

# **Norwegian Lutheran Mission in Mongolia**

## **Selenge Development Project Evaluation Report**

**Written by: The evaluation Team**

**November 2007**

## **Introduction**

Title:	Selenge Development Program
Recipient Country:	Mongolia
Project Number	(BN) 10059
Project Area:	Darkhan Uul and Selenge Aimag
Sector:	Agriculture & Livestock
Implementing Agency:	NLM Mongolia
Funding Agencies:	NLM Norway with partial funding from NORAD
Objectives:	To improve the lives of unemployed people in the centers through: <ul style="list-style-type: none"><li>• Transfer of knowledge, better animal breeding</li><li>• Transfer of knowledge through better education</li></ul>
Main Partners:	Government of Darkhan-Uul Aimag Government of Selenge Aimag Research Institute of Animal Husbandry Breeding Departments Fine wool sheep breeders' Association
Funding by NLM	USD 493949 /2006-2008/
Project Period:	1995-2000, 2001-2005, 2006-2008
Report Compiling:	B.Minjigdorj, Director for Union of Mongolian livestock specialists and breeders

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**1. BACKGROUND INFORMATION ABOUT THE PROJECT**

SDP run by NLM-M had 3 phases of project period. Those are:

- I- phase -1995-2001
- II-phase -2001-2005
- III-phase 2006-2008

The first 2 phase out periods have been successful as the “Family Gardening” sector was transferred over to PSARTI in 2005 and “Wool Processing“ and “Health Development “ parts were separated as individual projects.

There had been an evaluation in 2004 to assess the project activities in terms of effectiveness and efficiency and certain recommendations and guidelines were suggested.

From 2006, the SDP has continued within only animal husbandry field and it is expected to be finalized by the end of 2008.

The project overall goal is to protect and increase the fine wool sheep, to enable farmers to do a sustainable breeding work and to increase the income potential for the farmers.

NLM-M has requested to have an evaluation on SDP activities during 2006-2008 which is focused to make recommendations and guidelines for leading SDP into transferring the project activities over to the potential partners and ensuring the sustainability of the partners on bases of their capability and local recourses.

SDP has played an important role by elevating the difficult conditions during the period where the number of fine and semi fine wool sheep breeds such as Orkhon, Yuruu and Khangai was reduced, the market for sheep wool and hides was limited and the family income for farmers with fine wool sheep was degrading.

Having SDP engaged into it, the interest of breeding fine wool sheep has been restored, the farmers started to be active in the wool market and continuously being blessed with the benefits of the project. So far the price for one kilo of wool increased by 8 times and the skin by 5 times. This way, the project enabled the farmers to have a better life. Even those who did not have fine wool sheep were invited to restocking programmed and get involved. The farmers are organized into the groups and the motivation of cooperation among them is being strengthened.

Within the project framework the farmers were trained in practical tools for sheep farming which has prepared a very good soil for sustainability.

SDP’s contribution towards the development in countryside and for creating better living for farmers are considered as valuable programmed with many good results and influence.

The evaluation team came up with several recommendations for the project team to consider. Those are:

1. SDP has to prepare a contract with RIAH about how the Breeding Farm in Hongor has to be transferred over and secure that the Breeding Farm is organized in a way that the fine wool sheep farmers interests and needs are met.
2. No investment shall be given in year 2008

**Within the framework of strengthening the partners:**

- SDP has to be a facilitator for the farmers groups to improve the internal organization within the groups by making internal regulations more clear, finding the proper status of legal entity which should lead to motivation for better cooperation and partnership among the group members.
- All the technical suppliers and equipment supported from SDP has to be clearly indicated in the internal rules of the groups and the proper use plans needs to be developed.
- Support for the local mentors should be stopped in 2008 and the other alternatives can be questioned from the groups.

**Within the framework of Restocking programmed:**

- FWSBA that was chosen as a partner to take over the restocking programmed has not been meeting the necessary demands and preparations to continue the programmed. Therefore SDP has to help the FWSBA to understand the situation and be prepared for what is needs to be done to be an eligible partner. This has to be ready by the 1<sup>st</sup> quarter, 2008.
- To make the repayment system more appropriate towards sustainability NLM-M and SDP Team have to discuss together.
- Evaluation team had meetings and interviews with 103 representatives from the project partners. Questionnaires were prepared separately for different reasons. All the data, information we collected from the RIAH, representatives from NGO's, farmers' groups, herders in restocked families, Food and Agricultural Departments in aimags, and specialists in sheep breeding are summarized in the report.

**2. THE EVALUATION TEAM MEMBERS**

B.Minjigdorj – Director for Union of Mongolian livestock specialists and breeders

Kai Ove Berg- Country Director of NLM-M

D.Jadamba- UNDP-Sustainable Grassland Management - Project Manager

Gjermund Kvam- NLM-M SDP project consultant

D.Buyandalai- Specialist in Ministry of Food and Agriculture,  
Director of Mongolian Gene Found organization

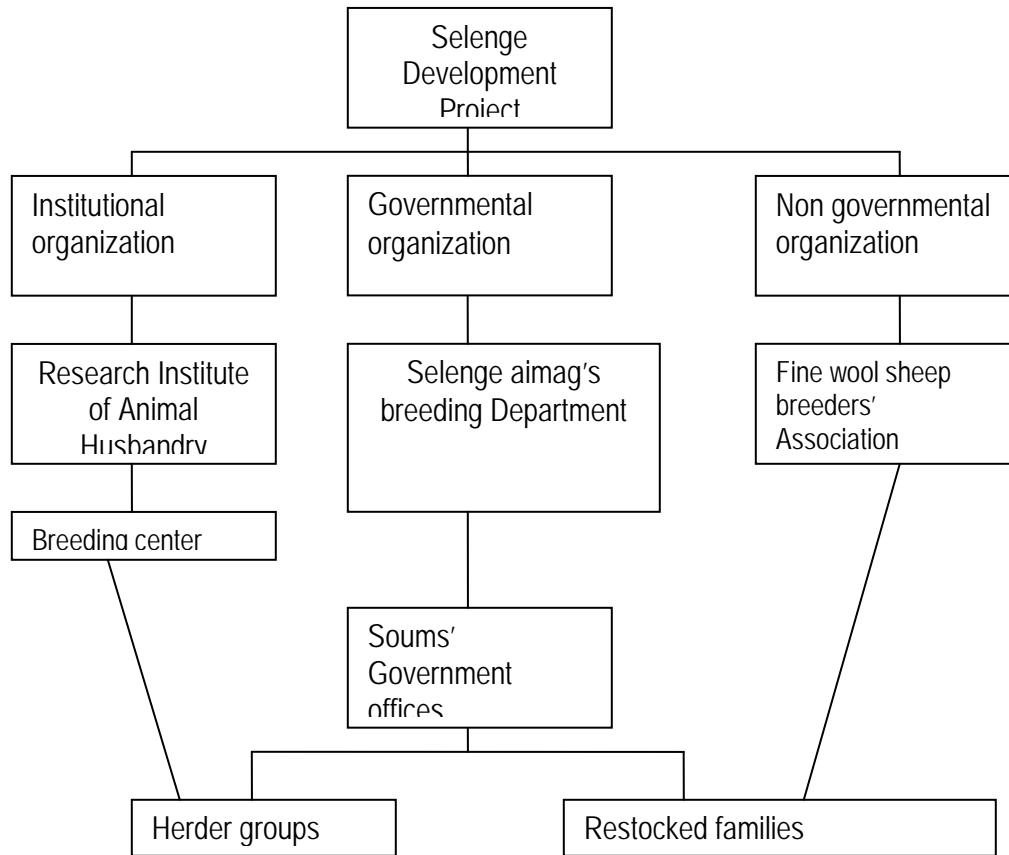
S.Mungunchimeg-Board member of FWSBA, Director of Timeless Co.,LTD

D.Badarch The Chief of Food and Agricultural Department in Selenge aimag

### **3. GRATITUDE**

The Evaluation Team is very thankful for the Project Team and project partners for providing important data, information and opinions.

### **4. PROJECT AND PARTNERS COOPERATION STRUCTURE**



- Researchers from RIAH are responsible for the research team for implementation of upgrading fine and semi fine wool breed.
- Breeding center is responsible for breeding Khangai, Orkhon and Eroo purebred sheep, raise superior rams, deliver them to herders, enhance and evaluate the yield and quality of wool

- Agriculture board of Selenge aimag and its breeding service is responsible for coordinate the measures for upgrading sheep breeds, and borrowing sheep from its own flock to herders.
- Governor administration of the soum is responsible for supporting to ensure legal environment, provide the activities, and improve the living standards of people, involved in the herder community and program for increasing livestock number in the soum.
- FWSBA was re-established in 2003 and responsible for supporting the project activities and coordinate and assist fine wool sheep breeders.

#### **5. REQUIREMENTS AND GOAL OF THE EVALUATION**

Project evaluation aimed to summarize planning, organization, activities, outcomes and sustainability of animal husbandry, and develop proposals and recommendations for further activities. NLM in Mongolia described the directions of evaluations for the animal husbandry project, and team members worked to extent of evaluation documents given to evaluation team, and they worked out the related conclusions, proposals and recommendations. This evaluation is tended to terminate and shift the project activities, select the party which is able work stably and clarify which will be the main attention of project team in 2008.

#### **6. OBJECTIVES OF THE PROJECT**

- To summarize and evaluate the organization, implementation, importance and outcomes of the animal husbandry project activities in 2006-2008, and activities and successes of herder communities and herders involved in the project for increasing family livestock number, provide advices for planning and implementing further sustainability.
- To provide with proposals and advices on the ways of shifting the project activities to collaborating parties.

#### **7. METHODS**

The evaluation team reviewed the documents of animal husbandry project, plan of the project team in 2005-2007, and annual reports, and obtained some additional information on some issues. The team saw storehouse for vegetable, fenced field for planting potato, vegetables and annual and perennial forages, small scale tractor and irrigation machinery. Meetings with herders of the families which were involved in the project were held and their views were heard. One day meeting and interviews of people representing various partners in the project were also organized and evaluations were made by PRA. Related questions were asked from the participants and their answers were written and summarized. Questionnaire, interview, business meetings, project plan and reports, proposals and suggestions of herders of community and project for increasing family livestock number, and sights in the site became main background of the project evaluation and preparation of recommendations. Evaluation summary was specially presented for the project team members.

## **8. PROJECT IMPLEMENTATION, OUTCOMES AND IMPACTS**

Chairman of steering committee:

B.Myahdadag, staff of Parliament Chancellor

Secretary : S.Altantsetseg, Coordinator of Animal husbandry project

Members: G.Altangerel, specialist of Animal husbandry department, Ministry of food and agriculture

Ts.Altantsetseg, specialist of Food and agriculture board, Selenge aimag

D.Oyuntugs, specialist of Food and agriculture board, Darkhan-Uul aimag

Pier Biorgas, Coordinator of NLM projects.

Steering committee is able to coordinate and implement the project planning and activities in terms of structure.

The project was tended to change the tendency of herders for protecting, raising and breeding Orkhon, Khangai and Eroo breeds of sheep in 2001-2005. Relying on own resources and possibilities of breeders of finer and semi-fine wool sheep, the activities were focused on growing sheep, enhancing the productivity, improving the living standards, ensuring potentials for partners and supporters, and provide sustainability in 2006-2008.

The project activities were accomplished in 4 main directions:

### **Breeding of fine and semi-fine wool sheep.**

In collaboration with the project of agricultural development and RIAH, center for Selection and breeding of fine and semi-fine wool sheep was founded in Khongor soum of Darkhan-uul aimag. The center has 60 ha area for forage planting, nucleus flock of Orkhon, Khangai and Eroo breeds, warm housing, sheds, wells, feed store house, branch of artificial insemination and electricity supply. Main goal of the project is to multiply sheep of 3 breeds, raise superior sires, ensure the use of these rams by herders, introduce the advanced technology of semi-pasture grazing of fine and semi-fine wool sheep in cold seasons, and help herders. Forty four rams were grown by the center and delivered to herders. Jointly Food and agriculture board of Selenge aimag and RIAH conducted classification fine and semi-fine wool sheep (15700), 35 breeding rams were delivered to herders, artificial insemination was made (3800) and information fund for selection and exchanged use of sires. As a result of breeding activities accomplished by the project, the number of fine and semi-fine wool sheep increased. Purebred sheep account for 38.9% of all sheep. Number of purebreds in 2007 increased by 2.5 times and 1.6 times than 2005 and 2006 respectively. Sheep wool quality was improved. Number of semi-fine wool crossbred sheep accounted for 14.6% in 2006 and 28.6% in 2007. Total wool production enhanced. Second or third degree wool decreased among the sold wool. However, it is necessary to give attentions on that there is a tendency of increasing both second and third degree wool for Orkhon breed sheep wool.

To give attentions on the following issues in breeding activities:

- To perform sheep wool yield and quality for each breeds, direct the breeding activities to minimize both second or third degree wool and improve the supply of additional feeds



- To make survey of fine and semi-fine wool production and selling for each soums and generate the certain information
- To determine the herder family production, income, expenditure and living standards in association with breeding fine and semi-fine wool sheep

### **Training and advertisement**

The project organized training, demonstrations, seminars and advices on the definite topics based on the orders of herders and other participating parties, and in total 521 individuals attend this training. The training was intended to learn animal husbandry management, rangeland management, management of herder community growing fine and semi-fine wool sheep, artificial insemination and experiences of intensified livestock farming, planting potato and vegetables and exchange of herder community experiences.

As a result of training herders learned the features of breeding fine and semi fine wool sheep, and skills of competing in the wool markets. A requisite for acquiring the capability of using and stable development of the benefits of both intellectual and material investments, made by the project has been provided for further independent activities and collaborations.

Main attentions to be paid by the project for organizing training in the future are as follows:

- To support the improvements of internal organization of herder communities, and strengthening the collaborative thinking of the members
- To strengthen the community fund, create the understanding that all premises such as machinery, irrigation and disinfections equipments, store houses for potato and vegetables, fenced fields are owned by single person , but also by all members, clarify the participation of each individual, and help make revisions in the community rule on their ownership and use.
- To organize training on business skills of the community and its members, ways of planting forages, potato and vegetables, sheep reproduction, feeding technology, fleece shearing and classification, and artificial insemination

### **To improve capabilities of the herder community and partners**

Three herder communities were established are now accomplishing their activities in the project soums. In total 28.7 million tugrik worth investment was made for 3 communities to support the collaborative activities of the herders and strengthen their capabilities. The community has machinery, small scale tractor, irrigation equipments, animal disinfections equipment and provided the condition of planting forages, potato and vegetables on the fenced field and built the store house for crops. As a result the community could reserved the seeds of potato, vegetables and avena sativa. Some communities planted perennial forages.

Critics:

- Despite the communities were established, they have not official registrations and certifications.

- The measures intended for contract based use of rangelands and hay fields is not taken.
- Control on the machinery provided by the project is not satisfactory.

**Issues of concern in the future:**

- To organize jointly with the soum governor office the measures intended to reform the community rule and ensure official registration and certification of the community
- To support herder community for solving the issues of contracted use of rangelands and hay fields
- To broaden planting of forages or avena sativa, potato and vegetables in the fenced fields and improve their use
- To enhance the community fund, rely on the resources, especially gather 20% of total cost of the machinery supplied by the project from the community herders, followed by adding to the fund and use other chances such as contributing the certain amount of incomes gained from selling seeds of potato, vegetables and avena sativa
- To put control on fund raising and expenditures, open account in bank, reserve them into the account and provide regular information about the fund

**Program for increasing livestock number for the families and support for the herders**

With the purpose of improving the living standard of low income poor families, the measures tended to increase number of livestock for the families subject to repayment after 3 years were accomplished in order to protect and upgrade the fine and semi fine wool sheep breeds and increase their number since 2005.

Meanwhile 85 individuals of 16 families in 3 soums were involved in the program. In total 900 sheep were delivered to them. From the interviews with the herders, it is possible that a family received 50 sheep become able to gain 7.5 million tugrik worth assets after 3 years. It is said that the prerequisites for gaining incomes are provided as a result of production and selling of meat, wool and milk. During difficult periods of winter the assistances in the forms of animal feeds, pharmaceuticals were provided free of charge, and superior rams were grown and delivered free of charge for breeding. Every herders participated in the meeting appreciated all these measures.

Herders concluded the program has socio-economic importance helping give assets to poor people, provide non-income people with sources of incomes and minimize unemployment.

The project has the justifications that it is correct with the policy, has the possibilities of implementations and sufficient implementations. Animal husbandry project is seen to be essentially important for furthering rural developments, making contributions to improve living standards of people and resulting in enormous creations and effects.

**Future concerns:**

- To select properly the person responsible for receipt of livestock program shift, make thorough selection for new herders for the program, and support them to collaborate together
- To conduct surveys on enhancements of family production and income, and improvements of living standards
- To give professional support and supply with superior sire animals
- To improve the system of repayment of the received livestock on the basis of contracts

FWSBA, which has been selected as responsible body for succeeding the program for family livestock (stated in the project document in 2006-2008), was reorganized in 2004 and became main partner in collaborating with the project.

Meanwhile the society made contract with the project, followed by annual planning of the activities and reporting the accomplishments. Breeding activities and services were accomplished in collaboration with Food and agriculture board of Selenge aimag and RIAH regarding the issues of enhancing the reproductive and productive performances of fine and semi fine wool sheep.

Disadvantages are as follows;

- Activities are not regular.
- Both the chairman and executive director of the society are working together in an institution, and situated far from the local area.
- Financial sources were not used fully.
- Prerequisites for succeeding the program by shifting have not been provided.

#### **Future concerns:**

- To clarify the structures, organizations and management capabilities of steering committee of the society, and accomplish regular activities
- To ensure immediate approval of the measures for necessary conditions of succeeding the program for livestock number increase for family in active collaboration of the society with animal husbandry project.

### **9. EVALUATION TEAM RECOMMENDATIONS**

*In light of point 1-7, analyze the degree of sustainability for the project activities.*

- The breeding work of the elite flock at Khongor farm is running quite well. Further research to purify and strengthening the fine-wool sheep is important for the sustainability of the breeding work in the future. Major investments are financed by SDP with some contribution from RIAH. Lack of activity plan and budget for further running of the farm from 2008 can be critical. RIAH is themselves covering the running cost for the farm, and they have good potential for income to cover for further running, but it's no money for taking care of the services SDP has covered until now, like classification and ram distribution. Therefore it might be necessary for RIAH to

sell the rams to the farmers in the future. In fact, it's a common understanding that the herders have to pay for the distribution of rams at their own. Since the herders says they are not willing to pay for these services, this will be critical to secure sustainability for these activities.

- SDP organize and conduct trainings for herders and other partners. Competence building and knowledge about new technologies is seen as one of the main activities to promote sustainable and continues changes and impact from the project activities. These activities are still fully depending on SDP both operationally and financially, which is a critical factor. To strong emphasis on new and costly technology which the target group can't afford- to invest in, must be seen as a critical factor during the phase out period. Seasonally "encouragement" for three mentors in the three soums the project works in paid by SDP, is not promoting a sustainable and continues role for the mentors.

- To promote breeding of fine wool-sheep and increase income generating activities SDP has facilitated organizing of herders into groups. This has been one of the main activities since 2005. Although, no official and/or juridical registration and lack of clear internal rules and structure of the groups seems to be the main weaknesses at the present.

- SDP has given technical support to the herder groups, such as: tractors, hey harvesting equipments, vegetable storages, water-well, irrigation systems, seeds, medicines and pasture land, insemination and classification of the sheep. The investments themselves promote sustainability of the activities. Unfortunately this has been fully financed and organized by SDP, this is a critical concern. This has made the groups dependent on SDP. Lack rules and internal regulations for use of the investments seems to weaken the team sprit among the herders. It will also be difficult to multiply this model of groups, since nobody will be able to face the same investments that SDP has done in these three groups.

- The restocking activity is the major and most important part of the SDP's activities starting up from 2005. At the present 19 families are implemented in the activity. In 2008 the first three families are going to pay back the same amount of sheep that they got in 2005. Given that the payback system will succeed, this will contribute to sustainable and continues income generating activities for the Mongolian people and a stable growth of the number of fine wool-sheep

- According to the contract made with the families in the restocking program they are expected to pay back the same amount of young sheep after three years. This assumes a birth rate of 1 lamb from each ewe per year. According to general offspring rate this seems to be optimistic and questions the sustainability of this activity.

At the present the FWSB association (established in 2004) has not reached the capacity to taking over the restocking and training activity as planned. Lack of activity plans, budgets, and financial sustainability is critical. Geographically they are located far away from the target group. This has to be considered as a critical factor when it comes to the future running of training and restocking activities. During the three years the association has existed very limited efforts have been made to create income generating activities for the association. One of the proposals from the leader of the association is to sell the sheep from the restocking program to do investments within the association. This is critical.

*Give recommendations on how to secure a good phasing out of the project, and a sustainable transfer of present activities to local partners).*

**The breeding farm at Khongor** is ready for handing over to RIAH according current plans. Recommendations:

- Contract for handing over the farm has to be worked out by SDP. This contract should secure the herders interests in the farm in the future.
- No more investments should be given from SDP in 2008.

**Capacity building of partners.**

Recommendations:

- Facilitate the herders groups in their work to organize themselves and getting legal registration and activities promoting team-spirit. Emphasis in the trainings should be on business skills, fodder- and vegetable-growing, breeding- and foddering-work  
Work out internal regulations for use of technical support and investments provided by SDP.
- Local share when SDP is organizing activities is absolutely essential not to create further dependency on SDP.
- SDP is recommended to facilitate the vegetable-growing activity with other partners working on healthy nutrition education to get synergism effects.
- No financial support should be given to the mentors in 2008. SDP has to work out a solution with the herders group how this should be handled in the future.

**Restocking activity:**

- The partner chosen for this activity, FSWBA, doesn't meet the necessary requirements to continue this activity. Recommendations:
- SDP must make a clear understanding with FSWBA to meet the necessary requirements by the end of first quarter 2008.
- Time is a critical factor and SDP should therefore until then make some investigations regarding the possibility to find other partners for this activity.
- Strengthening the herder groups participation and role in the decision making process for choosing new families to be restocked.
- Improve the current pay back system for the restocking program in order to secure sustainability. This has to be cleared up internally in the SDP staff and NLM-M.

**General comments:**

- The evaluation team found it difficult to work objectively regarding conclusion and recommendations since some are playing key roles in the project activities.
- Documents and papers were not prepared in both languages. Papers and documents should have been communicated ahead of the evaluation to make the work more effective.
- One of the evaluation team members worked as a translator, this reduced the possibility for this member and for the whole team to fully contribute with their competence.

*Which activities should end by the time NLM withdraw, and which activities should continue by the local partners?*

All activities have a fair chance to continue after the phase out 2008.12.31., but the number of trainings has to be reduced because of financial limitation.

#### **10. TERM OF REFERENCE AND TIMELINE**

Terms of Reference is attached.

#### **11. DATA COLLECTION TOOLS AND SAMPLES**

##### **Questionnaires**

Six different questionnaires for each project element were prepared. Questionnaires for beneficiaries and partners as well as for local leadership.

##### **Interviews**

During the evaluation, project beneficiaries, officials, stakeholders and project workers were visited and interviewed by members of the evaluation team.

##### **Workshop**

Beneficiaries, counterparts and project workers of the project elements participated in one day workshop focusing on project implementation. Team members had interview from different beneficiaries such as herder group members, restocked family members and different partners.

##### **List of documents used by team**

- SDP long term plan 2006-2008
- SDP annual plans 2004-2008
- SDP annual reports from 2001-2006 and 2007
- Evaluation Report for SDP in 2004, Mongolia
- Terms of Reference of the evaluation 2007
- Contracts with different partners and beneficiaries