



MERIT Project Gender Equality Strategy



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**Mongolia: Enhancing Resource Management
through Institutional Transformation (MERIT) Project**
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ACRONYMS

CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
EITI	Extractive Industries Transparency Initiative
GAC	Global Affairs Canada
GBA	Gender Based Analysis
GE	Gender Equality
GES	Gender Equality Strategy
IGG	Institute of Geography and Geoecology
ILO	International Labour Organization
IRIM	Independent Research Institute of Mongolia
MET	Ministry of Environment and Tourism
MNMA	Mongolia National Mining Association
MMHI	Ministry of Mining and Heavy Industry
MRPAM	Mineral Resources and Petroleum Authority of Mongolia
NAG	National Academy of Governance
NCGE	Secretariat of the National Committee on Gender Equality
NGO	Non-governmental organization
NUM	National University of Mongolia
SDGS	Sustainable Development Goals
SESMIM	Strengthening Extractive Sector Management in Mongolia
TA	Technical Advisor
UNDP	United Nations Development Programme
UNFPA	United Nations Populations Fund
WIMM	Women in Mining Mongolia

1. Introduction

The Mongolia: Enhancing Resource Management through Institutional Transformation (MERIT) project works to enhance responsible resource management so that both women and men can benefit equitably from the extractive sector's contribution toward sustainable economic and social development in Mongolia. Studies suggest there is a gender bias in the distribution of opportunities and benefits for women in Mongolia's extractive industry that, if left unaddressed, could widen gender gaps in access to and control over resources and resource-related prospects.

Gender equality is an integral part of MERIT with gender mainstreamed into the project design and planned activities, in addition to being considered during partnership selection. During the inception mission, gender was a part of discussions with project partners and meetings were held with central, aimag and soum government officials, NGOs, donor and multilateral representatives and other relevant international and local organizations working in Mongolia. In particular, consultations were held with the Secretariat of the National Committee on Gender Equality (NCGE) and Women in Mining Mongolia (WIMM). The NCGE Secretariat expressed the need for MERIT to support their work with emerging women leaders at the aimag and soum levels and empower them to further champion gender equality.

During the initial start-up phase of the project a literature review on gender and the extractive industry sector was conducted to look more closely at the current policy context, emergent issues, relevant data and gender indicators. In addition, further meetings were held with partner organizations and key stakeholders to discuss apparent gaps in knowledge and priorities for action. [Appendix A](#) provides a list of reference materials.

This Gender Equality Strategy provides background information on gender policy and issues in Mongolia and sets out the goal, objectives, guiding principles and a preliminary action plan for MERIT to mainstream gender equality within the Project as well as steps for working with partner organizations. Refer to [Appendix B](#) for a description of key gender concepts and approaches.

2. Background

2.1 International and national regulatory frameworks

- i. Mongolia is signatory to all conventions and agreements pertaining to human rights, gender equality and the empowerment of women including the Universal Declaration of Human Rights, 1948; International Covenant on Economic, Social and Cultural Rights, 1966; Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1979; Beijing Declaration and Platform for Action, 1995 (which established gender mainstreaming as a major global strategy); and various International Labour Organization (ILO) Conventions on equal remuneration and non-discrimination with respect to employment.
- ii. The recent Report (March 7, 2016) of the **UN Committee on the Elimination of Discrimination against Women** considered issues related to gender equality in Mongolia and made a number of recommendations to increase progress on meeting the reporting requirements and achieve gender equality. The Committee recommended that the State party:

- a. 33. (d) *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, mainly mining, targeting women not only as victims but also as active participants in the formulation and implementation of such policies.*¹
- iii. The Report of the **Working Group on the Universal Periodic Review Mongolia** (13 July, 2015) of the UN General Assembly made recommendations on a number of areas such as: strengthen efforts to include women in decision-making processes and high level positions, enhance measures to prevent and combat domestic violence, sexual harassment, human trafficking; develop a National Action Plan on business and human rights for the implementation of the *UN Guiding Principles on Business and Human Rights* with special attention on the situation of nomadic herders and access to remedy; join the *Voluntary Principles on Security and Human Rights* Initiative in order to promote respect for human rights in the provision of security for extractive industry activities.²
- iv. The Sustainable Development Goals (SDGs) set out in the Report **Transforming Our World: The 2030 Agenda for Sustainable Development**, establish increased impetus to close the gender gap. This international framework presents a stand-alone goal, Goal 5 on gender equality and empowerment of women, and provides a cross-cutting approach to gender equality throughout all 17 goals and 169 associated targets. The Government of Mongolia has prepared *Mongolia's Sustainable Development Vision – 2030* that includes a set of 20 results indicators for reporting on the SDGs; and established a *Development Policy Planning Law of Mongolia* that sets out guiding principles, rights, duties and responsibilities of parties to build a unified policy planning system including stages of planning, implementation, monitoring and evaluation.
- v. The **Constitution of Mongolia** (1992) enshrines the rights of women to be free of discrimination (Article 14) and institutes gender equality (Article 16).
- vi. **The Law on Promotion of Gender Equality** (2011) specifically ensures “gender equality in political, legal, economic, social, cultural and family relations, and regulates relations related to their implementation.” It spells out the responsibilities of specific public agencies to ensure gender equality including the Secretariat of the National Committee on Gender Equality (NCGE), the Civil Service Council to promote gender equality through its hiring practices, and the National Human Rights Commission to independently oversee the enforcement of gender related human rights laws. Refer to [Appendix C](#) for a chart on the Mongolia National Gender Mechanisms.

The NCGE recently conducted a review of the Mid-term Strategy and Action Plan adopted in 2013 to assess progress in implementing the Law on Gender Equality. A new plan is being devised and is expected to be completed in September 2016 that will address issues raised in the CEDAW report and align with the priorities of the SDGs.

¹ Concluding observations on the combined eighth and ninth periodic reports of Mongolia, adopted by the Committee at its sixty-third session (15 February – 4 March 2016), p. 10.

² The Universal Periodic Review (UPR) is a unique process which involves a periodic review of the human rights records of all 193 UN Member States.

2.2 Gender equality in Mongolia

The **UNDP Human Development in Mongolia Report** of 2016 indicates that progress is being made toward gender equality stating that “women and men of Mongolia generally enjoy equitable access to health and education.”³ However, the Report highlights a number of issues:

- Female life expectancy has been rising more quickly than men’s and in 2014 the difference was nearly 10 years which is more than twice the world average of 4.6 years.⁴
- The adolescent birth rate (15 – 19 years of age) rose from 21 births per 1,000 adolescent women in 2001 to 29 births in 2013. Mongolia’s adolescent birth rate is higher than the average among the countries of the Asia and Pacific region.
- The representation of women in the State Great Khural rose from 3.9% in 2008 to 14.5% in 2012. On June 29, 2016 the number of women elected rose to 13 of 76 seats or 17.1% female representation. Although steadily increasing, the representation of women is still below the world average of 22.9% and below the Asia-Pacific average of 18.8%.
- Secondary education attainment among men has remained at 83% examining 2000 and 2010 census data and for women rose from 77.8 % in 2000 to 84.2 % in 2010.
- Since 2009 the average labour force participation rate was 66.8% among men and 61.8% among women. It is noted that a large share of women participate in unpaid family work, especially in rural areas.

The Report raises concern about urban-rural divide and the challenges Mongolia faces in relation to urbanization and migration and providing equal opportunities to geographically dispersed populations, including young people. As stated in the Report, “Confronting the persistent inequalities across urban and rural areas, sex, and wealth status in the access of youth to good quality health care, education and employment opportunities is essential if there is to be sustainable, inclusive development.”⁵

The CEDAW Committee also acknowledged progress since 2008 but raised concern about persistent “attitudes and discriminatory stereotypes concerning the roles and responsibilities of women and men in the family, in the media and in society and which, inter alia, are reflected in women’s educational and professional choices, their limited participation in political and public life and their unequal status in family relations”.⁶ Additionally, the Committee also echoed the concerns of many groups and studies regarding the levels of domestic, sexual and other forms of violence against women.

Research findings suggest that the rate of gender based violence has increased since the onset of mining activities. Specifically, there were reported increases in cases of domestic violence, prostitution and alcohol-fuelled violence which have contributed to personal trauma, family break-ups, health related issues and general community insecurity.⁷

³ UNDP Human Development in Mongolia Reprt (2016), p. 47.

⁴ As of 2014 the average life expectancy for women was 75.5 years and for men 65.9 years.

⁵ UNDP Human Development in Mongolia Reprt (2016), p. 47.

⁶ Concluding observations on the combined eighth and ninth periodic reports of Mongolia, p. 4.

⁷ Isabel Cane, Amgalan Terbish, and Onon Bymbasuren (May 2014), Mapping Gender Based Violence and Mining Infrastructure in Mongolian Mining Communities, IM4DC Action Research Report.

2.3 Gender and the extractive industry

There is a high level of occupational segregation in high growth sectors of Mongolia's economy such as mining. This is mainly attributed to Mongolia's labour regulations that existed until 2008 whereby women were prohibited from engaging in a broad list of activities such as operating heavy equipment. "The labor regulations, in combination with cultural stereotypes in an industry that is already not regarded as female-friendly have left a legacy of acute under-representation of women in the mining sector."⁸

The Mongolia Extractive Industries Transparency Initiative (EITI) collects data on the number of people working in the extractive sector; however, these numbers are not sex-disaggregated. Based on the approximate 1,000 companies registered with EITI Mongolia in 2014, they estimate that approximately 10% of employees were women.⁹ According to a Women in Mining Mongolia (WIMM) survey on women's participation in the Mining Industry, only 17% of all top managers of Mongolia's mining companies are women.¹⁰ This includes executive directors, deputy directors, directors of departments, project managers, camp chief administrators, and other decision making persons of similar level.

Table 1 provides a breakdown of female to male staff within the Mongolia Ministry of Mining including the two Agencies (MRAM and PAM) as of June 2016 (pre-election figures). The figures show that women represent 40.6% of total staff within the Ministry and its Agencies.

It is important to note that at the senior management level the Ministry of Mining has one female manager of the 10 management positions, or 10% female representation at the management level.¹¹ Of the seven senior experts within the Ministry, two are female (29%). The Mineral Resources Authority of Mongolia is headed by a woman.

The World Bank study, *Raising Female Participation in the Large Scale Mining Sector*, also noted that there were large gaps in what women and men earned; for example, women were paid 23% less than men in mining and 17% less in transport on average and nearly a third less in community and social services where female participation is relatively high. In addition, women were located mostly in informal sector wage employment in the service sector, heavily concentrated in support positions in retail and catering.

According to an analysis of professional training related to the extractive industry by WIMM, female students majoring in mining related fields in Mongolia's universities and colleges has increased substantially since the late 1990s, now reaching almost 60% in some majors.¹² WIMM indicates that female students, many coming from rural areas, choose to study mining management, minerals surveying, mining technology, and processing. This finding is supported by the World Bank, which found that although there are fewer female than male graduates with natural science and technology degrees in Mongolia, their numbers are not small: of the 5,800 or so students with such degrees that graduated in 2009/10, some 2,300 were women suggesting that there are two problems with female employment in the mining sector in Mongolia: firstly that there are insufficient women with the requisite technical skills,

⁸ World Bank, 2013, *Raising Female Participation in the Large Scale Mining Sector*, p. 22.

⁹ Based on an interview with Coordinator, Sharyn Tzolmon, June 16, 2016.

¹⁰ WIMM (March 08, 2016), Preliminary Findings on the Women Participation in the Mining Industry of Mongolia.

¹¹ Based on an interview with Tungaa Bayarsaikhan, Head of State Administration and Management Department, Mongolia Ministry of Mining, June 21, 2016.

¹² WIMM (March 08, 2016), Preliminary Findings on the Women Participation in the Mining Industry of Mongolia.

and secondly, those that do possess these skills, do not get hired or choose to self-select out of mining sector jobs.¹³

A lack of gender equality policies and enforcement of gender laws is a contributing factor to the low number of women employed in this industry. An ILO study (2006) interviewed women employees in a number of companies in the formal mining sector and documented sexual harassment and a lack of gender-sensitive company policies with respect to living and working conditions.¹⁴

Table 1: Ratio of Female to Male Staff within the Mongolia Ministry of Mining, June 2016

Ministry/Agency	# of Female Staff	Total # of Staff	% of Female to Total Staff
Ministry of Mining	25	66	37.9%
Mineral Resources Authority	73	163	44.8%
Petroleum Authority	36	101	35.6%
TOTAL	134	330	40.6%

3. Goal

The MERIT Gender Equality Strategy will guide MERIT to mainstream gender equality within internal operations and in its work with partners to ensure equitable access and benefit to project activities, resources and outcomes for women and men in Mongolia.

4. Objectives

It is expected that the implementation of the MERIT Gender Equality Strategy will:

- i. Strengthen MERIT’s commitment and leadership toward the practice and promotion of gender equality and women’s empowerment throughout its operations in Mongolia.
- ii. Guide MERIT staff, Technical Advisors and project partners to identify the critical linkages between gender and resource management in the extractive industry and implement gender mainstreaming strategies to enhance outcome achievement.
- iii. Promote an organizational culture that values gender equality and ensures non-discrimination and equality of opportunity for women and men at all levels of the MERIT project.
- iv. Support MERIT partners to strengthen their capacity to conduct gender analysis and gender mainstreaming through human resource management, strategic planning, policies and procedures.

¹³ World Bank, 2013, Raising Female Participation in the Large Scale Mining Sector, p. 6.

¹⁴ Ibid, p. 17.

- v. Support gender inclusive approaches to capacity strengthening at the central, aimag and soum community levels to empower women and men to manage extractive sector activities including mine life-cycle, reclamation and environmental implications.

5. Guiding Principles

MERIT will adhere to the following key principles to promote gender equality:

Human rights-based approach - A human rights-based approach of non-discrimination is central to gender equality. A human rights approach recognizes that everyone has the right to be free from discrimination and violence and that everyone benefits from living and working in a just and equal society. As well as advancing equality between men and women, a human rights approach recognizes respect for diversity and actively supports the inclusion of those most vulnerable in society such as persons with disabilities, or people living with HIV/AIDS.

Harmonization - MERIT aims to promote strategies that harmonize with Mongolia's national laws and policies on gender equality and with international commitments including CEDAW and the SDGs. Mongolia, as signatory to all conventions and agreements pertaining to human rights and gender equality, has an obligation to demonstrate compliance within required reporting schedules. It is therefore important that MERIT support initiatives that assist Mongolia's progress toward meeting the country's national and international commitments.

Substantive equality takes into account the systemic nature of inequality that is entrenched in institutions, social and cultural values, norms and behaviours. It reinforces other core human rights such as the right to personal security and access to services and resources related to health and education; and socio-economic protections that contribute to poverty reduction and social justice. It recognizes that accelerating gender equality requires formal equality measures, such as legislation, to be combined with other policies or temporary measures, for example, establishing a quota to designate women to more than 30% of Ministerial posts. The focus becomes more related to substance – equal access and equal benefits that can demonstrate results.

Partnership of women and men – MERIT recognizes that the advancement of gender equality is a shared responsibility of women and men to effectively create communities based on equality and human rights. The promotion of mutually empowering relationships between men and women is key to transforming traditional roles, attitudes and behaviours that limit human potential and for the promotion of positive and equitable relationships.

Strong communication and collaboration is critical to maximize opportunities for promoting gender equality. For example, MERIT will strive to work cooperatively with other projects and donors on complementary activities, such as developing gender mainstreaming training curriculum and tools. MERIT will include information about gender within publicity materials and take advantage of opportunities to promote gender equality, as appropriate.

6. Compliance with GAC Gender Equality Policy

Global Affairs Canada (GAC) places great emphasis on gender equality. Its Gender Equality Policy¹⁵ requires the agency to demonstrate explicit and systematic integration of gender equality throughout all projects and programs. The case for integration is based around the partner organization's commitments, international agreements, more appropriate and relevant projects, social justice and economic efficiency and effectiveness and the fact that cultural sensitivity does not preclude action on gender equality.

The goal of GAC's Gender Equality Policy is to support the achievement of equality between women and men to ensure sustainable development.

The objectives of the policy are:

1. To advance women's equal participation with men as decision makers in shaping the sustainable development of their societies;
2. To support women and girls in the realization of their full human rights; and
3. To reduce gender inequalities in access to and control over the resources and benefits of development.

GAC's Policy on Gender Equality is rooted in the following principles:

1. Gender equality is a crosscutting theme and as such must be considered as an integral part of all GAC policies, programs and projects. Addressing gender equality as a crosscutting goal requires that women's views, interests and needs shape the development agenda as much as men's, and that the development agenda supports progress toward more equal relations between women and men.
2. Achieving gender equality requires the recognition that every policy, program and project affects women and men differently. Women and men have different perspectives, needs, interests, roles and resources-and those differences may also be reinforced by class, race, caste, ethnicity or age. Policies, programs and projects must address the differences in experiences and situations between and among women and men.
3. Achieving gender equality does not mean that women become the same as men. Equality means that one's rights or opportunities do not depend on being male or female.

MERIT adheres to the GAC Gender Equality Policy and shares its commitment to integrating gender equality in all aspects of programming.

¹⁵ <http://www.international.gc.ca/development-developpement/priorities-priorites/ge-es/policy-politique.aspx?lang=eng>

7. Implementation Measures

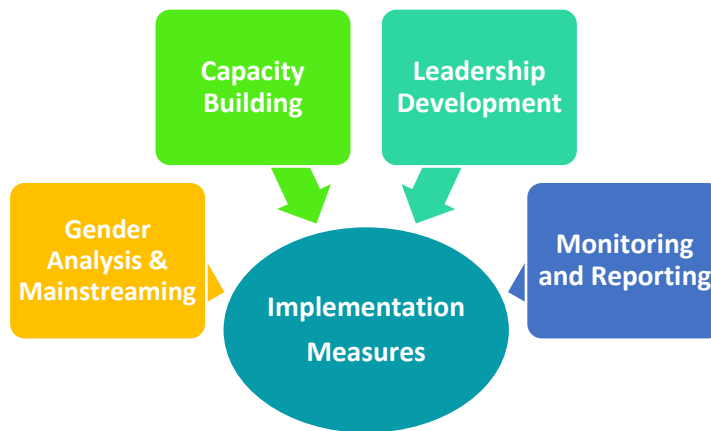
7.1 Expected results

The MERIT Project aims to achieve the following results:

- 1) Improved management capacity and coordination of key strategic mining institutions including Ministry of Mining and Heavy Industry (MMHI), Mineral Resources and Petroleum Authority of Mongolia (MRPAM), Ministry of Environment and Tourism (MET) and Mongolia National Mining Association (MNMA).
- 2) Strengthened effective collaboration between public institutions (central, aimag and soum levels), civil society organizations, and local communities involved in mining; and
- 3) Increased public sector training capacity supporting the extractive sector through collaboration with tertiary training institutions including National Academy of Governance (NAG), National University of Mongolia (NUM) and Institute of Geography and Geoecology, Mongolian Academy of Sciences (IGG).

Four key implementation measures will be used to support the achievement of the above expected results from a gender equality perspective. These measures include: gender analysis and mainstreaming, capacity building, leadership development, and monitoring and reporting (refer to Diagram 1).

Diagram 1: Implementation Measures



7.2 Gender analysis and mainstreaming

Gender-Based Analysis is a process that assesses the differential impact of a proposed policy or an intervention on diverse groups of women and men, girls and boys. Gender-based analysis identifies the varied roles played by women and men, girls and boys in the household, community, workplace, political processes, and economy. In order to understand the local context and promote gender equality within the project, consultations were undertaken with all potential partners, as well as relevant women-led CSOs, including Publish What You Pay Coalition, Democracy Education Centre, Mercy Corps, and the Independent Research Institute of Mongolia (IRIM). UNFPA was also consulted and provided a number of their reports.

Gender Mainstreaming is a strategy to assess the implications for both men and women, of any planned actions, policies or programmes in all areas and at all levels. MERIT applies a mainstreaming approach that takes place at all stages of the project (design, planning, implementation, monitoring and evaluation), at different levels of intervention (community, district, regional, and national), and with different stakeholders and develops measures to respond to gender inequalities where possible. For example, the project will support leadership development for women to encourage their increased participation in decision-making which has been identified as a gap in gender equality within Mongolia.

[Appendix D](#) provides **Guidelines for Technical Advisors and MERIT Staff** on mainstreaming gender within project activities when working with partners.

7.3 Capacity development – technical assistance and advisory services

The MERIT approach to sustainable capacity development is based on strengthening capabilities at the individual level, through transfer of skills and knowledge, and at the institutional level through introduction of best practices, assessment and monitoring tools, training curriculum, mentoring opportunities, organizational systems and processes to improve policies and procedures.

MERIT will also promote gender equality by working with key partners to build capacity, raise awareness and integrate gender concepts into strategic planning and program delivery. Through the use of different types of skilled technical advisors, including gender experts, MERIT will provide targeted short-term assistance, complemented by longer term advisors who will be placed within partner offices to ensure continuation of developed plans.

Specifically, MERIT will complete gender audits and develop gender action plans, which will be integrated into capacity development plans, for key MERIT partner ministries, departments and agencies (MMHI, MET, MRPAM, MNMA), and support the roll out of action plans at the national and local level as relevant. A MERIT long-term TA will be placed with MMHI to provide ongoing support and gender related training for staff to upgrade their skills. MERIT will support MMHI in developing their sector specific gender audit, strategy and action plans for the extractive sector.

In order to support the capacity building of its partners, MERIT will provide in-house training on gender equality to its own staff on an ongoing basis.

7.4 Leadership development – good governance

Good governance recognizes the rights of women and men to equal access and full participation in power and decision-making. Development strategies are more equitable when they consider the different needs, barriers, opportunities and priorities of both women and men. Inclusive strategies are more effective and sustainable as they consider equal opportunities, recognition and rewards for *all* members of society.

The gender equality strategy for the project will work to support, where possible, equal opportunities for women to participate in MERIT's capacity building activities and to assess targeted policies and regulations to ensure gender inclusion. In addition, MERIT will identify strategies for enhancing leadership opportunities for women through exchange programmes and mentoring opportunities at central, aimag and soum levels.

7.5 Monitoring and reporting

In keeping with MERIT's results-based management approach the project will monitor and evaluate gender equality strategies over the course of the project. Gender equality results will be presented in the relevant section of midyear and annual project reports. MERIT will carry out research activities to better analyze issues and target interventions and will create mechanisms in which knowledge and good practices are shared amongst government agencies and between training institutions and aimag/soum levels of government.

MERIT will support partners in the identification of gender-sensitive indicators and data collection utilizing sex-disaggregated data. Results will be tracked through the project's Performance Measurement Framework.

8. Mainstreaming Gender Equality in Project Components

Gender equality will be integrated within all project components. Table 2 shows some key possible activities with a gender equality focus for each intermediate outcome. The proposed activities are preliminary and may change depending on the evolution of the MERIT Project.

Table 2: Key Gender Equality Activities

Project Outcome	Key Activities
1100 – Enhanced public sector management practices of key national Mongolian public sector agencies involved in the extractive sector.	<ul style="list-style-type: none"> • Develop gender equality training module for all partners • Deliver gender equality training to each partner • Provide coaching on gender analysis and gender mainstreaming specific to each partner • Conduct an internal review of key policies and procedures within the Ministry of Mining and Heavy Industry to identify gaps in terms of promoting and implementing gender equality • Support strengthening of identified policies and procedures to be compliant with law on gender equality • Provide leadership training to female civil servants and stakeholder staff • Identify strategies to support female civil servants and stakeholder staff to assume management roles
1200 – Enhanced collaboration and relationship management of regional and local level Mongolian public sector agencies with key stakeholders impacted by extractive sector activity.	<ul style="list-style-type: none"> • Identify strategies to support female community member participation in business skills training related to identified income generating opportunities
1300 – Improved delivery of quality skills programming among targeted training institutions.	<ul style="list-style-type: none"> • Identify strategies to support women working in the extractive sector to participate in professional development opportunities

9. Institutional Capacity and Resources

9.1 Role of MERIT Team

- Conduct regular reflective meetings at the office at least once every three months to discuss issues related to GE and to give staff the opportunity to contribute ideas and observations that influence the direction of the project. This can be facilitated by the Gender Advisor.
- Documentation of successful initiatives, lessons learned, challenges in mainstreaming GE by senior staff.
- Promote attitudinal and behavioural changes around gender equality. Senior staff should encourage all project staff to demonstrate behaviours that would make them effective role models.
- Allocate sufficient budget and resources for GE mainstreaming and sensitization programme.

9.2 Role of MERIT Gender Advisor

Meetings were held with gender focal points from the Ministry of Mining and Heavy Industry and the Mineral Resources Authority and the Petroleum Authority to discuss the assignment of a MERIT Gender Advisor to work within the Ministry of Mining and Heavy Industry for a period of one year. The role of the Gender Advisor will be to facilitate training, coaching and mentoring on the inclusion of gender within human resource management, sector policies and procedures; and support gender strategy planning for the Ministry and its Agencies. The Gender Advisor will also work in conjunction with other government bodies as required.

It is expected that the Gender Advisor would support the Ministry of Mining and Heavy Industry and its Agencies through the following:

1. Conduct GE institutional capacity assessments to identify the training needs of management and technical staff and draft a gender training module and gender analysis tools/guides to assist mainstreaming activities;
2. Provide training, coaching and mentoring on gender concepts and analysis of human resource management, sector policies and procedures;
3. Support strengthening of identified policies and procedures related to the extractive industry to be gender inclusive;
4. Provide guidance on the mainstreaming of gender within current and new strategies including the identification and inclusion of gender indicators that align with international and national standards for monitoring and evaluation;
5. Identify gaps in sex-disaggregated data collection and provide guidance on methods of collection and analysis;
6. Support leadership development and mentoring opportunities for women in the Ministry and Agencies;
7. Work closely with Gender Focal Points within the Ministry and Agencies and other key Ministerial staff;
8. Work collaboratively with MERIT staff and other partners to advance gender equality goals; and

9. Prepare progress reports as required including adjustments and recommendations for further actions to support partner activities.

During implementation of the first assignment, the MERIT Gender Equality Action Plan will be reviewed and adjusted as required to align with partner needs and the evolution of the project. The identification of gaps in data or issues related to policies and procedures may require further work such as background research to support improved government planning and policy development. The Gender Advisor will develop tools for TAs to mainstream gender throughout programming; provide guidance to TAs during the implementation process; provide guidance on gender reviews of training (or other) materials developed by TAs; and support partners to review policies through a gender lens.

9.3 Role of Partner Organizations

- Adopting zero tolerance policy for sexual harassment and discrimination at the work place
- Maintaining a conducive working environment for all the staff to promote GE
- Ensure structure and mechanism is available for handling GE issues and complaints
- Maintaining the confidentiality of the person who reports the issue and those involved in the process of addressing issues
- Guidelines should be available for monitoring and follow up of any GE issues
- Allocate sufficient budget and resources for GE mainstreaming and sensitization programmes

9.4 Coordination with Strengthening Extractive Sector Management in Mongolia Project

The implementation of the gender action plan will occur through collaboration with the Strengthening Extractive Sector Management in Mongolia (SESMIM) Project in four key areas:

- i. Shared development of generic sensitivity training modules and tools for all partners on gender concepts, gender analysis, auditing, gender mainstreaming, etc.;
- ii. MERIT will support SESMIM in the development of gender inclusive education materials on the mine life-cycle for use by both Projects;
- iii. Shared identification and promotion of leadership training opportunities for women and development of training curriculum to support women's leadership in decision-making roles in the extractive industry where needed; and
- iv. Shared identification of key policies and procedures related to gender and the extractive industry that need strengthening to ensure compliance with the Law on Gender Equality, CEDAW and other legal frameworks (for example, HR policies on recruitment, promotion, sexual harassment).

The following materials are available through the MERIT shared drive:

1. Gender and the Extractive Industry Summary Desk Review, June 2016
2. Framework on Gender Inclusion in the Extractive Industry, June 2016
3. Gender Mainstreaming and the Extractive Industry Contact List, June 2016
4. Articles and Reports in the following categories:
 - International and national legal and policy context in relation to gender equality, human rights and extractive industry sector
 - Impact of extractive industry on rural communities
 - Women in mining industry
 - Other related documents
5. Gender analysis check-list
6. Gender indicators and the mining industry

Gender refers to a system of roles and relationships between women and men that is determined not by biology but socialization. It includes the expectations about the characteristics, aptitude and behaviours of men and women (masculinity and femininity). These roles and expectations are learned, changeable over time and vary within cultures.

Gender equality means that women and men enjoy the same status within a society. It does not mean that men and women are the same, but rather that their similarities and differences are recognized and equally valued. Gender equality means that women and men experience equal conditions for realizing their full human rights, and have the opportunity to contribute to and benefit from national, political, economic, social and cultural development. The factors that affect gender inequality are a complex combination including economic structure, politics, culture, society, history, and geography specific to a country and region.

Gender-Based Analysis is a process that assesses the differential impact of a proposed policy or an intervention on women and men, girls and boys. It is a tool for understanding social processes and responding with informed and equitable options that consider that the experiences, needs, issues and priorities for men and women are different. A gender-based analysis can tell us who has access, who has control, who is likely to benefit from a new initiative and who is likely to lose.

At its simplest, gender-based analysis asks questions about the differences between men and women's activities, roles and resources. This helps identify men and women's developmental needs. Assessing these differences makes it possible to determine men and women's constraints and opportunities.

Gender Mainstreaming is a strategy to assess the implications for both men and women, of any planned actions, policies or programs in all areas and at all levels. It is considered an instrument and not an end in itself and aims to integrate measures to ensure equitable or equal benefits for both men and women into a policy or project. If any adverse impact on either men or women is identified, the policy or project should include measures to mitigate such adverse impacts. Gender mainstreaming, therefore, is a way to enhance overall development effectiveness and to pay attention to both men and women's needs in creating a just and equal society.

Gender Sensitivity refers to an awareness of the issues relating to the social relations between women and men that create or inhibit conditions for gender equality. It also reflects an openness and ability to apply a gender analysis to increase understanding and responsiveness.

Gender Indicators provide processes and tools to hold governments, institutions, organizations and individuals accountable for the commitments to gender equality, and to enable better planning and action toward gender equality. These indicators may be quantitative or qualitative and include sex-disaggregated statistical data gathered and analyzed at periodic intervals. The UN Statistical Commission has established 52 Global Minimum Set of Gender Indicators to serve as a guide for the national production and international compilation of gender statistics.

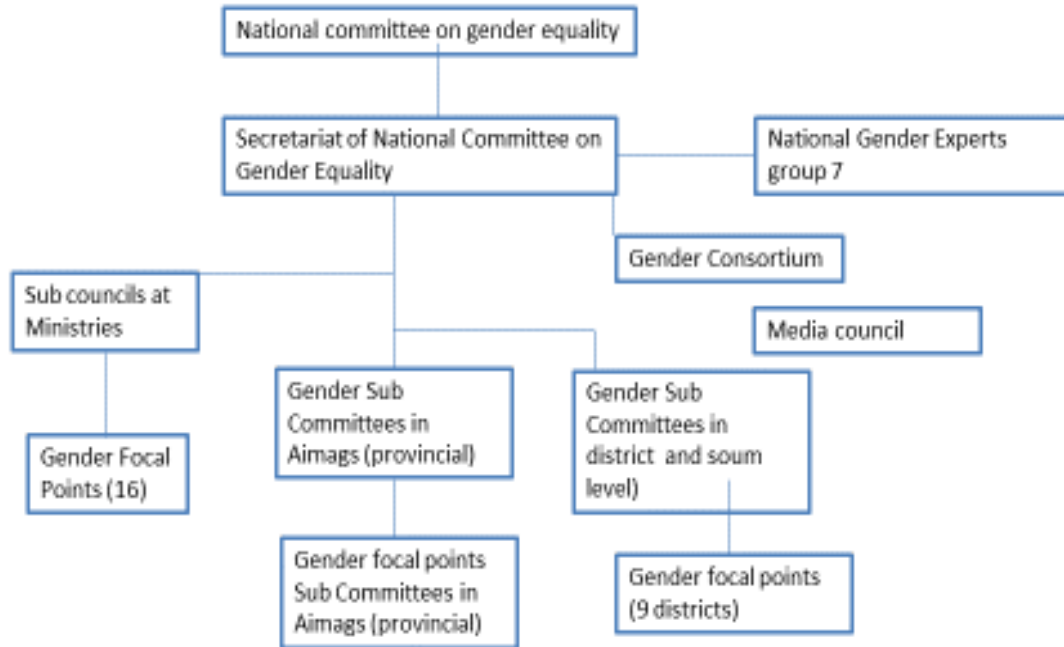
Gender Responsive Budgeting contributes to gender equality by paying attention to gender gaps in costing and allocates resources to support the accountability of programs aimed at achieving gender

equality. It provides a systematic approach for government planning and budget preparation to build capacity and strengthen monitoring mechanisms that support accountability to women.

Social Inclusion refers to the process of supporting excluded individuals and groups of people to be fully and equitably involved in the economic, social, cultural and political dimensions of their society. It is characterized by feelings of belonging and acceptance, the opportunity to engage in society to shape decisions that affect daily life, and recognition as a valued citizen with equal opportunities to benefit from shared prosperity.

Women's Empowerment refers to the process of women gaining power and control over their own lives such as gaining skills, building self-confidence, solving problems, increasing access to resources and developing self-reliance. It is an individual and collective process that involves actions to expand choices, increase access to and control over resources and transforming structures and institutions that perpetuate gender discrimination and inequality. It is central to achieving gender equality.

National Gender Mechanisms



Appendix D: Guidelines on Gender Mainstreaming for Technical Advisors and MERIT Staff

MERIT is committed to advancing gender equality through the work of Technical Advisors (TAs). Each TA is expected to complete work plans with planned assignment activities that integrate gender equality concepts or considerations. MERIT is guided by the Gender Equality Strategy which aims to foster **equitable access and benefit to project activities, resources and outcomes for women and men in Mongolia**. In addition, MERIT specifically targets women to enhance their participation in leadership and decision-making roles.

The following are examples of gender inclusive practices to consider during project activities. It is important that TAs address these questions during the course of their assignment and bring any issues to the attention of MERIT staff and the MERIT Gender Advisor.

Check-List for Gender Mainstreaming		
Activity Area	Considerations	✓ Yes Comments
Capacity development planning	<ul style="list-style-type: none"> ▪ Has the Ministry/Agency carried out a gender analysis? ▪ Is there a gender policy to guide the organization? ▪ Have any gaps or issues been identified in organizational policies, procedures or practices such as limited recruitment success – female engagement in technical or management positions? 	
Research and data collection	<ul style="list-style-type: none"> ▪ Are sex-disaggregated data available? ▪ Does the data provide an insight into differential impacts or access to resources for men or women? 	
Stakeholder consultations and networking	<ul style="list-style-type: none"> ▪ Do selected groups and participants include equitable representation of men and women? ▪ Are there any barriers or constraints that may limit participation of men or women, such as men being absent due to herding; women unable to attend due to childcare responsibilities? ▪ Will the process of engaging participants support the active participation of and men women; for example will women feel comfortable voicing their opinions in a large group or with political male leaders present? 	
Training and mentoring opportunities	<ul style="list-style-type: none"> ▪ Do opportunities exist for men and women to participate in training and mentoring? ▪ Do quotas need to be set to ensure equitable targeting of female and male participants? ▪ Are both women and men engaged as trainers and mentors? 	
Knowledge sharing events, study tours	<ul style="list-style-type: none"> ▪ Do opportunities exist for men and women to participate in knowledge sharing events/study tours? ▪ Do quotas need to be set to ensure equitable targeting of female and male participants? 	

	<ul style="list-style-type: none"> ▪ Are both women and men engaged as leaders and experts? 	
Monitoring and evaluation	<ul style="list-style-type: none"> ▪ Have gender indicators been identified as part of the assignment work plan? ▪ Is gender integrated into monitoring and reporting mechanisms with partners? 	