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# **GENDER ASSESSMENT OF THE PUBLIC ADMINISTRATIVE SERVICE ACCESSIBILITY AMONG VULNERABLE GROUPS IN ULAANBAATAR**

Final report

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## Disclaimer

This case study was conducted by the Independent Research Institute of Mongolia (IRIM) from January to June 2019. The research was commissioned by the Asia Foundation. The findings, analysis and recommendations made in this report reflect the views of the independent consultancy team of IRIM and do not necessarily reflect the views of the Asia Foundation, the Swiss Agency for Development and Cooperation and other stakeholders involved in the study.

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## Acronyms and abbreviations

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ANOVA	Analysis of Variances
DR	Desk review
GALSWS	General Agency for Labour and Social Welfare
GAP	Government Action Plan
GDP	Gross Domestic Product
GoM	Government of Mongolia
GRB	Gender-responsive budgeting
GRPS	Gender-responsive public services
HH	Household
IOM	International Organization for Migration
IRIM	Independent Research Institute of Mongolia
KMO	Kaiser-Meyer-Olkin
LDF	Local Development Fund
LDPP	Law on Development Policy and Planning
LGBTIQ	lesbian, gay, bisexual, transgender, intersex and queer
MLSP	Ministry of Labor and Social Protection
MNT	Mongolian Tugrug
MUB	Municipality of Ulaanbaatar
NCGE	National Committee on Gender Equality
NSO	National Statistics Office
OP	Older people
OSS	One Stop Shop
PD	People with disabilities
PMT	Proxy Means Test
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SH	Single heads of households
SSI	Semi-structured interview
TAF	The Asia Foundation
UB	Ulaanbaatar city
UN	United Nations
UNICEF	The United Nations Children's Fund
UGP	Urban Governance Project

# Executive summary

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## Background

There has been an increasing concern, in recent years, about the high incidence of poverty among people in Ulaanbaatar's *ger* areas. According to the National Statistics Office (NSO) and the World Bank, 'the share of the poor population in urban areas has increased from 62.1% in 2016 to 63.5% in 2018, and more than 40% of the country's poor lived in Ulaanbaatar in 2018' (World Bank 2019). Furthermore, as highlighted by a World Bank study on urban poverty in Ulaanbaatar, *ger* areas have the highest numbers of unemployed heads of household, the least educated heads of household, and those dependent on social transfers and private sector wages (Singh 2017).

Studies have shown that poor and the vulnerable groups living in *ger* districts are significantly yet disproportionately affected by existing disparities in the distribution of services and social infrastructure; lowering their access to opportunities and a reasonable quality of life. Different vulnerable groups face different challenges and are trapped in disadvantaged positions, unless targeted interventions are designed and delivered urgently. For example, older persons living in *ger* areas are identified as a group particularly vulnerable to poverty and facing bureaucratic procedures in determining eligibility for the pension; youths face a lingering problem of unemployment, people with disabilities living in *ger* areas significantly lack physical and social accessibility, internal migrants are stigmatized and likely to fall into poverty, and the poor and single-headed households are unable to access employment.

Quality public services and targeted interventions designed for different vulnerable groups would be important to help overcome urban poverty and inequality in Ulaanbaatar's *ger* areas. 'Quality' public services means that they are available, accessible, affordable and accountable, and have to be gender responsive; from the initial stages of planning to implementation and monitoring (ActionAid 2018). In Ulaanbaatar, for the vulnerable groups to apply for targeted interventions and social services, they have to visit their local *khoroos* as the first-step in the administrative procedures. As such, *khoroos* play a central role in ensuring access of public services to citizens as they provide information about services to citizens and they provide the first-step for obtaining specific services such as proof of residency (World Bank 2017).

However, much uncertainty still exists about the real barriers vulnerable groups living in *ger* areas face - to access services, specifically the public administrative services - and whether these barriers are gendered. Furthermore, very little is known about how these barriers are affected by different socio-economic factors of the citizens (demand-side) or by the factors of quality of design and delivery of services (supply-side) and how these factors interact. There has been no comprehensive gender-responsiveness assessment of the public administrative services delivery at the local level in Ulaanbaatar.

To fill this gap and to assist the Municipality of Ulaanbaatar (MUB) in designing effective strategies to reduce barriers in accessibility of public services, the Urban Governance Project (UGP) of the Asia Foundation and the Swiss Agency for Development and Cooperation commissioned the Independent Research Institute of Mongolia (IRIM) to conduct this gender assessment of public services accessibility among vulnerable groups in Ulaanbaatar. This report is unique in providing empirical data on vulnerable groups' experiences and barriers in accessing sub-national (*khoroos*-level) public

administrative services and identifying both the citizens' (demand) side and the public services delivery (supply) side factors.

## Purpose

The aims of this study are to (i) identify barriers and current levels of accessibility of the vulnerable groups in Ulaanbaatar's ger areas in accessing the identified public administrative services; (ii) carry out an in-depth analysis of the factors affecting the accessibility; (iii) assess the gender-responsiveness of those services; and (iv) provide recommendations to the MUB for reflecting gender-responsive and equity-focused principles in its future design of public administrative services.

## Analytical framework and research methodology

The study uses an analytical framework that comprises six assessment criteria developed based on the Gender Responsive Public Services (GRPS) framework (ActionAid 2018) and the Equity-Focused and Gender-Responsive Evaluation framework (UN-Women 2016). These criteria include the following:

- Availability;
- Social accessibility (knowledge);
- Social accessibility (attitudes);
- Physical accessibility;
- Accountability; and
- Gender-Responsive Budgeting (GRB).

The sub-criteria were comprised of several statements and questions that reflect the components that make up the public services' gender-responsiveness. Specific rule sets were developed using: normative statements (representing sub-criteria), multiple-choice questions within the questionnaire, knowledge tests and interview data collected from the service providers. Using the rule sets, adherence to the GRPS framework was classified as being at Basic, Moderate or Robust levels.

The study used a mixed-methods approach. The primary data used for this study included the following:

- An individual survey (questionnaire) on accessibility of public administrative services and their gender responsiveness. A total of 385 respondents from 11 khoros in seven districts of Ulaanbaatar's ger areas were included in the survey.
- Semi-structured interviews (SSIs) were conducted among 20 service providers (at khoroo, district and city level) and knowledge tests were conducted among 74 service providers to assess their awareness and attitudes towards gender and other equity principles.
- The field researchers completed observation checklists at 15 public services building (at the khoroo, district and city level). The observation checklist included questions assessing external and internal physical accessibility of public services; based on the basic legal requirements of public offices accessibility and the presence/absence of khoroo staff.
- The study also used municipal and khoroo level documents such as reports of relevant legal and policy documents, annual reports and action plans.

The study used descriptive statistics and factor analysis. Potential gender differences (or parities) and the ways they intersect with other social markers (e.g. class measured through respondents' subjective assessment, income, ethnicity, sexuality) were analyzed using multi-variate analysis. The

study analysis used a weighting formula to draw plausible conclusions regarding differences in the responses provided by women and men (weighting on gender was 0.73 for women and 1.68 for men).

## Conclusions

Firstly, the study showed there were clear differences in gender roles within households in accessing public administrative services, and the task is often undertaken by women in households, on behalf of the other members. Women take household management roles in addition to taking care of the elderly and children and they take the responsibility of handling public services related activities. The methods of obtaining information about public administrative services differed between women and men. Women were more confident in meeting public officials and kheseg leaders, tended to obtain information in advance, and used more sources of information. In contrast, men preferred more indirect methods; using the internet and social media. Interviews with service providers indicated men tended to lack communications skills and tried to resolve issues with force. Youths were seen as a group that is most inactive and do not receive services themselves.

The second major finding was the differences in accessing public administrative services, depending on the type of the vulnerable groups. Groups that faced most barriers in accessing public services were people with disabilities, followed by internal migrants and youths. People with disabilities risk being left behind due to barriers in both social and physical accessibility, and the services are less available to this group. Furthermore, male single heads of households lagged behind in terms of subjective well-being and access to services. Although gender discrimination was perceived as low across most vulnerable groups, LGBT people felt discrimination was high in public service delivery.

Thirdly, it was found that within the groups, there were different types of individuals and households. For instance, around 5% of respondents were a group with high levels of subjective well-being, tertiary education and sufficient income. A majority (55%) constituted a middle or lower-middle stratum (according to their own subjective assessment) and their assessment of public administrative services accessibility tended to be average. However, those (around 40%) who reported they belonged to a lower stratum, reported higher levels of barriers to access services; they did not own a smart phone, computer or cell phone, and lacked internet connection. This suggests interventions aimed at different groups need to take into account within-group differences and target those who are worse-off.

Fourthly, service providers at the khoroo level had direct communication with citizens, including vulnerable groups, and provided regular advice and information about prospective programs and opportunities. The service providers' knowledge about the needs of vulnerable groups was low, especially among, the staff working at OSSs and integrated service centers. Although staff at the khoroo level tried their best to help vulnerable groups in certain circumstances, there were no formal arrangements (for example '*priority*' and/or '*fast tracking*' signs) in delivering public administrative services to some groups such as people with disabilities.

Fifthly, although most of the gender-responsiveness assessment did not have significant difference in terms of gender, it was found that the design of the services were not gender-responsive. Gender was not mainstreamed in policy formulation, budget planning, or implementation, and reporting; and service providers do not receive guidance about ensuring gender equality in their work. The knowledge, accountability, and gender-responsive budgeting criteria were assessed at being at the basic level.

Finally, the main factors affecting barriers and accessibility were identified. The logistic regression analysis shows that the increases in the importance given to *distance to service providers, both time and money-affordability and getting other's assistance in receiving service directly* lead to increase in barriers faced in receiving services. Whereas increase in importance given to variables such as social class, and income sufficiency for daily basic needs and clothes, and official registration in a lead to decrease in barriers faced in receiving services. Concerning the supply-side factors, logistic regression analyses demonstrated that the Service providers' *communication's factor* (such as respectful and prompt services) and the set of *No gender discrimination factor* had significant associations with barriers faced in receiving services; specifically, results revealed that increases in the importance given to two factors lead to increase in barriers faced in receiving services.

## Recommendations

Based on the findings of the study, a number of recommendations for improving different components of gender-responsive public service delivery in Ulaanbaatar were formulated.

### *Increasing availability of information for vulnerable groups*

In the mid-term, it is suggested that the MUB, khoros and kheseq leaders should promote men and youth to participate actively to receive services. In the short-term, it is suggested that information availability via social media platforms and media sources, should be improved to benefit youths and men. A central operating call center/a call-service to assist and provide advice to citizens who require information about services relevant to the district level OSSs and integrated service centers. A more inclusive way of making information available to all would be to increase the number of kheseq leaders to reach out to most left-out groups, including people with disabilities. Measures to update all government services website to align with international Web Content Accessibility Guidelines or Checklists should be undertaken.

### *Increasing availability of services*

- In the short term, it is recommended that interventions to reduce both physical and social accessibility barriers faced by people with disabilities should be prioritized.
- Additional improvements could be made in adopting flexible working hours and making the timetable available would allow more accessibility for single heads of household and women.
- Formal arrangements (for example 'priority' and/or 'fast tracking' signs) in delivering public administrative services to some groups such as people with disabilities should be placed at all service delivery buildings.
- Introducing postal services in ger areas that can also be used for delivery basic public administrative services was raised during the interviews as a potential improvement.

### *Improving knowledge of service providers and citizens*

To raise awareness about the rights and entitlements citizens hold among vulnerable groups. This will build the foundation for future activities aimed at empowering these groups. A city level of nationwide information campaign about the basic rights and entitlements of citizens in receiving services should be organized.

Training for service providers at khoroo, district OSS and integrated service centers should be provided on understanding the special needs of different groups. It is also important to sensitize service

providers about LGBT issues and how to avoid gender-based discrimination or other forms of discrimination. Training for recognizing the importance of disaggregated data and its use in annual planning should be provided at the City, district and khoroo levels. In the mid-term, MUB should assist khoroo and district level government offices to adopt principles of gender-sensitive service delivery in their internal rules and operations through the gender focal points (and other relevant stakeholders).

### ***Improving physical accessibility***

In the short-term, to introduce mechanisms for those who have limited mobility to provide home-based services. For remote or isolated khoros, to increase availability of public transportation in terms of frequency and route distances. Most urgently, all ramps need to be replaced to meet the national standards and service buildings should have necessary equipment and facilities.

In the mid-term, the MUB and service delivery units at all levels are obliged to be accessible for everyone. Therefore, an addition, renovation, or repair should be made at public service facilities to make them usable for people with disabilities and others. In other words, all types of access should be ensured.

### ***Increasing accountability***

In the short term, start including vulnerable groups in planning and delivery processes of the City, district and khoroo's annual plans. The voice of the vulnerable groups in ger districts should be systematically heard in Ulaanbaatar Citizens' Representative Khural budgeting processes. To do so, enabling the collection of disaggregated data at khoroo levels, ensuring all khoros conduct citizen satisfaction and needs assessment surveys and include vulnerable groups' voice in these surveys would be a starting point. MUB should provide general guidance and support for khoroo staff in reaching out to vulnerable groups.

In the mid-term, include and involve vulnerable groups in the provision of services that meet their needs by ensuring more openness, promptness and regular feedback mechanism in service delivery throughout the City and at all levels. MUB should work towards ensuring vulnerable groups are represented on city governance and planning committees related to the public goods and/or services. Specific criteria for representation and mechanisms for representation should be developed. The National Committee on Gender Equality (NCGE) and the MUB Gender council should focus on integrating gender and equity principles into ongoing and regular operations of their service delivery. MUB should meet the Law on Promotion of Gender Equality requirements on gender quota.

### ***Adopting gender-responsive budgeting***

In the short term, conduct GRB training for the MUB's entire budget staff. Conduct an analysis of GRB at all levels of the city in 2019 fiscal year. The training could start by incorporating the results of previous fiscal year's analysis on gender-sensitive budgeting into the annual budget guidelines. Assessment of whether available resources (e.g., time, staff, budget, skill sets, equipment, training, etc.) at the khoroo level are adequate to effectively execute their mandate, strategic goals and work plans should be conducted.

In the mid-term, adopt performance/outcome-based budgeting to improve the City's ability to meet the needs of diverse groups through effective program designs to effect change. The City's budget planning and reporting should be analyzed in terms of their contributions towards equity and gender-

responsiveness. Also the potential impact of the proposed budget on gender outcomes and equity principles must be assessed prior to the allocation of budgeted resources. To do so, a city level budget analysis and monitoring methodology should be developed and used. MUB can forge partnerships to catalyze new approaches to gender responsiveness and equity-focus across different policy and service areas including GRB, encourage and support existing non-governmental initiatives.

### *Recommendations for the long-term*

The public administrative services delivery should be assessed as Robust in the long term. To do so, the following long-term policy directions are suggested:

- Focusing on improving livelihoods of the vulnerable groups, especially those who are worst off - should remain a priority.
- Interventions aimed at different groups need to take into account within-group differences and target those who are worse-off.
- Existing social norms and gender divisions of labor (including addressing care and women's role in household management) should be challenged.
- MUB and NCGE should work with wider society to bring about an understanding of marginalization and vulnerability and how vulnerable groups can be involved in overcoming it.
- MUB should provide funding to build and grow organizations (such as women-led) to collectively bargain for improved public goods or services in Ulaanbaatar's budget allocation.

# 1 Introduction

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## 1.1 Background

Mongolia has been undergoing rapid urbanization in the last few decades, with the capital city Ulaanbaatar, the fastest growing city in the country. As of 2018, the country's population was 3,238,479 and it is projected to rise to 1.7 million by 2025 (Singh 2017). The population density increased by 48% between 2005 and 2017 (UB Statistics 2017). Much of the population increase was driven by rural-urban migration in the last two decades. The majority of rural-urban migrants moving to Ulaanbaatar live in ger districts and it is estimated that 87% of Ulaanbaatar's expansion occurred there (Singh 2017). The ger area is home to 800,000 residents, which constitutes 60% of Ulaanbaatar's total population.

As highlighted by the United Nations, rapid urbanization presents opportunities to improve the well-being of the people and societies (Palanivel 2017). For example, Ulaanbaatar alone generates more than 40% of the national GDP<sup>1</sup> and is home to relatively younger, and working-age adults, than rural areas; providing opportunities for increased employment and poverty reduction.

Nonetheless, these opportunities are closely associated with problems, such as urban poverty, increasing inequality, and inadequate infrastructure and housing. There is increasing concern, in recent years, about the high incidence of poverty among people in Ulaanbaatar's ger areas. According to the National Statistics Office (NSO) and the World Bank, 'the share of the poor population in urban areas has increased from 62.1% in 2016 to 63.5% in 2018, and more than 40% of the country's poor lived in Ulaanbaatar in 2018' (World Bank 2019). Furthermore, as highlighted by a World Bank study on urban poverty in Ulaanbaatar, ger areas have the highest numbers of unemployed heads of household, the least educated heads of household, and those dependent on social transfers and private sector wages (Singh 2017).

Studies have shown that poor and the vulnerable groups living in ger districts are significantly yet disproportionately affected by existing disparities in the distribution of services and social infrastructure; lowering their access to opportunities and a reasonable quality of life. Different vulnerable groups face different challenges and are trapped in disadvantaged positions, unless targeted interventions are designed and delivered urgently. For example, older persons (older people) living in ger areas are identified as a group particularly vulnerable to poverty, youths face a lingering problem of unemployment, people with disabilities living in ger areas significantly lack physical and social accessibility, internal migrants are stigmatized and likely to fall into poverty, and the poor and single-headed households are unable to access employment.

The problems of urban poverty and inequality could be overcome through quality public services and targeted interventions designed for different vulnerable groups in ger areas. Public services provision is an important potential function to create more equal societies. 'Quality' public services means that they are available, accessible, affordable and accountable, and have to be equitably focused and gender responsive; from the initial stages of planning to implementation and monitoring (ActionAid Vietnam 2015). However, in most developing countries, services are under-resourced and inadequate; they do not fulfill vulnerable groups' rights (ActionAid 2018). There is evidence that the way public

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<sup>1</sup> <https://ulaanbaatar.mn/Home/newsdetail?dataID=3583>

services are designed and delivered plays a crucial role in (either) exacerbating dependence and the inferior role of women and men, or providing an important route to improve lives of the communities (ActionAid Vietnam 2015). Therefore, it is crucial to assess whether public services' design and delivery are gender-responsive and account for vulnerable groups' needs and demands.

In this regard, *khoroos* play a central role as they are the first-step in the administrative procedures for applying for social services and welfare benefits. *Khoroos* provide information about social welfare and other public administrative services to citizens and they provide the first-step for obtaining specific services such as proof of residency (World Bank 2017). Currently, *khoroos* do not have mechanisms to process basic archival, land administration, social welfare and registration services. Thus, the Swiss Agency for Development and Cooperation (SDC) and the Asia Foundation (TAF) has piloted to decentralize some of these services at the *khoroos* level through the Urban Governance Project<sup>2</sup>.

To date, a number of studies have been conducted to understand the drivers of poverty for ger area residents in Mongolia. For instance, the World Bank conducted in-depth analysis of urban poverty; the SDC and TAF assessed basic urban services in ger areas including water, sanitation, waste, health and education; the Asian Development Bank conducted a gender-based violence study in ger areas; and other research institutes conducted general administrative services satisfaction surveys among the Ulaanbaatar citizens as well as policy-level gender assessments. However, much uncertainty still exists about the real barriers vulnerable groups living in ger areas face - to access services, specifically the public administrative services - and whether these barriers are gendered. Furthermore, very little is known about how these barriers are affected by different socio-economic factors of the citizens (demand-side) or by the factors of quality of design and delivery of services (supply-side) and how these factors interact. This highlights the need to capture first-hand quantitative and qualitative data to better understand the gender and intersectional nature of the constraints that can be addressed at policy and services delivery levels in Ulaanbaatar.

Recognizing this need, the Municipality of Ulaanbaatar (MUB) in cooperation with the SDC and TAF's Urban Governance Project (UGP) commissioned the Independent Research Institute of Mongolia (IRIM) to conduct this gender assessment of public services accessibility among vulnerable groups in Ulaanbaatar.

This report is unique in providing empirical data on vulnerable groups' experiences and barriers in accessing sub-national (*khoroos*-level) public administrative services and identifying both the citizens' (demand) side and the public services delivery (supply) side factors. The report recommends further actions for the MUB to promote gender equality and reduce barriers faced by vulnerable groups in receiving the selected public services in Ulaanbaatar.

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<sup>2</sup> Namely the following services: Inquiry of reference of number of years employed; Inquiry of reference of previously notarized documents; and Inquiry of reference of apartment ownership status.

## 1.2 Objectives

The aims of this study are to (i) identify barriers and current levels of accessibility of the vulnerable groups in Ulaanbaatar’s ger areas in accessing the identified public administrative services; (ii) carry out an in-depth analysis of the factors affecting the accessibility; (iii) assess the gender-responsiveness of those services; and (iv) provide recommendations to the MUB for reflecting gender-responsive and equity-focused principles in its future design of public administrative services.

As such, the key research questions of the study are the following:

1. What are the barriers in the availability and accessibility of public administrative service?
2. Are the public administrative services’ design and delivery (implementation) gender-responsive?
3. Which demand-side factors affect these barriers?
4. Which supply-side factors affect these barriers?
5. What should be done to reduce these barriers and mitigate associated factors?

## 1.3 Assessment criteria

To answer the above-mentioned research questions, the study’s **analytical framework** was developed to assess the gender responsiveness of the public administrative services. Six assessment criteria were developed based on Gender Responsive Public Services (GRPS) by ActionAid (2018) and the Equity-Focused and Gender-Responsive Evaluation approach developed by UN-Women (2016). The sub-criteria were comprised of several statements and questions (Annex 3) that reflect the components that make up the public services’ gender-responsiveness.

Specific rule sets were developed using: normative statements (representing sub-criteria), multiple-choice questions within the questionnaire, knowledge tests and interview data collected from the service providers. Statements were ranked based on a subjective assessment of their ability to represent the GRPS framework and to provide a range of qualitative and quantitative information. The rule-sets are defined in ‘Annex 3. Assessment criteria and the rule sets’. Using the rule sets, adherence to the GRPS framework was classified as being at **Basic**, **Moderate** or **Robust** levels. As such, the assessment will provide the reader with a clear understanding about which criteria are met most completely, or least so. Finally, Figure 1, shows how the factors influencing public services accessibility, or barriers faced by vulnerable groups, were analyzed.

*Table 1. Assessment criteria of the gender-responsiveness of public services*

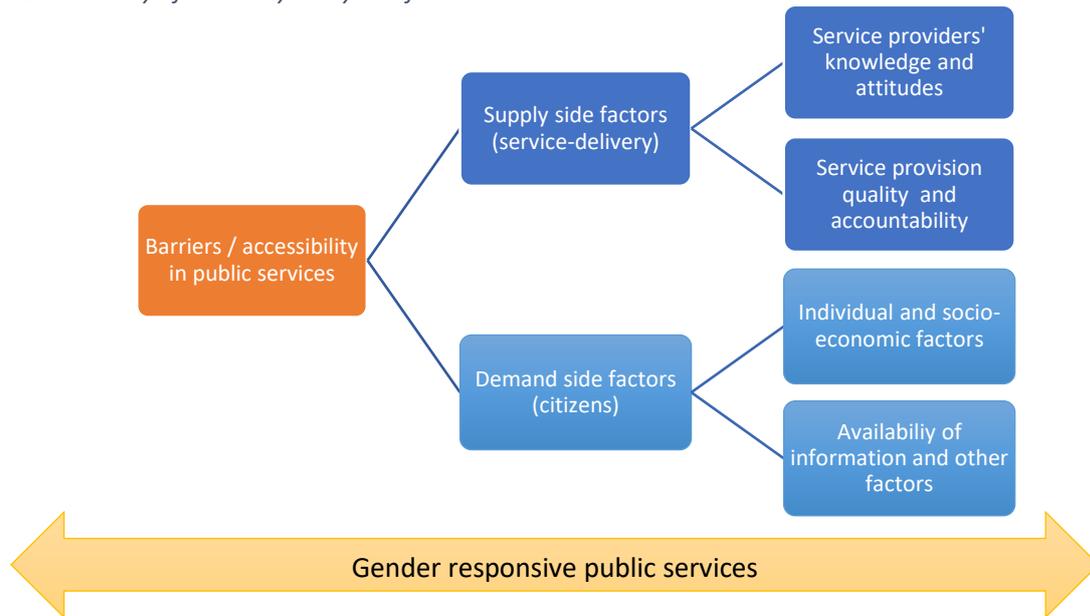
Dimension	Description of the criteria	Sub-criteria
Availability	<b>Availability</b> The quantitative supply of services and whether they are economically available to the vulnerable groups	<ol style="list-style-type: none"> <li>1. There are enough service providers to deliver the selected services.</li> <li>2. The service providers are present in the office during work hours.</li> <li>3. The service is affordable (money-wise) to vulnerable groups.<sup>3</sup></li> <li>4. The service is affordable (time-wise) to vulnerable groups.</li> <li>5. Information about the services is available to vulnerable groups.</li> </ol>

<sup>3</sup> Allocation of public services should be based on urgency and need, as opposed to who can pay (ActionAid 2018).

Dimension	Description of the criteria	Sub-criteria
Accessibility	<b>Knowledge<sup>4</sup></b> The service providers are aware of gender equality, human-centered principles and the differing needs of vulnerable groups.	<ul style="list-style-type: none"> <li>6. Vulnerable groups know about their rights and entitlements as citizens in receiving services.</li> <li>7. Vulnerable groups have information about services (required documents, where to get service, and ways of obtaining information).</li> <li>8. Service providers have knowledge about the vulnerable groups' different needs.</li> <li>9. Service providers have understanding and knowledge about gender equality.</li> <li>10. Service providers have training and guidelines to adopt gender-sensitivity in their work.</li> <li>11. Service providers have adequate experience in their current position.</li> </ul>
	<b>Attitudes and communication</b> The principles of non-discrimination based on gender and other background. The service providers are gender and cultural sensitive.	<ul style="list-style-type: none"> <li>12. Service providers respect vulnerable groups and treat them with dignity.</li> <li>13. There are no gender discrimination experiences among service providers and vulnerable groups in public services.</li> <li>14. There are no gender constraints (in terms of roles) in households</li> <li>15. Services are non-discriminatory in provision; based on gender, language, religion, political opinion, nationality, ethnicity, ability or any other status.</li> </ul>
	<b>Physical accessibility</b> Infrastructure, transportation and community environment is safe and easy to access.	<ul style="list-style-type: none"> <li>16. Location and distance of public services are suitable for the needs of vulnerable groups.</li> <li>17. Public services location (road, and transportation to get there) is safe and accessible (vulnerable groups do not experience threats or harassment).</li> <li>18. Service delivery venues (khoroo offices) have facilities that allow access to differently-abled people (e.g. sign language interpretation, ramps or other needs).</li> <li>19. Office is user-friendly (has restrooms, seating, and allows privacy).</li> </ul>
Governance	<b>Accountability</b> A relationship through which service providers are required to explain their decisions and performance, with rewards or sanctions resulting from their performance.	<ul style="list-style-type: none"> <li>20. The local government collects and uses gender-disaggregated data in their reporting and registration.</li> <li>21. Local government identifies the needs of vulnerable groups (e.g. through public hearings, surveys, etc.).</li> <li>22. Local government reporting and performance assessment considers the changes in vulnerable groups' conditions.</li> <li>23. There are complaint mechanisms and tools at the local government allowing vulnerable groups' voices to be heard.</li> </ul>
	<b>Gender-responsive budgeting</b> A cyclical process of planning, programming and budgeting accounting for gender needs.	<ul style="list-style-type: none"> <li>24. Participatory needs assessment is those of vulnerable groups are reflected in budget planning.</li> <li>25. Allocate budget to carry out equity-focused and gender-responsive activities (aimed at vulnerable groups).</li> <li>26. Local budgets are gender disaggregated.</li> <li>27. Local governments have autonomy to respond to local and vulnerable groups' needs.</li> </ul>

<sup>4</sup> Knowledge should provide the basis for gender mainstreaming (Swedish Gender Mainstreaming Support Committee 2007)

Figure 1. Summary of the study analytical framework



For the purposes of this study, **gender-responsive public services (GRPS)** refers to ‘services that meet practical and strategic needs of men, women and others in society, in which the analysis of different needs of different gender groups decide the design process, resource allocation, services location and provision’ (ActionAid 2018). **Accessibility** is defined through both physical and social accessibility (knowledge and attitudes from both the service providers and the citizens’ side). Physical accessibility refers to the location or distance of a public service from user groups, as well as access by disabled user groups. Social accessibility addresses the deep-rooted gender inequalities that are framed by social attitudes and stigma, public service officials hold personal biases (ActionAid 2018). **Design of public services** refers to the approaches and principles used in policies, plans, budgets and the implementation processes of public services. This study examines to what extent the public services design incorporates the principles of democratic governance, namely: transparent and gender-responsive budgeting, accountability and decentralization. **Vulnerable groups** are those who are at higher risk of facing disadvantages and stigma based on their identity or unique social circumstances; of poverty and social exclusion; and of lack of access to public services than the general population (Singh 2017).

## 1.4 Methodology

As this study focused on assessing the relationship between service providers and citizens – i.e. administrative accountability – it did not assess political accountability such as electoral process, political agendas and competition. The key participants of the study were:

- **Citizens and users of services:** youths, the elderly, people with disabilities, poor, single headed households, internal migrants and LGBTIQ (Annex 1. Glossary).
- **Service providers:** Khoroo administration, *One Stop Shop* in the district governors’ offices, citizen service centers (Dunjingarav, Misheel, Dragon and Orgil Center) and the MUB.

The primary data used for this study included the following. Individual face-to face structured interviews (**questionnaires**) on accessibility of public administrative services and their gender responsiveness were conducted. A total of 385 respondents from 11 khoros in seven districts of

Ulaanbaatar’s ger areas were included in the survey. Selection of khoros was done using the following criteria (also shown in Table ):

- Khoros located in ger areas (According to TOR)
- Khoros should include the UGP’s pilot khoros (87 khoroo)<sup>5</sup>
- Vulnerable groups density mapping (using the TAF, MUB and SDC 2017 Vulnerable Mapping Report).
- Location of the khoroo/ger areas by central, mid-tier and fringe<sup>6</sup>.

Table 2. Selection of sample khoros

#	Districts	UGP’s pilot khoroo	Type		Location		Mapping of groups density		
			Ger	Mixed	Mid-tier	Fringe	Single headed HHs	Poor HHs	Persons with disabilities
1	Nalaikh	4					384	537	286
2		7					278	101	192
3	Bayangol	22					181	291	259
4	Bayanzurkh	8					280	235	266
5	Songinokhairkhan	11					114	156	264
6		24					263	471	174
7	Sukhbaatar	18					95	300	99
8	Khan-Uul	7					315	987	232
9		16					191	125	184
10	Chingeltei	16					717	368	335
11		17					397	447	400

After determining the sample size in each location, the number of respondents were defined for each group. Proportional stratified sampling was used to define the number of people in each group. Furthermore, respondent selection criteria were used (see Annex 2 for details).

- **Semi-structured interviews (SSIs)** were conducted among 20 service providers (at khoroo, district and city level). They also had open-ended questions for the interviewee, capturing different positions and specific experiences with regards to delivering services to vulnerable groups.
- **Knowledge tests** were conducted among 74 service providers to assess their awareness and attitudes towards gender and other equity principles.
- **Observation and checklists:** The field researchers completed observation checklists at 15 public services building (at the khoroo, district and city level). The observation checklist included questions assessing external and internal physical accessibility of public services; based on the basic legal requirements of public offices accessibility and the presence/absence of khoroo staff.

<sup>5</sup> Khoros were selected based on those that rated unsatisfactorily in environment and infrastructure; social and human development; economy; and governance in the Health and Safety Index conducted by the City in 2014 (TAF 2015).

<sup>6</sup> Singh provided a clear summary of how ger areas are classified in Ulaanbaatar: “The city classifies Ger areas by three zones, central, midtier (middle) and fringe based on their location, connectivity to engineering networks and housing types. Central ger areas, where connection for centralized engineering networks is feasible, will be redeveloped with high-rise and mid-rise buildings. Midtier ger areas are planned for redevelopment with low-rise and mid-rise buildings. Redevelopment for Fringe ger areas is planned in phases via land readjustment schemes with onsite networks.” (Singh 2017).

- The study also used municipal and khoroo level **documents** such as reports of relevant legal and policy documents, annual reports and action plans. A total of eight khorooos shared their plans, budgets and implementation reports.

The overall analysis used in the study was factor analysis. From the demand side, information on perceptions of the vulnerable groups (on public services accessibility and gender responsiveness) was analyzed using quantitative data analysis. Based on the cross-tabulation and a bi-variate analysis, gender differences or parities (disparities or similarities between men and women) were identified. Detailed analyses are presented in Annex 5 of this report.

Potential gender differences (or parities) and the ways they intersect with other social markers (e.g. class measured through respondents' subjective assessment, income, ethnicity, sexuality, etc.) were analyzed using multi-variate analysis in Stata 14 software. The study analysis used a weighting formula to draw plausible conclusions regarding differences in the responses provided by women and men (**weighting on gender was 0.73 for women and 1.68 for men**). The gender assessment indicators were calculated using a 4-point Likert Scale in Tableau Public software. The mean scores for each indicator were analyzed against different social markers. Where there are interesting results, further in-depth analysis were be conducted using qualitative data.

It should be noted that due to practical constraints there are few limitations in the study.

- This report cannot provide a comprehensive review of the political, government and civil service aspects of the public administrative services. The study mainly concentrates on the relationship between citizens and service providers.
- The study does not aim to assess performance of each public administrative service. Also, the study does not cover basic services such as health, education, police, water and electricity.
- The reader should bear in mind that the study used a purposive sampling of vulnerable population in ger areas; those who had previously received a public administrative service. Thus, it is difficult to assess to what extent their accessibility to public administrative services compared with other socio-economic/population groups.
- It should be noted there is debate regarding the sensitivity and appropriateness of the term *vulnerable groups* for instance, who should or should not be included and whether it is a negative label assigned to groups of people.

## 2 Context

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### 2.1 Policy context for gender responsiveness and equity in public services

The issue of gender-responsive and equity-focused public services has been reflected in Mongolia's key legislation and policies such as the *Sustainable Development Vision (2016-2030)*, the *Law on Development Policy and Planning (LDPP) (2015)*, the *Law on Promotion of Gender Equality 2017-2021* and the *Law on Public Organization (2017)*. Mongolia has a relatively strong regulatory framework and international commitments to gender equality provide a solid foundation for mainstreaming and integrating gender issues. Mongolia recognizes international human rights, having ratified human rights and gender equality instruments and tools that support Mongolia to develop national laws and regulations in compliance with the required principles<sup>7</sup>.

In line with the international trend, and the national legal environment, the Government of Mongolia (GoM) has set goals aimed at:

- Upgrading the competence of the civil service; to ensure prompt, efficient and transparent delivery of public services.
- Improving the legal environment, social welfare and protection, and service delivery targeting the elderly, single-parent households, people with disabilities, youths and low-income families.

The *Government Action Plan (GAP 2016-2020)* lays out the objectives related to **social development actions** aimed at target groups such as '*improving the legal environment for providing state support to single female/male headed households*'. The GAP also contains an objective to **improve public services** and increase citizens' participation through, for example, implementing electronic governance and ensuring prompt and bureaucracy-free delivery of public services. In recent years, to ensure efficient delivery of public services, some have been decentralized to local administrative organizations (at the khoroo and district levels).

According to the LDPP and the Law on Government (1996), local policy goals should be set and be in line with national policy goals. In this respect, the MUB has developed the following:

- Action Plan for the Capital City and Mayor of Ulaanbaatar (2016-2020)
- Annual Socio-Economic Development Guideline (2019)
- The Ulaanbaatar City Long-Term Development Goals (a draft documented based on the SDGs 2030).
- The Ulaanbaatar Governor's Decree #A/654 on '*Establishing Ulaanbaatar Gender Sub-Committee*' (2015).
- The Ulaanbaatar Governor's Decree #A/910 on '*Establishing working groups on developing gender sub-programs at district and city level*' (2018).

Although separate gender-related decrees were passed by the Governor of Ulaanbaatar, they (and the associated principles) were not fully integrated into the main guiding document of Ulaanbaatar City; namely, the Socio-Economic Development Guideline. The Guideline includes a clause (16.19) on

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<sup>7</sup> For example, Mongolia ratified the international Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and Mongolia has signed to all of the fundamental labour conventions of the International Labour Organization and the CEDAW.

implementing the *National Program on Promotion of Gender Equality* at the City level. It was found nonetheless by a recent study (Sharkhuu 2019) that the implementation of the *Law on Gender Equality* and the *National Program* do not occur on a regular basis; but are mainly used for reporting purposes. Furthermore, reviewing the Guideline revealed the following:

- The annual socio-economic development guideline includes objectives relevant to the inclusion of vulnerable groups such as people with disabilities, youths, the elderly and the poor.
- However, documents do not mention groups such as migrants and LGBTs.
- Objectives related to youths were constrained; by actions to promote employment and vocational education.
- Clauses related to gender-sensitive service delivery were only related to supporting women-owned businesses.
- Several objectives to promote inclusive education of children with disabilities were reflected. Also, actions aimed at improving accessibility of services for people with disabilities, including the training for service providers on sign language, were defined.
- Clauses related to decentralizing some public services and improving e-governance were included.

Mainstreaming gender in service delivery (e.g. including collection of sex-disaggregated data, ensuring both men and women's participation in decision-making, and adopting gender-sensitive work-place policies) were not deliberately reflected in the Guideline. This finding is common in public services, where gender-related policies are adopted in silo and are not integrated with key operational and development policies.

## 2.2 Vulnerable groups

The *Agenda 2030 for Sustainable Development* provides a global vision for national governments to ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services (UN 2019). It encourages national and sub-national governments to promote the social, economic and political inclusion of all; irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status. It also encourages reducing inequalities of outcome, and eliminating discriminatory laws, policies and practices. The GoM and MUB are both making efforts to align their policies with those of the Agenda 2030.

However, various structural and institutional exclusions exist for certain groups, especially those living in Ulaanbaatar's ger areas. These groups experience both income and non-income disadvantages because of their identity (or unique social circumstances) creating social exclusion and vulnerability (Singh 2017). Therefore, it is important to understand which institutional and socio-economic factors affect different vulnerable groups' access to public services. The table below summarizes the general challenges experienced by vulnerable groups based on a review of relevant studies.

Table 3. Structural challenges experienced by vulnerable groups

Group	Statistics	Challenges and barriers
<b>Youth</b>	As of 2017, there were 1,072,071 people aged 15-34 in Mongolia of which 49.7% were women, and 44.5% (477,249 young people) lived in Ulaanbaatar.	High level of unemployment (age group of 15-34 years comprise 69% of the unemployed nationwide). Youths in Ulaanbaatar enter the labor market later than their peers in rural areas. Mismatch between skills and employer needs. More young men than women are working.
<b>Older persons<sup>8</sup></b>	As of 2017, 148,043 older people lived in Ulaanbaatar, of whom 58.3% were women. Those aged 60 years and over are currently estimated at less than 7%, but this is expected to increase to nearly 25% by 2050 (ILO 2017).	Particularly vulnerable to poverty due to unfit social pensions system (80% of older persons in Mongolia consider themselves as poor) <sup>9</sup> . Facing bureaucratic procedures in determining eligibility as well as in the disbursement of the social pension. High dependence on family support. Lack of employment opportunities in urban areas and unpaid care and household works.
<b>People with disabilities</b>	There were 34,246 people with disabilities in Ulaanbaatar, of whom 45.4% were women and 87% are aged above 18; 41.1% were people with congenital disabilities and 58.8% were people with acquired disabilities (Annual Statistics Book 2016 cited in MLSP and JICA 2017).	Vulnerability (substantially poorer than the rest of the population) and lower human development indicators (e.g. employment or literacy). Limited physical accessibility, information accessibility (in education and other basic public services such as health) and negative social attitudes and stereotypes (ADB 2016) and (MLSP and IRIM 2016).
<b>Poor:</b>	People living under the minimum subsistence level. In 2018, 41.8% (378,200), in 2016, 37.8% (343,100) of the population of Ulaanbaatar were multidimensionally poor.	Shortage of employment opportunities. Mismatch between education and the labor market demand. Lack of access to services (Singh 2017). Absence of a major, poverty targeted program and no effective safety net to protect the poor and vulnerable groups (UN-REDD+ Programme 2017).
<b>Single heads of households</b>	In Ulaanbaatar as of 2017, 3,491 single-headed households were headed by men and 19,029 by women (Report of some indicators, NSO, 2017).	The UN Special Rapporteur noted that female-headed households were generally more vulnerable to poverty; and further explains <i>'due to the unpaid care work, female heads of households are prevented from undertaking employment and this is particularly notable in rural and remote areas where access to childcare is not always feasible'</i> (Carmona 2013).

<sup>8</sup> The term elderly itself can be seen as ageist and few international articles suggest to use the term 'older people' (e.g. Avers, et al. 2011). In recent official reports, for instance by ILO, the term 'older persons' is used and in this study, we use the term 'older persons'. (G. Mujahid, Namdaldagva and Banzragch 2010).

<sup>9</sup> Although the social protection floor was renewed in 2018 to MNT243,000 this is not far above from the minimum subsistence level (MNT198,600 in 2018). Government Resolution # 16, dated 19 January, 2018.

<b>Internal migrants</b>	In 2018, there were 6,568 internal migrants in Ulaanbaatar. In 2017, there were 10,335, in 2015, 30,297; in 2010, 39 701; and in 2005, the number was 30,207.	Lack of access to urban services, the lack of officially designated government services for urban migrants (IOM 2018). Dependence on social welfare benefit; in some cases, due to registration issues. Excluded from the social welfare benefits (IOM 2018). Stigmatized by local residents. Multidimensional poverty. Lacking adequate infrastructure and services (Singh 2017).
<b>LGBT</b>	There is no statistical data about the number of LGBTIQ people in Mongolia (LGBT Centre 2019).	Victimization in hate crime. Human rights abuse (UN and GoM 2016, 32). Public discrimination (IRIM 2018). Limited voice of sexual minority in decision-making in Mongolia (LGBT Centre 2018). During the exploratory stage of this study, interviews with LGBT people revealed that they feel <i>'stared at' and 'questioned'</i> whilst receiving public services.

### 3 Respondents characteristics and services received

It is important to understand who were the respondents in the study, to be able to further explain the specific barriers and key drivers contributing to the barriers identified. This section describes the survey respondents, types of services they received and the main service providers. This information provides the basis of designing specific recommendations and interventions targeted at reducing barriers and increasing accessibility of the public administrative services.

#### 3.1 Characteristics of the survey respondents

Of the total of 385 citizens that participated in the survey, the **representation by age** groups was relatively even; 35% of the total sample were aged 15-34, 37% were aged 35-54 and 36% were aged above 55 and above. The mean age of the participants was 43.3 years. The youngest respondent surveyed was 16 and the oldest was 81.

However, **the gender representation was skewed** with 71% women and 29% men. One of the key respondent selection criteria in the survey required people to have received any of the listed 16 services in the previous year; and this affected a reduction in the number of male respondents. This suggests more women than men received public administrative services in ger areas. Therefore, as explained in the Methodology section of this report, *'weighting'* was applied to reflect the actual ratio of the population by gender.

Figure 2. Age composition of respondents, by gender

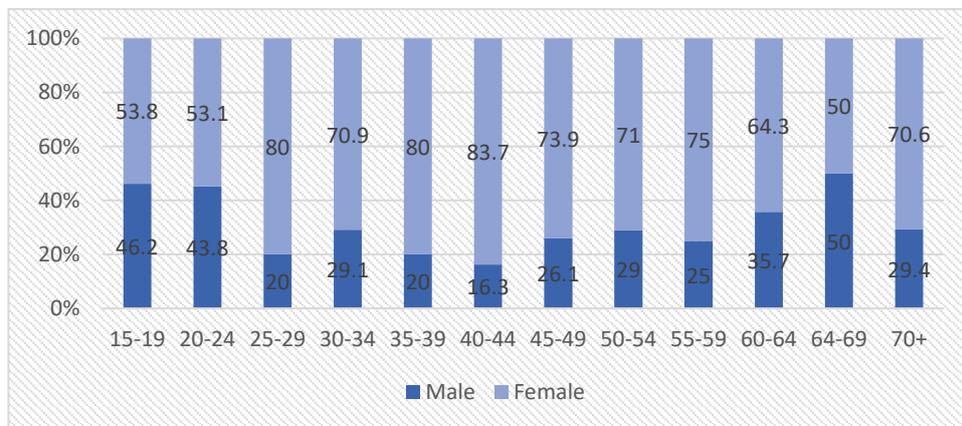
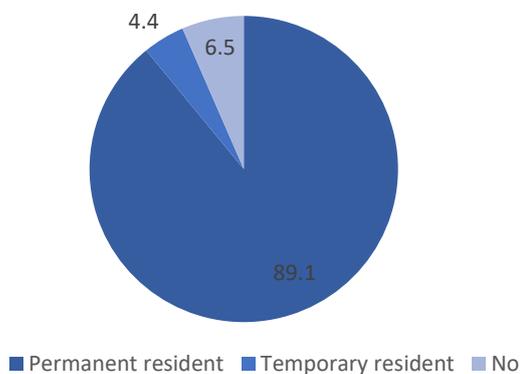


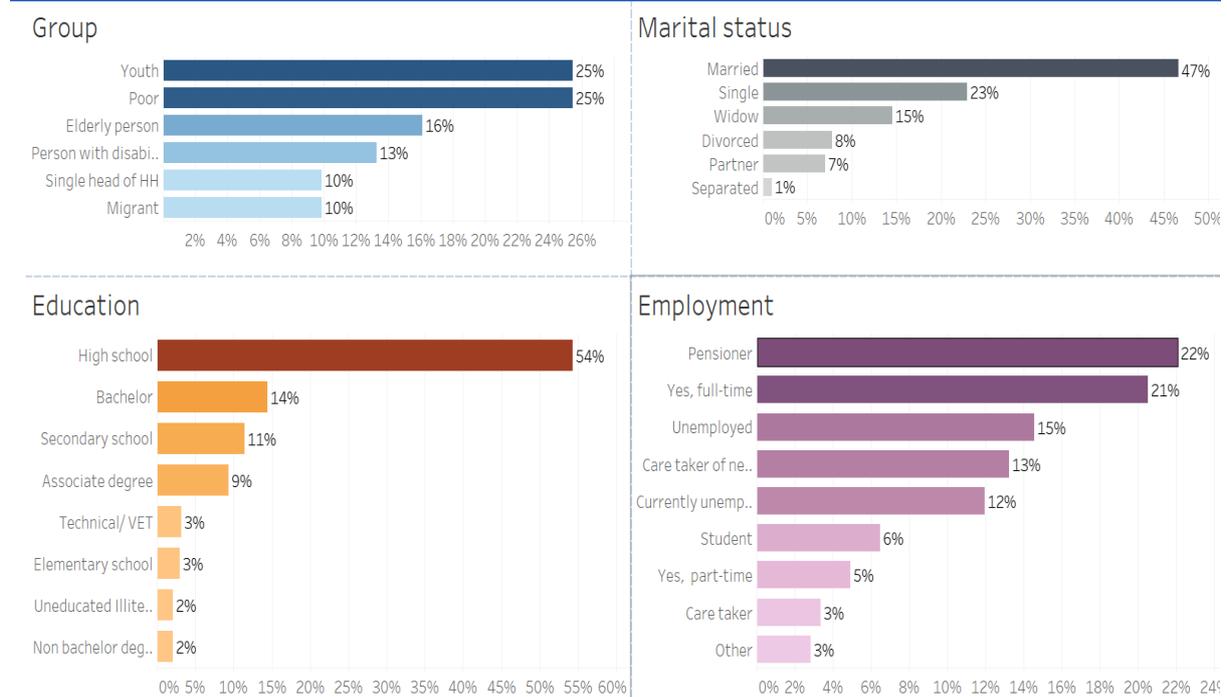
Figure 3. Registration



93.5% of respondents were somehow registered with the khoroo. 6.5% of respondents were not registered at the khoroo. 4.2% of these unregistered were migrants from rural areas and 2.3% of them were migrants from other areas of Ulaanbaatar.

Other socio-economic characteristics of the respondents are summarized in the following figures. In terms of **education**, a majority of the respondents were educated to secondary-school level. The proportion of people with disabilities was highest among the uneducated - illiterate and uneducated-literate - citizens. The majority of the poor had elementary and secondary education, whereas youths and the elderly tended to have technical/vocational education and tertiary level education (see Result 1 for a detailed graph). The **employment** status also reveals only one-fifth of the total number of respondents had full-time employment, whereas the rest depended on other forms (of often vulnerable sources) of income.

Figure 4. Characteristics of the survey respondents

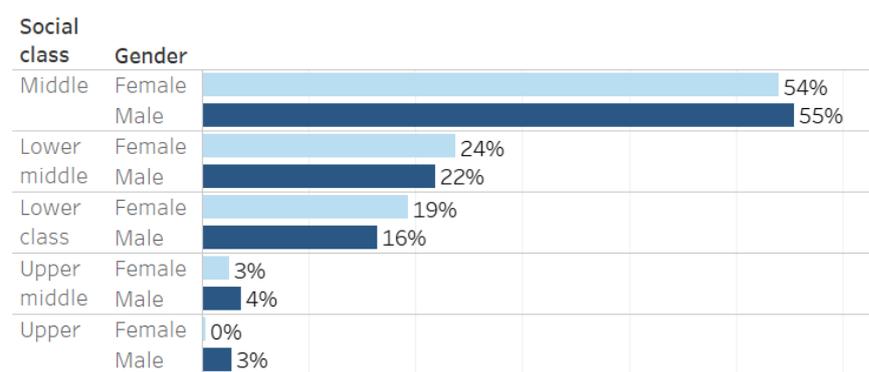


In terms of **ethnicity**<sup>10</sup>, a majority (85%) of the respondents indicated they were *Khalkh*, *Bayad*, *Buryat* and *Durvud* each represented 3% of the respondents and 2% were *Kazakh*. These proportions are broadly similar to the ethnic ratios within the country (where the *Khalkh* is the largest group).

According to the social well-being survey of Mongolia, the subjective social status of respondents - as well as the subjective assessment of their income adequacy - were closely correlated with the individual's **overall subjective well-being index** (IRIM 2018). Based on this assumption, respondents were asked to indicate 'which strata of the society they feel they belong to' and 'how adequate is their income'. As can be seen in Figure 5, more than half (54%) of the respondents identified themselves as belonging to middle strata, nearly 42% identified as being in the lower strata and 4% identified themselves as belonging to the upper strata.

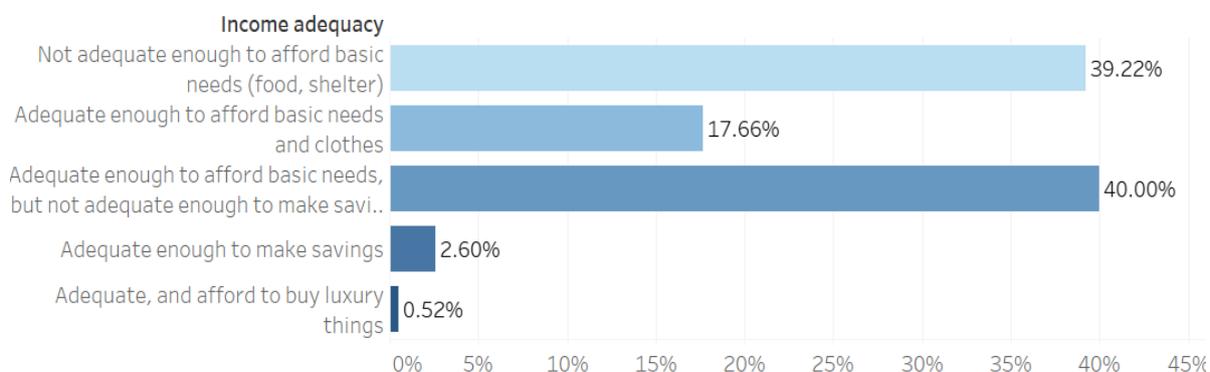
<sup>10</sup> Whether these groups can be classified as different ethnic groups or not should be interpreted with caution.

Figure 5. Which social class do you feel you belong to



When disaggregated by the type of vulnerability and gender (Result 2), further interesting results emerged. All male single heads of households viewed themselves as belonging to the lower class; half of the people with disabilities viewed themselves as belonging to middle class; and the remaining half to the lower middle and lower strata. Among those who viewed themselves as belonging to the lower strata, the majority were single heads of households, people with disabilities and the poor; regardless of their gender. In contrast, youths, older people and migrants, tended to indicate they belonged to the middle class. The few people who said they belonged to the upper middle, and upper strata, consisted of youths and migrants. Similarly, nearly 40% of the respondents reported their income was not enough to afford basic needs, while 40% said it is enough to afford basic needs but not adequate enough to make savings.

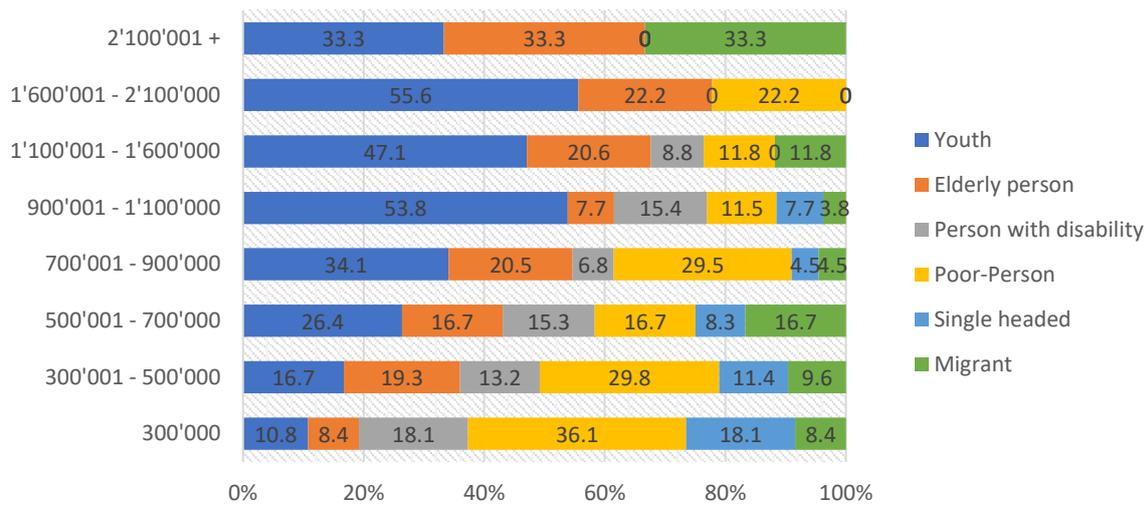
Figure 6. Which social class do you feel you belong to



An important part of this gender assessment was to examine the extent to which respondents' household characteristics and their **role within the household** affected their experiences in accessing public administrative services. The average household size of the respondents was five; and according to the NSO, the average HH size in Ulaanbaatar is 3.6). The maximum number of the household members was 15. The majority of the respondents' roles within the household were *wife* (40.5%), *husband* (18%) and *mother* (13.5%) followed by *daughter* (9%), *female head of household* (9%), *son* (7%) and *father* (1.6%).

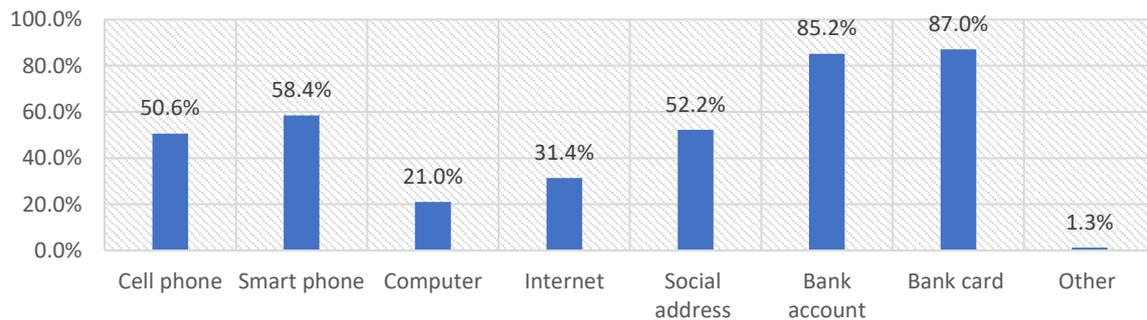
The average monthly **household income** of about a third of the respondents who took part in the survey ranged between MNT 300,000 and 500,000 (29.6%) followed by up to MNT 300,000 (21.6%). The average household income of the surveyed households was MNT 511,561 (ranging from MNT 20,000 to MNT 5.8 million).

Figure 7. Household income (MNT)



The research team aimed to examine whether access to information about public services and availability of public services were related to the answers to various questions. The questions had multiple choice answers and the results were as follow.

Figure 8. Do you use the following?



Products and services related to banking were the most commonly used among the target groups. Social media, such as Facebook, was being used by about half; while other online channels and computer usage were low. In total, five respondents ('others') said they 'did not/could not' use any of the above.

### 3.2 Services received by vulnerable groups

This section describes the services received by vulnerable groups participating in the study; which services were received by whom, from where, what information sources were used and whether the study respondents received others' help. Understanding the services received by vulnerable groups will allow the study to make targeted recommendations to improve public service delivery.

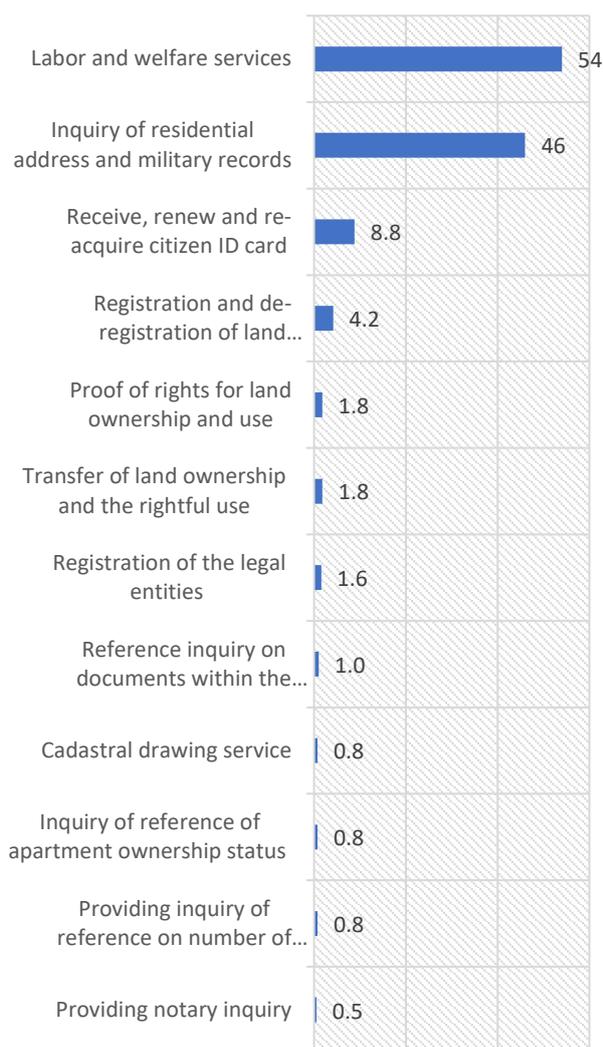
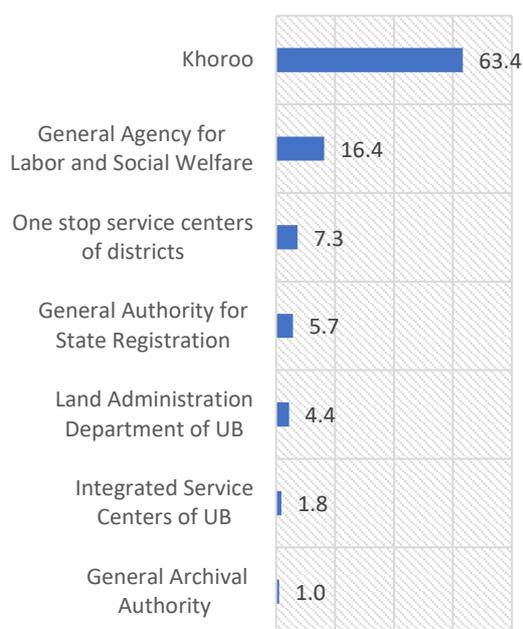
The majority (63.4%) of the respondents received services from *khoroos*, those of the General Agency for Labor and Social Welfare (GALSWS) were next (16.4%) and the District One Stop Shop (OSS) services least (7.3%). The majority of those who received services from their *khoroos* were youths

(29.3%)<sup>11</sup> and the poor (24.2%), while the majority of those who received services from the GALSWs were people with disabilities (32.4%) and the poor (31.4%). It, therefore, is concluded that the proportion of the poor is higher among those who received services from both khorroos and GALSWs (see Annex Survey results, Result 4 and Result 5 for details).

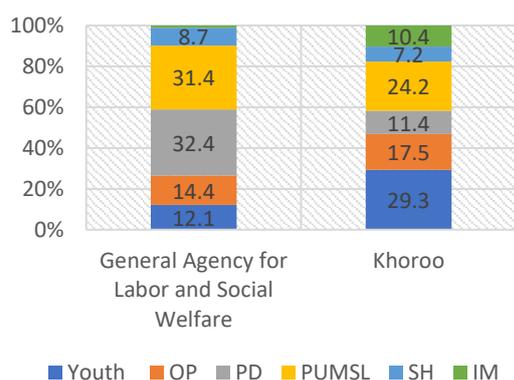
The main services received by vulnerable groups were labor and welfare services, inquiries about residential addresses (and military records) and services regarding the ID cards of citizens.

Figure 9. Services provided by public institutions, %

Figure 10. Types of public services received, %



Main service providers, by vulnerable groups (%)



N=385

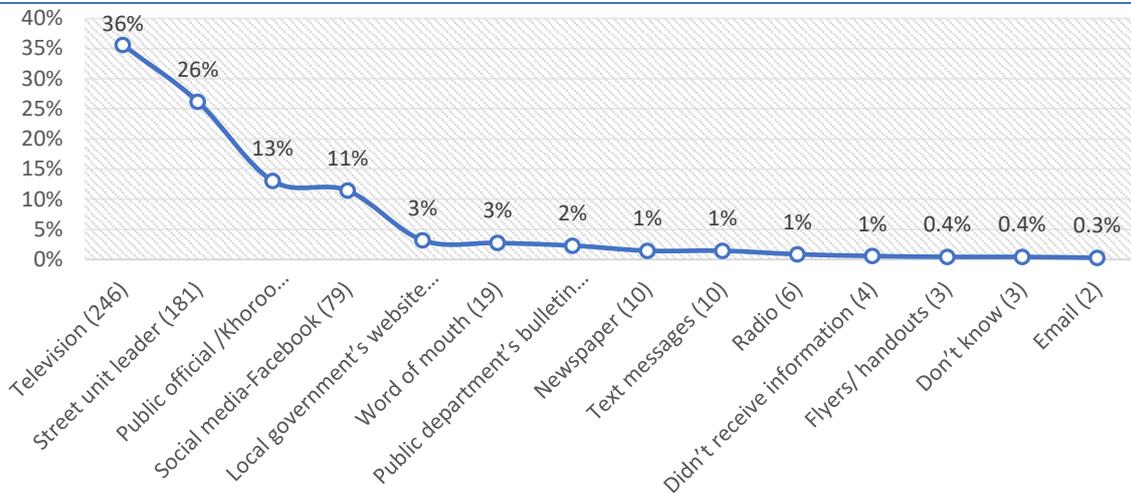
**The main sources of information about services for vulnerable groups were television and kheseg leaders.** Overall, 36% of the respondents<sup>12</sup> got information about public services from television, and 26% from a kheseg leader. Getting information from a public/khoroo official and from social media amounted to 13% and 11% respectively. Together, these four sources made up 86% of the

<sup>11</sup> Of which 36% had received whilst 64% had received proof of residential address and military registration service from their khorroos.

<sup>12</sup> In total, 691 answers were collected for this question, due to the multiple choice with up to three answers. 191 of 691 were provided by men, and the rest (479) by women.

respondents' sources of information. Other sources of information have used significantly small for the vulnerable groups (up to 3%) and 0.3% do not know the ways of obtaining information about services.

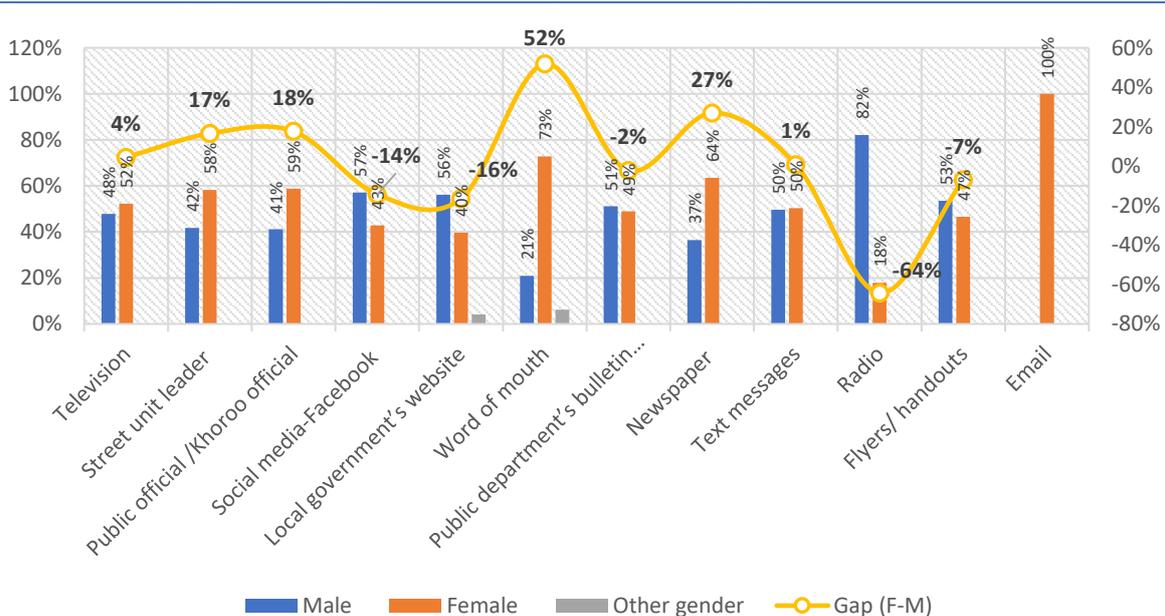
Figure 11. The ways of obtaining information about public services



N=691

Looking at the data by gender, there was no significant difference - between women and men - for getting information from television, public departments' bulletin boards and text messages. Getting information from television and kheseg leaders were the top two ways for both genders. The next most popular method of getting information was **public official/khoroo official for women**, while it was **Facebook for men**. When asked about their third (and other) sources of information, women and men provided different responses; and women used more sources than men. For example, women received information through word-of-mouth (52%), newspapers (27%), public/khoroo officials (18%) and kheseg leaders (17%). Whereas men's sources of information included radio (64%), local governments' websites (16%), social media (14%) and handouts (7%). LGBT persons mainly got information about services from the local governments' websites and word-of-mouth (See Figure 12).

Figure 12. The ways of obtaining information about public services, by gender

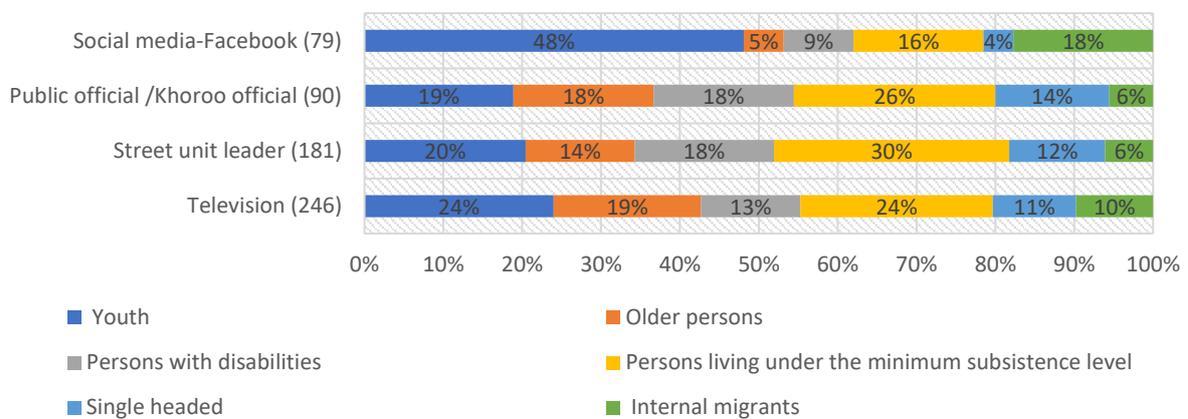


N=691

Chi-square = 49.06, p= 0.00, meaning is that relationship between the ways of obtaining information and gender is statistically significant.

Comparing the top four ways of obtaining information about public services by groups revealed interesting results. The use of social media in getting information was higher among youths, and getting information from an official and kheseg leader was more common among the poor, than among other groups. Getting information from television was the most popular for all groups; except among people with disabilities where kheseg leader was the top source of information. The second-preferred method of obtaining information for the poor, older persons and single heads of households was kheseg leader; social media for youths and internal migrants, and television for people with disabilities.

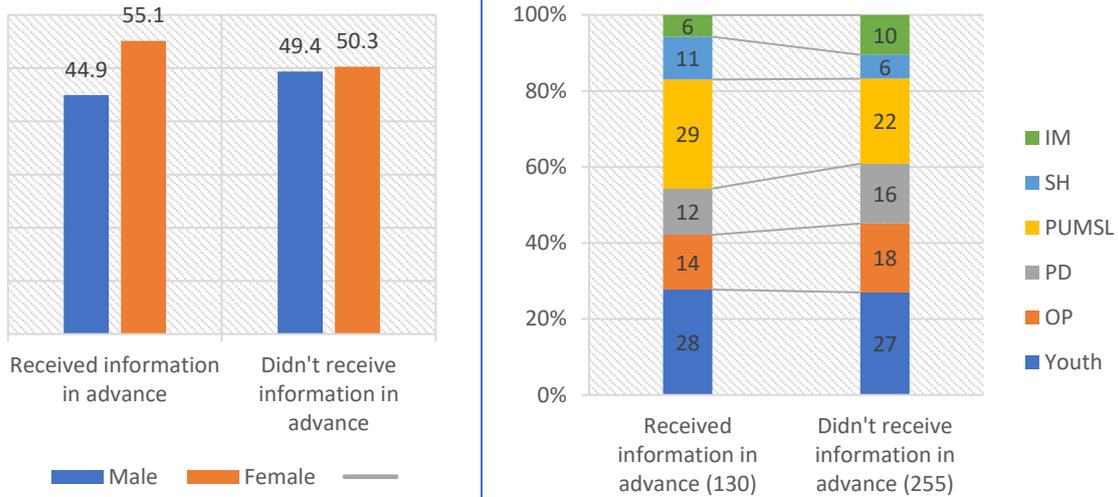
Figure 13. The top four sources of information about public services, by vulnerable groups



N=691

Getting information in advance saves time and bureaucratic delays. It is an essential element of good service delivery. The survey results revealed that only one-third of the respondents received information in advance; to get the most recent service. They received information in advance mainly through phone calls and in-person visits to officials and kheseg leaders. As classified by gender, more women (55%) got information in advance than men (45%), while there was no gender difference for those who did not obtain information in advance. Looking at the potential differences - by types of vulnerable groups there was no significant difference between those who received information in advance and those who did not.

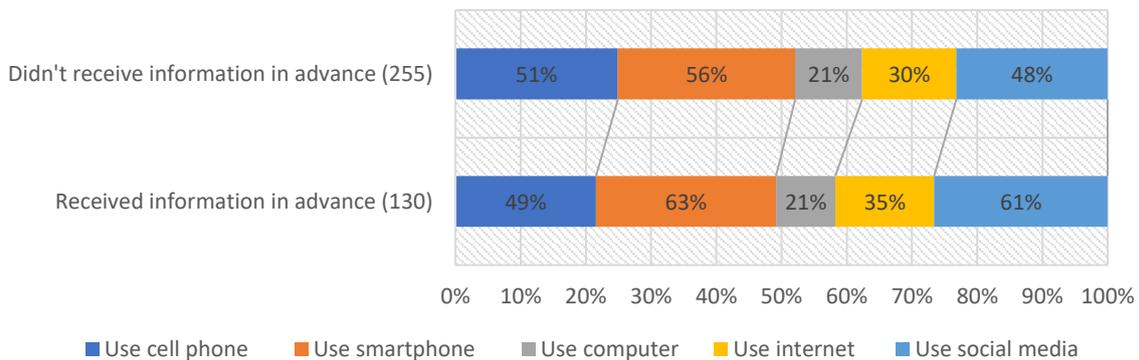
Figure 14. Receiving information in advance to get services, by gender and vulnerable groups (%)



N=385

Comparing the status of receiving information in advance with the groups' use of information tools, **over 60% of the respondents that received information in advance used a smartphone and social media.** Their use of smartphone and social media were higher than the people who did not receive information in advance (7% and 13% respectively).

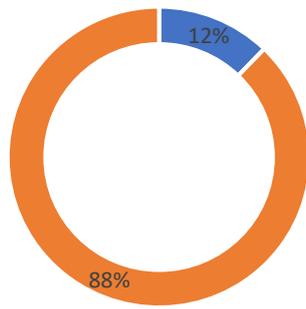
Figure 15. Receiving information in advance to get services, by use of information tools (%)



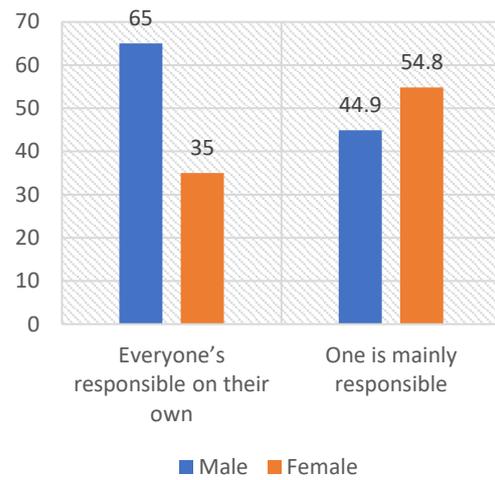
N=385

During the exploratory stage of the study, it was suggested that one or two members of a household were sometimes responsible for receiving public administrative services on the behalf of others; so, respondents were asked about this. Most (88%) of the respondents said one of the family members was mostly responsible for undertaking public service-related duties, and 12% said that everyone was responsible for their own affairs. Almost two thirds of respondents who said that everyone was responsible their own affairs were men, while the rest are women. More women (55%) than men (45%) said one family member was mainly responsible for others receive of public services.

Figure 16. Family members' responsibility for receiving public service-related duties (%)



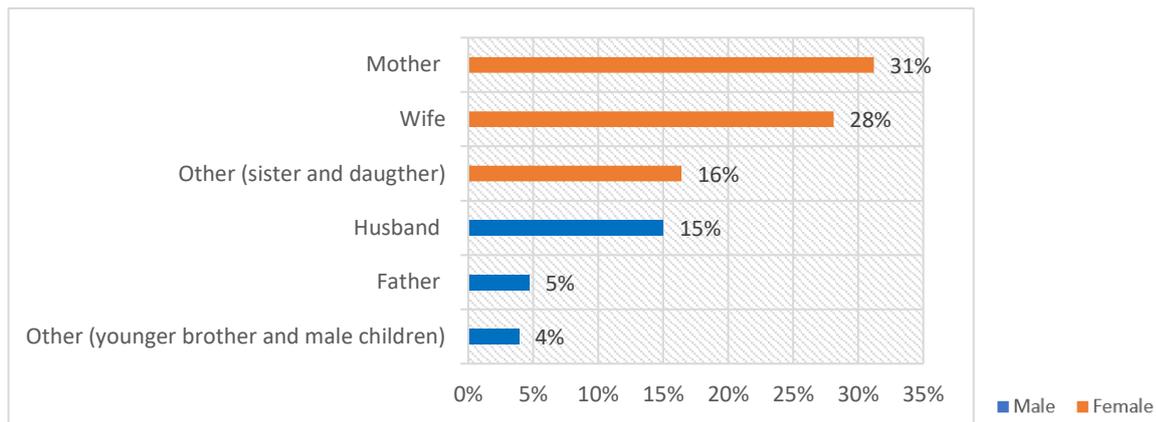
■ Everyone's responsible on their own  
 ■ One is mainly responsible



N=385

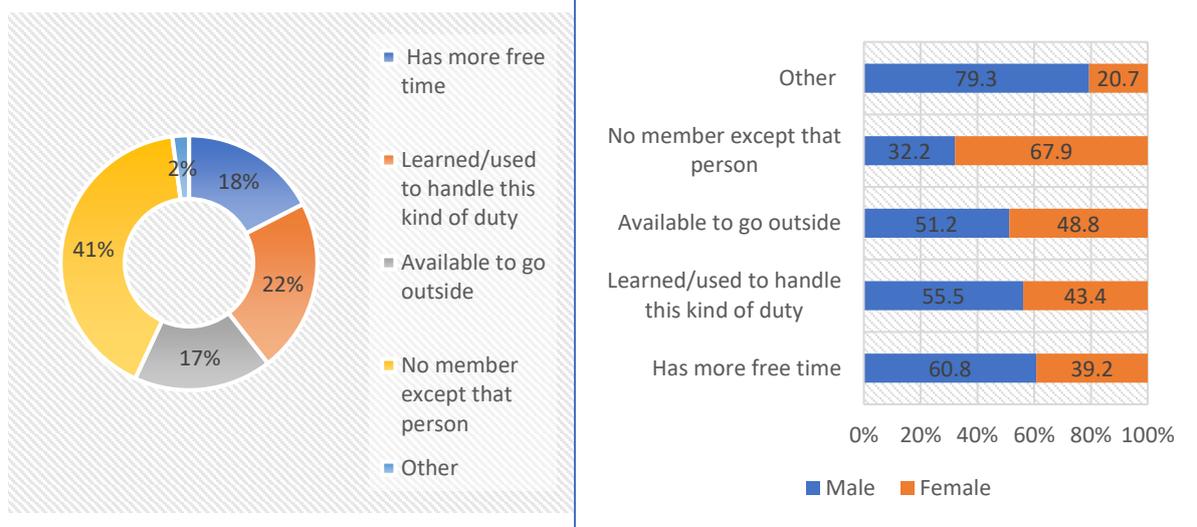
Of those who answered someone specific in their family was usually responsible for receiving services in the household, 76% indicated this person was a female member of their household (Figure 17).

Figure 17. Family members who receive services on behalf of the respondents (N=128)



When asked why someone else in the family is mainly responsible for the other family members' public services related duties, 41% responded that there is no other family member (who is an adult), 22% said the person was especially 'capable' to handle the duty (e.g. understanding about general requirements for the services and good at communicating with public officers), 18% said the person had more free time in general and therefore responsible for this duty, and 17% said the person was available to go out at that time.

Figure 18. Reasons for a person's responsibility for other family members' public service-related duties (%)

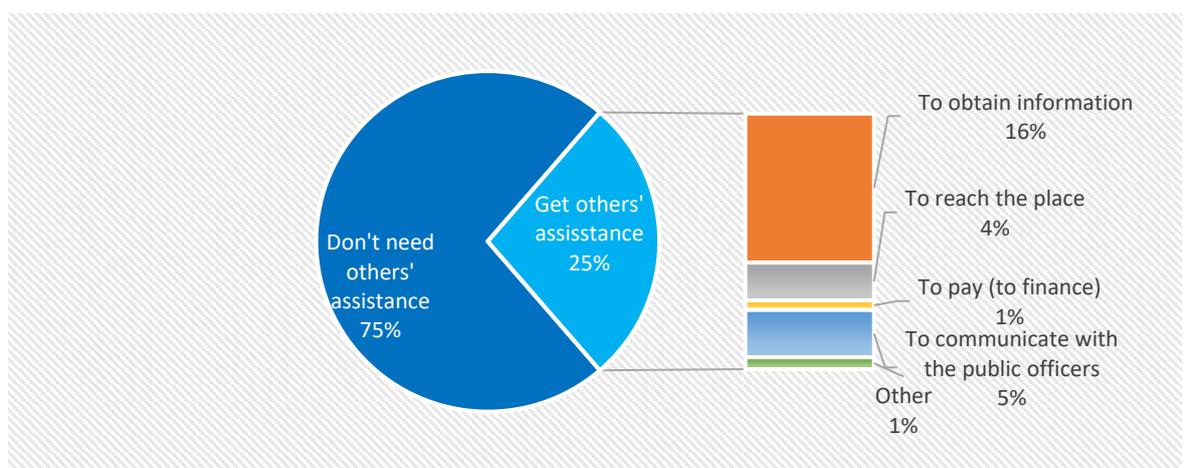


N=385

When asked whether the respondents required others' assistance to receive service, 75% did not get others' assistance whereas 25% did. Most got others' assistance in obtaining information and communicating with the public officials. With duplicate counting, 16% got assistance (from public/khoroo officials, kheseq leaders, family members and friends) in obtaining information. Two thirds of such respondents were youths and the poor. On the utilization of modern communicating tools, 60% of respondents received others' assistance to use smartphones, 20% use computers, 35% to use the internet and 65% had a Facebook account. It can be concluded that the majority were able to get information about services; but they could not get adequate information without others' assistance.

Five percent received assistance in communicating with the public officials and the main assistants are public/khoroo officials, street unit leaders, and family members. Half of them are youths and people living under the minimum subsistence level. Four percent got assistance from family members and friends in reaching places. The majority of them are people with disabilities, internal migrants and older persons.

Figure 19. Getting others' assistance to receive services and assistance received



N=385

One third of respondents received information in advance to get the most recent service, and they mainly got it through calls, in person and from kheseq leaders. The use of information tools such as smartphones, and social media might be positively affecting the source of information in advance.

The majority of the respondents (88%) said one of the family members was mainly responsible for undertaking public service related duties; and that person tended to be responsible for receiving services because of no person was available (41%), they had learned to handle this kind of duty (22%), they had more free time (18%), and/or they were available to go out (17%).

One-fourth of respondents received others' assistance to receive services, and the majority of them got others' favor in obtaining information and communicating with public officials. The main assistants are public/khoroo officials, street unit leaders, family members, and friends. Youth and people living under the minimum subsistence level mainly got others' favor in obtaining information and communicating with public officials, while people with disabilities, internal migrants and older people mainly received others' assistance in reaching the place.

Having described the survey respondents and types of services they received, the next section is devoted to the summary of the main findings of the study; the assessment of different elements of gender responsiveness of public administrative services.

## 4 Overview of the assessment results

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To determine the adherence of public administrative services to the GRPS framework, rule sets were developed and used to assess where adherence to the given criteria fell in the spectrum; for example: *'basic'*, *'moderate'* or *'robust'*. The principle of gender-responsiveness is not a stand-alone principle, but embedded among the overall good governance principles within public policy (UNDP and UNIFEM 2009). Therefore, rather than focusing solely on explicated gender-related questions, the study also used different GRPS-related criteria and sub-criteria.

The overall study results are summarized in Table 4. Of the six criteria, three were assessed as being at the Basic level, one criteria was assessed as being at the Moderate level and two other were identified to be at the Robust level.

- The criterion of **availability** were assessed as Robust. The criteria covered whether public services were quantitatively and economically available to vulnerable groups and whether information about services was available to vulnerable groups. Most groups, except youths and people with disabilities, assessed the affordability relatively high.
- Social accessibility with regards to **knowledge** of both public service providers and the citizens was assessed as Basic. The test results obtained from service providers showed the service providers' knowledge of vulnerable groups' needs and demands was lower for both khoros and district OSS staff, especially with regards to people with disabilities and LGBT people's needs and features. Furthermore, interviews with service providers indicated there was insufficient training in terms of frequency and tailored to the needs of the service providers. From the citizens' side, around half of the respondents reported they do not know about their rights and entitlements in receiving services.
- Social accessibility in terms of **attitudes and communications** of the khoros, district one-stop-shops and integrated service centers' staff were assessed as Robust. The majority of respondents (75%) viewed there is no significant discrimination in service delivery whereas 25% indicated they felt discrimination. Most of those who felt discriminated were women, youths and single heads of households, and the basis for discrimination were the way they dressed (outfits), their age and their physical appearance. Furthermore, interviews with LGBT people showed there was significant discrimination among service providers.
- **Physical accessibility** was assessed as moderate, based on the questionnaire and observation checklist results. People with disabilities and older persons assessed physical accessibility lowest, and indicated it needs to be significantly improved. Of the 15 observation sites at khoros and district OSSs, five met up to 60% of the total requirements; eight met 60-70%, while only two met above 80% of the basic requirements related to physical accessibility. Indicators on 'guide and tactile paving for vision-impaired people', 'barrel information or information that has a large font for visually impaired people' and 'ramp has handle for leaning and pulling, and barriers' had the lowest scores.
- The criteria assessed as lowest, in other words, at the basic level were related to the design of public administrative services; namely **accountability** and **budgeting**. The GRB criteria had the lowest adherence to the GRPS framework, as in all points in the cycles of budgeting (i.e. planning, allocating, spending and reporting) the use of gender indicators and sex-disaggregated data was low.

Table 4. Summary of the GRPS assessment

Description of the criteria	Basic (<59%)	Moderate (60-79%)	Robust (>80%)	Gender difference	Difference by group
<p><b>Availability</b> The quantitative supply of services and whether they are economically available to the vulnerable groups</p>	None	<ul style="list-style-type: none"> <li>None</li> </ul>	<ul style="list-style-type: none"> <li>&gt;91% agreed services are affordable (money-wise).</li> <li>89.3% agreed information was understandable.</li> <li>89.6% agreed working hours are convenient.</li> <li>80.5% agreed services are affordable (time-wise)</li> <li>83.3% agreed service providers were present</li> </ul>	<ul style="list-style-type: none"> <li>Gender difference only in working hours and affordability of services (money-wise) across</li> </ul>	<ul style="list-style-type: none"> <li><b>Persons with disabilities and youth</b> - lowest for the affordability of services in time-wise and money-wise.</li> <li><b>Persons with disabilities</b> – lowest availability of information about the services</li> </ul>
<p><b>Knowledge</b> The service providers are aware of gender equality, human-centered principles and the differing needs of vulnerable groups.</p>	<ul style="list-style-type: none"> <li>51.6% of respondents know their rights and entitlements in receiving services. Mean score below average.</li> <li>43.3% - average knowledge score of service providers about differences among individuals and their needs.</li> <li>35% received training on gender.</li> <li>Low level of guidance and use on gender.</li> </ul>	<ul style="list-style-type: none"> <li>62% know where to get public services.</li> <li>72.2% agree service providers have adequate experience in providing services.</li> </ul>	<ul style="list-style-type: none"> <li>None</li> </ul>	<ul style="list-style-type: none"> <li>Females know more than males about overall knowledge in receiving services.</li> <li>Significant difference among the means of getting advice from service providers across categories of gender</li> </ul>	<ul style="list-style-type: none"> <li><b>Migrants'</b> – overall knowledge is lowest.</li> <li>Single-heads of households know more than other groups</li> <li>The <b>poor</b> – lowest knowledge in rights and entitlements in receiving services</li> <li><b>Older persons</b> – low knowledge about technological facilities in accessing services.</li> </ul>
<p><b>Attitudes and communication</b> The principles of non-discrimination based on gender and other background. The service providers are gender and cultural sensitive.</p>	None.	<ul style="list-style-type: none"> <li>69.3% agreed they did not need to make more efforts because of their gender when receiving services.</li> <li>69.6% agreed they did not feel unable to fully express themselves due to the service provider's gender.</li> <li>74.8% agreed there is no gender discrimination in receiving public services.</li> </ul>	<ul style="list-style-type: none"> <li>84.6% agreed service providers treat citizens respectfully and recognize their needs.</li> <li>82.8% agreed service providers provide fast and prompt services.</li> <li>81% have not faced discrimination in receiving services.</li> </ul>	<ul style="list-style-type: none"> <li>Although statistically not significant, more males agreed than females that there is no gender discrimination in public services.</li> <li>More women than men viewed the service providers have positive attitudes.</li> </ul>	<ul style="list-style-type: none"> <li><b>LGBT</b> - high levels of discrimination in receiving public services.</li> <li><b>Internal migrants</b> said they faced gender related discrimination compared to other groups.</li> <li><b>Older persons</b> assessed the service providers' attitudes most positively.</li> </ul>

Description of the criteria	Basic (<59%)	Moderate (60-79%) 	Robust (>80%)	Gender difference	Difference by group
<b>Physical accessibility</b> Infrastructure, transportation and community environment is safe and easy to access.	<ul style="list-style-type: none"> <li>42.2% on external physical accessibility (user-friendliness).</li> </ul>	<ul style="list-style-type: none"> <li>74.2% agreed additional equipment were available to vulnerable groups.</li> <li>72% of agreed public transportation was convenient.</li> <li>66% on internal physical accessibility (user-friendliness)</li> </ul>	<ul style="list-style-type: none"> <li>89.9% of agreed the location of service is convenient.</li> </ul>	<ul style="list-style-type: none"> <li>No gender difference</li> </ul>	<ul style="list-style-type: none"> <li><b>Persons with disabilities</b> assessed the location and convenience of public transportation lowest.</li> <li><b>Older persons</b> assessed the convenience of public transportation lowest.</li> </ul>
<b>Accountability</b> A relationship through which service providers are required to explain their decisions and performance.	<ul style="list-style-type: none"> <li>6.5% had submitted comment or complaint to the local government and relevant public service agencies</li> <li>55.8% said their local governments conduct citizen satisfaction surveys.</li> <li>Khoroo annual reports do not use sex-disaggregated data.</li> <li>General provisions about citizens' needs included in annual action plans and reports but not systematic.</li> </ul>	<ul style="list-style-type: none"> <li>69% agreed the complaint mechanism in the local government is open and easy.</li> </ul>	None	<ul style="list-style-type: none"> <li>More men than women said they do not know about satisfaction surveys or said there are no such surveys in their khoros.</li> </ul>	<ul style="list-style-type: none"> <li><b>Internal migrants and youth</b> were least aware of accountability mechanisms</li> <li><b>Older people</b> had higher levels of participation and understanding.</li> </ul>
<b>Gender-responsive budgeting</b> A cyclical process of planning, programming and budgeting accounting for gender needs.	<ul style="list-style-type: none"> <li>Participatory assessment of vulnerable groups' needs in budget planning is poor – limited to Local Development Funds.</li> <li>Khoros are dependent on upper-level administrative bodies on budget.</li> <li>Khoros lack funding.</li> <li>No use of gender indicators and data at all cycles of budgeting.</li> </ul>	None	None	N/A	N/A

## 5 Results

### 5.1 Availability

The availability of public services refers to the 'quantitative supply of services and whether they are economically available to the vulnerable groups' (ActionAid 2018). In this study, we measured availability through the following indicators:

- ✓ There are enough service providers to deliver the selected services
- ✓ The service providers are present in the office during work hours.
- ✓ The service is affordable (money-wise) to vulnerable groups.
- ✓ The service is affordable (time-wise) to vulnerable groups.
- ✓ Information about the services is available to vulnerable groups.

Through field observation, researchers recorded each public service provider (by gender) in 15 locations, including; 11 khoros, two district One Stop Shops and two Integrated Service Centers of Ulaanbaatar.

*Table 5. Number of employees by gender and position in the survey sites*

No	Position	Male	Female	Explanation
1	Governor	9	3	Of three female governors, one was of the Integrated Service Center and two were in khoros.
2	Administrator	1	14	One OSS and one ISC had no administrator.
3	Social worker	1	9	Only one khoroo had a male social worker.
4	Labor and welfare officer	2	11	Present in khoros and the Dragon center.
5	State registrar	9	23	The 4 <sup>th</sup> khoroo of Nalaikh district did not have a state registrar.
6	Kheseg leaders	8	119	There were, on average, 10 kheseg leaders in each khoroo,
	Total	<b>27</b>	<b>174</b>	

Looking at the gender ratio of public servants, men dominated at the leadership and administrative level, while women's participation at the executive and assistance level was significant. A similar situation, with more men in decision-making positions, was also observed at the national level.

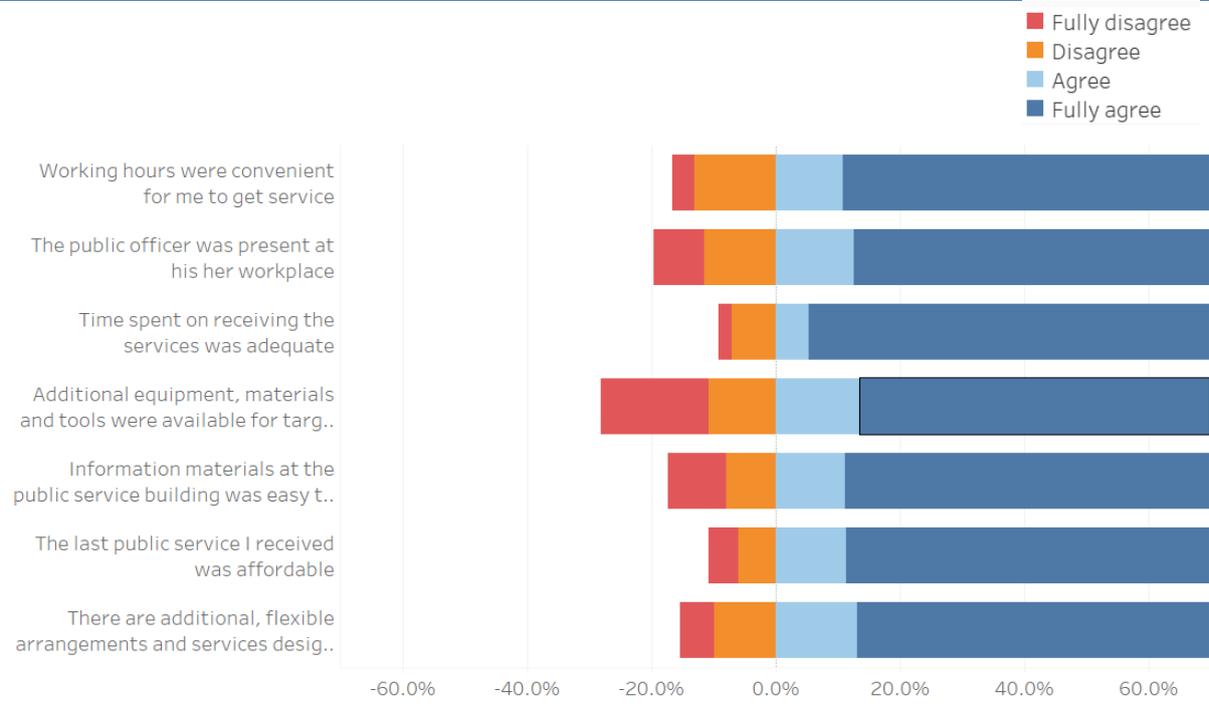
The majority of respondents considered that public administrative services were available to vulnerable groups. Most (89.6%) of the respondents agreed that working hours were convenient for obtaining service, and 83.3% of respondents agreed that service providers were present at the office during work hours. The average assessment values of the convenience working hours and service providers' availability at the office were 1.34 and 1.44<sup>13</sup> respectively; where a mean value of 1.00 is most positive and 4.00 being most negative).

Most respondents assessed the services as timely and economically available to vulnerable groups. Most (80.5%) of the respondents agreed that services were affordable (time-wise) to vulnerable groups, and 91% agreed that services were affordable (money-wise) to vulnerable groups. The average points were 1.59 time-wise and 1.27 money-wise.

<sup>13</sup> The mean of the assessment point lies in the range of 1 to 4. A mean that is close to 1 is regarded as positive and one close to 4 as negative. The average value was 2.5.

A majority of the respondents considered information about services was available to vulnerable groups. Most (89.3%) of the respondents agreed that information on brochures, posters, and documents, and textual information provided in public service departments, was understandable and accessible.

Figure 20. Availability of services



Testing for differences among mean values of the above-mentioned measures (for the availability across categories of gender and vulnerable groups) was performed by N-way Analysis of Variances (ANOVA). The 'Result 7 Means of measures for the availability, by gender and groups' show the mean values of measures, varied by gender and vulnerable groups. The output shows that there were no significant effects for gender and groups, for the majority of availability measures. However, there were significant differences among the means of convenience of working hours and affordability of services (money-wise) across categories of gender. Women's assessment of all measures of availability (except the availability of service providers in the office during working hours) were slightly higher than those of men. Youths assessed the quantitative supply of services at the lowest level. As for being economically available to vulnerable groups, people with disabilities and youths evaluated this at the lowest level; for the affordability of services, time-wise and money-wise. The people with disabilities considered that the availability of information about the services was not enough for them.

Fieldwork observations on the availability of service providers indicated there was usually one staff (social worker) at the khoroo level who was responsible for working with vulnerable groups for *non-administrative services*. For instance, the social worker with the help of kheseg leaders is responsible for conducting surveys and registration within their khoros to identify vulnerable groups (especially children living in households with domestic violence). Based on these registration, the social worker must identify necessary interventions and social protection and welfare services for these groups and in some cases directly deliver services such as domestic violence prevention. In this respect, the availability of social workers is insufficient per khoroo (Багануур дүүргийн ЗДТГ 2017). Similarly, the availability of kheseg leaders is limited within khoros. The job descriptions require them to work

closely with vulnerable groups and deliver services and information directly to citizens yet the number of kheseg leaders in contrast to their duties is limited - kheseg leaders work on a service agreement with a remuneration that is 1.5 times higher than the minimum wage and there is one kheseg leader per allocated among 200-250 households within khoroo<sup>14</sup> (Барануур дүүргийн ЗДТГ 2015.10.30).

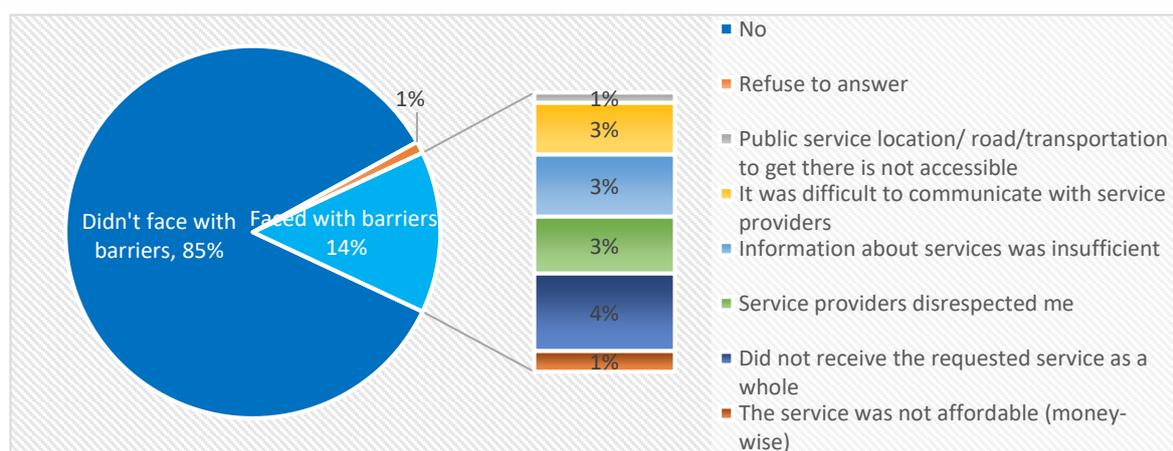
Khoroo governors were often involved in training, from international and central administrative organizations. The two administrators at khoroo level organized various day-to-day activities, such as: providing daily information, advice, statement letters to citizens, data processing and developing reports and plans. The state registrar, and labor and social welfare staff, were unable to provide services to citizens during one work day of each week, due to their delivering/receiving materials and the verification/inspection of documents at the central office. Although the day these staff went to the central office was regular, information was not provided to citizens at the khoroo.

OSSs and integrated service centers' staff did spend their entire time providing services to citizens and had less responsibility for internal work. This had the advantage of reducing inconvenience to citizens, by not requiring them travel back-and-forth several times. In accordance with the features of their work and duty, some staff have to work outdoors. For example, land administrators should sometimes work outdoors to make measurements, but this was managed by providing other staff for the duty.

## 5.2 Barriers

When directly asked whether the respondents faced any barriers and difficulties in receiving a named public administrative service, 85% replied they had not. Fourteen percent had faced barriers in receiving services, and 4% of the respondents faced with barriers were not able to receive the requested service. Barriers - such as difficulty to communicate with service providers, insufficient information about services and disrespectful communication of service providers - constituted 9%. The rest (2%) those who faced barriers said it was due to the inaccessibility of public service (location, road and/or transportation, and/or the cost of the services was not affordable (money-wise).

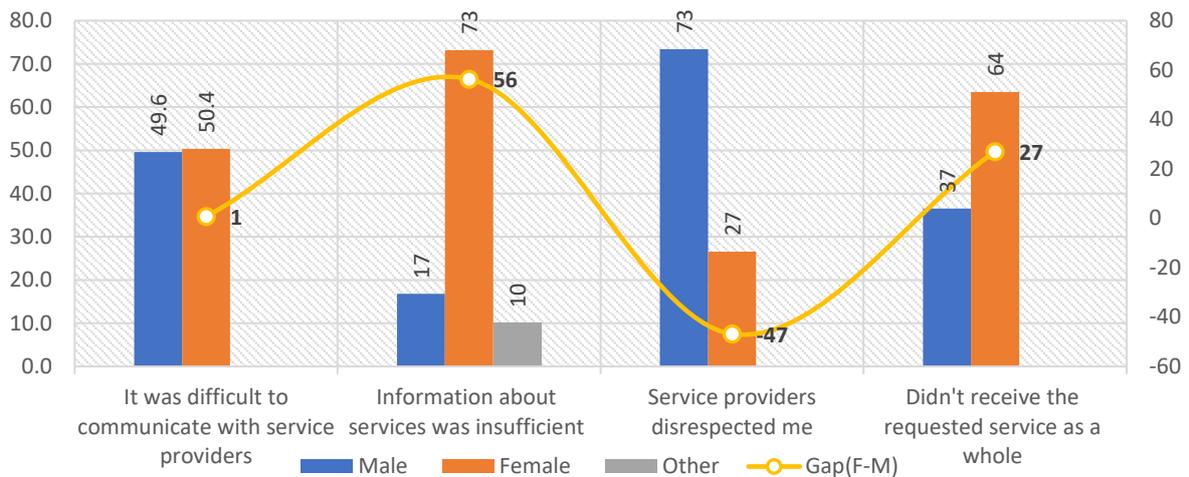
Figure 21. Barriers faced in receiving services



N=385

<sup>14</sup> <http://bnd.ub.gov.mn/?p=22135>

Figure 22. The main barriers in receiving services, by gender (%)



N=54

Chi-square = 15.5,  $p = 0.00$ , meaning is that relationship between the barriers and gender is statistically significant.

Classifying the key barriers in service accessibility with respect to gender, 51.1% of respondents that faced barriers in receiving services were men, 47% were women, and 1.8% were of other gender. Barriers, with regard to insufficient information about services and not receipt of the requested services as a whole, were mainly faced by women; while disrespectful communication of service providers were faced by men. Difficulty to communicate with service providers were faced by both genders.

When comparing the main barriers faced in receiving services, by vulnerable groups, the proportion of youths and people with disabilities, constituted more than 50%. Other groups that faced barriers were the poor (16%) and older persons (13%) (Figure 23).

Difficulty to communicate with service providers was most often faced by people with disabilities (38%), insufficiency of information about services was faced more by youths (39%) and older persons (24%), disrespectful communication of service providers was faced more by youths (30%), people with disabilities (24%) and people living under the minimum subsistence level (23%); and not receiving the requested services as a whole was mainly faced by people with disabilities (28%) (Figure 24).

Figure 23. Barrier faced in receiving services, by vulnerable groups

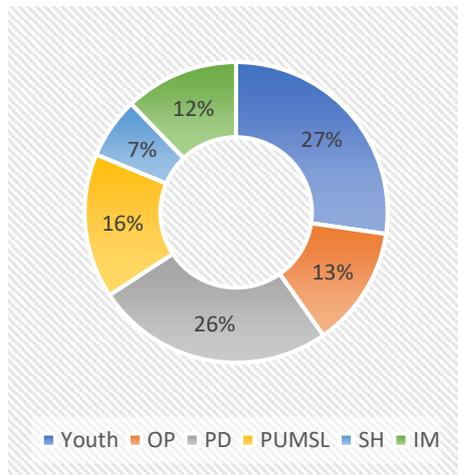
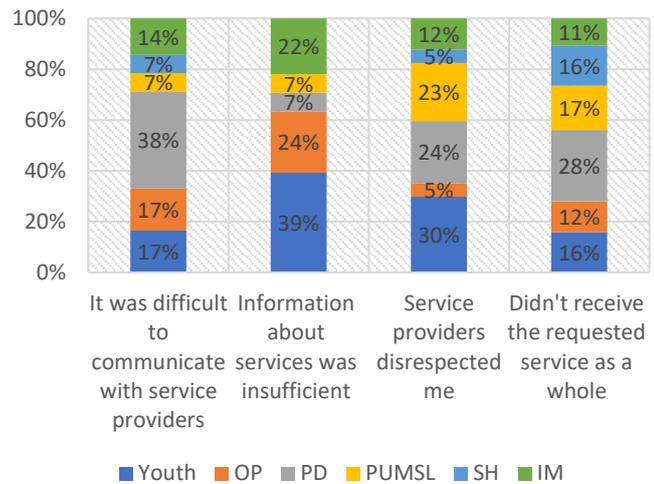


Figure 24. The main barriers in receiving services, by vulnerable groups



N=54

Chi-square = 19.79,  $p = 0.00$ , meaning is that relationship between the barriers and groups is statistically significant.

The majority of the respondents have never been in a situation when they had to take additional action in order to get the service. Only 6% of the respondents said they have been in such situation and they mostly gave money to service providers, gave presents, and/or used acquaintance in receiving services. Those who were in a difficult situation but did not take any action named the main reasons for not taking actions were: they considered that it was not that a serious problem; they expected it would take too much time and further actions would not be helpful.

The respondents made the following suggestions to reduce the barriers faced in receiving services:

- To increase service promptness
- To improve understanding of service providers to communicate with vulnerable groups
- To improve the quality and accessibility of information about services
- To provide the facilities in service delivery space that allow access to differently-abled people.

### 5.3 Social accessibility

Service accessibility was measured by the combination of social accessibility (consisting of knowledge and attitudes) and physical accessibility.

Overall, the respondents assessed the current status of social accessibility of services as relatively good with a mean value of 1.95<sup>15</sup>.

<sup>15</sup> The mean of the social accessibility was calculated by the composition of two dimensions made up of six measures: four for knowledge, and two for attitudes. The two dimensions were equally weighted, so that each of them received a 1/2 weight. The measures within each dimension were also equally weighted. Thus, each measure within the knowledge dimension received a 1/8 weight ( $1/2 \div 4$ ) and each measure within the attitudes dimension received a 1/4 weight. Here we note the indicator  $i$  weight as  $w_i$ , with  $\sum_{i=1}^d w_i = 1$ .

Table 6. The calculation of social accessibility indicators

Dimension	Sub-criteria	Weight	Mean of measures
Knowledge	Having adequate information about public services	1/8	2.34
	Knowing about rights and entitlements in receiving services	1/8	2.60
	Service providers' knowledge and experience in providing services	1/8	1.95
	Ability to get information about services	18	1.93
Attitudes	Services providers respect vulnerable groups and treat them with dignity	1/4	1.54
	There are no gender discrimination experiences between service providers and vulnerable groups in public services	1/4	1.85
<b>The mean of overall accessibility=1.95</b>			

With respect to accessibility of services, by gender and groups, women appreciated the overall accessibility more than men. Youths and single heads of HHs' assessments on the overall accessibility were the highest among the groups, while internal migrants and people with disabilities assessed it at the lowest level.

Figure 25. Social accessibility by gender

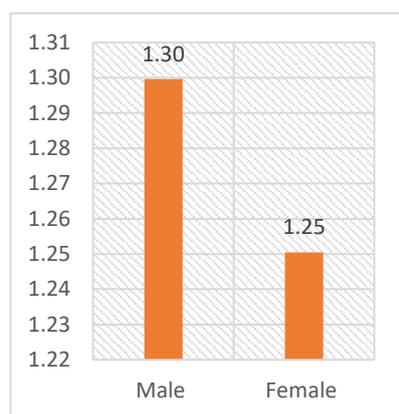
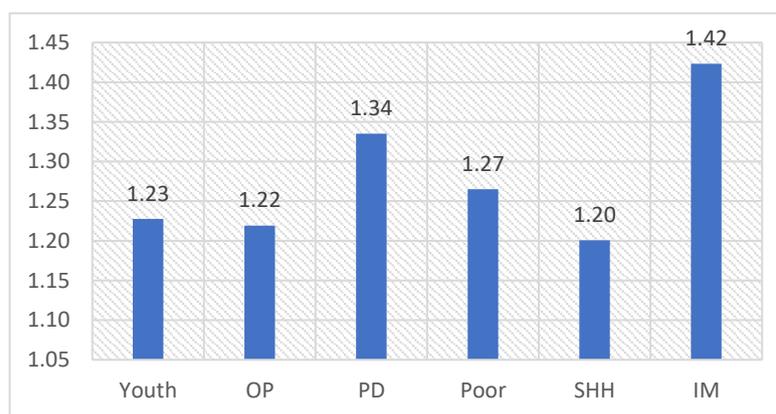


Figure 26. Social accessibility by groups

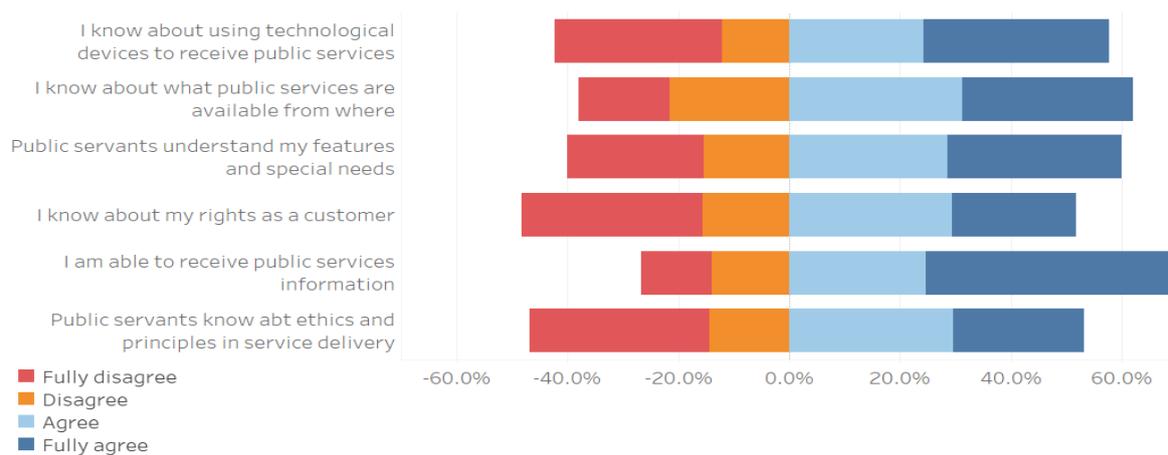


N=385

### 5.3.1 Knowledge

Knowledge and adequate information of public services among the citizens and the awareness of gender equality, human-centered principles and the differing needs of vulnerable groups among the service providers form the basis for gender mainstreaming. The figure below indicates the overall assessment of knowledge accessibility of the vulnerable groups.

Figure 27. Overall knowledge



Having adequate information about services for vulnerable groups begins with perceptions in where to get service, and it continues with perceptions of whether public services can be accessed through technological facilities<sup>16</sup>. A third (31%) of the respondents knew well where to get public service, 31.2% 'know somewhat' 21.6% 'do not know' and 16.4% 'do not know at all' at all. The average assessment of the respondents' knowledge about where to get service was 2.26<sup>17</sup>. Again, a third (33.5%) of the respondents knew well that the public services could be accessed through facilities, 24.2% knew somewhat, 12.2% knew but not much, and 30.1% did not know at all. The average assessment, that the public services could be accessed through technological facilities was 2.43.

*Knowing about rights and entitlements in receiving services:* A fifth (22.3%) of respondents knew well their rights and entitlements in receiving services, 29.3% knew somewhat, 15.6% knew but not so much and 32.7% did not know at all. The average perception of rights and entitlements in receiving services was 2.6, which showed that the respondents' perception in this issue is lower than the average value.

*Service providers' knowledge and experience in providing service* begins with whether the respondents know that service providers have to adhere to ethical and human-centered principles in providing services; and it continues to whether service providers have understanding and information about different needs of vulnerable groups. A fifth (23.6%) of respondents agreed that service providers knew well about ethics and human-centered principles in providing services, 29.6% believed service providers adhered to a certain extent, 14.2% knew not so much and 32.4% do not know at all. Similarly, 31.4% of respondents fully agreed that service providers understood, and had information about vulnerable groups' different needs, 28.5% partially agreed, 15.3% disagreed and 24.6% fully disagreed.

The respondents assessed their experience of service providers, and the possibility to get advice from service providers, relatively highly. Most (72.2%) respondents fully agreed with service providers' adequate experience in providing service, and 78.7% fully agree with getting advice from service providers. The mean values of assessments for service providers' experience and getting advice from them were 1.48 and 1.43 respectively. It should be noted in the surveyed khorros and sites, the

<sup>16</sup> Online and *One stop shop* machine

<sup>17</sup> The mean was in the range of 1 to 4. A mean close to 1 was regarded as 'know well' and close to 4 was regarded as 'do not know'. The average value was 2.5.

average age of the public servants interviewed was 36 years, and the average experience of work was six years. This suggested they had enough knowledge and experience to provide services to citizens.

Overall, almost half (48.7%) of the respondents were fully able to obtain information about services when required, 24.6% obtained services somewhat, 14% did not, and 12.7% could not obtain information at all. The mean score of obtaining information about services was 1.93; meaning the respondents' ability to get information was relatively high.

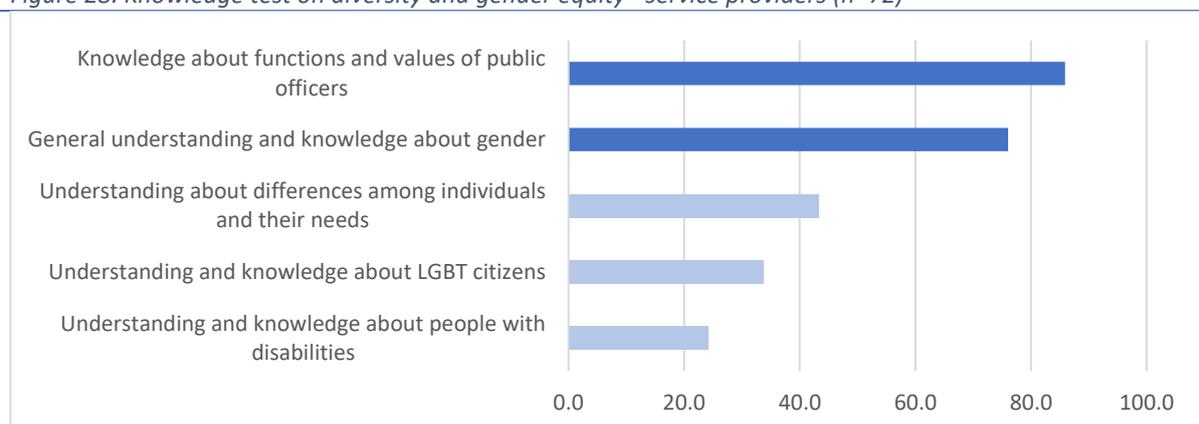
The mean scores of the above mentioned questions as shown in 'Result 9' indicate that women tended to know more than men about knowledge in receiving services. As for the majority of knowledge questions, single-heads of households knew more than other groups, while internal migrants indicated they knew the least about public services (compared to the other groups). In terms of services that could be accessed through technological facilities, youth knew more than other groups, while the perceptions of people with disabilities were the lowest. Older persons know more about their rights and entitlements in receiving services, whereas the poor knew less about it compared to other groups. 'Result 10' in Annex 5 illustrates responses provided by different groups.

The output, presented in 'Result 11 Result of N-way ANOVA for knowledge questions', shows there were no significant effects by gender and groups for the majority of knowledge questions. However, there were significant differences among the means of public services that could be accessed through technological facilities, and service providers' understanding of different needs of vulnerable groups across categories of vulnerable groups. Also, there was a significant difference among the means of getting advice from service providers across categories of gender.

To triangulate the data from the supply side of public services, the study administered knowledge tests on the topics of diversity and gender equity from a total of 72 public officers from khoroo and integrated service centers. The test was developed based on the 'Citizen-centered civil services' manual. The content of the test covered nine topics and categorization of public officers' understanding and attitudes towards citizens' features and disparities.

The test results indicated knowledge understanding about human dignity (and values of public servants to maintain their operation and gender equality) were the highest among the service providers. However, as can be seen from Figure 28, the service providers' understanding about the vulnerable groups was low. Namely, recognizing and respecting individuals' different needs, about LGBT citizens and special needs of people with disabilities was low (only 34% and 24% of the service providers knew about the needs and features of the LGBT and people with disabilities respectively).

Figure 28. Knowledge test on diversity and gender equity –service providers (n=72)

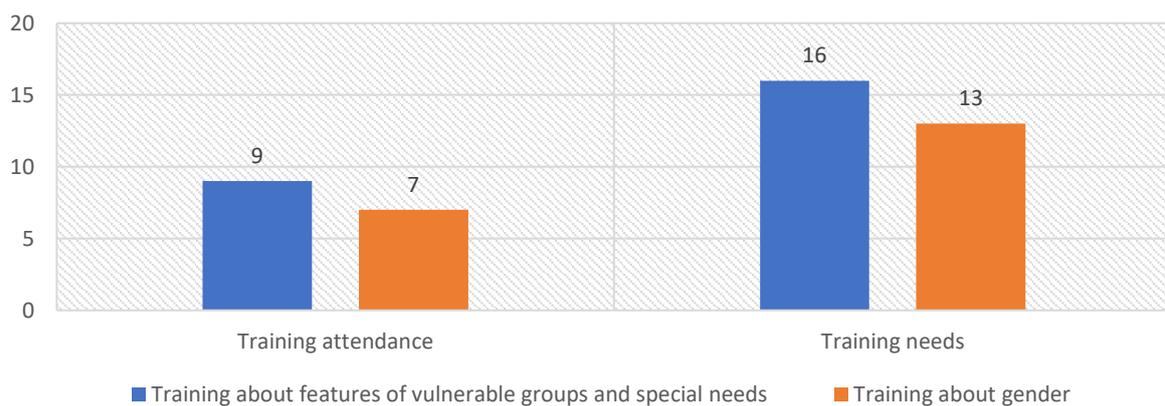


Public servants stated that information about citizens' features and special needs was usually obtained from their respective divisions and districts. Sufficiency of professional and special trainings focusing vulnerable groups was low. Only nine service providers (of 20) interviewed, had received relevant training. The training included: use of sign language training, changing perceptions (knowledge and attitudes) towards people with disabilities, gender equality, and training from affiliated central organizations (such as measuring household living standards).

In terms of training needs, a majority of the staff indicated it was necessary to have training on *'providing services to vulnerable group citizens in accordance with their special needs'*. Out of 20 staff interviewed, only three have answered this type of training was unnecessary.

As for training on gender equality, seven (35%) had received trainings. The training was mostly organized by non-government organizations under international projects. A majority of the staff (13) stated there was a need for training on gender equality, as most of the service providers had not received training on this topic. Among those who had considered this type of training as unnecessary, OSS staff prevailed and they explained they provided services to all people equally and hence, a specific gender training was unnecessary. This also indicates a lack of understanding about specific needs of different groups.

Figure 29. Training attendance and needs, by the number of positive responses of the staffs (N=20)



When asked *'to what extent are you aware of reflecting gender disparity into the service you provide?'* nearly half (9) of the staff interviewed said they were not aware and only two answered they knew well, while another half answered *'generally aware'*. It is interesting to note that staff from the OSS and Ulaanbaatar integrated service centers answered *'not well aware'*. This is likely to be due to the fact that public servants working in those areas were unable to attend training.

The SSIs indicated only three out of 20 service providers interviewed said they use gender-related materials in their work. The materials mainly include gender-related study reports, manuals and statistics. Also, seven service providers said they attended training on gender equality in the past.

Although human resources are available through gender focal points, at ministries and district levels, most of the sub-councils were not proactive in integrating gender elements into their sectoral policies; largely due to a poor understanding and awareness of the relevance and importance of gender integration at the managerial level. Furthermore, as gender focal points were more likely to be non-professionals, and had high turn-over, they took over gender duties in addition to their main tasks; and weak capacity remains a key concern (B.Tsolmon and A.Dolgion 2014). Lack of capacity building was also mentioned in (Sharkhuu 2019): *'There is no mechanism for strengthening a capacity building*

*on gender at MUB level except attending ad hoc gender trainings/events organized by the Secretariat of NCGE and it leads to misperception of gender as separate and unimportant’.*

### **5.3.2 Attitudes and communication**

This section presents the assessment results obtained through surveys and service providers interview and tests related to the principles of non-discrimination based on gender and other background. It covers:

- ✓ Whether service providers respect vulnerable groups and treat them with dignity
- ✓ Whether there are gender discrimination experiences among the service providers and vulnerable groups in public administrative services.
- ✓ Whether services are non-discriminatory in their provisions, based on sex, language, religion, political opinion, nationality, ethnicity, ability or any other status.

The GoM’s Resolution #33 dated 23 January, 2019 on Ethical Codes of Public Servants<sup>18</sup>, specifies in its Clause 3.1.3.a that the public servants whilst providing services “should not discriminate people on the basis of ethnicity, language, race, age, sex, social status, wealth, occupation, position, religion, views, education, health and sexual orientation”, and it further stipulates in clause 3.1.3.b that “gender-based discrimination and sexual harassment must be avoided” (МУЗГ 2019.01.23). As mentioned in the previous section, service providers did not have sufficient training about how to avoid gender-based discrimination or other forms of discrimination.

Respondents were asked to what extent they agreed service providers respect vulnerable groups and treat them with dignity. The majority (84.6%) of the respondents agreed service providers communicated respectfully with vulnerable groups and recognized their features and different needs. Similarly, 82.8% of the respondents agreed that service providers presented fast and prompt services, and were sensitive to their features and different needs. The mean scores for these indicators were 1.51 and 1.57 respectively (above average).

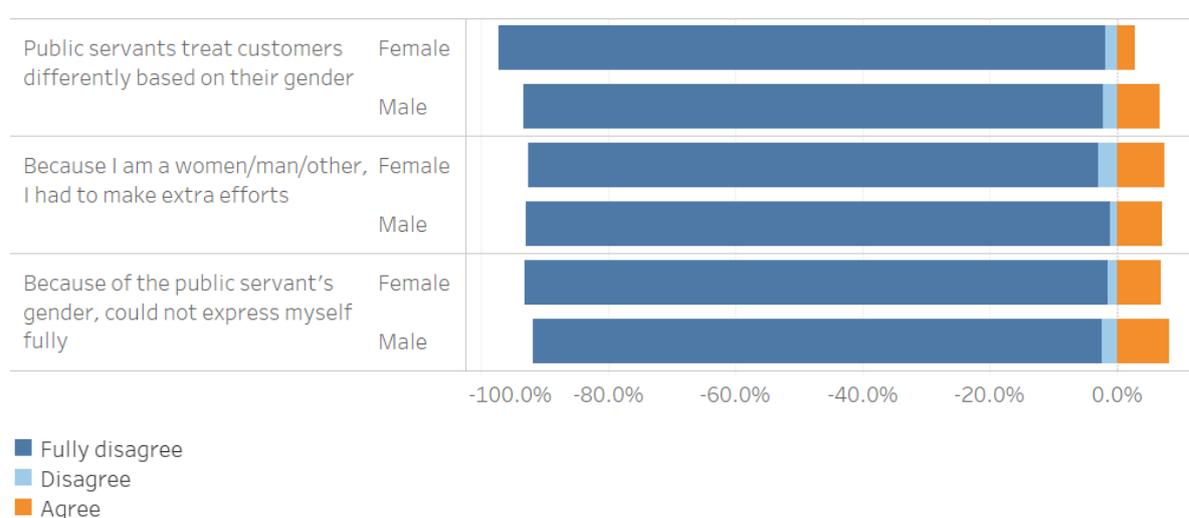
As shown in Figure 30, a majority (74.8%) of respondents answered they did not feel they faced discrimination from the service providers, based on their gender and/or their socio-economic background, while 25.2% indicated they felt discrimination. The mean score for the indicator was 1.85. Furthermore, 69.3% agreed that they did not need to make more efforts, because they are a man or a woman when receiving services; while 30.7% said just because they are a man or a woman, they faced less favorable conditions in receiving services and needed to make extra efforts (the mean score was 1.86). In terms of service providers’ sex, 69.6% of the respondents said they did not face a situation where they felt they could not fully express themselves because the person providing the service was a man or woman. In other words, someone providing services must not refuse to provide customers with services, and/or make the customer feel uncomfortable, intimidate them in direct or indirect ways and prevent them from expressing their own opinions<sup>19</sup>. The mean score was 1.85. It should be highlighted, however, one transgender respondent who participated in the survey agreed to all of the statements show in Figure 30.

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<sup>18</sup> Төрийн захиргааны болон үйлчилгээний албан хаагчийн ёс зүйн дүрэм

<sup>19</sup> Citizens’ Advice UK, 2019. Discrimination because of sex. [www.citizensadvice.org.uk](http://www.citizensadvice.org.uk)

Figure 30. Discrimination based on gender

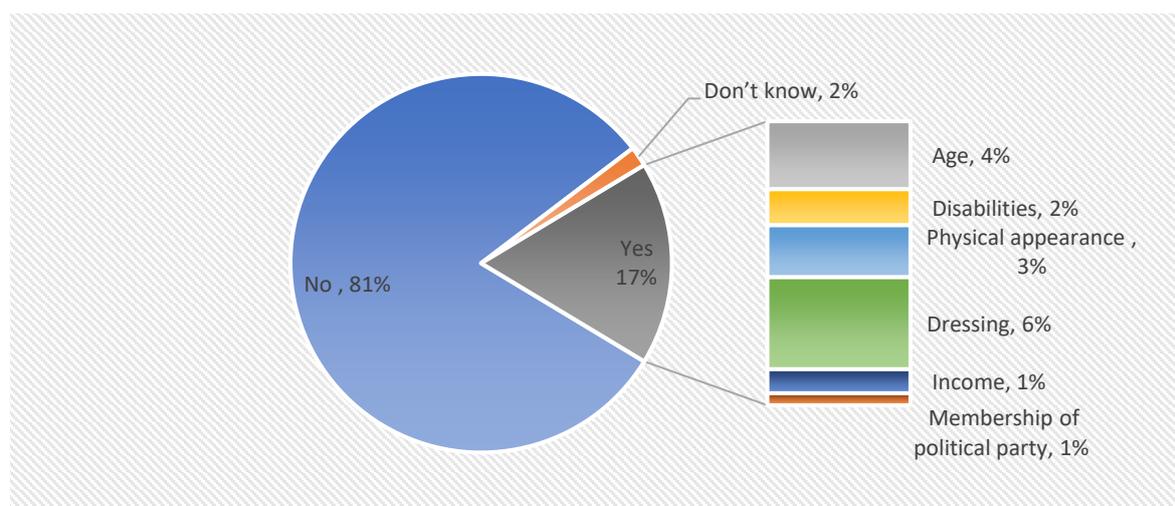


The descriptive statistics and comparison of means (provided in **Result 12** Means of attitudes' questions, by gender and groups) show more women than men viewed the service providers had positive attitudes. In terms of groups, older persons assessed highest, the service providers' attitudes. Among those who answered 'service providers do not recognize my needs', majority (63%) of the internal migrants answered Yes followed by people with disabilities (43%). Youth perceived the service providers' services as relatively slow, and internal migrants said they faced gender related discrimination (to most of their questions) compared to the other vulnerable groups. However, when tested for statistical significance (**Result 13** Result of N-way ANOVA for attitudes' questions) there are no significant effects for gender and groups for all of the questions related to attitudes.

*Services are non-discriminatory and do not make any distinction in provision based on sex, religion, political opinion, nationality, ethnicity, ability or any other status:* A majority (81%) of all responses (409)<sup>20</sup> indicated the respondents had not faced discrimination in receiving services; whereas 17% had faced discriminatory behavior in getting public services. Most of those who felt discriminated were women, youths and single heads of households, and the basis for discrimination were the way they dressed (outfits), their age and their physical appearance.

<sup>20</sup> In total, 409 answers are collected for this question due to the multiple choice with up to three answers.

Figure 31. Have you ever faced any discrimination based on the following factors when you received the service?



N=409

Discriminated by outfits				Discriminated by age				Discriminated by physical appearance			
Groups	M	F	Total	Age classification	M	F	Total	Groups	M	F	Total
Youth	3	4	7	16- 24 years old	3	5	8	Youth	2	2	4
OP	-	2	2	25-50 years old	-	4	4	OP	-	1	1
PD	1	1	2	50+ years old	-	5	5	Poor	-	3	3
Poor	-	5	5					SH	-	5	5
SH	-	7	7	Total	3	14	17	Total	2	11	14
Total	4	19	23								

Respondents were asked whether public servants have any arrangements/regulations to accommodate for vulnerable groups' specific needs, how they work with them and what are the challenges. Public servants working at the khoroo level stated that they worked more closely with the vulnerable groups and gave them as much information and advice as possible. The service providers also stated that vulnerable groups who came to get services from the khoroo, were sometimes those who faced psychological pressure, were victims of physical abuse or who had less social interaction in general. Therefore, the service providers regularly had to cope with the emotional state of the citizens when providing services.

It was observed during the interviews with service providers that the vulnerable groups had their own special needs and features. The groups which took services from khoros most frequently were older persons, single heads of household and people with disabilities. Older persons frequently needed services related to obtaining documents for health resort/sanatoriums, taking medical checks and getting equipment such as mobility aids. As for single heads of household and the poor, they used services to get social welfare and benefits (such as *Child Money*) and to participate in training.

When asked whether there were any differences or challenges regarding gender disparity when providing public services, majority of the service providers interviewed said there was no difference based on gender. However, some public servants stated that women usually took charge of receiving

public services while men mostly rely on women and when they do. Men lack understanding and try to communicate with service providers and resolve issues very forcefully.

*There are some cases when men usually bring incomplete materials and demand us to provide services by saying such things as 'Just do it', 'Why are you exaggerating? I can't come back and forth' or 'I am a busy person'.*

*Interview with the khoroo staff, April 2019*

Attempts were made to identify which of the vulnerable groups required most effort from the service providers' side in providing services. The points below summarize the service providers' perspective and experiences in delivering services to the vulnerable groups. The majority of the service providers indicated that problems and barriers to deliver services for vulnerable groups were more likely to be associated with the educational level of the vulnerable groups and their expectations to be covered in all social welfare programs.

- **Older persons.** Most challenges dealing with older persons are because they require more assistance from the service providers due to bad hearing, poor eye sight and need explanations multiple times. There was also difficulty due to their lack of information and inability to use different technologies to access public services. They were not up-to-date in terms of changes in regulations and policies, and adapted slowly to changes within the service delivery.
- **People with disabilities.** Some people were well aware of laws and regulations and understood the situation, while some used their physical state to demand favor, such as to be engaged in all forms of social benefits. The service providers expressed they did not know how to deal with people with mental disabilities.
- **Single heads of households.** Services including providing training, relevant care and benefits, and employment to improve their livelihoods, were provided to this group. However, as there was no childcare, nor someone to assist in childcare, the single heads of households were often unable to work and improve their livelihoods.
- **Poor.** As compared to the other vulnerable groups, there were many people who were available to work. However, the service providers interviewed, mentioned many people in this group were reluctant to work and find it easier to receive social welfare and benefits.
- **Youths.** Use of information technology was relatively high in this group, compared to the others, yet youths were considered inactive in obtaining information or submitting feedback about the public services. The quote below represents the overall view of the service providers about youths in general.

*'Youths are actually bad at handling social activities. They tend to get the work done by their parents or grandparents, on behalf of him/herself. They come themselves only when it is required. Mostly older people (especially women) come for the military registration by bringing their husband/sons' documents in pile. Older people are very responsible. They always bring back missing document/materials. Young people just disappear after they get their job done'.*

*Interview with the khoroo staff, April 2019*

- **Migrants.** Migrants face problems in receiving services especially in terms of land ownership and obtaining cadastral and land department services, as they are not registered in the khoroo or district administration.

## 5.4 Physical accessibility

Overall, the respondents assessed the current status of physical accessibility of services as relatively good with a mean value of 1.54.

Table 7. The calculation of physical accessibility indicators

Dimension	Sub-criteria	Weight	Mean of measures
Physical accessibility	Location and distance of public service is suitable for the needs of vulnerable groups	1/3	1.49
	Public service space/road/transportation to get there is accessible	1/3	1.78
	Service delivery space has facilities that allow access to differently-abled people	1/3	1.35
<b>The mean of overall accessibility=1.54</b>			

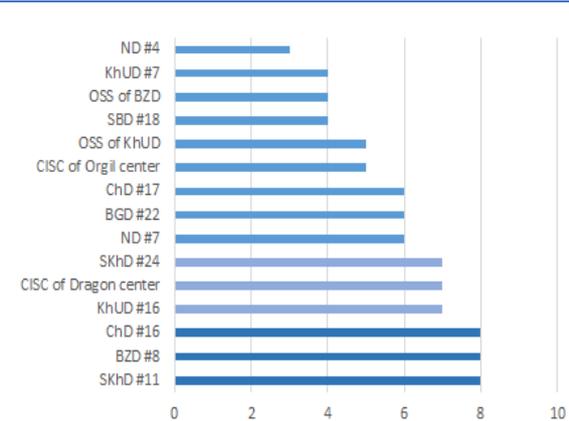
Convenience of the distance, location and roads to the public service building are important for the accessibility of public services. Physical accessibility of the public service was assessed by the respondents through three main indicators and through checklists completed by the enumerators at each survey site.

The respondents assessed public administrative services physical accessibility relatively high. Nearly 90% of the respondents reported the location of the khoroo/public administrative service center was convenient and another 90% reported they did not face difficulties in entering or exiting the building. However, the adequacy of public transportation was rated the lowest; 40% of the respondents said it was inadequate to reach the khoroo/district OSS buildings and, especially, older people considered public transportation as inadequate. Older people and people with disabilities considered the location of the khoroo/district OSS center and public transportation were inadequate while young people thought the opposite. A majority (71.6%) of the people with disabilities assessed the entrance of the public service departments inconvenient (Result 14 in Annex 5 shows the results disaggregated by groups).

### Checklist results

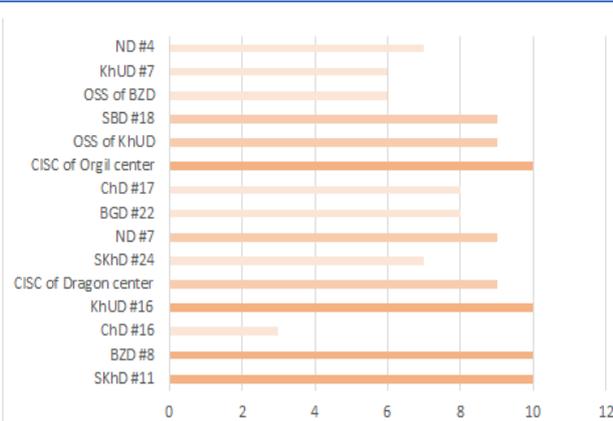
The study team considered conducting the physical accessibility assessment using observation checklists to ensure more accurate information in addition to citizens' perceptions. The observation checklist included a total of 21 external and internal environment indicators (Annex 5) and was based on Order # 256 of the Minister of Road, Transportation, Construction and Urban Development's *Approval of Norms and Rules of Construction*. The researchers undertook observations at the survey sites to identify whether the items required in the checklist were present in the service environment, and recorded the results when conducting physical accessibility assessment. Below are the scores for each of the 15 surveyed service points.

Figure 32. External environment of the buildings



ND - Nalaikh District  
 KhUD – Khan-Uul District  
 BZD - Bayanzurkh District  
 CISC – Citizens integrated service center

Figure 33. Internal environment of the buildings



ChD – Chingeltei District  
 BGD – Bayangol District  
 SKhD – Sukhbaatar District

Of the 15 observation sites, five met up to 60% of the total requirements; eight met 60-70%, while only two met above 80% of the requirements. The 11<sup>th</sup> khoroo of Songinokhairkhan District, 8<sup>th</sup> khoroo of Sukhbaatar district and 16<sup>th</sup> khoroo of Khan-Uul district had the highest-level adherence to the checklist requirements (meeting 17-18 requirements out of 22).

In addition to the aggregate results, the external and internal requirements were examined separately. Results of the external environment checklist by each indicator showed the most relevant indicators for vulnerable groups had the lowest level of adherence. In particular, indicators on ‘guide and tactile paving for vision-impaired people’, ‘barrel information or information that has a large font for visually impaired people’ and ‘ramp has handle for leaning and pulling, and barriers’ had the lowest scores. The average score for the most relevant indicators across the 15 sites was 42.2%.

Table 8. External environment of the public services building

#	Indicators	Yes	No
1	Whether the road to the Khoroo is convenient	13	2
2	Whether there is outdoor lighting at the Khoroo building	14	1
3	Whether there is work timetable of the Khoroo	8	7
4	Whether the road to Khoroo apartment has a guide and tactile paving for vision-impaired people*	0	15
5	Whether there is a ramp for entrance to Khoroo building*	10	5
6	Whether the ramp has handle for leaning and pulling, and barriers*	7	8
7	Whether the outer door threshold is low*	10	5
8	Whether the door opens outwards	15	0
9	Whether the outside door is sufficiently large to fit person with a wheelchair*	10	5
10	Whether there is barrel information or information that has a large font for visually impaired people*	1	14

\*Indicators most significant for vulnerable groups. The average score for these indicators across the 15 sites was 42.2%.

Ramps for people with disabilities existed in most places yet most of them did not meet standards – either too steep and narrow and did not meet the required standards. One OSS which provide services for a large number of customers did not have a ramp. In addition, placing guide and information in the service centers for people who have other types of disabilities such as blindness was insufficient. This

shows, the physical accessibility of the public administrative services buildings at the sub-national level is insufficient especially for people with disabilities.

Figure 34. 4<sup>th</sup> Khoroo, Nalaikh District



Figure 36. 24<sup>th</sup> Khoroo, Sukhbaatar



Figure 35. 24<sup>th</sup> Khoroo, Songinokhairkhan



Figure 37. OSS, Khan-Uul District



Out of 12 indicators assessing the internal environment of the service building, majority of the sites met 10 requirements.

Table 9. Internal environment of the public services building

#	Indicators	Yes	No
1	Whether the name, position of the employees and services they are providing are clearly displayed	13	2
2	Whether the service timetable of the employees is precise	0	15
3	Whether there is a bulletin board containing necessary information about the services*	13	2
4	Whether the bulletin boards contain information about the main services, criteria and required documentation*	10	5
5	Whether the service port and desks are convenient to interact with the employees at the same level (not too high etc.)	13	2
6	Whether there is a desk for customers to use	13	2
7	Whether the service hall capacity is adequate	11	4
8	Whether there are chairs for waiting *	12	3
9	Whether there are restrooms	14	1
10	Whether the restrooms are available for the citizens' use*	12	3
11	Whether there are instructions or notices for the elderly, pregnant, or disabled persons to receive services without queue*	1	14

\*Indicators most relevant for vulnerable groups.

Figure 38. Restroom, 16<sup>th</sup> khoroo's Khan-Uul District



Figure 39. 16<sup>th</sup> khoroo, Khan-Uul



Figure 40. 7<sup>th</sup> khoroo, Nalaikh



The position of the service providers was labeled but information about their name, contact details and service schedule was not stated clearly. Also, signs or regulations for receiving those who were disabled, pregnant (or women with small children) and older persons (to get service without queuing) did not exist in most places (except the 8<sup>th</sup> khoroo of Bayanzurkh District). There is a need to improve the environment of service buildings in order to reach target group citizens.

Some khoroo and integrated service centers aimed to provide flexible services to vulnerable groups. Interviews revealed that service providers thought they should provide services for older persons, pregnant women or women with young children and people with disabilities, without the need to queue. However, there were no rules and regulations, dedicated to windows or signs/labels which defined and formalized this. Thus, public servants regulate the situation themselves informally. Some stated that providing advantages to some groups bring problems when too many people contest those people who are getting services without queuing, and create chaos trying to get service themselves without queuing. Therefore, it is necessary to formalize certain groups - that are entitled to receive service without a queue - in the rules and regulations.

## 5.5 Accountability

Accountability is essential for ensuring public services are responsive to the needs of the population, and ensures regular feedback for service improvement. According to ActionAid, *'improving accountability of a publicly delivered service can be a major priority and a key means for improving*

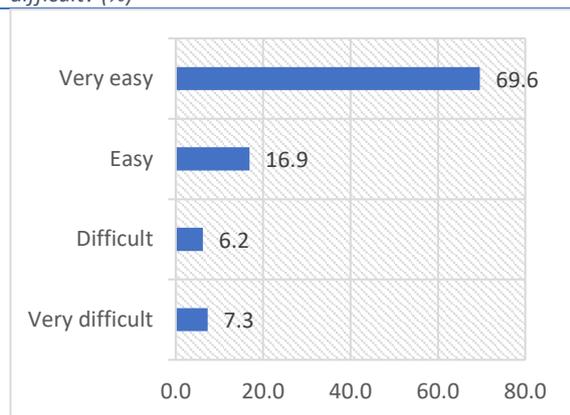
quality’ (ActionAid 2018). In this respect, citizens were asked about their perceptions and experiences related to complaint mechanisms, and their ability to participate in decision-making. Using the survey data, and results of the analysis of the six khorroos’ annual action plans and reports, the extent to which citizens (as customers) had a ‘voice’ (UNDP and UNIFEM 2009) was determined. The following indicators were used:

- Existence of complaint mechanisms, and tools allowing vulnerable groups to express their voice.
- Local government collects and uses sex-disaggregated data in their reporting and registration.
- Local government identifies the needs of vulnerable groups (e.g. through public hearings, surveys, etc.)
- Local government reporting, and performance assessment, considers changes in vulnerable groups’ conditions.

Public services require continuous feedback between service providers and citizens. Therefore, respondents were asked whether the complaint and feedback mechanism at the local government was open and easy. Those who responded ‘very easy’ and ‘easy’ constituted the majority of responses (Figure 41). There were no gender-related differences in the responses. Looking at the results by groups, older persons, people with disabilities and poor people, responded most positively to the question. Among those who responded negatively, the proportion of youths and internal migrants was higher than other groups (see Result 15 Possibility to provide complaints and comments, by groups).

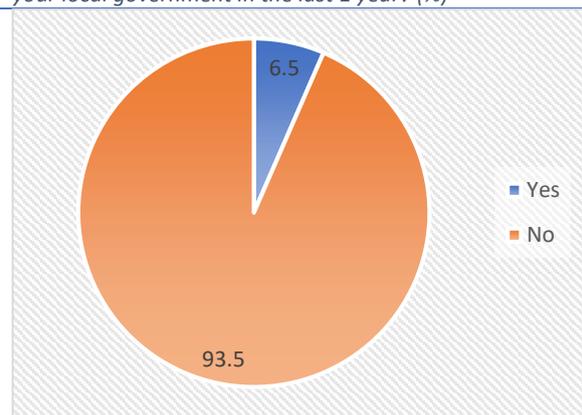
When asked if the respondents had placed a complaint or comments - regarding public services within the previous year, 93.5% said ‘no’ (Figure 42). A similar result was also revealed by a survey conducted by TAF and IRIM; conducted among the general residents of ger districts. The survey found 7.5% of respondents had provided some sort of feedback to the providers of administrative services in the previous year and ‘most people had to wait more than a week for a response’ (TAF and IRIM 2017, 29).

Figure 41. Do you find placing a complaint easy or difficult? (%)



N=385

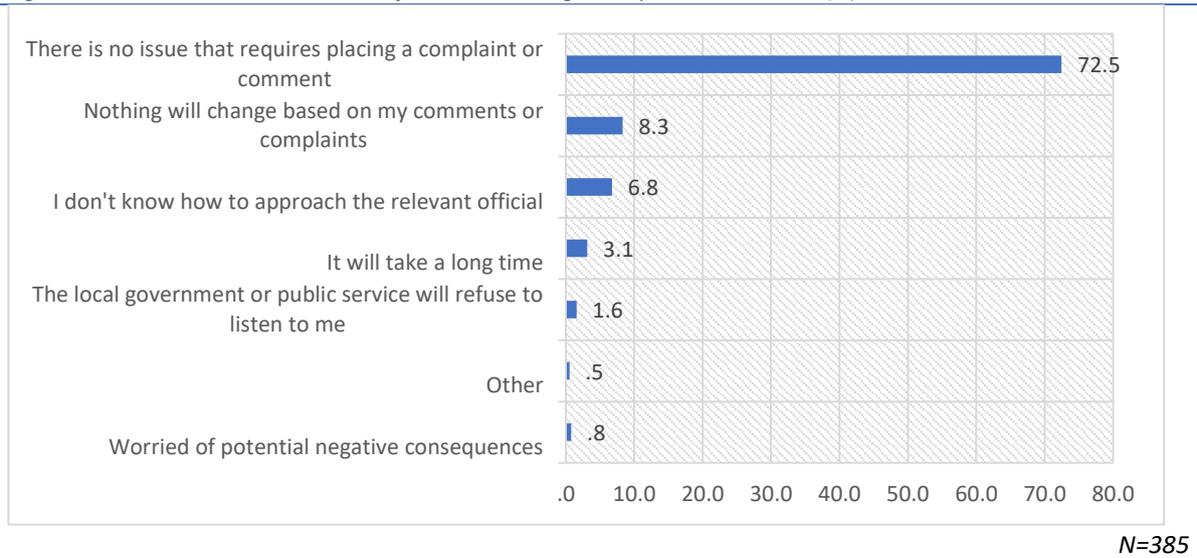
Figure 42. Have you placed a complaint or comment to your local government in the last 1 year? (%)



N=385

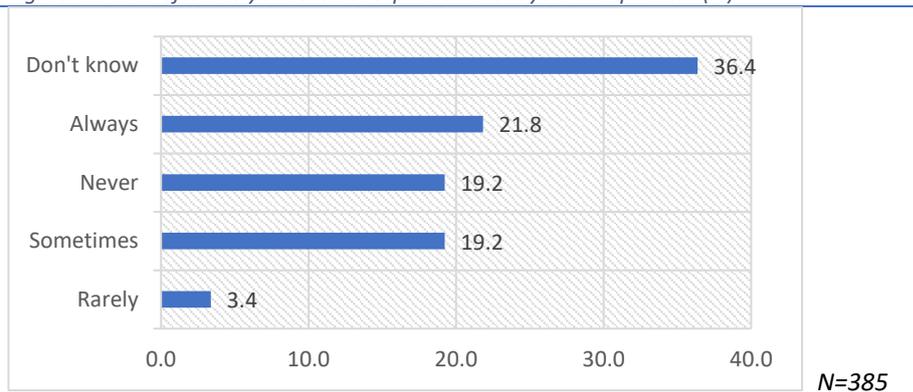
Figure 43 provides the reasons for not providing comments and complaints. A majority of the respondents reported they felt they had no reason to provide comments or complaint to the local government and/or relevant public service agencies. This might indicate that vulnerable groups need more information and knowledge about their entitlements, and the relevant standards and expectations/obligations of public services.

Figure 43. What were the main reasons for not submitting a complaint or comment (%)



Respondents were asked how often they received responses from the local government (and relevant public agencies) to their request, complaint or comment. Figure 44 shows only around one-fifth of the respondents 'always' received a response while the rest answered 'don't know', 'sometimes', 'rarely' and/or 'never'. Those who said 'never' constituted nearly 20% of the total responses.

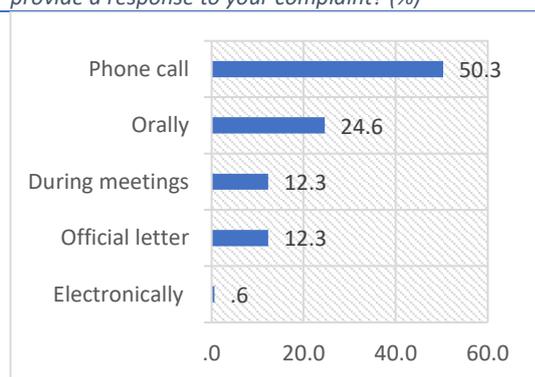
Figure 44. How often do you receive responses about your complaints? (%)



Respondents indicated their main methods of communication with the local government - to find information about services, and to provide comments or complaints – was via direct contact with service providers, via phone calls or face-to-face meetings (Figure 45). Among those who had provided comments and complaints (25 respondents in total) 14 had met directly with service providers, seven had sent official letters and the rest used the comment box, phone and/or website.

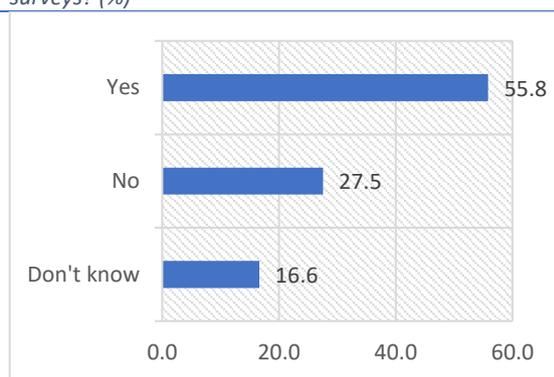
Only half the respondents said their local governments conducted citizen satisfaction surveys, while the rest did not know or said there were no satisfaction surveys (Figure 46). More men tended to indicate there are no satisfaction surveys conducted in their khorroos (34% of the male respondents selected this response, as opposed to 24% of the female respondents). And more men (22%) than women (14%) indicated they did not know about citizen satisfaction surveys). The groups that knew about satisfaction surveys were mostly older persons (67% of the group), the poor and the single heads of households. Again, youths and internal migrants knew the least about such surveys (Result 16).

Figure 45. Which methods are used by public service to provide a response to your complaint? (%)



N=171

Figure 46. Does your khoroo conduct citizen satisfaction surveys? (%)



N=385

The design and implementation of the services at the local level needs to reflect the conditions and needs of citizens, especially those in vulnerable groups. In this respect, annual reports were collected from khoroo; though only six were able to share theirs.

All khoroo develop their annual action plans in line with the government, MUB and district goals. They report the implementation status of those plans annually, to their upper-level authority (the district). When reviewing the documents of six khoroo that shared their annual reports with the study team, it was observed that the authorities that approve annual action plans differ (e.g. variously, the Chairman of the Citizens' Khural, Chairman of the District Administration and Management Department, or the Head of the District Office and District Governors).

Assessments of relevant sections of the khoroo action plans (against the accountability sub-criteria) are summarized in Table 10. All the khoroo annual action plans highlighted activities related to collecting registration and basic socio-economic data of their residents, temporary residents and non-registered citizens. They highlighted the importance of a reliable and detailed database to be used to identify different groups for target interventions. In terms of identifying the needs of vulnerable groups, all khoroo had a clause related to implementing interventions to assist vulnerable groups. Each khoroo had focused on different groups – some focused on children, others on people with disabilities, while the remainder targeted the poor. Activities targeted at youths and recent internal migrants were not mentioned in the plans. Officials' ways of identifying the needs of vulnerable groups were often limited to the activities related to the Local Development Fund.

Table 10. Summary of the review of khoroo annual plans for 2019

Sub-criteria	Action plans
The local government collects and uses sex-disaggregate data in their reporting and registration.	<ul style="list-style-type: none"> <li>• There were plans to identify (enumerate) unregistered citizens and to register them officially (one khoroo). Registration of temporary residents and foreign residents (two khoroo).</li> <li>• Ensuring full coverage of children in kindergartens and schools (one khoroo);</li> <li>• Compile all data related to employment (three khoroo).</li> <li>• Collect data on the poor, different groups and households, to identify those requiring various social welfare and protection services, and provide those services (five khoroo).</li> <li>• Develop a plan to ensure gender equality and to organise a campaign to prevent from gender-based violence (two khoroo).</li> </ul>

Sub-criteria	Action plans
Local government identifies the needs of vulnerable groups (e.g. through public hearings, surveys)	<ul style="list-style-type: none"> <li>• Register complaints and comments from citizens, introduce Edoc software and use email/online platforms to organise surveys (two khoros).</li> <li>• Conduct a quarterly citizen satisfaction survey (three khoros).</li> <li>• Improve public transportation, and accessibility in remote ger areas (one khoroo).</li> <li>• Conduct survey and consultation meetings, on the Local Development Fund.</li> <li>• Conduct activities aimed at vulnerable groups. Identify vulnerable groups and assist in including them in necessary social welfare and protection programs. Organize on-the-ground activities of national programs such as training and council meetings for people with disabilities. Promote micro and small businesses in the khoroo. Improve physical accessibility.</li> </ul>

Activities undertaken by the selected khoros, and how they reported them were also studied. The table below shows the overall results. The annual reports and regular reporting did not include gender-specific information, sex-disaggregated data, nor information about the main vulnerable groups to be targeted for attention. Some khoros included the results of their satisfaction surveys in their reports, though the information was general, with no disaggregated information by groups and gender. The reports did not include analysis of changes in vulnerable groups' conditions, nor their needs. Instead the annual reports mainly included information about specific events or activities organized, in an ad-hoc manner.

Table 11. Summary of the review of khoroo annual reports for 2019

Sub-criteria	Action plans
The local government collects and uses sex-disaggregate data in their reporting and registration	<ul style="list-style-type: none"> <li>• None of the six khoros who shared their report, disaggregated data about different groups, and indicators, by gender. For instance, data about people with disabilities, older persons and orphans was available, but not sex-disaggregated.</li> </ul>
Local government identifies the needs of vulnerable groups (e.g. through public hearings, surveys)	<p>Common methods mentioned to allow regular feedback and communication between the khoroo and citizens included the following:</p> <ul style="list-style-type: none"> <li>• Requests, complaints and comments through letters (four khoros).</li> <li>• Public hearings (two khoros).</li> <li>• Citizens' hall (two khoros).</li> <li>• Citizen satisfaction survey (three khoros).</li> <li>• Surveys related to Local Development Fund (six khoros).</li> </ul>
The local government reporting and performance assessment considers the changes in vulnerable groups' conditions.	<ul style="list-style-type: none"> <li>• Trainings aimed at different groups (e.g. youth employment, and sports activities for older persons) were reported</li> <li>• Activities related to donor-funded projects were organized.</li> <li>• No systematic analysis, or reflection, upon vulnerable groups' condition and how these conditions are changing, at the khoroo level.</li> </ul>

## 5.6 Gender-responsive budgeting

As highlighted by UN-Women, gender-responsive budgeting does not entail ‘*creating separate budgets for women and men, or solely increasing spending on women’s programs*’ (UN Women 2019). To assess the GRB situation at the sub-national (khoroo) level, the following indicators were used:

- Participatory needs assessment are conducted, and the needs of vulnerable groups are reflected in budget planning.
- Budget allocated to carry out equity-focused and gender-responsive activities (aimed at vulnerable groups).
- Local budgets’ beneficiaries information is sex-disaggregated.
- Local governments have autonomy to respond to local, and vulnerable groups’, needs.

Interviews with civil servants included representatives of service providers at three different levels, and governance levels and authorities of these organizations differ.

Table 12. Authority and structure of public service departments

Indicators	Khoroo	District OSSs	Integrated service centers of Ulaanbaatar
<b>Authority</b>	The khoroo governor manages daily operations.	Head of District’s Governor’s office manages and operates the OSSs.	The operation is directed to public administration and authority division of the MUB
<b>Structure</b>	Has its own structure and is responsible for managing governance issues at the khoroo level.	In charge of providing responsible services to citizens and entities.	In charge of providing responsible services to the citizens and entities.
<b>Budget</b>	Does not have its own budget. Dependent upon the districts.	Budget must be stated in the budget of District’s Governor Office. <sup>21</sup>	Budget must be stated in the respective departments and divisions.

Khoroos are responsible for delivering requests of the citizens to relevant officials, and organizing activities to promote the resolution and decisions of higher entities directed to citizens. Vulnerable groups, especially those with low incomes, often submit their request for benefits and allowances to the khoroo. As there are no budgets at the khoroo level (to deliver social welfare related services and benefits) the khoroos pass on the citizens’ requests to relevant public agencies.

In some khoroos, targeted households are selected each year, in order to provide certain services, including: promoting livelihoods, and providing family members with access to health and education services (interview with khoroo staff). However, it was apparent that there was no set assessment methodology or guidelines. The social workers consult with kheseq leaders and determine the target groups.

In the study’s SSIs, only three people indicated that in theory, it was possible for citizens to submit their suggestions in budget planning. However, due to limited budgets, most of the suggestions were not adopted into budget planning, and there is no budget to finance interventions to increase public service accessibility (specifically targeting vulnerable groups).

<sup>21</sup> Resolution No. 153 of the Government of Mongolia on "Actions to be taken on the service of One-Stop-Shops" on April 27, 2013

As mentioned earlier, the only regular and official way of reflecting the needs of vulnerable groups in budget planning was through the Local Development Fund. However, there are questions about the credibility and coverage of consultations that inform on the Local Development Fund, according to evaluation reports presented by the Ministry of Finance, SDC, TAF and IRIM. The expenditures are often used for minor improvements of the physical environment (and infrastructure) rather than improving public administrative service delivery. At the khoroo level, despite the Local Development Fund mechanism allows citizens to participate in budget decision-making, its amount is relatively small and citizens are still not knowledgeable about the fund and their participation rights. For example, most (82%) of respondents in the 33 project khoros - according to a TAF survey conducted in 2016 – were unaware (N.Ariunaa 2016).

At the level of districts and the MUB, according to a survey conducted among staff working in Ulaanbaatar's districts, 51% of all respondents (n=461) did not know about '*reflecting different needs of women and men in budget proposals*' and did not use available sex-disaggregated data in budget proposals and reports (Л.Отгонтуяа 2019). The survey also highlighted gender indicators were not used in investments, and information about investments' beneficiaries were rarely specified, and not sex-disaggregate (Л.Отгонтуяа 2019).

At the national level, since 2017, Mongolia has been involved in the IMF's Extended Fund Facility Program, to restore economic stability and debt sustainability. This had implications on the restructuring/merging of government agencies, with cuts in expenditure on activities such as staff training and research. Furthermore, the allocation of resources for implementing gender action plans and national program has been inadequate (GoM 2017, 2). Some of the government's interventions targeting vulnerable groups were funded by official development assistance<sup>22</sup> (Сангийн Яам 2019).

In terms of the revenue of local governments, they are composed of own sources (at the City level) and inter-governmental transfers. The latter are provided by the central government to finance base budget deficit, to support provision of necessary basic services, and to support the local development (World Bank 2015). In terms of expenditure, as explained in the World Bank report on public financial management in Mongolia, the MUB '*should obtain permission from the Ministry of Finance on budget and needs to be approved by the national Parliament*' (World Bank 2015, 12).

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<sup>22</sup> As of 2019, there were 42 projects with a total amount of 277 billion MNT, of which 22 projects' beneficiaries are vulnerable groups.

## 6 Factor analysis

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### 6.1 Demand side factors affecting barriers

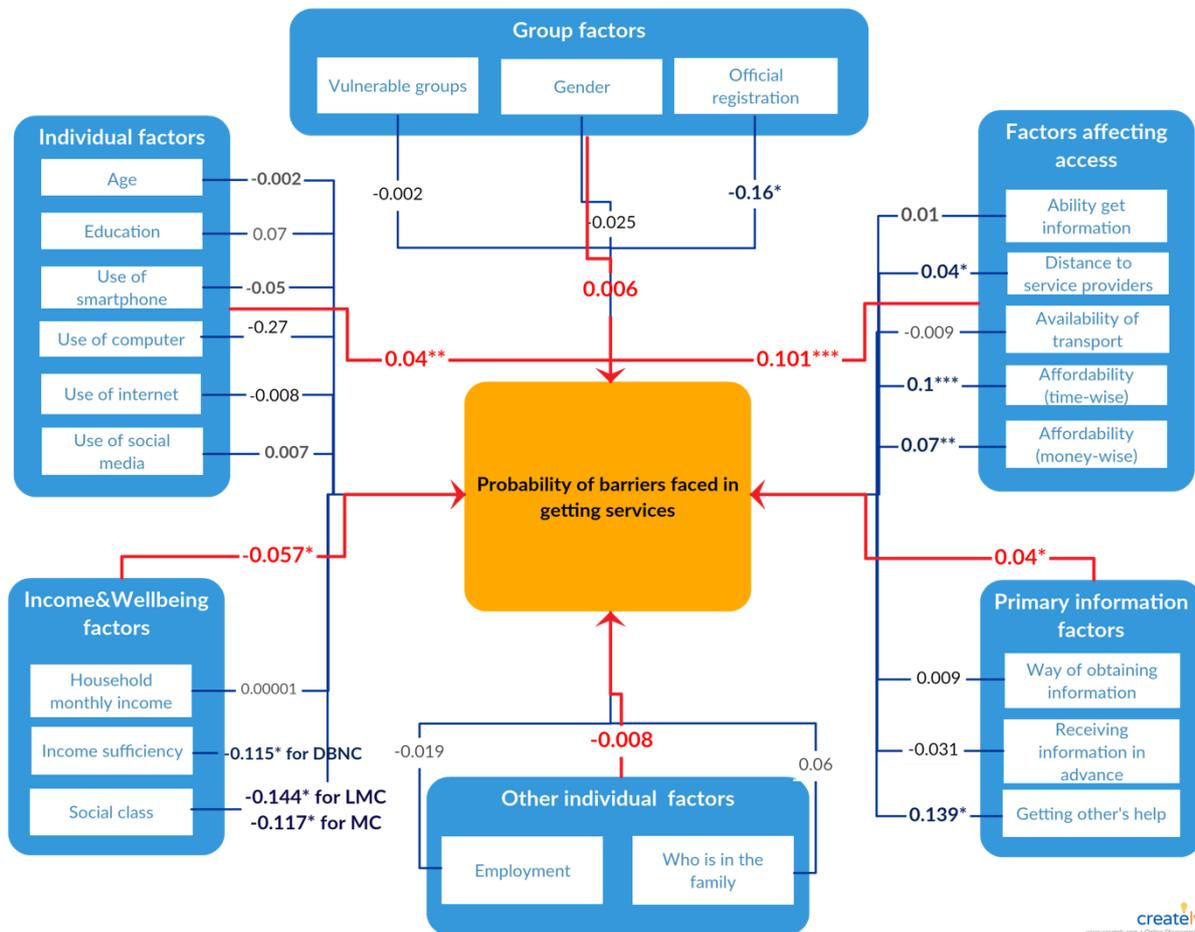
To better understand the factors affecting barriers, we attempted to distinguish them by supply and demand side factors. Demand-side factors include individuals' socio-economic factors, subjective well-being factors, to which vulnerable group the respondent primarily belongs to and availability of information affecting accessibility.

This section presents statistical findings that aimed to find out demand-side effect on barriers faced in receiving services. Data were mainly analyzed using a variety of parametric tests, including t-tests and binary logistic regressions, preceded by factor analysis. A number of significant findings were detected during the data analysis process.

Concerning the relationships between factors and barriers faced in getting service, logistic regression analyses demonstrated that the Individual factors, Income and wellbeing factors, Factors affecting access, and Primary information factors had significant associations with barriers faced in receiving services; specifically, results revealed that increases in the importance given to Individual factors, Availability Factors (factors affecting access), and Primary information factors lead to increase in barriers faced in receiving services, while increase in Income and wellbeing factors lead to decrease in barriers faced in receiving services. On the other hand, Group factors (to which vulnerable group the respondent can be identified) and Other individual factors did not have any association with barriers faced in getting service (See Figure 47) .

Concerning the relationships between the variables in each factor and barriers faced with getting service, it was statistically demonstrated that *distance to service providers, both time affordability money-affordability, getting other's assistance in receiving service* were a positive effect in the probability of barriers faced in receiving services, whereas qualitative variables such as social class (lower middle class and middle class), and income sufficiency for daily basic needs and clothes, and official registration in a khoroo had a negative effect in the probability of barriers faced in receiving services compared to their base group. The figure bellow illustrates these relationships.

Figure 47. Prediction of barriers faced in receiving services from demand side factors



**Note:**

<p>* <math>p \leq 0.05</math></p> <p><i>statistically significant or less than 1 in 20 chance of being wrong</i></p>	<p>** <math>p \leq 0.01</math>;</p> <p><i>statistically highly significant or less than 1 in 100 chance of being wrong</i></p>	<p>*** <math>p \leq 0.001</math>;</p> <p><i>statistically very highly significant or less than 1 in 1000 chance of being wrong</i></p>	<p>MC-middle class LMC-lower middle class DBNC-daily basic needs and clothes.</p>
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This section below describes how the factor analysis was built and presents the key findings.

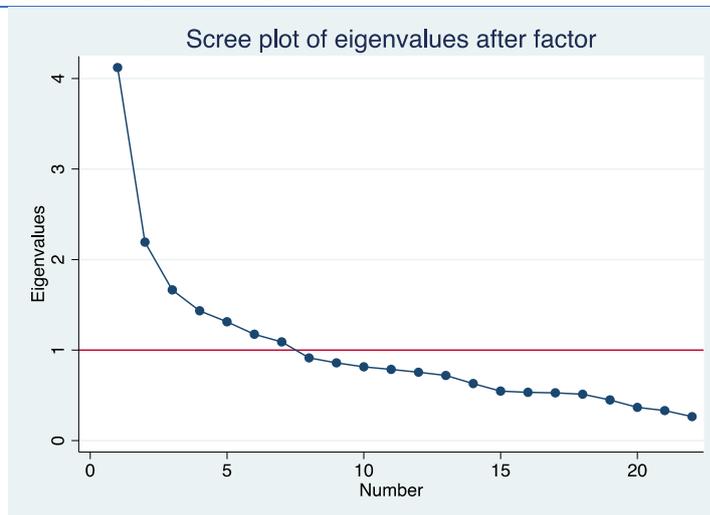
6.1.1 Factor analysis

In order to define dimensions in a set of variables, we use a factor analysis. The goal of this method is to re-orient the data so that a multitude of original variables can be summarized with relatively few “factors” that capture the maximum possible information (variation) from the original variables. It is an interdependence technique in which the whole set of interdependent relationships is examined without making the classification between the study variables as dependent or independent. In the instance of this study, factor analysis is used in order to assess the extent to which the demand side items on the questionnaire mapped onto smaller number of factors.

Prior to undertaking a factor analysis, it is important to conduct a Kaiser-Meyer-Olkin<sup>23</sup> measure of sampling adequacy (KMO) test and Bartlett's test<sup>24</sup> of sphericity. These two tests check the suitability of employing factor analysis. Factor analysis is undertaken in cases when there is a sufficient correlation among the original variables to warrant the factor representation. Since the Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy is **0.75** and Bartlett's sphericity testis  $\chi^2(231) = 1864.27$ ,  $p < 0.000$ , the factor analysis can be undertaken.

Since factor analysis is data reduction method, there is a need to retain an appropriate number of factors based on the trade-off between simplicity (retaining as few as possible factors) and completeness (explaining most of the variation in the data). Eigenvalues are commonly used in determining the number of factors in a factor analysis. The eigenvalue is the degree to which a certain factor accounts for the variance in all variables; therefore, the higher the eigenvalue, the better that factor is able to explain the variance in variables. In the extraction of factors, the most commonly used technique is Kaiser's criterion, known as 'the eigenvalue rule' and, therefore, this criterion was chosen as the selection criterion. This rule indicates that eigenvalues of 1 or higher should be retained.

Figure 48. Eigenvalues after factor



In this figure, a horizontal line at eigenvalue=1 marks the usual cutoff for retaining factors, and emphasizes the unimportance of factors 8 through 22. So, seven factors are retained because of having eigenvalues over one.

N=385

In order to ensure that the independent variables mapped onto the dimensions, the principle components extraction method with a Promax rotation was applied to the data using Stata-14. The rotated values of factor loadings with a value of 0.3 and 0.4 or more are suggested to be acceptable (e.g. Straub et al., 2004; Friendly, 1995).

The table below summarizes the factor loadings that are the weights and correlations between each variable and the factor. The higher the load the more relevant in defining the factor's dimensionality.

<sup>23</sup> The Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy was calculated in order to determine the appropriateness of data for conducting factor analysis. A KMO statistic can be generated using correlations and partial correlations for each variable independently or for the whole set of variables in a particular sample. A KMO value of above 0.5 is considered acceptable; however, the closer the value is to 1 the better.

<sup>24</sup> In order to confirm the relationship between variables, Bartlett's test of sphericity was conducted under the premise that if no relationship was evident then it was not worthwhile carrying out factor analysis. In order for factor analysis to be considered appropriately implemented, it is suggested that  $p < 0.05$  would indicate a relationship between the constructs being tested.

A negative value indicates an inverse impact on the factor. Item loadings ranged from -0.36 to 0.85. This showed that this scale was unidimensional.

Table 13. Result of the factor analysis

#	Item	Factor1	Factor 2	Factor3	Factor4	Factor5	Factor 6	Factor 7
1	Vulnerable groups				0.7136			
2	Age	-0.7519						
3	Sex					0.8112		
4	Education	0.3661						
5	Employment						-0.5745	
6	Social class		0.7053					
7	Official registration in a khoroo				-0.825			
8	Family member						0.8473	
9	Household monthly income		0.7392					
10	Income sufficiency		0.7348					
11	Use of smartphone	0.7344						
12	Use of computer	0.6257						
13	Use of Internet	0.7266						
14	Use of Social media	0.8519						
15	The way of getting information							-0.3701
16	Receiving information in advance to get the service							0.5944
17	Ability to get information about services when required			0.4587				
18	Getting other's assistance in receiving services							0.8431
19	Distance to service providers			0.726				
20	Availability of transport			0.7314				
21	Affordability (time-wise)			0.615				
22	Affordability (money wise)			0.4841				

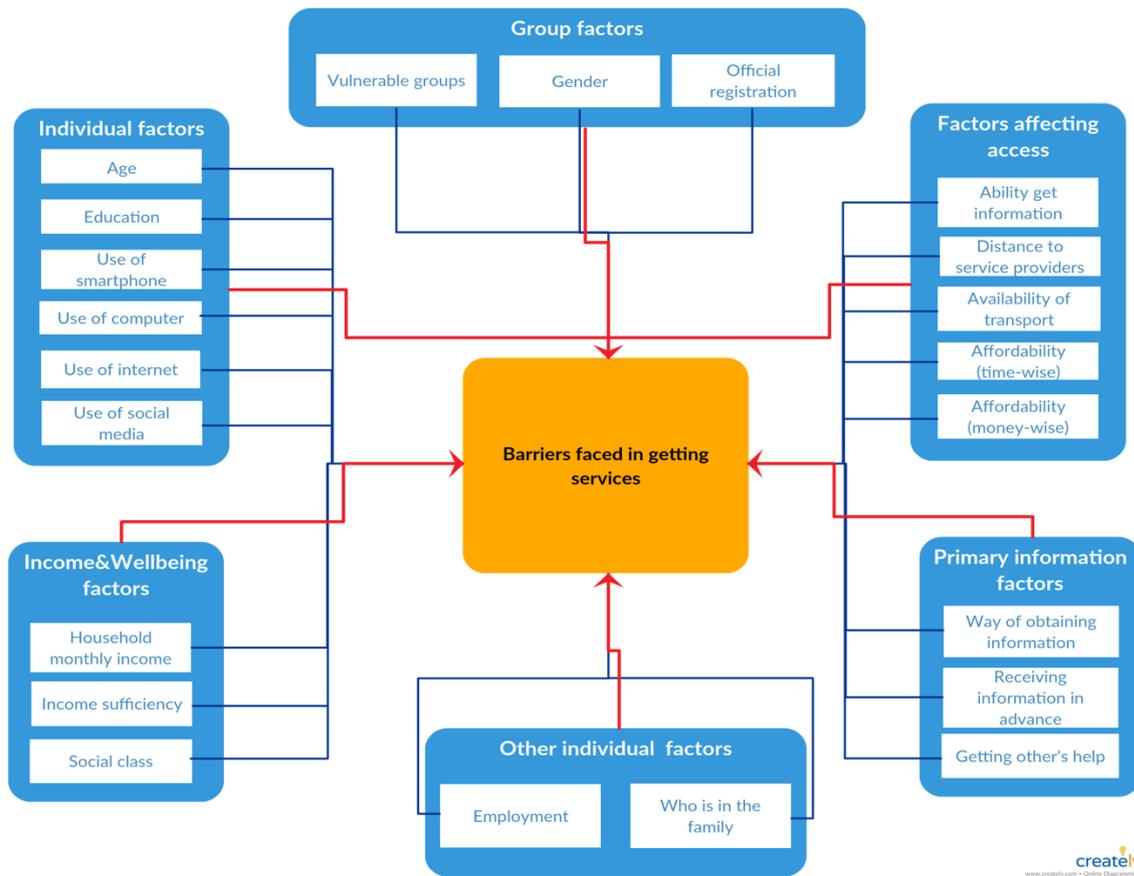
Note: blanks represent  $abs(\text{loading}) < 0.3$

Generally, factor 1 includes the items regarding *individual characteristics*, factor 2 includes household income and subjective wellbeing, factor 3 tends to be *the availability of services* (ability to get information, distance, transport, and affordability)<sup>25</sup>, factor 4 includes *groups*, and factor 5 is *gender*, factor 6 is *other individual characteristics*, and factor 7 is items regarding to the *obtaining primary information*.

This fusion of seven factors is represented by the conceptual framework of this demand side analysis as shown in Figure below.

<sup>25</sup> This group of factors can also be classified as supply-side factors.

Figure 49. Conceptual framework of the demand side analysis



### 6.1.2 Inferential statistical analysis

The dependent variable measures whether barriers faced in getting public services which takes only two values, zero and one; thus, a multiple binary logistic regression model was used to test the research hypotheses. Multiple logistic regression models are similar to multiple linear regression models in that they predict the outcome variable from multiple variables but are different in the sense that they deal with a binary outcome (Field 2013).

As this section aims to define demand-side variables' influence in barriers (a binary outcome), a multiple binary logistic regression is the most appropriate statistical test to measure the predictive value of independent variables.

Research questions that will be examined from demand side factors:

1. To what extent do overall factors (from factor 1 to factor 7) affect barriers faced in getting service?
2. To what extent do the *individual factors* affect barriers faced in getting service?
3. To what extent do the *income and wellbeing factors* affect barriers faced in getting service?
4. To what extent do the *availability factors*<sup>26</sup> affect barriers faced in getting service?
5. To what extent do *group factors* affect barriers faced in getting service?
6. To what extent do other individual factors affect barriers faced in getting service?
7. To what extent do the primary information factors affect barriers faced in getting service?

**1. To what extent do the factors (from factor 1 to factor 7) affect barriers faced in getting service?**

Binary logistic regression analysis for the overall effect of the perceived importance of factors, including all seven constructs in the model, revealed that, overall, the regression model is statistically significant,  $\chi^2(5) = 54.60$ ,  $p < 0.000$ . This indicates that the seven factors do have a significant effect in overall. Moreover, findings showed that the model is able to classify correctly 87.4% of the cases. Among the statistically significant predictors, the Individual factors, Income & Wellbeing factors, and Availability factors were significant predictors of barriers faced in receiving services (coef= 0.39,  $p < 0.04$ , coef= -0.57,  $p < 0.01$ , and coef=0.7,  $p=0.000$  respectively). In addition, Primary information factors also predicted barriers faced (coef =1.91,  $p = 0.05$ ). The negative values in the coefficient indicated that increase in Income & Wellbeing factors resulted in a decrease in barriers faced. The table below demonstrates the full model.

*Table 14. Logistic regression predicting barriers faced in receiving services from overall factors*

Independent variables	Coefficient ( $\beta$ )	Std.error	z	P value	Odds ratio
<b>F1-Individual factors</b>	0.3918632	0.1828445	2.14	0.032	1.479735
<b>F2-Household&amp;wellbeing factors</b>	-0.5742295	0.1975582	-2.91	0.004	0.5631386
<b>F3-Factors affecting access</b>	0.7051154	0.1488913	4.74	0.000	2.02408
<b>F4-Group factors</b>	0.0915106	0.1476584	0.62	0.535	1.095828
<b>F5-Gender factor</b>	-0.2047409	0.1732605	-1.18	0.237	0.8148584
<b>F6-Other individual factors</b>	-0.0294751	0.1660606	-0.18	0.859	0.9709551
<b>F7-Primary information factors</b>	0.2996986	0.1573184	1.91	0.057	1.349452
<b>Constant</b>	-2.17	0.1910917	-11.37	0.000	0.1138511
<b>Number of obs</b>	381				
<b>Pseudo R2</b>	0.1756				
<b>Log-likelihood</b>	-128.18				
<b>Chi square</b>	54.60 (p=0.0000)				
<b>Percent correctly predicted</b>	87.4%				

The magnitudes of the coefficient estimates in the logit model do not measure the marginal effects of independent variables in the dependent variable. By calculating the average partial effects of factors, the factors' effects in barriers faced in receiving services can be determined. The table below finds the average partial effects of statistically significant factors. The Income & Wellbeing factors had the highest negative effect on barriers faced in receiving services and concluded that increasing this factor by one unit decreased the probability of barriers faced in receiving services by 0.57. Other significant three factors had a positive effect on barriers faced in receiving services. Namely, one unit increase in the Individual factors, Availability Factors, and Primary information factors increased the probability of barriers faced in receiving services by 0.04, 0.1 and 0.04 respectively.

*Table 15. Average partial effects for overall factors*

Significant factors/ Independent variables	Average partial effects
<b>F1-Individual factors</b>	0.0446
<b>F2-Income &amp; wellbeing factors</b>	-0.5743
<b>F3-Availability factors</b>	0.1019
<b>F7-Primary information factors</b>	0.0403

A further binary logistic regression models are performed for the variables in each factor.

**2. To what extent do the Individual factors (age, education, use of smartphone, computer and internet) affect barriers faced in getting service?**

Findings from the relevant logistic regression analysis indicated that individual characteristics variables in factor 1 did not significantly predict the barriers in receiving services. Although, there was a negative association between the variables (age, use of smartphone, computer, and internet) and barriers faced in getting services. No evidence was observed in relation to the associations between the perceived importance of individual characteristics (including age, education, use of smartphone, computer and internet) and barriers faced in receiving services.

**3. To what extent do Income & Wellbeing factors (household monthly income, income sufficiency and social class) affect barriers faced in getting service?**

Findings from the relevant logistic regression model involving household income and wellbeing indicated that the perceived importance of social class, and income sufficiency significantly predicted barriers in receiving services. Namely, lower middle class and middle class were estimated that their probability of barriers faced in receiving services are 0.114 and 0.117 less than a lower class respectively. It also demonstrated that only significant item of income sufficiency was ‘Income is sufficient for daily basic needs and clothes’ and their probability of barriers in receiving services is 0.115 less than the people with income that is insufficient for daily basic needs.

*Table 16. Average partial effects for Income and Wellbeing factors*

Significant variables	Average partial effects
Social class: Lower middle class	-0.114
Social class: Middle class	-0.117
Income sufficiency: Income is sufficient for daily basic needs and clothes	-0.115

However, there is no evidence was observed in relation to the effects of household monthly income, other options for social class and income sufficiency in barriers faced in receiving services.

**4. To what extent do the Availability factors (ability to get information about services when required, distance to service providers, availability of transport, affordability (time-wise) and (money wise)) affect barriers faced in getting service?**

Findings from the relevant logistic regression model involving items affecting access indicated that the perceived importance of distance to service providers and both affordability of time-wise and money-wise significantly predicted barriers in receiving services. Public services’ affordability (time-wise) had the highest positive effect on barriers faced in receiving services and concluded that a unit increase in the affordability increases the probability of barriers faced in receiving services by 0.1. Furthermore, a unit increase in public services’ affordability (money-wise) and distance in service providers increase the probability of barriers faced in receiving services by 0.07 and 0.04 respectively.

*Table 17. Average partial effects for Factors affecting access*

Significant variables	Average partial effects
Affordability (time-wise)	0.108
Affordability (money-wise)	0.07
Distance to service providers	0.04

However, there is no evidence was observed in relation to the effects of ability to get information about services when required and the availability of transport in barriers faced in receiving services.

**5. To what extent do the Group factors (vulnerable groups, gender and official registration) affect barriers faced in getting service?**

Findings from the relevant logistic regression model demonstrated that the perceived importance of official registration significantly predicted barriers in receiving services. People with official registration in khoroo was estimated to probably face barriers in receiving services 0.16 less than people without official registration. Vulnerable groups and gender did not significantly predict barriers in getting service. However, the coefficient on female implies that women's probability to face with barriers in receiving services is 0.025 less than men. As comparing among vulnerable groups<sup>27</sup>, the youth, people with disabilities and internal migrants are estimated that their probability of barriers faced in receiving services is higher than single headed people, while this probability is lower for the older people and people living under the minimum subsistence level.

**6. To what extent do Other individual factors (employment and family member) affect barriers faced in getting service?**

A further observation of the logistic regression model indicated that employment and family member were not a statistically significant predictor of career choices (coef = -0.019,  $p > 0.05$  and coef = 0.006,  $p > 0.05$  respectively). No evidence was observed in relation to the associations between the perceived importance of other individual characteristics (including employment and family member) and barriers faced in receiving services.

**7. To what extent do the Primary information factors (way of getting information, receiving information in advance to get the service, getting other's assistance in receiving services) affect barriers faced in getting service?**

Findings from the relevant logistic regression model demonstrated that the getting others' assistance in receiving service has a positive effect in barriers faced. People getting other's assistance in receiving was estimated that their probability of barriers faced in getting service is 0.139 more than people who do not get others' help. The way obtaining information and receiving information in advance to get service did not significantly predict barriers in getting service.

## 6.2 Supply side factors

Supply-side factors include the governance component, as defined previously in the GRPS framework. It involves indicators such as budget, cultural sensitivity of staff and participation of 'vulnerable' groups in decision-making processes. Within the context of gender assessment, the project team conducted 20 SSIs with 20 staff members at the khoroo and district levels. An evaluation sheet was used to assess the knowledge and attitudes about equity and inclusivity of employees. And observation sheets were used for assessing the service buildings.

This section presents statistical results that aimed to find out supply-side effect on barriers faced in receiving services. Supply-side factors meaning any design, implementation and inputs from the public service delivery side such as the budget, cultural sensitivity of staff and participation of vulnerable groups in decision-making processes. Data were mainly analyzed using a variety of parametric tests,

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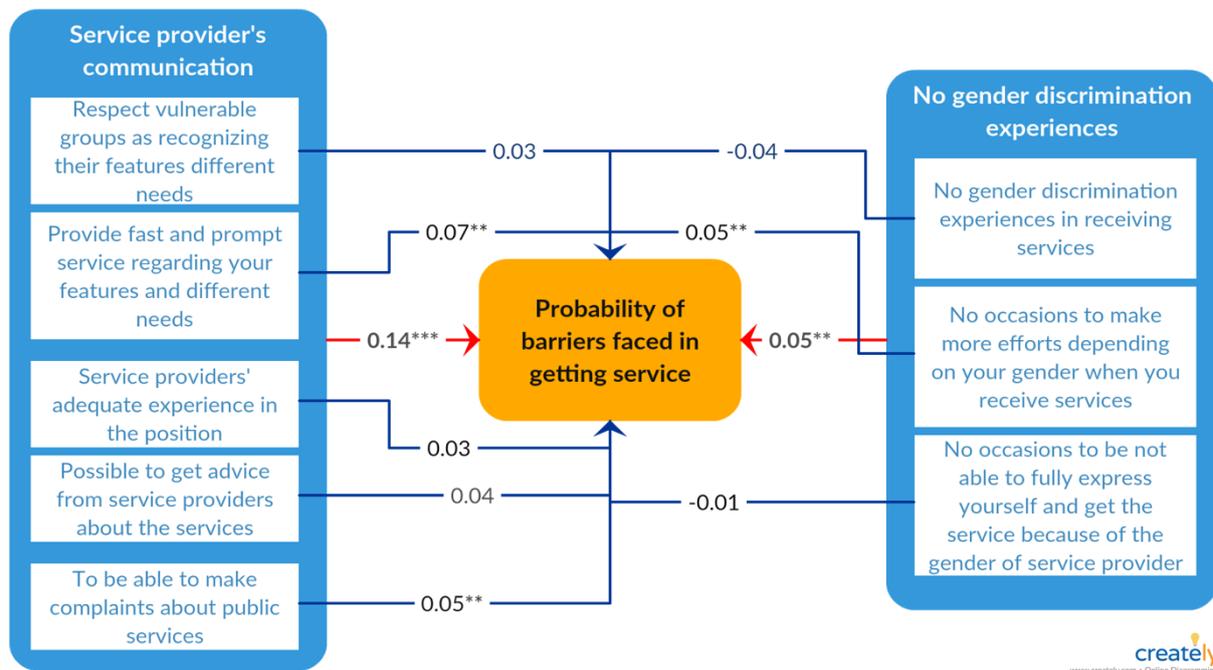
<sup>27</sup> Single headed households were selected as a base group since their share was the lowest in the total of people faced with barriers in receiving services. Thus, the estimates on variables measure the proportionate difference in barriers in receiving services relative to single heads of households.

including t-tests and binary logistic regressions, preceded by factor analysis. A number of significant findings were detected during the data analysis process.

Concerning the relationships between factors and barriers faced in getting service, logistic regression analyses demonstrated that the Service provider communication's factor and No gender discrimination factor had significant associations with barriers faced in receiving services; specifically, results revealed that increases in the importance given to two factors lead to increase in barriers faced in receiving services.

Concerning the relationships between the variables in each factor and barriers faced with getting service, it was statistically demonstrated that 'Provide fast and prompt service regarding their features and different needs', 'To be able to make complaints about public services', and 'No occasions to make more efforts depending on your gender when you receive services' were a positive effect in the probability of barriers faced in receiving services. The figure below illustrates these relationships.

Figure 50. Prediction of barriers faced in receiving services from supply side factors



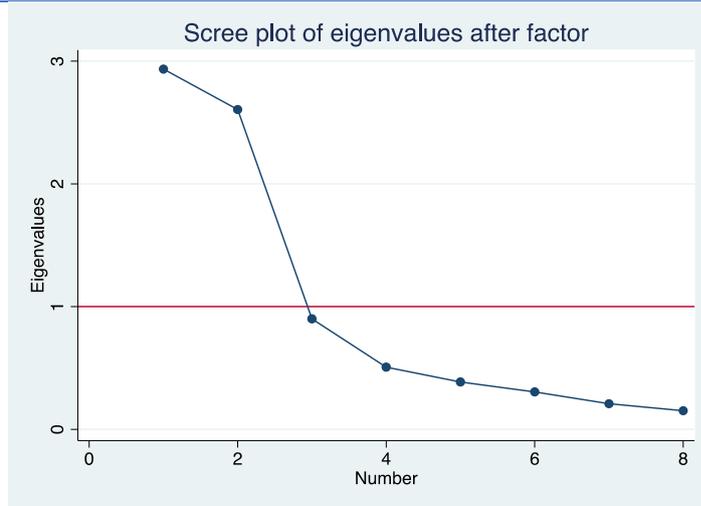
**Note:**

* $p \leq 0.05$ <i>statistically significant or less than 1 in 20 chance of being wrong</i>	** $p \leq 0.01$ <i>statistically highly significant or less than 1 in 100 chance of being wrong</i>	*** $p \leq 0.001$ <i>statistically very highly significant or less than 1 in 1000 chance of being wrong</i>
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**6.2.1 Factor analysis**

Prior to undertaking a factor analysis, it is important to conduct a Kaiser-Meyer-Olkin measure of sampling adequacy (KMO) test and Bartlett's test of sphericity. Since the Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy is **0.78** and Bartlett's sphericity test is  $\chi^2(28) = 1655.83, p < 0.000$ , the factor analysis can be undertaken.

**Figure 51. Eigenvalues after factor**



According to the eigenvalue rule, two factors are retained because of having eigenvalues over one.

N=385

The table below summarizes the factor loadings that are the weights and correlations between each variable and the factor. The higher the load the more relevant in defining the factor’s dimensionality. A negative value indicates an inverse impact on the factor. Item loadings ranged from 0.37 to 0.89. This showed that this scale was unidimensional.

*Table 18. Result of factor analysis*

#	Item	Factor1	Factor 2
1	Respect vulnerable groups as recognizing their features and different needs	0.7758	
2	Provide fast and prompt service regarding their features and different needs	0.8111	
3	Service providers’ adequate experience in current position	0.8115	
4	Possible to get advices from service providers about the services	0.7587	
5	No gender discrimination experiences in receiving services		0.8919
6	No occasions to make more efforts depending on your gender when you receive services		0.8756
7	No occasions to be not able to fully express yourself and get the service because of the gender of service provider		0.8783
8	To be able to make complaints about public services	0.3785	

*Note: blanks represent abs(loading)<0.3*

Factor 1 includes the items regarding *service provider’s communication*, and Factor 2 includes *no gender discrimination experiences*.

### 6.2.2 Inferential statistical analysis

As this section aims to define supply-side variables’ influence in barriers (a binary outcome), a multiple binary logistic regression is the most appropriate statistical test to measure the predictive value of independent variables.

Research questions that will be examined from supply side factors:

1. **To what extent do supply side two factors affect barriers faced in getting service?**
2. To what extent do the *service provider communication's factors* affect barriers faced in getting service?
3. To what extent do the *no gender discrimination's factors* affect barriers faced in getting service?

### 1. To what extent do supply side two factors affect barriers faced in getting service?

Binary logistic regression analysis for the overall effect of the perceived importance of factors, including all two constructs in the model, revealed that, overall, the regression model is statistically significant,  $\chi^2(2) = 57.74$ ,  $p < 0.000$ . This indicates that the two factors do have a significant effect in overall. Moreover, findings showed that the model is able to classify correctly 87.6% of the cases. Two factors are significant predictors of barriers faced in receiving services (coef= 0.89,  $p < 0.01$  and coef=0.423,  $p \leq 0.01$  respectively). The table below demonstrates the full model.

Table 19. Logistic regression predicting barriers faced in receiving services from overall factors

Independent variables	Coefficient ( $\beta$ )	Std.error	z	P value	Odd ratio
<b>F1- Service provider's communication</b>	0.8938281	0.138045	6.47	0.000	2.4444
<b>F2-No gender discrimination experience</b>	0.4232856	0.163937	2.58	0.010	1.5269
<b>Constant</b>	-2.121052	0.182744	-11.6	0.000	0.1199
<b>Number of obs</b>	381				
<b>Pseudo R2</b>	0.1857				
<b>Log-likelihood</b>	-126.61				
<b>Chi square</b>	57.74 (p=0.0000)				
<b>Percent correctly predicted</b>	87.66%				

The magnitudes of the coefficient estimates in the logit model don't measure the marginal effects of independent variables in the dependent variable. By calculating the average partial effects of factors, the factors' effects in barriers faced in receiving services can be determined. The table below finds the average partial effects of statistically significant factors. The Service providers communication's factor had the highest positive effect on barriers faced in receiving services and concluded that increasing this factor by one unit increased the probability of barriers faced in receiving services by 0.14. Also, one unit increase in no gender discrimination's factor increased the probability of barriers faced in receiving services by 0.05.

Table 20. Average partial effects for overall factors

Independent variables	Average partial effects
<b>F1- Service provider's communication</b>	0.1410612
<b>F2-No gender discrimination</b>	0.0594204

A further binary logistic regression models are performed for the variables in each factor.

### 2. To what extent do the *service provider communication's factor* affect barriers faced in getting service?

Findings from the relevant logistic regression model involving items affecting service provider communication indicated that the perceived importance of 'Provide fast and prompt service regarding their features and different needs' and 'To be able to make complaints about public services'

significantly predicted barriers in receiving services. Namely, a unit increase in the above 2 variables increase the probability of barriers faced in receiving services by 0.07 and 0.05 respectively.

Table 21. Average partial effects for Service provider communication's factor

Significant variables	Average partial effects
Provide fast and prompt service regarding their features and different needs	0.0707
To be able to make complaints about public services	0.0511

However, there is no evidence was observed in relation to the effects of other items constituting service providers communication in barriers faced in receiving services.

**3. To what extent do the no gender discrimination's factor affect barriers faced in getting service?**

Findings from the relevant logistic regression model involving items affecting no gender discrimination indicated that the perceived importance of 'No occasions to make more efforts depending on your gender when you receive services' significantly predicted barriers in receiving services. Namely, a unit increase in the above variable increases the probability of barriers faced in receiving services by 0.05.

Table 22. Average partial effects no gender discrimination's factor

Significant variables	Average partial effects
No occasions to make more efforts depending on your gender when you receive services	0.0588

However, there is no evidence was observed in relation to the effects of other variables expressing No gender discrimination factor.

## 7 Conclusions

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Studies have shown that poor and the vulnerable groups living in ger districts of Ulaanbaatar are significantly yet disproportionately affected by existing disparities in the distribution of services and social infrastructure; lowering their access to opportunities and a reasonable quality of life. For vulnerable groups to access various social services and welfare benefits, local khoros play a central role as they provide information about those services to citizens, provide first-step services in the application processes and facilitate interaction between citizens and the Municipality of Ulaanbaatar (MUB). Therefore, it was necessary to understand whether the services provided at the khoroo level and the district one-stop-shop levels fulfill vulnerable groups' rights, provide services that are available, accessible, affordable and accountable, and whether they are equity-focused and gender responsive.

Using a mixed-method approach, the aim of this current study was to identify barriers faced by vulnerable groups in Ulaanbaatar's ger areas in accessing the identified public administrative services, and to identify the factors affecting their accessibility. In doing so, separate analysis was conducted for demand-side and supply-side factors. The second aim of the study was to assess the gender-responsiveness of the services by employing the Gender-Responsiveness in Public Services (GPRS) framework. The third aim of the report was to provide recommendations for the MUB; reflecting gender-responsive principles in the future design of public administrative services.

Using six-criteria under the GPRS framework, the study provided an overall assessment of the gender-responsiveness of the public administrative services. Of the six criteria, three were assessed as being at the Basic level, one criteria was assessed as being at the Moderate level and two other were identified to be at the Robust level.

- **Basic.** The criteria that were assessed as being at the basic level related to the **design** and delivery of public administrative services; namely the budgeting and accountability aspects. The gender-responsive budgeting criteria had the lowest adherence to the GRPS framework, as in all points in the cycles of budgeting (i.e. planning, allocating, spending and reporting) the use of gender indicators and sex-disaggregated data was low, at both national and sub-national levels. Another criterion assessed as basic was **knowledge**. From the service providers' side, there was insufficient training, and their knowledge of vulnerable groups' needs and demands was lower. From the citizens' side, around half of the respondents reported they knew about their rights and entitlements in receiving services.
- **Moderate.** Physical accessibility was assessed as moderate, based on the questionnaire and observation checklist results. People with disabilities and older persons assessed physical accessibility lowest, and indicated it needs to be significantly improved.
- **Robust.** Criteria that were assessed as robust were **availability** of the public administrative services and the **attitudes** and communications of service providers. The availability criteria covered whether public services were quantitatively and economically available to vulnerable groups. It also included whether information about services was available to vulnerable groups. Most groups, except youths and people with disabilities, assessed the affordability relatively high. Attitudes and communications of the khoros, OSSs and integrated service centers' staff were assessed as good and there is no significant discrimination. However,

interviews with LGBT people showed there was significant discrimination among service providers towards such people.

In addition to the assessment results, relevant findings to understand the barriers and accessibility of services among the vulnerable groups emerged from the study. Firstly, the study showed there were clear differences in gender roles within households in accessing public administrative services, and the task is often undertaken by women in households, on behalf of the other members. Women take household management roles in addition to taking care of the elderly and children and they take the responsibility of handling public services related activities. The methods of obtaining information about public administrative services differed between women and men. Women were more confident in meeting public officials and kheseg leaders, tended to obtain information in advance, and used more sources of information. In contrast, men preferred more indirect methods; using the internet and social media. Interviews with service providers indicated men tended to lack communications skills and tried to resolve issues with force. Youths were seen as a group that is most inactive and do not receive services themselves.

The second major finding was the differences in accessing public administrative services, depending on the type of the vulnerable groups. Groups that faced most barriers in accessing public services were people with disabilities, followed by internal migrants and youths. People with disabilities risk being left behind due to barriers in both social and physical accessibility, and the services are less available to this group. Furthermore, male single heads of households lagged behind in terms of subjective well-being and access to services. Although gender discrimination was perceived as low across most vulnerable groups, LGBT people felt discrimination was high in public service delivery.

Thirdly, it was found that within the groups, there were different types of individuals and households. For instance, around 5% of respondents were a group with high levels of subjective well-being, tertiary education and sufficient income. A majority (55%) constituted a middle or lower-middle stratum (according to their own subjective assessment) and their assessment of public administrative services accessibility tended to be average. However, those (around 40%) who reported they belonged to a lower stratum, reported higher levels of barriers to access services; they did not own a smart phone, computer or cell phone, and lacked internet connection. This suggests interventions aimed at different groups need to take into account within-group differences and target those who are worse-off.

Fourthly, service providers at the khoroo level had direct communication with citizens, including vulnerable groups, and provided regular advice and information about prospective programs and opportunities. The service providers' knowledge about the needs of vulnerable groups was low, especially among, the staff working at OSSs and integrated service centers. Although staff at the khoroo level tried their best to help vulnerable groups in certain circumstances, there were no formal arrangements (for example '*priority*' and/or '*fast tracking*' signs) in delivering public administrative services to some groups such as people with disabilities.

Fifthly, it was found that the design of the services was not gender-responsive. Gender was not mainstreamed in policy formulation, budget planning, or implementation, and reporting; and service providers do not receive guidance about ensuring gender equality in their work. The knowledge, accountability, and GRB criteria were assessed at being at the basic level.

Finally, the main factors affecting accessibility were identified. The logistic regression analysis shows that the increases in the importance given to *distance to service providers, both time and money-affordability and getting other's assistance in receiving service directly* lead to increase in barriers faced in receiving services. Whereas increase in importance given to variables such as social class, and income sufficiency for daily basic needs and clothes, and official registration in a lead to decrease in barriers faced in receiving services. Concerning the supply-side factors, logistic regression analyses demonstrated that the Service providers' *communication's factor* (such as respectful and prompt services) and the set of *No gender discrimination factor* had significant associations with barriers faced in receiving services; specifically, results revealed that increases in the importance given to two factors lead to increase in barriers faced in receiving services.

The next section provides recommendations to reduce barriers in public service accessibility and to enhance gender-responsiveness of public administrative services at the khoroo and district OSS level in Ulaanbaatar.

## 8 Recommendations

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Based on the findings of the study, a number of recommendations for improving different components of gender-responsive public service delivery in Ulaanbaatar were formulated. Recommendations were developed for each GPRS criteria and where possible, the report tried to distinguish between short (1-3 years), mid (3-5 or 5-10 years) and long-term (10-15 or 15-20 years) action plans. This section provides the basis for future consultation refining of a roadmap to enhance GRPS and equity-focused principles in public administrative services.

### *Increasing availability of information for vulnerable groups*

Availability of information about public administrative services among the vulnerable groups was identified as one of the important factors affecting accessibility.

**In the short-term**, it is suggested that:

- Information availability via social media platforms and media sources, should be improved to benefit youths and men.
- A central operating a call center/a call-service to assist and provide advice to citizens who require information about services relevant to the district level OSSs and integrated service centers. This call center could have an automated response with an option of contacting directly with operators for additional information.
- A brochure containing the list of services available that can be obtained at the khoroo, district OSS and integrated services centers along with required documents and other relevant information should be developed and distributed both via online platforms (websites and social media pages) and in print format placed at khoroo buildings and distributed by kheseg leaders.

**In the mid-term:**

- The MUB, khoros and kheseg leaders should promote men and youth to participate actively to receive services. Relying solely on social media and electronic versions of services pose risk of excluding the older persons.
- The most common way of obtaining information was by directly calling kheseg leaders or khoroo staff and/or meet the staff in person. Therefore, a more inclusive way of making information available to all would be to increase the number of kheseg leaders to reach out to most left-out groups, including people with disabilities.
- As availability of information was a barrier for most people with disabilities and older persons, measures to update all government services website to align with international Web Content Accessibility Guidelines or Checklists would be important.
- Mobile phone applications designed for people with reading difficulties using QR code to read text information should be developed based on the needs of information.

### *Increasing availability of services*

- In the short term, it is recommended that interventions to reduce both physical and social accessibility barriers faced by people with disabilities should be prioritized.
- Additional improvements could be made in adopting flexible working hours and making the timetable available would allow more accessibility for single heads of household and women.
- Formal arrangements (for example 'priority' and/or 'fast tracking' signs) in delivering public administrative services to some groups such as people with disabilities should be placed at all service delivery buildings.
- Introduce postal services in ger areas that can also be used for delivery basic public administrative services and that can also be used for submitting requests, comments and complaints about public services.

### *Improving knowledge of service providers and citizens*

#### **In the short-term:**

- Empower different groups by raising awareness about their rights and entitlements. As khoros' one of the main mandates is to raise awareness among the khoroo citizens with regards to relevant laws and regulations, an important and basic provision of information should be on the rights and entitlements of citizens in receiving services.
- Training for service providers at khoroo, district OSS and integrated service centers should be provided on understanding the special needs of different groups. Existing manuals on this topic can be used for training. It is also important to sensitize service providers about LGBT issues and how to avoid gender-based discrimination or other forms of discrimination.
- Training for recognizing the importance of disaggregated data and its use in annual planning should be provided at the City, district and khoroo levels.

#### **In the mid-term:**

- MUB should assist khoroo and district level government offices to adopt principles of gender-sensitive service delivery in their internal rules and operations<sup>28</sup> through the gender focal points (and other relevant stakeholders).
- A city level of nationwide information campaign about the basic rights and entitlements of citizens in receiving services should be provided. A separate public relations plan should be adopted and integrated at district and khoroo level annual plans.

### *Improving physical accessibility*

#### **In the short-term:**

- To introduce mechanisms for those who have limited mobility to provide home-based services (for instance upon pre-booking via phone calls, family members' visit to khoros or request delivered through kheseg leaders).
- For remote or isolated khoros, to increase availability of public transportation in terms of frequency and route distances.

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<sup>28</sup> Хорооны Засаг даргын ажлын албаны дотоод журам, албан тушаалтнуудын ажиллах журам.

- Most urgently, all ramps need to be replaced to meet the national standards and service buildings should have necessary equipment and facilities (e.g. handles, diaper changing stations).

**In the mid-term:**

- The MUB and service delivery units at all levels are obliged to be accessible for everyone. Therefore, an addition, renovation, or repair should be made at public service facilities to make them usable for people with disabilities and others. In other words, all types of access should be ensured.

***Increasing accountability***

**In the short-term:**

- Include vulnerable groups in planning and delivery processes of the City, district and khoroo annual plans.
- Analyze records of service provision at khoroo, district OSS and integrated service centers disaggregated by sex and other characteristics of citizens.
- Enable the collection of disaggregated data at khoroo levels by providing simple data collection tools and guidelines to kheseg leaders, social workers and other relevant officers.
- Most khoroo had included action plans to conduct targeted activities at vulnerable groups such as identifying vulnerable groups and assist in including them in necessary social welfare and protection programs. Therefore, the MUB should provide general guidance and support for khoroo staff in reaching out to vulnerable groups.
- An easy-to-use software (or an excel document template) to register citizens' information, to conduct needs assessment and to register provision of services for citizens should be developed and provided to all khoroo.
- Accelerate the city and district gender focal points' works should be prioritized. Their main tasks should be to translate gender equality strategies, national and MUB programs into district and khoroo level action plans and provide guidance on integrated training plans for the staff.
- Register complaints and comments from citizens, introduce Edoc software and use email/online platforms to organise surveys (two khoroo).
- Ensure all khoroo conduct citizen satisfaction surveys annually and include vulnerable groups' voice in these surveys. The needs assessment and satisfaction survey results should be included in the annual reports.

**In the mid-term:**

- Include and involve vulnerable groups in the provision of services that meet their needs by ensuring more openness, promptness and regular feedback mechanism in service delivery throughout the City and at all levels.
- MUB should work towards ensuring vulnerable groups are represented on city governance and planning committees related to the public goods and/or services. Specific criteria for representation and mechanisms for representation should be developed.
- The National Committee on Gender Equality and the MUB Gender council should focus on integrating gender and equity principles into ongoing and regular operations of their service delivery. This could mean changing the format of annual action plans, reports and budget

proposals; reflecting analysis of potential beneficiaries (if possible, with attention to gender and other socio-economic disaggregated information).

- For vulnerable groups, kheseg leaders are important points of contact to connect them to public administrative and social services. Therefore, enhancing capacities of kheseg leaders in collecting data, in communications and in getting regular updates and information about laws and regulations should be a priority for the MUB. Furthermore, the number and work conditions of kheseg leaders should be improved.
- Participation of citizens in general but those of men and youths in particular should be encouraged at the City level.

### ***Adopting gender-responsive budgeting***

#### **In the short term:**

- Conduct GRB training for the MUB's entire budget staff.
- Conduct an analysis of GRB at all levels of the city in 2019 fiscal year. Incorporate the results of previous fiscal year's analysis on gender-sensitive budgeting into the annual budget guidelines.
- Provide information about possible avenues for reflecting citizens' views in budgeting along with activities aimed at increasing availability of public services information.
- Expand the LDF exercises to wider budget planning at the City level.
- Assess whether available resources (e.g., time, staff, budget, skill sets, equipment, training, etc.) at the khoroo level are adequate to effectively execute their mandate, strategic goals and work plans.

#### **In the mid-term:**

- Adopt performance/outcome-based budgeting to improve the City's ability to meet the needs of diverse groups through effective programme designs to effect change.
- The City's budget planning and reporting should be analyzed in terms of their contributions towards equity and gender-responsiveness. Also the potential impact of the proposed budget on gender outcomes and equity principles must be assessed prior to the allocation of budgeted resources.
- To do so, a city level budget analysis and monitoring methodology should be developed and used.
- MUB can forge partnerships to catalyze new approaches to gender responsiveness and equity-focus across different policy and service areas including GRB, encourage and support existing non-governmental initiatives.
- MUB and the Ulaanbaatar's Citizens' Representative Khural should meet the Law on Promotion of Gender Equality requirement on gender quota based on the assumption that *'the employment of female decision makers in the civil service is more likely to ensure that planning and budgeting processes are gender responsive', and that the needs and priorities of vulnerable groups are addressed* (UNDP and UNIFEM 2009).

### *Overall recommendations for the long-term goal to increase accessibility*

The public administrative services delivery should be assessed as Robust in the long term. To do so, the following long-term policy directions are suggested:

- Focusing on improving livelihoods of the vulnerable groups, especially those who are worst off - should remain a priority.
- Interventions aimed at different groups need to take into account within-group differences and target those who are worse-off.
- Existing social norms and gender divisions of labor (including addressing care and women's role in household management) should be challenged.
- MUB and NCGE should work with wider society to bring about an understanding of marginalization and vulnerability and how vulnerable groups can be involved in overcoming it.
- MUB should provide funding to build and grow organizations (such as women-led) to collectively bargain for improved public goods or services in Ulaanbaatar's budget allocation.

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## Annex 1. Glossary

Item	Definition
<b>Accessibility</b>	Accessibility concerns the level of access and identifies who has access; thereby encompassing the human rights principle of non-discrimination. In order for public services to be accessible, public service delivery systems should not discriminate, and positive steps should be taken to reach the most marginalized. Two dimensions of accessibility are crucial to determining whether a service is gender responsive: physical accessibility and social accessibility. <i>International, A. A. (Revised 2018). Gender Responsive Public Services, Framework.</i>
<b>Availability</b>	The availability of gender-responsive public services can be assessed by analyzing the quantitative supply of services and whether they are economically available to the whole population. <i>International, A. A. (Revised 2018). Gender Responsive Public Services, Framework.</i>
<b>Ger</b>	Mongolian traditional circular-shaped dwelling covered in felt.
<b>Ger district</b>	A ger district is a form of residential district characterized (predominantly but not exclusively) by gers.
<b>Internal migrants</b>	<i>'Citizens who are migrating within administrative units, if permanently migrating to any administrative unit for a period of up to 180 days within 10 days, or if temporary migrating for the period of 31-180 days, shall be obliged to register in the territory of any administrative unit within 7 days'. (Resolution on Procedures for registration and reporting of migrants in Mongolia.)</i>
<b>Intersectionality</b>	Originally, a concept of intersectionality was used in gender studies and feminist theories. However, intersectionality now has a broader notion and application, that identifies multiple layers of social factors, and systems that lead to various intersections of social inequality. <i>Cooper, Brittney (1 February 2016).</i>
<b>Kheseg leaders</b>	A district is subdivided into khoroots, and khoroots are subdivided into the units. At ger district overall 200-250 families and at apartment district overall 250-300 families are managed by one unit leader. <i>(Regulation of unit leaders' work operation, 2015)</i>
<b>Khoroo</b>	Khoroo is an administrative subdivision of Ulaanbaatar, the capital of Mongolia, which is below the level of a district.
<b>LGBTIQ</b>	<p>LGBT is the abbreviation for Lesbian, Gay, Bisexual, and Transgender, an umbrella term that is often used to refer to the community as a whole.</p> <p>LGBT+Intersex: People who, without medical intervention, develop primary or secondary sex characteristics that do not fit 'neatly' into society's definitions of male or female.</p> <p>LGBTI+Queer: A person whose gender identity and/or gender expression falls outside of the dominant societal norm for their assigned sex, is beyond genders, or is some combination of them.</p> <p><i>UGP. (2018). Human-centered public service, Handbook for public servants of Mongolia, Ulaanbaatar.</i></p>

Item	Definition
<b>Older persons</b>	Men aged 60+, and women aged 55+ are defined as an elderly. <b>(Law on the Elderly, Mongolia, 2017.)</b>
<b>People with disabilities</b>	<p><i>'Disabled person is someone whose physical, intellectual, mental and sensory impairment combined with contextual barriers, have caused activity limitations and restrictions of full and active participation in social lives'. (As specified in 4.1.1 of the Law on Rights of Disabled People , 2017)</i></p> <p>It involves individuals who have been diagnosed with disabilities through the Medical and Labor Examination Commission and are recorded as disabled in the official statistics or annual statistics on some social indicators. <b>JICA, MLSP. (2017). Disability in Mongolia. Ulaanbaatar.</b></p>
<b>Poor - People who are living under the minimum sustenance level</b>	<p>1. The minimum subsistence level refers to a minimum consumption level expressed in monetary value. According to the <b>NSO 2018, Minimum Sustenance level is MNT198,600</b> in Ulaanbaatar.</p> <p><b>NSO. (2018, 06 11). Population. Retrieved from Meta Database: <a href="https://metadata.1212.mn/indicatordata.aspx?id=D9Aq3rXR0cWhlm6LKxRrly9ufXwu/D+mqzORCcFjbHU=&amp;ln=mn">https://metadata.1212.mn/indicatordata.aspx?id=D9Aq3rXR0cWhlm6LKxRrly9ufXwu/D+mqzORCcFjbHU=&amp;ln=mn</a></b></p> <p>2. According to the MLSP, households are classified into 20 living levels according to the Proxy Means Testing Methodology (PMT).</p>
<b>Single heads of households</b>	<i>'A mother or father headed household refers to married or divorced single mother and father with legitimated or adopted children, whose husband/partner has died, missing or no legal capacity, parental rights are limited under a court decision'. NSO. (2013). Methodology to Measure Some Social Indicators. Ulaanbaatar</i>
<b>Vulnerable groups</b>	<p>The study team defined vulnerable group as follows:</p> <ul style="list-style-type: none"> <li>• Those disadvantaged and stigmatized because of their identity or unique social circumstances.</li> <li>• Those that experience a higher risk of poverty and social exclusion, than the general population.</li> <li>• Those at a higher risk of receiving a standard of public service lower than others.</li> </ul> <p><b>(The World Bank, Urban Poverty in Ulaanbaatar, 2017)</b></p>
<b>Youth</b>	As specified <b>in clause 3.1, Law on Promoting Youth</b> , the population aged 15-34 years.

## Annex 2. Respondent selection criteria

To be eligible to participate in the survey, respondents have to fulfil the following generic criteria:

- Must be a citizen of Mongolia of 16 years and older
- Must have lived in the selected household for at least for the last six consecutive months
- Must have received at least one of the identified public services in the last 12 months.

Groups	Registered <sup>29</sup>	Group specific criteria	Comments
<b>Single headed household parent</b>	Yes	Households should be registered as single headed household in the khoroo's registration data.  Heads of households that are registered in selected khoroo's.	Both male and female headed households should be included in the study.
<b>Person with disabilities</b>	Yes	Include following respondents registered in target khoroo's: <ul style="list-style-type: none"> <li>• Citizens above 16 years who lost working capacity at least 50% or more, &amp; received disability pension.</li> <li>• Citizens above 16 years who need permanent care, or received disability allowance. Here, the caregiver can be interviewed if people with disabilities have not received services independently.</li> </ul>	Disability type not considered.  If interview takes place with caregivers, qualifications required for both people with disabilities and their caregivers should be ' <i>above 16 years of age</i> '.
<b>Older person</b>	Yes	Men aged 60+, and women aged 55+, and registered in selected khoroo's.	Not consider whether respondents receive retirement benefit or not. Only consider the age qualifications.
<b>Youth</b>	Yes	Youths aged 15-34, and registered (and reside) in selected khoroo's.	
<b>Poor (person living under the minimum sustenance level)</b>	Yes	Those living at the minimum sustenance level (based on the PMT database and registration of the head of 'kheseg'. Due to the PMT, people identified in the first level category are 'poor'. Therefore, within the survey households categorized 2 level in PMT data will be selected.)	The income-based methodology, PMT, is poor in terms of household livelihoods, therefore, study also will use registration of head of the kheseg.
<b>Internal migrant</b>	No	Temporary or permanent residents registered in the selected khoroo's six months prior to the data collection (according to the <i>Resolution on Procedures for registration and reporting of migrants in Mongolia</i> ).  Residents who are not registered, but reside in target khoroo's are also eligible.	Following the Order No.A/17 of the Governor of MUB will constrain the study (excluding those who migrated outside the Order but cannot access public services or excluded. Therefore, propose to include both registered and non-registered within an inclusive approach.
<b>LGBTIQ</b>	No	LGBT Center's members over 18 years of age are eligible.	Respondents at high risk of discrimination should be selected; e.g. transgender or men having sex with men.

<sup>29</sup> In the selected khoroo's

## Annex 3. Assessment criteria and the rule sets

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### Criteria and sub-criteria selection

Six assessment criteria based on selected and most relevant components of GRPS were developed that could be assessed in a questionnaire format. The GRPS provides broad dimensions to which the six criteria apply:

- Availability
  - Availability-related sub-criteria were developed for the analysis aimed at revealing a level of affordability, availability of staff and services for target groups.
- Accessibility
  - Sub-criteria aimed at assessing both physical and social accessibility of public administrative services. The sub-criteria relate both to the service providers and customers (citizens).
- Governance
  - Sub-criteria assessing design of public services in terms of accountability and budgeting.

The sub-criteria comprise several questions or statements that were developed to reflect the criteria components outlined by GRPS Framework and EFGRE approach and are therefore a representation of the functions that make up the analytical framework of this study. The sub-criteria use a combination of quantitative (repetition, frequency and scope) and qualitative indicators.

Formulating criteria that are both operationally and empirically measurable for normative data can be complex. The intervals between responses given to normative statements on a Likert scale are not made identical simply because they are ranked numerically. As such a heuristic approach was adopted for the criteria and sub-criteria selection and assessment taking into account both the quantitative and qualitative measures of the sub-criteria (Conaboy 2018).

At the most granular level of the GRPS assessment is the indicators grouped by the criteria. Each sub-criterion consists of several indicators – reflected in the questionnaire as a question; or a checklist assessment; and/or in the SSIs obtained from service providers. These indicators are assessed by a 4 Likert scale statements (we deliberately avoided the scale Neutral as majority of the respondents in Mongolia tend to select neutral in answers and having this option does not assist in revealing the tendency of subjective assessment of the respondent). Other indicators are assessed simply by Yes/No statements. For instance, the checklist measures the quantity or presence of certain characteristics but do not measure the quality or extent of these characteristics. Similarly, the desk review assesses desired characteristics such as whether a compliant mechanisms and tools exist or not, based on available evidence. Then further qualitative indicators such as whether these tools are effective are also assessed by Yes/No statements.

Table 23. Definition and criteria used in the assessment

Dimension	Description of the criteria	Sub-criteria	Tools	Sub-criteria assessment
<b>Availability</b>	<b>Availability</b> The quantitative supply of services and whether they are economically available to the whole population	1. There are enough service providers to deliver the selected services	Checklist	Yes/No
		2. The service providers are present at the office during work hours	Checklist + Q + SSI	Yes/No
		3. The service is affordable (money-wise) to vulnerable groups	Q	Likert scale
		4. The service is affordable (time-wise) to vulnerable groups	Q	Likert scale
		5. Information about the services is available to vulnerable groups	Q + Checklist	Likert scale Yes/NO
<b>Accessibility</b>	<b>Knowledge</b> The service providers are aware of gender equality principles, the differing needs of under-represented groups.	6. Vulnerable groups have adequate information about services (required documents, where to get service, ways of obtaining information)	Q + SSI	Knowledge test + Likert scale
		7. Service providers have sufficient knowledge about the groups' different needs	Q + SSI	Knowledge test + Likert scale
		8. Service providers have understanding and knowledge about gender equality	SSI	Knowledge test
		9. Service providers have training and guidelines to adopt gender-sensitivity in their work	DR + SSI	Yes/No
		10. Service providers have adequate experience in current position	Q + SSI	Likert scale
	<b>Attitudes / communication</b> The principles of non-discrimination based on gender and other background. The service providers are gender and cultural sensitive.	11. Services providers respect under-represented groups and treat them with dignity	Q + SSI	Likert scale
		12. There are no gender discrimination experiences between service providers and under-represented groups in public services	Q + SSI	Likert scale
		13. Services are non-discriminatory and do not make any distinction in provision based on sex, language, religion, political opinion, nationality, ethnicity, ability or any other status	DR+ Q + SSI	Likert scale + Knowledge test
		14. Services providers and service delivery is to suitable for vulnerable groups diversity?	SSI+Q	Likert scale
	<b>Physical accessibility</b>	15. Location and distance of public service is suitable for the needs of under-represented groups	Q + Checklist	Likert scale + Yes/No
		16. Public service space/ road /transportation to get there is safe and accessible (under-represented groups do not experience threats or harassment)	Q + Checklist	Likert scale + Yes/No
		17. Office has facilities that allow access to differently-abled people (e.g. sign language interpretation, ramps or other services needed)	Q + Checklist	Likert scale + Yes/No
		18. Office is user-friendly (has restrooms, allows privacy, chairs)	Checklist	Yes/No
<b>Governance</b>	<b>Gender-responsive budgeting</b> A cyclical process of planning,	19. Participatory needs assessment/needs of under-represented groups are reflected in budget planning	Checklist+ DR	Yes/No
		20. Allocate budget to carry out equity-focused and gender-responsive activities (aimed at under-represented groups)	SSI + Checklist	Yes/No

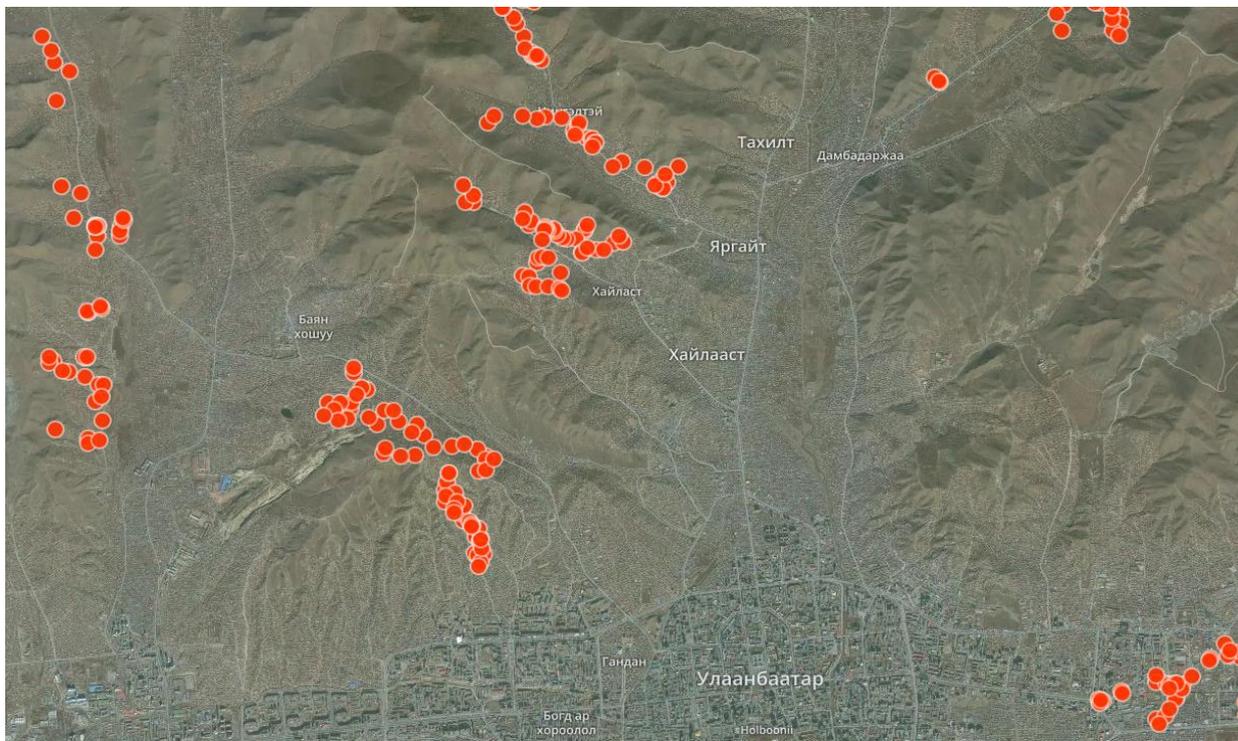
Dimension	Description of the criteria	Sub-criteria	Tools	Sub-criteria assessment
	programming and budgeting.	21. Relevant local budget items are sex-disaggregated	Checklist (DR)	Yes/No
		22. Local governments are able to respond to local and vulnerable groups' needs.	Checklist (DR)	Yes/No
	<b>Accountability</b> A relationship through which service providers are required to explain their decisions and performance.	23. The local government reporting collects and uses sex-disaggregate data	DR+ SSI	Yes/No
		24. The local government reporting and performance assessment considers vulnerable groups' conditions	DR+ SSI	Yes/No
		25. There is a complaint mechanism and tools at the local government allowing vulnerable groups' voice	Q+ SSI+ Checklist (DR)	Likert scale + Yes/No
		26. Local government identifies the needs of vulnerable groups (e.g. through public hearings and surveys)	Q+ SSI	Yes/No

## Annex 4. Geotag of the survey respondents

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The map illustrates the locations of the survey respondents

Figure 52. Geotag of the survey respondents



## Annex 5. Observation checklist

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### OBSERVATION LIST

District:	
Khoroo:	
Date (weekday)	
Researcher's name:	

No	Indicators	Yes	No	Description
<b>ONE. EXTERNAL ENVIRONMENT OF THE KHOROO BUILDING</b>				
1	Whether the road to the Khoroo is convenient			
2	Whether there is outdoor lighting at the Khoroo building			
3	Whether there is work timetable of the Khoroo			
4	Whether the road to Khoroo apartment has a guide and tactile paving for vision-impaired people			
5	Whether there is a ramp for entrance to Khoroo building			
6	Whether the ramp has handle for leaning and pulling, and barriers			
7	Whether the outer door threshold is low			
8	Whether the door opens outwards			
9	Whether the outside door is sufficiently large enough to fit person with a wheelchair			
10				

№	Indicators	Yes	No	Description
<b>TWO. INTERNAL ENVIRONMENT OF THE KHOROO BUILDING</b>				
1	Whether it is specifically addressed that who is providing which kind of service /Name and position of the employee/			
2	Whether the service timetable of the employees is precise/ evident			
3	Whether there is a bulletin board that the customers could get necessary information			
4	Whether it included information about the main services, criteria and required documentation			
5	Whether the service port and desks are available to interact with the employees at the same level			
6	Whether there is a desk for customers to use			
7	Whether the service hall capacity is adequate			
8	Whether there is chair for waiting/reception			
9	Whether there are restrooms			
10	Whether they are available for the citizens			
11	Whether there are instructions or notices for the elderly, pregnant, or disabled persons to receive services without queuing			
12	Whether there are writing book, boxes, etc.			

No	Indicators	Yes	No	Description
<b>THREE. KHOROO OPERATIONS</b>				
1	Governor			
2	Administrator			
3	Social worker			
4	Labor and welfare officer			
5	State Registrar			
6	Street unit leaders			
7	Other .....			

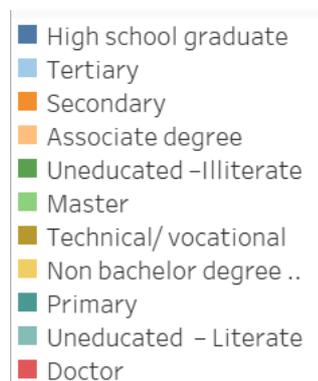
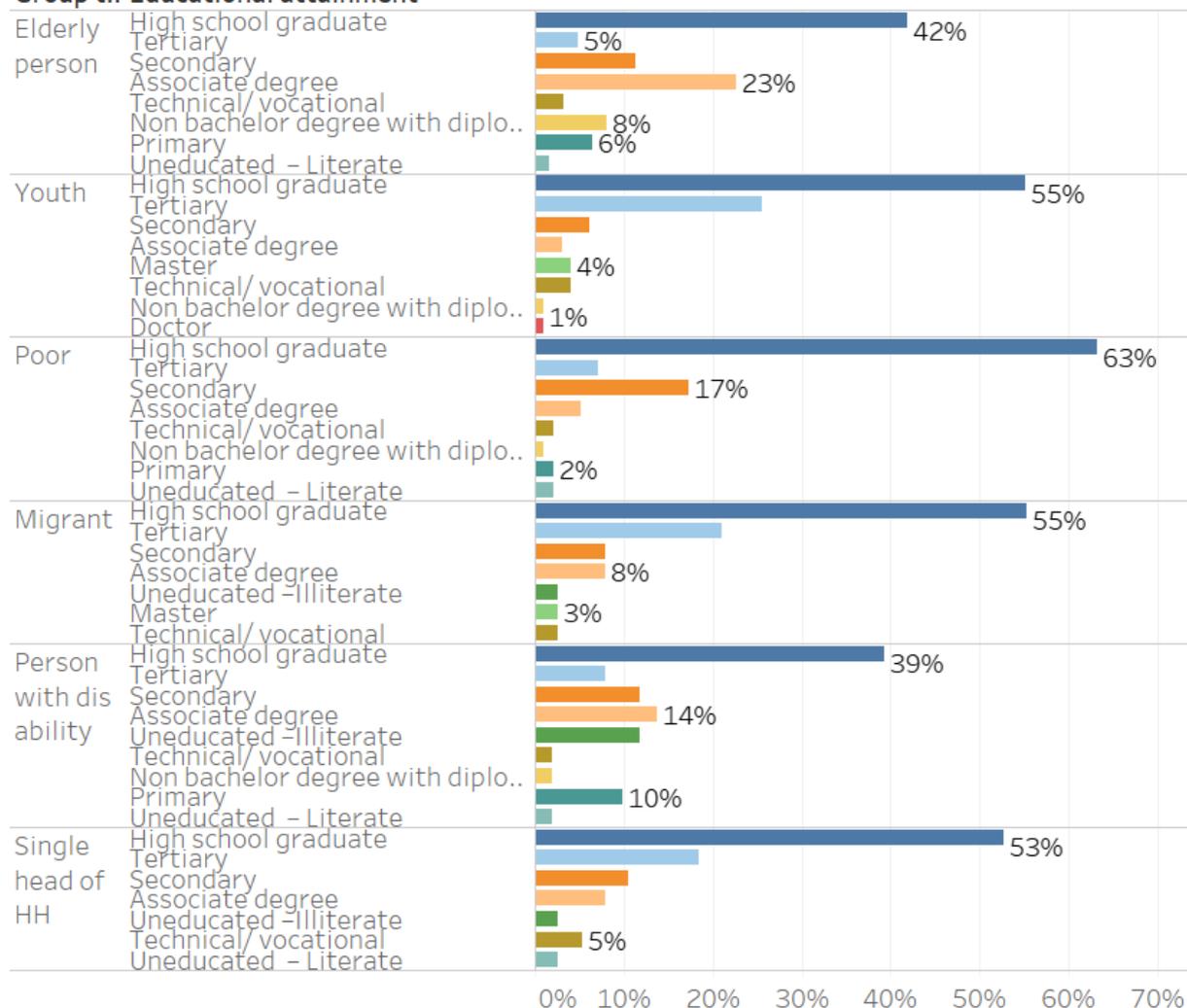
No	Indicators	Yes	No	Description
<b>FOUR. KHOROO DOCUMENTS</b>				
1	Operation report of past year			
2	Whether if it reflected gender differences			
3	Operational plan of this year			
4	Budget of Khoroo in year 2019			
5	Whether if it reflected gender differences			
6	Is there a writing book for feedbacks and requests?			

**ADDITIONAL NOTES AND OBSERVATIONS**

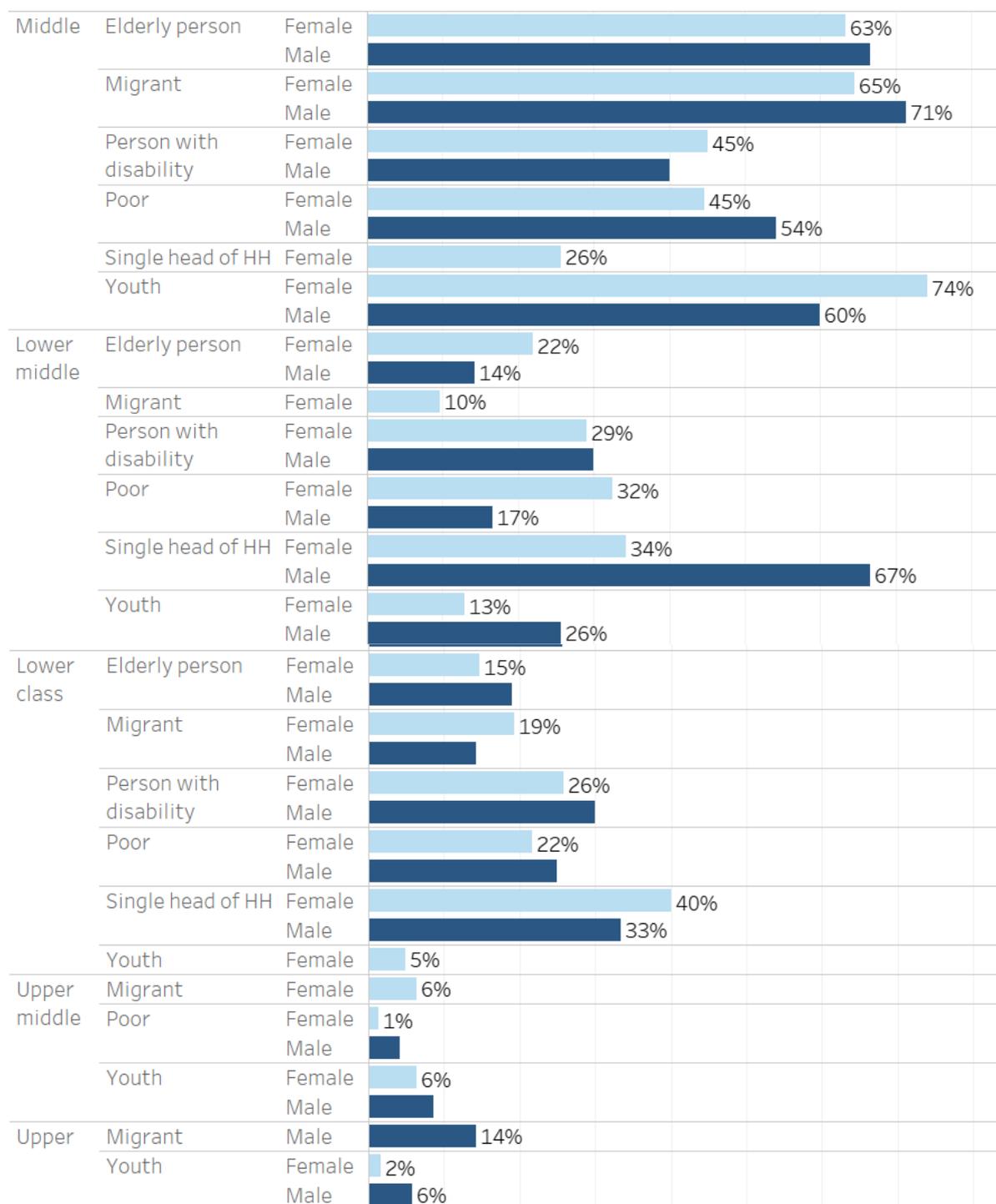
## Annex 6. Survey results

### Result 1 Vulnerable groups and their educational attainment

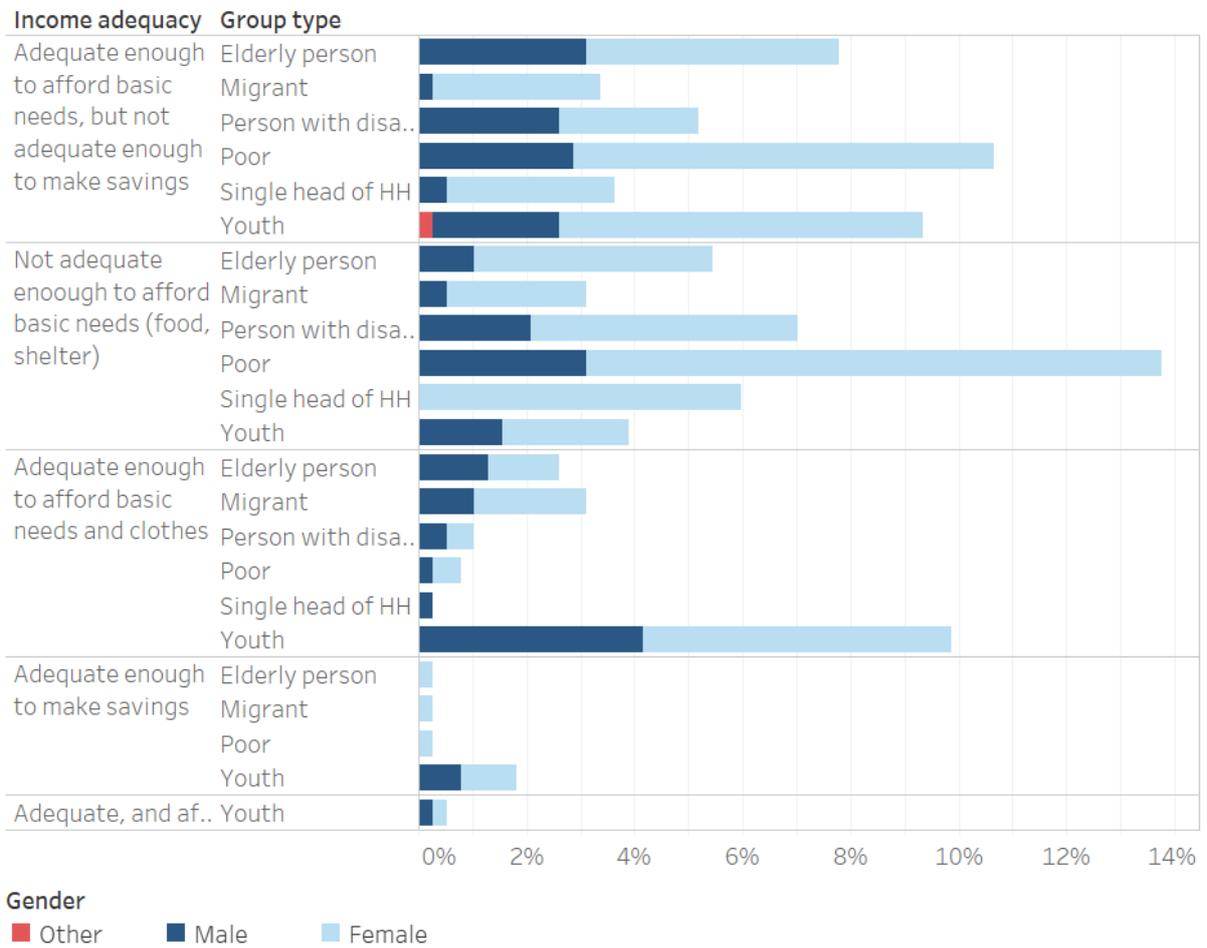
#### Group t.. Educational attainment



Result 2 Subjective assessment of social strata by group and by gender



## Income adequacy



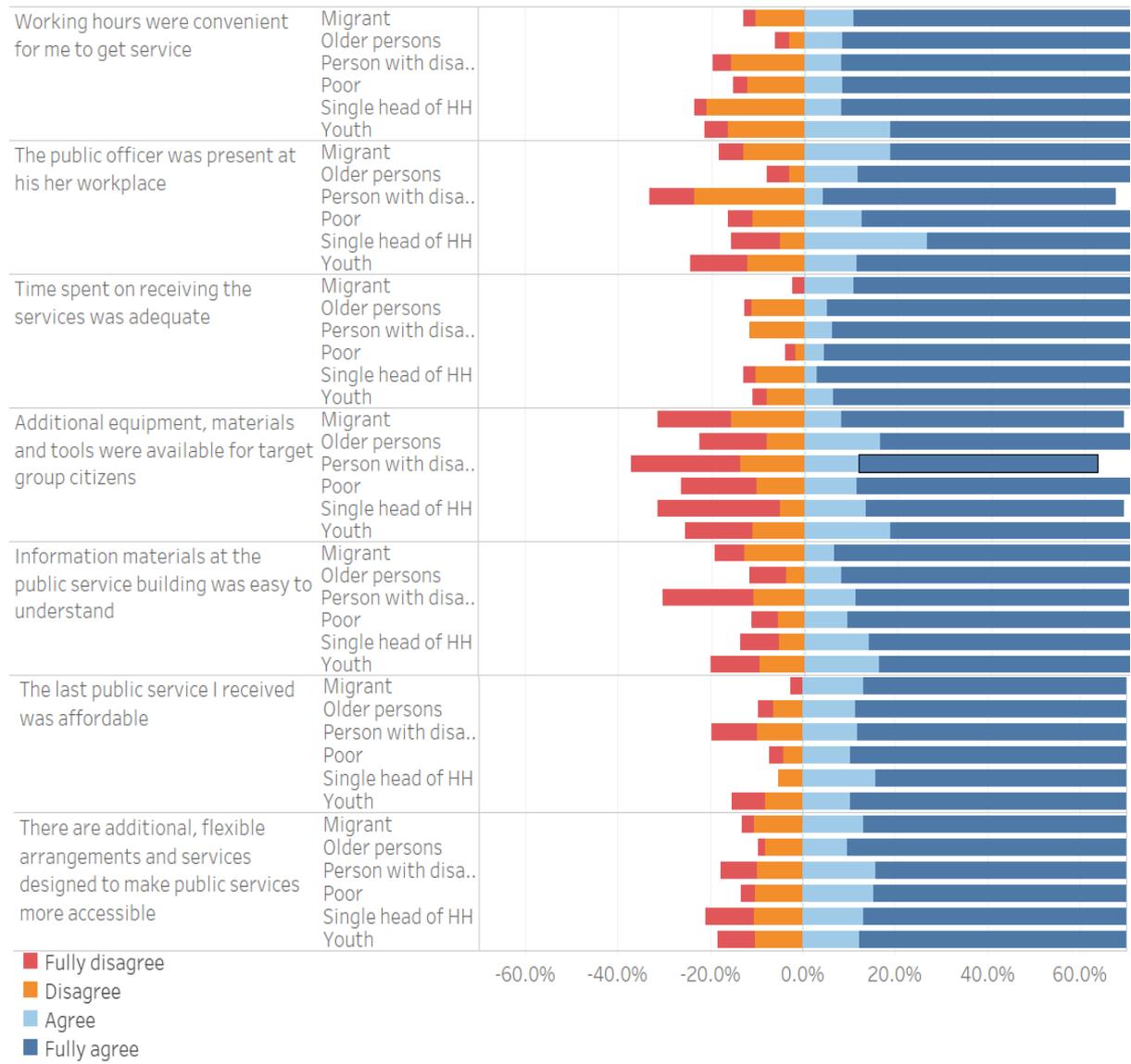
Result 4 Services received, by groups

Service type	Results	Youth	Ops	PWD	Poor	SHH	IM	Total
<b>1. Reference inquiry on documents within the State Archiving Database</b>	Count	1	0	0	2	1	0	4
	% within Services received	25.0%	0.0%	0.0%	50.0%	25.0%	0.0%	100.0%
	% within Group type	1.0%	0.0%	0.0%	2.0%	2.6%	0.0%	1.0%
	% of Total	.3%	0.0%	0.0%	.5%	.3%	0.0%	1.0%
<b>2. Providing inquiry of reference on number of years employed</b>	Count	0	3	0	0	0	0	3
	% within Services received	0.0%	100.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	% within Group type	0.0%	4.8%	0.0%	0.0%	0.0%	0.0%	.8%
	% of Total	0.0%	.8%	0.0%	0.0%	0.0%	0.0%	.8%
<b>3. Providing notary inquiry</b>	Count	1	0	0	0	1	0	2
	% within Services received	50.0%	0.0%	0.0%	0.0%	50.0%	0.0%	100.0%
	% within Group type	1.0%	0.0%	0.0%	0.0%	2.6%	0.0%	.5%
	% of Total	.3%	0.0%	0.0%	0.0%	.3%	0.0%	.5%
<b>4. Inquiry of reference of apartment ownership status</b>	Count	0	0	1	1	0	1	3
	% within Services received	0.0%	0.0%	33.3%	33.3%	0.0%	33.3%	100.0%
	% within Group type	0.0%	0.0%	2.0%	1.0%	0.0%	2.6%	.8%
	% of Total	0.0%	0.0%	.3%	.3%	0.0%	.3%	.8%
<b>7. Proof of transfer of land ownership and the rightful use</b>	Count	2	2	0	2	0	1	7
	% within Services received	28.6%	28.6%	0.0%	28.6%	0.0%	14.3%	100.0%
	% within Group type	2.0%	3.2%	0.0%	2.0%	0.0%	2.6%	1.8%
	% of Total	.5%	.5%	0.0%	.5%	0.0%	.3%	1.8%
<b>9. Registration and de-registration of land ownership for loan collateral</b>	Count	6	3	3	3	1	0	16
	% within Services received	37.5%	18.8%	18.8%	18.8%	6.3%	0.0%	100.0%
	% within Group type	6.1%	4.8%	5.9%	3.1%	2.6%	0.0%	4.2%
	% of Total	1.6%	.8%	.8%	.8%	.3%	0.0%	4.2%
<b>10. Proof of rights for land ownership and use</b>	Count	0	3	2	0	1	1	7
	% within Services received	0.0%	42.9%	28.6%	0.0%	14.3%	14.3%	100.0%
	% within Group type	0.0%	4.8%	3.9%	0.0%	2.6%	2.6%	1.8%
	% of Total	0.0%	.8%	.5%	0.0%	.3%	.3%	1.8%
<b>11. Cadastral drawing service</b>	Count	0	1	0	1	1	0	3
	% within Services received	0.0%	33.3%	0.0%	33.3%	33.3%	0.0%	100.0%
	% within Group type	0.0%	1.6%	0.0%	1.0%	2.6%	0.0%	.8%
	% of Total	0.0%	.3%	0.0%	.3%	.3%	0.0%	.8%
<b>12. Receive, renew and re-acquire citizen ID card</b>	Count	17	2	0	8	5	2	34
	% within Services received	50.0%	5.9%	0.0%	23.5%	14.7%	5.9%	100.0%
	% within Group type	17.3%	3.2%	0.0%	8.2%	13.2%	5.3%	8.8%
	% of Total	4.4%	.5%	0.0%	2.1%	1.3%	.5%	8.8%
<b>14. Registration of the legal entities</b>	Count	2	2	0	1	0	1	6
	% within Services received	33.3%	33.3%	0.0%	16.7%	0.0%	16.7%	100.0%
	% within Group type	2.0%	3.2%	0.0%	1.0%	0.0%	2.6%	1.6%
	% of Total	.5%	.5%	0.0%	.3%	0.0%	.3%	1.6%
<b>15. Received a different service</b>	Count	69	46	45	80	28	32	300
	% within Services received	23.0%	15.3%	15.0%	26.7%	9.3%	10.7%	100.0%
	% within Group type	70.4%	74.2%	88.2%	81.6%	73.7%	84.2%	77.9%
	% of Total	17.9%	11.9%	11.7%	20.8%	7.3%	8.3%	77.9%
<b>Total</b>	Count	98	62	51	98	38	38	385
	% within Services received	25.5%	16.1%	13.2%	25.5%	9.9%	9.9%	100.0%
	% within Group type	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
	% of Total	25.5%	16.1%	13.2%	25.5%	9.9%	9.9%	100.0%

Result 5 Other services received, by groups

Other services received	Result	Youth	Ops	PWD	Poor	SHH	IM	Total
<b>15. Labor and welfare services</b>	Count	25	25	30	58	18	6	162
	% within Other services received	15.4%	15.4%	18.5%	35.8%	11.1%	3.7%	100.0%
	% within Group type	36.2%	54.3%	66.7%	72.5%	64.3%	18.8%	54.0%
	% of Total	8.3%	8.3%	10.0%	19.3%	6.0%	2.0%	54.0%
<b>16. Proof of residential address and military registration service</b>	Count	44	21	15	22	10	26	138
	% within Other services received	31.9%	15.2%	10.9%	15.9%	7.2%	18.8%	100.0%
	% within Group type	63.8%	45.7%	33.3%	27.5%	35.7%	81.3%	46.0%
	% of Total	14.7%	7.0%	5.0%	7.3%	3.3%	8.7%	46.0%
<b>Total</b>	Count	69	46	45	80	28	32	300
	% within Other services received	23.0%	15.3%	15.0%	26.7%	9.3%	10.7%	100.0%
	% within Group type	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
	% of Total	23.0%	15.3%	15.0%	26.7%	9.3%	10.7%	100.0%

Result 6 Availability in public services, by group type



Result 7 Means of measures for the availability, by gender and groups

Availability	Gender			Vulnerable groups <sup>30</sup>						Overall
	Male	Female	Other	Youth	OP	PD	PUMSL	SH	IM	
<b>Quantitatively available to vulnerable groups</b>										
Working hours are convenient in getting service	1.4	1.3	4.0	1.5	1.29	1.3	1.20	1.33	1.32	<b>1.34</b>
The service providers are present at the office during work hours	1.3	1.5	3.0	1.6	1.2	1.4	1.4	1.5	1.4	<b>1.44</b>
<b>Economically available to vulnerable groups</b>										
Services are affordable (time-wise) to vulnerable groups	1.58	1.59	3.0	1.71	1.3	1.9	1.5	1.71	1.6	<b>1.59</b>
Services are affordable (money-wise) to vulnerable groups	1.3	1.2	3	1.39	1.28	1.2	1.1	1.37	1.2	<b>1.27</b>
<b>Information about services is available to vulnerable groups</b>										
Information on brochures, posters, documents and textual information of public service is understandable and accessible to get information	1.5	1.3	1.0	1.56	1.3	1.58	1.3	1.3	1.2	<b>1.40</b>
Additional equipment, materials and tools are available for target group citizens	2.0	1.9	3.0	1.9	2.0	2.2	1.8	1.6	2.1	<b>1.92</b>
There are additional, flexible arrangements and services designed to make public services more accessible	2.0	1.8	3.0	1.9	1.7	2.3	1.8	1.9	1.9	<b>1.91</b>
<b>The highest perception level among categories</b>			<b>The lowest perception level among categories</b>							

<sup>30</sup> OP=Older persons, PD=Persons with disabilities, PUMSL=Persons living under the minimum subsistence level, SH=Single headed and IM=Internal migrants

Result 8 Result of N-way ANOVA for the measures of availability

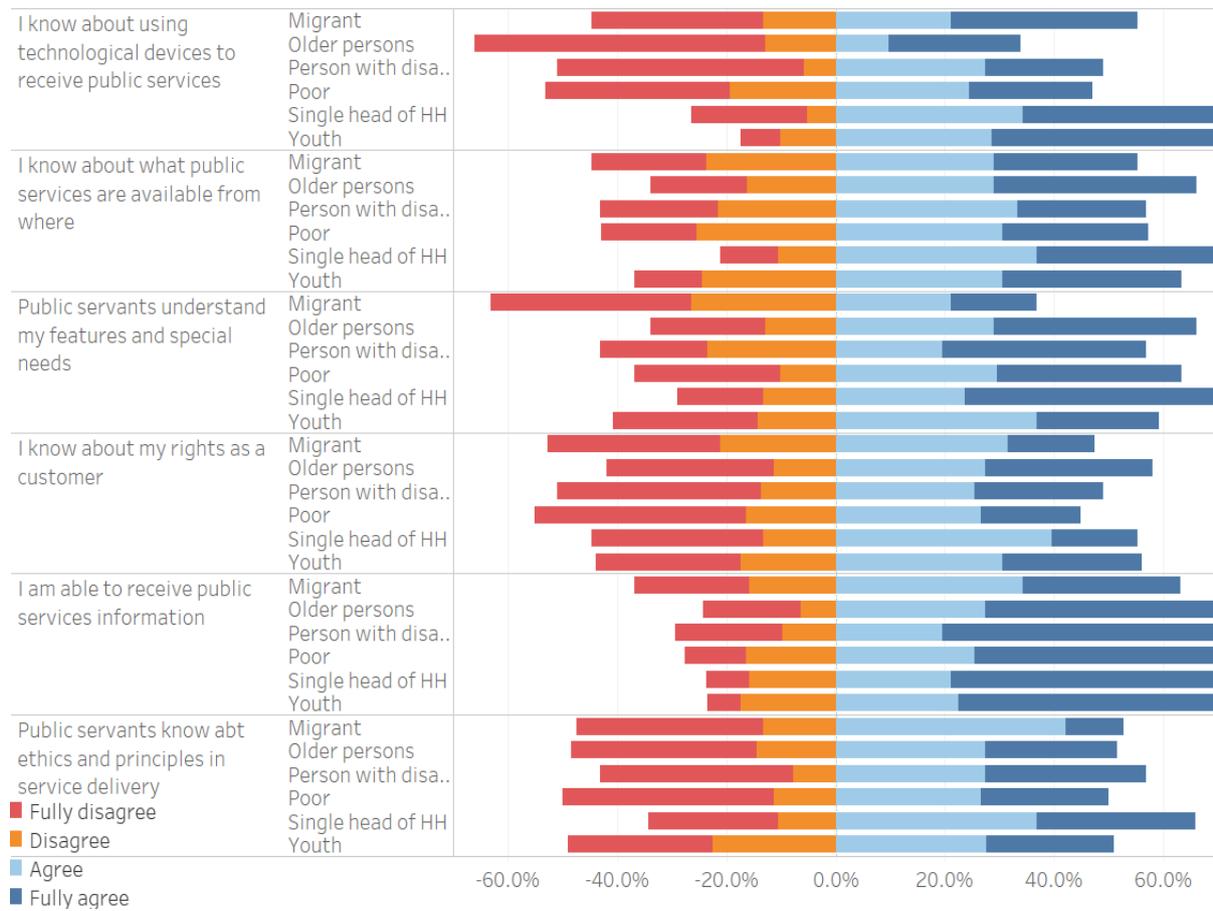
Knowledge questions	Factors	F test	Prob>F	Meaning
<b>Quantitatively available to vulnerable groups</b>				
<b>Working hours are convenient in getting service</b>	Gender	6.65	0.0015	Have significant difference among means to gender
	Vulnerable groups	1.44	0.2087	No significant difference among means to groups
<b>Working hours are convenient in getting service</b>	Gender	2.74	0.0656	No significant difference among means to gender
	Vulnerable groups	2.13	0.0613	Have significant difference among means to groups
<b>Economically available to vulnerable groups</b>				
<b>Services are affordable (time-wise) to vulnerable groups</b>	Gender	0.90	0.4068	No significant difference among means to gender
	Vulnerable groups	1.99	0.0797	No significant difference among means to groups
<b>Services are affordable (money-wise) to vulnerable groups</b>	Gender	3.75	0.0244	Have significant difference among means to groups at 5% significance level
	Vulnerable groups	0.87	0.5008	No significant difference among means to groups
<b>Information about services is available to vulnerable groups</b>				
<b>Information on brochures, posters, documents and textual information of public service is understandable and accessible to get information</b>	Gender	1.03	0.3593	No significant difference among means to gender
	Vulnerable groups	1.74	0.1238	No significant difference among means to groups
<b>Additional equipment, materials and tools are available for target group citizens</b>	Gender	0.50	0.6079	No significant difference among means to gender
	Vulnerable groups	1.37	0.2342	Have significant difference among means to groups at 5% significance level
<b>There are additional, flexible arrangements and services designed to make public services more accessible</b>	Gender	1.86	0.1567	No significant difference among means to gender
	Vulnerable groups	0.77	0.5693	No significant difference among means to groups

Result 9 Means of knowledge questions, by gender and groups

Knowledge questions	Gender			Vulnerable groups						Overall
	Male	Female	Other	Youth	OP	PD	PUMSL	SH	IM	
<b>Having adequate information about public services</b>										
What public services are available from the khoroo, district and state integrated service center?	2.3	2.2	2.0	2.1	2.1	2.42	2.3	1.9	2.45	<b>2.26</b>
What public services can be accessed through technological facilities?	2.5	2.3	1.0	1.7	2.9	2.7	2.6	2.0	2.4	<b>2.43</b>
<b>Knowing about rights and entitlements in receiving services</b>										
Do you know about rights and entitlements of citizens in receiving services?	2.6	2.5	2.0	2.5	2.3	2.6	2.79	2.5	2.74	<b>2.6</b>
<b>Service providers' knowledge and experience in providing services</b>										
Do service providers adhere ethics and human-centered principles in providing services?	2.6	2.5	3	2.6	2.5	2.5	2.6	2.2	2.7	<b>2.58</b>
Do service providers have an understanding and information about different needs of vulnerable groups?	2.3	2.3	2	2.5	2.1	2.2	2.2	1.9	2.8	<b>2.33</b>
Do service providers have an adequate experience in current position?	1.5	1.4	2	1.4	1.5	1.68	1.3	1.6	1.5	<b>1.48</b>
Is it possible to get advices from service providers about the services?	1.5	1.3	3	1.4	1.3	1.68	1.2	1.5	1.61	<b>1.43</b>
<b>Ability to get information about services</b>										
Can you get information about services when required?	2.0	1.8	2.0	1.8	1.9	2.0	1.9	1.7	2.3	<b>1.93</b>
<b>The highest perception level among categories</b>			<b>The lowest perception level among categories</b>							

Source: Researcher's calculation

Result 10 Knowledge questions, by groups



Result 11 Result of N-way ANOVA for knowledge questions

Knowledge questions	Factors	F test	Prob>F	Meaning
<b>Having adequate information about public services</b>				
What public services are available from the khoroo, district and state integrated service center?	Gender	0.79	0.4558	No significant difference among means to gender
	Vulnerable groups	1.51	0.1852	No significant difference among means to groups
What public services can be accessed through technological facilities?	Gender	1.95	0.1437	No significant difference among means to gender
	Vulnerable groups	12.32	0.0000	Have significant difference among means to groups
<b>Knowing about rights and entitlements in receiving services</b>				
Do you know about rights and entitlements of citizens in receiving services?	Gender	0.54	0.5861	No significant difference among means to gender
	Vulnerable groups	1.09	0.3650	No significant difference among means to groups
<b>Service providers' knowledge and experience in providing services</b>				
Do service providers adhere ethics and human-centered principles in providing services?	Gender	0.51	0.5981	No significant difference among means to gender
	Vulnerable groups	0.70	0.6202	No significant difference among means to groups
Do service providers have an understanding and information about different needs of vulnerable groups?	Gender	0.08	0.9242	No significant difference among means to gender
	Vulnerable groups	2.74	0.0192	Have significant difference among means to groups at 5% significance level
Do service providers have an adequate experience in current position?	Gender	0.92	0.3983	No significant difference among means to gender
	Vulnerable groups	1.23	0.2933	No significant difference among means to groups
Is it possible to get advices from service providers about the services?	Gender	3.12	0.0454	Have significant difference among means to gender at 5% significance level
	Vulnerable groups	1.86	0.1003	No significant difference among means to groups
<b>Ability to get information about services</b>				
Can you get information about services when required?	Gender	1.04	0.3545	No significant difference among means to gender
	Vulnerable groups	1.68	0.1381	No significant difference among means to groups

Source: Researcher's calculation

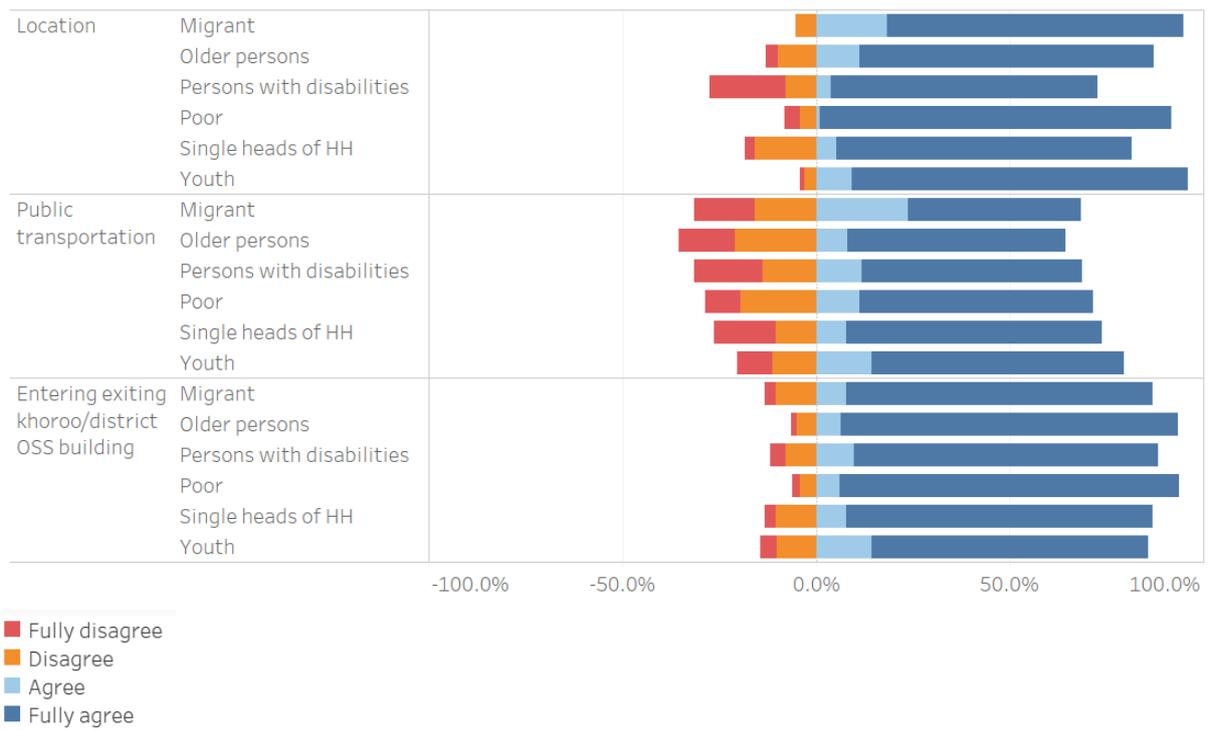
Result 12 Means of attitudes' questions, by gender and groups

Attitudes' questions	Gender			Vulnerable groups						Overall
	Male	Female	Other	Youth	OP	PD	PUMSL	SH	IM	
<b>Services providers respect vulnerable groups and treat them with dignity</b>										
Do service provider respect you as recognizing your features and different needs?	1.5	1.4	3.0	1.6	1.3	1.7	1.4	1.62	1.5	<b>1.51</b>
Do service providers provide fast and prompt service regarding your features and different needs?	1.6	1.5	3.0	1.65	1.4	1.63	1.5	1.5	1.64	<b>1.57</b>
<b>There are no gender discrimination experiences between service providers and vulnerable groups in public services</b>										
There are no gender discrimination experiences in receiving services	1.7	1.74	3	1.6	1.7	1.6	1.6	1.5	2.2	<b>1.85</b>
There are no occasions to make more efforts depending on your gender when you receive services	1.8	1.9	4	1.7	1.8	1.9	1.8	1.9	2.2	<b>1.86</b>
There are no occasions to be not able to fully express yourself and get the service because of the gender of service provider	1.8	1.9	3	1.74	1.72	2.0	1.78	1.8	2.2	<b>1.85</b>
<b>The highest level among categories</b>			<b>The lowest level among categories</b>							

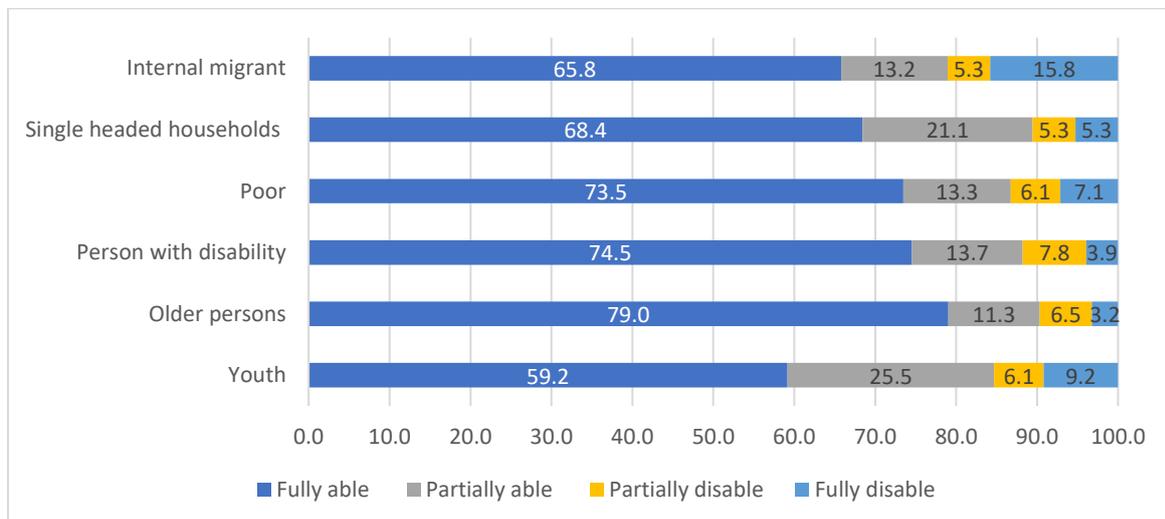
Result 13 Result of N-way ANOVA for attitudes' questions

Attitudes questions	Factors	F test	Prob>F	Meaning
<b>Services providers respect vulnerable groups and treat them with dignity</b>				
Do service provider respect you as recognizing your features and different needs?	Gender	1.98	0.1395	No significant difference among means to gender
	Vulnerable groups	1.19	0.3148	No significant difference among means to groups
Do service providers provide fast and prompt service regarding your features and different needs?	Gender	1.98	0.1395	No significant difference among means to gender
	Vulnerable groups	1.19	0.3148	No significant difference among means to groups
<b>There are no gender discrimination experiences between service providers and vulnerable groups in public services</b>				
There are no gender discrimination experiences in receiving services There are no occasions to make more efforts depending on your gender when you receive services	Gender	0.59	0.5561	No significant difference among means to gender
	Vulnerable groups	1.10	0.3605	No significant difference among means to groups
There are no occasions to be not able to fully express yourself and get the service because of the gender of service provider There are no gender discrimination experiences in receiving services	Gender	1.61	0.2013	No significant difference among means to gender
	Vulnerable groups	0.51	0.7663	No significant difference among means to groups
There are no occasions to make more efforts depending on your gender when you receive services	Gender	0.60	0.5472	No significant difference among means to gender
	Vulnerable groups	1.21	0.3030	No significant difference among means to groups

Result 14 Physical accessibility, by groups



Result 15 Possibility to provide complaints and comments, by groups



Result 16 How regularly do you receive response on your comments or complaints?

