

Gender Assessment and Action Plan

Improving Adaptive Capacity and Risk Management of Rural Communities in Mongolia

I. Introduction

This gender assessment aims to provide an overview of gender concerns in Mongolia, with a specific focus on thematic areas relevant to the *“Improving Adaptive Capacity to Climate Change and Risk Management of Rural Communities in Mongolia”* proposal. The assessment is based upon the review of available primary and secondary data and studies conducted by the Government of Mongolia, UNDP and other partners and information collected during the project development phase during 2016-2017. This data informed the Gender Action Plan (GAP), which recommends practical and feasible gender-sensitive and specific interventions for incorporation into the project design and monitoring framework.

During the project development, the consultations included equal participation of women representing different stakeholders such as central and local Governments and local community. While undertaking gender analysis during the project formulation, Mongolia’s National Commission on Gender equality and other expert groups have been consulted.

II. Climate Change Related Gender Issues in Agriculture of Mongolia

Climate change impacts are not gender-neutral. Climate change impacts as well as coping opportunities, capacities and mechanisms for men and women are strongly dictated by the prevailing socio-cultural norms, gender stereotypes and poverty level, including control over productive assets and resources. Climate change puts enormous pressure on Mongolia’s ecosystems causing desertification, water scarcity and pasture degradation. It negatively affects rural livelihoods and exacerbates environmental and social losses, including gender inequality. Climate change adaptation efforts present an opportunity to reverse existing patterns of gender-based socio-economic disadvantages, especially in agriculture sector.

The inseparable interrelations between climate change and gender equality are emphasized by international/national judicial/non-judicial frameworks. The United Nations Framework Convention on Climate Change (UNFCCC)¹, the Sustainable Development goals (SDGs)² and the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW)³ highlight gender equality as a

¹ In regard to UNFCCC, at COP 18 in Doha, Parties agreed Decision 23/CP.18. on concrete steps to promote gender balance and improve the participation of women in the climate negotiations and in the representation of Parties in the bodies of the Convention and the Kyoto Protocol, which marks an important step forward in advancing gender-sensitive climate policy by ensuring that women’s voices are represented in the global discussion on climate change.

² The Sustainable Development goals (SDGs) emphasize the importance of mainstreaming gender equality for the realization of human rights, and sustainable development. In particular, Goal 5 of the SDGs focuses specifically on gender equality, and Sustainable Development Goal 13 urges States to take immediate action to combat climate change and its impacts.

³ According to CEDAW/C/MNG/CO/8-9, the impact of climate change and weather-related disasters, as well as negative environmental consequences of industries, in particular the mining sector, which disproportionately affect rural women in the State party (32.c). Study the impact of the economic and social strategy of rural development on women’s human rights and collect specific disaggregated data on rural women (33.c). Include a gender perspective in national policies and action plans on climate change, disaster response and risk reduction, as well as on negative environmental and socio-economic consequences of industries...(33.d).

necessary component for climate change response. Moreover, Mongolia experiences a gradual national movement towards gender-sensitive climate change response guided by the Law of Mongolia on Promotion of Gender Equality (LPGE)⁴, the National Action Programme on Climate Change (NAPCC)⁵, the Environmental Sector Gender Strategy 2014-2030⁶, Green Development Policy and Mongolia Sustainable Development Vision 2030⁷.

Endowed with rich natural resources, the country's economy is mostly based on mineral commodities, which accounted for 20.5% of GDP and 73% of industrial value added in 2016. On the other hand, extractive industries employ only 3.3% of the workforce, whereas agriculture employs 30.4%⁸ with the female employment rate in agriculture, forestry, fishing and hunting sector reaching 42.07%⁹ (2nd quarter of 2017). At the same time, 1,129,365 sq. km (72.7%)¹⁰ of land is used for agricultural purpose. That is why, it is critical to recognize women as agents of change in climate change adaptation approaches to ecosystem's management and agriculture sector practices.

III. Gender Issues in Response to Natural Disasters in Mongolia

Natural disasters in Mongolia

Due to the negative influence of climate change, the frequency and severity of disasters is increasing in Mongolia. The country is disproportionately impacted by natural disasters including harsh winter disasters, namely *dzud*, drought, snow, dust storms, flash floods and both cold and heat waves. Such natural disasters take a heavy toll on livestock and thereby rural livelihoods. The statistics show that on average 2,700 different hazardous events occur each year causing human casualties, damage to the natural environment and built infrastructure and assets that negatively impact both economic and social sustainable development.¹¹ Within the period of 2005-2013, the number of annual natural hazard events reached 3,200 and human induced incidents reached 171 across 601 soums and districts, causing loss of more than 200 human lives and damage of 95.6 billion Mongolian tugriks to environment and economy.¹²

⁴ LPGE includes principle of gender mainstreaming that development policies shall be made gender-sensitive through incorporation of gender concepts in laws, government policies, programs and projects.

⁵ NAPCC which was approved by the Government in 2000, highlights to "ensure justice, transparency, human rights and gender equality are upheld in the implementation of the program."

⁶ This strategy gives gender-sensitive strategic guidelines in regard to climate change through priority areas of objective 1.2, which is "to facilitate introducing new content into the Bachelor Degree program curriculum for students studying (on forestry and water) at colleges and universities on the subjects of social development, gender discourse, social impacts of climate change and natural resources utilization, etc." and objective 3.1., which is "to encourage participatory data-collection and information packaging work carried out jointly with the local community people on the climate change, desertification and disaster prevention by emphasizing gender roles of women and men that based on their needs and jointly plan the dissemination schedule."

⁷ Mongolia Sustainable Development Vision 2030 states that one of the principles for achieving the sustainable social development is to ensure gender equality in social development, and create a pleasant environment for equal participation in social welfare.

⁸ Statistics Yearbook 2016, NSO

⁹ Ibid.

¹⁰ http://data.worldbank.org/indicator/AG.LND.AGRI.ZS?locations=MN_year_2014

¹¹ The National Programme on Strengthening Disaster Protection Capacity, 2011

¹² Appendix to the Resolution #303 of the Government of Mongolia, 2015

Gendered impact of disasters

Different disaster-related impacts on men and women are related to different roles they play in their households. According to the ‘Gender Analysis of Disaster Vulnerability in the Targeted Locations and Development of a Project Gender Mainstreaming Strategy (2009)’ for the UNDP project, ‘Strengthening the Disaster Mitigation and Management System in Mongolia’, young men are more exposed to immediate disaster and women are more susceptible to disaster with long-term effects. Men can be portrayed in the post-disaster situation being less affected in terms of labour division and work load. Women’s role and work load considerably increase in their households when their family members are affected by any forms of disaster.

Climate change-induced disaster reinforces the gender roles, and at the same time, presents an opportunity to change the gender relationship. For example, men happen to find themselves in the position of having to take lead in commonly identified “female tasks” when the women in the household have perished or become severely disabled due to disasters. Many women’s workloads in terms of caring for children, the infirm, the elderly and those with functional limitations or disabilities, rise at exactly the same time when the traditional support networks have been damaged. For instance, it is common that men are not provided with timely medical assistance, while they are prone to frost, burn and injuries. This makes many of the wounded men temporarily and permanently lose their work abilities. Such a situation could jeopardize family wellbeing by increasing women’s work load as primary caregivers.

Disaster-driven poverty such as loss of animals of rural nomads has impacted local men and women differently in terms of their capacities to migrate to better places in search of employment and livelihood improvement. A number of married men left the post-disaster region seeking for a new job and a better place to stay. As a result, the rural population became more “aged and feminized”. Women were left in town without their spouses and became breadwinners. Women tend to get jobs in service sector in aimag and soum centers, however the “age factor” seriously discriminates them from getting employed, thus marking middle aged women as the marginalized in labour market.

Lack of gender sensitivity in aimag-level disaster risk management (DRM) plans

The National Emergency Management Agency (NEMA) is the main agent responsible for all natural disasters in Mongolia. The State Disaster Protection Services regulation was approved by the Vice Prime Minister, and its decree number is 52/May 06, 2013 Ulaanbaatar. The organizational chart of NEMA shows that there is no specialized gender focal point.

The following DRM-related national programmes and aimag-level plans were reviewed with a gender lens: the Implementation Plan of the State Policy and Programme on Disaster Protection; the National Programme on Strengthening Disaster Protection Capacity; the National Programme on Community Participatory Disaster Risk Reduction (DRR); the Implementation Plan of National Programme for Community Participatory DRR; DRM Plans of Zavhan, Khovd, Dornod, and Sukhbaatar Aimag.

Neither of the aforementioned documents reinforce the significance of collecting sex-disaggregated data nor include quotes that promote and ensure women’s participation and leadership in decision-making process. However, except the National Programme on Strengthening Disaster Protection

Capacity and DRM Plans of Sukhbaatar aimag, the rest of the documents address special interventions for vulnerable groups of people including people with disabilities, children, elderly people, women and people with low income. DRM Plans of the Khovd and Sukhbaatar aimag demonstrate some availability of sex-disaggregated data.

IV. Gender Indicators in Mongolia

The Gender Inequality Index (GII) reflects gender-based inequalities in three dimensions: reproductive health, empowerment and economic activity. Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary positions held by women and attainment in secondary and higher education by each gender, and economic activity is measured by the labour market participation of women and men. The GII can be interpreted as the loss of human development due to inequality between women and men's achievements in the three dimensions. Mongolia has a GII value of 0.278, ranking 53 out of 159 countries in the 2015 index.¹³

The Gender Development Index (GDI) based on the sex-disaggregated Human Development Index (HDI) defines as a ratio of female to male HDI. The GDI measures gender inequalities in three basic dimensions of human development: health (measured by women and men's life expectancy at birth); education (measured by expected years of schooling for children and mean years for men and women aged 25 years and older); and command over economic resources (measured by estimated Gross National Income (GNI) per capita for women and men). The female HDI value for Mongolia is 0.744 in contrast with 0.725 for males, resulting in a GDI value of 1.026 among 160 countries in 2015.¹⁴

The Global Gender Gap Index (GGGI) of the World Economic Forum examines the gap between men and women in four categories: economic participation and opportunity, educational attainment, health and survival and political empowerment.¹⁵ Mongolia ranked 53 out of 144 countries in 2017 with the score of 0.713¹⁶:

Description	Score	Rank
Economic participation and opportunity	0.766	20
Educational attainment	0.993	65
Health and survival	0.980	1
Political empowerment	0.102	107
Gender Gap Index 2017	0.713	53

* Inequality = 0.00; Equality = 1.00. Source: The Global Gender Gap Report 2017

The Organization for Economic Cooperation and Development (OECD) developed the Social Institutions and Gender Index (SIGI), a composite index that scores countries (i.e., 0 to 1) on 14 indicators grouped into five sub-indices: discriminatory family code, restricted physical integrity, son bias, restricted resources and assets, and restricted civil liberties to measure the discrimination against women in social institutions across 160 countries. The 2014 SIGI value for Mongolia is 0.0345 suggesting that SIGI category is very low.¹⁷

¹³ http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/es/MNG.pdf

¹⁴ Ibid.

¹⁵ World Economic Forum. The Global Gender Gap Report 2014 Country Profiles. http://www3.weforum.org/docs/GGGR14/GGGR_CountryProfiles.pdf

¹⁶ http://www3.weforum.org/docs/WEF_GGGR_2017.pdf

¹⁷ OECD. Social Institutions and Gender Index 2014. Country Profiles <http://www.genderindex.org/country/mongolia>

Health

Maternal mortality ratio (MMR), which was 38%¹⁸ in 2016, showed a sharp decline, from 121.5 maternal deaths per 100,000 live births in 2001 to 30.0 in 2014.¹⁹ However, the MMR has doubled between 2015 and 2016, indicating Mongolia's fragility in achieving better health outcomes. At the same time, the increase in the adolescent birth rate is affecting the Gender Inequality Index (GII) negatively. From 21 births per 1,000 adolescent women of 15-19 years of age in 2002, the rate rose to 29 births in 2013. Mongolia's adolescent birth rate (40%²⁰ in 2013) is higher than the average among the countries of Asia and the Pacific region²¹. In addition, increasing number of abortions at national level from 18,168 (2015) to 18,316 (2016)²². Combined, these point to an un-met need for family planning and responsible sexual behavior.

In terms of the disparity between male and female life expectancy in 2016, the difference was 9.52 years, 75.1 years among women and 65.58 years among men.²³ In addition, female life expectancy is rising more quickly than male life expectancy, thus, the female-male gap is widening.²⁴

Education

Gender gap in education is still evident among 16-19 year old boys in rural areas.²⁵ There is a tendency to place more importance on educating girls, sending them to universities or supporting them in pursuit of a higher education in urban areas, which is based on a conventional belief that girls are more vulnerable and are not apt to herding. Analyzing the reasons for boys' dropout, the most prevalent one is the need of herder families for more workers and the assumption that herding life secures a regular income.²⁶

In 2015, at national level, the female graduates, at the beginning of academic year, accounted for 52.86% showing 7.79% increase from 45.07% in 2014. In 2015, the female graduates) accounted for 51.95% in general education schools, 41.03% in technical and vocational schools, and 60.72% in universities, institutes, and colleges ((Table-1, Figure-1).

¹⁸ National Statistics Office (NSO) www.1212.mn

¹⁹ Mongolia Human Development Report, UNDP, 2014

²⁰ National Statistics Office (NSO) www.1212.mn

²¹ Mongolia Human Development Report, UNDP, 2014

²² National Statistics Office (NSO) www.1212.mn

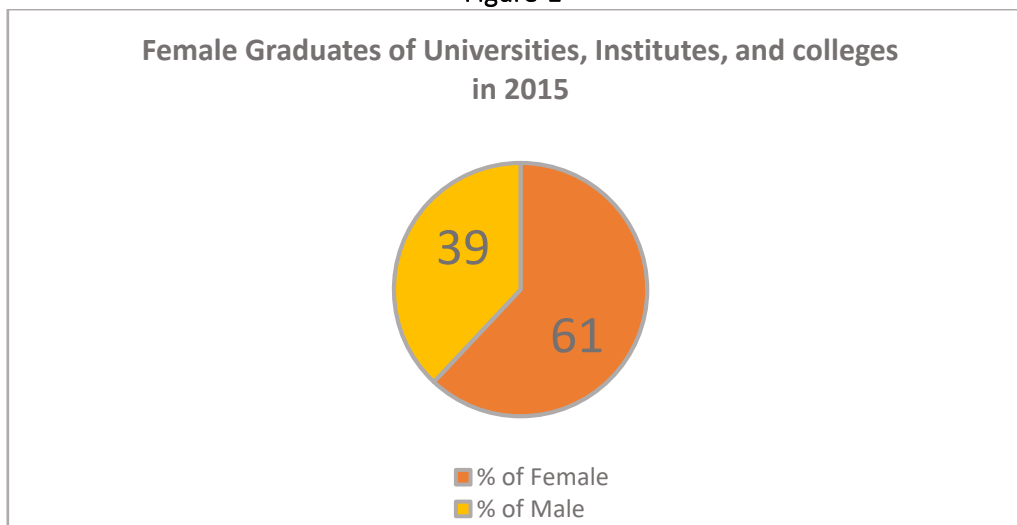
²³ Ibid.

²⁴ Mongolia Human Development Report, UNDP, 2014

²⁵ Ibid.

²⁶ Gender Analysis in Pastoral Livestock Herding in Mongolia, Swiss Agency for Development and Cooperation (SDC) 2015, p64

Figure-1²⁷



Labour force

In the context of labour market, gender disparities are especially prominent in the types of work women do - mostly unpaid with limited engagement in self-employment/entrepreneurial activities and with high level of occupational segregation, having a limited presence in higher level managerial positions – and the wages that they are paid.²⁸ In addition, according to the Government's General Office of Labour and Welfare Service, among the registered 34,400 unemployed people in 2016, 17,800 people (51.74%) were women. While women have higher rate of university graduation (61%, 2015), more than half of the registered unemployment is represented by them (53.7%, 2017)²⁹. In addition, the overall gender wage gap in log wages is 0.18, which implies that male wages are 1.2 times higher than female wages.³⁰ At national level, there has been ₮³¹ 107,740 (12.65%³²) increase of average monthly wage from ₮ 851,400 (as of the first quarter of 2015) to ₮ 959,140 (the first quarter of 2017). The average monthly wage as of the first quarter of 2017 has shown an increase by 12.93%³³ for men and by 12.43%³⁴ for women compared to that of 2015. Specifically, while there has been 49,490₮ (7.64%³⁵) increase of national average monthly wage from ₮ 647,800 (as of the first quarter of 2016) to ₮ 697,290 (as of the first quarter of 2017) in the sector of agriculture, forestry, fishing, and hunting, men showed 8.03% of increase and women showed 6.91% of increase (Table-2).³⁶

Retirement policy can negatively affect gender equality situation in Mongolia. According to the general requirements established in the Law on Social Insurance (entered into force on 1 January 1995) and the Law on Pensions (amended in 1990), 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. Despite the fact

²⁷ Ibid.

²⁸ Mongolia - Gender disparities in labour markets and policy suggestions, World Bank, 2013

²⁹ National Statistics Office (NSO) www.1212.mn

³⁰ Mongolia: Gender Disparities in Labour Markets and Policy Suggestions

³¹ 1 US Dollar equals to 2413.50 Mongolian Tugrik on July 19, 2017

³² $\{(959,140-851,400)/851,400\} * 100 = 12.65\%$

³³ $\{(1,042,430-923,100)/923,100\} * 100 = 12.93\%$

³⁴ $\{(879,280-782,100)/782,100\} * 100 = 12.43\%$

³⁵ $\{(697,290-647,800)/647,800\} * 100 = 7.64\%$

³⁶ National Statistics Office (NSO) www.1212.mn

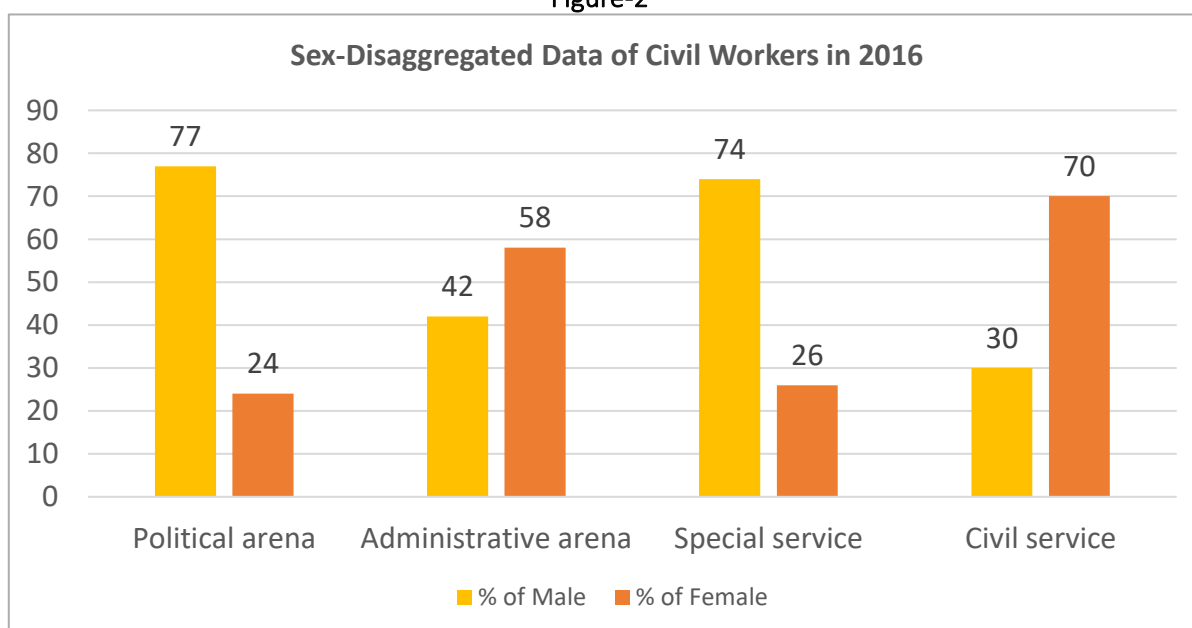
that such laws provide for retirement at “one’s own request”, in reality this clause has become an excuse for dismissing women under the pretext of staff reduction.³⁷

Political participation/Decision making

According to the Election Law of Mongolia not less than 20% of nominations must be women and women must comprise at least 20-40% of those at a decision-making level. Although 50.83%³⁸ of Mongolia’s population is female and 60.72% (2015)³⁹ are female graduates from universities, institutes, and colleges, women do not have equal participation in decision-making. In 2016, before the parliamentary election in June, the proportion of female parliamentarians was 14.5%, which was below the world average of 22.9% and Asia-Pacific average of 18.8%. However, the current proportion has increased and stands at 17.1%, with 13 female parliamentarians out of 76 Members of Parliament.⁴⁰

In Mongolia, civil workers are divided into four major categories, namely: i) political arena, ii) administrative arena, iii) special service and iv) civil service. In 2016, among 186,458 civil workers in total, only 23.64% in political arena and 25.95% in special service arena were women while more than half the proportion was represented by women in administrative and civil service arena (Figure-2).⁴¹ In addition, lack of women’s participation in decision-making positions is demonstrated in Figure-3⁴². In 2016, female officials/staffs accounted for 17.11% of the parliament, 12.5% of ministry-level positions, 25% of deputy ministry positions, 4.55% of governor position, and 0% of head of citizens’ khural⁴³ positions.

Figure-2⁴⁴



³⁷ Reports in Response to Request for Information, CEDAW Watch, January 24 –February 15, 2000.

<http://www.un.org/womenwatch/daw/cedaw/cedaw24/cedawcmng34.pdf>

³⁸ National Statistics Office (NSO) www.1212.mn

³⁹ Ibid.

⁴⁰ Statistics of the “Civil “Service Council” of Mongolia 2016

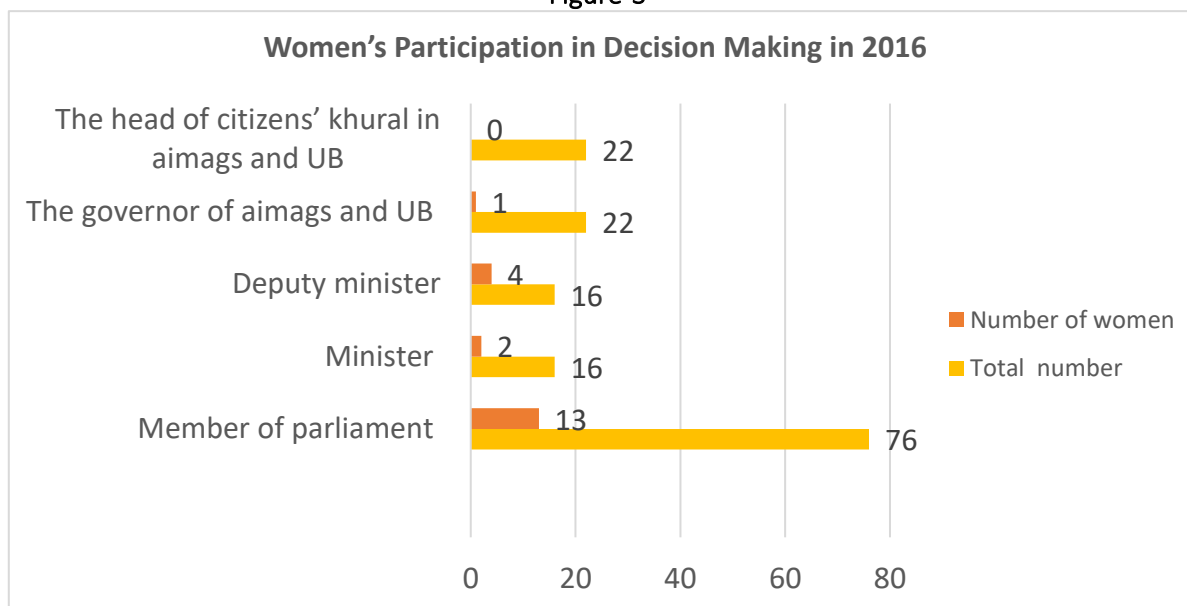
⁴¹ Ibid.

⁴² Ibid.

⁴³ Local self-government of Mongolia

⁴⁴ Statistics of the “Civil “Service Council” of Mongolia 2016

Figure-3⁴⁵



[Access to resources](#)

Unequal distribution of state assets in the shift towards privatization in the 1990s when land and livestock were registered in the names of heads of households, predominantly men (90%), left women without legal title or control. Women require the consent of heads of households to use assets as collateral for loan or credit⁴⁶. Although the participation of husbands and wives in obtaining official bank loans is equal as herder families use their livestock as collateral and both husband and wife have to sign loan contracts, husbands' decisions were more predominant than women's in the other kinds of loan arrangements.⁴⁷ While a survey (1998) conducted by Women's Information and Research Centre reports that 45.2% of those whose principal occupation was herding were women, single women herders received less than their entitlement in the distribution of assets resulting from privatisation⁴⁸.

Under the 1992 Constitution of Mongolia, women have equal rights to inheritance, land use, and ownership of livestock and other property. However, the land tenure and property rights of women are generally weakened by the absence of clear legislation around property rights in the contexts of divorce and inheritance. For women, property ownership remained elusive in rural areas as they exhibited lower rates of property ownership than males⁴⁹.

As per 2011 National Law on Gender equality, Ministries have gender focal points. MET was the first Government Ministry to have a sectoral gender analysis undertaken and gender strategy developed and approved in 2014. For the implementation of the strategy, the sector itself is committed to ensure gender equality in all environmental projects, programs and policies. The strategy acknowledges the

⁴⁵ Ibid.

⁴⁶ B. Robinson and A. Solongo, 2000, The gender dimension of economic transition in Mongolia, p.10

⁴⁷ Gender Analysis in Pastoral Livestock Herding in Mongolia, Swiss Agency for Development and Cooperation (SDC) 2015

⁴⁸ B. Robinson and A. Solongo, 2000, The gender dimension of economic transition in Mongolia, p.10

⁴⁹ Registry Systems Process Study Baseline Report, 2014, Millennium Challenge Account of Mongolia (MCA-M) Property Rights Project (PRP), p.5

importance of different needs of women and men, social groups and local development, and ensuring their equal opportunities for participation and equal access to resources and benefits: “reflect gender-specific and social groups such as different local communities, various population, demographic and social groups with varying participatory scope and levels in the policy planning as they are critical players of development.

However, a UNDP report on “Analysis of social inclusion and gender dynamic for REDD+ in Mongolia” indicates that the policy and decision makers do not adequately recognize the main principles to mainstream gender into sector policy planning. The same report suggested that gender sensitization of decision makers, policy implementers are critical along with capacity building in social inclusion and gender mainstreaming to eliminate existing gender gaps rooted by imbalanced roles and responsibilities and opportunities, existing stereotypes and male preferences/dominance in natural resources management and forestry.

Gender-based violence

Violence against women and girls is a serious concern. While there has yet to be a nation-wide survey, it is reported that close to 90% of victims of domestic violence are women – 40% are young women aged 15-34 – who are less likely to report incidents. In 2015, experts estimated that one out of 5 women suffered physical violence within the family, and one out of 2 children were subjected to domestic violence.

According to 2017 UNFPA report, around 75,000 women in urban areas and 37,000 in rural areas have experienced physical violence within the year preceding the survey. The same study findings indicate that triggering factors include patriarchal attitude, alcohol dependence, poor socio-economic situation in Mongolia; the unemployment of men, vulnerability of households, debt burden, wife’s economic dependency on her husband, the attitude of tolerating violence because of the children or child from previous marriage, lack of emotional skills of the couples such as basic family education, communication skills, respecting other people, managing anger and stress, the influence of family members or friends, lack of professional support services that protect and assist victims of domestic violence, lack of counselling and legal support services, to assist both victims and abusers.

The Law on Combating Domestic Violence (LCDV) was first passed in 2004, its revised version was approved in December 2016 and the law entered into force on 1 February 2017. This law, in conjunction with the Criminal Code, Law on Witness Protection, Criminal Proceedings Code, Family Law and the Law on Child Rights, represents cohesive legislation to address violence against women. Since the adoption of the Law on Combating Domestic Violence, the National Programme on the Control and Prevention of Domestic Violence⁴ was approved in 2007 and implemented. There has also been a Supreme Court Ruling on Uniform Interpretation and Implementation of Some Clauses of LCDV⁵, as well as related rules and procedures issued by the Ministry of Justice and Home Affairs (MoJHA), Ministry of Health (MoH) and Ministry of Labour and Social Protection (MoLSP). The government, apart from taking measures to establish shelter homes, has set up a victim help hotline and three one-stop service centres (OSSC) in Ulaanbaatar in 2009, which provide health, psychosocial, protection and legal aid services. Three further one-stop services centres were established in Zavkhan, Gobi-Altai, and Bayankhongor aimags in 2013-14.

The new Law to Combat Domestic Violence came into effect on February 1, 2017. The newly approved law criminalizes domestic violence, and has expanded its scope of coverage from immediate to extended family members to co-habitants, former spouses or co-habitants and unmarried couples with

children. The multi-sectoral coordination mechanisms for violence against women and girls have been established at the national level and three provinces, but their effectiveness needs to be improved and they need to be expanded to other provinces.

V. Gender Analysis

The gender analysis undertaken at the onset and design of this project acts as an entry point for gender mainstreaming throughout its implementation.

Limited institutionalization of gender mainstreaming: lack of sex-disaggregated data and gender-blind policy making

Relevant sex-disaggregated data and gender qualitative and ethnographic analysis across sectors and geographical regions is very limited. Even though in some instances the sex-disaggregated data is collected and available, it is not being systematically analysed and used in formulation of national and sector-specific programs and policies. For the purpose of this analysis, the following selected national law, policies and development strategies have been reviewed with a gender lens: Mongolian Sustainable Development Vision 2030 (2016); The State Policy on Disaster Protection (2011); National Food and Agriculture Policy (2015); Government Policy for Herders (2009); Green Development Policy (2014); SME Law (2007). While most of the reviewed documents are gender-blind, the Mongolian Sustainable Development Vision 2030 (target 2.2), the National Food and Agriculture Policy (target 7.1.4), and the Green Development Policy (strategic objective 4) highlight the importance of empowering women and promoting gender equality. Thus, continued monitoring/collection of sex-disaggregated data in relevant sectors in each aimag is necessary: division of labour based on time use; asset ownership including access and control over information, land, loan, etc.; income generation; participation and leadership in decision-making including activities within cooperatives such as Land/Water/Forest User Groups, parliament, local government; school dropouts; unemployment. Although gender focal points are designated at government level, they have limited capacity to guide the gender sub-councils at ministries and subcommittees in aimags in establishing gender mainstreaming strategies, policies and programmes. In other words, regardless of gradually improving gender legislative framework, its implementation is inadequate and inconsistent in Mongolia due to lack of sectoral sex-disaggregated data collection/monitoring, gender-blind policy making, and limited accountability and capacity of governance institutions to mainstream gender.

Women's lack of control over resources, participation and leadership in decision-making, access and

Although there are no specific and fact-based gender-related problem in water and soil management reported in any gender related studies, there are common observations. Both women and men play important, but different roles in the management of natural resources and forestry sector in Mongolia's nomadic pastoralism. Women perform both animal husbandry and household works, i.e. taking care of food, clothes, and health of their children and members of the family but also women undertake repetitive housework such as processing milk, taking care of housekeeping. They also work on wool and cashmere sheering, milking and rearing of livestock, feeding and taking care of animal offspring, and cleaning of animal shelters. Men usually do most of the work outside and away from the home such as selecting pastures, haymaking, herding animals, participating in meetings and business-related activities.

At the same time, women's roles and participation in natural resource use, decision-making and implementation have been undervalued. A FAO project report indicates relatively equal level of

participation of men and women in the Forest User Groups (FUGs), of which 54.6% of all members were men and 45.6% were women. However, only 26% of FUGs are led by women revealing a considerable gap between men and women in decision making positions.

There is a deeply engraved social belief that men are to make major decisions and lead livestock production as they are generally more knowledgeable about the land, pastures, water, vegetation, winter disasters, and droughts, women being less interested in these areas. In order to ensure gender balance in decision-making, access and control over resources, capacity building and awareness raising training should be tailored to the needs of target groups including women, men, local government staffs, etc. In terms of leadership, it is important to conduct a gender-sensitive survey on: the respondents' confidence and motivation to participate and lead the community group; community group leader's gender preference; training that women and men need.

It appears that men are dominant at the decision-making level about loans expenditures. In relation to the control of household assets, properties are mostly registered under the husband's name. A report by the Asian Development Bank (ADB, 2005) showed government regulations had not proactively supported gender equality in terms of access to or control over newly allocated land.⁵⁰ For instance, the regulations did not question traditional definitions of "family and household", and in consequence, only those officially registered as a married couple or as a household unit prior to 2003 were initially entitled to land. Some lands also ended up being registered in the names of male household heads only, as other adult household members were allowed to waive their right to be named on titles of newly allocated land. The ADB study found that just 30% of registered land titles were registered jointly to husbands and wives and only 16% were registered to wives.⁵¹

Women's limited access to information and participation in community activities

Information is critical to the development and use of technical innovations and improvements, yet women frequently cannot obtain such information due to inappropriate information disseminating methods and distant training locations and unavailable timing. Providing more relevant information by specifically addressing gender aspects related to agriculture should enable female farmers to increase the accessibility of new agricultural technologies and innovations. According to Swiss Agency for Development and Cooperation (SDC)'s Gender Analysis in Pastoral Livestock Herding in Mongolia 2015, a significant number of the herders surveyed said that they did not participate in community activities because they had not received information in advance. In order to better inform of community activities, appropriate information dissemination measures should be surveyed and applied by gender. There should be a survey before disseminating information whether receivers are literate, technology-literate, physically or mentally available to receive information, etc. in order to select appropriate information dissemination strategies.

Once engaged however, results show strong participation by women. The UNREDD project 2017 "Analysis of Social Inclusion and Gender Dynamics for REDD+ in Mongolia" reports relatively equal level of participation of men and women in 98 surveyed Forest User Groups (FUGs) of which 54.6% of all members were men (1,424) and 45.6% were women (1,196). Groups led by women made up 25.6% of the total. Results show that male and female members are relatively balanced within the groups, which shows the benefits will be shared accordingly. Within the RUGs, most strategic decisions for the RUGs

⁵⁰ Mongolia Country Gender Assessment, ADB and World Bank, 2005

⁵¹ First Reflection on Researching Women's Tenure Security in Mongolia, Zoe Driscoll, 2016

are made through a voting system and therefore, balanced membership of men and women guarantee the participation of women in decision making and benefit sharing.

Women's double burden and transforming gender relations

Data from recent Participatory Living Standards Assessment of the NSO of Mongolia have identified that a disproportionate number of female-headed households are living in poverty and its proportion is growing. This phenomenon is closely related to the fact that women are often limited to engage in livelihood or employment opportunities due to the tasks at home. Specifically, women who are employed or engaged in small enterprises need to work longer hours than men do, just to manage tasks at home and at work.

Specifically, while women who are involved in livestock sector carry double burden to work in productive as well as reproductive arena all year long, the main characteristic mentioned in relation to Mongolian men's work is seasonality with busy periods of work as well as of rest. Women's workload resulted to be higher than men's for all the months of the year, with the exception of March and December. The average daily workload of women during the year is 11.1 hours while the workload of men is 9.2 hours.⁵² Despite this fact, women's contributions and roles are not sufficiently recognized in other aspects of household herding life, such as decision-making on major spending and purchases, household business management, participation in community activities and leadership.

Women's limited access to running small and medium enterprises (SMEs)

According to the SME Law (2007), SMEs are defined as legally registered business entities with 199 or fewer employees and with an annual turnover of up to ₮ 1.5 billion (USD 833,000). The law also differentiates between sectors in terms of number of employees and annual turnover for a company to be considered as a SME (Table-3)⁵³. In addition, the law was amended on February 04, 2016 adjusting the minimum annual turnover to ₮ 50-250million. While wives face higher barriers to loan access compared to husbands, yet they are fully responsible for financial risk in case of business failure. Further gender analysis on loan system in Mongolia is required to establish whether there is indirect discrimination against certain groups of populations such as women who are leading households, bread winners, women with disability, senior women etc.

Sex-disaggregated data on SME owners who are clients at commercial banks is currently not disclosed. However, according to the consultation with managers of several commercial banks and non-bank financial institutions, the share of female-owned businesses in the sector is significant, approaching nearly 60% of micro-scale, family, and sole-entrepreneur-owned businesses. This observation of industry stakeholders differs significantly from the findings of the World Bank's Mongolia Enterprise Survey 2013, which shows the percentage of firms with female ownership at 38.9%.⁵⁴

The earlier described discrepancy of women spending longer time for unpaid work than men, according to 2013 JICA report on Mongolia's Gender Profile, influences women's access to markets negatively. Also, tendencies reported on limited access to finance by women-heads of households and other disadvantaged (elderly and disabled) groups, partially due to lack of collateral as livestock and land is registered to men as head of households.

⁵² Gender Analysis in Pastoral Livestock Herding in Mongolia, Swiss Agency for Development and Cooperation (SDC) 2015, p9

⁵³ <http://www.mongolianlaws.com#>

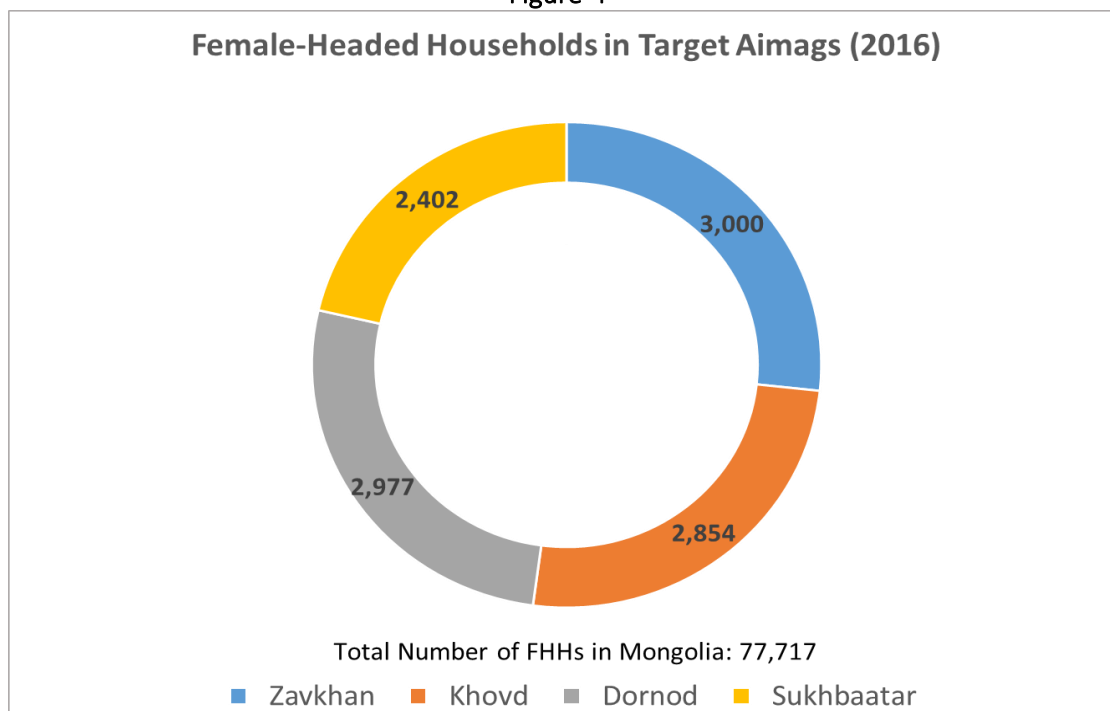
⁵⁴ World Bank's Mongolia Enterprise Survey 2013

Vulnerable groups in four target Aimags

Following paragraphs present a more granular information on the status of identified vulnerable groups in four target Aimags of this project.

Female-headed households: 14.45% of the total female-headed households reside in the four aimags. The number of female-headed households decreased by 1.13% from 78,606 (2015) to 77,717 (2016) at national level. However, during the respective period, the number of female-headed households increased by 3.7% from 2,893 to 3,000 in Zavkhan, by 3.69% from 2,871 to 2,977 in Dornod, and by 3.98% from 2,310 to 2,402 in Sukhbaatar, while that decreased by 1.55% from 2,899 to 2,854 in Khovd aimag (Figure-4)⁵⁵.

Figure-4⁵⁶



Female registered unemployment: At national level, the female registered unemployment rate oscillated between 52.85%-54.29%, in the period between Q1 2016 – Q3 2017⁵⁷.

According to Table-4, the national female registered unemployment decreased by 12.16% from September 2016 to September 2017. The female registered unemployment increased by 94.23% in Zavkhan aimag and by 26.72% in Khovd aimag, while that decreased by 4.05% in Dornod aimag and by 4.49% in Sukhbaatar aimag.⁵⁸

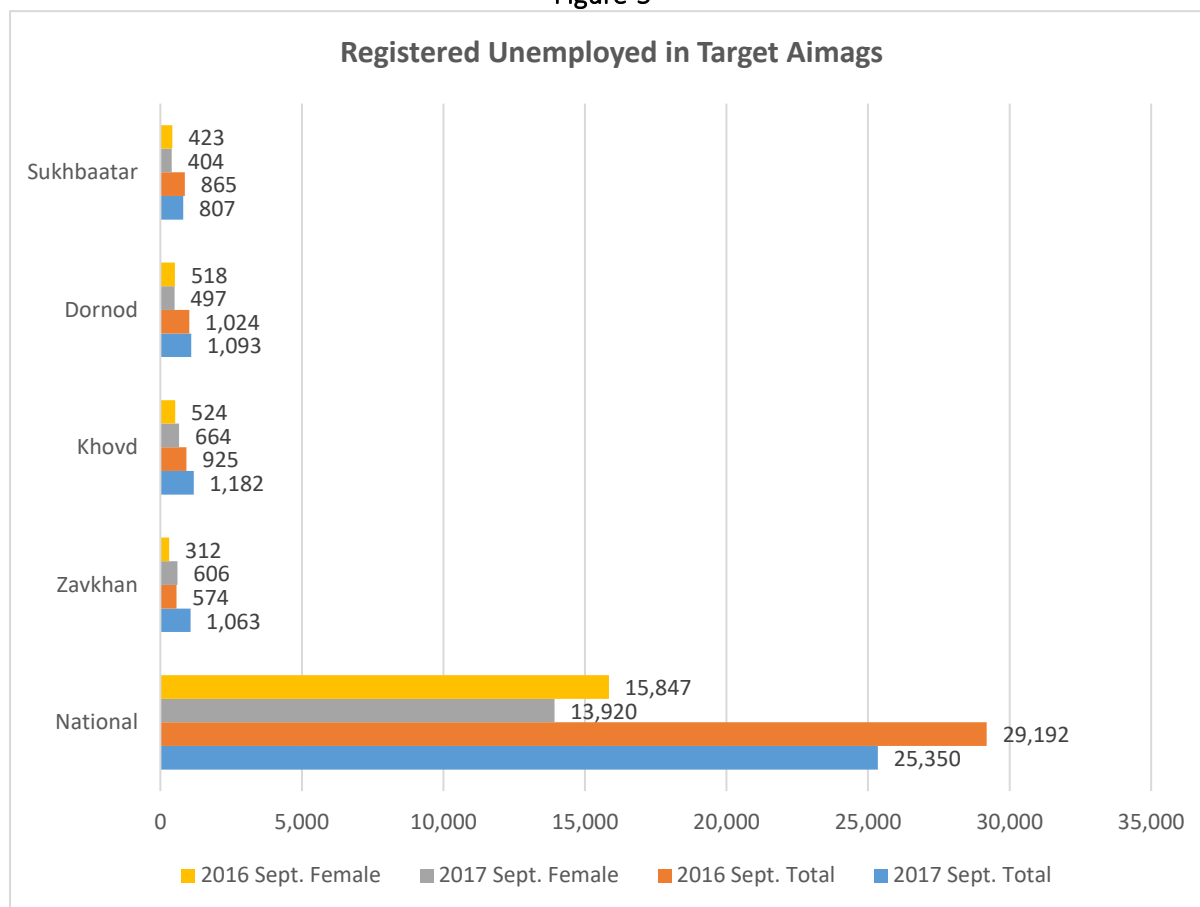
⁵⁵ National Statistics Office (NSO) www.1212.mn

⁵⁶ Ibid.

⁵⁷ Ibid.

⁵⁸ Ibid.

Figure-5⁵⁹



Children out of school: Sex-disaggregated data on out-of-school children is missing. At national level, the number of pupils dropped-out of schools aged 6-14 has gradually decreased – 2,332 in 2012, 1,755 in 2013 and 1,169 in 2014. In 2014, the number of pupils dropped-out of schools aged 6-14 was 13 in Zavkhan aimag, 39 in Khovd aimag, 15 in Dornod aimag and 47 in Sukhbaatar aimag.⁶⁰

People with disabilities: The rate of females with disabilities was 44.79% at national level in 2016. Compared to that, Zavkhan demonstrated a higher rate (46.57%), while Khovd (43.71%), Dornod (42.66%) and Sukhbaatar (41.15%) showed a lower rate in 2016. (Table-5).⁶¹

Single women with the children aged below 16 years old: The national statistics do not show the latest number of single women with the children aged below 16 years old. The most recently updated data from 2012 indicate that the number of single women with the children aged below 16 years old was 38,559 at national level, 839 in Zavkhan aimag, 575 in Khovd aimag, 1,369 in Dornod aimag and 652 in Sukhbaatar aimag.⁶²

Senior single-headed households over 65 years old: At national level, there has been 4.77% increase in the number of female-headed households over 65 years old in 2016 compared to that of the previous

⁵⁹ Ibid.

⁶⁰ Ibid.

⁶¹ Ibid.

⁶² Ibid.

year. Compared to that, only Khovd demonstrated 4.57% decrease, while Zavkhan (13.58%), Dornod (23.49%) and Sukhbaatar (21.76%) showed higher rate of increase in 2016 (Table-6).⁶³

VI. Legal and Administrative Framework Protecting Women and Protecting Gender Equality

Mongolia promotes a national movement towards gender-sensitive climate change response guided by the Law of Mongolia on Enforcement of the Law on Promotion of Gender Equality (LPGE), the National Action Programme on Climate Change (NAPCC), the Environmental Sector Gender Strategy 2014-2030, Green Development Policy and Mongolia Sustainable Development Vision 2030.

The adoption of the *LPGE* and the revision of the Criminal Code led to the criminalization domestic violence. The revision of the *Law on Election* ensured that at least 20 percent of candidates nominated by a party or coalition shall be represented by one gender (Article 126.2.) and the *LPGE* stated that representation of any one sex among politically appointed civil servants shall not be less than 15 percent on national, aimag and the capital city levels, 20 percent on district, 25 percent on soum and 30 percent on khoroo levels (Article 10.1.1.) and representation of any one sex in decision-making positions in public administration shall not be less than 15 percent among state secretaries and heads of agencies, 20 percent among managers in other central agencies, 30 percent among heads of department in ministries and agencies, 40 percent among heads of secretariats, departments and divisions on aimag, city, soum, duureg and khoroo levels (Article 10.1.2.). The *LPGE* introduces concept of gender mainstreaming and stipulates for development of gender-sensitive policies through incorporation of gender equality concepts in laws, government policies, programs and projects.

The NAPCC, which was approved by the Government in 2000, highlights to “ensure justice, transparency, human rights and gender equality are upheld in the implementation of the program.”

The Environmental Sector Gender Strategy 2014-2030 gives gender-sensitive strategic guidelines for activities and interventions in the environmental sector in general, and with regards to climate change in particular through the objective 1.2, which aims “to facilitate introducing new content into the Bachelor Degree program curriculum for students studying (forestry and water) at colleges and universities on the subjects of social development, gender discourse, social impacts of climate change and natural resources utilization, etc.” and the objective 3.1., which “encourages participatory data-collection and information packaging work to be carried out jointly with the local community people on the climate change, desertification and disaster prevention by emphasizing gender roles of women and men that are based on their needs and by jointly planning the dissemination schedule.”

Even though the Green Development Policy does not make direct, explicit references to gender equality, the preamble of this policy emphasizes inclusiveness, social justice and better human well-being. These notions imply that equal and inclusive participation of men and women of all groups are to be ensured.

The Mongolia Sustainable Development Vision 2030 states that one of the principles for achieving the sustainable social development is to ensure gender equality in social development and create a pleasant environment for equal participation in social welfare.

⁶³ Ibid.

VII. Recommendations

In response to the need for continued efforts to mainstream gender in climate change adaptation, this particular gender assessment provides steppingstone to reveal gender inequalities related to aggravating climate change in Mongolia and guides the project team in addressing them throughout various stages of its implementations.

Based on the gender analysis, recommendations are made to address gender dimensions within the whole project cycle including design, implementation, monitoring and evaluation and reporting. Emphasizing the fact that women are the key players in supporting climate resilience and transformational change in the agriculture sector, this proposal works to identify and integrate interventions to provide gender responsive and transformative results.

Best Practices and Lessons Learned

The gender action plan for the proposed project was also built on the lessons generated through the previous interventions in the field of Community-based Natural Resources Management, Climate change adaptation and Disaster risk reduction. A key strategy is to present equal opportunities available to men and women, support to overcoming gender-based barriers, increase women participation and ensure that the enhanced mechanisms for women's empowerment should not have a negative impact on the social functioning of the communities.

A good practice of undertaking comprehensive analysis and developing recommendations, policies and measures on social inclusion and gender mainstreaming in forest and climate change through UNREDD programme has been applied for the proposed project, as has a social and environmental safeguards framework. Through UNDP's "Sustainable Land Management for Combating Desertification" project, it has been found that the poorest and most vulnerable, including elderly, disabled and women headed households are at the risk of becoming left behind, as the most active and better-off herders benefit more by getting informed of opportunities presented through development partner initiatives. Therefore, the SLM project instituted principle of including certain percentage of vulnerable households (elderly, disabled, single-parent or women headed) while establishing Resource User Groups in order to receive project support. It has also been found that enrolling higher percentage of women in capacity building interventions increase effectiveness of interventions, as they tend to further disseminate the obtained information and knowledge much more openly and efficiently than men would. This also includes application of block chain technology in traceability of sustainable livestock commodities (i.e. cashmere and wool), the certification of which requires joining efforts as a group, not as individual households, to improve quality of their practices in animal husbandry and rangeland stewardship.

The herder group model has been applied throughout the last 20 years in all development partner projects and there are proven advantages of joining the efforts to improve their livelihoods and overcoming economic and disaster shocks. According to the 2018 SDC report "Socio-economic study of herder households" indicates that group herders' annual earnings are almost 30% higher than those living individually. Much earlier UNDP report of 2012 on development results indicated that the group herders suffered 30% lower loss of animals during the dzud of 2010-2011 winter. The herder groups are formed of 10-20 households within the same geographic locations (Bahg and Khoroo) as neighbours and relatives. The groups are established mainly of herder households with different purposes however, mainly for enhanced management of natural resources management, i.e. pastureland and water and forest resources, local protected area management/visitor management or biodiversity

protection. As herders do not have regular income, many of these groups are engaged in additional income generation or alternative livelihood initiatives. Once those activities are successful, they turn into cooperatives or Herder Producer Organizations. Participation in groups are household-based, not on individuals and therefore both husband and wife and other adults in the household can be enrolled as members. The groups are established on voluntary basis and elect their own leaders. The groups mostly establish their co-management funds (risk management fund) with everyone's contributions and strategic and investment decisions and labor division (resource management plans, hay and fodder preparation for winter, establishment of hay making areas, rotational use of pasture, well establishment) are made on democratic principles or voting at resource user group meeting. The same principles applied when revenue is generated and needs distribution.

Project design and implementation

- Promote the growing role of women in agriculture by ensuring participation of women in community consultations to adequately respond to their needs and challenges;
- Collaborate with the existing initiatives within UNDP Mongolia, and those of other development partners and relevant government interventions - and seek for gender mainstreaming entry points for existing policies - water/land management policies, Soum Level Development Plans, Resource Use Agreements, etc;
- Conduct a needs assessment and collect sex-disaggregated data to identify the gaps in gender equality, enabling development of targeted implementation strategies. Continued monitoring/collection of sex-disaggregated data in relevant sectors in each aimag is necessary: division of labour based on time use; asset ownership including access and control over information, land, loan, etc.; income generation; participation and leadership in decision-making including activities within cooperatives such as Land/Water/Forest User Groups, parliament, local government; school dropouts; unemployment. This needs assessment will be a useful basis to mainstream gender into the development of PPCP-CRAD Agreement, Integrated Agricultural Development Model, HPO's Business Proposals, Value-Chain Analysis, etc.;
- Promote national/aimag/soum-level policy making process to raise its gender-sensitivity by ensuring gender parity in terms of participation and ensuring that sex-disaggregated data and a gender-sensitive screening checklist for policy development is incorporated into the decision making process of aimag/soum khurals;
- Tailor capacity building needs by gender and facilitate trainings that are based on men and women's needs. Training on introduction to and culturally acceptable sensitization about gender equality and women's empowerment should be planned for partner organizations' staff involved in the project implementation, as well as direct beneficiaries. Possible trainees are HPOs, PMUs, Resource User Group, NANEM and gender focal points of local governments;
- Prepare a short questionnaire to monitor the impacts of trainings and other capacity development interventions on women and men and document the results;
- Ensure that both men and women have equal access to information on markets, pricing policy, and climate through innovative information communication mechanisms. Before holding decision-making meetings or trainings, identify and tailor appropriate information dissemination method, timing, and location for women and men. For example, enabling an environment where women can bring their kids to community activities or holding events during winter and autumn which are thought to be the best seasons for training⁶⁴, would be a

⁶⁴ Gender Analysis in Pastoral Livestock Herding in Mongolia, Swiss Agency for Development and Cooperation (SDC) 2015, p77

solution for women's low level of participation in community activities due to double work burden.

- Ensure that project interventions are directed to women and men's practical and strategic needs and priorities that would bring transformational change in the gender relations. Through trainings, invite both men and women to freely question what they want to do before being asked to do something, which will lead them to see flexibility in gender roles. If needed, focus group discussions can be held in order to enable a freer environment for women to raise their voices.
- Create a financing mechanism that can promote and ensure women's involvement in public private partnership, SMEs, etc. by adding value to existing women's capacity building activities such as felt product making of EbA project and giving women sales opportunities in the market;
- All interventions should be monitored, collecting sex-disaggregated data before and after interventions, so that the gender-specific benefits and outcomes from the project interventions can be discerned in the mid-term report, and terminal evaluation;
- Ensure that good practices and lessons learnt from gender mainstreaming activities related to climate change adaptation evidenced through the project are shared effectively amongst stakeholders and inform policy/decisions at national and sub-national levels;
- Secure a Gender Specialist position for provision of advice within the project to implement gender related activities and identify budget for gender mainstreaming in the designing stage of the project. In addition, an effective communication system with regular meeting schedules should be institutionalized within the project team to provide a platform for the Gender Specialist to actively interact with other team members of the project;
- In order to ensure that the project is sustainable and inclusive, disaggregate data about the project's main target beneficiaries, herder households, who are vulnerable to climate change, by various attributes that can cover the needs of vulnerable people such as single- and female-headed households, men, women or youth with disability, etc.

Monitoring, evaluation, and reporting

Above-mentioned recommendations will be incorporated in the Gender Action Plan (GAP), annual Project Implementation Report, Mid-Term Report, and Terminal Evaluation. GAP will function as a monitoring and evaluation platform, demonstrating entry points for gender-responsive actions and indicators to track the progress of these gender actions. This can be incorporated into the detailed M&E plan, which can be updated through the project implementation and provide additional concrete recommendations on how to ensure gender equality throughout implementation.

Stakeholder engagement

The first consultation for stakeholders from four aimags targeted by the project took place on November 10, 2017 at UN House, Ulaanbaatar. Over 70 people participated comprising of representatives from the Ministry of Environment and Tourism (MET), Ministry of Food and Agriculture (MoFA), governors from 4 target aimags such as Dornod, Sukhbaatar, Zavkhan and Khovd, national agencies, international organizations, research institutions, private companies and NGOs. Group discussion on the following themes were conducted: Enhanced early warning system to strengthen preparedness and planning in the agriculture sector; Up-scaled ecosystems based adaptation measures to preserve land and water resources; Application of climate-smart technologies to increase agriculture production and protect agriculture livelihoods.

The second consultation for stakeholders from Dornod aimag was organized at Choibalsan soum of Dornod aimag on February 20, 2017 with a support from governors from Dornod aimag. A main purpose of organizing the workshop at the local level was to incorporate closer to the local administration, agricultural organization, herders and natural resource users and obtain their views and contributions into development of project documents for adaptation agricultural sector in climate change. Over 50 participants including from local government, civil society organizations, private sectors herders and natural resource users attended the consultation. Group discussion on the following themes were conducted: Disaster risk assessment and early warning information system; Actual measures to provide ecosystem services; Climate change adapted agriculture.

This gender assessment was mainly based on a desk review. In order to implement gender mainstreaming effectively, gender dimension of the project should be discussed and related experiences shared with the Ministry of Environment and Tourist, National Committee of Gender Equality, Mongolian Women's Caucus, National Committee on Gender Equality, women's organizations, international development partners such as SDC, cooperatives, aimag/soum level governments and their gender focal points. In addition, good practices and lessons learnt from the project promoting gender equality in climate change adaptation should be shared amongst stakeholders and inform policy/decisions at national and sub-national levels.

Stakeholder engagement and consultation should focus on identifying the following areas as particularly important dimensions to be reflected in the implementation strategy of the project:

- Identification of project activities that promote gender equality and women's empowerment;
- Eliciting distinct needs of people of different gender in terms of climate change adaptation;
- Identifying specific roles to be played by women during the project implementation;
- Establishment of recommendations to incorporate into the Gender Action Plan;
- Adjusting advocacy and awareness raising approach to different population groups - for sensitive topics, focus group meetings can be organized.

Gender actions proposed for the project (Detail description in GAP)

- Appoint a gender specialist;
- Allocate gender budget for potential needs - other than the activities described in GAP - in the future;
- Conduct gender-responsive M&E and reporting;
- Collect sex/age-disaggregated data for any surveys;
- Ensure balanced inclusion of both men and women members of households to the RUGs and HPOs and other governance mechanisms from gender equality perspective will be put in place, such as PPCP agreement templates including gender sensitive clauses
- Ensure gender-balanced participation in trainings (i.e. technical trainings on agriculture, business, value chain, etc. as well as gender trainings targeting HPOs, NANEM and aimag level government or community activities) and community activities (i.e. HPO activities, livestock investment fairs and Agricultural Development Business Model building activities);
- Review the core documents with gender perspective, i.e., Opportunity and Risk Analysis on PPCP-CRAD; Value Chain Analysis; Climate Change Impact, Vulnerability, and Risk Assessment; Climate, Risk, and Adaptation Profiles;

- Mainstream gender into local level policies, i.e., PPCP agreements; Soum Level Development Plans; Resource Use Agreements (RUA); Watershed Plans;
- Break gender stereotypes promoting non gender stereotypical roles by implementing 2 activities a year to include more men or women in non-typical roles of men – i.e. felt handicrafts and women – i.e. firefighting training. Time constraint for women and the reproductive work burden will be considered.

The project will commission a baseline study with number of sex disaggregated surveys during the inception period to further validate the targets set and to identify some of the hidden or underlying issues between women and men that can very well be locally specific. This includes looking into gender issues in detail as well and collecting baseline data that can be used to update the Gender Action Plan of the project and be reviewed regularly. The Safeguards and Gender Officer at the central Project Management Unit in Ulaanbaatar will be responsible for ensuring availability of sex-disaggregated data to address issues of gender-equality within the project interventions. The grievance redress mechanism established for the project will be a means to identify and address gender related challenges that can be addressed through the project.

The project should aim to put in place mechanisms to enhance women power and participation in decision making in RUGs and to create enabling environment for women to participate and express their views and promote women leadership programmes. The project should work to ensure that women have the same level of access to information as with men, including information on markets, pricing policy, and climate through innovative information communication mechanisms, creating special mechanisms for women if needed. If found necessary, focus group discussions could be held separately with women and vulnerable groups which would enable a freer environment for women and other vulnerable groups (elderly, disabled and minorities) to raise their issues and voices and project interventions can be planned and implemented to facilitate the specific needs of those groups.

Before holding decision-making meetings or trainings, the project should identify and tailor appropriate information dissemination method(s), timing, and location for women and men. These include for example, enabling an environment where women can bring their children to community activities, providing child and elderly care support while women participate in project activities, promoting technologies to help reduce women's unpaid work burden, engaging men in conversation about their involvement in unpaid housework, or holding events during winter and autumn which are thought to be the best seasons for training, as a potential solution for women's low level of participation in community activities due to double work burden.

The project plans to take the following actions: a) Ensure facilitating access to financing, including ADB project financing mechanism (see FP for further details on ADB project), that can promote and ensure women's involvement in public private partnership, SMEs, etc. by adding value to existing women's capacity building activities such as felt product making of Ecosystem-based adaptation project and giving women sales opportunities in the market and project supported trade fairs; b) ensure gender-balanced participation in developing integrated agricultural development business model in order to address different needs and benefits from the project by gender and use information dissemination methods and choose locations and timing that can involve both men and women effectively; c) when supporting HPOs to prepare business proposals, review the findings of opportunity and risk analysis, done under Activity 3.1.1, as a baseline to utilize and maximize the strengths of female-run business

on business proposals; d) facilitate access to the Government's special purpose fund on SME support, where small businesses can obtain loan with low interest to expand their businesses.

This active mainstreaming of gender equality aspects and approaches throughout the project will contribute to have the issue of women and men's inequality in regular focus. Dialogues with men on women's rights, the benefits of their empowerment for the household and more broadly society/community, throughout the course of the project implementation, will contribute to bringing in balance the power relations between men and women which ultimately brings meaningful gender equality. The project will ensure within the three project outcomes maximize the gender equality benefits. As recommended in project gender analysis, through project supported trainings, both men and women will be encouraged to freely question before being asked to do something, and take up leadership roles in community-based activities, which will lead them to see flexibility in gender roles. If needed, focus group discussions can be held with women separately in order to enable a freer environment for women to raise their voices.

UNDP ensures gender equality results through its four point-scale gender marker mechanism, whereby all projects are expected to generate such results. Also a Gender analysis is undertaken for all projects, to identify specific gender issues, based on which Gender Action Plans are developed. All project workplans are required to incorporate specific and properly budgeted activities to contribute to implementation of the Gender Action Plan with special focus on involving more women in capacity building interventions in both local and central levels. UNDP projects encourage participation of female government officers and rural women in planning workshops and meetings throughout the implementation. Local community-led activities of the projects prioritize benefits to women headed households.

The Gender Action Plan can help ensure that the project interventions across the three Outputs will contribute to SDG Target 5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family and 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life.

VIII. Gender Action Plan (GAP)

Project Title	Improving Adaptive Capacity to Climate Change and Risk Management of Rural Communities in Mongolia
GCF Project Outputs	<p>Output 1. Integrate climate information into land and water use planning at the national and sub-national levels</p> <ul style="list-style-type: none"> Enhanced technical capacity for long-term climate resilient development planning, and medium-term response planning capacity Integration of climate change and climate-informed carrying capacity into aimag and soum level development plan (incl. Integrated River Basin Management Plans (IRBMP)) Analytical products to support policy and regulatory reform promoting sustainable land and water management and resilient herder livelihoods <p>Output 2. Scaling up climate-resilient water and soil management practices for enhanced smallholder productivity resources management</p> <ul style="list-style-type: none"> 2.1. Enhanced cooperation among herders on sustainable use and stewardship of shared land and water resources (formalized through Resource User Agreements) 2.2. Ecosystems-based adaptation measures to protect land and water resources from the impacts of climate change <p>Output 3. Build herder capacity to access markets for sustainably sourced, climate-resilient livestock products</p> <ul style="list-style-type: none"> 3.1. Identify public-private-community partnerships for sustainably sourced, climate resilient livestock products 3.2. Establishment and training of Herder Producer Organizations (or cooperatives) 3.3 Improve traceability for sustainably sourced, climate-resilient livestock products 3.4. Generation and dissemination of knowledge products to support private-sector engagement and herder enfranchisement in climate-resilient and sustainable production in Mongolia
Gender Mainstreaming Output(s)	<ul style="list-style-type: none"> Appoint a gender specialist; Allocate gender budget for potential needs - other than the activities described in GAP - in the future; Conduct gender-responsive M&E and reporting; Collect sex/age-disaggregated data for any surveys; Review the core documents with gender perspective, i.e., Opportunity and Risk Analysis on PPCP; Value Chain Analysis; Climate Change Impact, Vulnerability, and Risk Assessment; Climate, Risk, and Adaptation Profiles; Ensure balanced inclusion of both men and women members of households to the RUGs and HPOs and other governance mechanisms from gender equality perspective will be put in place, such as PPCP agreement templates including gender sensitive clauses Ensure gender-balanced participation in trainings (i.e. technical trainings on agriculture, business, value chain, etc. as well as gender trainings targeting HPOs, NAMEM and aimag level government or community activities) and community activities (i.e. HPO activities, livestock investment fairs and Agricultural Development Business Model building activities); Mainstream gender into local level policies, i.e., PPCP agreements; Soum Level Development Plans; Resource Use Agreements (RUA); Watershed Plans;

	<ul style="list-style-type: none"> Break gender stereotypes promoting non gender stereotypical roles by implementing 2 activities a year to include more men or women in non-typical roles of men. Time constraint for women and the reproductive work burden will be considered. 				
Gender Actions	Related Project Outputs and Activities & Detail Gender Actions	Indicators/Evidence	Responsible Institutions	Timeline	Budget (USD) – costs are integrated in to budget activities
1. Appoint a gender expert	All Outputs and Activities	Indicator: No. of gender experts Baseline: 0 gender expert (2018) Target: 1 gender expert (2019 onwards) Evidence: ToR for gender expert	UNDP	Y1 - End	100,000
2. Allocate budget for gender activities to remove barriers for gender balanced participation	All Outputs and Activities	Indicator: Budget allocation for gender activities ensured to remove barriers for gender balanced participation	UNDP	Y1 - End	See below
3. Conduct gender-responsive M&E and reporting	All Outputs and Activities By using the GAP, monitor and report gender-related activities and budget utilization on a quarterly basis; Ensure that bi-annual monitoring report captures gender-specific project results; Project evaluation report should examine and assess gender-specific results achieved during the project.	Indicator: GAP Baseline: GAP (2018) Target: Implement GAP (during the project) Evidence: GAP implementation progress documented on a quarterly basis Indicator: Existence of bi-annual monitoring report capturing gender-specific project results Baseline: 0 (2018) Target: 2 Midterm report (End of year) Evidence: 2 Midterm report	PMU, gender expert, UNDP	Y1 - End	50,000

		Indicator: Project evaluation report examines and assesses gender-specific results achieved during the project Baseline: 0 (2018) Target: Project gender-specific results mentioned in project evaluation report Evidence: Annual project implementation report; Mid-term report; terminal evaluation TORs and reports			
4. Collect sex/age-disaggregated data for any surveys or assessments including the needs assessment	Output 3, Activity 3.2: Identify the support needed by women and men by analyzing their opportunities and risks in terms of participating in PPCP-CRAD, i.e., access to and control over information; community discussions; business ownership; Identify the challenges that men and women experience by participating in HPOs and developing joint business strategies with the private sector.	Indicator: Assessment conducted including the sex-disaggregated data collection (RCTs) Baseline: 0 (2018) Target: Sex-disaggregated data collection checklist prepared prior to the needs assessment and needs assessment conducted (2019) Evidence: Needs assessment with sex/age-disaggregated data from target areas; consolidation of gender-related best practices of existing initiatives or development partners	PMU, gender expert, HPOs, existing initiatives	Y1	100,000
5. Review the core documents with gender perspective, i.e., Opportunity and Risk Analysis on PPCP-CRAD; Value Chain Analysis; Climate Change Impact, Vulnerability, and Risk Assessment; Climate, Risk, and Adaptation Profiles	Output 3, Activity 3.1: Include the gender-sensitive screening checklist as one of the screening tools for validation of PPCP agreements; Review the legal template for PPCP agreements with a gender perspective by ensuring gender balanced participation and including gender-sensitive contents in the agreements - address the identified needs of male and female herders and elaborate the benefits that private sector can gain by engaging with HPOs.	Indicator: Existence of the gender-sensitive screening checklist for validation of PPCP agreements, for implementation of the Climate Change Impact, Vulnerability, and Risk Assessments (CCIVRA) and for preparation of business proposals Baseline: No (2018) Target: Yes (2019) Evidence: gender-sensitive screening checklist for the aforementioned core documents	PMU, gender expert, HPOs	Y1	5,000

	<p>Output 3, Activity 3.2: When supporting HPOs to prepare business proposals, review the findings of opportunity and risk analysis, done under Activity 3.1.1, as a baseline to utilize and maximize the strengths of female business runners on business proposals.</p> <p>Output 2, Activity 2.1: When conducting the Climate Change Impact, Vulnerability, and Risk Assessments (CCIVRA), identify how people of different gender have dissimilar advantages and disadvantages against climate change adaptation.</p>	<p>Indicator: Gender equality mainstreamed into the PPCP agreements and actions Baseline: No (2018) Target: Yes (2019) Evidence: Gender mainstreamed into PPCP agreements/actions, the Climate Change Impact, Vulnerability, and Risk Assessments (CCIVRA) and business proposals</p>			<p>10,000</p> <p>20,000</p>
6. Ensure gender-balanced participation in trainings (i.e. technical trainings on agriculture, business, value chain, etc. as well as gender trainings targeting HPOs, NANEM and aimag level government or community activities) and community activities (i.e. HPO activities, livestock investment fairs and Agricultural Development Business Model building activities)	<p>Output 3, Activity 3.2: As PMU will act as the manager to oversee PPCP-CRAD, provide trainings that can guide PMU to raise their gender sensitivity and enhance gender mainstreaming strategies; Ensure women herders' active participation in livestock investment fairs to identify PPCP opportunities by using appropriate information dissemination methods and holding the events where women are more accessible and when they are less involved with house chores, caretaking responsibilities and seasonal livestock-related tasks; Ensure gender-balanced participation in developing integrated agricultural development business model in order to address different needs and benefits from the project by gender. Use</p>	<p>Indicator: Technical as well as gender trainings targeting project beneficiaries provided Baseline: 0 (F:M=0:0), 2017 Target: (F:M=50%:50%), 2018 Evidence: List of participants for training; gender-sensitive/technical advisory training materials; gender-sensitive questionnaires to monitor the impact of training</p> <p>Indicator: No. of case studies documenting project results from the perspective of both men and women Baseline: 0 (2018) Target: 6 (2024) Evidence: published case studies in media, on project/UNDP websites and presented in the knowledge-sharing workshops</p>	PMU, gender expert, HPOs, NANEM, NEMA, local government officials of target areas	Y2 or 3	50,000

	<p>information dissemination methods and choose locations and timing that can involve both men and women effectively;</p> <p>Output 3, Activity 3.2: Set up HPOs and provide trainings for them by ensuring gender-balanced participation – for instance, general management and financial training to HPO leaders; Develop questionnaires to monitor sex-disaggregated impact of trainings for HPOs; Ensure gender-balanced participation when providing market specific trainings in production, post-harvest processing, post-harvest value addition and on-sight storage.</p> <p>Output 1, Activity 1.3: Based on the business proposal developed by HPOs, provide targeted technical assistance to build capacity related to climate resilient value chains ensuring gender-balanced participation; Provide technical assistance for women to build niche high-end value chains – for instance organic certification, traceability, humane processing and ISO standardization – through trainings.</p> <p>Output 2, Activity 2.1: When establishing community-based Resource User Groups (RUGs), ensure gender-balanced participation by using appropriate information dissemination methods and choosing convenient</p>	<p>Indicator: No. of participants in the livestock fairs disaggregated by sex Baseline: 0 (2018) Target: Evidence: Participation list of livestock investment fairs (F:M=50%:50%); gender-sensitive invitations for community activities</p> <p>Indicator: No. of RUGs led by women Baseline: Target: Evidence:</p> <p>Indicator: Gender equality committee is represented in decision making body over climate change and risk management issues Baseline: Target: Evidence: A minutes of the report or decision decree</p>			<p>50,000</p> <p>100,000</p> <p>50,000</p>
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	meeting time for women and men Ensure that gender-balanced participation in RUGs leads to better incorporation of women's voice when developing Rangeland Use Agreements.				
7. Mainstream gender into local level policies, i.e., PPCP agreements; Soum Level Development Plans; Resource Use Agreements (RUA); Watershed Plans	<p>Output 1, Activity 1.3: Incorporate the gender-related findings of CCIVRA into development planning to guide adaptation measures in four target aimags.</p> <p>Output 1, Activity 1.3: Review the national and sub-national policies and strategies on land water management, climate change-related forecasts with a gender perspective, and identify the gaps and entry points in regard to gender mainstreaming; Ensure gender-balanced participation in developing Soum Level Development Plans and Resource Use Agreements (RUAs), and make sure gender-sensitive recommendations are included in these documents;</p>	<p>Indicator: No. of gender mainstreamed planning documents and agreements Baseline: 0 (2018) Target: Evidence: Gender mainstreamed local level policies such as PPCP agreements; Soum Level Development Plans; Resource Use Agreements (RUA); Watershed Plans</p>	PMU, gender expert, Local government	Y1 - End	20,000 10,000
8. Break gender stereotypes promoting non gender stereotypical roles by implementing 2 activities a year to include more men or women in non-typical roles of men.	-	<p>Indicator: No. of events held that promote non gender stereotypical roles Baseline 0 (2018) Target: 2 activities implemented per year (during the project)</p>	Gender expert, PMU, local government	Y1-End	20,000

IX. Tables

Table-1: GRADUATES OF EDUCATIONAL INSTITUTIONS OF ALL LEVELS at the beginning of an academic year, by sex, year

Unit: thousand persons

Classification	2015	2014	2013
National total number	111.8	127.7	162.2
Of which: female	59.1	67.5	73.1
General education schools	56.4	73.5	85.1
Of which: female	29.3	37.5	43.4
Technical and vocational schools	19.5	19	18.4
Of which: female	8.0	8.1	8.0
Universities, Institutes and colleges	35.9	35.2	33.9
Of which: female	21.8	21.9	21.7

Source: National Statistics Office (NSO) www.1212.mn

Table-2: MONTHLY AVERAGE WAGES AND SALARIES, by divisions, sex, quarter

Unit: thousand MNT (₮)

By divisions	Sex	The first quarter of 2017	The first quarter of 2016	The first quarter of 2015
National average	Total	959.14	871.4	851.4
	Male	1,042.43	936.4	923.1
	Female	879.28	809.6	782.1
Agriculture, forestry, fishing and hunting	Total	697.29	647.8	697.7
	Male	714.48	661.4	735.5
	Female	676.85	633.1	657.4

Source: National Statistics Office (NSO) www.1212.mn

Table-3: SMALL AND MEDIUM ENTERPRISES in Mongolia

Enterprise category	Sector	Number of Employees	Annual turnover in MNT (₮)
Small	All sectors	≤19 employees	≤MNT (₮) 250 mln
	Services	≤49 employees	≤MNT (₮) 1.0 bln
Medium	Wholesale	≤149 employees	≤MNT(₮) 1.5 bln
	Retail/Manufacturing	≤199 employees	≤MNT(₮) 1.5 bln

Source: <http://www.mongolianlaws.com/#>

Table-4: REGISTERED UNEMPLOYED, by sex, by region, by month

	Sex	2017 Sept.	2016 Sept.
National	Total	25,350	29,192
	Female	13,920	15,847
Zavkhan	Total	1,063	574
	Female	606	312
Khovd	Total	1,182	925
	Female	664	524

Dornod	Total	1,093	1,024
	Female	497	518
Sukhbaatar	Total	807	865
	Female	404	423

Source: National Statistics Office (NSO) www.1212.mn

Table-5: DISABILITY PERSONS, by sex, aimag, year

Aimag	Sex	2016	2015	2014
National	Total	100,993	101,730	99,573
	Female	45,235	45,296	44,709
Zavkhan	Total	3,618	3,723	3,921
	Female	1,685	1,714	1,727
Khovd	Total	2,832	2,958	3,025
	Female	1,238	1,268	1,280
Dornod	Total	4,137	4,258	4,025
	Female	1,765	1,847	1,715
Sukhbaatar	Total	2,649	2,696	2,665
	Female	1,090	1,124	1,107

Source: National Statistics Office (NSO) www.1212.mn

Table-6: NUMBER OF SENIOR SINGLE-HEADED HOUSEHOLDS OVER65 YEARS OLD, by sex, aimag, year

Indicators	Sex	2016	2015
National	Total	34,060	33,007
	Male	9,294	9,369
	Female	24,766	23,638
Zavkhan	Total	1,797	1,675
	Male	417	460
	Female	1,380	1,215
Khovd	Total	1,256	1,315
	Male	317	331
	Female	939	984
Dornod	Total	637	519
	Male	227	187
	Female	410	332
Sukhbaatar	Total	952	852
	Male	163	204
	Female	789	648

Source: National Statistics Office (NSO) www.1212.mn

Table-7: GENDER INEQUALITY INDEX, by region, aimags and the capital

Aimag	2016	2015	2014	2013	2012
National	0.335	0.289	0.294	0.323	0.345
Zavkhan	0.289	0.264	0.261	0.241	0.348
Khovd	0.806	0.815	0.789	0.815	0.803
Dornod	0.841	0.841	0.842	0.841	0.819
Sukhbaatar	0.836	0.816	0.821	0.819	0.822

Source: National Statistics Office (NSO) www.1212.mn