

# **Country Gender Profile: Mongolia Final Report**

**December 2013**

**JAPAN INTERNATIONAL COOPERATION AGENCY  
INTEM Consulting, Inc.**

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The Japan International Cooperation Agency (JICA) commissioned INTEM Consulting, Inc. to carry out a study to develop this Country Gender Profile in Mongolia. The views and analysis contained in the publication therefore do not necessarily represent JICA's views.

## Summary

<b>General Situation of Women and Government Policy on Gender</b>
<b>General Situation of Women in Mongolia</b>
<p>(1) Socio economic indicators, related to gender, such as girls' enrolment rate and the ratio of women's labor participation, have been improved in Mongolia. However women and men face different obstacles because cultural norms and behaviors which support the stereotyped gender division of labor still exist in Mongolia. Women are required to engage in a double burden for both productive and reproductive work. There is also wage gap between women and men and women tend to receive less income than men. Household headed by women face more difficulty because of lack of support and poverty. On the other hand boys tend to drop out from school to support their family business, herding or other income generating activities in herder's household. Men are required to engage in physical labor in heavy working condition.</p> <p>(2) There are regional disparities in these socio economic indicators and gender issues are more serious in rural area than rural area.</p> <p>(3) Women are under-represented as both elected representatives and at senior levels of the civil service and private sector. In order to improve the situation, the Law on Promotion of Gender Equality integrates the quarter system for the employment and assignments of civil servants.</p> <p>(4) Gender based violence, such as domestic violence (DV), human trafficking and sexual harassment is one of the important gender issues and women are the primary victims in Mongolia.</p>
<b>Government Policy on Gender</b>
<p>(1) In 2011 Law on Promotion of Gender Equality was enforced. The law ensures gender equalities in the political sphere, economic sphere, civil service, employment and labor relations, education, health care and family relations. It is the legislation which ensures gender equality in those sectors and clearly mentions the responsibilities of the government in the related sectors. The Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 has been drafted and implemented to enhance the implementation of the Law.</p> <p>(2) The Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021 was enforced in 2008. It also covers areas related to gender, such as education (MDG 2 and 3), political participation (MDG 3) and health care (MDG 1, 4, 5, 6).</p> <p>(3) Regarding domestic violence (DV), the Law to Combat Domestic Violence was implemented in 2005 and the National Programme on Combating Domestic Violence 2005-2014 was developed for the implementation of the Law. Regarding human trafficking, the National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women 2005-2014 has been implemented since 2005. The Law to Combat Trafficking in Persons was enforced in 2012.</p> <p>(4) Since the transition to free market economy, women's NGOs were established and has led the activities for both privatization and gender equality. Women's NGOs have fluent human resources for the issues related to gender. They are also active in activities for the gender mainstreaming and enhancement of gender equality initiated by the government.</p>
<b>National Machinery for the Advancement of Women</b>

- (1) In 2002 the National Council for Gender Equality (NCGE) was established in the Ministry of Social Welfare and Labor which served as the secretariat of the council. In 2005 the secretariat of NCGE was newly established under the Prime Minister office and the council has started to be chaired by the Prime Minister.
- (2) NCGE has taken the responsibility to enhance the implementation of the National Programme for Gender Equality 2001-2015.
- (3) 'Sub-Council' or 'Sub Committee' of the NCGE have been established in all the 16 ministries and local governments as the main body to enhance gender mainstreaming in the ministry or local level. Each committee/council is chaired by the officers at the decision making level. One gender focal point is also assigned to take responsibility as the secretariat of sub council/committee.
- (4) Capacity building of NCGE and gender focal points of governmental institutions is highly required. NCGE, however, faces financial difficulty to implement training for capacity building.

### **Current Situation of Gender by Sector**

#### **Education**

- (1) The 'Law on Promotion of Gender Equality' ensures gender equality on the sphere of education and culture in the Article 12 and activities for the promotion of gender equality of education and culture have been outlined in the 'Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016'. The 'Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021' also covers the activities for enhancing gender equality in education and culture which relate to MDG 2 and MDG 3.
- (2) In Mongolia both girls' and boys' enrolment rate in education is high. The ratio of girls to boys in enrolment in secondary and tertiary education is over 100. This figure shows reverse gender gap between girls and boys. The gender disparity in education is bigger in the higher level of education. High boy's dropout rate from school contributes to widen the gender gaps in school enrolment.
- (3) Girls are expected to be educated into higher levels in order to access to employment in the better condition. However, the educational advantage for girls does not automatically enhance their prospects of finding work
- (4) One of the objectives of the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 is about education about gender. The working group has been established under NCGE for the objective.

#### **Health**

- (1) The 'Law on Promotion of Gender Equality' ensures gender equality in the sphere of health care in the Article 13 and activities for the promotion of the gender equality in health care is outlined in the 'Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016'. The 'Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021' also covers the activities for enhancing gender equality in health services which relate to MDG 1, MDG 4, MDG 5 and MDG 6.
- (2) Regarding reproductive health, Ulaanbaatar Declaration on Population and Development was signed in 2013 and the National Comprehensive Population Development Policy 2014-2020 has

been drafted. Other national policies and strategies which address maternal and reproductive health (RH) and other gender issues in health sector are the National Programmes of Food Security 2009-2016 and the National Strategy Plan on HIV/AIDS and STIs 2010-2015.

- (3) Improvement of reproductive health is one of the important political agenda in Mongolia. Various political approaches and donor support have been provided to improve the situation. As a result, some indicators of MDG have already achieved. However, access to public services including health services is affected by gender, regional and socioeconomic situation. Reproductive health is worse in rural area than in urban area.
- (4) The population in ger district where many migrants from rural areas lives in Ulaanbaatar is expanding. However access to basic infrastructures and services, such as water supply, sanitation and central heating is limited and the residents, especially women and children are vulnerable to negative impacts to health.
- (5) Overall life expectancy for both men and women in Mongolia is increasing. However, the gender disparity in life expectancy is also growing. Men live increasingly shorter than women, because health care services are not always easily available for men.

#### **Agriculture and Rural Development**

- (1) Access to governmental services is limited and results in poverty and poor health condition in rural areas compared to urban areas. Women and children are affected severer by the limitation of access to these public services.
- (2) In Mongolia poverty ratio is higher in rural area than urban area, although the national poverty ratio is decreasing.
- (3) The majority of herders lives at the poverty line with few alternate sources of income, and excluded from social insurance schemes In the herders' household there still exist gender division of labor and women are in charge of all the household works and seasonal family labor related to herding, such as processing of milk and wool. Women tend to be involved in free family labor in rural area. Boys tend to drop out from school for supporting family business, herding or other income generating activities.
- (4) Because of the increase of migration from rural area to urban cities for employment, rural households face problems caused of shortage of worker, such as lack of manpower to take carer of livestock or lack of income form herding because of the shortage of livestock. These problems are faced by female headed households severer.
- (5) Regarding agricultural farming, such as vegetable growing, men tend to run the business on a large scale with technical tools and women tend to operate the business manually in a small size. Women, especially women who head household, face burden for heavy physical work.

#### **Employment and Economic Activities**

- (1) The 'Law on Promotion of Gender Equality' ensures gender equality on employment and economic activities in the Article 11 and activities for the promotion of women's employment and economic activities have been outlined in the 'Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016'. The 'Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021' also covers the activities for enhancing gender equality in employment and economic activities which relate to MDG 3.

- (2) In Mongolia, women's participation in economic activity is relatively high. However, the ratio of female working population is decreasing, although men's ratio is increasing. This decrease seems to reflect the impacts of economic stagnation from 2008 to 2009 and increase of women's enrolment to tertiary education.
- (3) The articles of the Labor Law to protect women do not always function positively for women's employment, but sometimes prevent women from accessing to employment and even expand gender gaps of amount of income. For example, early retirement impacts women's earnings, because it can fall to zero in the worst case, if the woman becomes unemployed.
- (4) Women spend roughly twice the amount of time as men on household and care duties, and this does not decline even when they are engaged in paid productive work in the labor market. This shows that working women are required to engage in a double burden.
- (5) Wage gaps between women and men tend to be caused of the difference of occupations and levels of which women and men are employed under the influence of gender division of labor in Mongolia. Women are severely under-represented in the decision making. There are also wage gaps in the same occupation between women and men.
- (6) In the mining sector different gender issues are found according to the types and sizes of mining. Women and children make up an estimated 35-40 percent of artisanal miners, and often facing greater risk of health diseases, violence and exploitation.
- (7) The number of female entrepreneurs is less than the one of men's and more in informal sector, because of limited access to financial and social resources for running business.

#### **Gender Mainstreaming in JICA's Projects**

The major findings from the review of JICA's projects are as follows:

- (1) Although targeted projects have not taken any special action to enhance women's participation, they tend to accept active women's participate in the project activities. This may be affected by the fact that women's share of officers at the middle or lower level in the governmental institution is higher than the men's.
- (2) It seems that the stakeholders of the targeted projects have limited knowledge about gender and misunderstand that women's participation is directed linked to resolve of gender issues faced by projects, which need to be revised.
- (3) There is possibility for development cooperation projects to tackle gender issues or provide the activities in gender sensitive manners, regardless of the gender component planned originally in the project design based on gender analysis. In technical cooperation projects, it is effective approach to integrate curriculum related to gender into the technical training provided by projects.
- (4) It is possible to enhance women's participation in decision making through encouraging the project stakeholders to recognize that their ideas and behaviors are influenced of cultural norms, mainly gender division of labor, and consider changing attitudes toward such traditional ideas.

#### **Gender Issues and Mainstreaming Gender When Planning Future Interventions in Mongolia**

- (1) It is necessary for the Japanese experts and counterparts to pay attention to cultural norms shared among the stakeholders and participants of the projects and take special attention to make sure that the benefits of projects are equally accessed and shared by them.
- (2) Japanese experts and counterparts of development cooperation projects are suggested that they

encourage women to participate in decision making in order to reflect women's needs and opinion to projects activities and strengthen effectiveness of the projects.

- (3) It is suggested that technical cooperation projects keep gender segregated records about project activities, such as participants of training and meetings. Based on the gender segregated data, it is suggested that each projects analyze issues in the projects and the sector covered by the projects from gender perspective.
- (4) Gender issues can be identified even in the sectors which do not seem to have relation with gender. Therefore, it is suggested that projects analyze the sectoral issues from gender perspective and recognize gender issues.
- (5) Technical support to enhance gender mainstreaming is highly required. It is suggested that JICA provide technical cooperation to NCGE by utilizing its experiences in other countries and gender focal points of related governmental institutions.



### List of Abbreviations and Acronyms

ADB	Asian Development Bank
ANC	Antenatal care
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
DPT	Diphtheria, Pertussis, Tetanus
GBV	Gender Based Violence:
GDI	Gender Development Index
GDP	Gross Domestic Product
GEM	Gender Empowerment Measurement
GGI	Gender Gap Index
GII	Gender Inequality Index
GNI	Gross National Income
HDI	Human Development Index
HIV/ AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome
ILO	International Labour Organisation
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
LGBT	Lesbian, Gay, Bisexual, and Transgender
MDG	Millennium Development Goal
MNT	Mongolian Tugriks
NA	Not Available
NCAV	National Center Against Violence
NCGE	National Council on Gender Equality
NGO	Non-governmental Organization
NSO	National Statistical Office
PPP	Purchasing Power Parity
SDC	Swiss Agency for Development and Cooperation
STI	Sexually Transmitted Infections
UB	Ulaanbaatar
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USD	US Dollar
WB	World Bank
WFP	World Food Programme
WHO	World Health Organization

## Map of Mongolia



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# 1. Basic Profiles

## 1.1 Socio-Economic Profile

International Development Indicators	Year	Human Development Index		Gender-related Development Index		Gender Empowerment Measurement	Gender Inequality Index		Reference
		Value	Rank	Value	Rank		Value	Rank	
	2012	0.675	108				0.328	56	(1)
	2009	0.727	115	0.695	100	94 位(0.429)(2009)			(2)
Demographic Indicators	Year	Population			Urban Population			Reference	
		Total		% of female	% of total urban population		% of female population		
	2012	2867.7(1,000)		51.4%	67.1%		94.4%(2010)(5)	(3)(5)	
	2007	2594.8(1,000)		51.2%	60.7%		NA	(4)	
	Year	Population growth rate	Median age	Households by head of households		Reference			
				Male-headed	Female-headed				
2010	1.50%(7)	25(6)	78.5%		21.5%	(5)(6)(7)			
2007	1.38%(7)	24(2004)(6)	83.7%(2000)		16.3%(2000)	(5)(6)(7)			
Economic Indicators	Year	GNI per capita	GDP growth rate	Inflation	Gini index	ODA/ GNI	Reference		
	2012	USD 3,160	12.28%	15.00%(8)	0.36 (07/08)	4.29%(2011)	(7)(8)		
	2007	USD 1,400	10.24%	8.17%(8)	0.33 (02/03)	5.77%	(7)(8)		
Public expenditure by sector/ Total government expenditure	Year	Health	Education	Social Security and Welfare	Agriculture	Defense	Reference		
	2012	7.12%	4.57%	36.78%	1.75%	3.70%	(9)		
	2007	8.01%	14.38%	21.9%	1.9%	3.78%	(9)		
Sectorial Share of GDP	Year	Agriculture	Mining/I ndustry	Wholesale / Retail	Transportation/Co mmunication	Construct ion	Other	Reference	
	2010	15.9%	33.8%	15%	10.4%	2.8%	18.0%	(3)	
	2007	18.4%	38.0%	12.4%	12.1%	1.7%	21.5%	(4)	
Labor Indicators	Year	Labor force participation rate		Unemployment rate (+15 years old)		Nominal minimum wage (MNT)	Reference		
		Male	Female	Male	Female				
	2012	69.0%	58.4%	8.4%	8.0%	140,400(2011)(10)	(3)(10)		
2007	65.1%	63.2%	11.6%(2009)	11.5%(2009)	NA	(4)			
Employment by Economic Activity	Year	Agriculture	Mining/Industry	Wholesale / Retail	Transportation/Co mmunication	Construct ion	Other	Reference	
	2010	33.5%	10.7%	14.1%	8.8%	4.7%	41.2%	(3)	
	2007	37.6%	12.0%	15.8%	4.3%	5.8%	40.1%	(4)	
Access to Mobile phone/ Internet facility	Year	Persons who subscribe mobile phones			Persons who subscribe Internet			Reference	
		Total	Male	Female	Total	Male	Female		
	2010	74.0%	72.2%	75.9%	30.6%	28.4%	32.8%	(5)	
Global Gender Gap Index	Rank in					2013	2006	Reference	
	Overall (Rank/ out of the total number of countries)					33/136	42/115		
	Economic Participation and Opportunity					2	73		
	Ratio: female labor force participation over male value					50 (0.85)	73 (0.66)		
	Wage equality between women and men for similar work					6 (0.78)	13 (0.78)		
	Ratio: estimated female earned income over male value					18 (0.77)	19 (0.66)		

(1) UNDP (2013). "Human Development Report 2013," p.145 (HDI) and p.157 (GII).

(2) UNDP (2009). "Human Development Report 2009," p.168 (HDI), p.182, (GEI) and p.187 (GEM).

(3) NSO (2012). "Year Book 2012."

(4) NSO (2010a). "Year Book 2010."

(5) NSO (2010b). "Population and Housing Census of Mongolia Gender Equality."

(6) WHO. "Mongolia All Health Indicators." <http://www.quandl.com/health/mongolia-all-health-indicators> (Accessed in October, 2013)

(7) World Bank. "World Development Indicators," <http://data.worldbank.org/country/mongolia> (Accessed in October, 2013)

(8) IMF. "World Economic Outlook Database 2013," [www.imf.org/external/pubs/ft/weo/2013/02/weodata/weoselgr.aspx](http://www.imf.org/external/pubs/ft/weo/2013/02/weodata/weoselgr.aspx) (Accessed in October, 2013).

(9) ADB (2013). "Key Indicators for Asia and the Pacific 2013 Mongolia (Country Table)," p.4.

(10) ILO. "Mongolia - Minimum Wages-2011," [http://www.ilo.org/dyn/travail/travmain.sectionReport1?p\\_lang=en&p\\_structure=1&p\\_year=2011&p\\_start=1&p\\_increment=10&p\\_sc\\_id=1&p\\_countries=MN&p\\_print=Y](http://www.ilo.org/dyn/travail/travmain.sectionReport1?p_lang=en&p_structure=1&p_year=2011&p_start=1&p_increment=10&p_sc_id=1&p_countries=MN&p_print=Y) (Accessed in October, 2013)

(11) World Economic Forum (2013). "The Global Gender Gap Report 2013," pp. 284-285.

(12) World Economic Forum (2006). "The Global Gender Gap Report 2006," p.102.

## 1.2 Education Profile

Education System	Twelve years of basic education (Six years of primary education, Six years of secondary education-three years in junior high school education and three years in senior high school). Two years of pre-primary school. Three to five years of tertiary education.						Reference
Adult Literacy Rate	Year	Total	Male	Female			Reference
	2010	97.41%	96.92%	97.87%			(13)
	2000	97.76%	98.02%	97.53%			(13)
Kindergarten	Year	Gross Enrolment Ratio		% of Enrolment		Reference	
		Total		Boy	Girl		
	2011	82.14%		80.49%	83.83%	(13)	
	2006	51.80%		49.23%	54.42%	(13)	
Primary Education	Year	Gross enrolment ratio			Net enrolment rate		Reference
		Total	Boy	Girl	Total	Boy	Girl
	2011	119.86%	121.23%	118.47%	98.58%	99.16%	97.99%
	2006	98.01%	98.00%	98.01%	89.13%	89.15%	89.12%
	Year	Completion rate					Reference
		Total	Boy	Girl			
	2011	115.29%	114.88%	115.70%			(13)
	2006	109.65%	109.77%	109.53%			(13)
Secondary Education	Year	Gross enrolment ratio			Net enrolment rate		Reference
		Total	Male	Female	Total	Male	Female
	2011	92.60%	90.07%	95.17%	76.44%	74.06%	78.86%
	2006	89.13%	84.90%	93.39%	81.20%	77.10%	85.34%
	Year	Completion rate					Reference
		Total	Male	Female			
		NA	NA	NA			NA
		NA	NA	NA			NA
Tertiary Education	Year	Gross enrolment ratio			Net enrolment rate		Reference
		Total	Male	Female	Total	Male	Female
	2011	57.16%	45.90%	68.58%	NA	NA	NA
	2006	47.37%	36.94%	57.97%	NA	NA	NA
Technical and Vocational Education	Year	Enrolment in Technical and Vocational Education (no.of graduate 1,000)					Reference
		Total	Male		Female		
	2009/2010	15.1	7.8 (51.6%)		7.3 (48.4%)		(14)
	2006/2007	7.0	3.6 (51.4%)		3.4 (48.6%)		(14)
Collages of Education (Teacher Training)	Year	Enrolment in Colleges of Education (no.of graduate 1,000)				Reference	
		Total	Male		Female		
	2009/2010	90.2	43.3(48.0%)		46.9(52.0%)	(14)	
	2006/2007	99.9	47.3(47.3%)		52.6(52.7%)	(14)	
Global Gender Gap Index	Rank in			2013	2006	Reference	
	Educational Attainment			50/136	20/115	(15)(16)	
	Ratio: female literacy rate over male value			1 (1.00)	46 (1.00)		
	Ratio: female net primary level enrolment over male value			89 (0.99)	1 (1.00)		
	Ratio: female net secondary level enrolment over male value			1 (1.00)	1 (1.00)		
	Ratio: female gross tertiary level enrolment over male value			1 (1.00)	1 (1.00)		

(13) World Bank. "World Development Indicators," <http://data.worldbank.org/country/mongolia> (Accessed in October, 2013)

(14) NSO (2010a). "Year Book 2010."

(15) World Economic Forum (2013). "The Global Gender Gap Report 2013," pp. 284-285.

(16) World Economic Forum (2006). "The Global Gender Gap Report 2006," p.102.

### 1.3 Health Profile

Life Expectancy at Birth		Total	Male	Female		Reference		
	2012	68.71	64.91	74.32		(17)		
	2006	65.85	62.59	69.38		(18)		
Health Workforce	Year	Doctor to population ratio		Nurse to population ratio		Reference		
	2010	368		300		(18)		
	2007	353		303		(18)		
Reproductive Health	Year	Maternal mortality ratio	Total fertility rate	Contraceptive prevalence(aged 15-49)	At least one antenatal visit	Reference		
	2010	63/ 100,000	2.43	54.9%	99%(20)	(19)(20)		
	2000	96/100,000	2.14	67.4%	99%(20)	(19)(20)		
	Year	Births attended by skilled health personnel	Maternal anemia rate	Age at first marriage	Adolescent fertility rate (per 1,000)	Reference		
	2010	98.8%	37.28(2005)	24.2 (F)/26.2 (M)	25.50	(19)		
	2000	96.6%	NA	NA	18.84	(19)		
Infant Mortality Rate (per 1,000)	Year	Total	Male	Female		Reference		
	2010	25.2	30.1	19.9		(19)		
	2000	48.4	57.3	39		(19)		
Under-five Mortality Rate (per 1,000)	Year	Total	Male	Female		Reference		
	2010	30.2	35.8	24.2		(19)		
	2000	63.1	73.2	52.4		(19)		
Immunization Coverage (1-year-olds)	Year	Measles	DPT3	BCG <sup>(21)</sup>	Polio <sup>(21)</sup>	HepB3	Hib3	Reference
	2010	97%	96%	99%	96%	96%	96%	(20)
	2005	97%	99%	99%	99%	98%	28%	(20)
Nutrition	Year	Underweight	Stunted		Iodine deficiency	Oral rehydration therapy use rate	Reference	
	2012	4.7% (2010)(24)	27.5%(2005-2012) (21)		NA	46.6(2005)	(19)(21)(24)	
	2000	12.7% (24)	NA		NA	65.5%	(19)(24)	
Access to Safe Water and Sanitation	Year	Access to safe water		Access to improved sanitation		Reference		
	2011	85%		53%		(21)		
	2000	65%		49%		(21)		
HIV/AIDS	Year	HIV Prevalence among pregnant women attending ANC clinics		Prevalence of HIV among adults aged 15 to 49 (%)		Reference		
	2010	0.003%		0.1% (19)		(19)(20)		
	2000	0.005%		0.1% (19)		(19)(20)		
Global Gender Gap Index	Rank in				2013	2006	Reference	
	Health and Survival				1/136	1/115	(22)(23)	
	Sex ratio at birth				1 (0.94)	1 (0.94)		
	Ratio: female healthy life expectancy over male value				1 (1.06)	1 (1.06)		

(17) NSO (2012). "Year Book 2012."

(18) NSO (2010a). "Year Book 2010."

(19) World Bank. "World Development Indicators," <http://data.worldbank.org/country/mongolia> (Accessed in October, 2013)

(20) WHO. "Mongolia All Health Indicators," <http://www.quandl.com/health/mongolia-all-health-indicators> (Accessed in October, 2013)

(21) WHO (2013). "World Health Statistics 2013," p.112.

(22) World Economic Forum (2013). "The Global Gender Gap Report 2013," pp. 284-285.

(23) World Economic Forum (2006). "The Global Gender Gap Report 2006," p.102.

(24) Government of Mongolia (2011). "Millennium Development Goals Implementation, the Fourth National Report," p.26.

## 1.4 Millennium Development Goals (MDGs) Indicators

(Figures in bold are the targets by 2015.)

### Goal 1: Eradicate extreme poverty and hunger

Indicator	Target 1: Halve % of people below the minimum living standard		Target 2: Reduce % of malnutrition	Target 3: Increase employment rate and reduce youth unemployment rate		Reference
	Poverty headcount (18%)	Poverty gap ratio (6.0%)	% of underweight children under age five (2%)	Labor force participation rate (70%)	Unemployment rate of population aged 15-24 (2%)	
2012	27.4%	7.1%	4.7% (2010)	63.5%	14.0%	(25)
1990	36.3% (1995)	10.9% (1995)	12.7% (2000)	67.1% (1998)	6.5% (1998)	(25)

### Goal 2: Achieve universal primary education

Indicator	Target5: Provide primary education by 2015 (100%)			Reference
	Gross enrolment ratio	% of pupils starting Grade 1, and who reach Grade 5	Literacy rate of youth aged 15-24	
2012	95.2%	93.2% (20011)	98.5% (2010)	(25)
1990	95.9% (1997)	91.0%	99.0%	(25)

### Goal 3: Promote gender equality and empower women

Indicator	Target 6: Achieve appropriate sex ratio in primary and secondary education by 2009, and at all levels of institution by 2015			Target 7: Ensure gender equality in paid employment	Target 8: Increase participation of women in political decision making		Reference
	Sex ratio in primary (1.0)	Sex ratio in secondary (1.0)	Sex ratio in tertiary (1.0)	% of women in non-agricultural employment (50%)	% of women in national parliament (30%)	% of women candidate for national parliament (30%)	
2012	0.95	1.07	1.40	47.8%	14.7%	32.0%	(25)
1990	1.03(1995)	1.33(1997)	1.72	51.1%	24.9%	7.7%(1992)	(25)

### Goal 4: Reduce child mortality

Indicator	Target 9 : Reduce by four times the under-five mortality rate			Reference
	Under-five mortality rate (21/1000)	Infant mortality rate(15/1000)	Immunization coverage (99%)	
2012	18.9	15.5	96.9%	(25)
1990	88.8	64.4	92.4%	(25)

### Goal 5: Improve maternal health

Indicator	Target10: Provide access to all individuals of appropriate age to required reproductive health services and reduce by four times the maternal mortality ratio		Reference
	Maternal mortality ratio (50/100,000)	Births attended by skilled health personnel (99.8%)	
2012	51.5 人	99.7%	(25)
1990	121.6 人	100.0%	(25)

### Goal 6: Combat STIs/ HIV/AIDS & Tuberculosis, reverse other diseases

Combat STIs/ HIV/AIDS & Tuberculosis, Reverse Other Diseases						
Indicat or	Target 11 : Limit and prevent the spread of HIV/AIDS		Target 12 : Reverse the spread of tuberculosis			Referenc e
	HIV prevalence among		Prevalence (82/1000,000)	Incidences (100/1000,000)	Death rates (2/100,000)	
	Pregnant women ( <b>&lt;0.1%</b> )	Population aged 15-24( <b>&lt;0.1%</b> )				
2012	0.003%	0.0012%	59	139	2	(25)(26)
1990	0.005% (2005)	0.0007% (2007)	435	79	5	(25)

### Goal 7: Ensure environmental sustainability

Indicator	Target: Halve the proportion of persons without sustainable access to safe drinking water and basic sanitation		Reference
	Proportion of population without access to safe drinking water (40%)	Proportion of population without access to improved sanitation (60%)	
2012	27.4% (2010)	76.8% (2010)	(25)
1990	45.0%	77.4%	

(25) Government of Mongolia (2013). "Millennium Development Goals Implementation, the Fifth National Report (Draft)."

(26) Government of Mongolia (2011). "Millennium Development Goals Implementation, the Fourth National Report."

## 1.5 National Commitment to Gender Issues

### Women in Decision-making Positions

Year	Parliament	Government		Private Sector			Reference
	Member of Parliament	Minister	Deputy Minister	Manager	Professional	Technician	
2013	11/ 76(14.4%)(29)	3/ 19(18.7%)(30)	3/ 16 (18.7%)(30)	NA	NA	NA	(29)(30)
2006	3/ 76 (6.6%)(2010)	1/14(7.1%)(2010)	3/14(21.4%)(2010)	NA	NA	NA	(29)

### Global Gender Gap Index

	Rank in	2013	2006	Reference
<b>Economic Participation and Opportunity</b>		2/136	21/115	(27)(28)
Ratio: female legislators, senior officials and managers over male value		8 (0.90)	36 (0.43)	
Ratio: female professional and technical workers over male value		1 (1.00)	1 (1)	
<b>Political Empowerment</b>		127 (135)	101 (115)	
Ratio: females with seats in parliament over male value		88 (0.18)	99 (0.07)	
Ratio: females at ministerial level over male value		109 (0.08)	92 (0.06)	
Ratio: number of years of a female head of state or government (last 50 years) over male value		57 (0.00)	25 (0.02)	

### Signature and Ratification of Treaty/ Convention

Signed in	Ratified in	Convention
1980	1981	Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)
1995	-	Beijing Declaration and Platform for Action
2000	-	Millennium Declaration
—	2004	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

### Legislation for Gender Equality and Protection of Women

Year	Legislation
1992	Constitution
1999	Labor Law
2005	Law to Combat Domestic Violence
2002	Criminal Code amended in 2008
2011	Law on Promotion of Gender Equality
2012	Law to Combat Trafficking in Persons

### National Policy on Gender

Year	Legislation
1996	National Programme of Action for Advancement of Women 1996-2020
2002	National Programme for Gender Equality 2002-2015
2005	National Programme on Combating Domestic Violence 2005-2015
2006	National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women 2006-2014
2008	Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021
2013	Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016

### National Machinery for the Advancement of Women

Organization	Established in
NCGE: National Committee on Gender Equality	2002

(27) World Economic Forum (2013). “*The Global Gender Gap Report 2013*,” pp. 284-285.

(28) World Economic Forum (2006). “*The Global Gender Gap Report 2006*,” p.102.

(29) Mercy Corps, et al. (2013). “*Gender Desk Review*,” p.24.

(30) Mercy Corps, et al. (2013). “*Gender Desk Review*,” p.29. Hearing from JICA Mongolian Office in October 2013.



## 2. General Situation of Women and Government Policy on Gender

### 2.1 General Situation of Women in Mongolia

Summary	
(1)	Socio economic indicators, related to gender, such as girls' enrolment rate and the ratio of women's labor participation, have been improved in Mongolia. However women and men face different obstacles because cultural norms and behaviors which support the stereotyped gender division of labor still exist in Mongolia. Women are required to engage in a double burden for both productive and reproductive work. There is also wage gap between women and men and women tend to receive less income than men. Household headed by women face more difficulty because of lack of support and poverty. On the other hand boys tend to drop out from school to support their family business, herding or other income generating activities in herder's household. Men are required to engage in physical labor in heavy working condition.
(2)	There are regional disparities in these socio economic indicators and gender issues are more serious in rural area than rural area.
(3)	Women are under-represented as both elected representatives and at senior levels of the civil service and private sector. In order to improve the situation, the Law on Promotion of Gender Equality integrates the quarter system for the employment and assignments of civil servants.
(4)	Gender based violence, such as domestic violence (DV), human trafficking and sexual harassment is one of the important gender issues and women are the primary victims in Mongolia.

#### [Socio-economic situation of Mongolia]

Mongolia is located in Central Asia, between the Russian Federation and China. Mongolia is the 19th largest country in the world, covering 1.5 million square kilometers. At the end of 2012 Mongolia had a population of 2.87 million, of which around 67 percent resided in urban areas<sup>1</sup>. The urban population is still expanding. A total of 1.2 million people (one fourth of the total population) lived in Ulaanbaatar (the capital city).

Since its transition to democracy in 1990, real GDP per capita in Mongolia has been increasing, although it was affected negatively by the economic stagnation in 2009. Between 2000 and 2012 the per capita economic growth of Mongolia calculated based on GDP criteria has increased by 2.1 times or grown annually by 6.5 percent<sup>2</sup>.

However, disparity between rural and urban area is expanding. The benefits of the recent economic growth do not evenly reach to all the households, especially the poor household in rural area. For example, in 2012, the poverty headcount ratio is 27.4 percent in total, and 23.2 percent in urban area and 35.5 percent in rural area<sup>3</sup>. Although the economic situation at the national level has been recovered mainly drawn by the growth of mining sector, the mining sector has low employment capacity, especially women's.

In ger district where many migrants from rural areas lives in Ulaanbaatar, access to basic infrastructures and services, such as water supply, sanitation and central heating is limited<sup>4</sup>. Because of the heavy snow and draught (dzud) in 2010, nearly nine thousand herders lost their entire livestock while several thousands of herder households lost a majority of their livestock<sup>5</sup>.

<sup>1</sup> Government of Mongolia (2013). p.24.

<sup>2</sup> Government of Mongolia (2013). p.24.

<sup>3</sup> Government of Mongolia (2013). p.36.

<sup>4</sup> Government of Mongolia, UNDP and CIDA (2011). p.73.

<sup>5</sup> Government of Mongolia, UNDP and CIDA (2011). p.1.

### **[General situation of women in Mongolia]**

Socio economic indicators, related to gender, such as girls' enrolment rate and the ratio of women's labor participation, have been improved in Mongolia. Mongolia is ranked 108 among 187 countries in Human Development Index in 2012 and 56 among 146 countries in the gender inequality index<sup>6</sup>. It is ranked in Global Gender Gap Index as 33 among 136 countries<sup>7</sup>.

However women and men face different obstacles because cultural norms and behaviors which support stereotyped gender division of labor still exist in Mongolia. Women are required to engage in a double burden for both productive and reproductive work. There is also wage gap between women and men and women tend to receive less income than men<sup>8</sup>.

Household headed by women face more difficulty because of lack of support for child caring or physical labor and security. Women headed households are also more likely to be impoverished, as at least 34.7% of the poor households in Mongolia are headed by women in 2007/8<sup>9</sup>.

There are regional disparities in these socio economic indicators and gender issues are more serious in rural area than rural area.

### **[Women's participation in key political and administrative positions]**

Women's representation in decision making in the political, administrative and economic spheres is very limited, because of the influence of gender stereotyped cultural norms and behavior in which men have responsibilities of decision making and household income as household heads and women take care of housework and child caring. Even though women's participation rate in workforce is relatively high, these norms still exist and influence both men and women's behavior, including participation in decision making.

The representation of women in the national parliament is very low because of lack of access to financial resources required to run a campaign and being less prioritized in political party where male's network exists<sup>10</sup>.

Various approaches to enhance women's representation in political spheres has been conducted to achieve MDG 3, such as capacity building of prospective female leaders and awareness raising about stereotyped gender roles. Moreover, a new Election Law, passed in December 2011, does stipulate that 20 percent of nominated candidates for parliament have to be women<sup>11</sup>.

As a result, the proportion of female candidates nominated by political parties or independently nominated to the State Great Hural has been risen to 32 percent in the election in 2012 and achieved the indicator of MDG 3<sup>12</sup>.

In 2011, women accounted for 3 out of 76 seats in parliament and only 1 out of 12 cabinet posts<sup>13</sup>. In the following parliamentary elections in 2012, the number of women parliamentarians has increased to 11, which

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<sup>6</sup> UNDP (2013).

<sup>7</sup> World Economic Forum (2013). p.284.

<sup>8</sup> World Economic Forum (2013). p.284.

<sup>9</sup> The UN Organization (2010). p.42.

<sup>10</sup> ADB and World Bank (2005). p.50. Hearing from MONFEMNET in October 2013.

<sup>11</sup> Mercy Corps, et al. (2013). p.11.

<sup>12</sup> Government of Mongolia (2013). pp.75-76.

<sup>13</sup> Mercy Corps, et al. (2013). p.9.

constitutes 14.45 percent of the Parliament<sup>14</sup>.

Women's representation in the government is also limited. After the election in 2012, the new Cabinet has only 3 women as ministers out of 16 ministerial posts<sup>15</sup>, although the number of female minister increased from only one to three. The women ministers who are also members of parliament together with the other women parliamentarians have formed a Women's Caucus and have developed a common agenda of critical issues to pursue<sup>16</sup>.

Women are also underrepresented in higher leadership positions in state organizations, and this share has declined from 12 percent in 2007 to 7.8 percent in 2011<sup>17</sup>. On the other hand, the proportion of women in medium- and low-level officers' positions has increased. There is a growing gender disparity in the junior officers' positions<sup>18</sup>.

In order to improve the situation, the Law on Promotion of Gender Equality integrates the quarter system for the employment and assignments of civil servants to guarantee equal rights in civil service in Article 10.

On the other hand, boys tend to drop out from school to support their family business, herding or other income generating activities in herder's household. Men are required to engage in physical labor in heavy working condition. As a result, boys' school enrolment rate is lower than girls' and the gender gap in life expectancy is growing and men lives shorter than women.

Women are also under represented in decision making post in private sector<sup>19</sup>.

### **[Gender based violence (GBV)]**

Gender based violence is one of the important gender issues and women are the primary victims in Mongolia.

According to the reproductive health survey in 2008, 19 percent of women have experienced physical injury from intimate partner and 21 percent of women have experienced psychological abuse from husband<sup>20</sup>.

Also, 9 percent of men and 10 percent of women believe that male partners are justified in hitting or beating women<sup>21</sup>. The percentage is higher in rural area and among the poorest group<sup>22</sup>.

At least one-third of children at the kindergarten through upper secondary level reported having experienced some form of violence (economic, emotional, physical or sexual) while at school<sup>23</sup>.

Sexual harassment, especially at work, is common place and is often unaddressed<sup>24</sup>. A provision prohibiting sexual harassment has been added to the Law on the Promotion of Gender Equality.

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<sup>14</sup> Mercy Corps, et al. (2013). p.9, Government of Mongolia (2013). p.76.

<sup>15</sup> Mercy Corps, et al. (2013). p.9. "*Minister of Natural Development and Green, Minister of Health and Minister of Culture, Sports and Tourism are women in October, 2013.*"

<sup>16</sup> Mercy Corps, et al. (2013). p.9.

<sup>17</sup> NSO (2012) , Government of Mongolia (2013). pp.76-77.

<sup>18</sup> Government of Mongolia (2013). pp.76-77.

<sup>19</sup> Mercy Corps, et al. (2013). p.5

<sup>20</sup> NSO (2009). p.278 and p.282.

<sup>21</sup> UNFPA (2013).

<sup>22</sup> UNFPA (2013).

<sup>23</sup> The UN Organization (2010). p.31. Hearing from UNICEF.

<sup>24</sup> Mercy Corps, et al. (2013). p.10.

Lesbian, gay, bisexual and transgender (LGBT) individuals and women in prostitution are targeted for gender-based violence. In fact, these groups are among the most vulnerable to stigmatization, discrimination and violence, and at times are specifically targeted by ultra-nationalist groups.<sup>25</sup>

It appears that domestic violence, despite its wide prevalence, is still a taboo subject in Mongolia<sup>26</sup>.

Mongolian men, women, and children are found in forced labor and forced prostitution in China, Malaysia, the Philippines, Macau, and Singapore. Women and girls are subjected to forced prostitution in Macau, Hong Kong, and South Korea<sup>27</sup>. Mongolian women tend to be encouraged to work abroad with limited information about the work by their families and become victims of human trafficking<sup>28</sup>.

The justice system has inadequate mechanisms to respond to the needs of victims of violence<sup>29</sup>. Overall, Mongolians have low trust in the police and the courts, and the victim and witness protection program is very weak.

#### **[Traditional and cultural aspects influencing gender relations]**

As is discussed already, cultural norms and behaviors which support the stereotyped gender division of labor still exist in Mongolia. Women are required to engage in a double burden for both productive and reproductive work. There is also wage gap between women and men and women tend to receive less income than men<sup>30</sup>.

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<sup>25</sup> The UN organization (2010). p.46.

<sup>26</sup> The UN Organization (2010). p.45. Hearing from NCAV.

<sup>27</sup> Department of State, United States of America (2013). p.267. Hearing from the Asia Foundation.

<sup>28</sup> Hearing from the Asia Foundation.

<sup>29</sup> The UN Organization (2010). p.46.

<sup>30</sup> World Economic Forum (2013). p.284.

## 2.2 Government Policy on Gender

Summary
(1) In 2011 Law on Promotion of Gender Equality was enforced. The law ensures gender equalities in the political sphere, economic sphere, civil service, employment and labor relations, education, health care and family relations. It is the legislation which ensures gender equality in those sectors and clearly mentions the responsibilities of the government in the related sectors. The Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 has been drafted and implemented to enhance the implementation of the Law.
(2) The Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021 was enforced in 2008. It also covers areas related to gender, such as education (MDG 2 and 3), political participation (MDG 3) and health care (MDG 1, 4, 5, 6).
(3) Regarding domestic violence (DV), the Law to Combat Domestic Violence was implemented in 2005 and the National Programme on Combating Domestic Violence 2005-2014 was developed for the implementation of the Law. Regarding human trafficking, the National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women 2005-2014 has been implemented since 2005. The Law to Combat Trafficking in Persons was enforced in 2012.
(4) Since the transition to free market economy, women's NGOs were established and has led the activities for both privatization and gender equality. Women's NGOs have fluent human resources for the issues related to gender. They are also active in activities for the gender mainstreaming and enhancement of gender equality initiated by the government.

### [National policy on gender]

In 2011 Law on Promotion of Gender Equality was enforced. The law ensures gender equalities in the political sphere (Article 8), economic sphere (Article 9), civil service (Article 10), employment and labor relations (Article 11), education (Article 12), health care (Article 13) and family relations (Article 14). It is the legislation which ensures gender equality in those sectors and clearly mentions the responsibilities of the government in the related sectors.

The Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 has been drafted and implemented to enhance the implementation of the Law. Actions for gender mainstreaming and gender equality have been started by the initiation of NCGE based on the Law and the Mid-term Strategy and Action Plan. Although the Law was approved in 2011, the implementation has still in the early stage since the Mid-term Strategy and Action Plan for Implementation was enforced in 2013.

After the participation at the Fourth World Conference on Women (Beijing) in 1995, the National Programme of Action for Advancement of Women 1996-2020 was implemented. Since 2002, the National Programme for Gender Equality 2002-2015 has also been enforced.

Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was ratified in 1981 by the Mongolian government. Since then seven reports about the progress was submitted in total.

### [Other legal frameworks and policies related to gender]

The Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021 was

enforced in 2008. It also covers areas related to gender, such as education (MDG 2 and 3), political participation (MDG 3) and health care (MDG 1, 4, 5, 6).

Regarding domestic violence (DV) the Law to Combat Domestic Violence was implemented in 2005 and the National Programme on Combating Domestic Violence 2005-2014 was developed for the implementation of the Law. The revision of the related legal frameworks is going on in order to adjust the gaps between the Law and other legislations related in 2013<sup>31</sup>. Through One Stop Center Project initiated by the Ministry of Health in collaboration with the Ministry of Justice and Police department, three shelters have been opened in Ulaanbaatar city and multi-disciplinary teams have been composed for advocacy, prevention and protection of the victims of domestic violence (DV) in regional level<sup>32</sup>.

Regarding human trafficking, the National Plan of Action on Commercial Sexual Exploitation and Trafficking of Children and Women 2005-2014 has been implemented since 2005. The Law to Combat Trafficking in Persons was enforced in 2012. Mongolia has also ratified the 'Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime. However, there is still limited actual performance done by the government. Instead, NGOs has been taking leading roles for protection of the victims, such as awareness raising program on human trafficking and hotline services to the victims<sup>33</sup>. "The Trafficking in Persons (TIP) Report" published annually by the government of the United States of America is considered as the world's most comprehensive resource of governmental anti-human trafficking efforts. In TIP Report, Mongolia has been placed on "Tier 2"<sup>34</sup> since 2005.

#### **[Active involvement of NGO and civil societies]**

Since the transition to free market economy, women's NGOs were established and have taken the leading roles for the activities for both privatization and gender equality. Donor agencies used to cooperate with these NGOs for implementing technical cooperation projects. Therefore, NGO has fluent human resources for the issues related to gender. For example, Gender Center for Sustainable Development (GCSD) is active in activities related to domestic violence, National Center Against Violence (NCAV) is about human trafficking, Mongolian Gender Equality Center (MGECE) is on information and advocacy, and MONFEMINET is as a network organization among these women's organization.

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<sup>31</sup> Hearing from NCAV in October 2013.

<sup>32</sup> Hearing from Ministry of Health and UNFPA in October 2013.

<sup>33</sup> Hearing from the Asia Foundation in October 2013.

<sup>34</sup> U.S Department of States. "Trafficking in Persons (TIP) Report," <http://www.state.gov/j/tip/rls/tiprpt/index.htm> (Accessed in November 2010). In the TIP Report, each country got placed onto one of three tiers based on the extent of their governments' efforts to comply with the "minimum standards for the elimination of trafficking". Tier 1: Countries whose governments fully comply with the Trafficking Victims Protection Act's (TVPA) minimum standards, Tier 2: Countries whose governments do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards, Tier 2 Watch List: Countries whose governments do not fully comply with the TVPA's minimum standards, but are making significant efforts to bring themselves into compliance with those standards AND: a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or c) The determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year, Tier 3: Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so.

They are also active in activities for the gender mainstreaming and enhancement of gender equality initiated by the government such as becoming members of NCGE and the Working Groups, and provision of technical support for training and analytical research.

## 2.3 National Machinery for the Advancement of Women

Summary	
(1)	In 2002 the National Council for Gender Equality (NCGE) was established in the Ministry of Social Welfare and Labor which served as the secretariat of the council. In 2005 the secretariat of NCGE was newly established under the Prime Minister office and the council has started to be chaired by the Prime Minister.
(2)	NCGE has taken the responsibility to enhance the implementation of the National Programme for Gender Equality 2001-2015.
(3)	‘Sub-Council’ or ‘Sub Committee’ of the NCGE have been established in all the 16 ministries and local governments as the main body to enhance gender mainstreaming in the ministry or local level. Each committee/council is chaired by the officers at the decision making level. One gender focal point is also assigned to take responsibility as the secretariat of sub council/committee.
(4)	Capacity building of NCGE and gender focal points of governmental institutions is highly required. NCGE, however, faces financial difficulty to implement training for capacity building.

### [Background]

In 1992 the Office for Women’s Affairs was established in the Population and Social Protection Department of the Ministry of Health and Social Welfare for the coordination, and monitoring of women's affairs.

After the Fourth World Conference on Women (Beijing) in 1995, the National Programme of Action for Advancement of Women 1996-2020 was developed in 1996. In the same year the National Council for Women’s Affairs chaired by the minister of Health and Social Welfare was established for the enhancement of implementation of the National Programme of Action.

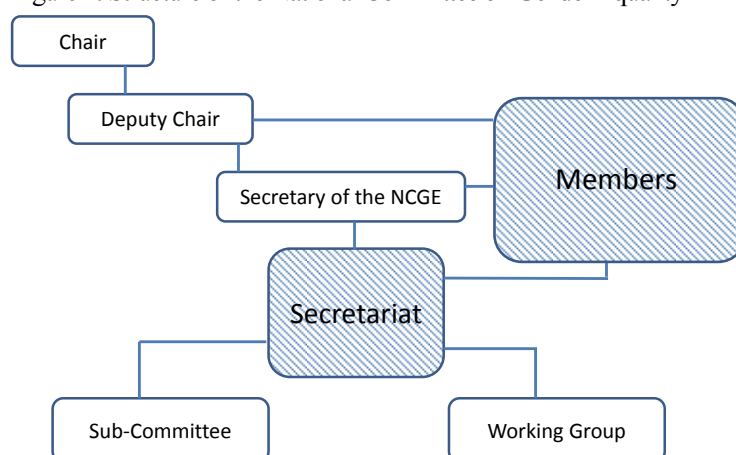
In 2002, the National Programme for Gender Equality 2001-2015 was developed. Then, the National Council for Gender Equality (NCGE) was established in the Ministry of Social Welfare and Labor which served as the secretariat of the council. In 2005 the secretariat of NCGE was newly established under the Prime Minister office and the council has started being chaired by the Prime Minister.

NCGE has taken the responsibility to enhance the implementation of the National Programme for Gender Equality 2001-2015.

### [Organization]

NCGE is chaired by the Prime Minister and the deputy chair is the senior advisor to the Prime Minister. The secretariat of NCGE located in the Prime Minister office is composed of 8 staff (in October 2013). Majority of the staff in the secretariat have been assigned to the position after the election in 2012. Structure of NCGE is figured in Figure 1 and the members are listed in the Box 1.

Figure 1: Structure of the National Committee on Gender Equality



Source: Pamphlet of NCGE collected in October 2013



‘Sub-Council’ or ‘Sub Committee’ of the NCGE have been established in all the 16 ministries and local governments as the main body to enhance gender mainstreaming in the ministry or local level. Each committee/council is chaired by the officers at the decision making level, such as Minister, Vice Minister or the Secretary of the State. One gender focal point is officially assigned for additional 30 percent of their salary in each institution and takes responsibility as the secretariat of sub council/committee.

### **[Main activities]**

NCGE is responsible for equal participation of the public and the government in and sustainability of the implementation of gender equality policies.

It is in charge of the coordination of related organizations to enhance enforcement of the Law on Promotion of Gender Equality and implementation of the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016.

The objectives of the Mid-term Strategy and Action Plan are as follows:

- 1). To create national capacity by identifying sample method and lead player for the Law on Promotion of Gender Equality implementation, and training human resources,
- 2). To develop gender statistics, establish an integrated database and ensure its use at all level policy development processes,
- 3). To create an integrated legal environment by amending relevant legal acts in conformity with the principles and standards of the Law on Promotion of Gender Equality,
- 4). To create and develop formal and informal education system that support public gender education and culture, and conduct national level campaign and awareness activities,
- 5). To create an environment to reduce and prevent from direct and indirect gender discriminations and a law enforcement mechanism to settle complaints on gender equality violations,
- 6). To introduce a gender sensitive budgeting methodologies in national integrated and local budgeting processes.

Meeting of the NCGE is held twice a year. Activities for gender mainstreaming are to be implemented by any ministries or local government based on the Midterm Strategy and the National Plan. Each sub council/committee is requested to report to NCGE about their progress every year.

Working Groups are established among governmental organization, NGO and civil societies on request for needs.

#### **Box 1: Member list of the NCGE**

- Chairman of the Standing Committee on Social Policy, Education, Culture and Science of State Great Hural (Parliament); (as discussed)
- Minister of Population Development and Social Protection of Mongolia
- Minister of Health
- Member of Ensure Gender Issue of National human Rights Commission of Mongolia (as discussed)
- Deputy Mayor of Ulaanbaatar
- Vice-Minister of Justice
- Vice-Minister for Education and Science
- Vice-Minister for Industry and Agriculture of Mongolia
- State Secretary, Ministry of Finance, Mongolia
- First Vice Chairman
- President of Mongolian Journalists Union (as discussed)
- President of Mongolian Women’s Federation (as discussed)
- President of Mongolian Men’s Association (as discussed)
- Head of “The Gal Golomt” National movement (as discussed)
- Chairman of Agency of Gender Center for Sustainable Development (as discussed)
- Head of Democratic Women’s Union (as discussed)
- Head of Civil Will Women’s Association (as discussed)
- Head of Mongolian Justice Women’s Association (as discussed)
- Head of Gender Consortium (as discussed)
- Facilitator of the Reproductive health service in Mongolia (as discussed)

Source: Pamphlet of NCGE

In October 2013, ‘education group to enhance education and awareness about gender’, ‘mass media group to stop sexual objectification of women and promote gender division of labor’ and ‘monitoring group to monitor the progress of gender mainstreaming’ have been formulated and started their activities.

#### **[Challenges of the Ministry]**

The approaches for gender mainstreaming has newly started since the Law on Promotion of Gender Equality was enforced in 2011 and the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016 started to be implemented in 2013. Therefore, the capacity of NCGE and gender focal points in the Ministries and other government institutions is still limited to initiate the approaches. Currently it depends on the experiences and specialties of women’s NGO have been leading privatization and enhancement of gender equality, since the transition started.

NCGE has planned to reinforce the organization of gender mainstreaming in each ministries and local governments, capacity development training mainly targeting gender focal points and preparation of gender statistics. However NCGE is allocated only limited budget for implementation of these plans, and therefore face to financial obstacles to realize the plan<sup>35</sup>.

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<sup>35</sup> In October 2012, only UNFPA has provided financial support to NCGE (Hearing from NCGE in October 2013).

### 3. Current Situation of Gender by Sector

#### 3.1 Education

Summary
(1) The 'Law on Promotion of Gender Equality' ensures gender equality on the sphere of education and culture in the Article 12 and activities for the promotion of gender equality of education and culture have been outlined in the 'Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016'. The 'Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021' also covers the activities for enhancing gender equality in education and culture which relate to MDG 2 and MDG 3.
(2) In Mongolia both girls' and boys' enrolment rate in education is high. The ratio of girls to boys in enrolment in secondary and tertiary education is over 100. This figure shows reverse gender gap between girls and boys. The gender disparity in education is bigger in the higher level of education. High boy's dropout rate from school contributes to widen the gender gaps in school enrolment.
(3) Girls are expected to be educated into higher levels in order to access to employment in the better condition. However, the educational advantage for girls does not automatically enhance their prospects of finding work
(4) One of the objectives of the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 is about education about gender. The working group has been established under NCGE for the objective.

#### [Legal and policy framework on gender]

The 'Law on Promotion of Gender Equality' ensures gender equality on the sphere of education and culture in the Article 12 and activities for the promotion of gender equality of education and culture have been outlined in the 'Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016'. The 'Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021' also covers the activities for enhancing gender equality in education and culture which relate to MDG 2 (universal access to primary education) and MDG 3 (Eliminate gender disparity in primary and junior secondary education).

#### [Gender issues in education]

In Mongolia both girls' and boys' enrolment rate in education is high. The ratio of girls to boys in enrolment in secondary and tertiary education is over 100 (107% and 140% in secondary and tertiary, respectively), although the ratio is slightly lower in primary education (95%) in 2012<sup>36</sup>. This figure shows reverse gender gap between girls and boys. The gender disparity in education is bigger in the higher level of education.

High boy's dropout rate from school contributes to widen the gender gaps in school enrolment. For example, among the 8-15 age group, 60 percent of all dropouts are boys<sup>37</sup>. The share of boys among school dropouts goes up as they grow older. The daily costs of education, such as high transportation or dormitories and additional

<sup>36</sup> Government of Mongolia (2013), pp.71-73.

<sup>37</sup> The UN Organization (2010), p.32 and p.51.

school-related costs such as uniforms, schoolbags, books, and sports equipment can be prohibitively high for rural families and resulting in a high dropout rate among poor children<sup>38</sup>. In herder's household boys tend to drop out from school to support their family business, herding, or other income generating activities<sup>39</sup>.

On the other hand girls are expected to be educated into higher levels in order to access to employment in the better condition. Girls' ratio to boys' in enrolment in tertiary education is 164 percent. However, the educational advantage for girls does not automatically enhance their prospects of finding work<sup>40</sup>.

#### **[Enhancement of education about gender]**

In order to enhance gender equality in education and culture, the objectives of the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2012-2016 include education about gender. Objective 4 is 'creating and developing formal and life-long education system that supports public gender education and culture, and conducting national level campaign and awareness activities'. In order to achieve the objective the working group has been established under NCGE among the members of gender consortium composed of academicians and lecturers on gender related topics. Some activities have been planned, such as implementation of competition to report academic dissertation related to gender, conducting academic researches related to gender, facilitation of summer camp for the youth and publication of periodical magazine<sup>41</sup>.

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<sup>38</sup> The UN Organization (2010). p.16 and p.32.

<sup>39</sup> The UN Organization (2010). p.32 and p.51.

<sup>40</sup> The UN Organization (2010). p.51.

<sup>41</sup> Hearing from NCGE in October 2013.

### 3.2 Health

Summary
<p>(1) The ‘Law on Promotion of Gender Equality’ ensures gender equality in the sphere of health care in the Article 13 and activities for the promotion of the gender equality in health care is outlined in the ‘Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016’. The ‘Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021’ also covers the activities for enhancing gender equality in health services which relate to MDG 1, MDG 4, MDG 5, and MDG 6.</p> <p>(2) Regarding reproductive health, Ulaanbaatar Declaration on Population and Development was signed in 2013 and the National Comprehensive Population Development Policy 2014-2020 has been drafted. Other national policies and strategies which address maternal and reproductive health (RH) and other gender issues in health sector are the National Programmes of Food Security 2009-2016 and the National Strategy Plan on HIV/AIDS and STIs 2010-2015.</p> <p>(3) Improvement of reproductive health is one of the important political agenda in Mongolia. Various political approaches and donor support have been provided to improve the situation. As a result, some indicators of MDG have already achieved. However, access to public services including health services is affected by gender, regional and socioeconomic situation. Reproductive health is worse in rural area than in urban area.</p> <p>(4) The population in ger district where many migrants from rural areas lives in Ulaanbaatar is expanding. However access to basic infrastructures and services, such as water supply, sanitation and central heating is limited and the residents, especially women and children are vulnerable to negative impacts to health.</p> <p>(5) Overall life expectancy for both men and women in Mongolia is increasing. However, the gender disparity in life expectancy is also growing. Men live increasingly shorter than women, because health care services are not always easily available for men.</p>

#### [Legal and policy framework on gender]

The ‘Law on Promotion of Gender Equality’ ensures gender equality on the sphere of health care in the Article 13 and activities for the promotion of the gender equality of health care have been outlined in the ‘Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016’. The ‘Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021’ also covers the activities for enhancing gender equality in health services which relate to MDG 1 (improvement of children’s nutrition), MDG 4 (reduction of child mortality), MDG 5 (improvement of maternal health), and MDG 6 (combat STIs/ HIV/AIDS & Tuberculosis, reverse other diseases).

Regarding reproductive health, Ulaanbaatar Declaration on Population and Development was signed in 2013 and the National Comprehensive Population Development Policy 2014-2020 has been drafted. Other national policies and strategies which address maternal and reproductive health (RH) and other gender issues in health sector are the National Programmes of Food Security 2009-2016 and the National Strategy Plan on HIV/AIDS and STIs 2010-2015.

#### [Reproductive health / child and maternal health]

Improvement of reproductive health is one of the important political agenda in Mongolia. Various political approaches and donor support have been provided to improve the situation. As a result, some indicators of MDG

have already achieved, such as ‘maternal mortality rate’, ‘ratio of births attended by skilled health personnel’ in MDG 4 and ‘under five maternal rate’ and ‘ratio of coverage of immunization (measles)’ in MDG 5<sup>42</sup>. The improvement of reproductive health results in increase of fertility rate in 5.4 percent from 2007 to 2012.

However, access to public services including health care services is affected by gender, regional and socioeconomic situation. For example, there are disparities in children’s health status related to parental education, household income, infrastructure development and geographical area<sup>43</sup>. Over 75 percent of maternal deaths occur among herdswomen, the unemployed and unregistered migrants<sup>44</sup>. Although the ratio to access to antenatal visit has achieved over 99 percent, there is still some regions where the rate is only about 50 percent. The quality of health services is an issue in some areas<sup>45</sup>.

Mongolia has a disproportionately young population. In 2008, Children under 15 accounted for 28 percent of the population, and people under 35 accounted for 48 percent<sup>46</sup>. These youth population has limited access to reproductive health and also their HIV prevalence is increasing in five years<sup>47</sup>. Stigma and discrimination is a barrier to access to HIV/STI prevention, treatment and care<sup>48</sup>.

### **[Other gender issues in health]**

Mongolia has also achieved some indicators in MDG 7, such as ‘access safe drinking water’ and ‘access to improved sanitation’. However, this also shows regional disparities. For example, in ger district where many migrants from rural areas lives in Ulaanbaatar, access to basic infrastructures and services, such as water supply, sanitation and central heating is limited<sup>49</sup>. Residents, especially women and children are vulnerable to negative impact to health. Furthermore, many migrant families do not have electricity and are not registered with local administration, which limits their access to primary healthcare and medical insurance<sup>50</sup>. About one third of migrants who migrated to Ulaanbaatar are not covered by medical insurance<sup>51</sup>.

Overall life expectancy for both men and women in Mongolia is increasing. However the gender gap in life expectancy is also growing and women lives increasingly longer than men<sup>52</sup>. In 2007, male mortality was more than three times that of women’s among 20-34 year olds and more than twice that of the 35-54 age-group. Male mortality due to suicide, murder, and traffic accidents is four, seven and five times higher than for women, respectively.<sup>53</sup> The prevalence of cardiovascular diseases, cancer, and infectious diseases is much higher among men than among women. Health services targeting men are not always easily available in Mongolia because the number of medical institution targeting men is limited, compared to the ones targeting women. There are also stereotyped cultural norms which make men reluctant to access to health services<sup>54</sup>.

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<sup>42</sup> Government of Mongolia (2013). pp.80-81 and pp.88-89.

<sup>43</sup> Government of Mongolia (2013). p.84.

<sup>44</sup> The UN Organization (2013). p.63.

<sup>45</sup> The UN Organization (2013). p.63.

<sup>46</sup> The UN Organization (2013). p.46.

<sup>47</sup> Government of Mongolia (2013). p.99.

<sup>48</sup> Government of Mongolia (2013). p.99.

<sup>49</sup> Government of Mongolia, UNDP and CIDA (2011). p73.

<sup>50</sup> Government of Mongolia (2013). p.54.

<sup>51</sup> Government of Mongolia (2013). p.54.

<sup>52</sup> NSO (2012).

<sup>53</sup> The UN Organizations (2010). pp.40-41.

<sup>54</sup> Hearing from the gender focal point in Ministry of Health.

### 3.3 Agriculture and Rural Development

Summary
(1) Access to governmental services is limited and results in poverty and poor health condition in rural areas compared to urban areas. Women and children are affected severer by the limitation of access to these public services.
(2) In Mongolia poverty ratio is higher in rural area than urban area, although the national poverty ratio is decreasing.
(3) The majority of herders lives at the poverty line with few alternate sources of income, and excluded from social insurance schemes In the herders' household there still exist gender division of labor and women are in charge of all the household works and seasonal family labor related to herding, such as processing of milk and wool. Women tend to be involved in free family labor in rural area. Boys tend to drop out from school for supporting family business, herding or other income generating activities.
(4) Because of the increase of migration from rural area to urban cities for employment, rural households face problems caused of shortage of worker, such as lack of manpower to take carer of livestock or lack of income form herding because of the shortage of livestock. These problems are faced by female headed households severer.
(5) Regarding agricultural farming, such as vegetable growing, men tend to run the business on a large scale with technical tools and women tend to operate the business manually in a small size. Women, especially women who head household, face burden for heavy physical work.

#### [Legal and policy framework on gender]

The Law on Promotion of Gender Equality does not specify agriculture/ rural development as its important target area. However, agriculture/ rural development are comprehensively covered by the law, especially by focusing the disparities of socio economic situations between rural and urban areas. Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021 also covers the issues resulted in the regional gaps.

#### [Gender issues in agricultural/ rural development]

Access to public services, such as health and education is limited and results in poverty and poor health condition in rural areas compared to the one in urban areas, because of the physical distance to medical institutions and financial burdens, such as transportation fee<sup>55</sup>. Women and children are affected severer by the limitation of access to governmental services.

In Mongolia poverty ratio is higher in rural area than urban area, although the national poverty ratio is decreasing. In 2012, the poverty headcount ratio is 27.4 percent in total, and 23.2 percent in urban area and 35.5 percent in rural area<sup>56</sup>. Women tend to be involved in free family labor in rural area. For example, about a half of rural women were involved in free labor in 2009<sup>57</sup>.

Labor force in agricultural sector occupied 33.5 percent of the total labor force in Mongolia in 2010<sup>58</sup>.

<sup>55</sup> Government of Mongolia (2011). p.33.

<sup>56</sup> Government of Mongolia (2013). p.36.

<sup>57</sup> World Bank (2013). p.12.

<sup>58</sup> NSO (2012).

Households in agricultural sectors are vulnerable to climate changes and harsh natural disasters, such as heavy snowing and draught (dzud) and face to the negative impacts<sup>59</sup>. For example, the majority of herders lives at the poverty line with few alternate sources of income, and excluded from social insurance schemes<sup>60</sup>. In the herders' household there still exist gender division of labor and women are in charge of all the household works and seasonal family labor related to herding, such as processing of milk and wool. However those products processed by women are usually sold by men and the profit is also tend to be maintained by men<sup>61</sup>. On the other hand boys tend to drop out from school for supporting family business, herding, or other income generating activities.

Since the shift to the market oriented economy started in 1990, population who migrate from rural area to urban cities for employment has been expanding. Rural households face problems caused of shortage of worker, such as lack of manpower to take carer of livestock or lack of income form herding because of shortage of the number of livestock. These problems are faced by female headed households severer<sup>62</sup>.

Regarding agricultural farming, such as vegetable growing, men tend to run the business on a large scale with technical tools and women tend to operate the business manually in a small size<sup>63</sup>. Therefore, in the female headed household women face heavier workloads because they have limited support for physical labor<sup>64</sup>.

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<sup>59</sup> The UN Organizations (2010). pp.11-12.

<sup>60</sup> The UN Organizations (2010). p.19.

<sup>61</sup> Hearing from MONFEMINET in October 2013.

<sup>62</sup> Hearing from Mongolian Women's Farmers Association in October 2013.

<sup>63</sup> Hearing from Mongolian Women's Farmers Association in October 2013.

<sup>64</sup> Hearing from Mongolian Women's Farmers Association in October 2013.



### 3.4 Employment and Economic activities

Summary	
(1)	The ‘Law on Promotion of Gender Equality’ ensures gender equality on employment and economic activities in the Article 11 and activities for the promotion of women’s employment and economic activities have been outlined in the ‘Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016’. The ‘Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021’ also covers the activities for enhancing gender equality in employment and economic activities which relate to MDG 3.
(2)	In Mongolia, women’s participation in economic activity is relatively high. However, the ratio of female working population is decreasing, although men’s ratio is increasing. This decrease seems to reflect the impacts of economic stagnation from 2008 to 2009 and increase of women’s enrolment to tertiary education.
(3)	The articles of the Labor Law to protect women do not always function positively for women’s employment, but sometimes prevent women from accessing to employment and even expand gender gaps of amount of income. For example, early retirement impacts women’s earnings, because it can fall to zero in the worst case, if the woman becomes unemployed.
(4)	Women spend roughly twice the amount of time as men on household and care duties, and this does not decline even when they are engaged in paid productive work in the labor market. This shows that working women are required to engage in a double burden.
(5)	Wage gaps between women and men tend to be caused of the difference of occupations and levels of which women and men are employed under the influence of gender division of labor in Mongolia. Women are severely under-represented in the decision making. There are also wage gaps in the same occupation between women and men.
(6)	In the mining sector different gender issues are found according to the types and sizes of mining. Women and children make up an estimated 35-40 percent of artisanal miners, and often facing greater risk of health diseases, violence and exploitation.
(7)	The number of female entrepreneurs is less than the one of men’s and more in informal sector, because of limited access to financial and social resources for running business.

#### [Legal and policy framework on gender]

The ‘Law on Promotion of Gender Equality’ ensures gender equality on employment and economic activities in the Article 11 and activities for the promotion of women’s employment and economic activities have been outlined in the ‘Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016’. The ‘Millennium Development Goals-Based Comprehensive National Development Strategy 2008-2021’ also covers the activities for enhancing gender equality in employment and economic activities which relate to MDG 3.

In the Labor Law, there are several articles to protect women, such as provision of maternal leave, prohibition of firing women during pregnancy and after three years of delivery, and setting earlier retirement age than men.

#### [Gender issues in employment and economic activities]

Majority of poor household is employed poor. As much as 73.6 percent of the poor household is headed by

employed individuals<sup>65</sup>.

In Mongolia, women's participation in economic activity is relatively high. In 2012, 58.4 percent of women and 69 percent of men were engaged in economic activity. However, the ratio of female working population is decreasing from 62 percent in 2009 to 58 percent in 2012, although men's ratio is increasing<sup>66</sup>.

This decrease seems to reflect the impacts of economic stagnation from 2008 to 2009 and increase of women's enrolment to tertiary education. Although the economic situation at the national level has been recovered mainly drawn by the growth of mining sector, the mining sector has low employment capacity, especially women's. On the other hand, employment rate of university/ collage graduate is not very high. In 2004/2005, 60 percent of the graduate did not fix the place of employment and 65 percent of them were female student. There is also a tendency that male students are engaged in full-time employment and female students are involved in household work or free family labor after graduation after 2009. This shows that women's high enrolment rate in tertiary education does not always enhance women's active participation in economic activities.

There are also impacts of the articles of the Labor Law to protect women. They do not always function positively for women's employment, but sometimes prevent women from accessing to employment and/or expand gender disparity of amount of income. For example, the retirement age in Mongolia for women is 55 years, 5 years earlier than for men and rising to 10 years earlier if they have four or more children<sup>67</sup>. This early retirement impacts women's earnings, because it can fall to zero in the worst case, if the woman becomes unemployed. Actually employment opportunity for women in more than 50 years old is limited. It also impacts on pension payout levels to the extent that these depend on the length of job tenure<sup>68</sup>. It, therefore, increases the risk of poverty for women particularly women who head households which have low income<sup>69</sup>.

There were also regulations which restrict women's occupational choices to protect women's health and security in the Labor Law and they were only annulled in 2008. The occupations prohibited to be taken by women included industries such construction, transportation (rail, road and air), meatpacking, textile, tailoring and publishing, where such health and safety concerns would have been quite small and majority of them are accepted as safe in other countries<sup>70</sup>. In addition, these sectors are already male-dominated with limited support facilities for women.

Women spend roughly twice the amount of time as men on household and care duties, and this does not decline even when they are engaged in paid productive work in the labor market<sup>71</sup>. This shows that working women are required to engage in a double burden. The deterioration of women's economic status is exacerbated by emergent mass media. For example, in contrast to the socialist era, media in Mongolia promotes the sexual objectification of women and gender division of labor, such as the roles of housewife and businessman<sup>72</sup>.

There is not a big gap in unemployment rate between men's and women's. In 2012 8.1 percent of women and 8.4 percent of men is unemployed<sup>73</sup>. Instead, gender disparities in employment tend to be caused of the difference of

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<sup>65</sup> The UN Organization (2010). p.16.

<sup>66</sup> NSO (2012).

<sup>67</sup> World Bank (2013). p. 14.

<sup>68</sup> World Bank (2013). p. 14.

<sup>69</sup> World Bank (2013). p. 14.

<sup>70</sup> World Bank (2013). pp.13-14.

<sup>71</sup> World Bank (2013). p.15.

<sup>72</sup> The UN Organization (2010). p.52.

<sup>73</sup> NSO (2012).

occupations and levels (e.g. decision making level or simple manual labor) of which women and men are employed.

### **[Wage gaps between women and men]**

Wage gaps between men and women are increasing. For example, women earn 81 percent and 49 percent of men's salaries in urban and rural areas, respectively on average in 2007<sup>74</sup>.

The gaps tend to be caused of the difference of occupations and levels of which women and men are employed under the influence of gender division of labor in Mongolia. In Mongolia job advertisements in the newspapers continue to openly specify requirements as to applicants' sex, age and appearance<sup>75</sup>. Women are concentrated in low-pay and low productivity sectors such as education, health, hotels and restaurants, wholesale and retail trade and repairs<sup>76</sup>. On the other hand men tend to be concentrated in better paying positions in state administration, defence, and mining<sup>77</sup>.

Women are severely under-represented in the decision making as both elected representatives and at senior levels of the civil service and private sector, which also contribute to widen the wage gaps between women and men.

There are also wage gaps in the same occupation between women and men. Women receive only 78 percent of men's wage for the same occupation in 2012<sup>78</sup>.

### **[Gender issues in mining sector]**

Mining sector is a primary source of economic growth in Mongolia. However, the mining industry presents high potential for negative impact, such as pasture degradation due to poor rehabilitation efforts, technology-related health hazards and water and soil pollution<sup>79</sup>. The mining sector has low employment capacity, especially women's, therefore the benefit of recent economic growth has not reached to women.

In the mining sector different gender issues are identified according to the types and sizes of mining<sup>80</sup>.

Mining industry in a large scale tends to be occupied by male migrant workers. Gender issues are mainly observed for men, such as human trafficking and heavy workload. The migrant families face difficulty for lack of facilities and services for child caring.

Mining in the middle size tend to be occupied by male physical laborers. Limited care for serious health disruption caused by heavy working condition is counted as a gender issues in this sector.

Artisanal (small scale) mining was initially considered as a temporary phenomenon, but has emerged as a major source of livelihood<sup>81</sup>. Women and children make up an estimated 35-40 percent of artisanal miners, and often facing greater risk of violence and exploitation while not having access to adequate protection and social services<sup>82</sup>. They are also frequently exposed to poisonous substances such as mercury due to their role in the

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<sup>74</sup> The UN Organization (2010). p.44.

<sup>75</sup> Mercy Corps, et al. (2013). p.9.

<sup>76</sup> The UN Organization (2010). p.43.

<sup>77</sup> The UN Organization (2010). p.43.

<sup>78</sup> NSO (2012).

<sup>79</sup> The UN Organization (2010). pp.73-74.

<sup>80</sup> All the information in this section is based on the hearing from a consultant in MONFEMINET who conduct gender analysis of artisanal mining funded by SDC. The report was under preparation for publish.

<sup>81</sup> The UN Organizations (2010). p.48.

<sup>82</sup> The UN Organizations (2010). p.48 and p.77.

amalgamation process<sup>83</sup>.

**[Other gender issues in employment and economic activities]**

The number of female entrepreneurs is less than the one of men's and more in informal sector, because of limited access to financial and social resources for running business<sup>84</sup>. For example, in the transition to privatization, property was overwhelmingly registered in the name of male heads of households reducing the ability of women to provide collateral for loans<sup>85</sup>. In addition, women tend to lack the requisite experience, and also access to business networks that could help them set up businesses<sup>86</sup>.

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<sup>83</sup> The UN Organizations (2010). p.77.

<sup>84</sup> World Bank (2013). p.25.

<sup>85</sup> World Bank (2013). p.25.

<sup>86</sup> World Bank (2013). p.25.

#### 4. Gender Mainstreaming in JICA's Projects

In this section, JICA projects which have been implemented in Mongolia are reviewed in order to collect lessons learned for enhancing gender mainstreaming in development cooperation projects in Mongolia. The following projects in respective sectors were selected to be reviewed:

Project	Scheme	Development Issue
The Project for Strengthening Mediation System (2nd Stage)	Technical Cooperation	Governance
Capacity Building of Internal Auditing and Performance Monitoring Project	Technical Cooperation	Governance
Project for Capacity Development of Business Persons through Mongolia-Japan Center for Human Resources Development	Technical Cooperation	Private Sector Development
Livelihood Enhancement Project in a Ger District in Ulaan Baatar	Citizen's Participation	Agricultural/ Rural Development
The Project for Strengthening the Capacity of Seismic Disaster Risk Management in Ulaanbaatar City	Development Study	Disaster Management
The Project for Community-Led Ger Area Upgrading in Ulaanbaatar City	Grant Aid	Urban Development

The major findings from the review are as follows:

##### (1) Active women's participation in JICA projects

Although targeted projects have not taken any special action to enhance women's participation, they tend to accept active women's participate in the project activities.

The Capacity Building of Internal Auditing and Performance Monitoring Project is a technical cooperation project whose objective is capacity development of its counterpart organization, the Ministry of Finance on internal auditing regarding internal auditing. Seven of eleven counterparts of the project are women and seven trainees of the 'in country training' in Japan have been selected among female stakeholders. Additionally, sixty to seventy percent of the participants of the training which were provided to the officers in the ministry were also occupied by women. The Project requests relevant department of the ministry to select training participants regardless of gender, the project has maintained higher women's participation than men's. This may be affected by the fact that women's share of officers at the middle or lower level in the governmental institution is higher than the men's in Mongolia.

The Livelihood Enhancement Project in a Ger District in Ulaan Baatar enhances planting and improvement of diets through technical training on vegetable growing and cooking. Roles regarding to vegetable growing have not traditionally been decided based on gender. Therefore, the training participants are selected from targeted household regardless of gender. According to the report, the project tends to accept old female participants for training. This may reflect the situation of ger district where old women have time for attending training, besides men and younger women are out of houses for employment in daytime.

##### (2) Limited knowledge about gender

There was no project which is designed focusing on gender issues or includes components related to gender

equality. Although the rate of female participants to the overall project activities is high, there is a tendency that the stakeholders have not analyzed their projects from gender perspective. They also tend to consider that gender equality has already been achieved in their projects because more than half counterparts/ stakeholders of the projects are women.

It seems that the stakeholders of the targeted projects have limited knowledge about gender and misunderstand that women's participation is directed linked to resolve of gender issues faced by projects.

### **(3) Effectiveness of integration of training curriculum related to gender in technical training**

The Project for Strengthening Mediation System (2nd Stage) enhance the capacity of mediation through technical training to the stakeholders. Although any activity related to gender has not been planned in the original project design, the project has decided to integrate curriculums related to gender into the technical training. In the project, the Japanese expert analyzed the cases of mediation of divorce from gender perspective based on his own experience as a lawyer in Japan, and found that mediation cases might give more mental pressure to wives' side. Therefore, he proposed to the project's working committee to integrate a curriculum dealing with family issues, especially focusing on mental impact to women's form mediation, into the technical training provided by the project.

This case shows that there is possibility for development cooperation projects to tackle gender issues or provide the activities in gender sensitive manners, regardless of the gender component planned originally in the project design. In technical cooperation projects, it is effective approach to integrate curriculum related to gender into the technical training provided by projects.

### **(4) Importance to enhancement of women's participation in decision making**

In Mongolia, women's participation in decision making is limited either in political sphere, government institutions or private sector. Similar tendency can be observed in the targeted projects.

The Project for Community-Led Ger Area Upgrading in Ulaanbaatar City is the soft component of grant aid to enhance capacity of community to construct and maintenance middle or small sized infrastructure, such as community kindergarten and community center, through organization of community members. Women have shown active participation in either community meeting or labor work for construction of infrastructure. However only one of five representatives of committees composed of community members is selected among female participants in the five targeted communities. Therefore, the project encouraged community members to reconsider about the selection and encourage women's participation in decision making. Finally, the one seat was replaced from a man to a woman and the project has received two female community leaders among five.

This case shows that it is possible to enhance women's participation in decision making through encouraging the project stakeholders to recognize that their ideas and behaviors are influenced of cultural norms, mainly gender division of labor, and consider changing attitudes toward such traditional ideas.

## **5. Tips and Suggestions about Gender Mainstreaming in the Development Cooperation Projects in Mongolia**

### **(1) Influence of cultural norms based on stereotyped gender division of labor**

Cultural norms and behaviors influenced by the stereotyped gender division of labor still exist in Mongolia. They tend to affect the behavior of the stakeholders and participants of the development cooperation projects based on gender. It is necessary for the Japanese experts and counterparts to pay attention to such norms shared among the stakeholders and participants of the projects and take special attention to make sure that the benefits of projects are equally accessed and shared by them.

### **(2) Enhancement of women's participation in decision making**

Women tend to participate in development cooperation project actively without any approaches to enhance women's participation in Mongolia. However, women's participation in decision making tends to be limited because of the influence of cultural norms about gender division of labor. Therefore, the Japanese experts and counterparts of development cooperation projects are suggested that they encourage women to participate in decision making in order to reflect women's needs and opinion to projects activities and strengthen effectiveness of the projects. These approaches are expected to avoid reproduction of gender stereotyped cultural norms and encourage behavior change of the stakeholders and participants of the projects.

### **(3) Strengthening accumulation and sharing of information and knowledge related to gender**

Information and knowledge related to gender is rarely accumulated and shared in government institutions in Mongolia because their gender mainstreaming has newly started in these few years. Therefore it is important to provide technical support to the stakeholders of technical cooperation projects to acquire proper knowledge about gender equality and gender mainstreaming, and capacity to analyze issues in the sectors the projects covers from gender perspective through technical training. NGO and civil society have rich human resources related to gender in Mongolia.

It is also suggested that technical cooperation projects keep gender segregated records about project activities, such as participants of training and meetings. Based on the gender segregated data, it is suggested that each projects analyze issues in the projects and the sector covered by the projects from gender perspective. The findings can be reflected to the project activities.

### **(4) Integration of components related to gender into training curriculum provided by the Project**

Gender issues can be identified even in the sectors which do not seem to have relation with gender. Therefore, it is suggested that projects analyze the sectoral issues from gender perspective and recognize the hidden (or less focused so far) gender issues. It is effective to integrate curriculums related to gender into the technical training provided by projects.

**(5) Provision of technical support to NCGE based on the JICA's experience in other countries**

In Mongolia, gender mainstreaming in government organization has newly started since the Law on Promotion of Gender Equality is enforced and the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality is developed. The knowledge and capacity of gender mainstreaming of the national machinery, NCGE, and gender focal points assigned in each government ministries and regional governments is still limited. Therefore technical support to enhance gender mainstreaming is highly required.

JICA have fluent experience in providing support to the capacity development of national machinery in several countries, such as Cambodia and Afghanistan. Based on the experiences it is suggested that JICA provide technical cooperation to NCGE and gender focal points of related governmental institutions.



## 6. Gender-related Strategies and Projects by Other Major Donors and NGOs

Since the Law on Promotion of Gender Equality was enforced in 2011 and the Mid-term Strategy and Action Plan for Implementation of the Law of Mongolia on Promotion of Gender Equality 2013-2016 was formulated in 2013, approaches for gender mainstreaming has newly started. Therefore, donor the number of the donor agencies which provides supports to the activities for gender equality and gender mainstreaming is still limited. Only the information available through this study is listed in this section.

### 6.1 Major Donors' Strategy on Gender

#### (1) UNFPA

The leading agency among donor organizations which provide cooperation for gender equality and/or gender mainstreaming is UNFPA in Mongolia. UNFPA provides direct support to the national machinery, NCGE. The Country Programme Action Plan for Mongolia 2012-2016 covers 'Gender Equality' as one of the three focus areas. the main implementing partners are the Ministry of Health, the Ministry of Population Development and Social Affairs, the Ministry of Justice and NCGE.

The main focus of UNFPA for gender equality in Mongolia is the capacity development of politicians and key governing organizations to implement 'Law on Promotion of Gender Equality' and 'Law to Combat Domestic Violence'.

#### (2) Gender Theme Group

UN Agencies have established a thematic group on gender, 'Gender Theme Group' to enhance effective cooperation for gender equality and gender mainstreaming in Mongolia. Main target of the groups is establishment and implementation of the 'Law on Promotion of Gender Equality'. In the annual meeting, the representatives of the related government institutions and donor agencies are also invited to discuss about the issues comprehensively.

### 6.2 List of Gender-related Projects by Other Major Donors and NGOs

Project/ Programme	Implementing agency	Donor agency	Term	Budget (Thousand)	Activities
<b>Health</b>					
Country Programme Action Plan (2012-2016)	Ministry of Health	UNFPA	2012-2016		<ul style="list-style-type: none"> <li>• GBV (One Stop Service Center Project)</li> <li>• Gender Budget</li> </ul>
<b>Agriculture and Rural Development</b>					
Enhancing Food and Nutrition Security of Poor and Vulnerable Segments of the Population Through Capacity Building in Small Scale Vegetable Production Project	Ministry of Industry and Agriculture	FAO and EU	2011-2013	€1,300	<ul style="list-style-type: none"> <li>• Agricultural Training (Enhance food and nutrition security through small scale vegetable production and consumption,)</li> </ul>
Market and Pasture Management Development Project	Ministry of Industry and Agriculture	Global Environmental Facility Fund, IFAD	2012-2016	\$1,300	<ul style="list-style-type: none"> <li>• Provision of microcredit to women</li> </ul>
<b>Economic Activities</b>					

<b>Project/ Programme</b>	<b>Implementing agency</b>	<b>Donor agency</b>	<b>Term</b>	<b>Budget (Thousand)</b>	<b>Activities</b>
Sustainable Livelihoods Through Co-operatives	Canadian Co-operative Association	CIDA	2011-2015	\$19,935	<ul style="list-style-type: none"> <li>• Economic growth and improve food security through cooperative</li> </ul>
<b>Others</b>					
Capacity Strengthening of Local Self-governing Bodies	Parliament of Mongolia	UNDP	2014-2016	3,500\$	<ul style="list-style-type: none"> <li>• Governance (Enhancement of women's political participation through training)</li> </ul>
Supporting Mongolia's Presidency of the Community of Democracies	Asia Foundation				<ul style="list-style-type: none"> <li>• Implementation of action plans of International Women's Leadership Forum</li> <li>• Women's Empowerment</li> </ul>
Representation and Inclusiveness through Electoral System	Parliament of Mongolia	UNDP	2010-2012	310\$	<ul style="list-style-type: none"> <li>• Governance (Enhancement of women's political participation through training)</li> </ul>
Women's Empowerment Program	Asia Foundation	UNFPA etc	2006-		<ul style="list-style-type: none"> <li>• Human Trafficking</li> <li>• Small Scale Farming</li> <li>• Gender Based Violence</li> <li>• Gender mainstreaming</li> </ul>

## 7. Gender Information Sources

### 7.1 List of Gender-related Organizations

Name of Organization	Contact Address
<b>Ministries and Government Organizations</b>	
<i>(National Machinery)</i>	
National Committee of Gender Equality	Ms.BOLORMA Mashlai (Secretary and Head of the Secretariat) Tel: (976)51-264876, Website: <a href="http://gender.gov.mn/mn/">http://gender.gov.mn/mn/</a>
<i>(Ministries)</i>	
Ministry of Construction and Urban Development Mongolia	Ms. Ojgoosh NYAMKHUU (Gender Focal Point/ Senior Officer, in charge of Human Resource of Department of State Administrative and Management) Tel: (976)51-261718, Website: <a href="http://www.mcud.gov.mn/">http://www.mcud.gov.mn/</a>
Ministry of Economic Development	Ms. CHIMEDLKHAM Bayarsaikhan (Gender Focal Point/ Officer of Legal Division) Tel: (976)51-264179, Website: <a href="https://www.facebook.com/MEDMongolia">https://www.facebook.com/MEDMongolia</a>
Ministry of Industry and Agriculture	Ms. CHULUNTSETSEG Mandakh (Gender Focal Point/ Senior Officer of State Administration and Management Department) Tel: (976)51-262293
Ministry of Labor	Ms. BATSUREN Tserenorj (Gender Focal Point/ Head of Legal Division) Tel: (976)51-266269
Ministry of Population Development and Social Welfare	Ms. Davaapurev MUNKHCHIMEG (Gender Focal Point/ Officer of Department of policy Implementation and Coordination) Tel: (976)51-267635, Website: <a href="http://www.mpdsp.gov.mn/">http://www.mpdsp.gov.mn/</a>
National Statistical Office (NSO)	Ms. TSOZOLMAA Jargalsaikhan (Gender Focal Point/ Office of Population and Housing Census Bureau) Tel: (976)51-263966, Website: <a href="http://www.nso.mn/">http://www.nso.mn/</a>
<i>(Local Government)</i>	
Implementing Agency of the Capital, City Governor	Ms. TUNGALAG Nyamaa (Chairwoman of Metropolitan Employment Department) <i>One Gender Focal Point is assigned in Social Development Department.</i> Tel: (976)11-329752, Website: <a href="http://www.ubbirj.ub.gov.mn/">http://www.ubbirj.ub.gov.mn/</a>

Name of Organization	Area of responsibility/ Activity	Contact Address
<b>Bi-lateral Agency</b>		
Swiss Agency for Development and Cooperation (SDC)	<ul style="list-style-type: none"> <li>(2007- 2012) Implementation of the project on Human trafficking, Country gender assessment, and Gender analysis in artisanal mining</li> <li>(2013- 2016) Gender equality as a transversal theme, such as Agriculture and Food security, Technical education and Training, National reform, Governance and Civic participation</li> </ul>	Ms. MONGOLKHATAN Tsevegmed (Gender Group Member/ Consular Secretary) Tel: (976)11-331422  Website: <a href="https://www.eda.admin.ch/deza/en/home/countries/mongolia.html">https://www.eda.admin.ch/deza/en/home/countries/mongolia.html</a>
United States Agency for International Development (USAID)	<ul style="list-style-type: none"> <li>Gender analysis (2003)</li> <li>Cooperate through NGOs, such as the Asia Foundation</li> </ul>	
<b>Multi-lateral Agencies</b>		
Asian Development Bank (ADB)	<ul style="list-style-type: none"> <li>Gender assessment (2005)</li> <li>Financial support to NCGE (partially)</li> </ul>	Mr. Robert M. Schoellhammer (Country Director) <i>*The post for Gender Focal Point is vacant.</i> Tel: (976)11-329836, 323507 Website: <a href="http://www.adb.org/countries/mongolia/main">http://www.adb.org/countries/mongolia/main</a>
United Nations Children's Fund (UNICEF)	<ul style="list-style-type: none"> <li>Gender is mainstreamed in all the activities</li> <li>Child protection (ex, Violence against children)</li> <li>Child sensitive budget</li> </ul>	Ms. AMARAA Dorjsambuu (ex-Gender Focal Point/ Child Protection Specialist) <i>*Another staff is assigned as a Gender Focal Point</i>

		Tel: (976)11-312185, 312217 Website: <a href="http://www.unicef.org/mongolia/">http://www.unicef.org/mongolia/</a>
United Nations Development Programme (UNDP)	<ul style="list-style-type: none"> <li>Governance (Enhancement of women's political participation)</li> <li>Awareness raising of LGVT communities (planned)</li> <li>Gender is to be mainstreamed in all the projects and activities</li> </ul>	Mr. Thomas Ericson (Deputy Resident Representative) <i>Another staff has been assigned as a Gender Focal Point</i> Tel: (976)11-327585 Website: <a href="http://www.mn.undp.org/content/mongolia/en/home.html">http://www.mn.undp.org/content/mongolia/en/home.html</a>
United Nations Population Fund (UNFPA)	<ul style="list-style-type: none"> <li>Reproductive health</li> <li>Response and protection of Gender based violence</li> <li>Gender sensitive budget</li> <li>Capacity building of NCGE</li> </ul>	Ms. Eri Taniguchi (Programme Officer) Ms. OYUN Banzragch (National Programme Officer) Tel: (976)11-353504, 353161 Website: <a href="http://mongolia.unfpa.org/">http://mongolia.unfpa.org/</a>
World Bank	<ul style="list-style-type: none"> <li>Gender assessment (2005)</li> <li>Researches on gender analysis in economic activities (2013)</li> <li>Projects on Education, Rural livelihood, etc</li> </ul>	
<b>NGOs</b>		
<b>(International NGO)</b>		
The Asia Foundation	<ul style="list-style-type: none"> <li>Governance</li> <li>Human trafficking</li> <li>Artisanal mining</li> <li>Women's empowerment (Scholarship on sciences)</li> </ul>	Ms. Meloney C. Lindberg (Country Representative) and Ms. Tirza Theunissen (Deputy Country Representative) Tel: (976)11-330524, 323413 Website: <a href="http://asiafoundation.org/">http://asiafoundation.org/</a>
<b>(Local NGOs)</b>		
Gender Center for Sustainable Development (GCSO)	<ul style="list-style-type: none"> <li>Established as The Women's Information and Research Centre (WIRC) in 1995,</li> <li>Support and promote the process of mainstreaming gender issues into government policy, planning and programming,</li> <li>Main areas of work are Gender research, Information, Documentation and media, Networking, and Training</li> </ul>	Ms. Terbish AMGALAN (Director, Member of NCGE) Tel: (976)11-325627
MONFEMNET National Network	<ul style="list-style-type: none"> <li>National network for Mongolian women's NGO,</li> <li>Promotion of Cultural transformation, Policy and institutional reform and Movement building,</li> <li>Key activities are, Implementation of Annual forum, Annual analytical discussion and Youth campaign.</li> </ul>	Ms. Undarya Tumursukh (National Coordinator) Tel/Fax: (976)7011-0355 Website: <a href="http://www.monfemnet.org/">http://www.monfemnet.org/</a> (only in Mongolian)
Mongolian Women's Farmers Association	<ul style="list-style-type: none"> <li>Provision of Agricultural training and support to women's income generation</li> <li>Establishment of Women's association</li> </ul>	Ms. Jargal BYATSKHANDAA (Director) Tel: 30618, (999) 91552 Website: <a href="http://mongolianwomenfarmers.weebly.com/">http://mongolianwomenfarmers.weebly.com/</a>
National Center Against Violence (NCAV)	<ul style="list-style-type: none"> <li>Activities related to Domestic violence (Consultation, Introduction of lawyers, Protection of children, Provision of Social services and Provision of Shelters for victims, Approach to policy)</li> </ul>	Ms. ENKHJARGAL Davaasuren (Director) Tel: (976)70-149929, 119949 Website: <a href="http://www.safefuture.mn/">http://www.safefuture.mn/</a>
Zorig Foundation	<ul style="list-style-type: none"> <li>Governance (ex, implemented women's leadership forum in 2012)</li> <li>Youth education</li> <li>Community development (mainly in the Ger Districts in UB city)</li> </ul>	Mr. Badruun Gardi (Executive Director) Tel: (976) 11-315444 Website: <a href="http://zorigfoundation.org/">http://zorigfoundation.org/</a>

## 7.2 List of Gender-related Reports and References

Title	Author	Publisher/ Source	Year
<b>General Situation of Women and Government Policy on Gender</b>			
Mongolia Gender Analysis: Background Paper No. 1 in preparation for USAID/Mongolia's 2004-2008 strategy	Christopher Finch	USAID	2003
Millennium Development Goals: The Status of Implementation in Mongolia	Government of Mongolia	Government of Mongolia	2004
Mongolia Country Gender Assessment	ADB and World Bank	ADB and World Bank	2005
Millennium Development Goals Implementation, The Second National Report	Government of Mongolia	Government of Mongolia	2007
Research Summary: Strengthen the implementation of laws on VAW in Mongolia	UNIFEM	UNIFEM	2008
Reproductive Housing Survey	NSO	NSO	2008
Situation Analysis of Children and Women in Mongolia	UNICEF	UNICEF	2009
Closing the Gaps, Common Country Assessment 2012-2016	The United Nations in Mongolia	The United Nations in Mongolia	2010
Gender Equality Results in ADB Projects: Mongolia Country Report	ADB	ADB	2010
Population and Housing Census of Mongolia Gender Equality	NSO	NSO	2010
Mongolia Human Development Report	Government of Mongolia, UNDP and CIDA	UNDP	2011
Millennium Development Goals Implementation, The Forth National Report	Government of Mongolia	Government of Mongolia	2011
Gender Desk Review	Mercy Corps, USAID and Asia Foundation	USAID	2013
Millennium Development Goals Implementation, The Fifth National Report	Government of Mongolia	Government of Mongolia	2013
<b>Education</b>			
UNESCO Country Programming Document For Mongolia 2012-2016	UNESCO	UNESCO	2013
<b>Health</b>			
Mongolia: Country Gender Assessment in Health/ Assessment report DRAFT	Ministry of Health and WHO	Ministry of Health and WHO	2009
Mongolia Reproductive Health Survey 2008: National Report	Ministry of Health and UNFPA	NSO	2009
WHO Country Cooperation Strategy for Mongolia 2010-2015	WHO	WHO	2010
Fact Sheets Mongolia	UNFPA	UNFPA	2013
<b>Employment and Economic Activities</b>			
Report of National Child Labor Survey 2006-2007	ILO	ILO and NSO	2008
Mongolia: Gender Disparities in Labor Markets and Policy Suggestions	World Bank	World Bank	2013
Mongolia: Raising Female Participation in the Large Scale Mining Sector	World Bank	World Bank	2013

## 8. Definitions

Empowerment	<p>Empowerment is the process of enhancing the capacity of individuals or groups to make choices and to transform those choices into desired actions and outcomes. Central to this process are actions which both build individual and collective assets, and improve the efficiency and fairness of the organizational and institutional context which govern the use of these assets.</p> <p>(<a href="http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPSIA/0,,contentMDK:20433436~menuPK:6145452~pagePK:148956~piPK:216618~theSitePK:490130,00.html#E">http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPSIA/0,,contentMDK:20433436~menuPK:6145452~pagePK:148956~piPK:216618~theSitePK:490130,00.html#E</a>)</p>
Gender	<p>Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable.</p> <p>(<a href="http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm">http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm</a>)</p>
Gender Analysis	<p>Gender analysis refers to the variety of methods used to understand the relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other. Gender analysis provides information that recognizes that gender, and its relationship with race, ethnicity, culture, class, age, disability, and/or other status, is important in understanding the different patterns of involvement, behavior and activities that women and men have in economic, social and legal structures. Gender analysis is an essential element of socio-economic analysis. A comprehensive socio-economic analysis would take into account gender relations, as gender is a factor in all social and economic relations. An analysis of gender relations provides information on the different conditions that women and men face, and the different effects that policies and programs may have on them because of their situations. Such information can inform and improve policies and programs, and is essential in ensuring that the different needs of both women and men are met. At the local level, gender analysis makes visible the varied roles women, men, girls and boys play in the family, in the community, and in economic, legal and political structures. A gender perspective focuses on the reasons for the current division of responsibilities and benefits and their effect on the distribution of rewards and incentives.</p> <p>(<a href="http://www.international.gc.ca/development-developpement/priorities-priorites/ge-es/gender_analysis-analyse_comparative.aspx?lang=eng">http://www.international.gc.ca/development-developpement/priorities-priorites/ge-es/gender_analysis-analyse_comparative.aspx?lang=eng</a>)</p>
Gender Division of Labor	<p>Gender Division of Labor is the result of how each society divides work among men and among women according to what is considered suitable or appropriate to each gender.</p> <p>(<a href="http://unesdoc.unesco.org/images/0013/001318/131854e.pdf">http://unesdoc.unesco.org/images/0013/001318/131854e.pdf</a>)</p>
Gender Empowerment Measurement (GEM)	<p>The Gender Empowerment Measure (GEM) is a measure of agency. It evaluates progress in advancing women's standing in political and economic forums. It examines the extent to which women and men are able to actively participate in economic and political life and take part in decision-making. While the Gender-related Development Index (GDI) focuses on expansion of capabilities, the GEM is concerned with the use of those capabilities to take advantage of the opportunities of life.</p>
Gender Equality	<p>Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.</p> <p>(<a href="http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm">http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm</a>)</p>
Gender Equity	<p>Entails the provision of fairness and justice in the distribution of benefits and responsibilities between women and men. The concept recognizes that women and men have different needs and power and that these differences should be identified and addressed in a manner that rectifies the imbalances between the</p>

	<p>sexes.</p> <p>(<a href="http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm">http://www.un.org/womenwatch/osagi/conceptsanddefinitions.htm</a>)</p>
Gender Inequality Index (GII)	<p>The Gender Inequality Index (GII) was introduced in the Human Development Report 2010. The GII reflects women's disadvantage in three dimensions—reproductive health, empowerment and the labor market—for as many countries as data of reasonable quality allow. The index shows the loss in human development due to inequality between female and male achievements in these dimensions. It ranges from 0, which indicates that women and men fare equally, to 1, which indicates that women fare as poorly as possible in all measured dimensions. The health dimension is measured by two indicators: maternal mortality ratio and the adolescent fertility rate. The empowerment dimension is also measured by two indicators: the share of parliamentary seats held by each sex and by secondary and higher education attainment levels. The labor dimension is measured by women's participation in the work force. The Gender Inequality Index is designed to reveal the extent to which national achievements in these aspects of human development are eroded by gender inequality, and to provide empirical foundations for policy analysis and advocacy efforts.</p> <p>(<a href="http://hdr.undp.org/en/content/gender-inequality-index-gii">http://hdr.undp.org/en/content/gender-inequality-index-gii</a>)</p>
Gender Mainstreaming	<p>Gender Mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a strategy, an approach, a means to achieve the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/ dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects.</p> <p>(<a href="http://www.un.org/womenwatch/osagi/gendermainstreaming.htm">http://www.un.org/womenwatch/osagi/gendermainstreaming.htm</a>)</p>
Gender Parity Index (GPI)	<p>Ratio of girls to boys (gender parity index) in primary, secondary and tertiary education is the ratio of the number of female students enrolled at primary, secondary and tertiary levels of education to the number of male students in each level. To standardize the effects of the population structure of the appropriate age groups, the Gender Parity Index (GPI) of the Gross Enrolment Ratio (GER) for each level of education is used. A GPI of 1 indicates parity between the sexes; a GPI that varies between 0 and 1 typically means a disparity in favor of males; whereas a GPI greater than 1 indicates a disparity in favor of females.</p> <p>(<a href="http://mdgs.un.org/unsd/mdg/Metadata.aspx?IndicatorId=9">http://mdgs.un.org/unsd/mdg/Metadata.aspx?IndicatorId=9</a>)</p>
Gender-related Development Index (GDI)	<p>The Gender-related Development Index (GDI) measures achievement in the same basic capabilities as the Human Development Index (HDI) does, but takes note of inequality in achievement between women and men. The methodology used imposes a penalty for inequality, such that the GDI falls when the achievement levels of both women and men in a country go down or when the disparity between their achievements increases. The greater the gender disparity in basic capabilities, the lower a country's GDI compared with its HDI. The GDI is simply the HDI discounted, or adjusted downwards, for gender inequality.</p> <p>(<a href="http://hdr.undp.org/en/content/gender-development-index-gdi">http://hdr.undp.org/en/content/gender-development-index-gdi</a>)</p>
Gender Responsive Budgeting (GRB)	<p>Gender-responsive budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfillment of women's rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance.</p> <p>(<a href="http://www.gender-budgets.org/">http://www.gender-budgets.org/</a>)</p>
Gini Index	<p>Gini index measures the extent to which the distribution of income (or, in some cases, consumption expenditure) among individuals or households within an economy deviates from a perfectly equal distribution. A Lorenz curve plots the cumulative percentages of total income received against the cumulative number of recipients, starting with the poorest individual or household. The Gini index measures the area between the Lorenz curve and a hypothetical line of absolute equality, expressed as a percentage of the maximum area under the line. Thus a Gini index of 0 represents perfect equality, while an index of 100 implies perfect inequality.</p>

	<a href="http://search.worldbank.org/data?qterm=gini%20coefficient&amp;language=EN">http://search.worldbank.org/data?qterm=gini%20coefficient&amp;language=EN</a>
Gross Enrolment Ratio	Number of pupils or students enrolled in a given level of education, regardless of age, expressed as a percentage of the official school-age population corresponding to the same level of education. For the tertiary level, the population used is the 5-year age group starting from the official secondary school graduation age. ( <a href="http://www.uis.unesco.org/Pages/Glossary.aspx?SPSLanguage=EN">http://www.uis.unesco.org/Pages/Glossary.aspx?SPSLanguage=EN</a> )
Infant Mortality Rate	Infant mortality rate is the probability of a child born in a specific year or period dying before reaching the age of one, if subject to age-specific mortality rates of that period. Infant mortality rate is strictly speaking not a rate (i.e. the number of deaths divided by the number of population at risk during a certain period of time) but a probability of death derived from a life table and expressed as rate per 1000 live births. ( <a href="http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1">http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1</a> )
Labor Force Participation Rate	The labor force participation rate is a measure of the proportion of a country's working-age population that engages actively in the labor market, either by working or looking for work. The labor force participation rate is calculated by expressing the number of persons in the labor force as a percentage of the working-age population. The labor force is the sum of the number of persons employed and the number of unemployed. The working-age population is the population above a certain age – ideally aged 15 and older – prescribed for the measurement of economic characteristics. ( <a href="http://www.ilo.org/empelm/what/WCMS_114240/lang-en/index.htm">http://www.ilo.org/empelm/what/WCMS_114240/lang-en/index.htm</a> )
Maternal Mortality Ratio	The maternal mortality ratio (MMR) is the annual number of female deaths from any cause related to or aggravated by pregnancy or its management (excluding accidental or incidental causes) during pregnancy and childbirth or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, per 100,000 live births, for a specified year. ( <a href="http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1">http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1</a> )
National Machinery	A national machinery for the advancement of women is the central policy-coordinating unit inside government. Its main task is to support government-wide mainstreaming of a gender-equality perspective in all policy areas. ( <a href="http://www.un-documents.net/bpa-4-h.htm">http://www.un-documents.net/bpa-4-h.htm</a> )
Net Enrolment Rate	Total number of pupils or students in the theoretical age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group. ( <a href="http://www.uis.unesco.org/Pages/Glossary.aspx?SPSLanguage=EN">http://www.uis.unesco.org/Pages/Glossary.aspx?SPSLanguage=EN</a> )
Oral Rehydration Therapy Use Rate	Proportion of children aged 0–59 months who had diarrhea in the last 2 weeks and were treated with oral rehydration salts or an appropriate household solution (ORT) ( <a href="http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1">http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1</a> )
Reproductive Health/ Rights	Reproductive health is a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its functions and processes. Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when and how often to do so. Implicit in this last condition are the right of men and women to be informed and to have access to safe, effective, affordable and acceptable methods of family planning of their choice, as well as other methods of their choice for regulation of fertility that are not against the law, and the right of access to appropriate health-care services that will enable women to go safely through pregnancy and childbirth and provide couples with the best chance of having a healthy infant. In line with the above definition of reproductive health, reproductive health care is defined as the constellation of methods, techniques and services that contribute to reproductive health and well-being by preventing and solving reproductive health problems. It also includes sexual health, the purpose of which is the enhancement of life and personal relations, and not merely counseling and care related to reproduction and sexually transmitted diseases. ( <a href="http://www.un.org/esa/population/publications/2003monitoring/WorldPopMonitoring_2002.pdf">http://www.un.org/esa/population/publications/2003monitoring/WorldPopMonitoring_2002.pdf</a> )



Total Fertility Rate	The average number of children a hypothetical cohort of women would have at the end of their reproductive period if they were subject during their whole lives to the fertility rates of a given period and if they were not subject to mortality. It is expressed as children per woman. ( <a href="http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1">http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1</a> )
Under 5 Mortality Rate	Distribution of main causes of death among children aged under 5 years, expressed as percentage of total deaths. ( <a href="http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1">http://www.who.int/gho/publications/world_health_statistics/WHS2012_IndicatorCompendium.pdf?ua=1</a> )

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