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ASSESSMENT OF THE ENVIRONMENTAL SECTOR GENDER STRATEGY PHASE 1 (2014-2016)

Final Report

Prepared for GIZ Mongolia by the Independent Research Institute of Mongolia

2018

Disclaimer

The findings, analysis, and recommendations made in this report reflect the views of the independent evaluation team and do not necessarily reflect the views of the GIZ Mongolia, Ministry of Environment and Tourism or other stakeholders involved in the evaluation.

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Acronyms and abbreviations

CSO	Civil society organisation
DR	Document review
FUGs	Forest user groups
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IRIM	Independent Research Institute of Mongolia
KII	Key informant interview
LPGE	Law on Promotion of Gender Equality
M&E	Monitoring and evaluation
MEGD	Ministry of Environment and Green Development
MET	Ministry of Environment and Tourism
NCGE	National Committee on Gender Equality
NGO	Non-government organisation
RBM	Results based management

Executive Summary

MET and GIZ Mongolia's Biodiversity and Adaptation of Key Forest Ecosystems to Climate Change II programme commissioned the assessment of the Strategy's implementation for Phase 1 (period covering 2014-2016). The assessment was conducted by the Independent Research Institute of Mongolia (IRIM) in September – December 2017.

This report is dedicated to the Assessment of Mongolia's Environmental Sector Gender Strategy (2014-2030) adopted by MET in 2014. Focusing on the implementation of the Strategy's Phase 1, the purpose of this assessment was to identify the progress, achievements and challenges in the implementing the Strategy with reference to the Strategy's relevance, effectiveness, efficiency and sustainability. The report concludes by presenting recommendations for improving the design and implementation of the Strategy. Furthermore, this report contains appendices that can be useful for future studies and programming. For instance, Appendix 2 provides detailed raw data on the Staff Survey results obtained from MET officers. Appendix 3 presents the Results Framework of the Environmental Sector Gender Strategy and its status of implementation.

Achievements

The overall conclusion of this assessment is that the Strategy itself is a relevant document in terms of policy and population needs and its objectives are in line with key policy issues. It is evident that the Strategy is more focused at mainstreaming gender at national level and laying down the institutional capacity first in order to do so. This is a suitable, achievable and relevant approach. There was an overall consensus among the stakeholders about the importance and usefulness of the Strategy. In some cases, the Strategy served as a guiding framework for partners to work together on implementing activities within the gender equality framework in the environmental sector.

Drawbacks

However, its implementation was weak. Out of total 21 indicators, only 4 indicators (19%) had some activities conducted primarily through donor funded projects and nearly all of the indicators cannot be tracked due to lack of data (baselines/targets). Stakeholders, including the Strategy implementers (staff) highlighted the inefficiency of implementation, lack of communication and monitoring and evaluation and absence of stakeholder engagement as major pitfalls. For instance, many of the donors and civil society representatives interviewed tended to lack knowledge or awareness of the existence of the Strategy. Furthermore, there is a significant weakness in the design of the Strategy mainly due to weak formulation and inappropriate indicators and it does not reflect results-based management principles. The quality and appropriateness of the indicators to assess the progress and achievement of the Strategy are weak making it difficult to track progress.

Challenges

Many of the challenges for the implementation of the Strategy identified in this report are related to general lingering issues the country is facing (also acknowledged in different assessments and evaluations of national policies such as the UN-REDD+ report, UNDAF report 2015 and CBD country progress report 2015). Among the various factors that affected the Strategy's lack of implementation were:

- Lack of a responsibility mechanism associated with the Strategy - absence of action plans and delineation of partners' roles and responsibilities. There was no reporting and documentation about the Strategy's implementation.
- Insufficient coordination and exchange of information
- Inadequate structure and capacity of the MET Gender Council
- Limited human resources capacity and frequent staff turn-over
- Lack of ownership, initiatives and commitment from MET
- Lacks leadership, especially from the part of women within the Ministry
- Inadequacy of budget and budget deficit
- Lack of management capacity (in terms of planning, budgeting and monitoring)
- Gender equality itself is a new concept in Mongolia creating uncertainty.

Another major reason for underfunding, lack of implementation and reporting is the lack of prioritisation of gender equality issues from the government. The first phase of the Strategy coincided with economic recession and austerity measures which took place in Mongolia between 2014 and 2017. This jeopardises the next phases of the Strategy as Phase 1 was designed to be a preparation phase. In spite of that, MET has potential to move towards implementing the Strategy because the legal environment is favourable and the support and interest from donors and other non-government stakeholders is strong to implement the Strategy. In doing so, the government should demonstrate more commitment and engage partners and the activities planned in Phase 1 should be caught up.

Recommendations

Key recommendations provided in the report are centred on the following themes:

1. Improving the design – logical framework of the Strategy
2. Clarifying the status of the Strategy as a policy document
3. Developing potential list of projects and estimated costs, timeline
4. Coordination with NCGE and NCGE's support to gender councils and gender focal points
5. Engagement with donors and development partners
6. Strengthening engagement with civil society
7. Providing institutional mechanism to implement the Strategy
8. Improving knowledge transfer

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1 Introduction

1.1 Background

In many regions, women are disproportionately affected by the impacts of climate change, natural disasters and environmental degradation. Multiple reasons increase women's high vulnerability to climate change: being poor, being highly dependent on local natural resources for their livelihoods, having unequal access to resources, services, decision-making processes, limited mobility, and low income and living in informal settlements in landslide or flood-prone areas. As a consequence, they often have less time for income-generating activities, education and training as well as participation in community activities and decision-making processes (GIZ 2015: "Guidebook Gender and Urban Climate Change" p. 4; 17 mentioned in BMZ and GIZ, 2017).

In the case of Mongolia, ensuring local communities, men and women's participation in environmental decision-making and reducing the negative impact of environmental degradation on rural population is one of the key priorities of Mongolia. The Government of Mongolia (GoM) has been making progress in mainstreaming gender equality in all sectors including the environmental sector in line with Mongolia's Law on Promotion of Gender Equality (2011), Green Development Agenda (2014-2030) and Long-Term Sustainable Development Vision (2016-2030). The Government's consideration of gender equality in environmental sector is illustrated by its adoption of the Gender Strategy in Environmental Sector 2014-2030 (herein after the Strategy) adopted in 2013 by the Ministry of Environment and Green Development (MEGD)¹. The aim of the Strategy is to promote gender equality within the environmental sector and supporting Mongolia's Green Development Agenda.

The first phase of the Strategy was implemented between 2014 and 2016 with an overall objective defined as "the environmental sector policy makers will acquire gender equality related knowledge and methodologies while the internal institutional capacities being strengthened and gender checklists developed and used" (MET 2014).

1.2 Purpose and objectives

The purpose of this assessment was to identify the progress, achievements, challenges and drawbacks in the implementation of the Strategy and to make necessary recommendations for improvement and further development of the Gender Strategy Action Plan in the environmental sector.

The specific objectives of the assessment include the following:

- Assess the Strategy's progress made against the expected results
- Provide evidence on the **relevance, effectiveness, efficiency and sustainability** of the Strategy where possible
- Identify the factors that have affected the Strategy's implementation, answering the question of why the performance is as it is and explaining the enabling factors and bottlenecks;

¹ Now renamed Ministry of Environment and Tourism – MET

- Reach conclusions concerning the Strategy’s contributions, good practices and lessons learned across the scope being examined.
- Provide recommendations for the design and implementation of the Strategy.

1.3 Methodology and analytical framework

The assessment used an analytical framework (Table 1 Analytical Framework) which outlines the key assessment questions, proposed data collection methods, data sources, and key respondents. Following the development of the analytical framework, target respondents were defined and qualitative and quantitative data was collected from them for analysis.

The qualitative and quantitative data used in this report consisted of the following:

- The background documents including the GIZ Programme and MET and international development agencies’ reports.
- Key informant interviews (KIIs) with key stakeholders from the government, civil society organisations (CSOs) and development partners
- Questionnaire from direct implementers of the Strategy (staff survey) using paper and online questionnaires;
- Site visits including interviews and observation in six soums of Selenge aimag.

The sampling for the assessment included the following key respondents (Appendix 1: Stakeholders interviewed)

- Government institutions – a total of 17 KIIs and **77** staff survey were conducted. For the staff survey, 15 were participants from aimag (sub-national) level; 18 from implementing agencies under the MET and 49 were officers from the MET. The staff survey questionnaires were self-administered using online (at aimag level) and paper (in Ulaanbaatar) questionnaires. Government institutions include the agencies responsible for formulating policies, planning and approving budget and implementing policies related to issues of environment and gender at national and local level (including MET, National Committee on Gender Equality (NCGE), Ministry of Finance, Aimag departments, NSO)
- CSOs and academic institutions – a total of 7 KIIs were conducted from CSOs, associations and academia working in environmental protection and gender equality.
- Development partners – a total of 9 KIIs. The development partners included multi-lateral and bi-lateral donor agencies and projects working in areas relevant to environment in general and forestry in particular.

Data analysis used in the report:

- The collected KII transcripts from 23 informants were analysed using the QDA Miner 5.0.17 (a qualitative data analysis software). We coded the interview transcripts and analysed the coded variables’ co-occurrences level to explore potential relationships among them as well as similarities among cases.

- Descriptive statistics was used to analyse the questionnaires collected from the staff survey using MS Excel. We calculated the average (mean) scores for each of our assessment criteria and presented the results in the report. It is beyond the scope of this report to analyse the results in detail by various characteristics of respondents and sample size was not sufficient to conduct such analysis.

The assessment was based on the following analytical framework:

Table 1 Analytical Framework

Focus areas	Key Questions	Indicators	Data Sources	Collection tools
Design²				
Internal context	1. Was the Strategy founded on sound situation analysis and lessons learned? 2. To what extent was there broad participation and consensus by all stakeholders?	Main agency (MET) use the Strategy as reference-planning, implementation and monitoring framework	Official documents and reports Key stakeholders and MET	Document review KIIs Staff surveys
Relevance				
Strategic relevance	3. Does the Strategy leverage on national development, overall environment and gender strategies and laws? 4. Do the Strategy outcomes address key issues, their underlying causes, and challenges the country is facing?	Alignment of the Strategy with SDV, Green Development Agenda and National Gender Equality Programme	Official documents and reports Key stakeholders	Document review KIIs Staff surveys
Effectiveness				
The Strategy Expected Results	5. To what extent have intended objectives and planned results been achieved in terms of indicators as reflected in the Strategy M&E framework?	Achievement of outcome and output indicators Any other changes not captured by the indicators	Internal progress and monitoring files	Document review KIIs Staff survey
Factors influencing effectiveness	6. Which are the main factors that contributed positively or negatively to the progresses towards the Strategy outcomes?		Officials partners, including CSOs	
Efficiency				
Resource utilization	7. Was the Strategy appropriately funded? 8. Were resources focused on the set of activities that were expected to produce significant results?	Allocation of funding Clear reporting on the budget expenditure	Key partners Sectoral Budget	KIIs Document review

² Extent to which the Strategy principles were integrated in the environment sector sub-programmes and policies

Focus areas	Key Questions	Indicators	Data Sources	Collection tools
	9. Did the Gender council manage to allocate funding from donors? (p.27)			Staff survey
Joint planning and implementation	10. Did the Strategy contribute to achieving better synergies among the environment sector stakeholders to mainstream gender?	Existence of joint planning and implementation platforms	Key partners Document review	Document review KIIs
	11. Is the distribution of roles and responsibilities among the different partners well defined, facilitated in the achievements of results?	Partnership strategy and resourcing		Staff survey
Sustainability				
Ownership	12. To what extent are the Strategy interventions and results owned by local stakeholders (communities, mid or high-level institutions)?	Participation and awareness of stakeholders	Officials CSOs	Document review KIIs
		MET's leadership in implementing the Strategy		Staff survey
Institutional capacity	13. Have national capacities been enhanced in government, independent institutions and civil society?	Participation of stakeholders in capacity building activities	Official files Key partners	Document review KIIs
Inter-agency collaboration	14. Has coordination been appropriately institutionalised with appropriate tools and guidelines?	Local development policies are in line with the Strategy	Official files	Document review
		NCGE provided inter-sectoral arrangements to implement the Strategy	Key partners	KIIs
Monitoring and evaluation				
M&E mechanism of the Strategy	15. Whether there was a regular planning and monitoring of the Strategy implementation and progress	Timely monitoring and availability of evidence	Documents Key partners	Document review KIIs and Staff survey

1.4 Limitations

There are five key limitations of this assessment. The first is the lack of evidence and secondary data documenting the implementation of the Strategy. As such, the findings and conclusions made in this assessment of the Strategy largely rely on the findings from primary data collection (KIIs and staff survey). For instance, in relation to the staff survey results, more than half of the respondents (43 out of 77) indicated they have not read and they don't know what the Strategy is about.

A second limitation was the lack of activities implemented as part of the Strategy and the regular turnover of personnel at the MET during the Phase 1 of the strategy (2014-2016) which this Assessment covers. Therefore, we included the activities conducted in 2017 before the assessment took place in our evaluation to allow for conclusions regarding current progress and emerging lessons learnt.

A third limitation relates to the sample size and types of respondents included in the assessment. We primarily included stakeholders based in Ulaanbaatar and assessed the Strategy implementation at central level (except the staff survey participants from 15 aimags). Therefore, we were not able to include communities to assess actual implementation at local level and potential outcomes deriving from the Strategy for beneficiaries. However, as this assessment does not intend to conduct a final evaluation survey to assess the Strategy's impact, this limitation does not result in substantive changes in our conclusions.

The fourth principal limitation of this study is that the Strategy itself does not have a results framework with target indicators. Consequently, there was no baseline data against which to assess the progress of the Strategy. Therefore, we tried to substitute/match activities reported or documented during KIIs and document review and attributed to the strategy objectives in some cases.

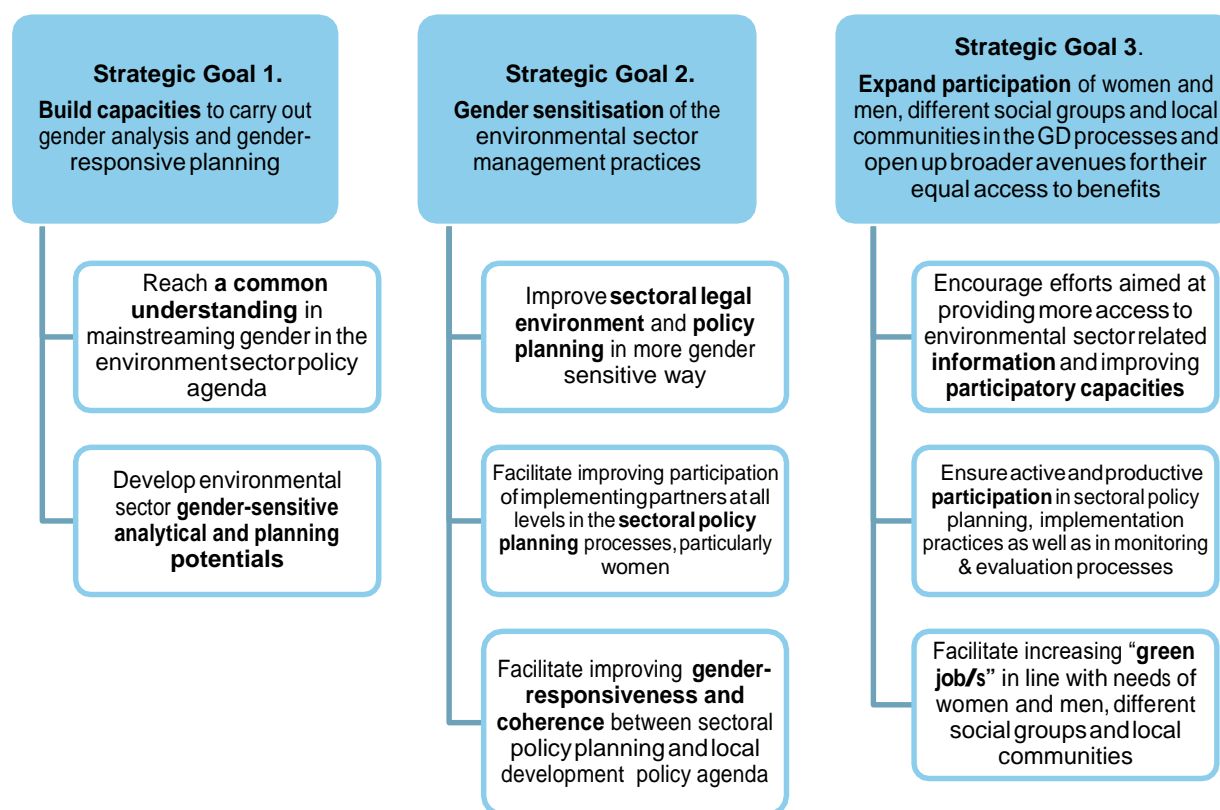
Finally, we were not able to objectively assess the change in knowledge and attitudes about gender equality among the MET officers at central and local level as it was beyond the scope of this assessment. To undertake this exercise, a Gender Audit should be conducted. We tried to guard against bias by having explicit reasons for each judgment, and presenting these for readers to examine and either agree or disagree with them.

2 Description of the Strategy

The Environmental Sector Gender Strategy was adopted by the Minister of Environment in 2014³. This Strategy is one of the first sectoral gender strategies adopted in Mongolia. The Strategy's "mission" is to provide support to the Green Development agenda of Mongolia based on different needs of women and men, social groups and local development by ensuring equal opportunities for participation and equal access to benefits in environmental sector. The strategy is designed to serve as a guiding framework for partners and key stakeholders to work together to reach a common understanding on gender equality framework, build necessary capacities on gender analysis as well as conduct gender-specific research (MET 2014, 13).

2.1 Goals and objectives of the Strategy

The strategy consists of three strategic goals each comprising of two to three objectives and a list of activities under each objective. The Strategy recognised that the principles of human rights, gender equality and participation are prerequisites for the concept of Green and Sustainable Development.



³ Ministerial Resolution # A-201, 23 June 2014, Mongolia

Strategic Goal 1— Build capacities to carry out gender analysis and gender-responsive planning.

As indicated in the Strategy (p. 14), this goal rests on the assumption that **systematic gender analysis** and its use in policy planning will improve the reflection of women and men and varying social groups' development needs into the policy programmes and action plans which in turn will **contribute to improving the quality of life and eliminate social inequality**. This goal is mostly intended for policy makers, government institutions responsible for implementing the Strategy and CSOs.

The goal consists of two objectives:

- *To reach a common understanding about mainstreaming gender; and*
- *To develop the gender-sensitive analytical and planning potentials.*

Strategic Goal 2—Environment sector management practices are gender sensible

This strategic goal focuses on creating **favourable environment** and organizational culture among the sectoral institutions to ensure equal participation among women and men at all levels of environmental sector policy making, planning and implementation (MET 2014, 15). The objectives within Goal 2 include:

- *Improve sectoral legal environment and policy planning in a more gender-sensitive way.*
- *Facilitate improving the participation of implementing partners at all levels in the sectoral policy planning processes, particularly women.*
- *Facilitate improving gender-responsiveness and coherence between sectoral policy planning and local development policy agenda*

The Strategic Goal 2 and its objectives are directed at leaders, policy makers and planners and the implementing bodies of policies, programs and action plans.

Strategic Goal 3— Participation of women and men, different social groups and local communities participate in green development processes and their equal access to benefits are expanded.

This goal aims to empower local communities and various forms of citizen groups as active participants, agents and beneficiaries of the green development process. This goal is based on the assumption that activities targeted at improving participation, capacities and partnerships of communities, the gender gap⁴ will be narrowed and critical social challenges could be resolved. Objectives within the goal are:

⁴In the objective statement it was not explicitly mentioned gender gap in what areas. Elsewhere in the report (p. 11) it was mentioned that the Strategy is emphasizing the following point: "narrowing of gender gap amongst employees of the sector and general public at large, and raising safer living conditions of rural herders and population living in ger areas of the capital city".

- *Encourage efforts aimed at providing more access to environmental sector related information and **improving participatory capacities** of women and men, social groups and local communities.*
- ***Ensure active and productive participation** of local residents, cooperatives, research institutes, CSOs and international organizations in the sectoral policy planning, implementation practices as well as in the monitoring and evaluation processes.*
- *Facilitate **increasing green jobs** in line with needs of women and men, different social groups and local communities.*

The Strategic Goal 3 and its objectives mostly target the population groups directly involved in implementing the programmes and action plans (e.g. members of CSOs, unions and forest/water/pasture user groups) and the general public who benefit from sectoral policies.

2.2 Implementation phases

All goals and objectives of the Strategy will be implemented throughout the entire duration of the Strategy between 2014 and 2030. The strategy is divided into three implementation periods:

- **Phase 1: 2014-2016.** It comprises of 23 activities⁵ related to the Strategy goals and has fewer activities than Phase 2 and 3 as it has the shortest duration. All 23 activities were at **upstream level** (more related to policy support)⁶ and prioritised internal institutional strengthening to plan and manage the Strategy. As referred in the Strategy (p.24), Phase 1 aims to ‘improve knowledge and methodology related to gender equality among environmental sector policy makers and strengthen internal/sector institutional capacities’. Thus, Phase 1 can be considered as a **preparation phase**.
- **Phase 2: 2017-2021.** It comprises of 32 planned activities. The overall objective for this phase is to ensure ‘the environmental sector services are gender-responsive and needed capacities are strengthened **in the local areas** to implement the Strategy’. A total of six activities were at downstream level (activities targeted at communities) and 26 were at upstream level.
- **Phase 3: 2021-2030.** It comprises of 32 planned activities. During this period, ‘the environmental sector policy, planning and implementation will become fully gender-responsive and the inter-sectoral gender policy implementation mechanism will be established’. In total, nine activities were at downstream level and 23 at downstream level.

⁵ Eight activities for strategic goal 1, six for goal 2 and eight for goal 3.

⁶ Upstream activities in the Strategy are activities such as improving the legal environment, laying the foundation for regular gender analyses and audits of policies and programmes, implement gender-sensitive budgeting at all levels, capacity building for policy makers and government officials and improve the government structure and decision making processes to render them gender-sensitive.

2.3 Stakeholders within the Strategy

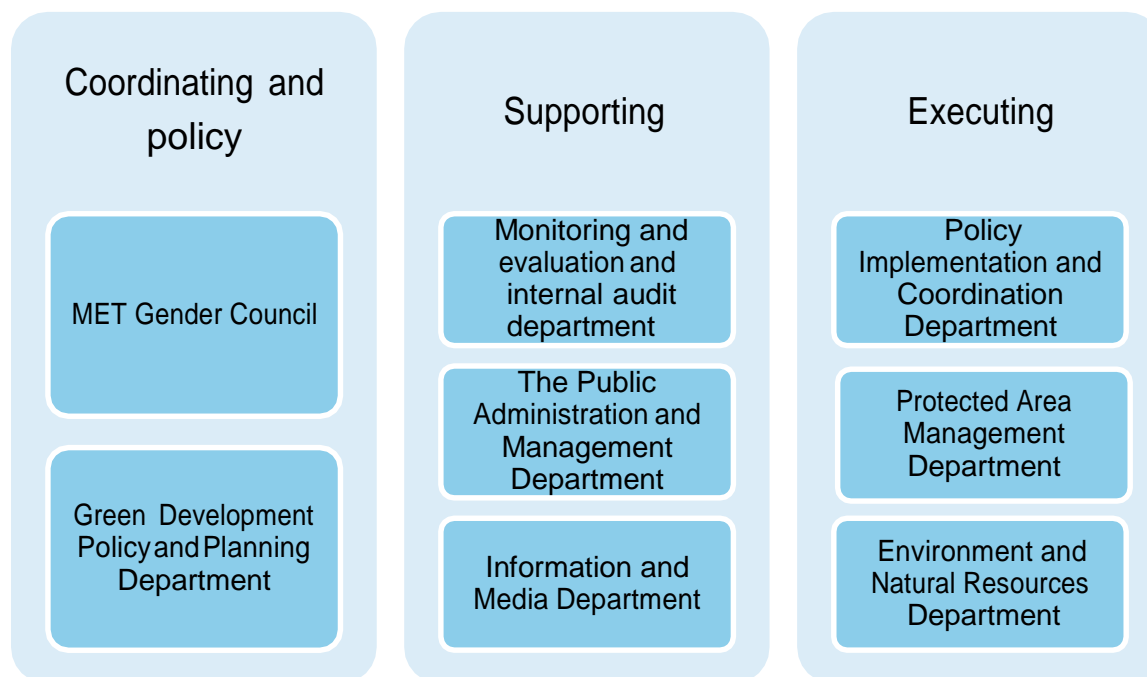
Ministry of Environment and Tourism

According to the Law on Promotion of Gender Equality (LPGE 2011, Article 19) the roles and responsibilities of government agencies to mainstream gender equality are listed. MET is required to abide by these responsibilities through its internal coordination and management.

In order to implement those responsibilities, MET has delegated responsibilities at three levels Figure 1 MET departments involved in the Strategy:

- To mainstream gender in the sector policy, planning, budgeting and coordination with national and international programmes to the Gender Council and Green Development Policy and Planning Department (MET 2014, 24).
- The supporting responsibilities to implement the Strategy such as conducting regular internal review, reporting, communications and human resources allocation were delegated to the departments of Monitoring and Evaluation and Internal Audit; The Public Administration and Management Department; and Information and Media department.
- The remaining departments within MET are responsible for executing tasks highlighted in the Strategy within their sub-sectors such as forest, water, desertification, protected area, natural resources management (Ministerial Decree on Establishment of Gender Council in MET 2014).

Figure 1 MET departments involved in the Strategy



MET Gender Council (Environmental Sector)

In accordance with the LPGE, the Sectoral (environment) Gender Council established within MET is responsible for the following activities:

- *To introduce a methodology to incorporate gender considerations in local and sectoral policies [...]; to conduct **gender analysis** of drafts of these documents and to conduct trainings and awareness raising programmes;*
- *To compile local or sector-wide **sex-disaggregated statistics** and to assess the state of gender equality and policy impacts (Article 19.1.2);*
- *To have the needed **financing** planned and approved in the annual budgets (Article 19.1.5);*
- *To submit to the Cabinet the gender sensitivity assessment reports and recommendations of the draft sectoral policies, plans, and programmes (Article 19.1.3.) and to submit an **annual report** on the implementation and results of gender equality activities to the National Committee on Gender Equality (NCGE) by the 10th February of each year (Article 19.1.9.);*
- Furthermore, the Council has the responsibility to advocate the Strategy to “local and foreign investors for further funding opportunities” (MET 2014, 24).

The first Gender Council at MET was established in 2014 with Ministerial Resolution and re-established again in 2017 due to change in personnel at the Ministry (MET 14 June 2017).

It should be noted that the Gender councils are advisory in nature. Article 19.1.4 of LPGE depicts that sectoral government agencies are responsible for establishing “advisory gender councils or committees and to approve their composition and statutes”.

Other stakeholders

The NCGE within its mandate of coordinating gender equality related matters at the national level, is responsible for providing support to the implementation of the Sectoral Gender Strategy by coordinating the needed inter-sectoral arrangements and disseminate best practices. Furthermore, as mentioned earlier, sectoral gender councils should submit their annual reports to NCGE per the LPGE.

At the local level, aimag and city-level administration are anticipated to align their local development policies and programmes with that of the environmental sector gender mainstreaming efforts and ensure coordination.

International organisations such as UNDP, SDC and GIZ are mentioned in the Strategy to support the MET in implementing the Strategy through direct technical assistance, alignment of activities under the strategic goals of the Strategy and provision of funding.

Civil society, media and other NGOs will engage in the policy advocacy activities by encouraging equal participation of local communities and general public in the sectoral policy, planning and implementing processes as well as in gender impact assessment.

2.4 Monitoring and evaluation

The MET Gender Council is responsible for the annual progress reviews of the Strategy, using the expected results listed as an Annex to the Strategy. It is indicated that mid-term and final evaluations of the Strategy can be conducted by the Council members or independent experts.

There are a set of expected results and suggested indicators that can be used to evaluate the Strategy included in Annex 2 of the Strategy. As can be seen from Figure 2, the indicators are mostly formulated at output level and there are no statements on outcomes, logical linkages between objectives and activities and baseline and target indicators.

Figure 2 Snapshot of the Strategy expected results and indicators

Strategic Goals	Objectives	Phase I: 2014-2016	
		Expected results	Indicators
Gender-responsive planning	1.1. To reach common understanding in mainstreaming gender in the environment sector policy agenda	Gender training curriculum developed that is designed for all staff of the environmental sector	1. Availability of gender training curriculum designed for the environmental sector staff
		All staff of the MET and affiliated agencies participated in the gender training	2. Percentage, gender and participated training areas of the environmental sector decision-makers and experts who participated in the gender training sessions
		The methodological manual developed and designed for mainstreaming gender in the environment sector policies and programs	3. Availability of a manual designed for mainstreaming gender in the environment sector

As indicated in the Strategy, its implementation process, results and further measures to be taken will be reviewed by the department and section heads at the MET level and by environmental department heads at the aimag and city levels.

Finding 1. It is evident that the Strategy is more focused at mainstreaming gender at governance and institutional capacity building. This could be a good approach as it is more achievable and relevant. Otherwise it would be hard to start direct implementation activities when there is no capacity.

Finding 2. The strategy is relatively at up-stream level (especially goals 1 or 2 focus directly at the high-level) whereas goal 3 attempts to involve citizens into policy and decision-making. Not many activities aimed at down-stream or grassroots level.

Finding 3. The Gender Strategy serves as a **guidebook** providing flexibility in using it in accordance with needs and specificities of different local communities, various population, demographic and social groups with varying participatory scope and levels. Therefore, priority areas and proposed activities could easily be adjusted and improved by organizations and partners working at national and local levels in line with their specific requirements, conditions and needs in most user-friendly way (MET 2014, 10).

3 Findings of the assessment

This chapter presents the main results and findings arising from analysis of the data gathered through staff survey, stakeholder interviews and document review. The findings are presented around the key evaluation criteria presented in Table 1 Analytical Framework of this assessment.

An anonymous electronic and paper survey was sent out to 91 officials from MET its agencies and local authorities in Mongolia with questions covering issues of the Strategy’s relevance, effectiveness, efficiency and sustainability. The survey had a response rate of 84% with 77 staff participating in the survey. To provide brief overview of respondent characteristics:

1. Fifteen questionnaires were collected from aimag authorities and the remaining 62 from Ulaanbaatar.
2. 33 of the respondents were female and 44 were male;
3. 24 were working at managerial level, 17 were senior officers and 33 were officers.
4. A total of 37 staff had less than 4 years, 20 staff had 4-8 years of experience and 20 staff had above 8 years of work experience at MET.

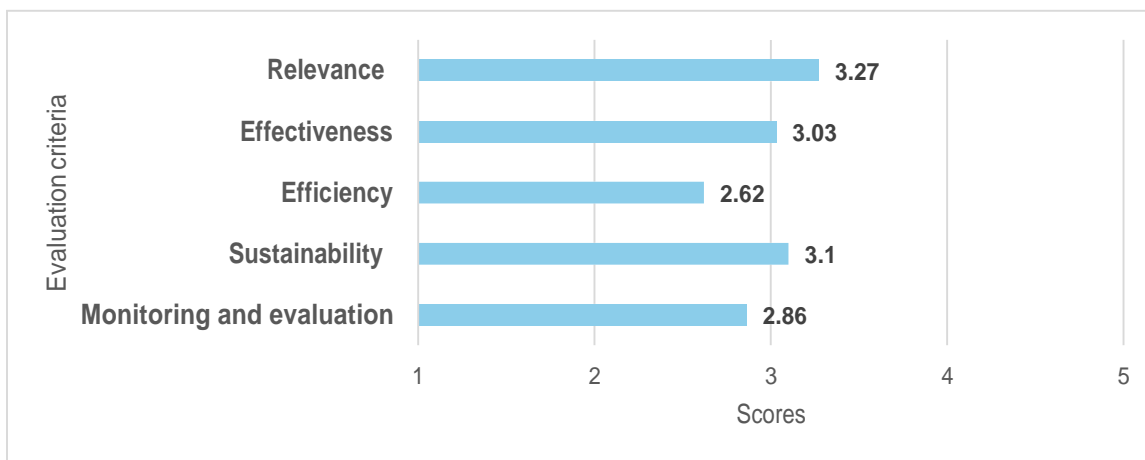
Overall, we have good representation of staff in terms gender, position and experience to base our assessment findings. We triangulate the data with KIIs and document review.

3.1 Overall evaluation

The staff survey results show that the overall evaluation of the Strategy ranged from 2.62 to 3.27 out of 5. It should be noted that for each question, on average 13 participants responded “don’t know”.

Finding 4. Staff survey participants assessed that the Strategy relevance, effectiveness and sustainability were average whereas implementation side of the Strategy, namely efficiency and monitoring and evaluation were below average. As such, they point out the main challenge related to the Strategy was the inadequacy of implementation (Figure 3 and Figure 4).

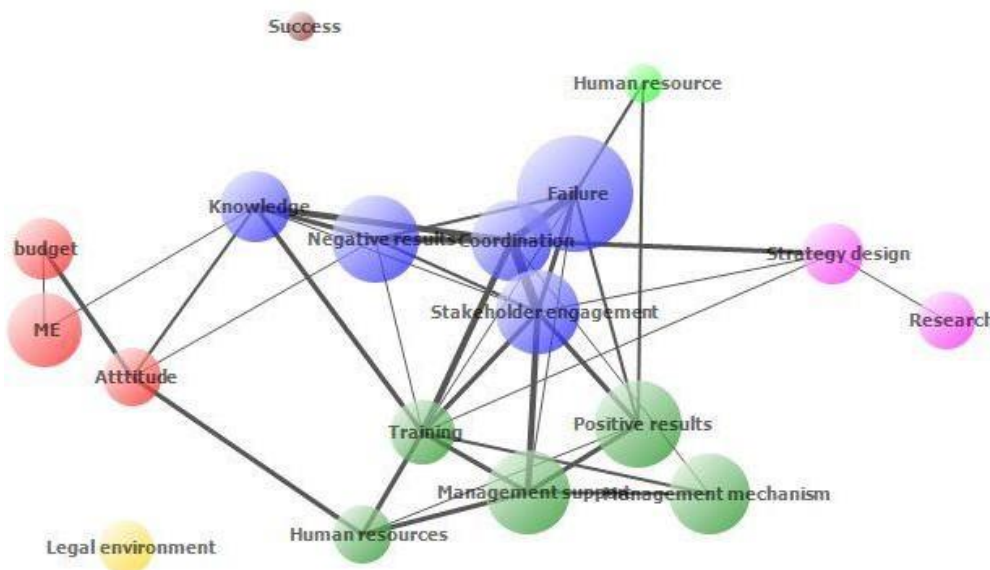
Figure 3 Staff survey: Average scores of each evaluation criteria of the Strategy



N= 66; 5 = Strongly agree; 1 = Strongly disagree

Finding 5. There was an overall perception that the Strategy was not successful in terms of its implementation (the brown bubble) and there were more reference about failure in our KII. Qualitative data from key informants indicate that there are potential relationships between failure and success factors as illustrated in Figure 4. For instance, bubbles in purple show that knowledge, coordination, stakeholder engagement were closely related to negative results and failure whereas the perceptions about potential positive results were closely aligned with training, management support, human resources and management mechanisms (bubbles in green). On the one hand, as the bubbles in red represent - budget, M&E and attitude towards gender equality – these factors are seen altogether as a mechanism to operationalise the Strategy, mainly through human resources and coordination. It can be interpreted that stakeholders believe the successful implementation of the Strategy depend on these three factors. On the other hand some limitations related to the design of the Strategy and in-depth research into the gender equality issues in the environmental sector were seen as important factors influencing insufficient results of the Strategy. It should be noted that legal environment (bubble in yellow) was mentioned only few times during interviews and was seen as a stand-alone and separate issue, not affecting the success or failure of the Strategy.

Figure 4 Jaccard's coefficient (occurrence) of KII data



3.2 Design

Was the Strategy founded on sound situation analysis?

Finding 6. An overall situation analysis was conducted to inform the Strategy. According to the Strategy development working group report (GIZ Mongolia, 2014) a gender analysis and overview was conducted in 2014. The situation analysis highlights persisting gender gap issues in the areas of decision-making, labour market and gender based violence in Mongolia. The situation analysis was mostly focused on the issue of gender balance in decision-making in environmental sector yet the issues of community and household, gender-sensitive statistics in environmental sector, knowledge about gender equality among

local authorities and policy accountability were briefly mentioned (GIZ Mongolia 2014). Other critical issues such as the role and involvement of private sector, health and safety conditions of employees, the potential impact of lack of gender-sensitive policies in environment sector on local communities perhaps due to budget and time constraint. It should be mentioned this report is not publicly available therefore making it difficult for those interested to assess the link between key issues the country is facing with the priority areas highlighted in the Strategy.

To what extent was there broad participation and consensus by all stakeholders?

Finding 7. The Strategy was designed based on participation of key stakeholders. As the technical report on the Development of the Gender Strategy for Environmental Sector of Mongolia (GIZ Mongolia 2014) noted, a series of consultative meetings and surveys were conducted in preparation of the Gender Strategy. The report lists three thematic consultative meetings which took place and included a total of 52 participants representing the environmental sector policy makers, implementing agencies, civil society and research institutions (GIZ Mongolia 2014). The thematic areas include:

- Thematic meeting on “Climate change and desertification” was conducted on April 4, 2014
- Thematic meeting on “Water and gender issues” was held on April 14, 2014
- Thematic meeting on “Forest policy and gender aspects” was held on April 17, 2014

In addition, the working team responsible for drafting the Strategy conducted surveys from over 80 people, conducted training on gender equality, presented the Strategy content and obtained the participants’ view points and suggestions (GIZ Mongolia 2014).

The first draft of the Strategy was developed based on the results of the thematic workshops and the survey results. Furthermore, the Strategy development working group received feedback and comments on the first and final draft of the Strategy from 16 stakeholders consisting of MEGD specialists and civil society representatives. As we could not find information on the list of participants in these consultations it is difficult to assess the scale of consultation. Key informants also agree that there was sufficient consultation in drafting the Strategy from various stakeholders.

Was the design appropriate and used results based principles?

Finding 8. The Strategy logic frame was not specified in a hierarchical manner. In other words, the indicators were not developed at impact, outcome and output levels. It had clearly specified the activities to be undertaken and broken down by implementation phase, however there was no clear linkage as to which activity contributes to which output and in turn to which outcome. This limits the evaluation of the Strategy to determine whether the intended objectives were achieved and what change it has brought about.

Finding 9. There were no clear lines of responsibilities which contributed to hindering the accountability of stakeholder involved. Although the Strategy had outlined overall responsibilities of the departments within MET and other stakeholders’ involvement (Stakeholders within the Strategy), there was no clear division of responsibilities per objectives (activities). As such, it was not clear who is responsible for the delivery of which activities (inputs outputs) and how these activities will contribute to the realisation of

objectives (outputs). As such, activities and inputs (resources) were not directly linked to the outputs. Interview with key informants also indicate the confusion.

Finding 10. The strategy has inappropriate indicators and does not have baseline and target data. The indicators identified in the logic frame were mostly at **process output level** and were not results oriented. (e.g. “availability of gender training curriculum designed for the environmental sector staff” and “number of the policies and programmes that had gender analysis” Strategy indicators page 34). Furthermore, baseline and target indicators were not identified as part of the logic frame of the Strategy. This makes it harder for stakeholders to measure and track progress.

Finding 11. Overall, the strategy had not used a results based management approach and had weak formulation of logic frame and inappropriate indicators. Stakeholders interviewed pointed out that there was a general weakness in the formulation of M&E framework and there was not sufficient **support** and collaboration with experts in RBM and M&E.

3.3 Relevance

The evaluation made three key findings with regards to the Strategy’s relevance.

Finding 12. A review of the Strategy’s strategic goals and objectives against the Mongolia Sustainable Development Vision (SDV) 2030, Green Development Policy of Mongolia (2014-2030) and National Gender Equality Programme (2017-2021) reveals that the Strategy reflects the main priorities in these national documents. Namely the priority areas of green development such as green job, poverty reduction, inclusiveness, participation of men and women in environmental decision making and equal opportunity to access benefits from natural resources were included in the Strategy.

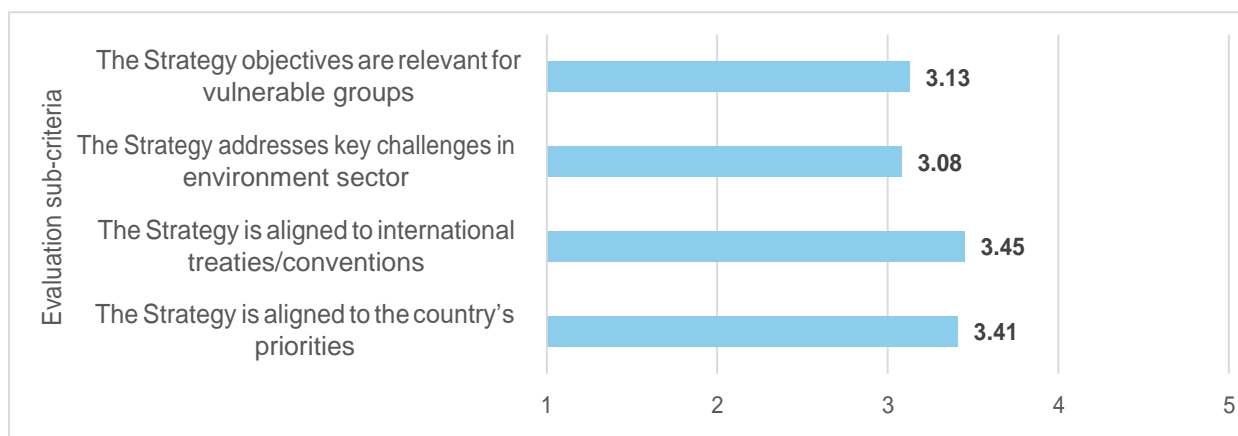
Table 2. Relation of the Strategy objectives to SDV and Green Development Agenda

The Strategy objectives	National Program on Gender Equality (2017-2021)	Green Development Agenda (2014-2030)	SDV (2016-2030)
1. Build capacities to carry out gender analysis and gender-responsive planning	<p>Objective 2. Foster gender-responsive policy, planning and budgeting processes at the national, sector, local, and organizational levels (and its sub-objectives such as 2.4)</p> <p>Objective 3. Raise awareness and promote advocacy in support of gender education among the general public on the roles of women and men in their families and in society, with the objective to change gender stereotypes nationally (sub objectives 3.1 and 3.3)</p>		<p>SDV 2.4 Objective 1: Establish and strengthen an accountable and proficient governance structure to formulate, implement, monitor and evaluate sectoral and local development policies, for giving shape to the Sustainable Development Vision.</p> <p>SDV 2.4 Objective 2: Improve the leadership of civil service organizations at all levels, and develop transparent and accountable governance at the national and local levels, based on public participation and public-private partnership.</p>

The Strategy objectives	National Program on Gender Equality (2017-2021)	Green Development Agenda (2014-2030)	SDV (2016-2030)
2. Gender sensitization of the environment sector management practices	<p>Objective 2. Foster gender-responsive policy, planning and budgeting processes at the national, sector, local, and organizational levels (sub-objective 2.1 and 2.4)</p> <p>Objective 4. Improve gender-responsive structures and mechanisms at national, sector, local, and organizational levels and strengthen relevant. (sub-objectives 4.1, 4.2 and 4.3)</p> <p>Objective 6. Increase women's participation and leadership in politics and decision-making (sub-objective 6.2).</p>	<p>GDP Principle 2. Harmony between sectoral policies and planning are consistent with green development concepts</p>	<p>SDV 2.2 Sustainable social development. Principles for achieving the sustainable social development:</p> <p>Ensure gender equality in social development, and create a pleasant environment for equal participation in social welfare</p>
3. Expand participation of women and men, different social groups and local communities in the Green Development processes and open up broader avenues for their equal access to benefit	<p>Objectives 1, 2, 3, 4 and 6.</p> <p>Objective 1. To improve opportunities of men and women to benefit from development through supporting equal participation in sustainable development (sub-objectives 1.1 and 1.2)</p>	<p>Objective 2.8. Create sustainable financing systems through the introduction of community-based natural resource management in the protection and sustainable use of forests, non-timber resources, flora and fauna.</p> <p>Objective 4: Promotion of green employment and poverty reduction engraining/promoting green life style (e.g. sub-objectives 4.1, 4.2, 4.4 and 4.5)</p> <p>Objective 5.1 Engrain a resource efficient and effective consumption culture, environmentally friendly lifestyle, and traditional customs of protecting the environment through sustainable development education.</p>	<p>SDV 2.2: SUSTAINABLE SOCIAL DEVELOPMENT</p> <p>To ensure gender equality, improve the quality of and access to health care services, create a healthy, safe living environment for the citizens, improve public awareness on health education, provide equal education of high quality to every citizen, build a national system for lifelong education, end all forms of poverty, and increase the share of middle income classes sustainably and consistently.</p> <p>SDV 2.2 SUSTAINABLE SOCIAL DEVELOPMENT</p> <p>Principles for achieving the sustainable social development</p> <p>-Plan state budget investment expenditure for social services in accordance with the needs of the population.</p>

Finding 13. There was a consensus among stakeholders from government, gender experts and representatives from donor agencies that the Strategy was aligned with national goals and priorities, international treaties and conventions and consideration, sectoral priorities and challenges and the needs of vulnerable groups. According to the staff survey, the relevance criteria was ranked highest compared to other criteria. In total, 16 staff responded “don’t know” to these questions.

Figure 5 Staff survey scores for Relevance criteria



N=61, 5 = Strongly agree; 1 = Strongly disagree

Does the Strategy leverage on national development, overall environment and gender strategies and laws?

Finding 14. Officials believe that the Strategy was designed in line with Mongolia’s Long Term Sustainable Development Vision (SDV) and Paris declaration (2016). Around 40 percent of officers and 27 percent of senior officials⁷ at MET responded they agree that the Strategy is relevant to international treaties and conventions, a highest approval rate within the criterion. When asked whether the Strategy is relevant to the national development priorities and policies, 35 percent of officers and 30 percent of senior officials agreed or fully agreed.

Do the Strategy outcomes address key issues, their underlying causes, and challenges the country is facing?

Finding 15. The civil society representatives interviewed tended to lack knowledge or awareness of the existence of the Strategy. This indicates that the Strategy was not widely disseminated among the environmental sector CSOs as well as CSOs working in relation to gender issues.

Finding 16. When asked to what extent does the Strategy address key challenges in environmental sector and whether the Strategy objectives are relevant to the needs of vulnerable groups in Mongolia, the responses differed by senior officials and officers. Officers were more approving of the Strategy’s relevance to the needs of vulnerable groups. In total, 17 and 16 percent of senior officials responded positively to these questions whereas 31 percent and 25 percent of officers agreed to these questions. The number of response “don’t know” was higher among senior officials (27.6 percent of senior officials and 16.7 percent of officers indicated don’t know).

⁷ Heads of departments

3.4 Effectiveness

There were in total 19 objectives and 21 indicators under the 3 strategic goals in Phase 1 (2014-2016) of the Strategy. These objectives were planned to be piloted in five provinces namely Arkhangai, Bulgan, Uvurkhangai, Khovd and Khentii aimags and two districts of Ulaanbaatar - Sukhbaatar and Songino-Khairkhan. At the conclusion of the pilot, their best practices were to be further replicated in other provinces and districts.

Despite the lack of data, progress reports and baseline and target indicators, we attempted to evaluate some of the indicators of Phase 1 using the staff survey results. As it was not specified who is responsible for which delivery of outputs and achievement of targets, we attributed some of the results achieved by other stakeholders to that of Strategy achievement.

To what extent have intended objectives and planned results been achieved in terms of indicators as reflected in the Strategy M&E framework?

Finding 17. Overall, there is little progress in achieving the results due to lack of implementation of the Strategy mainly from the government side. Official letters obtained from MET, local governments of the above pilot aimags and districts state that “there was no activity planned and implemented as part of the Strategy”. Furthermore, in a gender consultation meeting held on 14 June 2017 at the MET, it was highlighted that “Although it is time to see the results and achievements of the Strategy and evaluate these results, many of the activities planned were not undertaken” (MET 14 June 2017).

Finding 18. Out of total 21 indicators⁸, 4 indicators (19%) had some activities conducted primarily through donor funded projects and nearly all of the indicators cannot be tracked due to lack of data (baselines/targets).

Table 3 Strategy indicators

Strategy indicators for Phase 1	Status
Objective 1.1	
1. Availability of gender training curriculum designed for the environmental sector staff	- No official data/report Not achieved (DR and KII)
2. Percentage, gender and participated training areas of the environmental sector decision-makers and experts who participated in the gender training sessions	- No official data/report - 64% of staff indicated they participated in a gender training of which 44% had attended in a training conducted in the last 6 months
3. Availability of a manual designed for mainstreaming gender in the environment sector	- No official data/report - 34% said they have instructions on how to include gender issues in their work whereas 66% said they don't have such instructions

⁸ The quality and appropriateness of the indicators to which assess the progress and achievement of the Strategy is discussed elsewhere in the report.

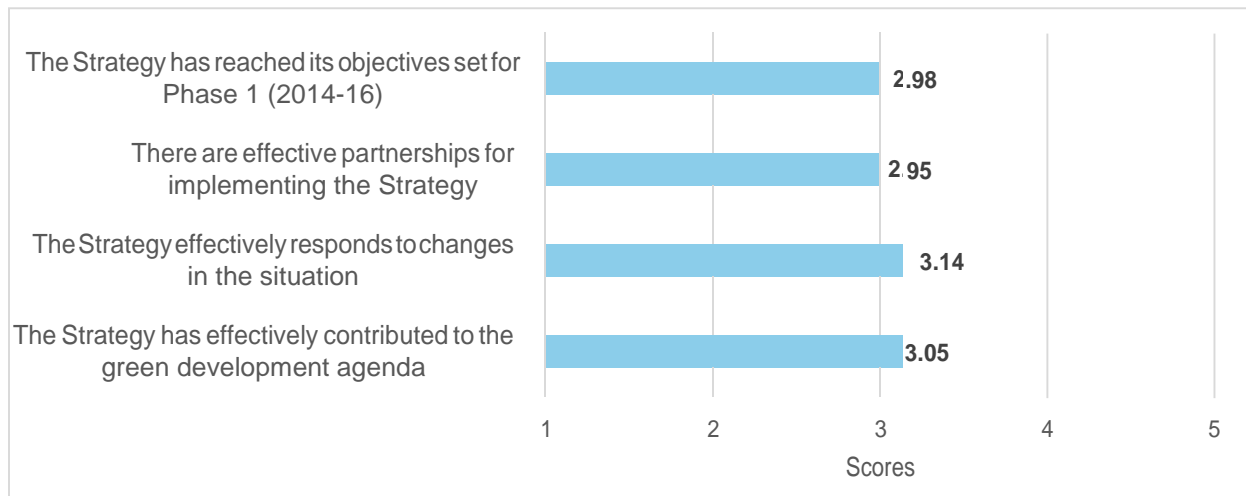
Strategy indicators for Phase 1	Status
	- 20% indicated they use gender related study reports, manual, database, information and/or data in my work and 80% don't use. (Staff survey)
Objective 1.2	
1.Availability of gender assessment of the initial implementation of the strategy	- Achieved with delay (this report)
2.Number of the [sectoral] policies and programs that had gender analysis	- No official data/report - The ADB TA “Gender-Responsive Sector and Local Development Policies and Actions” conducted gender analysis
3. Number of the sectoral areas and actions that had gender impact analysis	Not achieved (DR and KII)
4. Gender-responsive survey on the human resources development needs	Not achieved (DR and KII)
Objective 2.1	
1.Availability of gender situation report of the environmental sector	- FAO study on Forest User Groups - UN-REDD+ programme’s ‘Analysis of Social Inclusion and Gender Dynamic for REDD+ in Mongolia’ report (DR and KII) - Mongolia’s Transition to a Green Economy: A Stocktaking report, PAGE and MEGD (DR and KII) - GIZ – Gender analysis report with delay (2017)
2.Number of CSOs that sub-contracted to carry out Green Development related works	- No official data/report
3. Gender content available in the MET internal rules and regulations	- No official data/report - 44% of staff indicated “the internal rules and regulations of my work have gender content” and 56 % said no.
Objective 2.2	
1.Number and gender of persons/employees who identified their training needs	-No official data/report Not achieved (DR and KII)
2. Availability of database and roster of the sectoral experts and specialists who exposed to gender training and sessions	- Despite a record of the participant of the gender training organized by the SDC and MERIT, no database/roster was set up. - UNDP is setting up a pool of gender experts (as of 2017) (DR and KII)

Strategy indicators for Phase 1	Status
Objective 2.3	
1. Availability of the gender-responsive methodology that coordinates the environmental concerns with the local development policy agenda	Not achieved (DR and KII)
Objective 3.1	
1. Availability of information packages and toolkit designed for local women and men on disaster prevention, adaptation on the climate change and desertification effects	- No official data/report - Manuals and information as part of projects
2. Number of training sessions and meetings and debates conducted for the CSOs	- Not achieved (DR and KII) - Despite trainings organized by GIZ and FAO, no initiatives and activities were organised by Gender focal point of MET.
3. Availability of the survey conducted amongst the forest user groups on their training needs	- No official data/report - Check with FAO/REDD+ and GIZ
Objective 3.2	
1. Law on the “City Greening” drafted, discussed, approved	- Not achieved (DR and KII)
2. Number of groups participated in the sectoral policy, planning and implementation assessment by region and aimags	- No official data/report
3. Number of CSOs and international organizations participated in the implementation of the gender strategy	- No official data/report
Objective 3.3	
1. Number of meetings and debates with citizens on the waste management issues	- No official data/report
2. Availability of report of studies on the needs of green jobs and opportunities at local levels	- No official data/report - Green Jobs Mapping Study of Mongolia (UN-PAGE and EPCRC, 2014)

Finding 19. Document review of the Strategy implementation indicates that the intended objectives were not met and planned results have not been achieved with the exception of some ad-hoc training and workshops conducted mainly through donor-funded projects. Interviews with key informants also highlight that Phase 1 of the Strategy did not reach its objectives and is being delayed. Stakeholders expressed the concern that the Strategy needs to adopt more realistic planning.

Finding 20. Nearly one third of the respondents did not know about the effectiveness of the Strategy. The staff highlighted that information about the implementation status of the Strategy was not available.

Figure 6 Scores for Effectiveness criteria



N = 59; 5=Strongly agree; 1 = Strongly disagree

Which are the main factors that contributed positively or negatively to the progresses towards the Strategy outcomes⁹?

Finding 21. The main factors reported by key informants as negatively influencing the success of the Strategy were closely related to Mongolia’s unstable government, **chronic issues** of governance such as lack of collaboration and coordination, lack of capacities and lack of results-based budgeting; and **implementation issues**

⁹The Strategy indicators were all at output level therefore it is hard to measure changes occurred as a result of the Strategy implementation.

Table 4 Factors influencing the Strategy negatively).

Finding 22. Non-governmental stakeholders (donors and CSOs) evaluate that MET in general lacks **ownership, leadership and initiative** in coordinating sectoral gender equality related activities with exception of few officers within MET. As the government stakeholders assessed themselves, lack of ownership, commitment and leadership can be related to lack of knowledge about gender equality, lack of incentives and penalties related to the implementation of the Strategy and overall political-economic situation of the country such as budget deficit and high staff turn-over.

Finding 23. Government stakeholders were more critical about the effectiveness of the Strategy than the non-government stakeholders. They highlighted the lacks of budget, implementation and responsibility mechanism and political will as primary barriers for the success of the Strategy.

Table 4 Factors influencing the Strategy negatively, as reported in KIIs

Lack of responsibility

- There is no responsibility mechanism related to the Strategy
- Most works/activities depend on the individuals
- There was no activity plan to implement the Strategy

Lack of coordination

- There is no coordination mechanism to implement the Strategy
- There is a lack of exchange of information although there similar activities are being undertaken
- Lack of coordination in implementing the development policies
- Although NGOs and research institutes are active in considering gender equality issues as they are funded by donor organisations, there is no central point of coordination.

Inadequate structure

- The MET Gender Council members were mainly from heads of departments and therefore no activity is actually undertaken
- The Gender Council is unstable and it has a high staff turn-over.
- NCGE's authority was reduced so as its coordination ability. NCGE should use the fact that its head is Prime Minister and argue that its authority was not diminished.

MET and human resources

- Lacks initiatives and commitment
- Lack of ownership**
- Lacks leadership, especially from the part of women within the Ministry
- Lack of knowledge:** MET staff especially those who are in coordinating departments within the MET lack knowledge and understanding about gender equality and hence do not prioritise gender equality
- Overall capacity of MET human resources is low
- MET lacks professional staff in gender

Inadequacy of budget and budget deficit

- Due to current economic crisis, the Government's priority is the repayment of loans, reducing budget deficits and meeting the IMF EEF requirements.
- The gender equality related activities within the Ministry (MET) is dependent on donor projects and limited.
- There is simply no budget allocated to implement the Strategy.

Political instability¹⁰

- Lack of continuity of policies and operations from one government to another
- Too much politicisation in the sector
- Heads of departments are regularly replaced
- Lack of political will to make change due to high staff turnover

Other

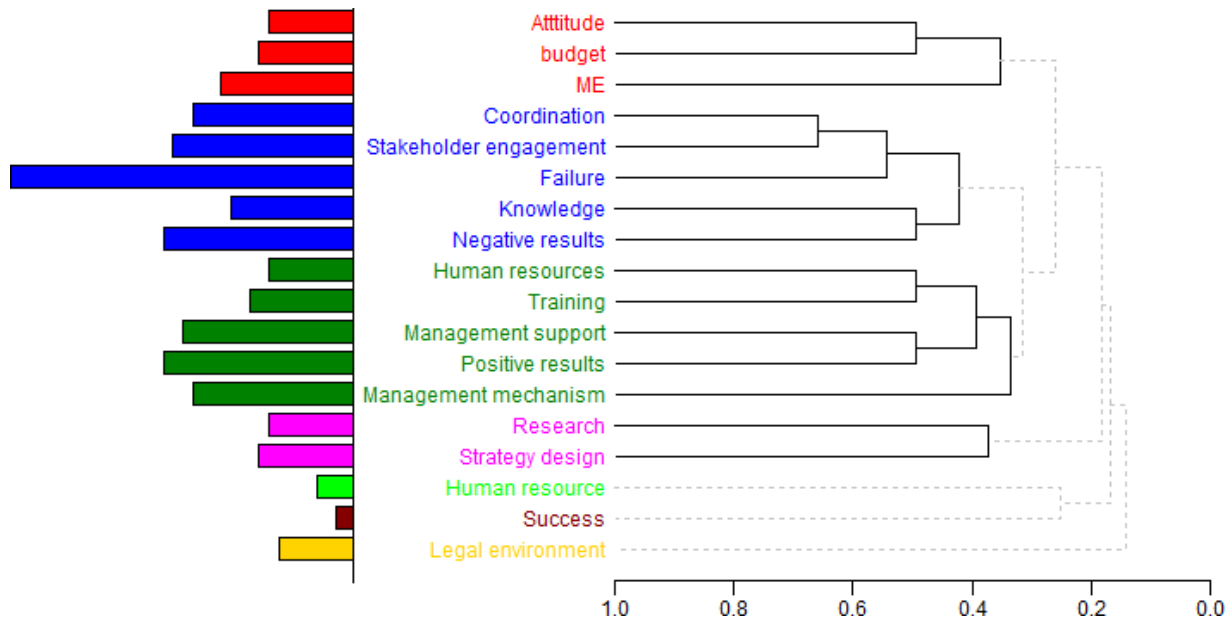
- Gender equality itself is a new concept in Mongolia creating uncertainty.
- There is a lack of gender experts in Mongolia with sufficient academic background. Therefore their advice and recommendations tend to be narrow.
- There is a lack of general social survey within the sector

Finding 24. Relationships between the various variables shown in Figure 1 Figure 7 indicate potential priority areas and next steps.

1. **Lack of coordination and stakeholder engagement** were the most frequently stated factors for the Strategy's lack of success. Furthermore,
2. **Management support** is mentioned closest to positive results of the Strategy (0.5 out of 1). These two in turn are linked to training, adequate human resources and management mechanisms.
3. Likely **success** of the Strategy is mentioned more closely with human resources but only a few times and their correlation is weak (0.3 out of 1).
4. Data suggests positive/negative attitude of key implementers affect whether budget will be allocated in implementing the Strategy and in turn the quality of the Strategy M&E.
5. **Availability of research** and the comments related to the Strategy's design were related and both in turn indirectly influencing (i) the M&E and budget aspects and (ii) positive results of the Strategy.
6. **Legal environment** was not stated as a limiting factor and in fact it was mentioned only a few times.

¹⁰ The current four-year cycle of the political governance structure and respective funding circumstances may serve as the main risk towards the sustainable implementation of the Gender Strategy. Therefore, every newly set up Government and its local decision-makers should introduce and provide updates on the progress of in their respective budget plans (MET 2014, 25).

Figure 7 Similarity index: Jaccard's coefficient



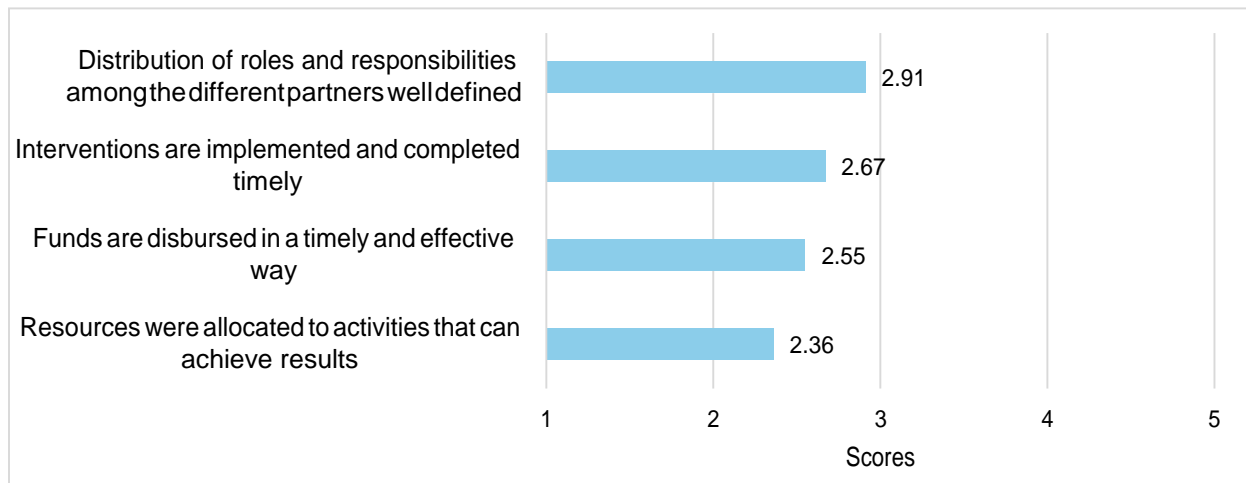
Finding 25. It was noted that there is lack of non-government stakeholders (including CSOs) who specialize or conduct operations in the areas of both gender equality and environment sector. CSOs either work in environmental protection and conservation or in gender equality, and there are no sufficient interactions between the two. This means there was less scrutiny or demand about the Strategy implementation and whether it is achieving its results from stakeholders outside the government.

3.5 Efficiency

This section presents the evaluation findings about the Strategy's budget mobilisation, resource utilisation, and implementation and coordination efficiency. The overall finding is that the Strategy was not used as a tool for supporting the Green Development agenda of Mongolia and did not serve as a "guiding framework for partners and key stakeholders to work together".

Finding 26. The findings made in this section highlight that efficiency was one of the weakest aspects of the Strategy. According to the results of the staff survey, average scores for each of the sub-criteria indicated in Figure 8 were below average.

Figure 8 Scores for Efficiency criteria



N = 56; 5= Strongly agree; 1 = Strongly disagree

Finding 27. In almost all questions, heads of departments were more critical about the efficiency of the Strategy than the officers. In all questions related to efficiency, approximately 40% of head of departments and 30% of officers disagreed or strongly disagreed that the Strategy was efficient in terms of budgeting and coordination. Furthermore, nearly one third of heads of staff (35%) and one fifth of officers (22%) participated in the survey said they don't know about the implementation of the Strategy.

Resource mobilisation and utilisation

Finding 28. The Strategy was not appropriately funded despite the indication that 3 percent of funding should be allocated for the Strategy implementation (Interview with official, 2018). Since the Strategy was adopted in 2014, there were only two types of funding made available and disbursed from the MET budget:

1. The 30% salary compensation/bonus for the Secretary of Gender Council at MET
2. Budget allocated for organising a training on gender in 2017.

There was no budget allocated and spent for the Strategy at the MET and the pilot local governments.

Finding 29. Government budget deficit has affected the Strategy funding. The interviews conducted with stakeholders indicate that one of the main reasons for this lack of funding is the overall government budget deficit and cut that coincided with the Strategy's Phase 1 implementation in 2014-2016. Studies elsewhere also suggest that in times of austerity and recession, policy discussions and government funding for promotion of gender equality significantly reduces (Annesley, 2012).

Finding 30. Another reason for this underfunding is the **lack of prioritisation** of gender equality issues from the government. Majority of the government officials interviewed warned that it is not likely for the Government to allocate budget to fund gender equality related programmes and activities in the light of the expected high budget deficits and external debt repayments. In a study conducted by Annesley and Gains (2012), gender equality policy can be maintained in times of recession only "with pressure from outside government".

Finding 31. When asked whether they agree or disagree that the “resources were allocated to activities that can achieve results”, 35 % of officers and 48% of heads of departments disagreed. More staff were inclined to disagree that resources were disbursed timely and interventions were completed.

Figure 9 Resources were allocated to activities that can achieve results

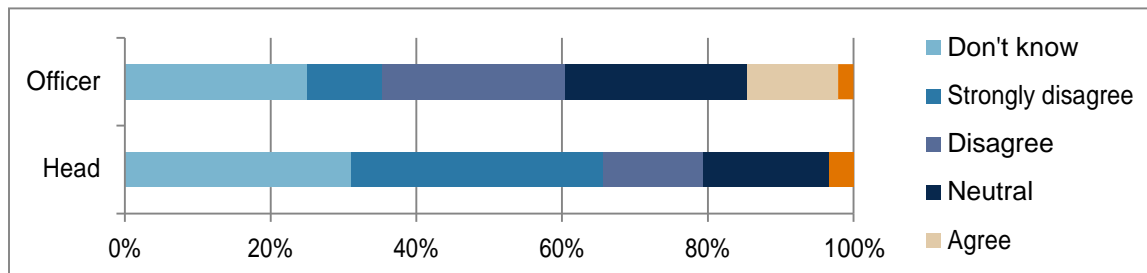


Figure 10 Funds are disbursed in a timely and effective way

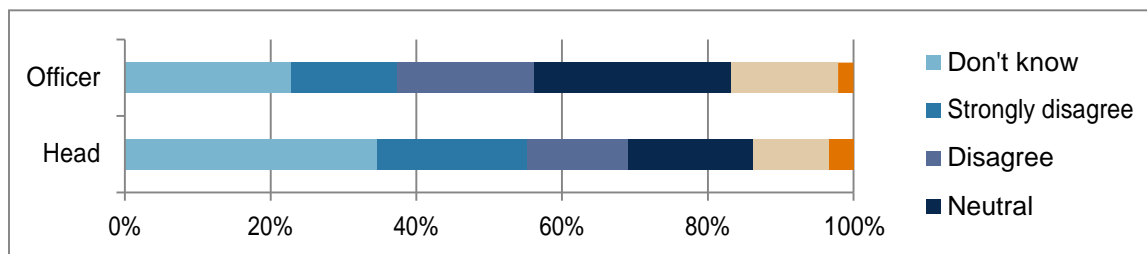
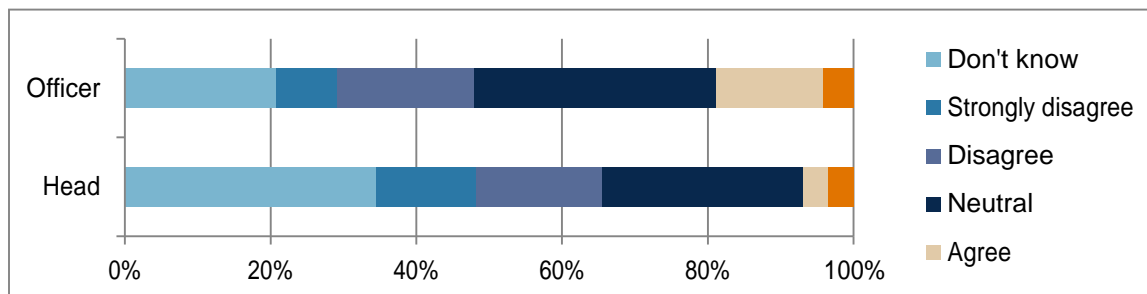


Figure 11 Interventions are implemented and completed timely



Did the Gender council manage to allocate funding from donors?

In times of recession, resource mobilisation from funds outside the government budget is important. The Gender Council’s one of the important roles is to mobilise and coordinate funding from international development partners (MET 2014).

Finding 32. There was no report or data on how much funding was allocated from donors to the Strategy implementation. The Gender Council, Public Administration and Management Department and the M&E Department of MET did not produce and/or document such information. In the absence of such data, it is difficult to assess the success of the Gender Council in allocating funding from donors.

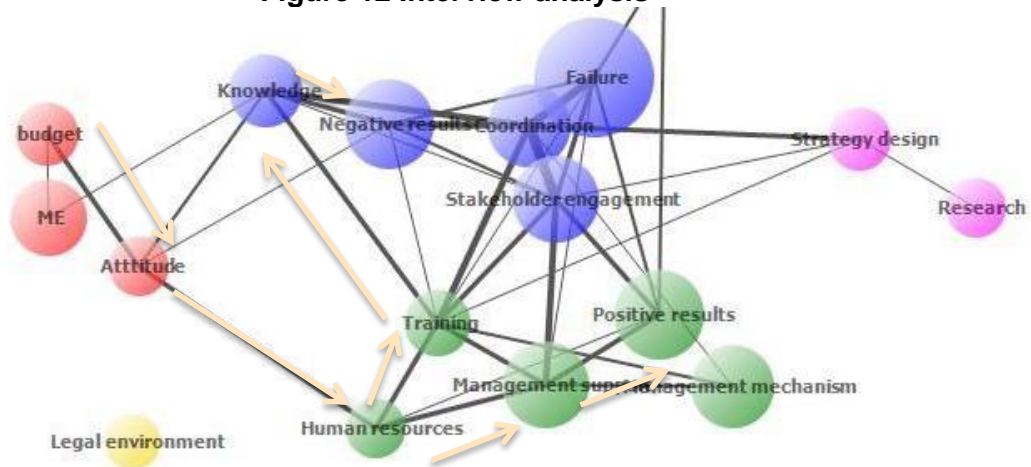
Finding 33. However, interviews with development partners highlight the lack of MET’s initiative in raising funding and collaborating with donors (with the exception of few training and workshops

organised by MET in 2017 in collaboration with donors). In some cases, donors have approached MET seeking potential collaboration and which activities they may be able to provide funding but they did not hear any response back from MET.

Interviews with government officials also confirm this finding. As one government official muses “the Ministry [MET] did not propose any suggestion to donors. Donors repeatedly advise and request us [the Government] to specify our needs and areas for support where they can provide funding”. Furthermore, they indicate that “if the strategy is successful, it is useful for both sides – the donors and the Government – and therefore donors are ready to support us”. The MET also receives advice from gender experts that they should leverage on existing projects in environmental sector but this has not happened so far.

Finding 34. An analysis of the KII transcripts Figure 12 show there is a close relationship between lack of budget and attitude which in turn is linked to (lack of) human resources capacity, training, knowledge and which lead to negative results. In contrast, in the case where there is sufficient budget allocated, it will help improving staff’s attitude toward gender equality and which in turn increases the management support and altogether can contribute to positive results.

Figure 12 Interview analysis



Joint planning and implementation

Did the Strategy contribute to achieving better synergies among the environment sector stakeholders to mainstream gender?

Finding 35. Evidence from interviews suggests that the Strategy did not contribute to achieving synergies between stakeholders. There was no joint work plans and implementation among any of the stakeholders involved in the environment sector which is the basis for joint. For instance:

- **NCGE:** Despite the apparent legal and institutional structures requiring coordination between the MET Gender Council and NCGE, there was no synergy between the NCGE and the MET to mainstream gender equality in the environmental sector. NCGE has not received progress reports from MET and did not participate in joint programmes. The respondents interviewed noted in particular the lack of initiative from the MET side in enabling synergies between stakeholders.
- **Donors:** According to our review of existing donor funded projects at the MET, majority of these projects were implemented in isolation from each other without strong coordination from MET. As a donor said, “there is simply no donor coordination although many projects have similar goals and activities”. In 2016 and 2017, few meetings were held at the MET and UN Gender Theme Group attempting to exchange information on current status of projects. Furthermore, GIZ organizes Brown Bag lunch meetings on Gender with MET officials, Donor Projects and GIZ focal points to improve donor coordination, and correlation of gender activities in the sector.
- However, there is no set up system to create synergies among stakeholders. Donors also point out the lack of coordination within the MET and between MET and other government agencies.
- **CSOs:** The CSOs in environmental sector had engagement with mostly with donor funded projects rather than the Government. As CSOs and research institutes often implement donor funded projects, they have to take into consideration gender equality issues in their activities and they are active in promoting gender sensitivity. However, there is no systematic effort in integrating and coordinating CSOs with other stakeholders.

Is the distribution of roles and responsibilities among the different partners well defined, facilitated in the achievements of results?

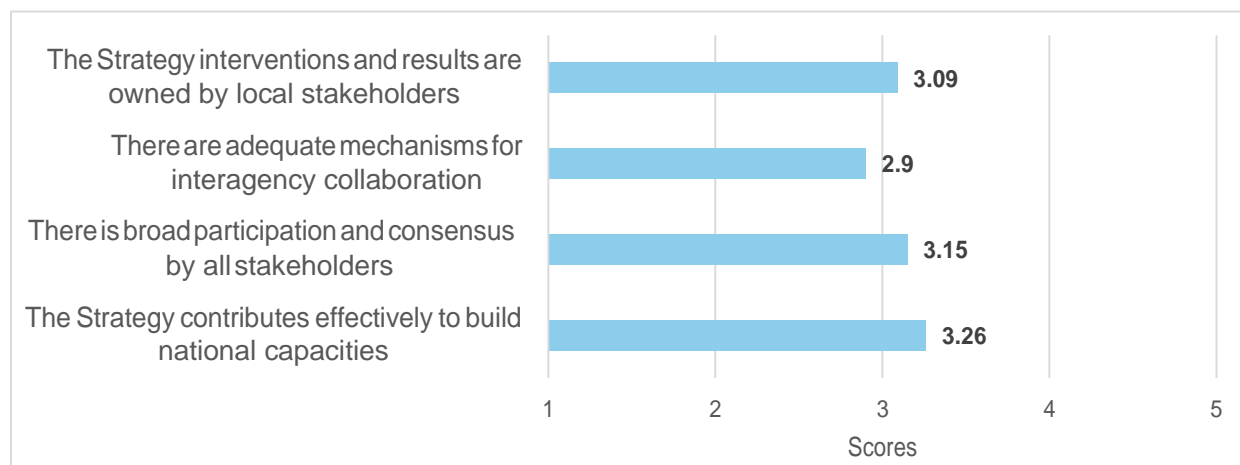
Finding 36. In our interviews, both government and representatives from international organisations agreed that there was a lack of clear roles and responsibilities with regards to implementing the Strategy and there is no accountability system. Furthermore, only 20% of officers agreed that there are clear roles and responsibilities for achieving the results of the Strategy and none of the heads agreed to this statement.

Finding 37. The Gender Council at MET does not have the adequate capacity to support the Strategy coordination. As can be seen from previous sections, the Gender Council is understaffed and often consists of heads of departments which don't communicate or prioritise gender issues. Its members are all non-permanent staff and only its Secretary has some part-time function at the Gender Council. However, the Gender Council is the institutional mechanism for effective functioning of mainstreaming

gender in environmental sector and should provide coordination support to the MET, NCGE, development partners, CSOs, private sector and other government agencies.

3.6 Sustainability

Figure 13 Scores for Sustainability criteria



N = 59; 5= Strongly agree; 1 = Strongly disagree

Finding 38. Overall, the sustainability for the Strategy is very weak. In 2014, the MEGD showed the commitment at the higher level to support the development of Sectoral Gender Strategy. The Strategy was developed by a working team consisting of members from the MEGD Gender Council and other experts in 2014 with the MEGD Minister’s Resolution 11 (GIZ Mongolia 2014). However, during the course of Phase 1 of the Strategy, the Government underwent restructuring three times affecting also the membership or composition of the Gender Council. Each time a government re-structuring occurs, it creates risks for continuation and ownership of the Strategy.

Finding 39. Ownership: The Gender Council established for the purpose was not active. Interviews with CSOs representatives also highlight their limited awareness and involvement in the Strategy. Also, although responsibilities of various departments within the MET are highlighted in both the Ministerial Resolution on Gender Council and Gender Strategy, there was very little interest in implementing the Strategy by different departments.

Finding 40. Institutional capacity: Few activities undertaken as part of the Strategy were mostly capacity building – training activities. Therefore, there is a perception among MET and other stakeholders that the Strategy contributes the most in organising and determining the priorities for capacity building in the sector (see Figure 13).

Finding 41. Inter-agency collaboration: One of the important factors for ensuring sustainability is the appropriate institutionalisation of coordination with tangible tools and guidelines. However, staff survey shows that there is no such coordination and tools and guidelines were not produced and used. As such, it makes the Strategy a declaratory document rather than a working document.

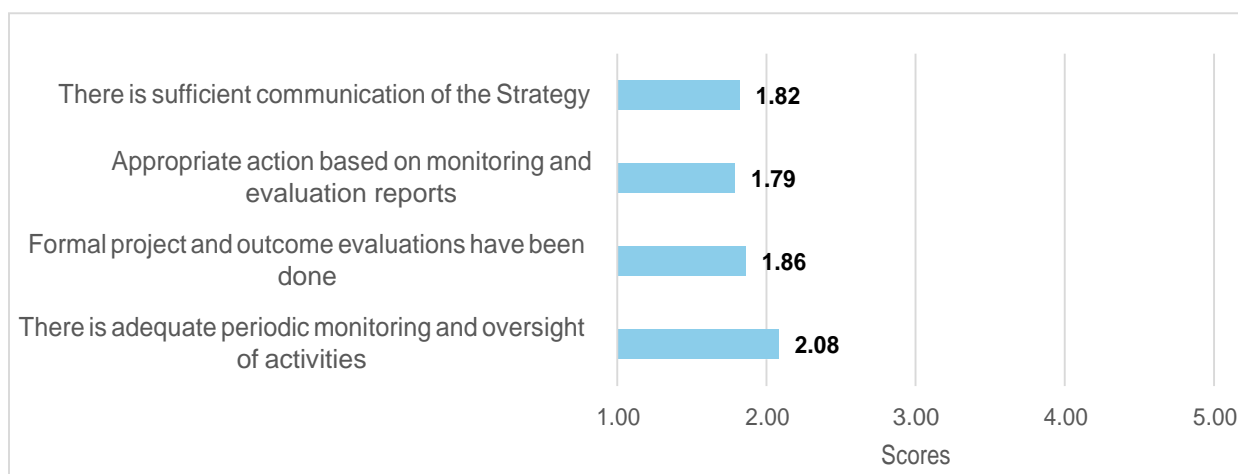
¹¹ MEGD Minister’s decision A-59, 25 February 2014

3.7 Monitoring and evaluation of the Strategy

Finding 42. The Strategy has weak design and results framework. As mentioned earlier, there was no clear linkage between outcomes, outputs and inputs and there were no baseline and target indicators. Therefore, it is difficult to identify changes and track progress towards the achievement of the Strategy's objectives. The overall lack of M&E capacity in public administration was noted in many reports, including a diagnosis report conducted by the World Bank in 2014. The report notes the human deficiency, particularly the lack of experience in the selection, definition, and measurement of impact and outcome indicators (Weiss 2014, 14).

Finding 43. According to the responses obtained from the survey, nearly 40% of staff did not know about the M&E of the Strategy. Among those who responded, Figure 14 illustrates that staff had very negative views about the Strategy M&E system. This indicates that M&E remains a challenge that is widely recognised among staff. The staff survey results show that there was an absence of planning, monitoring and learning process regarding the Strategy implementation.

Figure 14 Monitoring & Evaluation



N = 59; 5=Strongly agree; 1 = Strongly disagree

Finding 44. There is no monitoring and reporting for the Strategy. The M&E and Internal Audit department of the MET does not collect data on the progress of the Strategy and the MET does not report to the Cabinet Secretariat and to NCGE on its progress. A triangulation of source also confirms that among M&E reports the Cabinet Secretariat received from MET and NCGE between 2014 and 2017, there was an absence of reports on the Strategy implementation.

Finding 45. There is a legal environment requiring regular monitoring and reporting of the gender equality measures within ministries. According to the Government Resolution #89 on Public Administration M&E 2017 (the previous Government Resolution #322) and a relevant Resolution #68 (2014) on key development indicators, gender relevant indicators were not included in Economic and Social Development Indicators of the ministries (GoM 2014 Resolution #68, Annex 2). Nonetheless, the governance indicators of the ministries included a clause on the implementation of the Law on Promotion of Gender Equality (GoM 2014 Resolution #68, Annex 1). The indicators to track this criterion

were the percentage of the achievement of planned activities, whether there's an official responsible and the proportion of male and female employees (30%).

Finding 46. According to the recently ratified Resolution (GoM Resolution #89, 2017) on Policy document implementation and public administration operations monitoring and evaluation protocols, the Strategy does not directly fall into the list of documents that require monitoring and evaluation (See Table 5). Therefore, it is primarily the responsibility of the MET to report on the Strategy progress and include its objectives as part of the Ministry's planned activities. Whereas according to the LPGE, the ministries and Gender Councils have the responsibility to "submit to the Cabinet the gender sensitivity assessment reports and recommendations of the draft sectoral policies, plans, and programmes (Article 19.1.3.) and to submit an annual report on the implementation and results of gender equality activities to the NCGE by the 10th February of each year (Article 19.1.9).

Table 5 List of documents that require monitoring, reporting and evaluation

<p>3.2.1. Laws, regulations and resolutions refer to the following:</p> <p>3.2.1.1. Mongolian laws;</p> <p>3.2.1.2. Resolutions of the State Great Khural (Parliament);</p> <p>3.2.1.3. Resolutions of Standing Committee of the State Great Khural;</p> <p>3.2.1.4. Resolution of the President;</p> <p>3.2.1.5. Decisions of National Security Council of Mongolia;</p> <p>3.2.1.6 Resolutions of the Government of Mongolia;</p> <p>3.2.1.7. Orders of the Prime Minister;</p> <p>3.2.1.8. Protocols of the Government meetings;</p> <p>3.2.1.9. Official orders of the Government of Mongolia</p>	<p>3.2.2. Policy documents refer to the following:</p> <p><u>3.2.2.1. Mongolian Sustainable Development Vision 2030;</u></p> <p><u>3.2.2.2. State policy;</u></p> <p><u>3.2.2.3. Government Action Plan;</u></p> <p><u>3.2.2.4. Regional Development Policy;</u></p> <p><u>3.2.2.5. Investment programme of Mongolia;</u></p> <p><u>3.2.2.6. National program;</u></p> <p>3.2.2.7. Priorities of Mongolian economic and social development</p> <p>3.2.2.8. Aimag and soum's development mission</p> <p>3.2.2.9. Governors' action plan;</p> <p>3.2.2.10. Priorities of economic and social development of aimag, the capital city, soums and districts;</p> <p>3.2.2.11. <u>Sub programs;</u></p> <p>3.2.2.12. <u>Projects and programs implemented by international donor organizations;</u></p>
<p>3.2.3. Activities of administrative units refer to the followings:</p> <p>3.2.3.1. Activities set forth in article 3.2.1 and 3.2.2 of this law</p> <p>3.2.3.2 Economic and social development indicators results;</p> <p>3.2.3.3 <u>Performance levels of objectives and activities included in yearly action plan</u></p> <p>3.2.3.4. Activities conducted toward ensuring transparency;</p> <p>3.2.3.5. Glass account record;</p> <p>3.2.3.6. Activities conducted toward ensuring integrity;</p> <p>3.2.3.7. Performance levels of contracts made between a member of the Parliament with a Governor of the relevant aimags and the city;</p> <p>3.2.3.8. <u>Activities undertaken toward building capacity of staff and reducing turn over.</u></p> <p>3.2.3.9. <u>Customer evaluation report</u></p>	

4 Conclusions

The purpose of this assessment was to identify the progress, achievements and challenges in the implementing the Strategy with reference to the Strategy's relevance, effectiveness, efficiency and sustainability.

Achievements

The overall conclusion of this assessment is that the Strategy itself is a relevant document in terms of policy and population needs and its objectives are in line with key policy issues. It is evident that the Strategy is more focused at mainstreaming gender at national level and laying down the institutional capacity first in order to do so. This is a suitable, achievable and relevant approach. There was an overall consensus among the stakeholders about the importance and usefulness of the Strategy. In some cases, the Strategy served as a guiding framework for partners to work together on implementing activities within the gender equality framework in the environmental sector.

Drawbacks

However, its implementation was weak. Out of total 21 indicators, only 4 indicators (19%) had some activities conducted primarily through donor funded projects and nearly all of the indicators cannot be tracked due to lack of data (baselines/targets). Stakeholders, including the Strategy implementers (staff) highlighted the inefficiency of implementation, lack of communication and monitoring and evaluation and absence of stakeholder engagement as major pitfalls. For instance, many of the donors and civil society representatives interviewed tended to lack knowledge or awareness of the existence of the Strategy. Furthermore, there is a significant weakness in the design of the Strategy mainly due to weak formulation and inappropriate indicators and it does not reflect results based management principles. The quality and appropriateness of the indicators to assess the progress and achievement of the Strategy are weak making it difficult to track progress.

Challenges

Many of the challenges for the implementation of the Strategy identified in this report are related to general lingering issues the country is facing (also acknowledged in different assessments and evaluations of national policies such as the UN-REDD+ report, UNDAF report 2015 and CBD country progress report 2015). Among the various factors that affected the Strategy's lack of implementation were:

- Lack of a responsibility mechanism associated with the Strategy - absence of action plans and delineation of partners' roles and responsibilities. There was no reporting and documentation about the Strategy's implementation.
- Insufficient coordination and exchange of information
- Inadequate structure and capacity of the MET Gender Council
- Limited human resources capacity and frequent staff turn-over
- Lack of ownership, initiatives and commitment from MET

- Lacks leadership, especially from the part of women within the Ministry
- Inadequacy of budget and budget deficit
- Lack of management capacity (in terms of planning, budgeting and monitoring)
- Gender equality itself is a new concept in Mongolia creating uncertainty.

Another major reason for underfunding, lack of implementation and reporting is the **lack of priority** of gender equality issues from the government. Majority of the government officials interviewed warned that it is unlikely that the Government will allocate budget on funding gender equality related programmes and activities in the light of expected high budget deficits and Government external debt repayments. In a study conducted by Annesley and Gains (2012), gender equality policy can be maintained in times of recession only “with pressure from outside government”. The first phase of the Strategy coincided with economic recession and austerity measures which took place in Mongolia between 2014 and 2017. This jeopardises the next phases of the Strategy as Phase 1 was designed to be a preparation phase.

In spite of that, MET has potential to move towards implementing the Strategy because the legal environment is favourable and the support and interest from donors and other non-government stakeholders is strong to implement the Strategy. In doing so, the government should demonstrate more commitment and engage partners and the activities planned in Phase 1 should be caught up.

5 Recommendations

Recommendation 1. Improving the design – logical framework of the Strategy

- Use the RBM model in improving design - Design clear linkages at output, outcome and impact levels
- Redefine the needs the Strategy is attempting to meet
- Common theories about how change comes about, that can be used in various interventions (for example, deterrence) need to be applied
- Designing, executing and assessing projects by considering the relationships between available resources, planned activities, and desired changes or results.
- As the Strategy indicators are not measuring results (e.g. whether officials' knowledge about gender equality increased)
- In improving the design, consider and follow where possible the Law on Development Policy and Planning (2015).

Recommendation 2. Clarify the status of the Strategy as a policy document

- The current Strategy falls outside the realm of policy documents that require regular planning, budgeting, monitoring and evaluation and therefore lacks implementation mechanism. Therefore MET or the Cabinet need to clarify what the status of the Strategy should be.
- This clarification will reflect the Government's priority on mainstreaming gender equality into the environmental sector.
- A guideline developed by the National Development Agency to align existing national policy documents with that of the SDV 2030 is pending to be approved by the Parliament (Interview with official). Once such guideline is available, it should be used in revising the status of the Strategy.

Recommendation 3. Develop potential list of projects and estimated costs, timeline (example from a Lebanon Government E-governance strategy document)¹²

- The picture below is an example from the High level e-government strategy document of the Government of Lebanon which contains an appendix on cost estimates to implement the Strategy and reach its objectives, prioritises the activities in terms of importance and indicates where the budget resources will come from (private sector, existing projects or government budget etc.).

¹² <http://www.omsar.gov.lb/Cultures/en-US/Publications/Strategies/Documents/4a8c1c25f5f9444aa94923c5e4d38cacHighLevelEGovernmentStrategyAM21Jan08.pdf>

Figure 15 Snapshot of Appendix

Appendix 1: Estimates of Costs and Resources for Priority Projects

No.	Pillar	Project	Priority	Estimated Cost	Resources	Comments
1.	e-Reform	Ongoing training for Public Sector agencies.	1	\$300,000 per annum	Outsourced to private sector.	Cost estimate based on the costs incurred by OMSAR in previous courses.
2.	e-Reform	MICTC support	1	Absorbed within existing budgets.	OMSAR	Administrative and operational support to MICTC. Part of OMSAR's charter.
3.	e-Reform	MICTC	1	\$30,000 per annum	OMSAR, CIOs from key Ministries Absorbed within existing resources.	Promotion of e-Government initiatives. Preparation of brochures and other PR material for e-Government strategy.
4.	e-Reform	Scoping the CIO concept	1	\$60,000 per year \$7,000 1 st year	Existing staff – no recruitment initially. Partially absorbed by OMSAR's budget.	Scoping the responsibilities and mechanics of the CIO concept including the modality of CIO appointments and establishing mechanisms for their operation. Outcome is an agreed profile of the CIO and agencies should appoint someone of this caliber. Seek representative from foreign government to give a presentation on CIOs and CIO Council to MICTC and designated CIOs. Airfare (\$5000) plus 1 week's accommodation costs (\$2000).
5.	e-Reform	Establish the CIO Council.	1	\$50,000 per annum for Website. Thereafter \$30,000 per annum support	Absorbed within existing resources.	Establish and maintain a CIO Website. Outsource to Private sector. Prepare ToRs, issue, evaluate responses and implement. Sundry expenses for logistics of meetings, payment

- Building on the improved design of the Strategy (Recommendation 1), an assessment of the existing projects implemented in the environmental and other associated sectors (e.g. mining, labour market, social welfare) should be conducted to identify potential series of projects and the resources should be secured (e.g. through Memorandum of Understandings, agreements with stakeholders).
- Having this concrete plan will allow smooth coordination with partners and will provide the Gender Council of MET with clear roadmap to track and implement the Strategy and it will allow to address the gap of “lack of priorities and guideline” from MET identified in this assessment.
- In terms of prioritisation, some stakeholders agreed that the Strategy should focus at the upstream level and increase the capacities of government officers and decision-makers whereas others argued there should be increased attention at the downstream level, reaching out the beneficiaries of environmental eco-service and citizens. The assessment recommends the Strategy to look at this issue in-depth in case a redesigning of the Strategy takes place.

Recommendation 4. Coordination with NCGE and NCGE's support to gender councils and gender focal points

- Consultation with local stakeholders concluded that it is necessary to improve the capacities of sectoral committees and councils to mainstream gender (T.Enkhbayar 2017)
- Support existing mechanisms of Gender Councils is necessary. Currently, the roles and responsibilities of the Gender focal point are demanding. The Gender Council did not perform the duties laid out in the LPGE due to lack of management's commitment and prioritisation towards the Strategy. Furthermore, gender focal points often lack direction and management

both from within their ministries and local governments and from NCGE. Therefore, NCGE can be an important source of guidance for gender councils.

- Improve the operational capacities of gender councils, including that of MET Gender Council - improving **documentation** of activities conducted and reporting to higher level management, **dissemination** of information to key stakeholders via email lists or newsletter etc., and coordination of stakeholders such as a quarterly meeting with different sectors' gender councils and focal points.
- Lack of coordination and stakeholder engagement were the most frequently stated factors for the Strategy's lack of success. NCGE should play an important role in filling this gap according to their mandate (for instance remind ministries about annual reporting on the gender-related activities of the government organisations, provide feedback on their reports, analyse and synthesise reports received from various Gender Councils and provide direction).
- In doing the above mentioned activities, NCGE can and should work with experts in gender, public administration and governance and other relevant fields.

Recommendation 5. Engagement with donors and development partners

- There's a potential to leverage on existing donor projects (a good example from Ministry of Education and its associated projects e.g. ADB and Ministry of Education, Culture, Science and Sport's Higher Education Reform Project is assisting in the Ministry's gender mainstreaming related activities).
- Technical assistance (training and capacity building for the staff, designing M&E tools, guidelines for staff). The government officials and NGO representatives highlighted the need for advanced training on gender equality at high level of management as a priority.
- They highlighted there are opportunities where most staff gather/reunite (e.g. Western regional forum, induction training/seminar which takes place in September) and using these forums as a venue for training.

Recommendation 6. Strengthen engagement with civil society

- As highlighted elsewhere (Chiwara, Dolgion.A and Battulga.S 2016, 53), given the frequent changes in government structures, a potential mitigation measure would be to strengthen engagement with civil society. Civil society engagement should not be restricted to only those NGOs working in conservation and environmental protection but also include various research institutes, rural development and promotion of gender equality.
- Various elements of the Strategy (including but not limited to) the following can be implemented in partnership with CSOs once the Strategy action plan is updated:
 - Facilitating consultation meetings/workshops and engaging relevant stakeholders to determine the Strategy targets and indicators.
 - Involving professional organisations in defining the indicators, targets, and baseline.
 - Conducting impact analysis, using disaggregate data, and analysing progress

- Translating the wealth of data into policy language – making gender analysis and other necessary analyses.
- Conducting rapid assessments, qualitative analysis, and sectoral analysis and assisting in producing ‘one-pagers’ containing indicators for the given sectors.

Recommendation 7. Provide institutional mechanism to implement the Strategy

- As the public administration system in Mongolia is relatively centralised, the everyday operations of the ministries and agencies are run based on the priorities and guidelines provided by higher level management. Therefore, it is important to improve the MET’s management’s prioritisation for the Strategy from the sides of Department of Public Administration and Management and the Department of M&E and Internal Audit and Green Development Policy and Planning.
- Management support is mentioned closest to positive results of the Strategy (0.5 out of 1). These two in turn are linked to training, adequate human resources and management mechanisms.
- Allocate budget and monitor progress, develop clear action plans and delineation of roles and responsibilities.
- MET in its reporting does not use sex-disaggregate data (Interview with official) and doing so will require on-site data collection each time. Therefore, it is important to review all existing reporting templates from agencies and local level.
- Improve district and aimag levels’ involvement in the strategy.
- As the Strategy encompasses issues beyond the environmental sector alone, especially at the upstream level more capacity building targeted at policy-makers, attention should be made what level of support and coordination is necessary from the Cabinet and other ministries.

Recommendation 8. Improve knowledge transfer

- Increase the awareness of key stakeholders (including the senior officers of MET themselves) about the existence and use of the Strategy.
- How to integrate the LPGE and the National Programme on Gender Equality into existing laws and resolutions in the environmental sector remains unclear for officers. The officers interviewed highlighted the need to have a guiding document and a manual providing such practical examples.
- Stakeholders interviewed expressed the need to have a “Gender and Environment” manual that can be used by all stakeholders interested in Mongolian language adapted to Mongolian situation.
- Disclose key policy documents including the Strategy, data, projects’ information and reports and research publications on the MET website. SDC’s ‘Gender corner’ is a good example¹³.

¹³ <https://www.eda.admin.ch/countries/mongolia/en/home/international-cooperation/themes/equality.html>

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7 Appendices

Appendix 1: Stakeholders interviewed

#	Organization	Name	Position	Date interviewed
Government				
1	Ministry of Environment and Tourism (MET)	Uranchimeg.Ts	Head of division of technology, investment and industry	17/10/2017
2		Munkhtuya. B	Secretariat of Gender Focal Point	03/10/2017
3		Tuvshinjargal.G	Officer in Department of Climate Change and International Cooperation	28/09/2017
4		Odbayar.B	Officer of Monitoring and Evaluation and Internal Audit Department	21/09/2017
5		Batjargal.Kh	Head of Public Administration and Management Department	06/10/2017
6		Altangerel.T	Head of Monitoring and Evaluation and Internal Audit Department	02/10/2017
7	Cabinet Secretariat	Munkh-Erdene.D	Officer of Monitoring and Evaluation and Internal Audit Department	10/10/2017
8	National Committee on Gender Equality	Battsetseg	Specialist of the Secretariat of National Committee on Gender Equality	28/09/2017
		Buynaa.O	Specialist of the Secretariat of National Committee on Gender Equality	28/09/2017
9	National Statistics Office	Erdenesan.E	Director of Economic Statistics Department	19/10/2017
10		Altangerel.A	Officer of Population and Social Statistics Department	10/10/2017
11		Oyunchimeg.D	Director of Population and Social Statistics Department	10/10/2017

#	Organization	Name	Position	Date interviewed
12		Oyunjargal.M	Senior Statistician of Innovation and Development Unit	11/10/2017
13		Uyanga.B	Economic Statistics Department	16/10/2017
14		Munkhtsetseg.A	Analyst of Innovation and Development Unit	16/10/2017
15	National Development Agency	Doljinsuren.J	Head Of Development Policy And Planning Division	17/10/2017
17	Forest Research and Development Center of MET	Ganzorig.B	Head of Forest Protection, Restoration and Rehabilitation Department	12/10/2017
Development partners				
18	Food and Agriculture Organization of United Nations (UN)	Solongo.Ts	National Program Officer	06/10/2017
19	GIZ Mongolia – project name	Chuluuntsetseg.D	Executive Director of Program	09/10/2017
20	Asian Development Bank	Tsogtbaatar.J	Project team leader (project name)	19/10/2017
21		Tsolmon.B	Social Development Officer	28/09/2017
22	UN Gender Theme Group	Jinhwa Ha	Gender Advisor	28/09/2017
23	Swiss Agency for Development and Cooperation (SDC)	Erdenesaikhan.N	Gender Focal point, National Programme Officer	29/09/2017
24		Khandarmaa.D	Officer of Administration and Monitoring Department	13/10/2017
25	The Millennium Challenge Corporation (MCC) Mongolia project	Unurjargal.L	Gender expert	25/10/2017
26	PAGE project	Altantsetseg.S	National Coordinator	18/10/2017
CSOs and academia				
27	National Gender Analyst	Solongo.Sh	National Gender Analyst	06/10/2017
28	National Gender Consortium	Tuguldur.Ya	Professor	04/10/2017

#	Organization	Name	Position	Date interviewed
29	Mongol Ecology Center	Chimgee.G	Manager	10/10/2017
30	Mongolian	Naranmandakh.B	Executive Director	18/10/2017
31	Environmental Civil Council	Battogtokh.B	Director of Project Unit	18/10/2017
32	MONFEMNET	Enkhjargal.D	Coordinator	04/10/2017
33	ZSL Mongolia	Munkhjargal.M	Technical Specialist	15/10/2017

Appendix 2: Staff survey results

Awareness

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q1. I know and understand about gender equality concepts	Yes	38	32	70	26	44	70
	No	6	1	7	3	4	7
q2. I know about the Law on Promotion of Gender Equality	Yes	25	22	47	17	30	47
	No	19	11	30	12	18	30
q3. I have heard of the Environmental Sector Gender Strategy	Yes	25	29	54	21	33	54
	No	19	4	23	8	15	23
q4 I have read and know what the Strategy is about	Yes	11	23	34	12	22	34
	No	33	10	43	17	26	43
q5 I know about the roles and activities of the Gender Council at MET	Yes	16	22	38	16	22	38
	No	28	11	39	13	26	39

Experience

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q6 Have you ever participated in a training on gender?	Yes	26	24	50	14	36	50
	No	18	9	27	15	12	27
q7 I have participated in a training on gender in the last 6 months	Yes	15	19	34	9	25	34
	No	29	14	43	20	23	43
q8 I have instructions on how to include gender issues in my work	Yes	17	11	28	10	18	28
	No	28	22	49	19	30	49
q9 The internal rules and regulations of my work has gender content	Yes	19	14	33	12	21	33
	No	25	19	44	17	27	44
q10. I use gender related study reports, manual, database, information and/or data in my work	Yes	15	11	16	12	14	16
	No	29	22	51	17	34	51

Attitudes

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q11 Gender is a priority issue in environmentsector	Totally agree	4	9	13	6	7	13
	Partially agree	30	18	48	17	31	48
	Disagree	10	6	16	6	10	16
q12 It is crucial to have Gender Strategy in the environmental sector	Totally agree	7	15	22	6	16	22
	Partially agree	31	18	49	21	28	49
	Disagree	6	0	6	2	4	6
q13 Gender equality has already been achieved for the most part	Totally agree	9	3	12	3	9	12
	Partially agree	22	21	43	17	26	43
	Disagree	13	9	22	9	13	22
q14 Gender equality, meaning that men and women are equal, has come far enough already	Totally agree	10	6	16	5	11	16
	Partially agree	18	15	33	11	22	33
	Disagree	16	12	28	13	15	28
q15 A fixed proportion of places for women in government	For	20	28	48	18	30	48
	Against	12	4	16	8	8	16
	Don't know	12	1	13	3	10	13
q16 A fixed proportion of places for women to study in VET schools	For	24	19	43	18	25	43
	Against	9	4	13	6	7	13
	Don't know	11	10	21	5	16	21
q17 A fixed proportion of places for women in executive position	For	18	23	41	16	25	41
	Against	12	4	16	7	9	16
	Don't know	14	6	20	6	14	20
q18 Equal salaries for men and women in the same position	For	33	31	64	27	37	64
	Against	4	0	4	1	3	4
	Don't know	7	2	9	1	8	9

Relevance of the Strategy

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q20 The Strategy is aligned to international treaties/conventions	Don't know	11	6	17	8	9	17
	Strongly disagree	1	0	1	0	1	1
	Disagree	3	2	5	4	1	5
	Neutral	12	15	27	9	18	27
	Agree	11	9	20	6	14	20
	Strongly agree	6	1	7	2	5	7
q21 The Strategy addresses key challenges in environment sector	Don't know	10	5	15	7	8	15
	Strongly disagree	2	1	3	1	2	3
	Disagree	5	6	11	6	5	11
	Neutral	14	14	28	10	18	28
	Agree	11	7	18	5	13	18
	Strongly agree	2	0	2	0	2	2
q22 The Strategy objectives are relevant for vulnerable groups	Don't know	10	6	16	8	8	16
	Strongly disagree	2	1	3	1	2	3
	Disagree	4	4	8	4	4	8
	Neutral	18	15	33	11	22	33
	Agree	8	4	12	4	8	12
	Strongly agree	2	3	5	1	4	5

Effectiveness of the Strategy

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q24 The Strategy has effectively contributed to the green development outcomes	Don't know	9	4	13	6	7	13
	Strongly disagree	4	1	5	2	3	5
	Disagree	3	8	11	1	10	11
	Neutral	16	12	28	13	15	28
	Agree	8	8	16	6	10	16
	Strongly agree	4	0	4	1	3	4
q25 The Strategy effectively responds to changes in the situation	Don't know	11	7	18	9	9	18
	Strongly disagree	2	2	4	1	3	4
	Disagree	3	4	7	2	5	7
	Neutral	13	15	28	11	17	28
	Agree	12	5	17	4	13	17
	Strongly agree	3	0	3	2	1	3
q26 There are effective partnerships for implementing the Strategy	Don't know	10	6	16	7	9	16
	Strongly disagree	4	3	7	5	2	7
	Disagree	4	6	10	2	8	10
	Neutral	12	13	25	6	19	25
	Agree	12	5	17	8	9	17
	Strongly agree	2	0	2	1	1	2
q27 The Strategy has reached its objectives set for Phase 1 (2014-16)	Don't know	11	11	22	10	12	22
	Strongly disagree	2	1	3	0	3	3
	Disagree	8	5	13	6	7	13
	Neutral	11	11	22	6	16	22
	Agree	11	5	16	6	10	16
	Strongly agree	1	0	1	1	0	1

Efficiency of the Strategy

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q29 Resources were allocated to activities that can achieve results	Don't know	10	11	21	9	12	21
	Strongly disagree	11	4	15	10	5	15
	Disagree	8	8	16	4	12	16
	Neutral	10	7	17	5	12	17
	Agree	5	1	6	0	6	6
	Strongly agree	0	2	2	1	1	2
q30 Funds are disbursed in a timely and effective way	Don't know	11	10	21	10	11	21
	Strongly disagree	8	5	13	6	7	13
	Disagree	5	8	13	4	9	13
	Neutral	11	7	18	5	13	18
	Agree	7	3	10	3	7	10
	Strongly agree	2	0	2	1	1	2
q31 Interventions are implemented and completed timely	Don't know	13	7	20	10	10	20
	Strongly disagree	5	3	8	4	4	8
	Disagree	5	9	14	5	9	14
	Neutral	14	10	24	8	16	24
	Agree	6	4	10	1	7	8
	Strongly agree	1	0	1	1	2	3
q32 Distribution of roles and responsibilities among the different partners well defined	Don't know	11	9	20	9	11	20
	Strongly disagree	5	2	7	2	5	7
	Disagree	4	1	5	4	1	5
	Neutral	12	19	31	11	20	31
	Agree	9	1	10	2	8	10
	Strongly agree	3	1	4	1	3	4

Sustainability of the Strategy

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q34 The Strategy contributes effectively to build national capacities	Don't know	9	7	16	7	9	16
	Strongly disagree	2	1	3	1	2	3
	Disagree	5	4	9	5	4	9
	Neutral	10	10	20	6	14	20
	Agree	16	11	27	9	18	27
	Strongly agree	2	0	2	1	1	2
q35 There is broad participation and consensus by all stakeholders	Don't know	9	7	16	7	9	16
	Strongly disagree	3	2	5	3	2	5
	Disagree	3	2	5	3	2	5
	Neutral	16	14	30	9	21	30
	Agree	11	7	18	5	13	18
	Strongly agree	2	1	3	2	1	3
q36 There are adequate mechanisms for interagency collaboration	Don't know	10	8	18	8	10	18
	Strongly disagree	3	3	6	3	3	6
	Disagree	4	6	10	3	7	10
	Neutral	17	12	29	12	17	29
	Agree	8	4	12	3	9	12
	Strongly agree	2	0	2	0	2	2
q37 The Strategy interventions and results are owned by local stakeholders	Don't know	11	10	21	10	11	21
	Strongly disagree	3	1	4	1	3	4
	Disagree	3	3	6	2	4	6
	Neutral	14	13	27	12	15	27
	Agree	11	4	15	2	10	12
	Strongly agree	2	2	4	2	5	7

Monitoring and evaluation of the Strategy

Questions	Response	By sex			By position		
		Male	Female	Total	Head	Officer	Total
q39 There is adequate periodic monitoring and oversight of activities	Don't know	11	14	25	8	17	25
	Strongly disagree	7	4	11	7	4	11
	Disagree	9	3	12	3	9	12
	Neutral	10	7	17	6	11	17
	Agree	3	3	6	1	5	6
	Strongly agree	4	2	6	4	2	6
q40 Formal project and outcome evaluations have been done	Don't know	13	16	29	11	18	29
	Strongly disagree	4	2	6	4	2	6
	Disagree	7	2	9	3	6	9
	Neutral	11	10	21	7	14	21
	Agree	7	2	9	2	7	9
	Strongly agree	2	1	3	2	1	3
q41 Appropriate action based on monitoring and evaluation reports	Don't know	13	16	29	11	18	29
	Strongly disagree	4	2	6	4	2	6
	Disagree	5	3	8	2	6	8
	Neutral	13	5	18	6	12	18
	Agree	7	6	13	4	9	13
	Strongly agree	2	1	3	2	1	3
q42 There is sufficient communication of the Strategy	Don't know	12	10	22	9	13	22
	Strongly disagree	6	3	9	5	4	9
	Disagree	7	2	9	2	7	9
	Neutral	9	11	20	8	12	20
	Agree	8	4	12	3	9	12
	Strongly agree	2	3	5	2	3	5

Appendix 3: Results framework: The list of activities conducted under the Strategy (2014-2016)

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
Strategic Goal 1: Build capacities to carry out gender analysis and gender-responsive planning						
1.1. To reach a common understanding in mainstreaming gender in the environment sector policy agenda	1.1.1 To conduct periodic training sessions on mainstreaming gender, gender statistics, gender research capacity building	Gender training curriculum developed that is designed for all staff of the environmental sector	1. Availability of gender training curriculum designed for the environmental sector staff	Training "Workshop on Gender in the Environmental sector" was organized among staff of MET on 14 June, 2017	SDC, Education for Sustainable Development	KII with Gender focal point of MET
				Gender training "Technical Advisors on gender equality" was organized on August 30, 2017	MERIT-Mongolia:Enhancing Resource Management through Institutional Transformation	KII with Gender focal point of MET
	1.1.2 To develop gender checklists for the sectoral activities and pilot them with the target group 1,2.	The methodological manual developed and designed for mainstreaming gender in the environment sector policies and programs	2.Percentage, gender and participated training areas of the environmental sector decision-makers and experts who participated in the gender training sessions	No checklist was developed and used	N/A	KII with Gender focal point of MET
	1.1.3 To develop and use a methodological manual designed for mainstreaming gender in the environment sector policies and		3.Availability of a manual designed for mainstreaming gender in the environment sector	No methodological manual was designed for mainstreaming gender	N/A	KII with Gender focal point of MET

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
	programs			in the environment sector policies and programs		
1.2. To develop environmental sector genders sensitive analytical and planning potentials	1.2.1 To conduct gender assessment on the sectoral activities	Initial gender assessment conducted on the environmental sector activities	1.Availability of gender assessment of the initial implementation of the strategy	No gender assessment on the sectoral activities was conducted	N/A	KII with Gender focal point of MET
	1.2.2 To select 1 or 2 areas of the environmental sector and conduct social impact analysis of them including their gender aspects and provide relevant report	Findings of the gender reflected in all newly introduced sectoral policies and programs	2.Number of the policies and programs that had gender analysis	No activities were organized regarding the planned activities	N/A	KII with Gender focal point of MET
	1.2.3 To develop a user-friendly toolkit on gender statistics	Social and gender impacts of the sectoral activities researched	3. Number of the sectoral areas and actions that had gender impact analysis	No toolkit was on gender statistics was developed	N/A	KII with Gender focal point of MET
	1.2.4 To conduct gender analysis on the new policies and programs of the sector	Gender-sensitive survey conducted on the professional and personal needs of the sectoral employees	4. Gender-responsive survey on the human resources development needs	No gender analysis was conducted	N/A	KII with Gender focal point of MET
	1.2.5 To conduct a gender survey to identify the employees professional and social development needs and help design the long-term human			No activity	N/A	KII with Gender focal point of MET

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
	resources plan					
2. Gender sensitization of the environment sector management practices						
2.1. To improve the sectoral legal environment and policy planning in more gender sensitive way	2.1.1 To prepare the sectoral gender situation report on annual basis and submit it for the sectoral review and report it to the Government	Gender situation report of the environmental sector issued on annual basis	1.Availability gender situation report of the environmental sector	No activity	N/A	KII with Gender focal point of MET
	2.2.2 To create a favorable legal environment that encourages the citizens, women and CSOs engaged in environmental issues to participate in the Green Development policy	Cooperation and partnership areas expanded for local people, women, CSOs engaged in women's empowerment and environmental issues under the implementation of the Green Development policy	2.Number of CSOs that sub-contracted to carry out Green Development related works	No activity	N/A	Gender focal point of MET, Sainbayar, senior officer of Department of Law
	2.1.3 To make necessary coordination towards implementation of the LPGE Article 11 on the "Guarantees of Equal Rights in Employment and Labor Relations" within the framework of the environmental sector and its	Internal rules and regulations of the MET gender-sensitized	3.Gender content available in the MET internal rules and regulations	No activity	N/A	Gender focal point of MET, Sainbayar, senior officer of Department of Law of MET

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
	affiliations by incorporating it in the internal administrative rules and regulations					
2.2. To facilitate improving the participation of implementing partners at all levels in the sectoral policy planning processes and particularly women	2.2.1 To set up a gender-sensitive mechanism that responds to suggestions and proposals presented by employees of all levels (for example, human resources training plan) for the policy making and planning processes	Suggestions and proposals of employees working at all levels reflected in the sectoral policies and action plans	1. Number and gender of persons/employees who identified their training needs	No activity	N/A	Gender focal point of MET, Sergelen, officer in charge of human resource, Tuvshinjar gal officer in charge of projects sponsored by donor organizations
	2.2.2 To set up a database/roster of environmental sector experts and specialists who were involved in the gender training and look for opportunities to use their knowledge and experience in policy making and planning processes	Database and roster developed on the sectoral experts and specialists participated in the gender training/sessions	2. Availability of database and roster of the sectoral experts and specialists who exposed to gender training and sessions	Despite a record of the participant of the gender training organized by the SDC and MERIT, no database/roster was set up.	N/A	Gender focal point, Sergelen, officer in charge of human resource of MET
2.3. To facilitate improving gender responsiveness and coherence between the sectoral policy	2.3.1 To design and disseminate the gender-responsive methodology that coordinates the environmental concerns with the local development policy agenda	Gender-sensitive methodology developed that coordinates the environmental concerns with the local development	1. Availability of the gender-responsive methodology that coordinates the environmental concerns with	No activity	N/A	Gender focal point, Uranchimeg, head of Department of Technology, Investment

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
planning and local development policy agenda		policy agenda	the local development policy agenda			t and Industry of MET
3. Expand participation of women and men, different social groups and local communities in the Green Development processes and open up broader avenues for their equal access to benefits						
3.1. To encourage efforts aimed at providing more access to environmental sector related information and improving participatory capacities of women and men, social groups and local communities	3.1.1 To work on the information packages and toolkit on disaster prevention and adaptation with regard to climate change and adaptation with regard to climate change and desertification related effects by emphasizing gender roles of women and men	Gender-sensitive information packages and toolkit developed for local communities, women and men on disaster prevention, adaptation on the climate change and desertification effects	1. Availability of information packages and toolkit designed for local women and men on disaster prevention, adaptation on the climate change and desertification effects	No activity	N/A	Gender focal point of MET, Tuvshinjar gal, officer in charge of projects sponsored by donor organizations
	3.1.2 To study and engender the training program curricula that designed for the forest user groups	Activities of CSOs engaged in the environmental areas expanded	2. Number of training sessions and meetings and debates conducted for the CSOs	Despite trainings organized by GIZ and FAO, no initiatives and activities were organized by Gender focal point of MET.	N/A	Gender focal point of MET, Tuvshinjar gal, officer in charge of projects sponsored by donor organizations, Solongo Tsevegmid, national program officer of FAO

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
		Further training needs of the forest group members (women and men) identified	3. Availability of the survey conducted amongst the forest user groups on their training needs	No studies were conducted despite the study organized by FAO	N/A	Gender focal point of MET ,Tuvshinjar gal, officer in charge of projects sponsored by donor organizations Solongo Tsevegmid , national program officer of FAO
3.2. To ensure active and productive participation of local residents, cooperatives, research institutes, CSOs and international organizations in the sectoral policy planning, implementation practices as well as in the	3.2.1 To organize the Gender Strategy advocacy meetings designed for international organizations and bi-laterals, conduct consultative sessions on the implementation processes and further plans during the each phase of the strategy	Partnership and cooperation started to implement the sectoral gender strategy	1.Law on the “City Greening” drafted, discussed, approved	No advocacy meetings designed for international organizations and bi-laterals, conduct consultative sessions on the implementation processes and further plans during each phase of the strategy	N/A	Gender focal point, Tuvshinjar gal, officer in charge of projects sponsored by donor organizations

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
monitoring and evaluation processes	3.2.2 To draft a Law on the “City Greening” that is gender responsive together with the experts and public participation and submit it for further approval	Law on the City Greening drafted and approved thus, opening broad opportunities for local residents, various groups, cooperatives, associations, research groups and CSOs to jointly participate in the city greening works and sustainable natural resources utilization practices	2. Number of groups participated in the sectoral policy, planning and implementation assessment by region and aimags	No activity	N/A	Gender focal point of MET, Sainbayar, senior officer of Department of Law of MET
	3.2.3 To ensure equal participation of women and men and various social group representatives in the River Basin Councils and establish an appropriate mechanism that encourages collective decision-making on the natural resource utilization		3. Number of CSOs and international organizations participated in the implementation of the gender strategy	No activities were organized regarding the planned activities	N/A	Gender focal point of MET, Sainbayar, senior officer of Department of Law of MET

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
3.3 To facilitate increasing the “green job/s” in line with needs of women and men, different social groups and local communities	3.3.1 To study the opportunities of creating green job/s with broad participation of local communities and CSOs through practical discussions on how to involve local people for example, in the sorting out of solid waste thus, helping the city waste management practices	The city waste management practice improved with broad participation of individuals and respective agencies agreed on creating various green jobs in forms of sorting out of solid waste	1.Number of meetings and debates with citizens on the waste management issues	No activity	N/A	Gender focal point of MET, Tuvshinjar gal, officer in charge of projects sponsored by donor organizations, Solongo Tsevegmid , national program officer of FAO
	3.3.2 To look for opportunities in creating of green jobs for example, by mobilizing local women to work on the postmining rehabilitation projects, crop lands, food production as well as running eco-tourism business	Needs in green jobs, employment needs/requirements of women and men at local levels as well as equipment and technology provision duly studied and reflected in the sectoral policy documents	2. Availability of report of studies on the needs of green jobs and opportunities at local levels	No activities were initiated by Gender focal point of MET except the activities undertaken by PAGE project	N/A	Gender focal point of MET, Uranchime g, head of Department of Technology, Investment and Industry of MET
	3.3.3 To study opportunities of engendering of potential technology transfer related activities that are environment-friendly, relevant to livelihood of herders, crop growers and local communities	Not reflected in the results framework	Not reflected in the results framework	No activities were initiated by Gender focal point of MET except the activities undertaken by PAGE project	N/A	Gender focal point of MET

Objectives	Strategy priority areas and activities	Expected results	Indicators	Activities conducted	Organized and initiated by	Reference
	and based on raw material availability					