-related indicators to gauge pro-poor policies and programmes and to see whether resources are allocated to areas with the highest poverty reduction potential and are efficiently utilized.

Evaluation is meant to measure the changes that result from MDGs and poverty reduction programme activities over time. One such example is evaluating the effects of primary school feeding programmes by measuring changes in the nutritional status of participating children.

All countries should implement MDG monitoring to track services, beneficiaries and resources used.

Mongolian national level MDGs are specific, with 9 goals, 24 targets, and 67 indicators and these altogether provide a framework for accountability of the Government to their people, civil society and the international community.
MAJOR EVENTS AND OUTPUTS SUPPORTED BY THE POVERTY AND MDG MONITORING PROJECT IN THE PERIOD OF 2005-2013

2005
- UNDP and the Ministry of Finance signed Project Document
- The 2nd National Report on MDG implementation
- MDG-based National Development Strategy Endorsed by the Parliament
- The MDGs localization piloted in four aimags and two districts of Ulaanbaatar
- The 3rd National Report on MDG implementation

2006
- Endorsement of Parliamentary Resolution #25 on MDGs of Mongolia
- Web-based MDGs database launched
- National integrated database of civil registration created
- Published 4 pilot aimags and 2 districts MDGs reports for Nalaikh, Songinokhairkhan, Gobi-Altai, Dornod, Khuvsgul and Dundgobi
- Conducted evaluation of the MDG-based National Development Strategy

2007
- A new project document signed “Strengthening the Government capacity for national development policy and planning”

2008
- “Accelerating progress on MDGs by 2015” National Consultation
- Launched web-based Devinfo 5.0 Information System and the manual was published

2009
- The 4th National Report on MDG implementation
- The Second Poverty Map, “MDGs and Poverty Map-2011” Report launched
- Developed the integrated Macroeconomic Model T-21.

2010
- Government issued a Resolution 170 to institutionalize T-21 model to use as a national and regional level planning tool

2011
- Published 4 pilot aimags and 2 districts MDGs reports for Nalaikh, Songinokhairkhan, Gobi-Altai, Dornod, Khuvsgul and Dundgobi
- Conducted evaluation of the MDG-based National Development Strategy

2012
- The 4th National Report on MDG implementation
- The Second Poverty Map, “MDGs and Poverty Map-2011” Report launched
- Developed the integrated Macroeconomic Model T-21.

2013
- Government issued a Resolution 170 to institutionalize T-21 model to use as a national and regional level planning tool
UNDP AND GOVERNMENT OF MONGOLIA SIGNED A NEW PILOT PROJECT DOCUMENT

In 2005, the pilot project document to “Support the National Poverty and MDGs Monitoring and Assessment System” project (PMMS) was signed by the Government of Mongolia and United Nations Development Programme.

The project started with the following key objectives:

1) To support the establishment of a comprehensive, integrated and decentralized system of monitoring and assessment to reduce poverty and achieve other Millennium Development Goals and;

2) To promote the use of monitoring information for improving implementation and policy reform.

SUMMARY OF THE PROJECT

The name of the project: Support the National Poverty and MDG's Monitoring and Assessment System

The project timeframe: July 2005 – April 2013

Funding agencies: United Nations Development Programme
Government of Republic of Korea
UK Government
Government of Mongolia

Implementing organizations: 2005-2008 Ministry of Finance
2008-2012 National Development and Innovation Committee
2012-2013 Ministry of Economic Development

Main stakeholders: National Statistics Office
State Civil Registration and Information Center

Source: the PMMS Project Document, 2005
It was a comprehensive project that focused on improving strategic planning; strengthening result-based monitoring capacity of the government; building the capacity of academia, government and civil society to do policy analysis and impact assessment for better development results; upgrading statistical data collection and dissemination system; facilitating the use of analysis and assessment for policy making and communicating the progress on poverty reduction and achievements of the MDGs to the general public.

The project was financially supported by the UNDP, the Government of the Republic of Korea and the UK Government. A total amount of US$3,577,217 was announced to fund the in addition to the Mongolian Government in-kind contribution.

Financing plan and actual contributions from partners as of April 30, 2013 (US$)

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Main principles of the PMMS:

- The project made attempts to build on existing systems for monitoring and evaluation, existing institutions, networks and data repositories
- The project adopted a modular structure to selectively implement priority activities within the components of the PMMS
- The project was implemented in participatory and collaborative manner by engaging and partnering with diverse actors in poverty/MDG monitoring and assessment that include central and local governments, National Statistical Office, State Center for Civil Registration, various research institutes, civil society organizations, Universities and other donor organizations.
- Focused on linking decentralized, participatory monitoring activities with national poverty monitoring
- Focused on building a strong capacity to contribute to the progressive reinforcement of national capacities and full appropriation of the poverty and MDGs monitoring system in Mongolia.
MAJOR OUTCOMES OF THE PROJECT:

1. Assisted the Government to set a foundation to institutionalize a comprehensive monitoring system for tracking the progress made towards achieving the MDGs

2. The web-based MDGs database was launched in Mongolia in 2007-2008

3. Provided timely support to develop MDG-based National Development Strategy that was endorsed by the Parliament in 2006

4. Conducted evaluation of the 1st phase of the MDG-based National Development Strategy in 2010

5. Supported the development of National Reports on MDG Implementation in the period of 2007-2012

6. A national integrated database of civil registration created with the support of the project in 2008

7. MDGs localization through local level participatory poverty monitoring initiatives

8. Supported the development of the integrated macroeconomic model Threshold-21 (T21) for Mongolia in 2012

9. Supported the development and publication of Poverty Map in Mongolia in 2012

10. Communication and advocacy of key results of the project for better informed and more participatory decision making

PROJECT STRUCTURE

Steering Committee (14) chaired by National Project Director

Project Implementation Unit under National Project Manager

Component 1 MDG Monitoring System Establishment (MDO – MOF – NDC) (Ongoing)

Component 2 MDGs Localization (Completed)

Component 3 CRC e-connections (SCRC) (Completed)

Component 4 Policy Formulation & Budgeting (MOF – NDC) (Ongoing)

Component 5 Advocacy and Data Dissemination (RCO – NDC) (Ongoing)
1. Creation of a comprehensive MDG monitoring system

Poverty and MDG monitoring requires sustained efforts to create a nation-wide and comprehensive monitoring system, which must be based on accurate, reliable and disaggregated data. The Project made significant efforts to create technical and human capacities for operationalizing the MDG monitoring and evaluation system in Mongolia.

The National Statistical Office of Mongolia as one of implementers of the UNDP-funded PMMS project, have established poverty and MDG monitoring information system.

The system is based on statistical routine reports and administrative records. The National Statistical Office provided leadership to institutionalize the system by prioritizing and implementing series of events and training programs within the scope of the Project.

In order to ensure international comparison, Mongolia-specific MDG indicators were aligned with the international standards and United Nations MDG indicators framework. The technical notes on each MDG indicator was summarized in the Manual on the MDG Monitoring Indicators in Mongolia, which was published in 2009 and disseminated to all concerned stakeholders. This harmonization enabled to compare MDG status in Mongolia with the regional and global averages.

New indicators to measure the results of some conflicting MDG targets such as poverty, HIV/AIDS, environment, partnership, and democratic governance were introduced. The revised indicators and methodology for their estimation were adopted by the Chairman Council of the National Statistics Office in 2008.

Paralementary Resolution No.25

"There is a need to determine MDGs for Mongolia, to coordinate its implementation, evaluation and monitoring at the national level, along with the endorsement and support to the Millennium Declaration"
2. The web-based MDGs database launched in Mongolia in 2007–2008

The web-based database is constructed within DevInfo 5.0 software version, which is a powerful database system for monitoring human development and progress towards MDGs and designed to compile, store and disseminate related data. As the system is user-friendly, easy to learn and retrieve data, it produces the results in the form of tables, graphs, and maps. The web-based DevInfo system enables the users to select and manage data series using on-line connections with certain scope of access. Moreover, the historic data entry was expanded in terms of timing and coverage.

Provincial level DevInfo information database contains socio-economic indicators information such as population, livestock, agriculture production, construction, industrial sector, labour force, local budget, transportations, and criminal situation data on 1992-2007 years only. The most advanced and disaggregated data are collected for the health and education sectors, while environmental data need substantial improvements.

The National Statistical Office produced DevInfo 5.0 Manual for Database administrators and users, and organized related trainings and consultations with the various stakeholders at the national and regional levels. This raised awareness about the Monitoring and Evaluation and data needs of different programmes and communities, including those that implement activities for poverty reduction and MDGs.
3. The Parliament of Mongolia (Resolution No 12) endorsed MDG-based National Development Strategy

The project provided technical assistance in drafting the Comprehensive National Development Strategy 2008-2021 (NDS), which was based on the MDGs and adopted by the State Great Khural in 2008.

There are two successive phases to implement the NDS, the first ending in 2015, with the objective of achieving the MDGs and an HDI of 0.83; and the second ending in 2021, with the objective of achieving the status of a middle-income country.
4. Conducted an evaluation of the MDG-based National Development Strategy in Mongolia

An evaluation of the MDG-based NDS was a critically important exercise that was supported by the project in 2010. The National Development and Innovation Committee in its capacity of the project implementing organization was fully involved in this work by involving wide range of central and local institutions as part of the evaluation process.

For six months foreign and domestic teams successfully worked together to conduct the evaluation using results-based assessment methodology. The evaluation report was developed and presented to and endorsed by the Cabinet. The evaluation report was also presented to the Parliament for discussion in 2011 autumn session.

The evaluation report provided a thorough review of how the MDG-based NDS is being implemented in country that serving as a valuable policy implication reference material for policymakers. The report is available for public in http://www.cabinet.gov.mn/images/editor/files/mdg_final.pdf.
5. A national integrated database of civil registration created

The Resolution 78 of the Government of Mongolia on the National Programme on establishment of integrated civil registration and information system aimed to convert a paper-based archive into an electronic version for a comprehensive database, to upgrade registration of population, households, residential addresses and voter’s list and to strengthen capacities of the civil registration personnel at local levels in delivering services with more efficiency, effectiveness and transparency. As part of providing support to implement the National Programme, the PMMS project expanded the coverage of the national integrated network for civil registration established by the State Center for Civil Registration and Information to include aimags and districts.

As a result, a computerized database of citizens’ addresses created allowing timely registration and access to public services, employment opportunities especially by the vulnerable and poor segments of the population, for updating the voters’ list as well as to serve as the basis for MDG monitoring.
Within the scope of the PMMS project, branch offices of the State Center for Civil Registration and Information in 21 aimags and 9 districts were connected with the central domain via online connection and processes to collect, transfer and maintain database of the civil registration become faster and effective.

The old process of sending data collected in aimags to the central office used to take about a month but, through this electronic network, it now takes about 5-10 minutes.

The State Center for Civil Registration and Information used to update civil registration data once in a quarter but now it can be updated within an hour (see below illustration). Information flow between the domain server and units are upgraded with Oracle 10g program and opportunities to review and revise information from servers at all destinations is provided.

As a result, access to the civil registration database by concerned ministries and government agencies improved at all levels for better planning, MDG monitoring and coordination.
6. Localization of MDGs in selected pilot sites through local-level participatory poverty monitoring initiatives

To accelerate the progress towards the MDGs it is critical to localize the MDGs, which means to translate the national goals into goals that are relevant, applicable and attainable at the local level.

The Project played a significant role in adapting nationally defined targets to the local context. The Project provided support to localize the MDGs by designing and adjusting local development strategies to achieve locally adapted MDG targets.

As frontline institutions, the provincial and district governments play a significant role to realize the MDGs.

The Ulaanbaatar city-specific Millennium Development Goals (MDGs) were approved by the Citizens Representative Khural of the Capital City by the Resolution No.83 in 2009. Based on the MDGs and specific targets defined at national level, Ulaanbaatar city’s Citizens Representative Khural adopted city-specific MDGs, assessed the current situation, and determined the priority policies, programmes and action plans towards the MDG achievement with clear time horizons.

The first UB city MDG assessment report was published in October 2009. The report was a joint product of the Urban Development Policy and Planning Department of the Capital city Governor’s Office, Capital city other departments the National Development and Innovation Committee, various NGOs, and researchers. Lack of statistical data information and unavailability of some indicators at khoroo and district level caused major challenges and difficulties to produce in-depth and credible analysis for the report.

“Capacity development is crucial for Localization. Efforts have been more successful in countries that have undertaken robust capacity development efforts in support of all Localization processes”

MDG localization manual was developed in 2008, on which basis the local MDGs Progress report for 4 aimags and 2 districts produced: Dornod, Gobi-Altai, Khuvsgul, Dundgobi and Nalaikh and Songinokhairkhan districts of Ulaanbaatar city.

As part of the MDGs localization campaign, a series of local trainings on mid-term planning for local policy makers were organized as an effective mechanism for translating MDG commitment into local policy formulation. Local training on mid-term planning were also focused on policy formulation, planning and use of monitoring and evaluation data to support achieving aimag and district level goals of sustainable development and MDG targets.
7. Developed the integrated macroeconomic Threshold-21 model for Mongolia

Upon the request from the former National Development and Innovation Committee, the PMMS project supported development of the T-21 macroeconomic model in Mongolia. The UNDP signed contracts for international consultancy with Millennium Institute, USA, and for national consultancy with a team of national consultants in 2012. The consultancy teams worked with the Development Policy Planning Department of the newly formed Ministry of Economic Development over nine-month period to development T-21 macroeconomic model.

As a result, the Government of Mongolia issued the Resolution No. 170 on December 15, 2012 to set up an Inter-Ministerial Steering Committee and serve as a basis to institutionalize the T-21 model in Mongolia. The newly formed in 2012 Ministry of Economic Development was able to appreciate the wide range of uses of the model and as a result, established a Modeling team within the Ministry. The team consists of two technically qualified staff members. Ministry of Economic Development is committed to collaborate with other ministries in utilizing the model for developing sectoral plans to contribute to a broad-based national ownership for the T-21 model in Mongolia. Ministry of Economic Development plans to extend the model to the sub-national level to assist in development of local-level plans.
8. Support to the MDGs Implementation National Report

Three national reports were produced with the support of the PMMS project in the period of 2007-2012.

Supported the Second National Report on MDG Implementation -2007

To fulfill provision of the Parliament Resolution, the Ministry of Finance was responsible to prepare the 2nd National Report on MDG implementation.

With the support of the PMMS project, the Second National Report on the Implementation of MDGs in Mongolia was developed and approved by the Government of Mongolia on August 16, 2007.

The report enabled the policymakers to track progress towards MDG achievement and align the priorities to meet targets by 2015.

“"This second report analyses the country’s current status in respect to the Mongolia-specific MDGs and identifies main challenges and policy priorities for achieving the MDG targets. Moreover, the report summarizes the MDG progress at both the national and sub-national levels."

Pratibha Mehta, UN Resident Coordinator & UNDP Resident Representative
“Every country has adopted global 8 MDGs. Mongolia has put an extra 9th goal, that is commendable and I wish every country would adopt such a goal too. I’m sure that Mongolia will present its findings in New-York and it will be appreciated how important it is. Mongolia is set to achieve 6 of 9 goals. From what I have seen during my visit, I have the feeling Mongolia is striving hard to achieve the 3 goals as well. One area where more effort is needed is poverty reduction. Mongolia is having a big mining boom on its grade and will have adequate resources to address this issue; but it must also be oriented with development policy and strategies.”

Mr. Ajay Chhibber, August 6, 2010.
Supported the Fourth National Report on MDG Implementation - 2012


The report was launched in June 2012. During the workshop, National Development and Innovation Committee made presentation on the MDGs implementation in Mongolia.

The dissemination workshop was attended by the high-level officials from Ministries, representatives from international organizations, academia and non-governmental organizations. The report has been disseminated to local organizations and representative offices of international institutions operating in Mongolia.

The Project provided support for translation of the report into English and for printing English and Mongolian version of the report.

“The Fourth National Report on MDG Implementation was based on official statistical data and was compiled with the participation of moments, there are a few deteriorating indicators. Particularly, poverty and environmental issues have grown to a capital concern for every.”

Tsakhiagiin Elbegdorj, President of Mongolia
9. Supporting the development and the publication of Poverty Map of Mongolia 2011-2012

The National Statistical Office of Mongolia estimates poverty indicators nationally and regionally. However, use of only national and regional data is not adequate for correctly identifying target groups of national programs. Therefore, the project successfully collaborated with the National Statistical Office to support development of aimag and soum disaggregated poverty data using poverty mapping.

With support from PMMS project, poverty indicators were estimated based on the most recent Population and Housing Census conducted in 2010 and the 2011 Household Socio-Economic Survey. As a result, the second poverty map, “Millennium Development Goals and Poverty Map - 2011” Report, has been published. The first poverty mapping estimation was conducted by National Statistical Office in 2009 with support from the “Poverty research and employment facilitation for policy development” UNDP project.

Apart from the monetary poverty indicators, the report presents a series of non-monetary indicators many of which are MDGs indicators. The MDGs are currently monitored by a number of indicators. Many of them have already been computed at national level. Having national level MDG indicators is useful for monitoring trends but policy-makers would prefer disaggregated figures at local levels. MDG indicators at these administrative levels would permit better geographical targeting and therefore likely to reduce poverty further for a given budget.

The second poverty map, “Millennium Development Goals and Poverty Map - 2011” Report, was launched on 29 November 2012. This report is expected to serve as a valuable handbook for projects and programs to alleviate poverty and for policy and decision makers in evaluation of progress of MDGs indicators, developing and realizing projects and programs to accelerate the implementation of the MDGs. The report is available for public in http://www.undp.mn/publications/MDG_Poverty_Map_2011_eng.pdf.
The Project facilitated and supported an extensive advocacy of the MDGs by successfully implementing a nation-wide MDG advocacy and communication programme adopted by the government counterparts.

Various newsletters, reports, booklets, and other advocacy materials produced and widely disseminated to the public. Series of documentaries have been aired on the national and local televisions, radio and news media.

To ensure wide public participation in this process UNDP supported a newspaper information-sharing initiative aimed at providing information to the public about the process of preparing the MDG-Based National Development Strategy. This exercise created additional room for policy-makers, researchers and fellow-citizens to maintain oversight of the process and provide their feedback.

For example, one of the successful events in 2008-09 was organization of the regional consultative meetings on “MDG Advocacy and Role of Employers” and “Role of Citizens in Job Creation” that was carried out jointly by the National Development and Innovation Committee, Mongolian Employers’ Federation, International Labor Organization and the PMMS project.

These training programs served as a platform to discuss MDG implementation in provincial levels, role and participation of employers in MDGs implementation, public-private partnerships (PPP) and its modalities, best practices in MDG achievement. As a result of such events, participants obtained a wide range of information about MDGs, clarified their role in the MDG and growth process, and exchanged concrete views on the main mechanisms through which they can voice and contribute.

MAJOR LESSONS LEARNT FROM THE PROJECT:

- Support to the National Poverty and MDG Monitoring and Assessment System (PMMS) have been examples of UNDP’s strong commitment to support capacity development for improved and better-informed policymaking processes in the Government and public administration.

- The Project was able to fill institutional gaps in MDG monitoring and evaluation and simultaneously build up and enhance relevant Government institutions capacities.

- Throughout the project implementation lifespan, the entire project was fully committed at creating technical, human and institutional capacities of national stakeholders for operationalization of a MDG monitoring and evaluation system. As a result of the sustained support, poverty and MDG monitoring system was established with required tools, methods and processes.

- The experience of the PMMS project working towards addressing the MDGs locally at the aimag and district levels provided learning opportunities and local capacity building of data collection and analysis, adaptation of MDG target and indicators to monitor and track the progress of the MDGs.

- Disaggregation of Mongolia MDGs at the provincial and district levels, combined with capacity development for strategic planning, budgeting, implementation and monitoring in a systematic and integrated manner, is the most efficient tool to address the MDGs and link government policies with local level needs.

- The PMMS project successfully supported creation of a nation-wide computerized database for civil registration that significantly improved transparency, efficiency and effectiveness of data collection, transfer and maintenance of civil registration information. This initiative supported implementation of the Mongolian Government National Programme on establishment of integrated civil registration and information system.

- As part of supporting comprehensive, integrated long-term national development planning, the PMMS project facilitated development of the macroeconomic T-21 model in Mongolia. As the model requires an interdisciplinary approach, cross-sectoral and inter-ministerial cooperation was promoted to institutionalize the model.
REFERENCE LIST


- The PMMS Project Implementation Unit. *Annual Progress Reports for the period from 2006-2012.*