



## 2019 Asian Evaluation Week

Quality Evaluation for Better Results: Local,  
National, Regional Perspectives

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2-6 September 2019 | Kunming, People's Republic of China

# Review of National Evaluation System and Capacity for Evaluating Progress towards the SDGs – Mongolia Case Study

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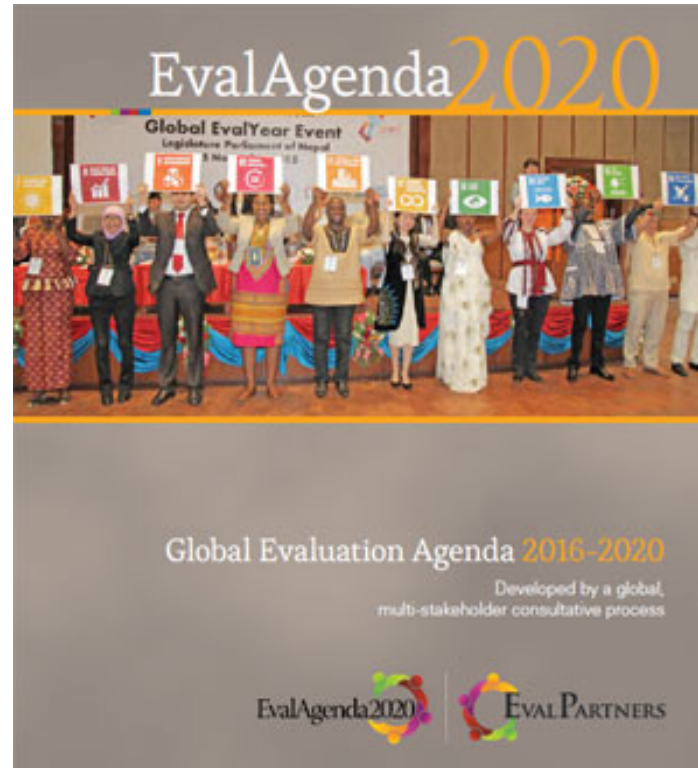
National Development Agency of Mongolia

# 1. Brief description of the survey

1 Client	The Government of Mongolia United Nations Children's Fund, United Nations Development Programme
2 Contractor	Independent Research Institute of Mongolia (IRIM)
3 Duration	16 <sup>th</sup> January 2019 – 12 <sup>th</sup> April 2019
4 Scope	Qualitative data collection in Ulaanbaatar City, Sukhbaatar province, Quantitative data collection (online questionnaire) in other 20 provinces



# ***"Review of national evaluation systems and capacities in Asia Pacific" Initiative in 8 countries***

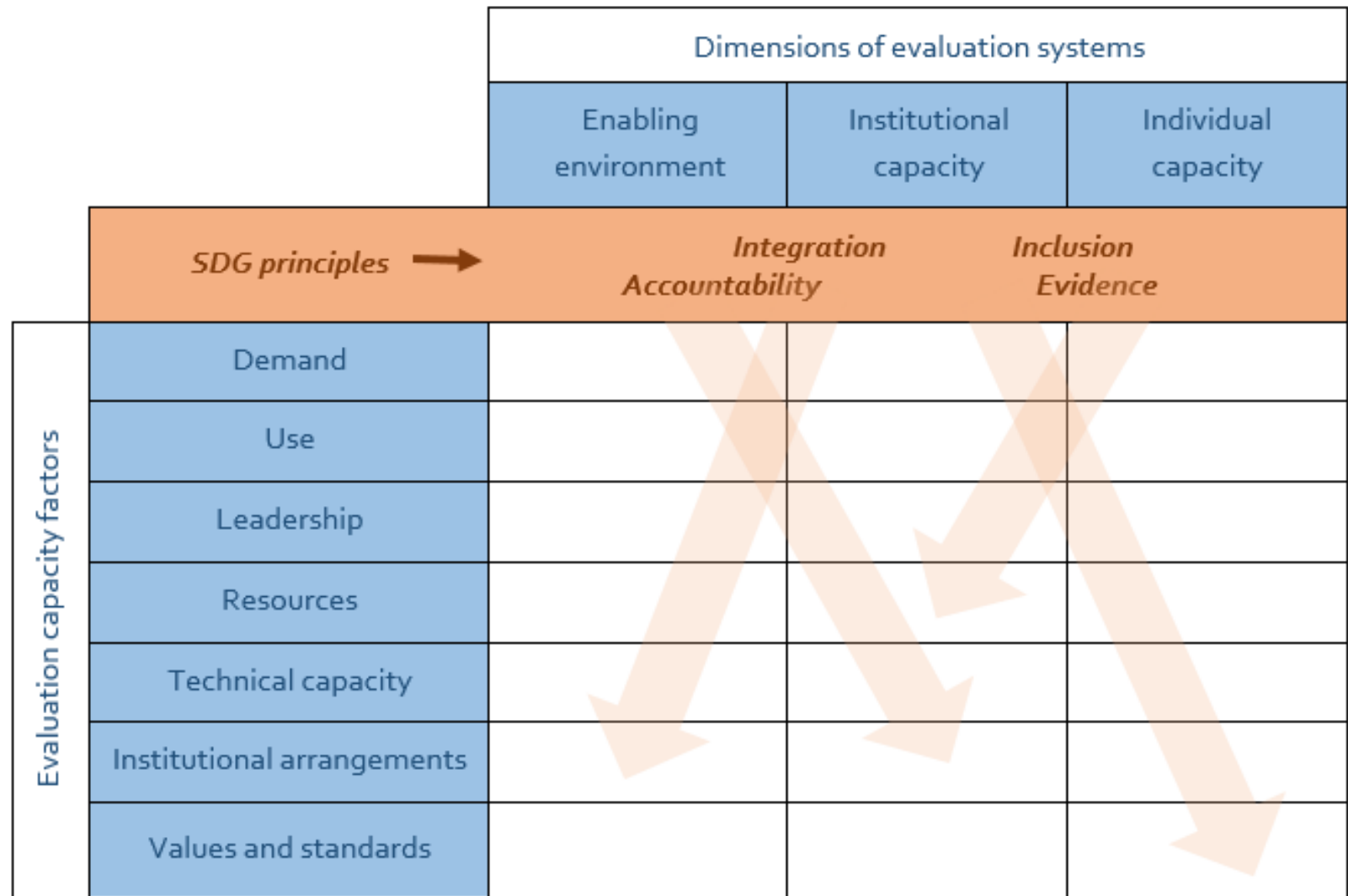


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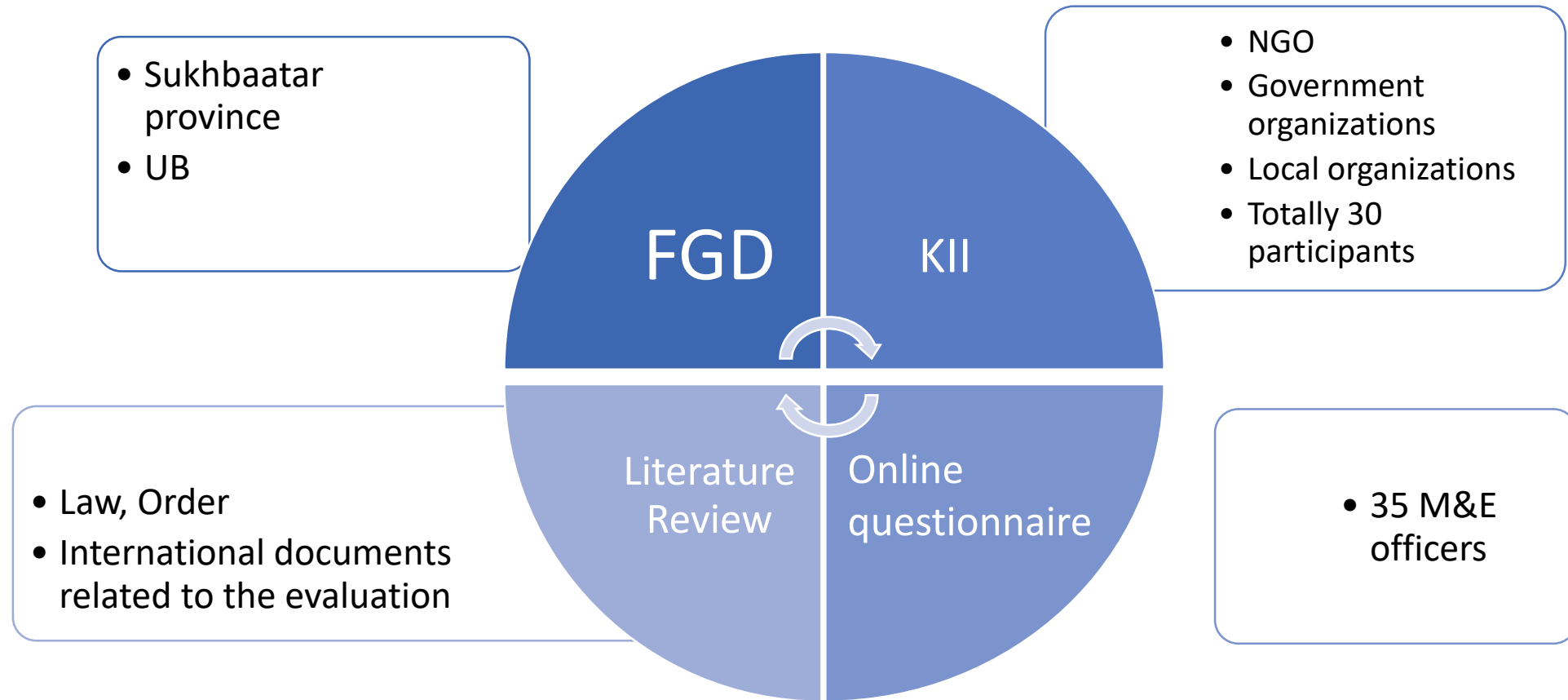
## 2. Research methodology



# Research framework



# Research Methodology

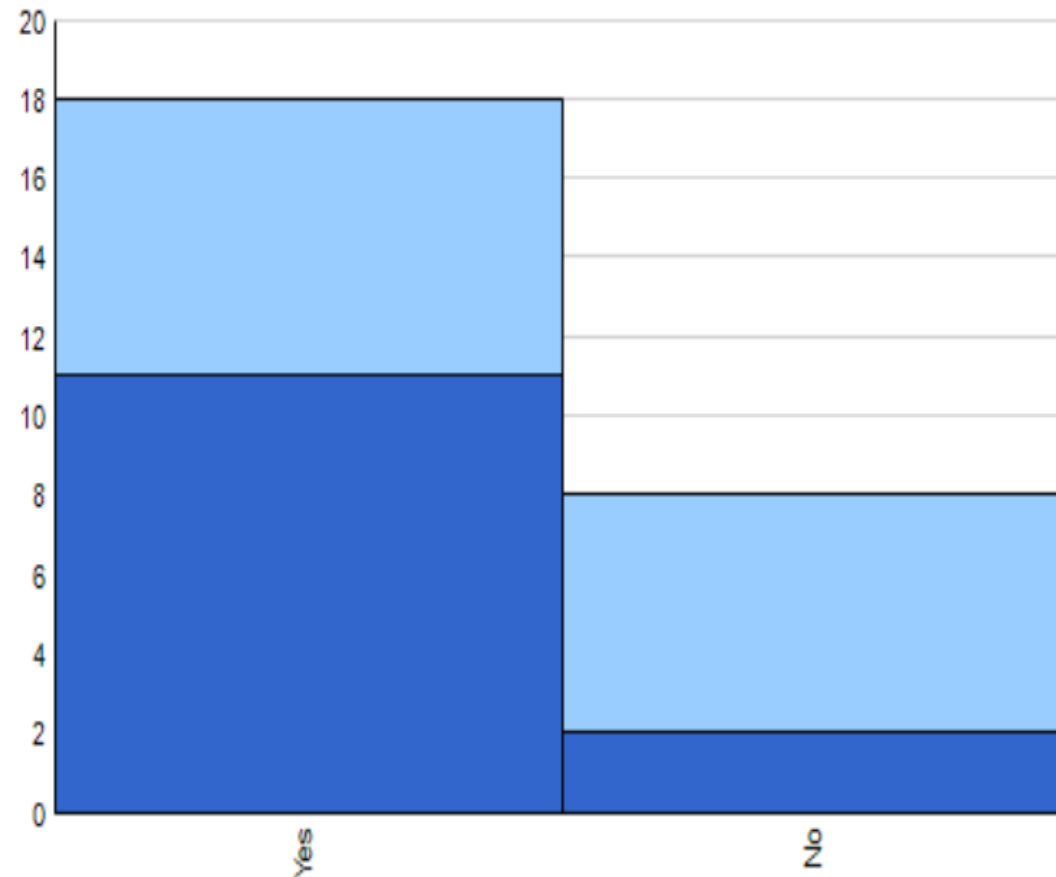


# **3. Understanding and knowledge of the SDGs**



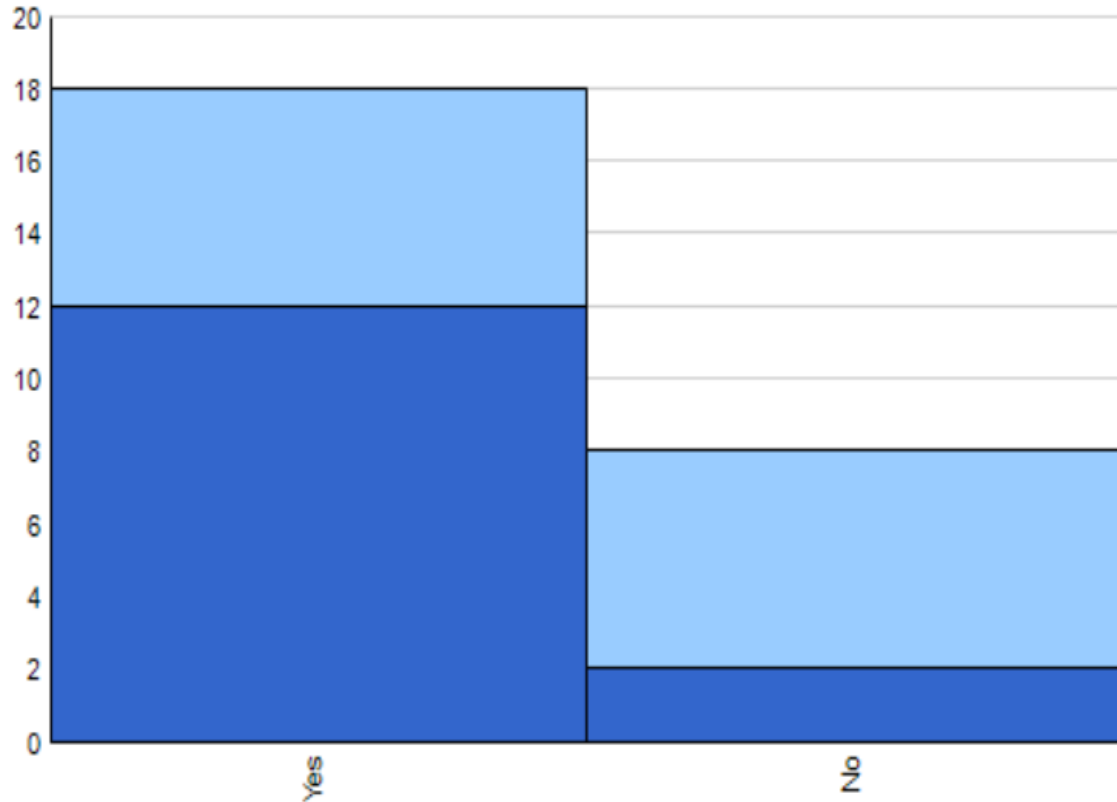
# Understanding and knowledge of the SDGs

- *Mix up with SDGs and SDV*
- *“It is right to follow up the SDV as it reflects Mongolian features”*
- *“Did not understand however, there are many laws and books. It is different to get understanding while to see paper or to meet in person”.*





# *Knowledge of the SDGs*



- *Knowledge of the SDGs is poor at the local area as a result of the interview – heard only from TV and broadcasting, and in same situation as it is at the level of chairmen.*
- *Knowledge of the officers is poor.*



# Understanding of monitoring and evaluation

## At the level of state and government:

- It is considered as different
- Time to conduct and issues to clarify are different

## At the level of local area:

- People with experience in M&E have a better understanding
- It is common to understand it as supervision and inspection

- *M&E is an process continuously and systematically collecting data and information; and informing it to the decision makers and all stakeholders. Evaluation is a conclusion and assessment of whether the goals are achieved after the completion or any project, program, or activity (Cabinet Secretariat);*
- *Our system itself goes to the punishment. Monitoring and Evaluation are a different concept. For example, a duty is give to check the Chief of the Government Office. Pressure comes a lot... Main objective of our M&E is to remove mistakes and improve advantages. Not to punish. But, it is more going to side of the punishment. (Sukhbaatar Aimag);*
- *Main difference between these two are: monitoring seeks to identify realities and find faults while evaluation to identify value or achievements (Darkhan-uul Aimag);*
- *The importance of identifying or achieving value is the main difference between the two (Darkhan Uul Aimag)*
- *I think there is no difference. Monitoring is a study of the document whether it is fine or not while evaluation is a calculation of implementation by percentage and telling the result by number (Planning Specialist of Sukhbaatar Aimag)*



# SDG and Evaluation in Mongolia

- Coherence of the SDGs and policy of Mongolia is improving fairly at the planning stage.

Long term (15-20 years)	Medium-term (8-10, 3-5 years)	Short term (1 year)
<ul style="list-style-type: none"><li>• SDGs</li><li>• SDVs</li></ul>	<ul style="list-style-type: none"><li>• State policies</li><li>• Regional Developmental Policy Government Action Plan National Programs</li><li>• National Investment Programs</li></ul>	<ul style="list-style-type: none"><li>• Socio-Economic Development Guideline</li><li>• Annual budget plan</li></ul>

- There is no clear indication of the functions, responsibilities, and financing of compulsory evaluation however, the general provisions on "evaluation" are included in the policy documents that have been approved since the adoption of the Law on Development Policy Planning.
- Coherence of the SDGs and policy documents is also not well. There are goals and targets that can not be measured or reflected in our policy while do mapping on how policy objectives and indicators for evaluating their implementation linked with the SDGs.



# SDG and Evaluation

- The coherence between the SDGs and the SDV and policy documents has been studied for eight goals
  - Goals reflected in the National Programme even though not reflected in the SDV;
  - Indicators, time/period and accountability for the evaluation are not clear;
  - General provisions that provide potential sources of funding for financing the evaluation are included in national programs.

Goal	Number of objectives	Number of objectives which reflected in SDV	Number of objectives which reflected in National Programs
1. No Poverty	5	5	
2. Zero Hunger	5	5	
3. Good Health and Well-being	9	6	9
4. Quality Education	7	7	
7. Affordable and Clean Energy	4	2	4
8. Decent Work and Economic Growth	7	6	6
11. Sustainable Cities and Communities	7	6	7
16. Peace Justice and Strong Institutions	10	5	10



# Four types of assessment was conducted :



Whether policies are compliant with the Law on Development Policy and Planning



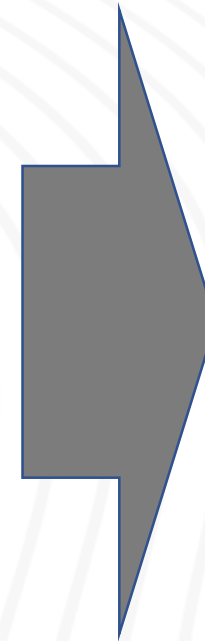
Whether policies have targets and indicators for each goal and objective



The extent of alignment between existing short and medium-term policies and SDGs, MSDV-2030, the Government Action Programme, and sectoral long-term policies



How short and medium-term policy outcomes are contributing towards achieving the MSDV-2030



Based on results of the review, necessary adjustments will be made to align policies with the **SDGs**.

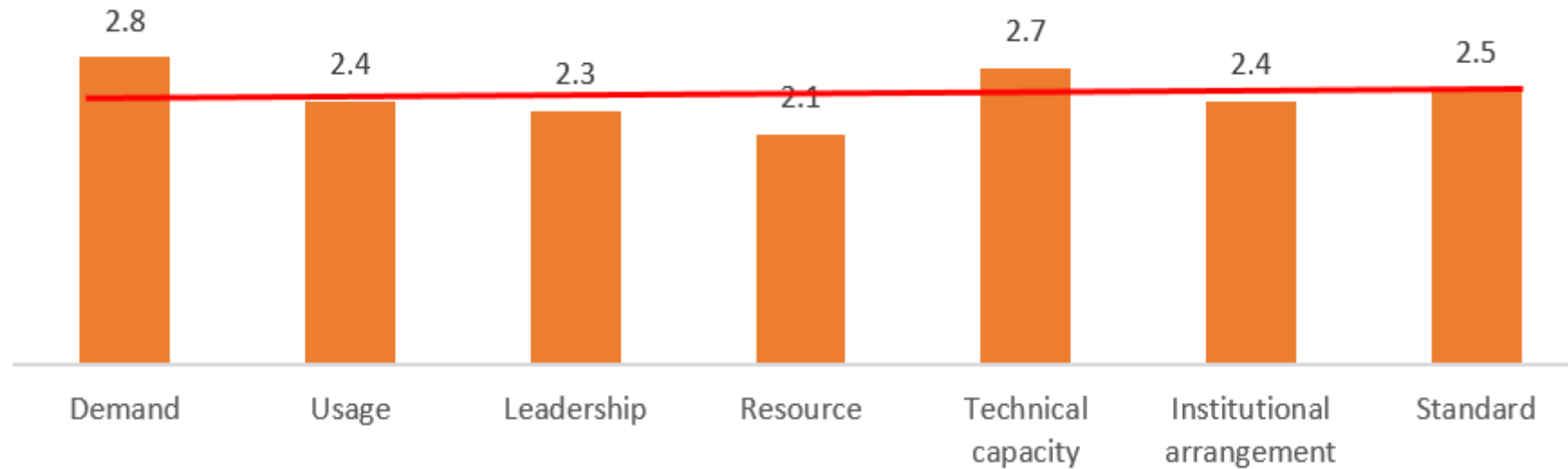


# 4. Main findings



# Findings of the readiness assessment

Figure 1. Intergated result of the readiness assessment of the NEC



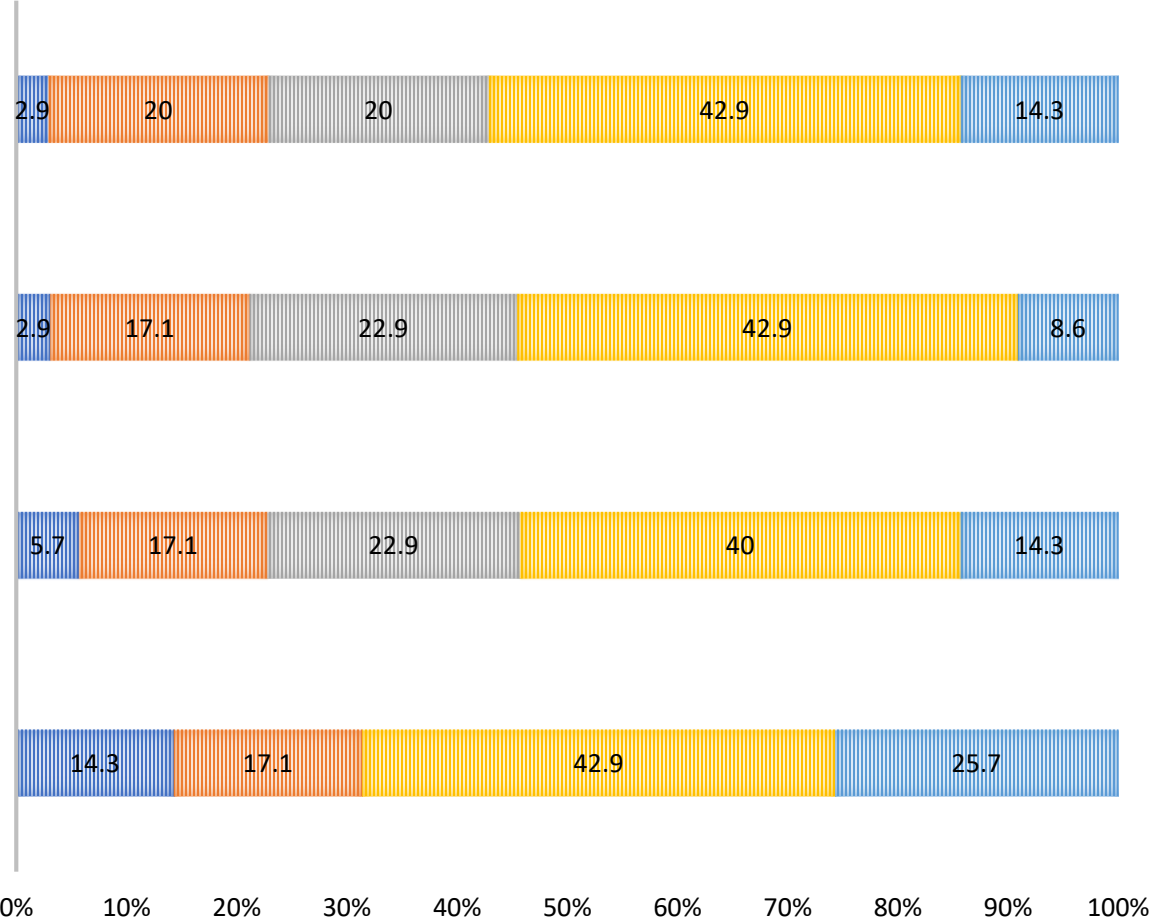
- 1 - None
- 2 - Emerging
- 3 - Moderate
- 4 - Strong



# Demand

■ Don't know ■ Strong/Good ■ Moderate ■ Emerging ■ None

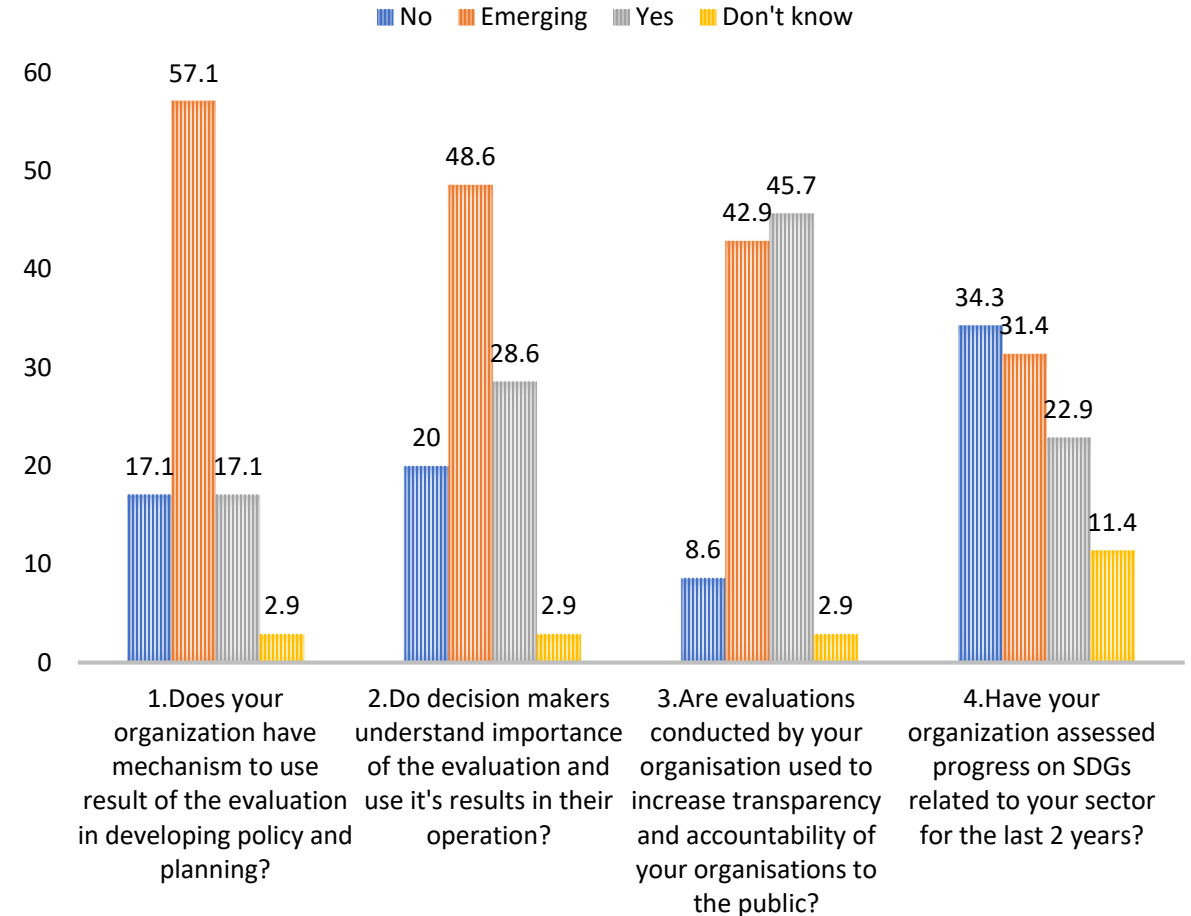
- 1. Is there any regulation for evaluating progress on SDGs related to your organization's operation?
- 2. Do your sector's decision-makers have understanding and knowledge on evaluation and its benefit?
- 3. Do decision-makers have positive attitude on evaluation and its benefit?
- 4. Do decision makers use evaluation results in budget planning and consider its importance?





# Needs

- The use of evaluation results in policy decisions is insufficient.
- Not take into account the results of the evaluation in annual budgeting and resource allocation process
- Other studies have made similar conclusions. For example, State secretariat and Head of the Agencies responded that no changes were made to the budget due to the performance of the Head of the Agency.
- *Even though, MoF is applying program based budgeting approach, there are no practice to consider the evaluation of the program in decision making process.*



# Leadership



- Respondents highly valued their leadership;
- A question “decision-makers use evaluations” has lowest rating.



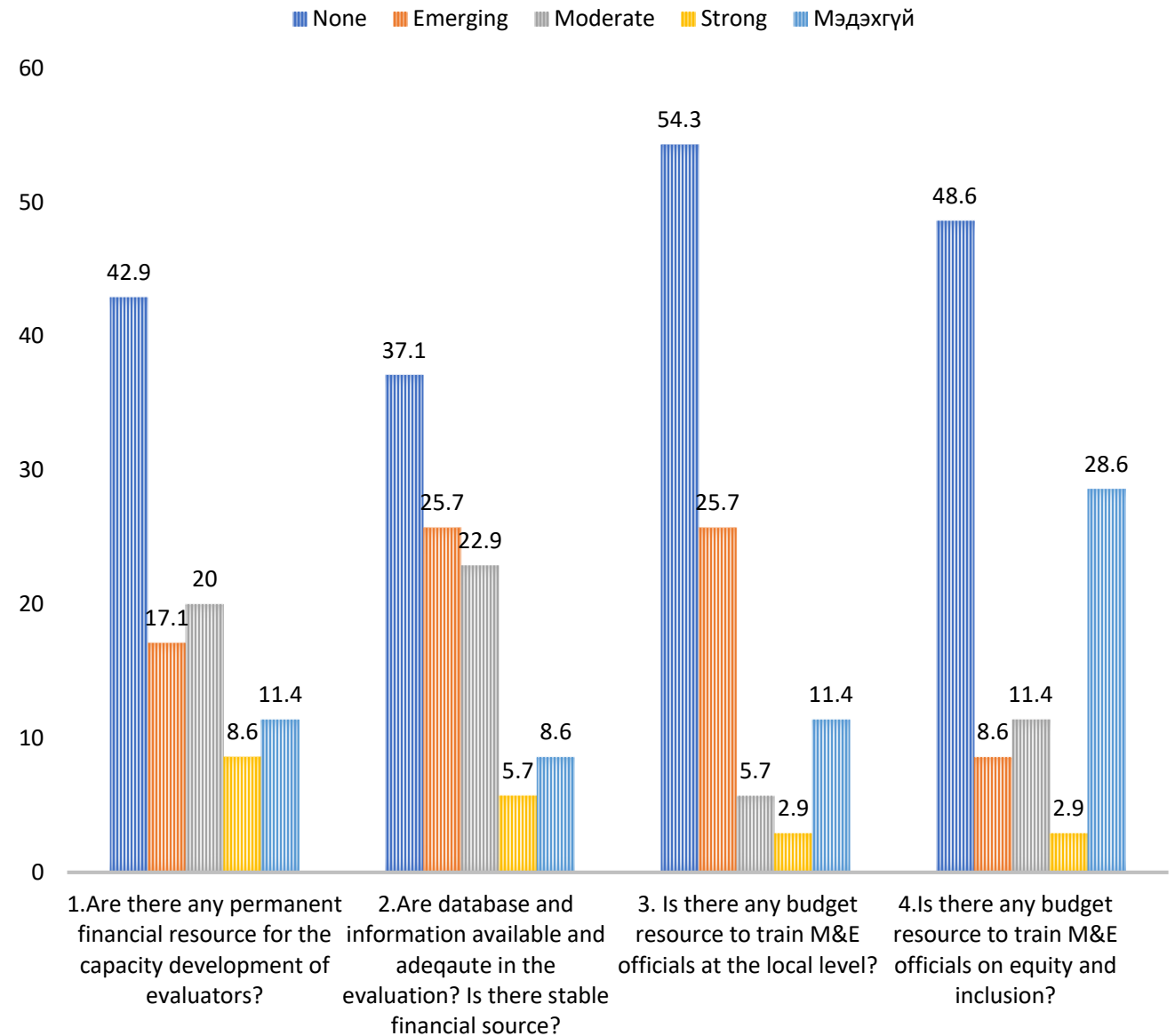
# Leadership – Findings of the Interview

- Most respondents nominated **the Cabinet Secretariat as a leadership**
  - Ministers, state secretaries, and provincial governors are expected to lead at the implementation stage
- **Leadership depends on individuals**
  - Attacked to the independence – concluded false statement, inspected individuals;
  - Make it as a tangible activity, take measures in accordance to the feedback.
- **Very poor at the highest level – does not understand the significance of the evaluation**
- **It has been implemented at the mid level**
  - It is discussed by the Governor's Council;
  - However, it is fixed as a process “has to do”.

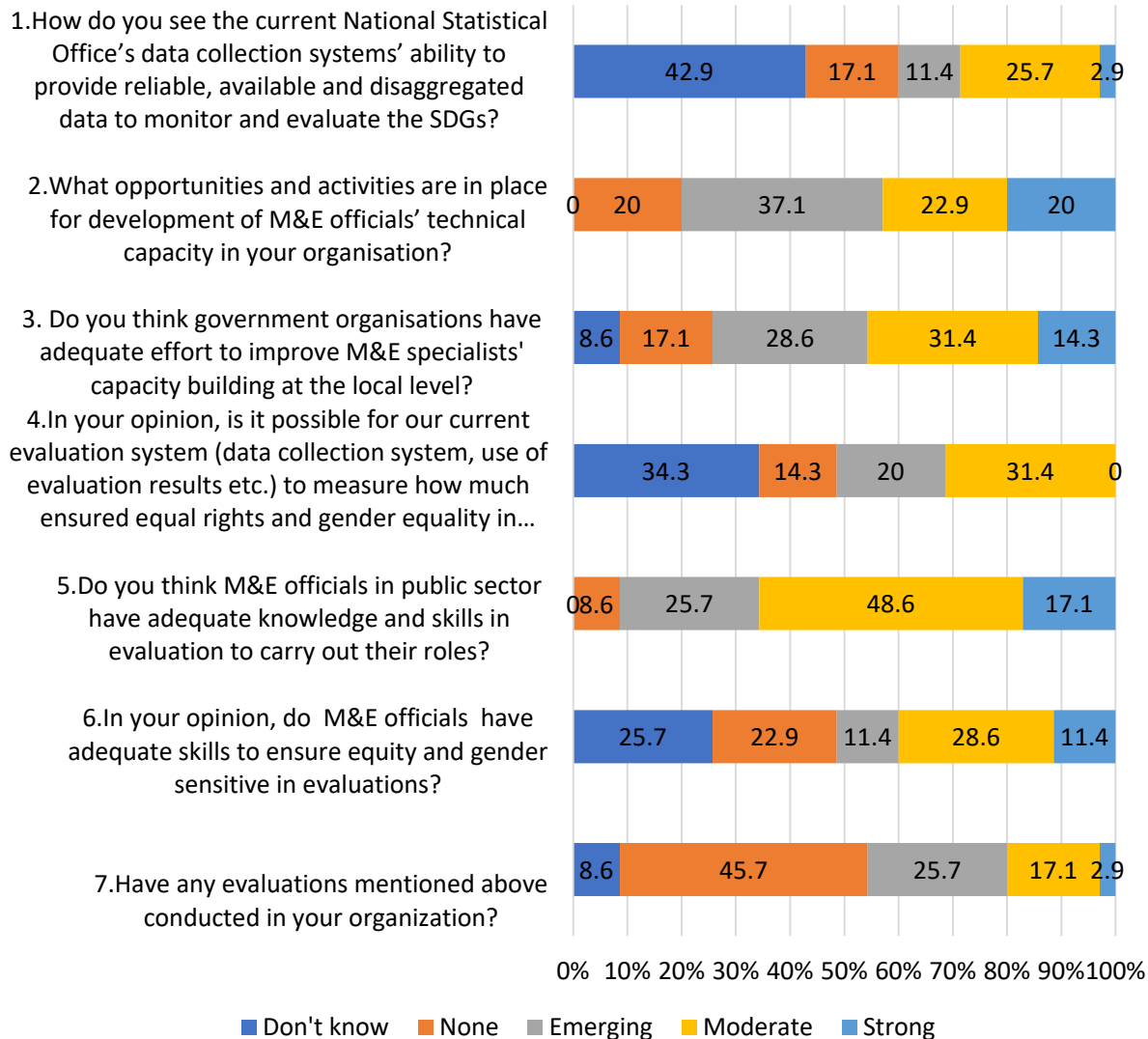


# Resource

- Funding sources for evaluation is not clearly stated in policy papers. Only general provisions that to finance from potential sources
- Depending on the budget constraints, the practice still remaining that budget and financial resource allocation is based only on the execution of the previous budget, not the result of the evaluation
- There is a limited opportunity to make integrated analyze on the fund for evaluation that reflected in the budget. It is limited by the budget for financing M&E units of ministries, agencies, and aimag governors offices and budget for evaluation on users.
- It is reducing an opportunity to use evaluation results for the budget allocation and policy decisions since there is a lack of coordination between program evaluation and budget expenditure while budgeting by the programs and reporting by the provisions.



# Technical Capacity



- Over the past 2 years, the government has reduced the frequency of organizing integrated capacity building activities and training for evaluation officers. It is organized once or twice a year;
- Training is organized as a lecture for few hours. Sustainable and efficient capacity building activities are insufficient;
- Few number of trainings are organized in frame of international programs and projects (MASAM);
- There is no system to prepare M&E specialists;
- There is a good practice that the aimags covered their M&E specialists by training at their own initiative (Governor's Office of Khuvusgul and South Gobi aimags)



# Institutional Arrangement

## One. Policy, system

- There is weak understanding even though the legal environment is well-established (LDPP, Resolution #89);
- Maturity, development and progress are still weak even though the system is established (system of M&E from State Great Khural up down to soum);
- Need to be user friendly the database unelgee.mn of State Secretariate;
- The efficiency is weak. Policymakers not interrelated ;
- Coherence of the policies is weak and not sustained (MoF).

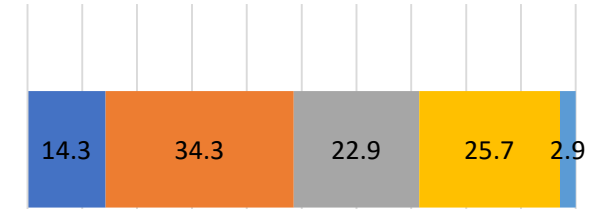
## Xoöp. Function

- While M & E is well-known in terms of functionality, understanding the implementation and evaluation of the SDGs are different;
- Very few number of M&E specialist in our country;
- Be free from politics, stability of civil servants?

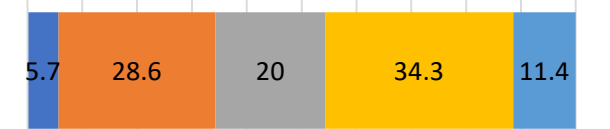
## Three. Relation with the Civil Society Organizations

- Collaboration with civil society is weak - Customer evaluation – different experiences;
- There is no funding mechanism to establish a stable partnership with CSOs, it depends from the interest of TAX.

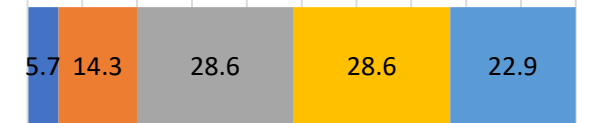
1. Are responsibilities of non-government organisations Academics, Research institutes, and experts clear in evaluating the national progress on SDGs?



2. Are responsibilities of organisations and individuals included in evaluation system clear in evaluating the national progress on SDGs?



3. Are sector and local evaluation policies and systems closely aligned with the national policy system?



■ Don't know ■ None ■ Emerging ■ Moderate ■ Strong



# Culture of the evaluation

- The M&E is designed with in a purpose to take places (competition). Take a place is a main indication.
- It is commonly distributed from monitoring side.
- The mindset of the communist racing is still remaining?
  - Evaluation is understood as a conclusion for implementation at half-year and end-of-year. It is only after completion
  - People like much to get score and review on their work performance, do not like if there is no response after duties are given. They really like even a little encouragement.

*Case: Understand well the evaluation. Even some organizations complained that the M&E team did not come in to them. They are seriously expect the M&E team and prepare for the evaluation without food and sleep.*

*Case: Sometimes information from some governors and specialists is false. Because they informed there is nothing even though there is something to get more budget.*



# Conclusion: Challenges facing to the evaluation process

- There is a lack of courage, motivation and leadership of the politicians and decision makers to develop evaluation;
- The indicators for measuring and evaluating the effectiveness of the policy objectives and their implementation are not clear. Much more to evaluate the activities not to conduct “outcome-based evaluation”;
- Inadequate institutional and human capacity, stability is not well (50%), based on personal knowledge and experiences;
- Almost zero, very few independent and competent organization that specialized by research and assessment/evaluation;
- Not enough budget and cost for the evaluation. Structure of accountability is weak.
- It is inadequate to use "applying" the evaluation to make policy decisions.





# Recommendation and actions to be taken

- Recommendation – Strengthening the policy and legal framework
- Actions:
  - While long-term vision is to have a Mongolia Evaluation Policy, in short-term focus will be given to strengthen the current Law on Development Planning with more explicit provision on Evaluation and evaluation procedures, including planning and budgeting for evaluations
  - Development of the supporting regulations, standards, norms, codes and protocols to operationalize the evaluations
  - Building on the Mongolia's comprehensive long-term development vision, mapping exercise of the structure, functions and capacity gaps need to be undertaken including evaluation function and accountability framework



# Recommendation and actions to be taken

- Recommendation – Building the national evaluation capacity both at managerial, decision-making as well as at the technical implementation levels
- Actions:
  - To build the high-level political support in promoting the evaluation and strengthen the evaluation culture, training programs and modules need to be introduced in Government high and mid-level managers training as well as in the curriculum of the Governance Academy
  - Building on the existing Mongolia Evaluation Network, capacity to conduct quality evaluations needs further strengthening (have plans for human resources development in area of evaluation technical skills)
  - Identify priority evaluations, budget and conduct them to facilitate learning by doing with the external technical and expert support



# Recommendation and actions to be taken

- Recommendation – Improve understanding and awareness around evaluation and SDGs
- Actions:
  - High-level advocacy to facilitate the leadership in evaluation
  - Strengthen the awareness and understanding of SDGs among all level Government official (national and sub national levels as well as all sectors)
  - Empower public and communities on SDGs and most importantly on evaluation and meaningful participation
  - Greater focus on gender equity and participation of vulnerable including young children and adolescents



Thank you for your attention.

