



GOVERNMENT OF  
MONGOLIA

MINISTRY OF  
ENVIRONMENT AND  
TOURISM



# ANALYSIS OF THE GENDER EQUALITY SITUATION IN ENVIRONMENTAL SECTOR (IN THE CASE OF FORESTRY SECTOR)

Final report

2017-2018

## Disclaimer

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The findings, analysis, and recommendations made in this report reflect the views of the independent consultancy team of the Independent Research Institute of Mongolia and do not necessarily reflect the views of the GIZ Mongolia, Ministry of Environment and Tourism or other stakeholders involved in the study.

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## Acronyms and abbreviations

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BMZ	Federal Ministry of Economic Cooperation and Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CRH	Citizens' Representative Khural
CSO	Civil society organisation
DR	Document review
FAO	UN's Forest and Agriculture Organisation
FUG	Forest user group
GDI	Gender Development Index
GGI	Global Gender Gap Index
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
GoM	Government of Mongolia
IRIM	Independent Research Institute of Mongolia
KII	Key informant interview
LPGE	Law on Promotion of Gender Equality
M&E	Monitoring and evaluation
MEGD	Ministry of Environment and Green Development
MET	Ministry of Environment and Tourism
MNT	Mongolian tugrug (currency)
NAPCC	National Action Program on Climate Change
NCGE	National Committee on Gender Equality
NGO	Non-government organisation
NSO	National Statistics Office
RBM	Results based management
SDGs	Sustainable Development Goals
SFM	Sustainable forest management
SME	Small and medium enterprise
SSI	Semi-structured interview
UNFCCC	United Nations Framework Convention on Climate Change

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## Executive Summary

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### Background

#### *Global trend in mainstreaming gender in environment projects*

Gender equality and women's empowerment has been recognised as “fundamental principles in the fight against climate change” and it is becoming increasingly urgent for “gender-responsive approaches to adaptation and capacity building” by the international community within the context of the Paris Agreement (2015) and the United Nations Framework Convention on Climate Change (BMZ and GIZ 2017). Most donors and development organisation are committed to human-rights approach of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted in 1979 by the UN General Assembly.

Accordingly, donor organisations and national governments have been upgrading their strategies and action plans to mainstream gender equality in their environmental and climate change policies. For instance, the Federal Ministry of Economic Cooperation and Development (the BMZ) of Germany adopted the 2016-2020 Development Policy Action Plan on Gender Equality which relies on “three-pronged approach of policy dialogue, gender mainstreaming and empowerment<sup>1</sup>. The action plan highlights a total of ten thematic areas and one of them is climate change and sustainable development in which gender equality will be a key focus (BMZ 2016).

#### *Mongolia's environmental degradation and climate change impact on poverty*

Mongolia has ranked 114<sup>th</sup> out of 180 countries by the Yale University's Environmental Performance Index and by its tree cover loss indicator ranks 101<sup>st</sup> out of 180 (Yale University 2016). Mongolia has been experiencing major **environmental degradations** such as deforestation, overgrazing, and the conversion of virgin land to agricultural production which led to increased soil erosion and desertification. These degradations are coupled with natural disasters forest and grassland fires, dust and sandstorms and flash floods as well as the environmental and social costs associated with “the rapid expansion of mining”. The mining industry is competing with the traditional herding sector for land and scarce water resources (ADB 2017).

Furthermore, there is increasing climatic variability and weather extremes in Mongolia due to climate change. As highlighted in the ADB's Assessment of Inclusive and Sustainable Growth 2017 document, “climate change is expected to result in more intense and extreme weather events, increased fire activity and pressures on fragile ecosystems and the potential for even greater loss of lives and economic assets from Mongolia's extreme weather patterns”. For example, extreme winter conditions of dzud resulted in losses of 25% of the total livestock in Mongolia, affecting the livelihoods of nearly 100,000 poor herder households in Mongolia (ADB 2017).

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<sup>1</sup> According to the UN, empowerment can be defined as follows: The empowerment of women and girls concerns their gaining power and control over their own lives.

According to official estimates, Mongolia's poverty incidence increased by 8 percentage point between 2014 and 2016 (from 21.6 to 29.9 percent) and the poverty was higher in rural areas (34.9 percent) than in urban areas (27.1 percent) (NSO 2016). Although this increase in poverty is mostly associated with decline in Mongolia's economic growth, the decline in income sources coming from agriculture have contributed to increasing poverty rate in rural areas (Freije-Rodriguez 2017).

### *Efforts in integrating gender and environment (forest)*

In many regions, women are disproportionately affected by the impacts of climate change, natural disasters and environmental degradation. Multiple reasons increase women's high vulnerability to climate change: being poor, being highly dependent on local natural resources for their livelihoods, having unequal access to resources, services, decision-making processes, limited mobility, and low income and living in informal settlements in landslide or flood prone areas. As a consequence, they often have less time for income-generating activities, education and training as well as participation in community activities and decision-making processes (GIZ 2015: "Guidebook Gender and Urban Climate Change" p. 4; 17 mentioned in BMZ and GIZ, 2017).

In the case of Mongolia, ensuring local communities, men and women's participation in environmental decision-making and reducing the negative impact of environmental degradation on rural population is one of the key priorities of Mongolia. The Government of Mongolia (GoM) has been making progress in mainstreaming gender equality in all sectors including the environmental sector in line with Mongolia's Law on Promotion of Gender Equality (2011), Green Development Agenda (2014-2030) and Long-Term Sustainable Development Vision (2016-2030). The Government's consideration of gender equality in environmental sector is illustrated by its adoption of the Gender Strategy in Environmental Sector (2014-2030) adopted in 2014 by the MET.

Although Mongolian government has stipulated the importance of gender equality in the environmental sector, there is lack of research pertaining to this issue. Integrating gender into forest research is constrained by the broad perception that forestry is a male-dominated profession (Mai, Esther and Wan 2012). Furthermore, because social benefits of forests are difficult to measure there is very little evidence and data about forest' social functions and its social benefits worldwide (FAO 2010). Therefore, this report attempts to address this gap in the case of Mongolian forestry sector.

### **Key findings**

The objective of this study was to provide an overview of the current situation of gender equality in the forestry sector to serve as evidence base for promoting equitable participation of men and women in environmental decision making and benefits. The findings suggest in overall that although women have necessary endowments (in education and health), the "application of endowments and opportunities to take actions, or agency" are not sufficient in Mongolia in general and in the forestry sector in particular. This study has shown the following general trends in relation to forestry sector and gender equality:

1. **The intersectionality of gender inequality.** The overall country context shows that poverty rate has increased nationwide with higher poverty rates in rural areas. Furthermore, various forms of inequality are emerging, including an educational inequality among urban and rural areas as

well as by gender. In turn, educational level of citizens was directly related to their (un)employment status and there is still a differential treatment of women and men in labour market. Although women's participation in election was higher than that of men nationwide, their representation at decision-making positions across the public and private sectors is still lower than that of men.

2. **Links between environment and people are mostly seen through the narrow lens of poverty** (e.g. the Green development policy implementation plan in Mongolia). It has strategic objectives to promote resource efficient, low carbon production, maintain ecosystem balance, promote green economy and clean technology, green jobs and reduce poverty. Whereas in other countries they encompass a broader view about social impact – for instance through well-being.
3. **The legal framework and policy directions related to forestry focus more on environmental protection of forests**, less on its economic functions and almost none on its social functions. However in recent years and latest revisions of legal environment in forestry have endorsed community-based management of forests and attempt to incentivise environmental protection activities and sustainable forest management.
4. **Enforcement of the legislation related to gender and environment remains weak** due to various factors including limited accountability and capacity (lack of knowledge and resources) of government institutions. Political will has been uneven in strengthening national machinery of gender equality. An analysis of the role and functions of government institutions indicates that these are concentrated on reporting and monitoring activities and but there is no clear guidance and division of responsibilities in terms of planning and budgeting. The current legal environment is not sufficiently effective for coordinating consequences of rapidly growing animal husbandry and mining industry activities and to environment.
5. **The forest industry has been declining in Mongolia in the last three decades.** According to latest estimates, Mongolia's forestry sector provides around 4000 jobs nationwide and contributes around 0.13 percent of the GNP of which the wood processing sector contributes the majority. However, wood export has been declining steadily.
6. **Participatory forestry is a relatively new development in Mongolia.** Most projects and programmes aimed to reform the forestry sector have been initiated since 2000s. Therefore, although there are progresses being made, there is still significant room for improvement in forestry sector management.
7. **The role of local level government organisations is crucial in mainstreaming gender in forestry sector yet currently it is insufficient.** There is a variety of stakeholders involved in SFM and the stakeholders' matrix made in this report shows that the role of local level government organisations is crucial in actual planning, budgeting and implementation of approved policies and programmes. However, as highlighted in the NCGE annual report, 'due to lack of awareness and knowledge about gender issues, support for any gender mainstreaming activities are low at local and agency levels'.

8. **In the forestry sector, men participate more in physical or guarding works and women's participation is more in the reproductive activities.** The analysis of women and men's roles in SFM reveals that both women and men play important roles in using and protecting natural forest resources in Mongolia. Men participate more in physical or guarding works and women's participation is more in the reproductive activities such as taking care of seedlings, tree planting and forest restoration activities, and also assistance works. The different roles played by women and men are related to factors such as perception about men and women's different physical strengths and household duties of men and women.
9. **Stakeholders tend to regard forestry business in Mongolia as a male-dominant sector and this perception was higher among men.** There is still prevailing perception and attitudes to protect women (e.g. against illegal logging, fires and other dangerous works) among all stakeholders. Furthermore, the survey among government officials shows that men were less supportive of setting quotas to ensure gender-ratio, especially when the gender-ratio was about decision-making positions whilst more female officers supported the quota system.
10. **Employment in forestry sector has gender, educational and age divisions.** The private sector mostly consists of wood-processing companies, i.e. timber harvesting, sawmills and small-scale furniture joinery or furniture factories. Although there is no data available about the number of employees disaggregated by sex, interviews suggest these economic activities are done predominantly by men. Whereas the majority of FUGs consist of members who are older than 36 years and who have lower levels of education.
11. **The participation of young people in FUGs is low** despite the fact unemployment rate is higher among young people. This might be because FUGs are more concentrated on reforestation and environmental activities rather than economic ones. Although FUG can harvest and sell forest resources to generate income, actual harvests and earnings currently remain low. Furthermore, graduates from forestry and wood processing had low rates of employment.
12. **There are a number of challenges these companies and FUGs face including** but not limited to the lack of funding and access to finance, unfavourable market conditions, lack of capacity building and training (e.g. in preparing tender materials and management) and lack of participation in forest management due to limited knowledge about local authorities' responsibilities and functions.
13. **Citizens' general knowledge about government functions is low**, looking from other studies. However, as this study did not conduct survey among citizens, it is hard to generalise this finding specifically to forestry and gender related functions of government.
14. **Participation of women in environmental decision-making is lower than that of men.**
15. **The gender statistical data related to the forestry sector are limited in Mongolia.** The statistical data for employees in timber harvesting and wood factories divided by gender are almost non-existent. There is lack of information related to forestry on the gender-differentiated effects of policy measures.

16. **Support for gender mainstreaming activities is low at local and agency levels as well as at the central level** due to lack of awareness and knowledge about gender issues.

## Recommendations

1. Initiate dialogue and organise consultation meetings at national and subnational levels to discuss relevant gender issues and gaps in existing forest policies and practices.
2. To change negative perceptions and attitudes about gender equality and women through advocacy and capacity building programmes in alignment with the advocacy works organised by other institutions such as NCGE.
3. Challenges faced by FUGs should be addressed to develop more inclusive and gender-responsive SFM. For instance, detailed studies on the possibilities of increasing the benefits of FUGs from forest resources should be conducted and more research is needed on the potential alignment between SFM and state policies on tourism and SME. Furthermore, it is important to analyse in which way the SFM was included (or not) in local development plans, whether they target disadvantaged groups and whether local authorities support and use SFM concepts. Participation of young people should be increased in the FUGs.
4. To increase women's participation in environmental politics, both in formal political structures but also in other forms of civic engagement in environmental politics. Various measures can be taken for instance through ensuring the gender quota required by the LPGE is met in the environment public sector at all levels and coordinate with Civil Service Council to enforce its implementation and the general occupational health and safety standards should be improved.
5. To produce a gender-mainstreaming guideline in the environmental (forestry) sector. The guideline should include clear state action plan for implementing and integrating the gender strategy and focus on how to integrate gender-equality in planning and budgeting process of the environmental sector.
6. To capacitate local government. Local government's role in the forestry sector is critical and they are at the end of the implementation cycle (responsible for the hands-on operations of plans, policies and strategies formulated by the sector). For successful implementation of the Environmental Sector Gender Strategy and other relevant policies requires that local government is adequately trained and capacitated on their role in ensuring gender mainstreaming in the sector.
7. To produce sex-disaggregated data about forestry sector employment. Sex-disaggregated and socio-economic data in the forestry sector (for instance, how many people are employed and engaged in the forestry related occupations) should be produced and made available. There should be more capacity building for officers in collecting and using data and documentation of best practices in mainstreaming gender should be improved not only among local government and MET but also among the donor-funded projects.

## **Structure of the report**

This report presents findings from the desk study on gender equality situation analysis in the forestry sector in Mongolia. Part 1 starts with the chapter on Introduction, which presents main methodological approach and limitations of the study. Chapter 3 provides an overview of the key indicators available regarding Mongolia's gender equality situation in the spheres of education, employment and politics. Chapter 4 describes Mongolia's legal and policy environment of gender equality, its commitment to international conventions and its national gender equality mechanism. Chapter 5 describes Mongolia's current forestry sector in terms of its economic, social and environmental functions and analyses the gender equality situation in the forestry sector using the findings gathered from desk study and field trips.

Appendix 2 provides an overview matrix of the existing environment projects in Mongolia implemented by various donors and international NGOs and Appendix 3 outlines and how they address gender equality situation respectively through their project. Appendix 4 and 5 list important documents consulted in the Desk Study and relevant policy and legal documents effective in Mongolia.

# 1 Introduction

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## 1.1 Objectives and scope of the desk study

The objective of this study is to provide an overview of the current situation of gender equality in the forestry sector to serve as evidence base for promoting equitable participation of men and women in environmental decision making and benefits.

This study focuses on the gender equality situation within the forestry sector in Mongolia and mainly relies on most recent data obtained for the five programme aimags (Bulgan, Khentii, Khuvsgul, Selenge and Zavkhan aimags) of the GIZ Mongolia's Biodiversity and Adaptation of key Forest Ecosystems to Climate Change II project.

The study attempted to avoid overlap with the recent study on gender analysis in the forestry sector as part of the UN-REDD+ programme (UN-REDD Programme and MET 2017) and other studies on the endowment dimension<sup>2</sup> of gender equality (education, health and physical assets).

This is a gender analysis and not a gender assessment<sup>3</sup>. Most organisations seem to agree on what gender analysis is, to illustrate few examples on how organisations defined gender analysis:

- USAID defined gender analysis as a systematic gathering and analysis of information on **gender differences** and **social relations** to identify and understand the different roles, divisions of labour, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context (USAID 2010).
- FAO defined gender analysis as the study of social diversity that provides a focused examination of the differences in the asset bases, livelihood strategies and vulnerabilities between women and men, as well as the reasons for and implications of these differences (UNFAO 2017).
- According to BMZ (2014), gender analysis includes the analysis of gender needs and interests with regard to the gender specific division of labour and workload, access rights and property rights in material and non-material resources, and women's and men's responsibilities and opportunities to articulate their interests publicly and influence policy-making processes (BMZ 2014, 13).

As such, this study mostly relies on the definition provided by BMZ (2014) and attempted to analyse the gender differences in perceptions, roles and responsibilities, labour and governance in forestry sector.

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<sup>2</sup> According to the World Development Report (2012), gender equality has three key dimensions – accumulation of endowment (education, health and physical assets); the use of those endowments to take up economic opportunities and generate income; and the application of those endowments and opportunities to take actions, affecting individual and household well-being (World Bank 2012, 18).

<sup>3</sup> There is often confusion between gender analysis and gender assessment. "Gender assessment involves carrying out a review, from a gender perspective, of an organization's programmes and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices" (USAID 2010).

## 1.2 Analytical approach

The analytical framework for this study relies on the practical guide provided by the FAO's 'How to mainstream gender in forestry' and the pillars of the Sustainable Development Goals that are economic growth, social inclusion and environmental protection. It rests on the assumption that engaging women and men in forest management improves prospects for sustainable forest management, ensuring benefits are distributed equitably and enhancing the efficiency of policy implementation (Mai, Esther and Wan 2012). Furthermore, we looked at the three key dimensions of gender equality are (World Development Report 2012: Gender Equality and Development, cited in World Bank 2012):

- Accumulation of endowments (education, health, and assets);
- The use of those endowments to take up economic opportunities and generate income;
- The application of those endowments and opportunities to take actions, or agency, affecting individual and household wellbeing.

**Table 1 Analytical framework**

Study topics	Specific questions	Respondents
Perception and stereotypes	<ul style="list-style-type: none"> <li>• Perception about forest and sustainable forest management (SFM)</li> <li>• Awareness about SFM and its benefits</li> <li>• Perception about opportunities and challenges in SFM and women and men's roles</li> </ul>	Forest user group (FUG) members Forestry companies
Roles, responsibilities and participation	<ul style="list-style-type: none"> <li>• Key value chains in forestry and analysis of men and women's roles and responsibilities</li> <li>• How much time is spent on these activities and what is the relative income of women and men?</li> <li>• Benefits and challenges in obtaining from natural resources (forestry)</li> </ul>	FUG members Forestry companies
Employment in forestry	<ul style="list-style-type: none"> <li>• Barriers for men and women to work in the forestry sector:</li> <li>• Gender stereotypes at workplace (suitable for only men or women)</li> <li>• Perception about required hard and soft skills for employment</li> <li>• Company recruitment and hiring policy /practice</li> <li>• Company sexual harassment policy/practice</li> <li>• Job descriptions and routine works</li> <li>• Work conditions</li> </ul>	Forestry companies Employees Local authorities
Forest industry analysis	<ul style="list-style-type: none"> <li>• Transparency and access to obtain permission</li> <li>• Access to finance for forestry industry</li> <li>• Access to market and economic opportunities</li> <li>• Female owners vs male owners of companies</li> </ul>	Forestry companies
Governance: Sustainable forest management	<ul style="list-style-type: none"> <li>• What is the proportion of men and women in environment-related decision-making positions in central and local government?</li> <li>• Governance gender equality principles: Participation, Transparency, Legitimacy, Effectiveness</li> </ul>	Local authorities Forestry companies



### 1.3 Methodology

This is a mixed method study using both qualitative and quantitative data. Although we could not conduct surveys among local communities, we tried collect basic statistical data to highlight key characteristics and issues within the five target aimags with forests and general data related to the forestry sector.

#### ***Data sources used in the study***

- Desk review on recent reports and statistics
- Key informant interviews with key stakeholders in the forestry sector
- Semi-structured interviews (SSI) collected from field work in Selenge aimag
- Statistics related to communities living in forested areas (five target aimags of the Project)
- Questionnaire on attitudes from environmental sector staff using two relevant questions from the IMAGES<sup>4</sup>

### 1.4 Field work and case selection criteria

A total of 16 semi-structured interviews were conducted in Selenge aimag from the directors of forest companies (5), members and heads of FUGs (5), employees working in the forest companies (4) and local authority representatives (2) during four working-days.

Selenge aimag was selected as it contains key characteristics of forested aimags and was easier to access within the limited duration of the fieldwork. Within the framework developed, we selected the respondents from a compiled list of forest companies and FUGs provided by the Forest Research and Development Department of MET and local governors using the following criteria:

- Souds where the forest companies are located
- Position of the respondent (managerial and non-managerial)
- Sex of the respondent

There are 50 forest companies operating in Selenge aimag according to the list provided by the local authorities. Majority of these companies are located in Yuruu and Mandal souds (13 and 23 respectively). Therefore, we selected two companies from Yuruu soud.

### 1.5 Limitations of the study

There are three main limitations related to the study. First, the absence of data (quantitative and qualitative) collected from local communities meant that it was not possible to analyse how the forestry

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<sup>4</sup> The International Men and Gender Equality Survey (IMAGES) is a comprehensive household questionnaire on men's attitudes and practices – along with women's opinions and reports of men's practices – on a wide variety of topics related to gender equality.

sector affects the livelihood of local communities and what are the gender differences among local communities in relation to accessing resources from the forestry. Also, we could not assess the well-being situation of the communities living in forested areas.

Secondly, the fieldwork was conducted in only one aimag and SSIs were conducted with a limited number of respondents. As such the study is not representative of the forest companies and FUGs and therefore caution must be applied in generalising the results obtained from the SSIs.

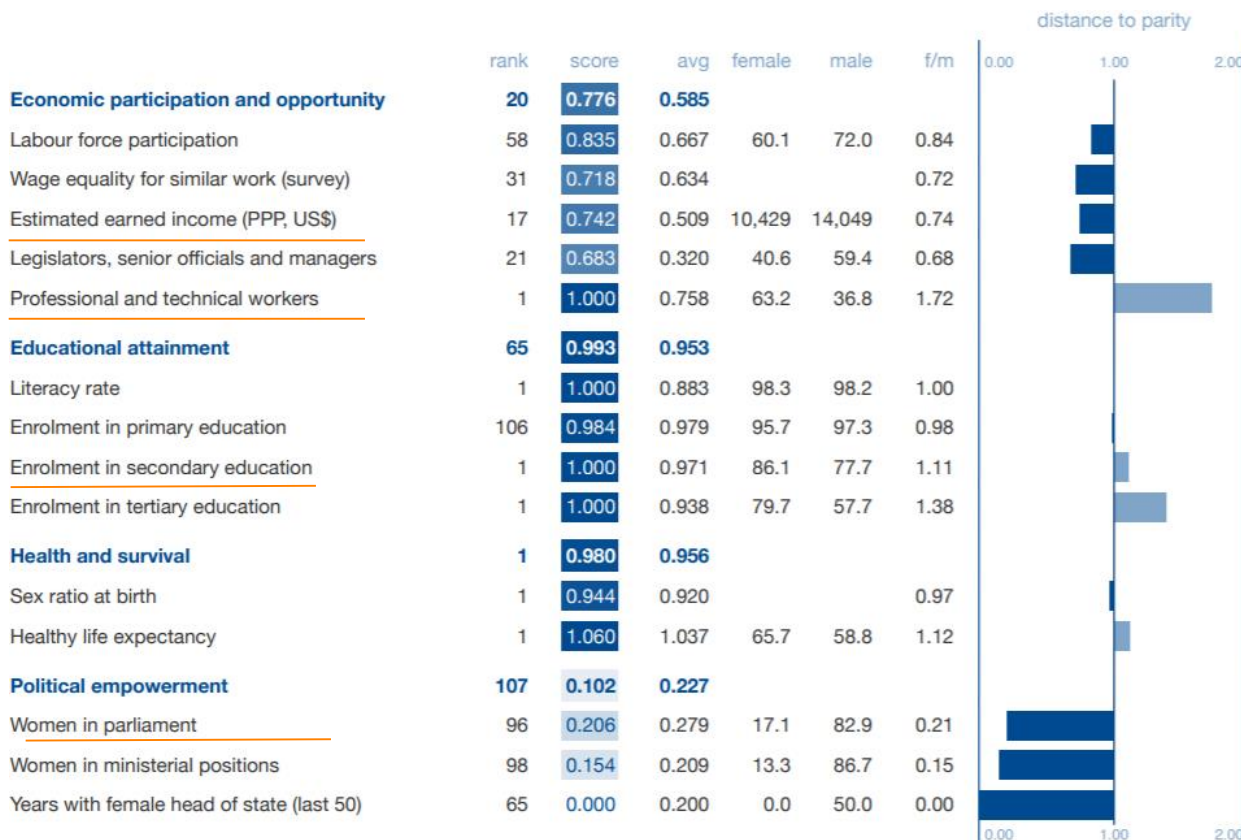
Third, the gender analysis is restricted to forestry sector and did not include sectors such as water, air quality and wildlife.

## 2 Context of Mongolia

The total population of Mongolia is 3,034,111 (December 2016) with 1,497,759 (49.4%) male and 1,536,352 (50.6%) female. Mongolia's situation of "endowment for women" is relatively higher compared to other Asian countries in terms of education and health.

- The UN Gender Development Index (GDI), which measures gender equalities in three basic dimensions of human development: health, education, and command over economic resources, increased from 0.677 in 2005 to 1.026 in 2015<sup>5</sup>.
- Likewise, the Gender Inequality Index (GII) decreased from 0.401 in 2005 to 0.278 in 2015, which placed Mongolia in the 53rd position out of 188 countries<sup>6</sup>.
- In terms of the Global Gender Gap Index (GGI) published by the World Economic Forum, Mongolia ranked 53rd out of 144 countries in 2017 with the score of 0.713 (World Economic Forum 2017).

**Figure 1 Country score card for Mongolia: World Gender Gap Report 2017**



Source: World Gender Gap Report 2017, page 240

<sup>5</sup> <http://hdr.undp.org/en/composite/GDI>

<sup>6</sup> <http://hdr.undp.org/en/composite/GDI>

**Table 2 UN Gender and human development index**

	2000	2005	2010	2013	2016
<b>Human development index</b>	0.607	0.72	0.76	0.73	0.73
<b>Gender development index</b>	0.667	0.712	0.758	1.042	1.041
<b>Gender inequality index (empowerment)</b>	0.449	0.416	0.391	0.393	0.278 (in 2015)

Source: <http://1212.mn/search.aspx?search=human%20development%20index>, NSO, 1212.mn

**Table 3 Age groups by percent**

	1989	2000	2010	2016
<b>0-14</b>	41.9	35.8	27.3	30.1
<b>15-64</b>	54.1	60.7	69.0	66.1
<b>65+</b>	4.0	3.5	3.7	3.8

Source: <http://1212.mn/search.aspx?search=age%20group>, NSO, 1212.mn

**Table 4 Life expectancy**

	1989	2000	2010	2016
<b>Female</b>	66.1	69.0	72.3	75.1
<b>Male</b>	60.3	65.0	64.9	65.6

Source: <http://1212.mn/search.aspx?search=life%20expectancy>, NSO, 1212.mn

Furthermore, in 2016 Mongolia's national income per capita expressed by PPP shows that there is a large disparity between female and male population as can be seen from the table below (United Nations 2017).

**Table 5 Estimated gross national income per capita (2011 PPP\$)**

	2015
<b>Female</b>	8,809
<b>Male</b>	12,122
<b>National</b>	10,449

Source: Human Development Report 2016, Briefing note for countries on the 2016, Mongolia, page 5

## 2.1 Poverty

According to latest statics about poverty, a total of 29.6% of the population or 907.5 thousand people in Mongolia were living under the poverty line (146 145 MNT). Mongolia's poverty incidence increased by eight percentage points between 2014 and 2016 from 21.6 percent to 29.6 percent alone as the economy slowed down hit by falling investment. Furthermore, the incidence of poverty was higher in rural areas (34.9%) than in urban areas (27.1%) (NSO 2016).

As highlighted by NSO and World Bank, comparison of the livelihood standards in urban and rural areas showed that the poverty has increased more in rural areas than in urban areas. The recent increase in poverty rate in rural areas by 10.1 percentage points in 2016 from 2014, indicate that in rural areas “the households with consumption level just above the national poverty line, affected by minor socio-economic difficulties and weather conditions, shifted below the poverty line” (World Bank 2017).

**Table 6 Poverty, main indicators in 2017 (percentage)**

<b>Aimag</b>	<b>Poverty depth</b>	<b>Poverty severity</b>	<b>Poverty headcount</b>
National	11.5	4.6	29.6
Bulgan	7	2.2	31.4
Zavkhan	14.6	5.7	47.5
Selenge	11	4.6	36.4
Khuvsgul	6.9	2.4	29.1
Khentii	11.7	4.3	43.8

Source: NSO Poverty Profile 2016

In Mongolia according to the NSO report, the number of mother-headed households was significantly higher than the number of father-headed households (77,717 and 20,552 respectively). The majority of these households were concentrated in rural areas (73% of mother-headed households and 81% of father headed households are in rural areas). The UN Special Rapporteur noted that the female-headed households are generally more vulnerable to poverty and further explains “due to the unpaid care work, female head of households are prevented from undertaking employment and this is particularly notable in rural and remote areas where access to childcare is not always feasible” (Carmona 2013).

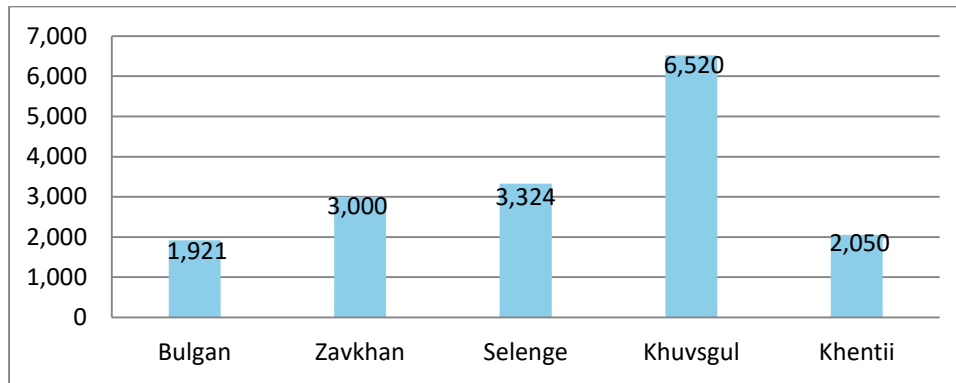
**Table 7 Number of households**

	<b>1989</b>	<b>2000</b>	<b>2010</b>	<b>2016</b>
<b>Total</b>	<b>427 834</b>	<b>541.1</b>	<b>742.274</b>	<b>869 849</b>
Number of mother-headed households	-	-	80 750	77 717
Number of father- headed households	-	-	18 248	20 552
<b>Urban</b>	<b>192 131</b>	<b>296.4</b>	<b>463 713</b>	<b>581 956</b>
Number of mother-headed households	-	-	25 557	20 510
Number of father-headed households	-	-	5260	3800
<b>Rural</b>	-	<b>244.7</b>	<b>278 561</b>	<b>287 893</b>
Number of mother-headed households	-	-	55 193	57 207
Number of father-headed households	-	-	12 988	16 722

Source: Report of some indicators, NSO, 2016

When looking at the five target aimags of the GIZ project, the number of mothers headed households were highest in Khuvsgul.

**Figure 2 Number of mothers headed household**



Source: <http://1212.mn/search.aspx?search=mothers%20headed%20household>, NSO 1212.mn

When looking at the proportion of men and women with disabilities, the number of men with disabilities is higher than women with disabilities, nationwide.

**Table 8 Number of disabled people**

	1989	2000	2010	2016
<b>Female</b>	-	-	37 934	45 235
<b>Male</b>	-	-	44 697	55 758

Source: NSO, 1212.mn

## 2.2 Educational level

According to the Labour Market Analysis conducted by ADB and IRIM in 2016, about 16% men aged between 15-54 years old have higher education meanwhile 25% of women of the same age have higher education (ADB and IRIM 2016). Table 9 shows the increasing difference between education level among men and women, especially for men and women aged 23-35 years old.

**Table 9 Percentage of education level distribution, by sex (population aged 16-54 years)**

Education level	Total percentage	Total women	Total men	23-35 y.o women	23-35 y.o men
Lower than secondary	26.30%	23.60%	29.20%	19.50%	26.70%
Secondary	20.80%	22.50%	18.90%	17.70%	15.20%
Technical	23.70%	18.20%	29.40%	14.70%	26.10%
Vocational	5.10%	6.30%	3.80%	2.20%	2.30%
Higher (bachelor's)	23.10%	28.10%	17.80%	44.30%	28.70%
Graduate (master's, doctorate's)	1.10%	1.30%	0.80%	1.70%	1.10

Source: Labour Force Survey 2015

Furthermore, the percentage of citizens with higher education level is higher in the capital city (34% in contrast to 5% in rural areas) and the percentage of citizens who have secondary or lower education

level were compared higher in rural areas (62% in contrast to 10% of citizens in the capital city). This shows there is an emerging educational inequality among urban and rural areas as well as by gender.

## 2.3 Employment, unemployment and wage

In Mongolia, more than half of the economically active population are men and women in Mongolia participate less than men in the labour force (Table 10) showing an existing gender gap in the labour market. The UNDP Human Development Report 2016 recognises the gender gap in employment and highlights that “the unemployment rate is higher among young women than among young men, and it has been rising among young women”. However, looking at the employment data in the five target aimags, more women are employed than men in each aimag.

There is a concentration of women in a narrow range of occupations such as education (80.6 percent), health and welfare (79.4 percent), and the social sciences, business and law (64.3 percent). In engineering, manufacturing and construction, only 30.0 percent of graduates are women, indicating that there is a clear underrepresentation of women in science and technology–related fields. (World Learning 2017)

**Table 10 Economic activity by gender**

	1989	2000	2010	2016
<b>Economically active population</b>	-	<b>944 100 (100%)</b>	<b>1 075 800 (100%)</b>	<b>1 239 800 (100%)</b>
Female	-	429 900 (45.5%)	487 700 (45.2%)	580 171 (46.8%)
Male	-	514 200 (54.5%)	590 100 (54.8%)	659 675 (53.2%)
<b>Economically inactive population</b>	-	<b>580 300 (100%)</b>	<b>830 300 (100%)</b>	<b>814 053 (100%)</b>
Female	-	344 600 (59.4%)	483 100 (58.2%)	488 497 (60%)
Male	-	235 700 (40.6%)	347 200 (41.8%)	352 556 (40%)

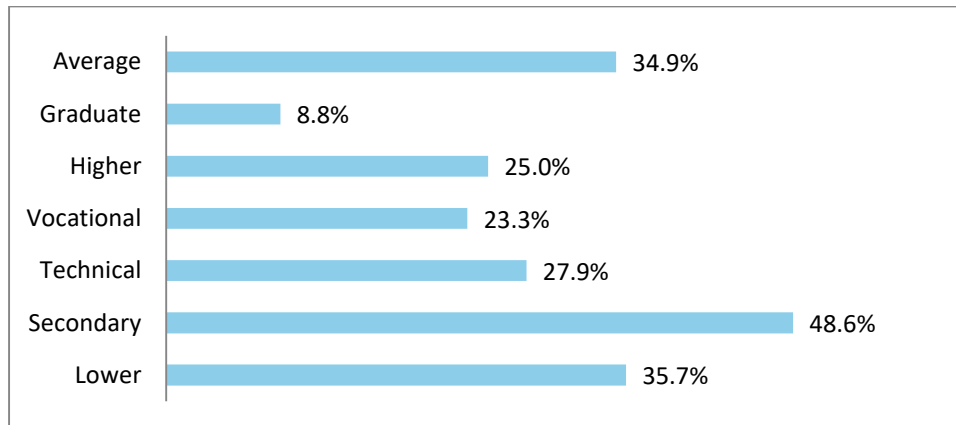
Source: NSO, Labour Force Survey 2015

**Figure 3 Employed population by gender (2017)**

	1995	2000	2006	2011	2015	2016
Total	767,638.	808,990.	1,009,920.	1,037,681.	1,151,223.	1,147,843.
Female	360,647.	392,056.	518,062.	490,173.	546,546.	543,958.
Male	406,991.	416,934.	491,858.	547,508.	604,677.	603,885.

Source : NSO, Labour Force Survey, [www.1212.mn](http://www.1212.mn)

**Figure 4 Percentage of unemployed people by educational level**



Source: Labour Force Survey 2015

When looking at whether the situation of ‘the use of those endowments to take up economic opportunities and generate income’, there are gender differences in Mongolia’s labour market.

- According to the Labour Market Analysis findings, unemployment was directly related to educational level of citizens. The report states that ‘nearly half of citizens with secondary education are unemployed while only a quarter of citizens with higher education are unemployed’ (ADB 2017). Around 65.1% of total number of citizens is employed, and 34.9% is unemployed. Comparing the education level of unemployed people reveals that the lower the education level the lower the employment rate (ADB and IRIM 2016).
- Most common reasons for unemployment are studying, baby-sitting, or housework (Table 11). However, unemployed citizens ready to work make up only 18%. Comparing the reasons for unemployment by gender reveals the following reasons behind: studying, disabled, reluctant to work, are prevalent in men, while reasons, such as baby-sitting and housework are prevalent in women (ADB and IRIM 2016).
- In addition, as the Human Development Report (2016, p. 74) highlights, ‘young women face more difficulty in labour market entry, and, when they do enter, they are not only more likely to receive lower wages than young men, but are also more likely to be active in a narrow range of occupations’.

**Table 11 Reasons for unemployment, by gender**

Reason for unemployment	Total percentage	Male	Female
Studying	33%	36%	30%
Ready to work	18%	22%	16%
Babysitting	12%	2%	19%
House work	11%	7%	13%
Disabled	9%	12%	8%
Retired	2%	2%	3%
Unwilling to work	2%	4%	1%



Reason for unemployment	Total percentage	Male	Female
Sickness	2%	3%	2%
Leaving to study	1%	1%	1%
Taking care of sick or elderly	1%	1%	1%
Other	8%	11%	6%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: Labour Market Analysis, ADB and IRIM, 2016

Furthermore, the Labour Market Analysis highlights that there are gender differences in wage where women have lower wage than men regardless of which educational level they have.

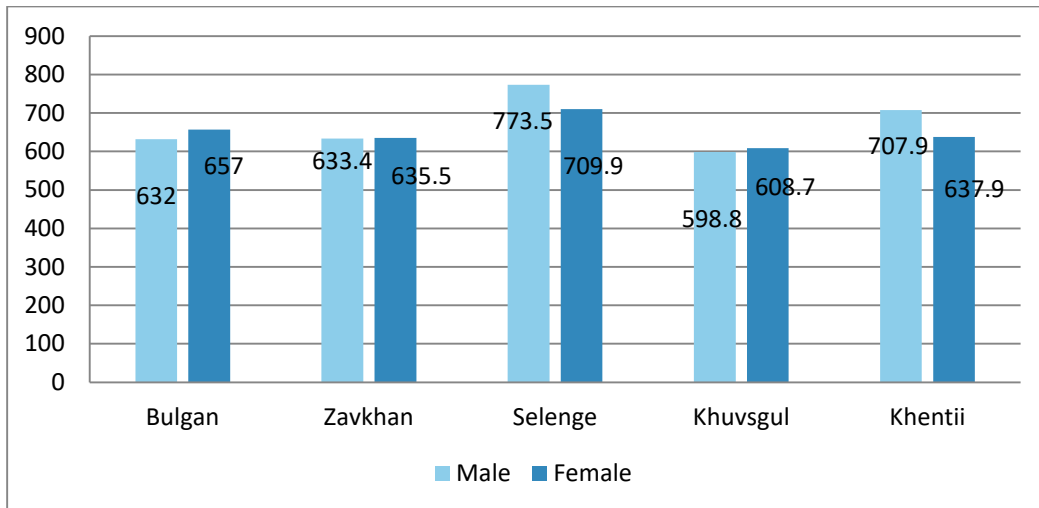
- This gender remuneration gap was explained in the analysis in labour economics term. As more women graduate higher education level, they enter the labour market more than men and result in decreasing their average wage rate, in other words it creates “selection bias”.
- According to Khan and Aslam (2013, 17-19 cited in SDC and IRIM 2014), ‘there are substantial differences in treatment of women and men by employers in Mongolia’s labour market’; and, ‘the reasons for this gap are heavily reliant on differential treatment or discrimination rather than endowments and observed characteristics’.
- Nonetheless, the Analysis’ gender comparison reveals that ‘women who attain higher education have a 53% increase in average wage rate’ and ‘higher education level leads to increase in the average wage, especially for women’.

**Figure 5 Average wage rate by education level and gender, thousands of MNT**

Education level	Average wage rate	Female	Male
Lower than secondary	315.9	272.5	325.3
Secondary	439.2	371.7	481.3
Technical	491.2	413.6	532.3
Vocational	496.6	462.3	545.3
Higher (bachelor’s)	623.3	568.1	697.9
Graduate (master’s, doctorate’s)	700.5	624.5	828.8
<b>Total</b>	<b>481.8</b>	<b>463.1</b>	<b>494.5</b>

Source: Labor force survey 2013, NSO

**Figure 6 Monthly average wages, by aimag, gender, thousands of MNT**



## 2.4 Access to finance

In Mongolia, the legal framework provides women equal rights in inheritance, land use and ownership of the property. According to the World Gender Gap report, Mongolia's index on equal access between men and women to assets was high and scored as equal in most indicators.

**Figure 7 Snapshot Mongolia: Access to Assets<sup>7</sup>**

Access to assets	female	male	value
Individuals with an account at a financial institution	93	90	1.03
Women's access to financial services			*1.00
Inheritance rights for daughters			*1.00
Women's access to land use, control and ownership			*0.50
Women's access to non-land assets use, control and ownership			*1.00

Source: World Gender Gap Index, 2016

Looking at gender differences between men and women-owned SMEs, a market research report by IFC finds the following trends in access to finance, particularly among SMEs in Mongolia (IFC 2014):

- SMEs are constrained by a number of problems, among which access to finance is identified as one of the most difficult barriers to growth and development. As the survey results from SMEs revealed in the report, 'loans provided by commercial banks tend to be short-term, expensive and require very high collateral'. This poses particular challenges for women-owned SMEs as according to the managers of several commercial banks and non-bank financial institutions, the

<sup>7</sup> Where 0 is the worst possible score and 1 the best possible score (except for the 'individuals with an account at a financial institution' index).

share of female owned businesses in the sector is significant, approaching nearly 60% of micro-scale, family, and sole-entrepreneur-owned businesses.

- Lending to SMEs is perceived as risky by commercial banks because of this segment's low capitalisation and lack of immovable assets. This is also partly due to the lack of capacity at commercial banks in implementing cash-flow based lending mechanisms
- Lending to women is generally perceived by the banks as riskier than lending to men, as women more often lack assets that can be provided as collateral. At the same time, both commercial banks and non-bank financial institutions said that 'loan repayment rates by women are higher than those of men'.
- Financial institutions are either not aware of or not convinced that women owned SMEs are a distinct business segment or at least a significant market opportunity. One of the reasons for this lack of awareness can be the reluctance of financial institutions to collect sex-disaggregated data on SMEs.

## 2.5 Political sphere and participation in decision-making

How women participate in political parties – and how those parties encourage and nurture women's involvement and incorporate gender-equality issues are key determinants of women's political empowerment. They are also key to ensuring gender-equality issues are addressed in the wider society. Women in politics often cite lack of finances as one of the main deterrents to their entering politics. Not only do women struggle to raise the funds needed to run a campaign, but they often receive little or no financial assistance from their political parties.

While women actively participate in social and economic life in Mongolia, they have been significantly under-represented in power-sharing and decision-making (Carmona 2013):

- **Across the public and private sectors, fewer Mongolian women hold decision-making positions.** As of 2015, in the civil service just 26.6 percent of state secretaries are women, while only 30 percent of middle managers and 15 percent of senior managers in Mongolia are women. They also earn just 85 percent of what their male counterparts make. In private sector, it is estimated that women comprise only around 30% of middle level managers and 15% of higher level positions. In other words, there are fewer women in decision-making positions than men in Mongolia (UNDP 2016).
- As we can see clearly from the table below most of the **high-level positions of powers has been occupied by men.** For example, in the history of Mongolia, there has been no female president, chairman of the State Great Khural and Prime Minister. Presidential Election of Mongolia 2013 is noted that very first time since 1990s there was a female candidate for the position of Mongolian President. Also, despite some numbers of members of the Government, according to the data we have obtained so far, there has been no female Governor in 21 aimags and in the Ulaanbaatar city since 2000 until present.

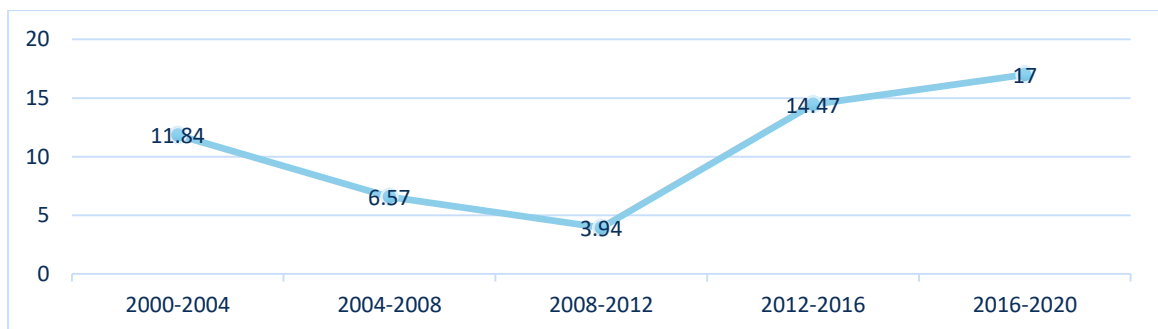
**Table 12 Women in positions of power**

Position	2000		2006		2012		2016	
	Total	Female	Total	Female	Total	Female	Total	Female
President	1	-	1	-	1	-	1	-
Chairman of the State Great Khural	1	-	1	-	1	-	1	-
Prime Minister	1	-	1	-	1	-	1	-
Vice-chairman of the State Great Khural	1	-	1	-	1	-	1	-
Member of the Parliament	76	9	76	5	76	11	76	13
Member of the Government (Minister)	11	1	18	1	16	3	13	2
Chairman of the Government Secretariat	1	-	1	-	1	-	1	-
Deputy minister	11	1	18	-	16	2	13	5
Deputy of the Government Secretariat	2	1	2	1	2	-	2	-
Local governor	22	-	22	-	22	-	22	-

Source: Department of Climate Change and International Cooperation, MET

After the 2016 parliamentary elections, 17% of the newly elected Members of Parliament are women. The electoral law approved in May 2016 requires the 20% quota for nominating female candidates whereas the previous version of the law required a 30% quota. According to the recent European Commission report (2018), the ‘two ruling parties that are Democratic Party and Mongolian People’s Party nominated the lowest percentage of women (21% female candidates) whereas smaller parties nominated significantly higher percentages’ in the 2016 general election.

**Figure 8 Percentage of women in the State Great Khural**



- According to the gender baseline data assessment conducted in 2016, **sex-disaggregated data on seats** held by women in local Citizen Representative Khurals (CRHs) were not readily available and the report recommends a “database should be established on the number of women having an administrative position in a local government” (UNDP and IRIM 2016). Nonetheless news published on the General Election Commission of Mongolia’s website show, in October 2016, a total of 14,507 candidates run for the CRH’s elections of soum for overall 7,299 seats in 21 provinces, 1,613 bags, and 678 candidates run for the nine districts in the capital city. Of the total number of candidates, 29.8% were women (General Election Commission of Mongolia 2016).

- The number of seats held by women in the CRH elections is presented in Table 13 and as can be seen, it remains low.

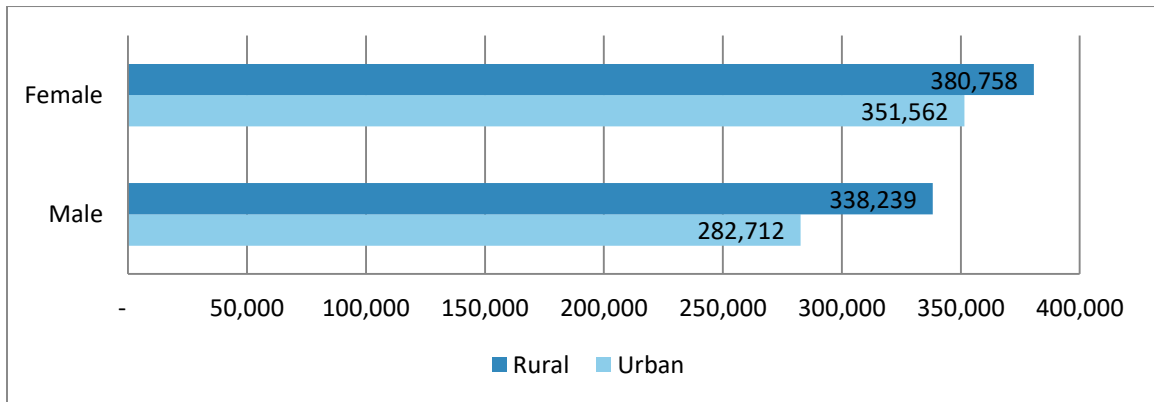
**Table 13 Percentage of seats held by women in the Citizen’s Representative Khurals**

	2004	2008	2012	2016
<b>Aimag level</b>	14.50%	14.70%	17%	12%
<b>Soum level</b>	29.30%	33.09%	0.00%	13%
<b>City level</b>	15%	22.20%	13.33%	18%
<b>District level</b>	26.10%	21.40%	30.20%	19%

Source: Researchers’ calculation of the raw data received from General Election Commission of Mongolia (2017)

- Yet, looking at the voter turn-out data for Mongolia’s General Parliamentary Election and Presidential Elections, **women’s turn-out rate was higher than that of men** both in rural and urban areas. For instance, approximately, 53% of the total voters were women while 47% were men for both elections. The percentage of male voters was relatively higher in rural areas than in urban areas<sup>8</sup>. This indicates that women are not “politically inactive”.

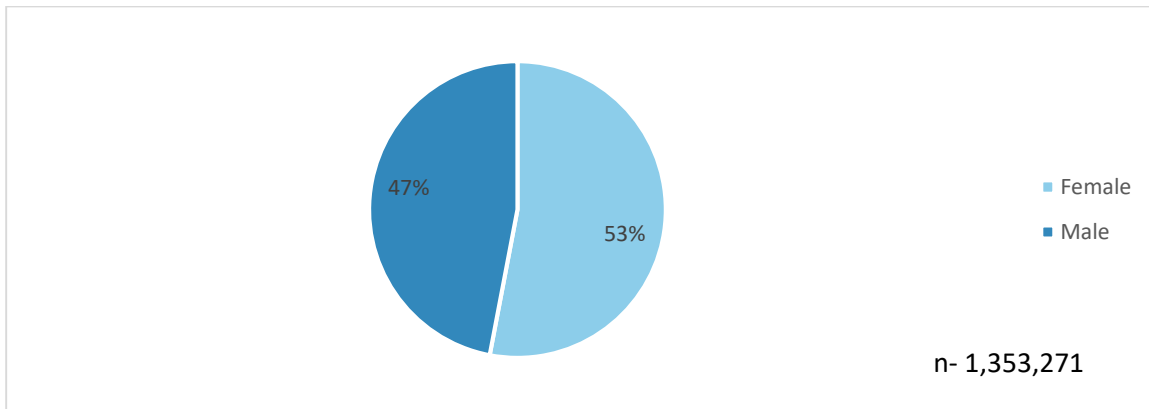
**Figure 9 Number of female and male voters in Presidential Election 2017 by sexes**



Source: General Election Commission (2017), results of first round Presidential election

<sup>8</sup> Raw data obtained from General Election Commission of Mongolia, 2017

**Figure 10. Public participation levels in Parliamentary Election 2016 by sexes**



*Source: General Election Commission (2017)*

When looking at the **voter attitudes toward women**, according to the results of the Seeking Equality in Mongolian Politics survey (International Republican Institute 2016):

- 60 percent agreed that politicians do not listen to the needs and ideas of women
- 67 percent of participants agreed that “political parties should be doing more to nominate and support women candidates for elected offices”
- 66 percent said “political parties should be doing more to promote women to positions of political leadership”.

The evidence mentioned above show that women’s participation in election is not lower than men nationwide but their position in decision-making is lower. As such, it can be concluded that “the application of endowments and opportunities to take actions, or agency” is not sufficient in Mongolia.

## 3 Legal and Regulatory Framework Promoting Gender Equality Mongolia

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### 3.1 International Commitments of Mongolia

Mongolia recognizes international human rights, having ratified the international Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and Mongolia has signed to all of the fundamental labour conventions of the International Labour Organization and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).

The **Beijing Declaration and Platform for Action** of 1995 is a visionary agenda for the empowerment of women. Beijing Platform for Action (BPFA) (1995) was adopted at the Fourth World Conference on Women. It was one of the most comprehensive global policy framework and blueprint for action, which aims to remove all the obstacles to women's active participation in all spheres of public and private life through a full and equal share in economic, social, cultural and political decision-making. Women and Environment is one of 12 critical areas of concern. The document required a strong commitment on the part of the government, local communities, civil society institutions and private sector entities in integrating gender concerns and perspectives in sustainable development and safeguarding of ecosystem (United Nations 1995) .

Mongolia recognizes international human rights, having ratified human rights, environment and gender equality instruments and tools that support Mongolia to develop national laws and regulations in compliance with the required principles. The Government of Mongolia has been pro-actively engaged in the sustainable development agenda at global and national levels (UN-REDD Programme and MET 2017).

Although legislation, policies and national programmes are developed as consistent as possible with international conventions and covenants, reporting and information on implementation of these laws, policies and programs are insufficient. Furthermore, as the report of the Expert Evaluation of Conformity of Mongolian Legislation with International Human Rights Treaties highlights, “it is essential that Mongolia acceded to a treaty affirming the rights of vulnerable groups, however, the domestic legal framework lacks regulations for respecting dignity and vulnerability of these people, which results in complications in implementation of the international treaty” (UNDP and National Human Rights Commission of Mongolia Sep 2011).

This section includes a brief summary of the major international instruments pertaining to gender equality, human rights, including women’s rights as well as environment. Also, the report on ‘Compilation of decisions, subsidiary body reports and adopted conclusions related to gender and climate change by the Secretariat’ of the United Nations Framework Convention on Climate Change (UNFCCC) provides an overview of key decisions made that pertain specifically to gender (e.g. decisions and adopted conclusions in other substantive areas with references to gender) and allows to identify areas of progress, potential gaps, and areas that require further support for implementation (UNFCCC 2015).

**Table 14 Summary of international conventions**

Name of International Conventions	How it addresses gender issues
Universal Declaration of Human Rights (1948)	<p>In Article 1 of the Universal Declaration of Human Rights, all human beings are born free and equal in dignity and rights.</p> <p>For the Article 2, everyone is entitled to all the rights and freedoms set forth in this Declaration, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.</p>
International Covenant on Civil and Political Rights (1966)	<p>In the Article 2.1 of this Covenant, each State Party to the present Covenant undertakes to respect and to ensure to all individuals within its territory and subject to its jurisdiction the rights recognized in the present Covenant, without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.</p>
International Covenant on Economic, Social and Cultural Rights (1966)	<p>The States Parties to the present Covenant undertake to ensure the equal right of men and women to the enjoyment of all economic, social and cultural rights set forth in the Article 3 of this Covenant.</p>
Convention on the Elimination of All Forms of Discrimination Against Women (1979)	<p>The Convention has 6 parts and 30 articles. The Convention includes all issues with regards in taking all appropriate measures and legislations to modify or abolish existing laws, regulations, customs and practices which constitute discrimination against women; ensuring equal rights for women in the field of education, employment, health, family planning and also participation at political, economic and social lives. Article 16 recognises women’s rights to hold property.</p> <p>The distinctive features of this Convention, compared with other human rights treaties of are:</p> <ul style="list-style-type: none"> <li>• This Convention defined philosophy foundation towards women’s rights and regulated all related legislative rights of women.</li> <li>• The Convention identified roles and responsibilities of public institutions to ensure protection of women.</li> </ul>
ILO Convention 111 on Non-Discrimination (1960)	<p>This Convention protects the rights of women and declares and encourage to pursue national policies that are appropriate to national conditions and practice and that promote equality of opportunity and treatment in respect of employment and occupation, with a view to eliminating any discrimination.</p>



Sustainable Development Goals of the United Nations (2015-2030)	Acknowledging the need and value of addressing social exclusion and gender inequality, the SDG Agenda 2030 has committed to “ensuring that no one is left behind” in the effort to help countries promote inclusive growth and achieve the SDGs. The 17 SDG goals recognise that ending poverty must go hand-in-hand with strategies that build economic growth and addresses a range of social needs, while tackling climate change and environmental protection. A standalone goal on gender equality and women and girls’ empowerment (SDG#5) has been created, and gender equality targets are integrated throughout the other goals. The SDG 2030 has also put the spotlight on the importance of “data revolution” in order to collect disaggregated data (by sex, age, etc.) and use it for evidence-based decision-making. Mongolia has adopted the Sustainable Development Vision (2016-2030) that largely align with SDGs.
Convention on Biological Diversity (CBD)	The Convention promotes gender equality and includes specific gender issues in implementing targets of the Convention based on the Aichi Biodiversity Targets and Biodiversity Action Plan of Strategy Protection (2011-2020).  Mongolia became a signatory in 1993, and subsequently the Mongolian Government introduced the National Biodiversity Action Plan in 1996
UN Convention to Combat Desertification (UNCCD) 1996	The Convention recognises to accept the roles of rural women and improve their livelihoods, increase protection and use of natural resources, promote eco-system services, ensure equal participation by improving the skills and capacity of technology transfer.
The United Nations Framework Convention on Climate Change (UN FCCC)	It was adopted at the Rio Earth Summit in 1992 to eliminate human interference and stabilizing greenhouse gases (GHG) concentrations in climate system. It appeals to organise systematic training sessions on gender equality and encourage partnerships.  Parties to the UNFCCC have recognized the importance of involving women and men equally in UNFCCC processes and in the development and implementation of national climate policies that are gender-responsive by establishing a dedicated agenda item under the Convention addressing issues of gender and climate change and by including overarching text in the Paris Agreement.  During the COP 21, the ‘ <b>Lima work programme on gender</b> ’ was agreed by Parties to the UNFCCC and the Parties are encouraged to report on progress made towards achieving the goals of gender balance and gender-responsive climate policy. Furthermore, the Parties are encouraged to include information on how they are integrating gender considerations into their report on their climate policies under the UNFCCC process (UNFCCC 2016, 19)

	<p>“On November 14, 2017 the first ever Gender Action Plan to the UNFCCC was adopted at COP23. Its overall goal is to support and enhance the implementation of the gender-related decisions and mandates so far adopted in the UNFCCC process through a set of specific activities to be conducted within the next 2 years”<sup>9</sup>.</p>
<p>The Kyoto Protocol (the substantial extension to the UN FCCC)</p>	<p>The Kyoto Protocol was adopted in 1997 in Kyoto, Japan, requires elimination of emissions across sectors, particularly, land use and forestry sector.</p> <p>Being active member of the international community and signatory to both UNFCCC and the Kyoto Protocol, Mongolia has shown its commitment and potential to reduce its forest carbon emissions and enhance and sustainable forest management and carbon stocks by becoming a partner country of the UN-REDD Programme in June 2011.</p>

### 3.2 National Laws and Regulations

Although Mongolia's legal and policy frameworks for promoting gender equality and environment and forestry have been improving (e.g. MEGD and SFP 2014; UN-REDD+ 2017). Looking at the evolution of amendments made in relation to forestry and environment indicate that there was a policy shift from an approach centred around the utilisation of forest resources to one based on conservation, protection, reforestation and the social welfare of the citizens of Mongolia ( Reeb, D. and Battistelli, S. 2015). Nonetheless, issues related to gender mainstreaming in the key national policies and programs of environmental sector remain declaratory in nature and implementation has been insufficient. As a case study conducted in 2015 by International Land Coalition and FAO suggest, ‘although there is a clear legal basis governing the use of land and forests, it is imperative to explore more efficient means of managing the forest’ ( Reeb, D. and Battistelli, S. 2015).

Mongolian national laws and regulations related to governance, gender equality, protection, utilisation and rehabilitation of forest and environment are described in this section.

#### Constitution of Mongolia (1992)

The Constitution of Mongolia is the fundamental law specifying democratic foundations of government organisations and Mongolia's sovereignty, specifies the civil, political and human rights of citizens and their duties, defines the structure of the legal system and government, and establishes the relationship between national and local administrative systems (MCA–Mongolia and ESOC 2011, 6).

Social reforms underway since 1990 have consolidated the rights of women, ensuring the gender equality was enshrined in the 1992 Constitution According to the Article 6.1 of Constitution of Mongolia, it indicated that the land, its subsoil, forests, water, fauna and flora and other natural resources in Mongolia shall be subject to people's power and State protection. It is stipulated in Article 14 that: ‘Everyone shall

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<sup>9</sup> [http://www.wecf.eu/english/press/releases/2017/11/GAP\\_PressRelease.php](http://www.wecf.eu/english/press/releases/2017/11/GAP_PressRelease.php)

be free from any types of discrimination based on his/her ethnicity, language, race, age, sex, social status, wealth, employment, position, religious belief, viewpoints and education level'. Also, Article 16 institutes gender equality, stating: 'men and women have equal rights in the political, economic, social, cultural life and family relations' (Constitution of Mongolia 1992).

### **Mongolian National Security Law (2001)**

The National Security Concept of Mongolia was developed in 1993. The National Security Concept states: "The principle of involvement of civil society organizations, private sector and local communities in the activities of protection, cultivation, restoration and monitoring of animals and plants" (MET 2014).

The National Security Law was adopted by the Parliament in 2001 with the purpose of implementing the National Security Concept. The purpose of this Law is to define the participation of business entities, organisations and citizens in the development, implementation and monitoring of national security policies ensuring the principles and national security of Mongolia's national security, and to regulate the relations with respect to national security policies and activities (Article 3).

### **Law on Promotion of Gender Equality (2011)**

The Parliament passed the Law on Promotion of Gender Equality (LPGE) in 2011 and provided legal environment for gender equality and implementation of gender equality in politics, law, economic, social, cultural and family relations. It was significant step in promoting gender equality done by the government.

- This law establishes the legal basis for the creation of conditions to ensure gender equality in the sphere of political, economic, cultural, education, health and also civil service, as well as labour and family relations, and to regulate relations related to their implementation.
- The Law sets out the mandate of the government organisations including central and local government agencies, responsibilities of the government officials and participation of public organisations in promoting gender equality.
- Identifies basic principles of gender equality and regulated that representation of any one sex in the civil service should not be dominant in the Article 10 of this law.
- It provides legal basis necessary for mainstreaming of gender equality into governance. For instance, in the Article 16.1.1 of the law, it includes that "to incorporate gender equality promotion activities in the Economic and Social Development Guidelines and sector development policies and programs, introduce gender sensitive budgeting system, approve and implement gender equality programs and special measures prescribed in Article 7 of this law and have sufficient financing approved for their implementation".

Before 2011, Mongolia lacked a specific law on gender and hence the ratification of the law was a significant step forward in the promotion of gender equality (IFC-World Bank 2013). Nonetheless, many reports highlight the need to strengthen the implementation of the law (e.g. Khan and Aslam 2013, IFC 2013, MCA-Mongolia 2013a).

Although Mongolia has a comparatively comprehensive legislative framework on gender, enforcement of the gender legislation remains weak and inconsistent mainly because of limited accountability and capacity of government institutions for gender mainstreaming, high turnover of the trained government

officials, a lack of sex-disaggregated data in some sectors and use of the data that exists, resulting in gender-blind policy making. (UN-REDD+ Programme 2017) According to the recommendations of the Mongolian-German XIV forum on "Strengthening democracy through women participation in the political decision-making process" in 2016, "it is essential to improve implementation of law and legislations including the LPGE and relevant national programmes on enhancing women's participation in political decision-making and other levels."

### **Law on Development Policy Planning (2015)**

The Law on Development Policy Planning was approved in 2015 by the State Great Hural and all policies and long and mid-term programs implemented by the Government of Mongolia should be subject to follow this Law.

This Law requires a logical and evidence-based linkage between planning, budgeting, implementation and monitoring and evaluation in government policies, laws and programmes. As summarised by UNDP Mongolia, the Law regulates the following relations (UNDP 2014):

- Ensure consistency and coherence of development policy documents at national, local and sector levels
- Develop policy documents based on their rationale and practical need as well as its relevancy to goals and targets of the national long-term development policy
- Define the authorities and responsibilities of government organizations in development policymaking, approving, policy implementation, results-based reporting, monitoring and evaluation
- Ensure that planning is done timely and implementable
- Regulate relations which arise under keeping planning transparent to the public

Furthermore, according to the Law "national development policy will be implemented without any alterations, even during changes in government and political parties can create their action plans so long as they operate within the framework of the national development policy"<sup>10</sup>. As such this Law was an attempt to prevent from frequent changes in national development policies and overlapping of such policies.

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<sup>10</sup> <https://www.news.mn/?id=210596>

### **Environmental Protection Law (In force in 1995, amended in 2002, 2003, 2005, 2006, 2008, 2010, 2012, 2013, 2015, 2016, 2017)**

The purpose of this law is to regulate power and obligations of and relations between the State, citizens, communities, non-government organisations and business entities in the activities of protection of the environment, compensation of damage caused to environment, the proper use of natural resources, and the restoration of available resources.

The Law as amended in 2005, 'allows for the establishment of FUGs which 'conserve specific natural resources, own and use the natural resources in a sustainable manner' ( Reeb, D. and Battistelli, S. 2015). In addition, this Law sets out the legal basis to create co-management system aimed at supporting local communities to solve their social issues, decentralise and transform from policy that have been implemented by the government's permissions and controls to collective participatory forms. Article 19.7 of this law states that the partnership shall protect environment by utilising and possessing natural resources. Article 45 of the Law on Environment Protection included considerations for community participation on natural resource management and economic incentives for nature conservation in article 54 (MEGD and Steppe Forward Programme 2014).

However, this Law does not include specific clauses about gender equality, the roles and responsibilities of men and women regarding environment protection, measures of use and restoration of natural resource.

### **Law on Natural Resource Use Fee (2012)**

The purpose of this law is to regulate relations concerning levying of fees for use of natural resources to citizens, business entities and organizations, determining the amount of funds to be spent on environmental protection and restoration of natural resources from revenues of use of natural resources.

Article 7 of the Law stipulates to impose fees on the all types of timber prepared from forests and fees on all non-timber products such as mushrooms, nuts, resins, firewood, seeds and juice of birch.

The law states that royalty revenue should be collected locally and 85% of royalty fees should be spent on environmental protection and rehabilitation activities.

The law also covers issues of reducing or remitting the fees for utilisation of forest resources. If a ranger in the border areas use timbers with purpose of building his office building, the payer shall be exempt from payment. Citizens, business entities and organisations may be reduced the fees for forest cleaning, stumps, fallen branches and timber harvesting and the discount rate shall be defined by the Government of Mongolia based on the proposal of the central administrative body in charge of nature and environment.

### **Law on Forest (2015, revised version)**

This Mongolian Law on Forest addressed many significant issues and included ownership of planted forests and forest tenures, forest zones and their protection regimes, power, rights and obligations of stakeholders (all levels of government bodies, forest user groups, forest entities and professional forest organization etc.), protection of forest, forest restoration and afforestation, and forest utilisation.

According to Article 4.1 of the Law, forest resources are state property and under the sole authority of the Mongolian people as set forth in provisions 1 and 2 of the Constitution of Mongolia. Also, Article 4.2 indicated that individuals, FUGs or organisations planting trees in the land of their possession through their own means can own the planted forest as prescribed in the legislation.

Article 23 of the Law specifies that timber logging can be done through forest cleaning as set forth in the Article 3.1.15 of this Law by individuals, having obtained relevant permits for household purpose and by FUGs, entities and organisations on their forest tenure, transferred under their ownership through contracts. In the article 39 of the Forestry Law, economic incentives for forest conservation were introduced.

### **3.3 Key Policy Documents**

It is important to note that Mongolia's legislative and regulatory framework for gender issues is relatively improved and gender equality issues are included in key policies and programmes of environmental sector, however implementation of policies and programs is still insufficient.

#### **Mongolia Sustainable Development Vision (2016-2030)**

This Mongolia Sustainable Development Vision 2030 is developed based on Law on Development Policy Planning and is aligned with the concepts of Global Sustainable Development Goals that were approved by UN General Assembly in September 2015.

The SDGs include 17 goals and 169 targets. Mongolia's Sustainable Development Vision has 4 goals and 44 targets and 41 targets of Mongolia Sustainable Development Vision are directly linked with Global SDGs. However, SDG Goal 5 on Achieving gender equality was not directly included in the goals and targets of Mongolia's Sustainable Development Vision but this is reflected in the principles of sustainable social development.

This document is important to ensure coherence between short and mid-term development policies of national, sectoral and local levels and to direct these policies into common goals. This document recognises the importance of "every person's participation in sustainable economic growth processes" and "everyone's equal benefit from gained revenues".

The Vision also promotes gender equality which stipulates that "objectives of the sustainable social development are to ensure gender equality, improve the quality of technical, vocational and education trainings, create quality and environmentally friendly jobs, decrease unemployment, end all forms of poverty, and increase the share of middle-income classes sustainably and consistently"

For the section of environment sustainable development, it included the following objectives: to protect water resources and prevent water shortage, increase drinking water supply and improve the availability of sanitation and hygiene facilities, prevent from natural disaster, reduce the emission of carbon, ensure sustainability of the ecosystem services and improve quality and management of environment.

Aligning with one of the nine principles of the Sustainable Social Development section includes "creation of supportive environment in favor of ensuring gender equality in social spheres and benefitting equally from social wealth." (UN-REDD+ Programme 2017)

### **Action Programme of the Government of Mongolia for 2016-2020**

Action Programme to be implemented for the period of 2016-2020 was developed by reflecting Mongolia's Sustainable Development Vision 2030. The Programme includes numbers of objectives to ensure special policy to overcome economic difficulties, policy to ensure sustainable economic growth, social policy, policy on environment and green growth, and governance policy. Within the development of this Action Program, this is closely linked to sectoral policies. The Programme included objectives 3.3.27 and 5.1.7 to "ensure gender equality and increase representation of women at decision-making level and improve the implementation of the Law on Gender Equality". However, gender issues in the environmental sector have not been introduced to the "Environment and Green Development Policy" of the Action Programme of the Cabinet for 2016-2020.

### **National Programme on Gender Equality (2017-2021)**

National Programme on Gender Equality (2017-2021) was adopted by GoM in 2017 in order to enhance implementation of objectives indicated in the Action Program of the GoM for 2016-2020, Mongolia's Sustainable Development Vision 2030 and 5th goal of the SDGs to advance gender equality, women's and girls' empowerment. The previous National Programme (2002-2015) was adopted in 2002 and prior to that in 1996, the National Program on Advancement of Women (NPAW) was put in place 'to reflect commitments made by the government to the Beijing Platform for Action and concerns of advocacy organizations regarding women's empowerment' (ADB 2005, 60).

The main objective of the current Programme is to promote gender responsive policy and planning, ensure effective implementation of LPGE by developing comprehensive actions with special focus on changing stereotypes towards gender equality and promote gender equality in the social, cultural, economic, political and family. The programme has six main objectives as follows:

- Provide support to equal participation in the sustainable socio-economic development processes and increase opportunities so that both women and men can benefit equally from development gains;
- Foster gender-responsive policy, planning and budgeting processes at national, sector, local and organizational levels;
- Raise awareness and promote advocacy in support of gender education among the general public on women and men's role and participation in their families and society, with the objective to change gender stereotypes nationally;
- Improve gender-responsive structures and mechanisms at national, sector, local, and organizational levels and strengthen relevant capacities;
- Develop comprehensive and systematic preventive and care services that advance the elimination of gender-based violence and discrimination;
- Encourage women's participation in politics and decision-making and improve their leadership skills and opportunities.

The Programme includes activities to study best practices of national and other countries to create green jobs that are equally accessible for men, women and the community and meet their needs, to develop and disseminate guidance on introducing a non-discriminatory, accessible and inclusive approach to anti-

poverty, to introduce gender-sensitive budgeting approaches at the community, sectoral and organisational levels, and to promote sectoral and local gender policy planning and enforcement.

## **Key National Programs and Policy Documents on Environment Sector**

### **Green Development Policy (2014)**

In 2014, through its Green Development Policy, the GoM formally adopted the green economy concept as a vehicle to attain sustainable development and reduce poverty. The Policy aims to resolve multiple challenges of the economic, social and environmental dimensions in a comprehensive and cohesive manner. In other words, this Green Development Policy ensures actions based on Sustainable Development Concepts of Mongolia to protect environment, utilise properly and intend to address socio-economic issues.

The primary goal of the Green Development Policy is to “support development model with valuing the benefits of natural resources, low green house gas and reduced waste”. This goal matched with principles of “adopting advanced technologies with high productivity in each sector”, “encouraging production methods that is natural resource-efficient, i.e. low in green house emissions and pollution” defined in Mongolia’s Sustainable Development Vision. (World Bank 2017) Furthermore, the Green Development Policy is to ensure building conditions for environmental sustainability, so that it will be inherited by future generations who will gain benefits from it in the long-run through participatory and inclusive economic growth.

The “Green Development Policy Implementation Plan” for 2016-2030, was approved by the Government in 2016.

### **Green Development Policy Implementation Plan (2016-2030)**

The Green Development Policy will be implemented in two phases: First Phase: Lay the foundation for green development between 2014-2020 and Second Phase: Transformation to green development between 2021-2030.

It has strategic objectives to promote resource efficient, low carbon production, maintain ecosystem balance, promote green economy and clean technology, green jobs and reduce poverty.

The implementation plan of the policy includes activities to create green jobs, especially in the creation of green jobs among target vulnerable groups (unemployed, disabled and retired people and women) by supporting green job development initiatives through for instances labour services, increasing women’s labour opportunities and productivity through improving access of pre-school education services.

### **State Policy on Forest and the Mid-Term Plan to implement Policy (2017-2021)**

The goal of the Policy on Forest is to ensure the stabilisation of the Mongolian forest ecosystem, to halt the loss and degradation of forest resources, to increase forest area through regeneration and afforestation and to establish sustainable forest management aimed at adequate and sustainable use.



State Policy on Forest outlines number of important actions that forest dependent and non- forest dependent communities can benefit to contribute to SFM through improving the socio-economic conditions of local population by increasing the number of forest products.

The State Policy on forest is implemented in two phases; the first phase shall be implemented from 2015 until 2020 and the second phase shall be implemented from 2020 until 2030. Although this Policy was reflected in the Mongolian Law on Forest and Environmental Protection, there is no action included or specific mention in the Policy to promote gender equality, provide equal opportunity for men and women, and improve conditions to benefit from and utilise forest.

According to the analysis report of Social Inclusion and Gender Dynamics, sustainable management of ecosystems and biodiversity remains a concern, and institutional responsibilities, and monitoring and enforcement procedures are inadequate. Lack of sufficient resources, efficient monitoring systems, and high-resolution remote-sensing technologies, and awareness of local government staff also pose logistical problems for implementation in Mongolia, given the country's dispersed population. (UN-REDD+ Programme 2017)

#### **National Biodiversity Programme (2015-2025)**

The Program was approved by the Resolution No.325 of the Government of Mongolia in 2015. With the approval and adoption of the "Aichi -20 Biodiversity Targets" at the 12th Meeting of the Conference of the Parties to the Convention on Biological Diversity, a recommendation to the parties was made concerning updating national strategic action plans to reflect the goals agreed upon during the conference. Previous National Strategic Action Plan for the Protection of Biodiversity (1996) was updated due to needs to develop a National Strategic Program that complements the Aichi-20 targets adopted by the Convention and the environmental sector policy coordination (MEGD and Steppe Forward Programme 2014).

The current National Biodiversity Programme includes 4 strategies, 14 goals and 29 objectives. Its Objective 14 states to "**ensure that agriculture and forestry are carried out in ways compatible with biodiversity conservation**". The National Biodiversity Action Plan acknowledges that unsound practices have caused decreases in forests and grasslands, reducing productivity and biodiversity. Actions are focused on **adopting new forestry practices that ensure sustainability** and help to conserve Mongolia's biodiversity<sup>11</sup>. A number of bans on cutting any remaining primary forest and clear-cutting as well as support for solar and wind energy to remove pressure for firewood are addressed. Similarly supports for ecologically sound agricultural practices are highlighted.

Target 5 states that "by 2020, the rate of loss of all-natural habitats, including forests, is at least halved and where feasible brought close to zero, and degradation and fragmentation is significantly reduced.

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<sup>11</sup> In this respect for example, the Green belt project is being implemented in 3 stages between 2005- 2035. Implementation involved tree plantation: 16 provinces with 253 ha in 2010, 365 ha over 15 provinces in 2011, 256 ha over 15 provinces in 2012 and 106 ha across 14 provinces in 2013 (MEGD and Steppe Forward Programme 2014)

It can be seen that the Policy is focused on conservation of forests and ensuring biodiversity but there were few mentions about promoting **adopting new forestry practices**. However, so far it is not clear which new forestry practices are being implemented. Furthermore, many actions and interventions were included in the National Biodiversity Programme according to its goals and objectives, there is no specific action to promote equal participation of the Programme stakeholders and beneficiaries identified.

### **National Action Programme on Climate Change (2011-2021)**

The National Action Programme on Climate Change (NAPCC) is implemented within the framework of the fifth priority *“to create a sustainable environment for the development by promoting capacities and measures on adaptation to climate change, halting imbalances in the country’s ecosystems and protecting them”* of the Millennium Development Goals based Comprehensive National Development Strategy of Mongolia (2007-2021) (which was approved by the 12<sup>th</sup> Resolution of Parliament in 2008 but become invalid due to the 19<sup>th</sup> Resolution of Parliament on 5 February 2016).

The goal of the NAPCC is to ensure ecological balance, development of socio-economic sectors adapted to climate change, reducing vulnerabilities and risks, mitigating greenhouse gas emissions and promoting economic effectiveness and efficiencies and implementation of green development goals.

This Programme has 5 strategic objectives and the fifth objective is to **conduct public awareness raising** activities and support citizen and communities in participating climate change mitigation and adaptation actions. It also states in the objective that *“to implement projects and programmes aimed at supporting activities to improve livelihoods among vulnerable groups (female-headed households and poor families, etc.), reduce poverty and increase green jobs in climate change”*. However detailed activities on how to support livelihoods of these groups and reduce poverty is not defined clearly. As indicated, these activities are taken by the Ministry of Labor and Social Welfare and MET.

The implementation of the Objective 5 was briefly mentioned in the report of the MET to Cabinet Secretariat as follows, *“the activities under the 5th objective of the programme have been implemented consistently across all levels.”* (MET 2017). There are no details as to which activities were organised and how gender-responsive and sensitive these activities were.

### **Environmental Sector Gender Strategy (2014-2030)<sup>12</sup>**

As set in the Mid-term Strategy and Action Plan of Government of Mongolia to ensure implementation of Law on Promotion of Gender Equality (approved in 2013), Government commitment to mainstream gender across sectors and at local levels are recognized through promotion and facilitation of adopting Sector Specific Gender Strategies. According to this, the Ministry of Environment and Tourism approved its Sectoral Gender Strategy. Adopted by Parliament in 2014, it became a pioneering initiative on sector specific strategy demonstrating gender mainstreaming effort in the environment sector. In order words, this was the first time for Mongolia to develop sectoral gender strategy.

Green Development Policy is the priority focus of environmental sector therefore Environmental Sector Gender Strategy is the key policy document to implement sectoral policy programmes and activities by

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<sup>12</sup> Please see Part 2 of this Report for detailed assessment of the first phase implementation of this Strategy.

linking with socio-economic objectives in a comprehensive way. This strategy aims to support green development which promotes equal participation of various social groups considering their specific development needs, providing equal access and utilisation of natural resources. The Strategy also includes realising the importance of “reflecting 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”. During the development process of the Strategy, necessary steps were taken by MET to establish Gender subcommittee and appoint a Gender Specialist within the Ministry. The first Phase of the Environmental Sector Gender Strategy (2014-2016) stipulates that gender-sensitive legal environment and policy planning will be applied to the environmental sector.

#### **Joint statement on forest**

Tenure processes for forest patches planted with own investment (article 4, 4.2.) was introduced. The statement A-96 / 71 on afforestation planning, managing and financing the forest industry, estimating, purchasing and owning cultivated forest was enacted by the MEGD and Minister of Finance in March 29, 2013. One aim of the statement is to encourage citizens to plant forest on their own land with their own investment to improve stewardship (MEGD and Steppe Forward Programme 2014).

### **3.4 National Mechanisms to Promote and Implement Gender Equality**

Since the 1990s, Mongolia has shown several developments and advancements in establishing legal basis for creating national mechanisms for the promotion of gender equality and entrenching these mechanisms in the state apparatus as part of the democratisation process. As described in previous sections of this Chapter, Mongolia is considered as having necessary legal and policy environment for promoting gender equality and outlines the mandates, roles and functions of state organisations.

In explaining the national mechanisms, we follow the analytical of four major indicators: (1) type of structure and location, (2) role/function; and (3) resource as used by Dr Rounaq Jahan in her report on ‘Strengthening National Mechanisms for Gender Equality and the Empowerment of Women: A Global Synthesis Study’ ( United Nations 2010).

#### ***National machinery for gender equality: NCGE structure and location***

The LPGE (2011) outlines the national machineries and other mechanisms involved in promoting and implementing gender equality. Gender equality mechanisms in Mongolia are primarily set up at the executive branch.

The national machinery for promoting gender equality which is the NCGE was established in 2005 to serve as the central policy-coordinating body of the Government. It was located directly under the Prime Minister’s Office and was responsible for the coordination and monitoring of the implementation of LPGE and its midterm strategy 2013-2016 as well as the National Programme on Gender Equality (2017-2021). NCGE is responsible for integrating gender perspectives in legislation, public policies and programmes (B.Tsolmon and A.Dolgion 2014).

However, as part of the government restructuring and cuts in expenditure, the Government Resolution #382 was passed in 2014 which includes a clause dissolving NCGE’s status to a Secretariat status under

the Minister of Labour and Social Protection<sup>13</sup> (UNDP and IRIM 2016). This was seen as a major step back (e.g. the National Forum held on Gender and Development in 2018 highlighted this dissolution is a step back). In the Latin American region for instance, the national machinery for gender equality was under specific ministries in the 1980s and 1990s whereas most countries in the region now have the national machineries located high in the governmental hierarchy like in the case of Honduras in which the head of the machinery, the Minister participates in cabinet meetings.

In terms of composition, NCGE consists of 29 members. It has a Secretariat consisting of four staff and it is located under the Minister of Labour and Social Protection. The Secretariat is responsible for running daily operations of NCGE and coordinating with other government bodies. To have representation in sectoral ministries, Article 19.1.4 of LPGE depicts that the sectoral government agencies/ministries are responsible for establishing “advisory gender councils or committees and to approve their composition and statutes”. Accordingly, MET for instance, has established its Gender Council in 2014 and re-established it in 2017 with new composition by the Ministerial Resolution. Gender Council located at each ministry or municipal/local level comprises of heads of departments and typically has one gender focal point who acts as secretary to the Council.

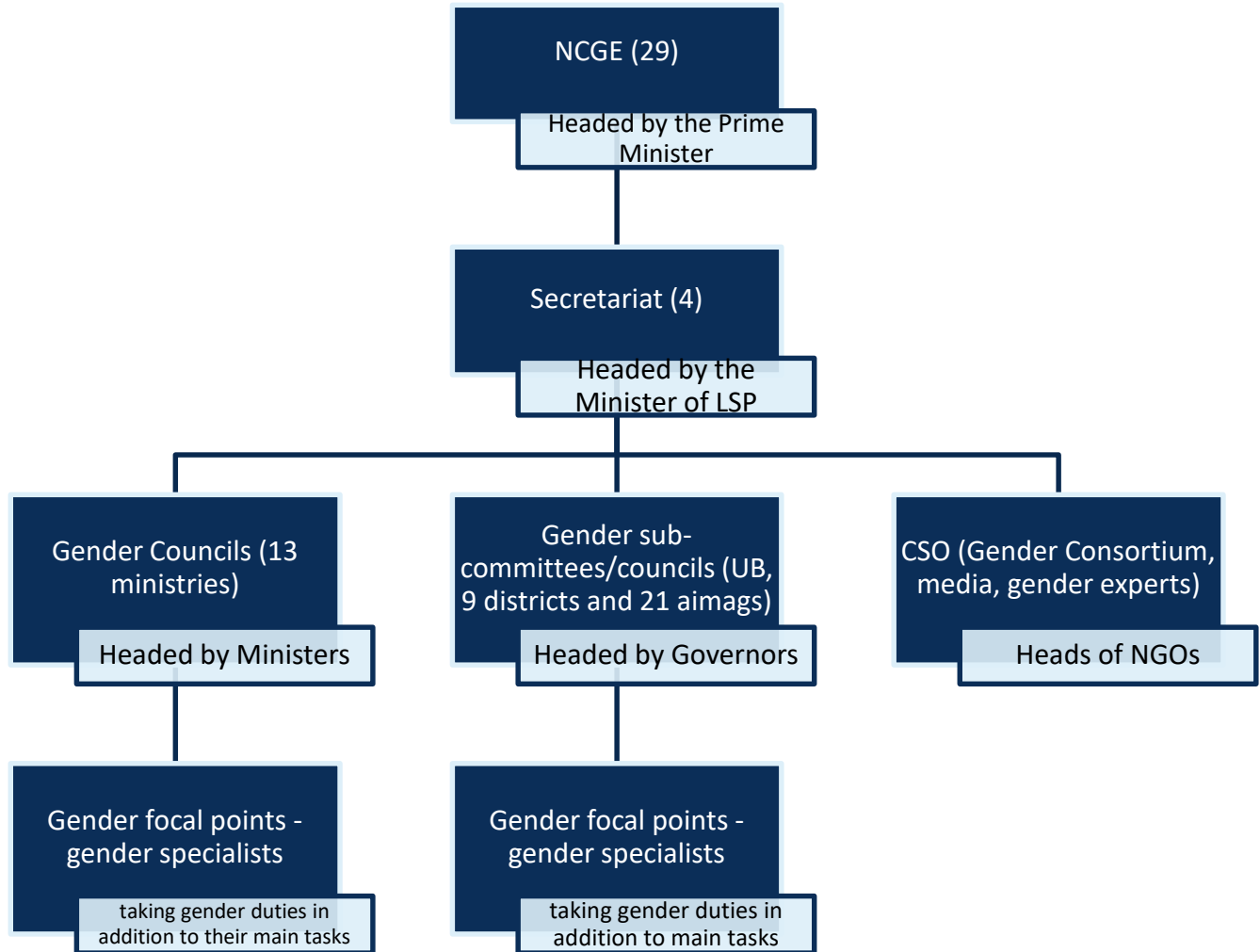
The composition and membership of NCGE, including the non-government members are defined by Prime Minister’s Decree. However, it should be noted that NCGE general meeting did not take place in recent years and hence the participation of CSOs in the NCGE operations is not directly secured (key informant interview with officials).

As of 2016, NCGE structure can be seen from Figure 11. The latest composition of NCGE was approved by the Government Decree #27, 2017.

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<sup>13</sup> At the time called Minister of Population Development and Social Welfare

**Figure 11 NCGE Structure**



Source: (T.Enkhbayar 2017)

**Functions and responsibilities**

The NCGE Secretariat is responsible to (according to Article 18.3.1 of LPGE) to coordinate and organise activities on the formulation, implementation, and monitoring of gender policies, programs and special measures. Article 18 of LPGE lists the mandate and functions of NCGE in detail.

Article 19 of this law states power and duties of central and local government agencies with regard to ensuring gender equality and also this Article includes establishment of advisory gender councils or committees and approval composition and statutes of these advisory gender councils or committees. Article 20 details the mandate of local self-governance bodies of all levels in the promotion of gender equality, Article 21 the mandate of the Civil Service Council with regard to promoting gender equality and Article 22 the participation of organisations of the public in promoting gender equality.

Summary of functions and responsibilities of state organisations are provided in Table 15 based on the review and compilation of LPGE, Law on Statistics (1997 and 2016) and the law of the National Human Rights Commission of Mongolia (2000). Laws on Development Policy and Planning (2015), General Law on Public Administration (2015) are also relevant for the responsibilities of each agency.

As can be seen from the table, role and functions of agencies in relation to reporting and M&E are clearly defined. However, they are not clear in terms of planning and budgeting despite recent improvements and efforts in integrating planning and reporting. This finding is in line with other study findings which point out lack of RBM system within the governance system in Mongolia (e.g. World Bank, 2010; UNDP, 2013). Involvement of experts, CSOs and academia in translating the research and M&E findings into policy briefs and options is weak (UNDP and IRIM 2016).

**Table 15 Role and functions of state organisations to implement LPGE**

Organisation	Planning	Budgeting	Implementation	Reporting/M&E
<b>Parliament (State Great Khural)</b>	<p>The agencies under the Parliament are standing members of NCGE and responsible for coordinating their activities with respect to LPGE.</p> <p>15.1.1. ensure that state policies and legislations are defined in a gender equality and rights-based manner;</p> <p>15.1.2. improve the legal framework to ensure equal rights and equal opportunities for men and women by strengthening the national legislation in compliance with the principles and norms of gender equality established by this law, other relevant laws and international treaties of Mongolia.</p>	<p>15.1.3. approve funds sufficient for the achievement of objectives and results on the gender equality in the economic, social, legal and other state policies adopted by this law, other relevant laws and international treaties of Mongolia</p>	N/A	<p>The State Great Khural discuss the report of Government of Mongolia on the implementation and results of the gender equality policies and activities every two years and make conclusions based on its implementation.</p> <p>15.1.4.a) by the Government on the implementation and results of its gender equality promotion activities;</p> <p>15.1.4.b) by the Human Rights Commission on the implementation of the gender equality legislation and resolution of gender discrimination complaints;</p> <p>15.1.4.c) by the Civil Service Council on the state of gender equality in the civil service, and the progress and results of the implementation of measures to prevent gender discrimination including sexual harassment;</p> <p>15.1.4.d) country report on the implementation of the CEDAW</p>
<b>National Human</b>	To put forward proposals on any human rights-	N/A	13.2.1. To conduct research on human rights issues and	The Commission is charged with monitoring over the implementation of the

Organisation	Planning	Budgeting	Implementation	Reporting/M&E
<b>Rights Commission</b>	<p>related issues (according to the Law on NHRC)</p> <p>13.1.2. To put forward recommendations and/or proposals on whether laws or administrative decisions are in conformity with the key human rights principles;</p> <p>13.1.3. To put forward proposals on the implementation of international human rights treaties and/or drafting of Government reports thereon.</p> <p>18.1. Commissioners may participate in the advisory capacity in sessions of the State Great Khural or in meetings of the Government Cabinet at the request of the Speaker of the State Great Khural or the Prime Minister</p>		<p>provide necessary information;</p> <p>13.2.2. To collaborate with the international, regional and other national human rights institutions;</p> <p>13.2.3. To produce reports on the human rights situation in Mongolia;</p> <p>13.2.4. To increase public awareness about the laws and/or international treaties relating to human rights;</p> <p>13.2.5. To promote human rights education activities;</p> <p>13.2.6. To encourage ratification of and/or accession to the international human rights treaties.</p>	<p>provisions on <b>human rights and freedoms</b>, provided in the Constitution of Mongolia, laws and international treaties of Mongolia</p> <p>20.1. The Commission shall submit to the State Great Khural a report on the human rights situation in Mongolia within the first quarter of every year.</p>
<b>National Statistics Office</b>  (Mandate of the NSO is stipulated in the Law on Statistics (1997 and the latest revised version on 21 July 2016). Article 11 of	To carry out short, medium and long-term forecasting, models, research and analysis on society and economy of the country.	N/A	<p>Ministries, agencies, other government and local administration organisations shall be responsible for producing relevant statistics.</p> <p>Ministries shall have a unit responsible for sectoral statistics in their structures.</p>	<p>The National Statistical Commission shall report its annual activities and performance to the State Great Khural. Article 12 is on the National Statistical Commission of Mongolia and its mandates. The functions of NSO include:</p> <p>4. To authorize and approve indicators, methodologies and instructions of administrative statistics, assess data coverage and accuracy in order to eradicate</p>

Organisation	Planning	Budgeting	Implementation	Reporting/M&E
the Law details the structure of statistics authority.				<p>duplication of administrative and official statistics and ensure comprehensiveness of methodologies. / This paragraph was added by the Law of April 23, 2004 /</p> <p>11. to disseminate results of official statistical data and surveys to users and ensure transparency of statistical data.</p>
<b>Civil Service Council</b>	N/A	N/A	21.1.2. to introduce norms and standards aimed at maintaining the civil service free from gender discrimination and to provide local offices referred to in Article 18.4 of this law with professional and methodological guidance	<p>21.1.1. to set up a structure that compiles sex disaggregated statistics for civil service and to provide the State Great Khural, the President, the Cabinet and other interested parties with this data and information</p> <p>21.1.3. to oversee the complaint resolution on gender discrimination within the civil service;</p> <p>21.1.4. to monitor enforcement of Articles 10.1, 10.3, 10.4, and 11.3.2 of this law.</p> <p>21.2. To have the State Great Khural review the report and to organise implementation of the recommendations</p>
<b>Government</b> Article 16 of LPGE stipulates the mandate of the Government (Cabinet) with regard to promoting gender equality.	Article 2. The Government shall adopt programmes and plans on step by step implementation	16.1.3. take measures to create human and financial resources to formulate and implement gender sensitive development policies	<p>Implementation through NCGE and central and local government agencies</p> <p>16.1.6. adopt directives, procedures and recommendations within its function to promote gender equality</p>	<p>16.1.7 Report to the State Great Khural on the implementation and results of the gender equality policies and activities</p> <p>16.1.2 Create conditions for compilation of sex disaggregated statistics, to have gender equality assessments carried out, to disseminate the findings to customers and the public</p> <p>Reviewing reports submitted by government agencies on programmes to promote</p>



Organisation	Planning	Budgeting	Implementation	Reporting/M&E
				gender equality (through Cabinet Secretariat)
<b>NCGE</b>	18.3.2. to define economic and legal measures necessary for the implementation of the gender equality policy and to provide professional and technical guidance and advise in carrying out of these measures	N/A	18.3.8. to coordinate establishment of a gender database and an integrated information network and to organise dissemination gender data and information; 18.3.9. to ensure participation of the public, private sector and citizens in the promotion, strengthening and protection of gender equality; 18.3.10. in cooperation with organizations of media, the public and private sector to organise activities that familiarize and propagate the gender equality legislation and policies to business organizations and the public and to report on outcomes of such activities.	The National Committee on gender shall report to the Government  18.3.15. to prepare and submit to the Government reports on the implementation and results of the gender equality policies, legislation and programs  18.3.15. to prepare and submit to the Government reports on the implementation and results of the gender equality policies, legislation and programs  18.3.11. to review and to make recommendations on reports by its local branches
<b>Central and local government agencies (and Gender Councils)</b>	19.1.1. To introduce a methodology to incorporate gender considerations in local and sectoral policies, general strategies, programs and projects; to conduct gender analysis of drafts of these documents and review and comment on their reports  10.1.4 The agency shall develop policies and take	Introduce gender sensitive budgeting system (through Ministry of Finance)	16.1.5. adopt and implement civil service standards that prevent from gender discrimination in activities and workplaces in public administration  19.1.4. to establish advisory gender councils or committees and to approve their composition and statutes  19.1.6. to conduct gender training and	The central government authority shall submit an annual report on the implementation and results of gender equality activities to the NCGE by the 10 <sup>th</sup> February of each year  19.1.3. to submit to the Cabinet the gender sensitivity assessment reports and recommendations of the draft sectoral policies, plans, and programs  19.1.8. soums and districts to submit annual reports on gender equality in staffing of central and local government

Organisation	Planning	Budgeting	Implementation	Reporting/M&E
	<p>measures aimed at ensuring a balanced gender ratio of 40:60 based on special programs and/or action plans.</p> <p>10.3. In a case of predominance of one sex among the staff of a state or public budget organization, the organization shall in its human resource policy incorporate and implement special policies and measures aimed at ensuring a balanced gender ratio 40:60.</p>		<p>awareness raising programs within the sector/locale;</p> <p>19.1.7. to organise the measures in a manner that fits the context and needs of the sector or locale</p>	<p>agencies to aimag and capital city by the 10<sup>th</sup> of January, and the latter to submit the report to the NCGE by the 10<sup>th</sup> February of each year</p> <p>19.1.2. to compile local or sector-wide sex-disaggregated statistics and to assess the state of gender equality and policy impacts</p>
<p><b>Municipal and local levels</b></p> <p>Aimag and Ulaanbaatar city CRHs</p>	<p>20.1.1. to incorporate state gender policies and regulations in local economic and social development policies and to monitor their implementation</p>	<p>20.1.2. to allocate funds from local budgets for activities on promoting gender equality within their respective territories</p>	<p>20.1.3 to support the activities and to develop cooperation with all organizations, economic entities and citizens on promoting gender equality</p>	<p>The <i>aimag</i>, capital city, <i>soum</i> and <i>duureg</i><sup>14</sup> CRHs shall review the reports by respective level governors on the implementation and results of gender equality and human rights legislation and to inform the public on the review results</p>

Participation of non-government organisations are also included in LPGE, specifically in Article 22 on Participation of organisations of the public in promoting gender equality.

- 22.1.1. to participate in formulation, implementation and monitoring of the state policies, legislations and other decisions on gender equality and to protect the violated rights of citizens;
- 22.1.2 to obtain gender related information and financial, technical and other support from the government;
- 22.1.3. to express their position on the state of gender equality in the country.
- 22.2. Pursuant to the article 19 of the Law on Government, nongovernmental organizations may perform, on a contract basis, specific duties of governmental agencies with regard to ensuring gender equality.

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<sup>14</sup> district

## Resources

Although human resources are available through gender focal points at ministries and district levels, most of the sub-councils are not proactive in integrating gender elements into their sectoral policies and programmes, largely due to a poor understanding and awareness of the relevance and importance of gender integration at the managerial level in particular<sup>15</sup>. Furthermore, as gender focal points are more likely to be non-professionals, and have frequent turn-over, they take over gender duties in addition to their main tasks weak capacity remains a key concern (B.Tsolmon and A.Dolgion 2014).

During our assessment of the Environmental Sector Gender Strategy, it was revealed that there is lack of leadership in achieving the gender agenda at ministerial and local levels. Political will has been uneven and adequate resources generally lacking, which has limited the capacity of national machinery's efforts to impact ( United Nations 2010). The current mechanism of allocating only one gender focal point/Secretariat within each district or ministry has been proven ineffective. It prevents the gender agenda from being mainstreamed at all levels of government operations and policies as it is seen that this one focal point is responsible for "taking care" of all gender issues related to the given sector. For example, in the case of MET, only annual budget expenditure item dedicated to gender related activities was the salary bonus of the gender focal point for performing additional tasks of coordinating gender issues within the Ministry.

Before the dissolution of NCGE as an agency directly under the Cabinet, the budget allocation was as follows. As can be seen from the table, budget expenditure was increasing steadily each year. However, data for the NCGE Secretariat budget since 2015 (which should be reported by the Ministry of Labour and Social Protection) was not publicly available.

**Table 16 Government expenditure on NCGE**

	2012	2013	2014
<b>NCGE</b>	86.1 million MNT	108.4 million MNT	134.6 million MNT

*Source: State Budget Law 2017, Annex 11 (Parliament 2016)*

In 2017, Mongolia received IMF's Extended Fund Facility Programme of about \$440 million to restore economic stability and debt sustainability. This had implications on restructuring/merging of government agencies and cuts in expenditure on activities such as staff training and research.

As such, the institutional mechanisms lack the necessary authority, visibility, political recognition, necessary funding and human resources, and that their action is not fully supported by political power at the different levels of its exercise (Kyslytsya 2014).

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<sup>15</sup> Please see Part 2 of this report for detailed assessment.

## 4 Gender situation analysis of the forestry sector

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### 4.1 Forestry sector in Mongolia

Mongolia's forest importance is seen from the fact that the country occupies tenth place by area of forestland and first place by forest area per capita in the Asian region. Mongolia has a 12 percent forest cover with about 15 million hectares (FAO 1998).

Although the majority of the rural population of Mongolia relies on nomadic pastoralism for their livelihoods, many also rely on forest resources (Reeb, D. and Battistelli, S. 2015). Mongolia's forest resources have been utilised for a wide variety of purposes; these include providing household needs, as well as those in industrial sectors such as construction, energy, mining and agriculture (Ykhanbai 2010).

The history of industrial development in Mongolia records that the forest and wood working industry was officially established in 1924, one of the first industries to commence, and has been operating for around 90 years up to now. However, the socio-economic transition coupled with decentralisation and restructuring of government system after the 1990s resulted in broad changes in the forestry sector, mostly characterised by the weakening of government institutions for forest management which resulted in illegal logging and forest destruction (Reeb, D. and Battistelli, S. 2015).

#### Forest's environmental function and threats of deforestation

Mongolia's forests are mainly located in the northern parts of the country along the Russian border forming a transition zone between the Siberian taiga forest and the Central Asian steppe zones. The forested areas of Mongolia can be divided into two broad types: the northern coniferous forests of the forest steppe, boreal forest and mountain zones, and saxaul forests of the southern desert and desert steppe. Mongolia's principal tree species are *Larix sibirica*, *Pinus sylvestris*, *Pinus cembra*, *Picea obovata* and *Betula* spp. Mongolia's most important forest industry regions are the Selenge province and Ulaanbaatar city (FAO 1998).

Mongolian forests deliver critical environmental services such as preventing soil erosion and land degradation, regulating the water regime in mountainous areas, maintaining permafrost distribution and create habitats for forest wildlife and biodiversity (Reeb, D. and Battistelli, S. 2015). Accordingly, 58% of the total forest resources of the country belong to special and protected forest areas (WWF 2002).

Mongolia has registered more than 600 species of medicinal herbs, more than 1000 species of nutritional herbs, over 200 species of herbs for food and more than 200 species of technical herbs and most of these herbs are found in forests (Ykhanbai 2010). A list of the major non-timber forest products and uses in Mongolia includes:

- Fruits and nuts
- Cones
- Mushrooms
- Medicine herbs, raw materials
- Herbs for food
- Other herbs, raw materials

- Wild animals
- Bark for various users
- Saps and pitches (tapped)
- Animal grazing
- Hay making

According to the MET's data information, the forest area has decreased by 1.2 million ha in the last 20 years which is 10.8% of its forest cover. The annual logging volume was on the level of 2.5 million cubic meters in the 1980s. The MET reduced the annual allowable cut to one million cubic metres to control deforestation in 1990.

The primary reasons for deforestation according to the FAO Mongolia Forestry Outlook Report by Ykhanbai (2010, 19-21; 41) are listed below:

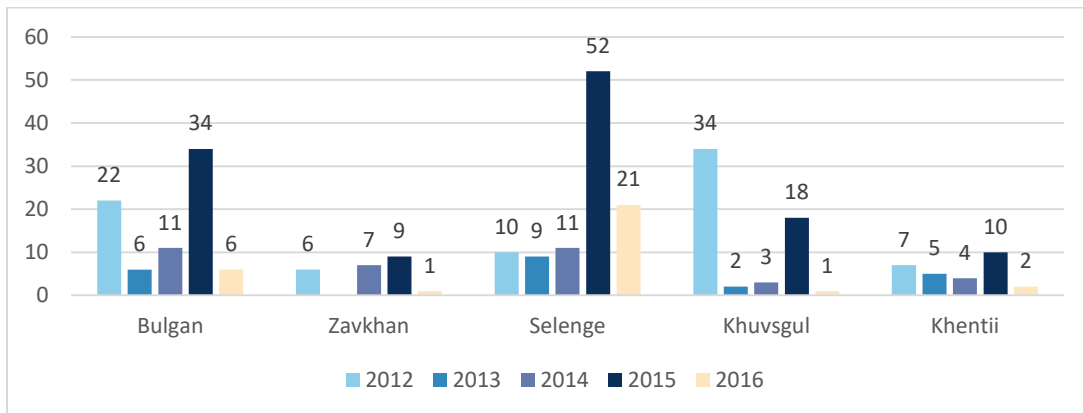
- **Illegal logging:** 'Between 36 percent and 80 percent of Mongolia's total timber harvest is categorised as illegal' often logged for both construction wood and fuel wood purposes. The report further states 'fuel wood currently constitutes between 65 percent and 80 percent of the total wood harvest and is used by many poor rural and urban households for both cooking and residential heating'.
- Interviewed forest companies in Selenge province confirmed that illegal loggers are still active and supply timbers to the wood market but inspections towards the illegal logging is low. Illegal logging in Mongolia can be broadly divided into three types (Ykhanbai 2010):
  - securing basic subsistence needs
  - enhancing livelihoods; and
  - commercialising illegal logging.
- **Animal grazing** on the edges of forest areas often exceeds ecological carrying-capacities and negatively impacts on forest regeneration;
- Another important factor that impacts negatively on forest ecosystems in Mongolia is **forest fire**. Since 1990, 6.47 million hectares have been damaged by forest fire. Forest fires annually damage an average of about 500 000 hectares of forests. The frequent fires damage and destroy newly planted forest areas, have adverse effects on river flows and generate forest soil erosion. Increasing forest degradation is increasing the potential and likelihood of forest fires;
- A combination of factors, led by forest fires and creation of young and new growth forests are increasing vulnerability to **infestations** by harmful forest insects. Forest insects in Mongolia eat leaves, needles, stems and bark are causing increasing damage in Mongolian forests.
- **Increased mining activities:** In 2009, State Great Khural passed a law to prohibit mining exploration in forest areas<sup>16</sup> and in areas adjoining river basins which resulted in wide debate in Mongolia. Mining threats include gold extraction in northern parts of Mongolia (including illegal artisanal mining). The mining sector in Mongolia accounts for about 20 per cent of the country's

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<sup>16</sup> Law on Prohibition of Mineral Exploration and Mining Operations at Headwaters of Rivers, Protected Zones of Water Reservoirs and Forested Areas

GDP and over 80 per cent of total exports. “Sustainable Development Vision—2030”, sets forth development objectives including devoting priority importance to the mining industry, establishing transparent and responsible mining, ensuring local community engagement for environmental sustainability, ensuring environmental rehabilitation is made according to international standards, protecting pristine nature and bio-diversity and maintaining eco-system service sustainability (UNDP and IRIM 2016). Nonetheless, the environmental harm caused by mining and weak capacity to enforce environmental laws and regulations are highlighted (PAGE 2014).

**Figure 12 Number of forest fires (duplicated number) by aimags**



Source: National Statistical Office 2017(NSO)

To mitigate this risk, annually 6,000-8,000 hectares are reforested by state and private companies. About 50,000 hectares have been planted in the last 20 years, but parts of the cut-over and burned areas are regenerating naturally reducing the total losses. Even if some areas regenerate naturally after logging, the situation is not satisfactory (Ykhanbai 2010).

**According to the Forest law of Mongolia the logging enterprises are responsible for the regeneration of cutting areas.** Also, the Law indicates that citizens, FUGs and forest companies shall undertake forest restoration and reforestation activities in areas damaged by fire, defoliating insects, diseases and logging through the government order, arranging finance from national and local budgets, domestic and foreign aid, donations and self-financing. But integrated data information on how many areas are regenerated annually by citizens, FUGs and private companies is missing. In general, the laws and regulations are ineffective if the economic base is unclear or missing.

The current regeneration method consists of piling and burning of logging waste, manual site preparation and planting of bare-root seedlings. The nursery-grown seedlings are 2-3 years old. The most common planted species are pine and larch. The development of forest regeneration will require extensive research, which should be done simultaneously with the development. Foreign know-how and financing would be necessary to get the development started (Ykhanbai 2010).

According to the Law on Natural Resource Use Fee (2012), revenue from such fees are collected at the local level and contribute to local budget. Of the collected revenue, at least 85% of forest resources usage fee, 30% of soil resources, 35% of water and springs, 50% of wildlife and 15% of plants fee must be spent on nature rehabilitation.

### Forest's economic and social function

Looking at the target aimags' GDP structure, for each aimag except Selenge aimag, agriculture is the leading sector followed by industrial sector and construction.

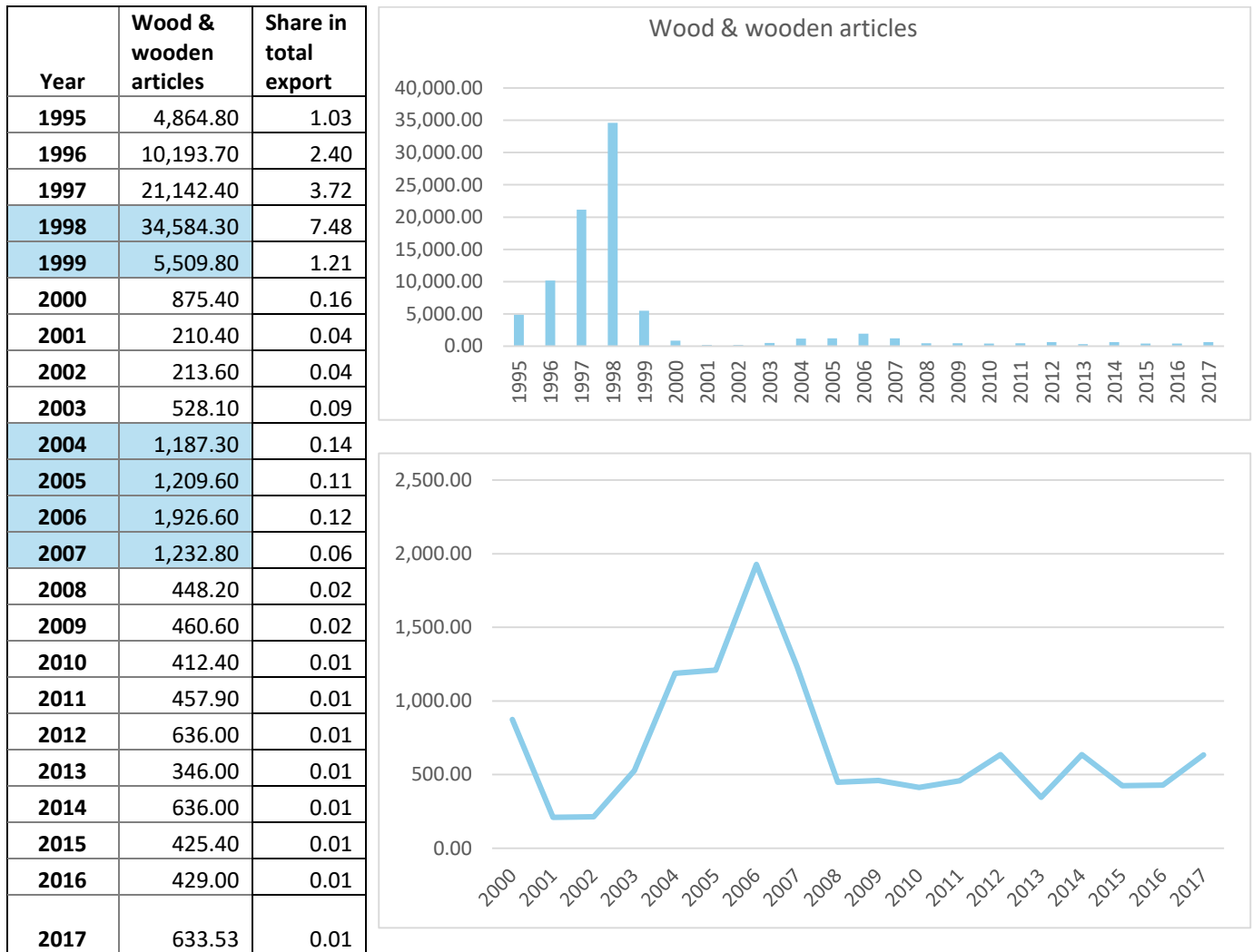
**Table 17 Aimags' GDP structure, 2013**

Aimags	Agriculture	Industrial sector and construction	Trade, hotel and restaurant	Transportation and communication	Finance and other business activities	Other services
Bulgan	65.9%	15.3%	1.4%	0.9%	4.7%	11.8%
Zavkhan	63.9%	13.4%	2.8%	1.6%	5.2%	13.1%
Selenge	33.7%	43.6%	4.7%	2.9%	5.8%	9.3%
Khuvsgul	50.9%	17.5%	8.9%	2.6%	6.3%	13.8%
Khentii	61.3%	13.6%	5.0%	1.1%	5.4%	13.6%

Source: Statistical Bulletin of Aimags, 2014

**Export of wood and wooden products.** In the 1990s, large volumes of timber were exported from Mongolia, predominantly to the growing market in China. In 1990s, official regulation such as export licenses was not enforced leaving illegal logging and under-declaration of loads in order to evade license fees, customs duties, and income tax. To reduce this negative impact, GoM introduced a ban on the export of timber in 1999 (World Bank 2006, 7). The table below indicates a sudden drop in export of wood and wooden articles starting from 1999 dropping from 34,584 thousand USD in 1998 to 5,509 thousand USD in 1999 and 875.4 thousand USD in 2000. Furthermore, period between 2004 and 2007 saw an increase in export of wood and wooden articles.

**Figure 13 Exports by commodity groups (US dollar, thousands)**

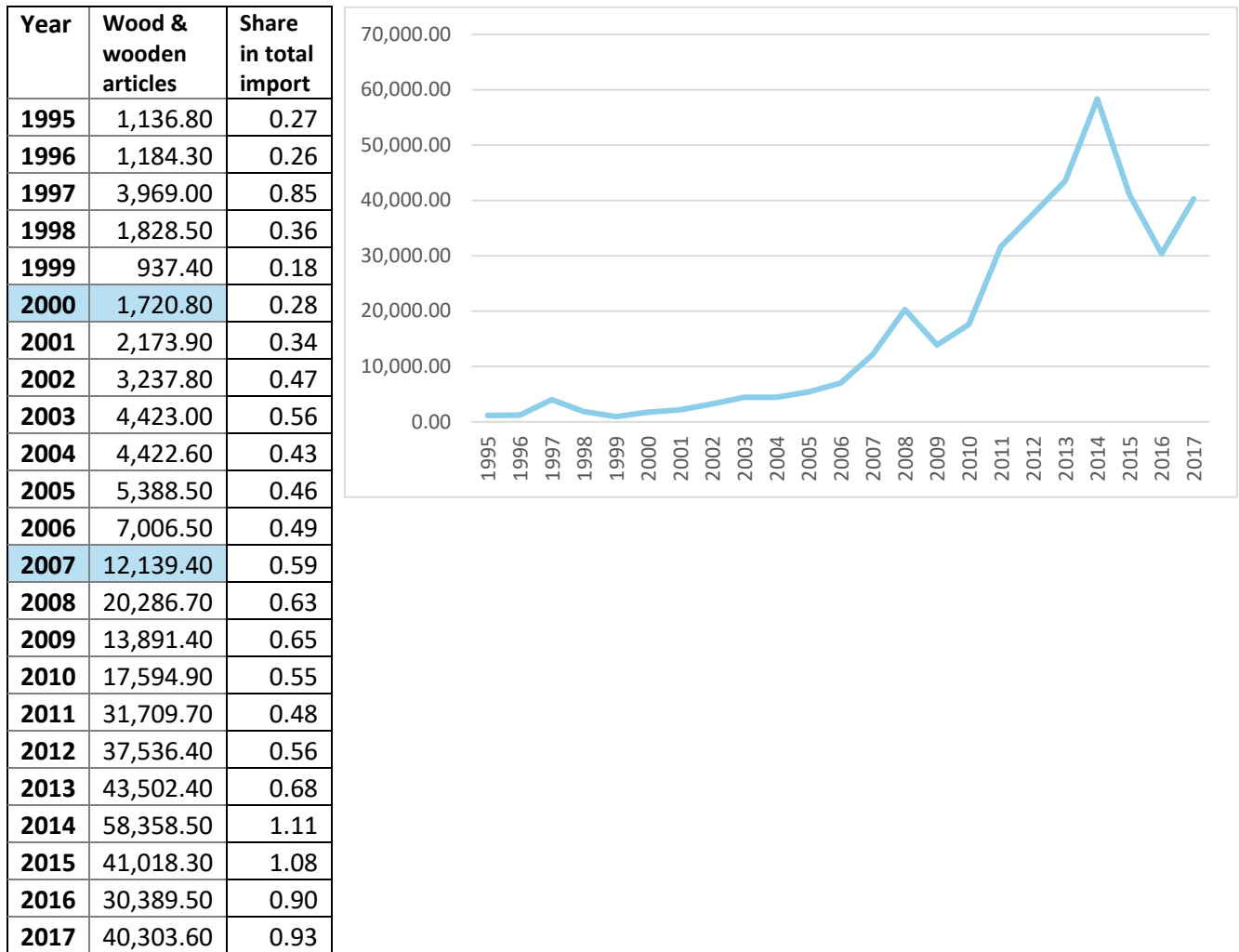


Source: NSO Foreign Trade, 2017, [www.1212.mn](http://www.1212.mn)

During the last few years, the allowable cut has been reduced rapidly, because of severe impacts on forest ecology, especially increasing damage by fires, insect diffusion and other factors. Shortages of quality wood to supply domestic households' and manufacturers' demands have focused the government's attention on importing wood and wooden products. Wooden materials have been exempted from import tax since 2005 (Ykhanbai 2010). As can be seen from Figure below, there has been an overall increase in importing of wood and wooden materials since 1990s in conjunction with the decrease in export as shown in the previous page. Furthermore, since 2006, Amendment to fees for harvesting timber and fuelwood was introduced through Government Resolution No. 147 (World Bank 2006, 73).



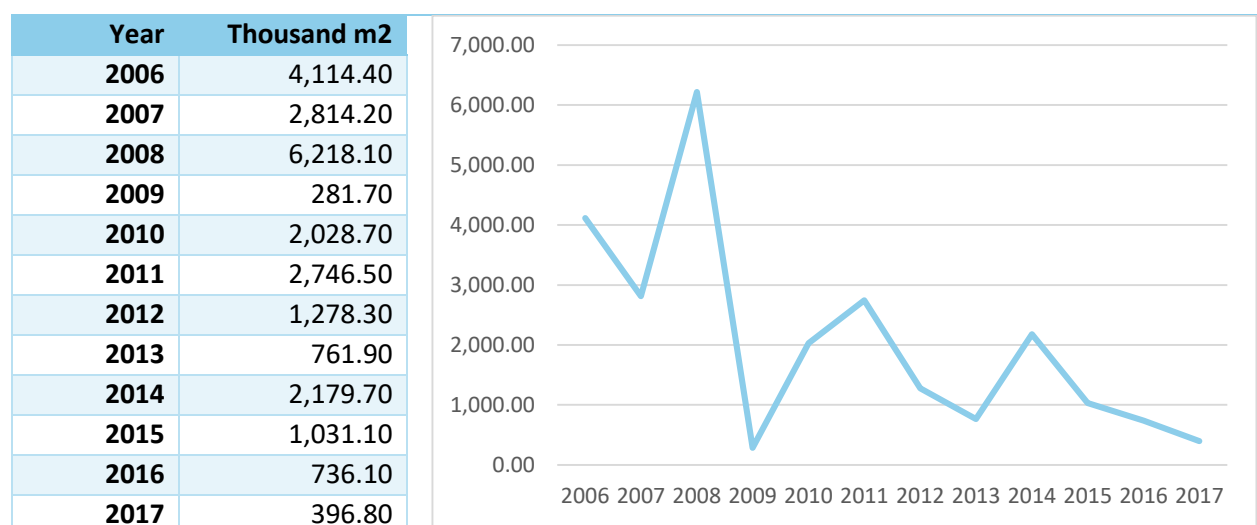
Figure 14 Imports by commodity groups (US dollar, thousands)



Source: NSO Foreign Trade 2017, [www.1212.mn](http://www.1212.mn) and researcher's calculation

The principal areas influencing market demand in recent years are **growth in the construction sector**, with especially high demand for wooden doors and window frames. Demand in 2007 was more than double the levels in 2006 (Ykhanbai 2010). The data about import of wood and wooden materials also indicate this relationship, where the construction industry slow-down overlaps with the reduction of imports of such materials.

**Table 18 Production of major commodities: Building wooden door and windows /thous.m2/**



Source: NSO, *Production of major commodities, by cumulative total*, [www.1212.mn](http://www.1212.mn)

A comprehensive report on the forest's economic function was produced by UN-REDD programme in 2013 in cooperation with MET (Forest sector financing flows and economic values in Mongolia report, page 1). According to the report, Mongolia's forest's economic functions' key figures are as follows:

- **As of 2013, the government earned more than MNT 36 billion (US\$26.3 million) in revenues** from forest product harvesting and utilisation activities, including tourism and water but excluding the taxes paid by other forest-based enterprises. This is equivalent to an average of MNT 3,600/year per hectare of the boreal forest estate (US\$ 3). 'The total annual direct value-added from the forest sector is equivalent to a figure that is around 3.1% the value of GDP, while the public revenues directly generated are equivalent to around 1.4% of all tax revenues'. (UN-REDD and MEGD 2013, i) However, it is estimated that 'Mongolian boreal forests are under-utilised where the amount of dead wood is almost 30% of all wood volume in the boreal forest' (GIZ 2017) and the forest industry of Mongolia is utilising less than 30% of its previous production capacity.
- **Non-timber forest product collection** has a total value of almost MNT 16.5 billion (US\$ 12.18 million) a year, spread over around half of the rural population in soums with boreal forest. More than 90% of this value comes from unlicensed removals, and three quarters is accounted for by home-consumed products which never enter the market. (UN-REDD and MEGD 2013)
- **Forest-based leisure tourism directly generates more than MNT 22.7 billion (US\$ 16.34 million)** in visitor spending and sales, supports up to 6,000 jobs and wage earnings of MNT 18.31 billion (US\$ 13.17 million), and makes a direct contribution to GDP of MNT 55.26 billion (US\$ 39.73 million). Its multiplier effects across the economy are substantial: the total contribution to GDP may be in excess of MNT 144 billion (US\$ 103.75 million), including MNT 48.83 billion (US\$35.11 million) in wage earnings, MNT 93.86 billion (US\$ 67.48 million) in sales, MNT 28.07 billion (US\$ 20.18 million) in value-added and MNT 17.07 billion (US\$ 12.27 million) in capital formation (UN-REDD and MEGD 2013).

- **Hunting under permit** in boreal forest areas generates products with an annual market value of between MNT 91 million (US\$ 65,000) if sold locally and MNT 2.7 billion (US\$1.9 million) if hunted for sport.
- **Household livelihood.** Thirteen aimags<sup>17</sup> in Mongolia contain only boreal forest and these aimags contain 99.7% of all the boreal forest in Mongolia according to 2012 estimates. (UN-REDD and MEGD 2013) Within these aimags, 145 soums contain forest, comprising just under 14 million ha or 24% of their total area; just over half a million people or 154,000 households live in these soums. Thus, these **households** including forest entities, FUGs and forest professional organisations are direct beneficiaries from the forestry industry of Mongolia.
- The net value-added to rural households from **fuel wood use**, non-timber forest product collection and forest grazing is equivalent to more than 12.5% of recorded per capita GDP.
- Forests provide an important seasonal source of **pasture for livestock**, to a value of more than MNT 34.5 billion (US\$ 24.70 million) contribution to herders' gross margins. This comprises up to 5% of the value of livestock production in soums with boreal forests. (UN-REDD and MEGD 2013) Although FUG can harvest and sell forest resources to generate income (the potential for livelihood improvement or future income) is cited as an important motivation for FUG members, actual harvests and earnings currently remain very low. But there are no data available on the volume or value of forest products used by FUGs.

**The social benefits** of forests are much more difficult to measure because the amount and value of these contributions to society are both difficult to quantify (FAO 2010, 119). Accordingly, there is very little evidence and data about forest' social functions and its social benefits. The FAO Global Forest Resources Assessment Report (2010) report used two proxy social indicators to measure social functions – employment in forestry and the area of forests designated for social services. The report concludes that (2010, 121), 'the main economic benefits of forests (employment and value of outputs) may be static or declining, while the social and cultural benefits could be increasing'.

### Forestry sector management

**All forest lands in Mongolia formally belong to the State**<sup>18</sup> (FAO 2009). The MET has the main responsibility for the management of forests. Before 1987, the forest industry was controlled by the Ministry of Forestry and Wood Industry and afterwards, the management of natural resources was transferred under the responsibility of the Ministry of Nature and Environment (now it is MET). The management of the wood working sector was under the responsibility of the Ministry of Agriculture and Industry for some periods in 1990s. Moreover, **local authorities** have strong power over their forest resources and are responsible for forest management at local level and during the transition period, "the management of forest resources was taken over by local governance systems" (Tsoigtbaatar 2002).

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<sup>17</sup> Arkhangai, Bayan-Ulgii, Bulgan, Darkhan-Uul, Dornod, Khentii, Khuvsgul, Orkhon, Selenge, Tuv, Ulaanbaatar, Uvs and Zavkhan.

<sup>18</sup> According to the Law on Forest, Forest resources are state property and under the sole authority of the Mongolian people.

**The Government of Mongolia provides funding to the forest sector of around MNT 12.5 billion (US\$ 9 million) a year** (UN-REDD and MEGD 2013). This equates to annual public spending of MNT 125,000/km<sup>2</sup> (US\$ 90) of boreal forest in total. On average, public spending on the forest sector is almost three times higher than the public revenues earned from timber, fuel wood and non-timber forest product harvesting. Public funding to the forest sector has been rising steadily and more than doubled in real terms between 2008 and 2012. The share of forests in the total environment budget has however declined over the same period, from a third of all spending in 2008 to less than a fifth in 2012 (UN-REDD and MEGD 2013).

Core institutional costs account for less than 10% of government forest spending, and are dominated by staff costs. More than 90% of the recurrent budget is allocated to on-the-ground forest management activities: pest control, fire management; forest cleaning, thinning and enforcement; reforestation and rehabilitation; inventory and forest organisation; nurseries and seedling preparation; and support to FUGs.

**Participatory forestry is a relatively new development in Mongolia.** The Law on Forestry also allows for the MET and local government authorities to contract management and use rights with forest entities and forest user groups.

In the past several years the government has taken preliminary steps to explore alternative form of land tenure. One such effort has encompassed the development of community forest management. Since 1998 the government has ceded modest areas of forests to management by community collectives. The government plans to further develop community forestry efforts in areas surrounding settlements. The other major aspect of community participation in forest management is the utilisation of CRHs to grant licenses to use forests for specific periods. CRHs are open to the participation of all citizens and thus give some degree of participation in local forest management decisions. Sometimes, disputes over border areas of forest resources and reserves happen between forest user groups. If it happens, local Forestry Units resolve, collaboration with Aimag Department for Environment.

The MET as compared with other ministries has an experience in promoting partnership with civil society organizations. There are over 80 different women NGOs registered in the country and only 10 out of them are genuinely active and nationally-known working for the women's human rights, gender based violence and encouraging women's participation in decision-making. Most of the NGOs working in the environmental sector do not have much diversity and their activities are limited in planting trees and providing counseling on environmental issues (GIZ 2014).

**Most donor-funded forest sector projects have been initiated since 2000s** (WWF 2002). The vast majority of activities concern on-the-ground forest management, development and conservation, with a particular focus on supporting community forest management. International donor assistance plays a relatively minor role in forest funding, at an average of MNT 2 billion (US\$ 1.5 million) a year or MNT 21,000 (US\$ 15) per km<sup>2</sup>. The forest sector accounted for 0.1% of total bilateral and multilateral development assistance between 1990 and 2010, and just 3% of environmental spending (UN-REDD and MEGD 2013).

Development of forest infrastructure is a major factor affecting the sustainable management of forest resources in Mongolia. 'Attention needs to be paid to the development of infrastructure, initially through

appropriate study, with implementation to expand and improve networks of forest roads, communications and transport’ (Ykhanbai 2010).

## 4.2 Stakeholders in the forestry sector

According to the Law on Forest and interviews with key informants, the following stakeholders are mapped in the table below. We identified their power and participation in the forest sector.

**Table 19 Stakeholders identified through key informant interviews and documentation review**

Level of Stakeholders	Stakeholders	Main Powers (and participation)
<b>Government</b>		
National (Policy or Decision making at National level)	<b>The Parliament</b>	<p>The Parliament of Mongolia is referred to as the State Great Khural, which is the highest organ of state power. Parliament has both legislative and oversight power in Mongolia.</p> <p>Within the framework of forest, the Parliament defines the state policy on forest protection, use, restoration and afforestation; set the maximum and minimum limits of forest resource use fees; and ratify and/or terminate international agreements and treaties on forests and forest and steppe fire.</p> <p>The Parliament sets policies and laws related to gender equality. The female parliamentarians formed an unofficial group within the Parliament to support gender equality.</p>
	<b>The Government of Mongolia</b>	<p>The Government of Mongolia (The Cabinet) is the highest executive body of Mongolia and is headed by the Prime Minister. Current Government was formed by the Mongolian People’s Party (MPP) which won the most number of seats in the Parliament. This means that the MPP was entitled to form the current Government.</p> <p>Within the forest sector, it has powers to limit or prohibit the utilisation, import and export of timber and non-timber forest products for a specified period of time based on the reasons provided in the Law; approve the State Policy on forest and steppe forest fire prevention and the National Forest Programme; approve procedures relevant for forest and steppe fire prevention; and set limits or prohibit the use of land, forests, plants and animals in order to maintain ecological balance, and eliminate damages to environment caused by forest and steppe fire. Other functions related to gender equality are mentioned in Chapter 4.4 of this report.</p>
	<b>Ministry of Environment and Tourism (Central State Administrative Body)</b>	<p>The MET is mandated to coordinate forest management, development and conservation at the national level.</p> <p>The MET’s main powers are to make decisions and approve rules and regulations to be followed by other Central State Administrative Bodies, at local Aimag and Capital City level in respect of forest protection, and ensure their implementation as set forth in respective legislation; set the maximum limits of annual harvest reserves in accordance with legislation and tree types; approve national and local forest management plans and provide support for its implementation; restrict</p>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
		or prohibit, for requisite period of time, the use of timber and non-timber forest products in a region upon consideration of ecological requirements and existing forest reserves; approve operational framework and procedures of forest units; plan and distribute state budget allocations for activities of the Forest Units; and issue, extend and withdraw licenses to forestry professional organisations.
National (Implementing Agencies)	<b>Forest Research and Development Center</b>	The Forest Research and Development center was established in 2012. It is State owned Enterprise. The Forestry Research and Development Center under the MET is responsible for forest resources inventory, and scientific and technological development in forestry. Also, the Center's main responsibility is to do forest protection, maintenance, restoration and forest breeding and they have some duties to conduct forest research and monitor and evaluate forest activities.
National (Supporting Agencies)	<b>National Emergency Management Agency (NEMA)</b>	As indicated in the Law on Forest, the NEMA shall organise and implement mobilisation of man-force and vehicles during the forest and steppe fire danger season; and take necessary measures to cease forest and steppe fire; provide professional and technical assistance to public; and conduct trainings on how to prevent, fight and cease forest and steppe fire; and limit or prohibit activities in the region, operating in contact with the environment, to prevent from forest and steppe fires.
	<b>Police Department</b>	<p>The Police Department aims to strive together for peaceful and secure life. Currently, there is Civil Council on combating crimes of Environmental Strategy Advocacy under the Ministry of Justice and Internal Affairs work to decrease illegal logging, illegal non-timber harvesting, illegal logging issues happened in the mining licensed areas, exporting issues related with medical herbs and marmot.</p> <p>According to the Law on Forest, the Police Department investigate the causes and offenders of the forest and steppe fires occurred; and prohibit the movement of individuals and transportation vehicles to forests during forest fire danger seasons.</p>
Local (Decision making at aimag level)	<b>Aimag/Capital City Citizens' Representative Khural (CRH)</b>	<p>Aimag and Capital City CRHs play a key role in many respects at local level. Aimag and Capital City CRHs' main participation in the forest sector is to make important decisions related to forest activities at local levels. For example: Aimag/ Capital City's CRHs allocate and approve the annual timber harvest quotas for soums/districts within the maximum available limits approved by the Central State Administrative Body (MET); and approve the funding required for forest protection, sustainable use, restoration and afforestation as well as action plans and programs for forest and steppe fire prevention, and oversee their implementation.</p> <p>Aimag and Capital City's CRH has also power to approve nominated Aimag/ Capital City's Governors. Therefore, the Aimag/Capital City Governors report to them. With this purpose, Governors report their work performance of action plans and programmes for forest protection, sustainable use, restoration and afforestation as well as forest and steppe fire prevention activities and get updates on the state of forest resources and database. Based on Governors' proposal, the</p>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
		<p><b>CRHs decide to transfer parcel of forest resource into the protection of local community</b>, set their boundaries and protection regimes, and oversee its compliance. As defined in the Law on Forest, the Aimag/Capital City's CRHs shall approve the action plan and budget for forest and steppe fire prevention measures to be implemented within its territory, and oversee its implementation; and approve a list of forestry units within its territory with its annual budgets taking into account the norms of forested areas relative to its size.</p>
	<p><b>Aimag Governors /Capital City Chairman</b></p>	<p>As mentioned above, Governors organise the implementation of forest legislation and decisions set by the CRHs of Aimag and Capital City and the Government; develop an action plan and programme on forest protection, sustainable use, restoration and afforestation as well as forest and steppe fire prevention measures, obtain approvals from the CRH, and ensure their implementation; and submit a proposal for annual timber harvest quota to the Central State Administrative Body.</p>
<p><b>Local level (Implementing Agency at aimag level)</b></p>	<p><b>Aimag/ Capital City Environmental Department</b></p>	<p>It is the key professional organisation at the local level therefore Environmental Department provides technical assistance and professional supervision at local level and becomes bridge between the Central State Administrative Body and local level stakeholders. Generally, the Government Organisations work according to the laws and legislations of Mongolia.</p> <p>They organise the enforcement of forest legislations within its territory and provide information and report the findings to the Aimag and Capital City Governors and the Central State Administrative Body. The Department presents proposals on forest protection, sustainable use, restoration and afforestation to the CRH and Governor for consideration and resolution, and if necessary proposes it to the Central State Administrative Body. It also conducts relevant protection or prevention activities on forest resources, the occurrence of forest and steppe fires, invasion of defoliating insects and diseases.</p> <p>In addition, the Department imposes and collect fees for forest resource use in accordance with the legislation; approves forest management plans of FUGs, entities and organisations that possess parcel of forest resource, and monitor their implementation; distributes the funding allocated to the forest protection, restoration and afforestation to selected contractors, oversees the expenditures, report and follow up the performance; and organises monitor activities for forest and steppe fire prevention at Soum and local level.</p>
<p><b>Local</b></p>	<p><b>Soum/District CRH</b></p>	<p>Soum/ District is the second level of Administration units. They decisions are made at the soum/district levels. They have following powers:</p> <ul style="list-style-type: none"> <li>• Approve the soum/district budget for forest protection, sustainable use, restoration and afforestation as well as forest and steppe fire prevention, and monitor its implementation;</li> <li>• Define the annual consumption amount of forest resources based on justifications and procedures specified in legislations;</li> </ul>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
(Decision making at soum level)		<ul style="list-style-type: none"> <li>• Make decisions on possession of parcel of forest resource by FUGs, entities and organisations on a contractual basis taking into account proposals from Bag and Khoroo Public Meetings;</li> <li>• Annually discuss and evaluate contractor's compliance on the possession of parcel of forest resource by FUGs and organisations;</li> <li>• Approve the local policy and guideline on forest protection, sustainable use, restoration and afforestation, and monitor its implementation;</li> <li>• When necessary, operate a forestry unit or employ an officer responsible for forest issues, and approve its budget;</li> <li>• Approve an action plan and budget for forest and steppe fire prevention and monitor its implementation within its territory.</li> </ul>
	<p><b>Soum/District Governor</b></p>	<p>The Soum/District Governors have commitments to organise the enforcement of forest legislations and decisions by the CRH and upper level organisation(s).</p> <p>Governors are responsible to implement action plans and programmes for forest protection, sustainable use, restoration and afforestation as well as forest and steppe fire prevention within the Soum and District territory; and monitor the issuance of certificates of origin and licenses, and revoke the certificates or licenses if they are found to be illegal or unjustifiable. Also, they monitor activities on forest protection, sustainable use, restoration and afforestation as well as forest and steppe fire prevention by the FUGs, entities and organisations, redress revealed violations, and are in charge of planted forest. The Governors allow possession of parcel of forest resource to FUGs, entities and organisations on contractual basis under specific conditions and duration, and monitor the contract compliance; and make decisions on timber harvesting within the quotas or limits set by the Soum and District CRH based on forest management plans by FUGs, professional forestry organisations and others.</p> <p>If necessary, they appoint and release the heads of forestry unit or the officer in charge of forest issues;</p> <p>Their main consideration is to approve and manage the implementation of local action plan for forest and steppe fire prevention annually and operate patrols and guards during fire danger seasons within its territory and involve local communities, FUGs and organisations into such activities.</p> <p>Also, they issue permits for tourism, hunting, timber harvesting, use of non-timber forest products and other production and service related activities, and when necessary propose to limit or restrict the above mentioned activities during forest and steppe fire danger seasons to upper-level organisations for approval.</p>



Level of Stakeholders	Stakeholders	Main Powers (and participation)
Local level (Implementing Agency at soum level)	<b>Forestry Units within Soum/District</b>	<p>However, Forestry units are government organisation, they are self-funded by the income coming from trainings, professional and methodological recommendations and consultancy services. They provide the following technical assistances to Soum:</p> <ul style="list-style-type: none"> <li>• Separate a timber harvest area from a forest;</li> <li>• Issue certificates of origin to harvested timber and wooden materials;</li> <li>• Carry out reforestation in forest areas, affected by timber harvesting, defoliating insects and diseases, conduct schematic surveys on defoliating insects and diseases within Soum and District territory;</li> <li>• Restore forest, plant and sell seedlings, and conduct ecological and economic assessment of damages to forests;</li> <li>• Implement and appraise results of the Aimag and Soum policy on forest protection, sustainable use, restoration and afforestation;</li> <li>• Carry out forest maintenance and cutting, and ensure the implementation of Soum and Aimag forest management plans and programs;</li> <li>• Cooperate with the Soum government on the cease of forest and steppe fire activities;</li> <li>• Provide professional and methodological recommendations to the FUGs, entities and organisations possessing the parcel of forests;</li> <li>• Impose fees on forest resource utilisation and ensure compliance thereof;</li> <li>• Organise public awareness activities and trainings on forest protection, sustainable use, restoration, afforestation and forest and steppe fire prevention;</li> <li>• Implement precautionary measures to deal with outbreaks of forest and steppe fires, invasion of defoliating insects and diseases along with other natural disasters; and</li> <li>• Ensure the enforcement of forest management plans of FUGs, entities and organisations and redress revealed violations.</li> </ul>
Community level	<b>Bagh /Khoroo Public Meeting</b>	<p>Bagh (in rural area) and Khoroo (in urban area) are the smallest administration units where citizens can receive fist hand public services.</p> <p>Within forest sector, the Bagh and Khoroo determine and implement forest protection, sustainable use, restoration, and afforestation activities, and ensure its implementation and monitoring; listen to Bag and Khoroo Governor’s reports on the implementation of forest legislation; submit proposals and opinions to the Soum and District CRHs and Governor on granting or canceling forest possession rights from FUGs, entities and organisations;</p>
	<b>Bagh/ Khoroo Governor</b>	<p>The decision making or participation for the process is similar with Soum/District Governors, Bagh/Khoroo Governors organise the implementation of forest legislations and decisions of Bagh Public Meetings and other higher authority organisations.</p>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
<b>Civil Society</b>		
Both national and local levels	<b>NGOs focus on environment and forest</b>	<p>Mongolian Environmental Civil Council under the MET was established by environmental NGOs. Currently, around 723 NGOs (about 160 NGO, out of total numbers, actively work) joined in the council. Around 20 NGOs work in the forest sector. Generally, NGOs' roles in any sectors are to monitor, on behalf of the public, in the implementation of legislation and public service activities in order to improve living standards of communities. Within the environmental and forest sector, it is also the same.</p> <p>According to the Law on Forest, NGOs can monitor the implementation of forest legislation, conduct inspections, demand redress of breaches, submit issues to respective organisations for resolution, and due the offender to court for compensation of damages caused to forest resource; Also NGOs are provided opportunities to submit proposals on forest protection to relevant State Organisations, the CRHs and Governor of appropriate levels and organise trainings and education activities on forest protection, sustainable use, restoration, afforestation and measures to protect and prevent from forest and steppe fire. In addition, NGOs can develop and submit projects, recommendations and methodologies for forest protection, restoration, afforestation as well as forest and steppe fire prevention and protection to relevant organisations for approval and implementation;</p>
Community level	<b>FUGs</b>	<p>FUG voluntarily established based on the initiative to increase local community participation. Around 1200 FUGs were formed in Mongolia.</p> <p>The management of forest resources by FUGs, as provided by the law, is one way to achieve more sustainable natural resource use. In order to achieve this goal several obstacles must be faced, including: Illegal loggers are still exploiting forests that are under the responsibility of FUGs, reported illegal use is often not pursued at higher levels, FUGs still lack knowledge on how to use and protect forest resources, and there are limited possibilities for income generations</p> <p>As included in the Law on Forest, FUGs shall have a management plan for forest protection, sustainable use, restoration and afforestation of its parcel of forest resource (specified in the Article 4.9 and 9.3 of this Law). They continuously conduct activities in accordance with the forestry management plan within its territory of possession; use timber and non-timber forest products from forest tenure in accordance with the forest management plan and ownership license, and market excess timber and non-timber resources; develop, propose and participate in forestry projects and programs, funded and implemented by the national and local budget.</p> <p>FUGs shall report on an annual basis about the implementation of its forest management plans and programs on forest protection, sustainable use, restoration and afforestation to the Soum and District CRHs.</p>
	<b>Citizens</b>	<p>According to the Law on Forest, citizens have equal rights with FUGs and organisation and forest entities.</p>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
		<p>Citizens can organise activities to possess, protect, sustainably use and restore the forest within the territory of residence by forming FUGs; receive accurate information from relevant organisations about forest resources, its protection and use; propose request for wood consumption necessary for fuel and household use to the forestry unit (if not available, to environmental ranger) and follow the supervision and guidance of professional forest organisations or relevant officials.</p>
<b>Business</b>		
Both national and local levels	<b>Forest Entities</b>	<p>Forest entities are one of the key stakeholders in the sector. Rights and obligations of entities and companies operating in the forest sector are regulated by Mongolian Law on Forest. The entities and companies engaged in forest industry have the following rights and obligations as set forth in Article 22 of Mongolian Law on Forest.</p> <p>Implement legislation on environmental and forest protection, decisions of the government, local self-governing bodies and Governor, and comply with the requirements from the State Environmental Inspectors and Environmental Rangers; reflect in their annual budget expenditures to mitigate its negative impacts to the environment, and implement forest protection, restoration and afforestation activities; obtain approval on its forest management plan designed for forest protection, sustainable use, restoration and afforestation in accordance with the Article 4.9 an 9.3 of this Law; utilise timber and non-timber forest resources from their forest tenure in line with its forest management plans, contract and license terms; Obtain certificates of origin from relevant forestry units (if not available, from the respective Soum and District officials) as specified in the Article 34.4 of this Law; manage forest and steppe fire prevention and suppression activities at their expenses.</p> <p>In the Plan of the State Policy of Forest, forest entities are stated as key partners to implement activities and sub-goals referred under Objective 4- Within the framework of increasing strategic funding source for implementing SFM. For example, as it is stated in the Plan, forest entities are responsible for elaborating and ensuring implementation of a step by step financing strategy for implementing SFM (Objective 4.1), incrementally increasing the financing for reforestation, forest rehabilitation, and procurement of planted forest (Objective 4.2), and establishing instruments and mechanisms to promote investments by individuals, private entities and organisations in afforestation and forestry measures (Objective 4.3). Their roles are specified under implementation of Objective 5 (Improving the environment of forest and establishing “good forest governance” and strengthening research, education, training and awareness raising of the sector).</p>
	<b>Professional Forest Organisations</b>	<p>Professional Forest Organisations provide more professional technical assistance and support to FUGs and Forest Entities. They have following rights and obligations.</p> <p>Implement forest resource protection activities; possess a parcel of land resource on a contractual basis, implement activities on forest</p>

Level of Stakeholders	Stakeholders	Main Powers (and participation)
		<p>protection, sustainable use, restoration and afforestation, and, if certified, perform impact assessments;</p> <p>In addition to activities on forest restoration and afforestation, they can provide professional and methodological advice to other entities and organisations, conduct training, develop and implement projects and programs for FUGs;</p> <p>Report about its activity performances to the Central State Administrative Body while being responsible for its performance accuracy and completion; Assist in forest and steppe fire suppression efforts by providing man-force, transportation and other necessary supplies; Strictly adhere to procedures and regulations on the use, transport and storage of fire sensitive and inflammable substances and oily materials; Equip all types of transport means or motorised vehicles in use with fire safety equipment and conduct inspections before use.</p>
<b>Donor/ International Organisations</b>		
Both national and local levels	International Programs /Projects	<p>Mainly donor/international organisations design and implement projects, comply with International Conventions and National Programmes. Each project has its own goal, objectives and activities. Within their project framework, they collaborate with different stakeholders. Around 20 forest related projects have been implemented so far and brief information of each project activities were included in this report.</p>

The table above shows that the role of local level government organisations is crucial in actual implementation of approved policies and programmes. Therefore, strengthening their capacities and targeting activities at this level as well as using the local government organisations as key focus of entry point for participation in decision-making is important within the context of Mongolia.

### 4.3 Perceptions and stereotypes of stakeholders

Misconceptions about gender equality and the perception that gender is a women's issue often creates a barrier to mainstreaming gender considerations. Therefore, there is a need for policies to promote affirmative action that underlines the principle that the concerns, aspirations, opportunities and capacities of both men and women are taken into account (UNFCCC 2014, 17). With sufficient data of different actors' perception of SFM, decision makers are better informed to make forest policies and strategies (A.Paletto 2014).

Within the framework, this section presents findings from field research which included forestry companies, their employees, FUGs and local authorities in Selenge aimag. We asked questions relating to stakeholders' perception about forest and SFM, awareness about SFM and its benefits, opportunities and challenges in SFM and women and men's roles, ownership of forestry, any conflict between local communities and companies. From the research, the following findings were observed:

- Stakeholders interviewed assure that they have sufficient awareness and knowledge of SFM. They highlight importance and benefits of ensuring SFM especially in terms of its economic and ecological functions. However, socio-cultural aspect of SFM was mentioned and appreciated the least. For instance, participants stated that "a properly developed management plan enables stakeholders' active engagement and prevent the forest from potential disasters. As a result, people gain more economic benefits of forest resource and lengthen the usability of the forest" (FUGs 2017).
- Despite stating an existing lack of human resource and financial capacities, stakeholders express their high interest in having forest management plans. From the target groups, employees of forestry companies had low understanding of SFM and gave little example about SFM while local authorities had sufficient awareness.
- Stakeholders see gender equality in the forestry sector as the fact that there should be an equal number of men and women. They did not have opinions about who benefit the most or least from forest resources and if any gender-based difference exists.
- Stakeholders tend to regard forestry business in Mongolia as a male-dominant sector because of higher number of men working in companies and forest organisations. When asked why this is the case, most participants responded the forestry sector is labour-intensive and the conditions are hard (e.g. most activities happen in cold seasons and they need to be away from home for long time) therefore male are more suitable for such work. Women themselves are not interested and do not prefer to work under such circumstances anyway. Whereas they see protection and conservation as mostly dominated by women and gave the examples of most FUG members, board members and heads being predominantly women<sup>19</sup>.

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<sup>19</sup> This also shows that there is more protective attitude towards women which is also found in the case of small-scale mining (Heemskerk 2014, vi)

- However, all stakeholders agree and stress that skills and capacities required and suitable for the job should be the primary criteria for selection of workers and leaders in various positions rather than their gender.

### **Forestry companies**

Forest entities are one of the key players in implementation plans of the State Policy on Forest and Green Development Policy. As forest managers' perception of forest management is decision-making at all levels (O. de Bruin, et al. 2015), it is crucial for forest entities to have proper understanding of SFM.

- During interviews with forestry company managers and directors considered themselves to have sufficient knowledge about SFM. They stated that they operate within legally accepted timeframe between October and April and perform rehabilitation and restoration activities at the site at the same time. SFM is mainly seen as utilising forest resources in an environmentally-friendly way and doing less harm to the nature.
- Whereas the employees of forest companies interviewed expressed they lack sufficient knowledge about SFM. A few of them said SFM is to keep sustainable use of forest and rehabilitate the areas after logging. Also, majority of them tend to have a strong belief that forest sector is men-dominant sector, where not all women are able to work in a long-term because of their work features. Among workers, gender equality is to be equal in number of men and women.
- Their perception of gender equality in forest sector is restricted only with being equal number of women and men. The participants hardly mentioned cases to do with men and women's equal opportunity of participation and benefit sharing.
- Depending on the capacity of the forestry companies, interviewees' perception of women and men's participation levels and roles in the forest sector varied. For instance, people working in companies with modern facilities and advanced technologies had a belief in both sex equal participation in the forest sector whereas, companies where human involvement is dominant had very few female workers, and there is a common sense that forest sector is male dominant sector and it should be.

### **Government**

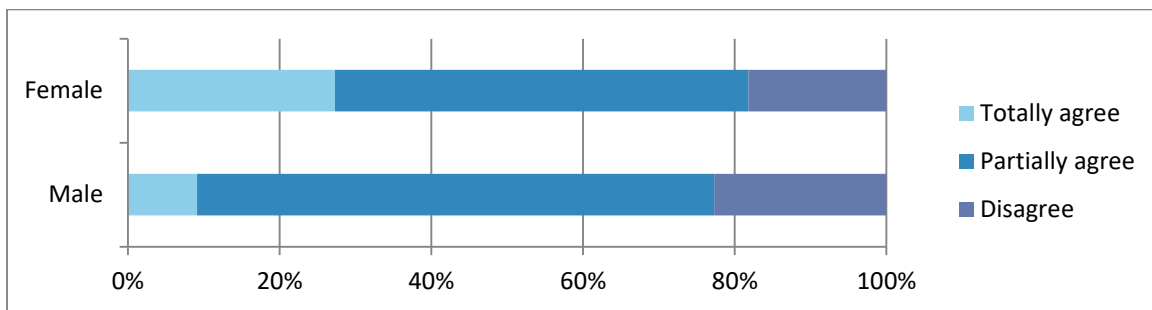
Local government capacity is pivotal in managing natural resource in an efficient and sustainable way (Mohan, Shin and Murali 2003). Not only a direct implementer of the sector policies but also a key decision-maker in managing local resources, local government have to have a profound awareness and knowledge of SFM and gender equality in this process.

- During qualitative interviews, officers representing local authorities displayed broader knowledge about responsibilities of the stakeholders in the forestry sector compared to other groups. Through their perspectives, SFM is about "balanced use of forest resources". They highlight importance of stakeholders' engagement and increasing their awareness. However, it was observed that they pay very little attention to socio-cultural aspect of SFM, sharing the same feature as other target groups.

- Local authorities stated that they try to mainstream gender into sector activities despite of the fact that traditionally forest sector is seen as male-dominant. They mentioned their efforts to increase women’s involvement in activities at all levels from decision-making to everyday activities, employing more women than it was before.
- However, they are not quite well-concerned with gender equality in benefit sharing. Even if they have a list of forestry companies and FUGs, they do not disaggregate the owners by sex and address the features in decision-making. Local authorities’ perception and awareness of gender equality is relatively higher than that of other stakeholders.

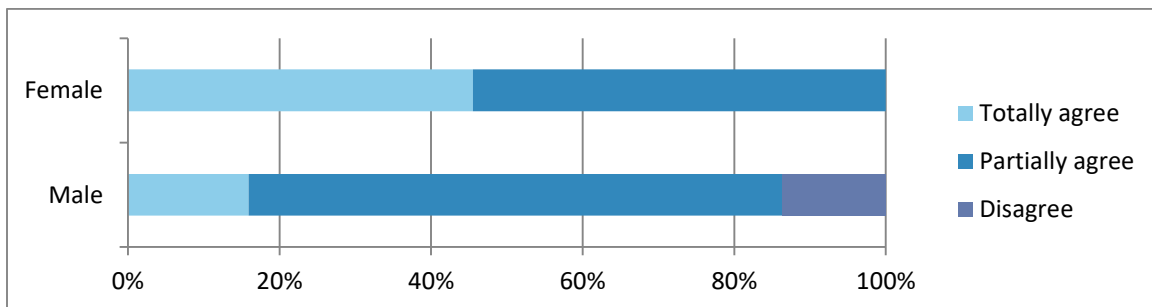
The staff survey conducted among MET staff (officials) at the central and local level reveals that there is some difference among officials depending on their sex and position about their attitudes towards gender equality questions, female officers at MET tended to show more positive gender attitudes in each question. Figure 15 shows that around 20 percent of officers disagree that gender is a priority issue in environment sector for both sexes. Among those who agree that gender is a priority issue, more female (27.3%) than male (9%) officers fully agreed to this statement.

**Figure 15 Gender is a priority issue in environment sector**

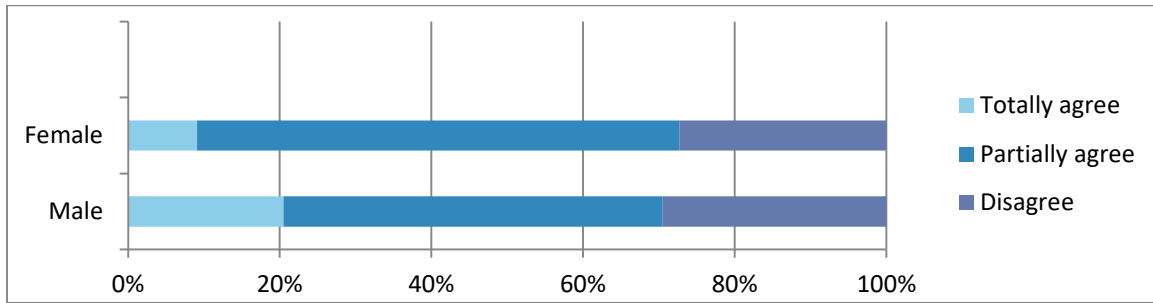


Similarly, 13.6% of male staff disagreed and 15.9% of them fully agreed to the statement that it is crucial to have a Gender Strategy in the environment sector. In contrast, no female officer said they disagree with the statement. Furthermore, 45.5% fully agreed and 54.5% partially agreed.

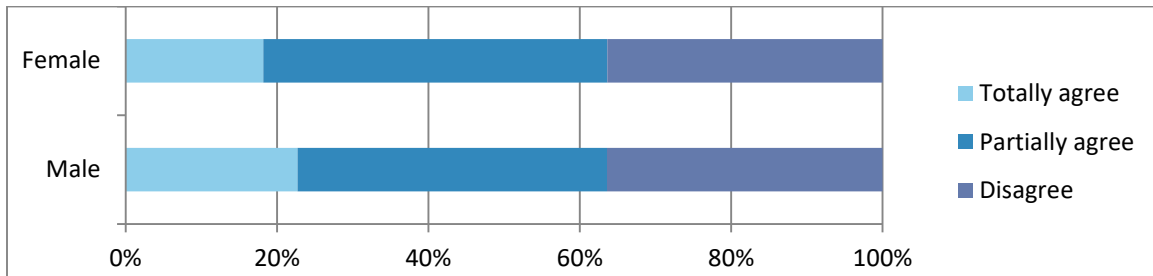
**Figure 16 It is crucial to have Gender Strategy in the environmental sector**



**Figure 17 Gender equality has already been achieved for the most part**



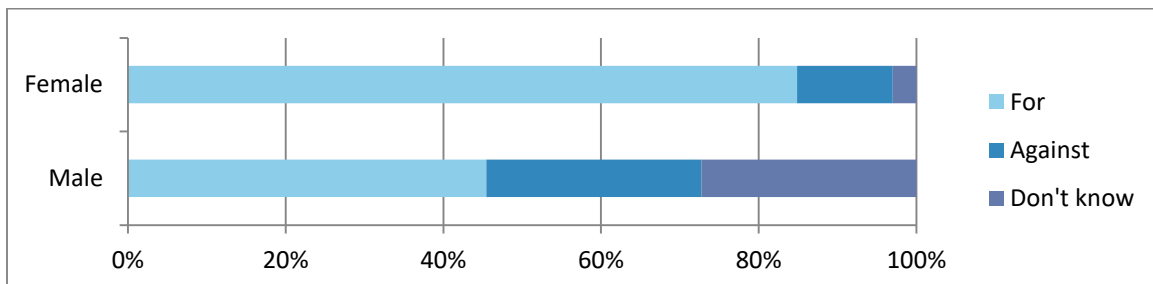
**Figure 18 Gender equality, meaning that men and women are equal, has come far enough already**



In order to address gender inequalities in education, workplace, decision-making positions some countries fix a proportion or quota of places and jobs as well as representation in government to be reserved for women in areas where women are in the minority (ICRW 2011). People’s attitudes are tested whether they are willing to accept such systems or not. In our survey, again more male officers” tended to disagree or were not sure (those who answered don’t know) with such systems compared to their female counterparts. The difference of responses among male and female officers was more pronounced especially when the questions concerned about decision-making positions with more female supporting the quota system.

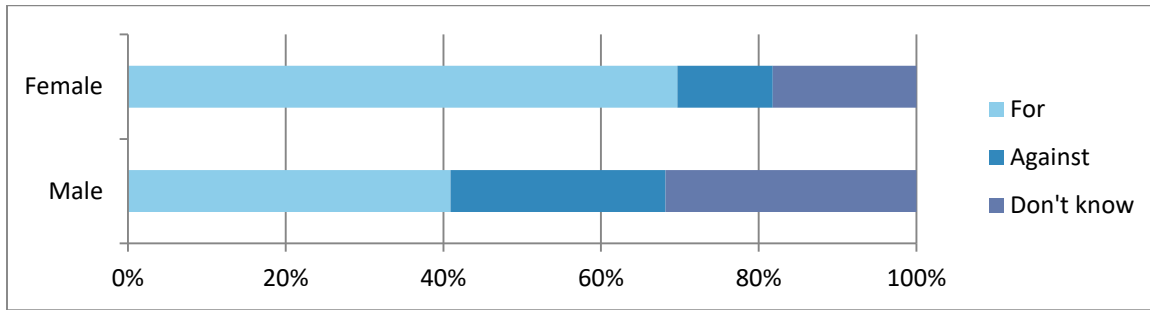
The survey also asked whether the respondents attended training on gender equality and their knowledge about gender equality, fewer male respondents had attended training than females and more men reported their knowledge about gender equality was insufficient.

**Figure 19 A fixed proportion of places for women in government**

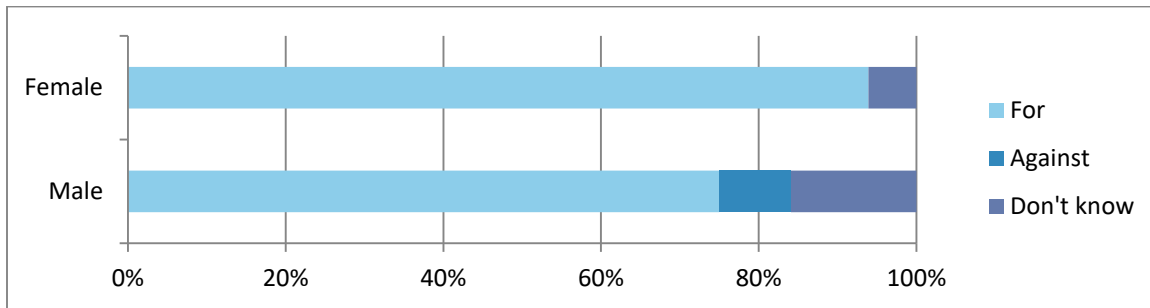




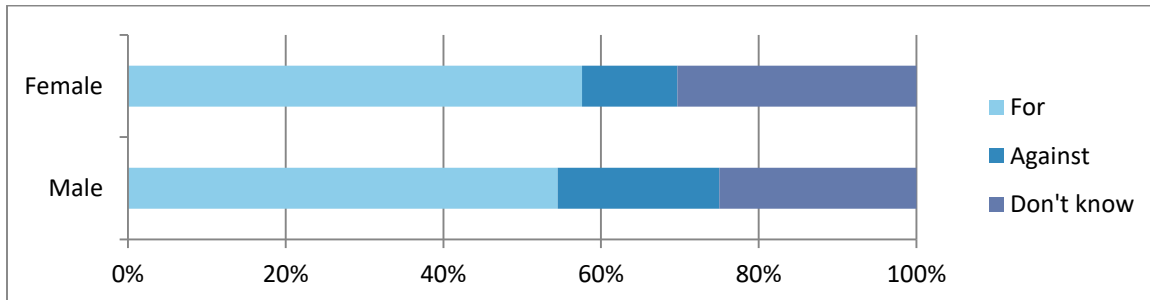
**Figure 20 A fixed proportion of places for women in executive position**



**Figure 21 Equal salaries for men and women in the same position**



**Figure 22 A fixed proportion of places for women to study in VET schools**



### **Forest user groups**

FUGs' awareness of SFM and gender equality is crucial to achieve objectives and goals of the sector policies and strategies as they are specified as indirect and direct implementers of the activities. From the field research, it is indicated that FUGs have considerable knowledge and understanding of SFM. They cited examples such as economic and ecological aspects of SFM. For example, they said that they could have more economic benefits from forest resources if they had better financial capacities to hire professional organisations to develop forest management plans. They also expressed their appreciation of forest sceneries and its source of oxygen. Moreover, FUG members said that there is no gender-based discrimination in participation and benefit sharing from activities.

However, as we did not include non-target FUGs of international projects on SFM, it is not possible to generalise these responses to local communities and their knowledge and awareness could be lower. The reason for this assumption is that the FUG members participating in the field survey mentioned their lack of understanding about SFM prior to becoming a member of FUG and participating in various capacity building trainings organised by these projects such as UN-REDD+ and GIZ BioDIV II project.

#### 4.4 Roles and responsibilities of men and women in forestry

Traditionally, **livestock herding** in Mongolia accounts for 21 percent of the GDP and employs 38 percent of the national workforce. It is practiced in a variety of systems – from nomadic livestock herding in the desert zone to semi-nomadic herders in the more fertile forest steppe. (World Learning 2017) Gendered labour divisions in natural resource management has a range of impacts on rural men and women, particularly women’s ability to access to local resource management schemes.

According to the report of Gender Analysis in Pastoral Livestock Herding in Mongolia (2015) of Swiss Agency for Development and Cooperation, rural men’s participation in the productive work is higher than women. Yet, rural women are more engaged in reproductive activities<sup>20</sup> as show in Table 20. Women participate mainly in processing milk, feeding baby animals, taking care of children and housekeeping and purchasing household food materials. Men usually do most of the work outside and away from home, particularly selecting pastures, haymaking, combing goats, herding and watering the animals, participating in bagh meetings.

**Table 20 Estimated daily average working hours of men and women for productive and reproductive activities during a full year**

Month /Gender	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Means
Average daily working hours spent by men and women on <b>Productive activities</b> during a full year													
Men	6.9	7.1	12.1	10.2	8.3	6.8	7.1	7.3	7.7	7	6.6	6.1	<b>7.8</b>
Women	2.5	2.2	6.4	5.8	4.9	7.3	9.1	8.6	6.9	3.8	2.4	1.7	<b>5.1</b>
Average daily working hours spent by men and women on <b>Reproductive activities</b> during a full year													
Men	1.6	1.6	1.3	1.3	1.3	1.1	1	1	1.3	1.5	1.7	1.7	<b>1.4</b>
Women	6.6	6.9	6	5.9	5.8	5.6	5	5	5.9	6	6	5.8	<b>5.9</b>

Source: Data information from the report of Gender Analysis in Pastoral Livestock Herding in Mongolia, SDC (2015)

Mongolian women have a great impact on agriculture, however the heavy daily workload hinders their participation in community decision making and in meetings about natural forestry resource

<sup>20</sup> The reproductive labour included activities that revolved around care and maintenance of the household and its members such as cleaning inside gers, taking care of children and elders, preparing food, washing clothes and dishes etc.

management. This implies that by decreasing women's workload, it is possible to increase their participation in natural forest resource management.

Compared with the livestock herding sector, **agriculture** is based on the use of mechanics, the daily working time is long and sometimes workers have to live far from home. These are some of the reasons why men are the major income earners and men's working hours in this sector are predominant. Men worked on average 10 to 12 hours per day during the harvest period, while women spent three to four hours (SDC 2015).

In general, rural residents (or mainly herders), who live in rural areas and stay closer to the forest become FUG members. It is because permanent citizens of given territorial and administrative unit can be FUG members according to the Law on Forest which requires "a minimum of 80 % of FUG members need to live in areas where they own forest resources". According to this requirement, most of the FUG members are herders or local citizens.

Therefore, women and men's participation in the fields of agriculture and animal husbandry can be attributable to that of forestry. Our mapping of the forestry sector activities as shown in Figure 23 also confirms this assumption. Men participate more in physical or guarding works and women's participation is more in the reproductive activities such as taking care of seedlings, tree planting and forest restoration activities, and also assistance works.

Gendered roles and responsibilities and disparities to participate and benefit from forestry have not been carefully assessed in Mongolia (UN-REDD Programme and MET 2017). According to the UN-REDD Programme report (2017), women still play greater role in the forestry sector through their active engagement in reforestation, protection and many others while they are less represented in decision-making with lower levels of participation and benefit from productive work.

Moreover, men dominate for financial decisions related to FUG support activities in such 70% of the members are male for making financial decisions. According to a survey conducted among 240 households, 34.9% of these households' husband or men make decision and 26.4% of the decision by wife or women (SDC 2015). Among those who said financial decision is taken together by husband and wife, 70% indicated male dominance and 58.1% noted female dominance (UN-REDD Programme and MET 2017). In contrast, as pointed out in a gender analysis conducted in small-scale mining in Mongolia, 'in cases where one of the heads of households decided, the wife was relatively more often named as the main decision maker' (Heemskerk 2014, v).

### ***Gender division of labour in forestry***

According to a SIDA report, 'the gender division of labour in forest management differs and depends on many aspects, but in general men's use of forests causes more environmental degradation.

- Men often collect firewood by felling and processing trees, while women use fallen branches and thus have a less damaging impact on the environment.
- To a larger extent than men, women use products such as berries, herbs and honey.

- However, women have less land rights and access to forests, and participate less in forest management and decision making in spite of research showing that women's involvement has positive impact on sustainability, regeneration and conflict management (SIDA 2016)

Based on document review and semi-structured interviews, Division of Labour Mapping in the forestry sector analysed women and men's participation in the forest industry activities. This mapping aims to identify the stages of main forest activities associated with a forestry industry and also gender dynamics in the forestry activities<sup>21</sup>. The following trends can be observed from initial mapping and it is indicated that forest reforestation and assistance works are usually done by women whilst more men than women participate in the physical and guarding activities in the forest sector. However substantial validation needs to be conducted in future using this mapping as a starting point.

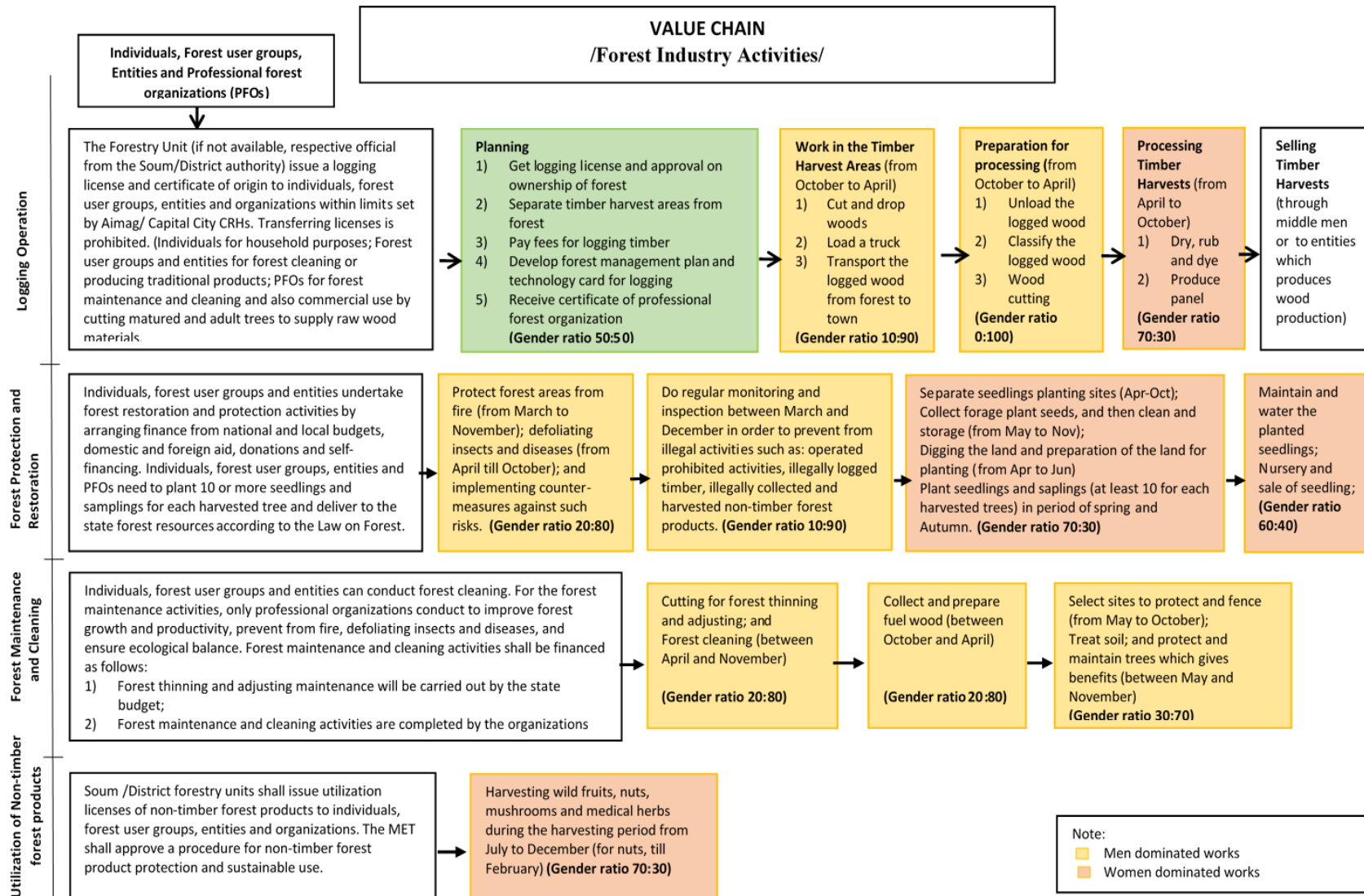
- **Logging operations:** Timber harvesting and preparation for processing are predominantly conducted by men whereas processing timber harvests (such as drying and drying wood) is done mostly by women. Men and women's involvement are relatively equal in the planning process.
- **Forest protection and restoration:** More men participate in patrolling and monitoring forest areas and preventing from illegal activities and more women participate in separating and handling seedlings.
- **Forest maintenance and cleaning:** Most activities under this category including forest thinning, preparing fuelwood and select sites for protection and fencing are predominantly performed by men.
- **Utilisation of non-timber forest products:** More women participate in activities related to using non-timber forest products.

Overall, both women and men play important roles in using and protecting natural forest resources, they play different roles in forestry and forestry-related activities. These different roles are related to factors such as perception about men and women's different physical strengths, household duties of men and women and the perception and attitudes to protect women (e.g. against illegal logging, fires and other dangerous works).

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<sup>21</sup> The mapping exercise used the Calendar of Forest Activities developed by BioDIV II project, 2017 as a starting point.

Figure 23 Forestry Activities (with gender participation)



## 4.5 Employment and livelihood in the forestry sector

According to the SFM approach, one of the important functions of the forestry sector is its economic functions to contribute to national sustainable economic growth and increasing the local communities' livelihood through decent work and employment. In this section we look at what is the general situation of gender equality in employment in the forestry sector despite lack of data. An overview of gender disparities in employment nationwide is provided in Chapter 3.

### *Employment in the forestry sector*

Mongolia is a signatory to core international human rights instruments and treaties relating to women, including CEDAW and also has a relatively strong legislative framework including the Family Law, Law on Social Welfare, Law on Domestic Violence and a Labour Law that aim to prevent any discrimination or violation of human rights, including women's rights. (World Bank 2013)

Due to Labour Law (1999), it prohibits gender-based discrimination in employment and contains some sections protecting the rights of pregnant and nursing women. (B.Tsolmon and A.Dolgion 2014) Mongolia has many inclusion-sensitive legal and institutional frameworks. The challenge is often bridging the gap between legal and institutional frameworks, and regulations and enforcement (as mentioned in Chapter 4 of the report).

The Green Jobs Mapping report produced by UN-PAGE project gives an overview on green jobs in Mongolia. According to the report, 0.6% of the total places of employment among the selected sectors of the Mongolian economy or **3929 places of employment were in forestry** out of 569,921 places of employment nationwide (PAGE 2014, 4). In a World Bank report (2003, 27), total employment in the forestry was estimated at around 3000 people, indicating a modest increase in the number of employment in forestry sector in the last decade.

Furthermore, only 11.5% of total jobs can be considered Green jobs which represent 6.2 % of the total employment in Mongolia (PAGE 2014). About 35% of all employees, including officials employed, self-employed and herders are occupied in the agriculture sector, 25.7% in the service sector, 17.7% in the public administration sector, 13.8% in the manufacturing sector and 4.4% in the mining sector. The remaining 3.4% are employed in other sectors (see Table below).

**Table 21 Green Jobs in Mongolia in selected economic sectors**

Sectors	Employment	Decent Jobs	Environmentally Friendly Jobs	Green jobs	%
Animal husbandry	342,882	42,512	252,915	42,512	12.4%
Crop production	58,477	20,932	4,591		0.0%
<b>Forestry</b>	<b>3,929</b>	<b>3,923</b>	<b>3,923</b>	<b>3,923</b>	<b>100.0%</b>
Energy	14,500	14,500	1,231	1,231	8.5%
Water sewerage, water treatment	6,538	6,538	5,159	5,159	78.9%
Solid waste management	1,401	300	1,401	300	21.4%
Transport	72,900	72,900	12,506	12,506	17.0%

Construction	69,300	69,300	3,610	-	0.0%
Total (no)	569,921	230,905	285,336	65,631	11.5%
<b>Share of employment</b>		40.50%	50.00%	11.50%	

Source: "GREEN JOBS MAPPING in MONGOLIA" report, 2014

Looking at employment situation as of 2016 in the target aimags, in Khuvsgul aimag, 'agriculture, forestry, fishing and hunting sector' accounts for 71.8% of total jobs (highest) followed by Bulgan aimag (68.5%) whereas in Selenge aimag it accounts for 36.14% (at national level the sector accounts for 30.4%). In these five aimags, the following sectors were significant in terms of employing higher number of people:

- Wholesale and retail trade; repair of motor vehicles and motorcycles
- Education services
- Public administration and defence; compulsory social insurance
- Activities of households as employers.

Employment in forestry can have knock-on effects on other sectors indicated above such as wholesale and retail trade as well as activities of households as employers.

**Table 22 Employees population by classification of economic activities**

Divisions	Bulgan	Khentii	Khuvsgul	Selenge	Zavkhan	National
Activities of extraterritorial organizations and bodies	47	-	-	69	-	1100
Activities of households as employers	1,322	1,288	1,391	1,248	1,273	40,982
Administrative and support service activities	-	-	444	473	46	15,042
Arts, entertainment and recreation	205	166	-	-	216	10,090
<b>Education services</b>	2,111	2,386	3,036	3,201	2,659	94,989
Financial and insurance activities	119	527	636	873	437	21,863
Other service activities	177	534	189	289	532	19,751
Professional, scientific and technical activities	172	275	87	207	216	12,676
<b>Public administration and defence; compulsory social insurance</b>	1,291	2,829	2,083	2,321	2,476	74,179
Accommodation and food service activities	222	321	465	565	548	32,141
<b>Agriculture, forestry, fishing and hunting</b>	<b>17,717</b>	<b>15,032</b>	<b>39,017</b>	<b>13,338</b>	<b>14,217</b>	348,487
Construction	520	277	1,768	533	401	71,485
Electricity, gas, steam and air conditioning supply	156	107	92	429	264	16,162
Information and communication	167	160		335	137	18,132
Mining and quarrying	129	998	94	1,250	359	38,203

Divisions	Bulgan	Khentii	Khuvsgul	Selenge	Zavkhan	National
Processing industries	397	988	1,256	4,994	2,188	86,105
Transportation and storage	462	484	554	2,281	1,324	65,931
Water supply; sewerage, waste management and remediation activities	-	228	95	201	-	6,031
<b>Wholesale and retail trade; repair of motor vehicles and motorcycles</b>	646	1,833	3,033	4,300	2,438	172,668
Grand Total	25,860	28,433	54,240	36,907	29,731	1,146,017

Source: NSO, 2016

According to the NSO (July 2017), monthly average wage for women who work in forestry and agriculture sector is 680 thousand tugrug and for men monthly average wage was 710 thousand tugrug. It is interesting to note that men were paid 10 percent less (2,389,0 thousand tugrug) than women in mining (2,168,0 thousand tugrug) and 17 percent less in transport on average and nearly a third less in community and social services where female participation is relatively high.

**Table 23 Monthly average wages and salaries by classification of economic division (thous.MNT)**

Divisions	Female	Male	Total
Activities of extraterritorial organisations and bodies	1799.18	1586.51	1718.2
Activities of households as employers	1426.65	1397.96	1398.92
Administrative and support service activities	803.47	784.3	791.28
Arts, entertainment and recreation	610.92	616.69	613.72
Education services	752.28	785.12	760.82
Financial and insurance activities	1008.6	1320.37	1126.28
Information and communication	840.89	1000.44	923.43
Professional, scientific and technical activities	1441.62	1579.38	1509.45
Public administration and defense; compulsory social insurance	790.06	869.7	837.1
Real estate activities	843.76	884.68	862.65
Accommodation and food service activities	595.93	690.05	629.05
<b>Agriculture, forestry, fishing and hunting</b>	<b>687.16</b>	<b>710.98</b>	<b>700.35</b>
Construction	806.46	857.91	843.58
Electricity, gas, steam and air conditioning supply	1309.13	1283.19	1290.13
Mining & quarrying	2389.11	2168.48	2221.23
Other service activities	779.4	857.6	818.73
Processing industries	1053.68	1183.89	1123.76
Transportation and storage	1005.14	1124.5	1085.15
Water supply; sewerage, waste management and remediation activities	647.83	742.71	703.47
Wholesale & retail trade; repair of motor vehicles and motorcycles	761.83	846.97	804.4

Source: NSO, 2017Q2



## Vocational education training in forestry sector

In the five target aimags, the number of male students in VET is higher in most cases.

**Table 24 Students in vocational and technical education institutions, by aimag, sex**

Aimag	2012	2013	2014	2015	2016
Bulgan	677	540	584	544	449
Female	295	255	302	259	180
Male	382	285	282	285	<b>269</b>
Zavkhan	817	1154	1185	1358	1098
Female	380	470	509	513	459
Male	437	684	676	845	<b>639</b>
Selenge	1229	969	873	957	882
Female	534	338	342	356	312
Male	695	631	531	601	<b>570</b>
Khuvsgul	885	655	670	704	583
Female	456	296	297	314	237
Male	429	359	373	390	<b>346</b>
Khentii	1101	1016	793	930	704
Female	460	479	284	352	241
Male	641	537	509	578	<b>463</b>
Grand Total	4709	4334	4105	4493	3716

Source: NSO

According to the Institute of Labour Studies' report on Labour Market Survey on Graduates (ILS 2014), majority of graduates from communications, forest industry, wood processing and agricultural processing as well as conservation and tourism did not work in the field of their study. In contrast road, construction materials, industries and arts and culture graduates had the highest rate of working in their field of tier study. Furthermore, graduates from forestry and wood processing had lowest rates of employment which can be explained by labour market demand and supply disparities. Among the 218 graduates participating in the survey, **50% or 109 graduates of forestry and wood processing have been employed** and the remaining were not employed (ILS 2014, 25). The data was not sex-disaggregated and therefore it was not possible to make conclusions regarding gender ratio.

The BioDiv II project organises "Open door event" in cooperation with the MET and partner VTPCs to promote professional forest worker programme. Within the framework of the event, the first ever "Garden for female foresters" was established in Bulgan province of Mongolia, to support gender mainstreaming, in 2015 (GIZ 2017).

It should be noted that because the forestry related data is aggregated with that of agriculture and fishery, it is difficult to analyse relevant data in detail. On the forestry side, reporting has typically been focused on the physical resource and its status and extent. This does not allow measuring the contributions made by forests to the lives of the poor. Ministries responsible for forestry have only moved very slowly towards collecting new kinds of data to meet this challenge. Their previous experience has not prepared them for this task and they need to be supported to deal effectively with the new requirements (FAO 2010).

## *Private sector employment*

Mongolia's forest industry was dominated by state-owned companies or joint-ventures with the former COMECON trading partners (USSR, Romania, and Poland). Towards the end of the 1980s the forest industry production grew rapidly. But after the change in government, the collapse of cooperation arrangements and the subsequent recession in Mongolia caused an economic crisis in the industry with decline in production volumes and investments. Subsequently, the transition reform was extended also to forest industries (FAO 1998). Several processing plants have closed due to cost overruns and shortage of materials. The effect of this change can be seen from declining export of wood and wooden materials in Mongolia (as shown in Chapter 5.1. of this report). The number of employees has decreased rapidly in forest industry after the restructuring and privatisation programme was started. (FAO 1998).

In 2000 and 2003, 'Action program for the revival of the timber industry' was passed by the Government to solve employment and social issues affecting inhabitants of logging villages. "To revitalise the timber industry, 15 million MNT in soft loans were distributed to the seven villages involved in the program to support SMEs in each village". It was reported that 2,000 permanent and/or temporary jobs were created as a result of this program. Nonetheless in reality, no noticeable changes were felt (World Bank 2006).

In the timber processing sector, there are more than 200 forest entities and 450 small- and medium-sized processing facilities employing over 5,000 workers. (B.Tulga 2014) The majority of wood-processing companies in Mongolia are sawmills and small-scale furniture joinery or furniture factories. Another report indicated that almost 1,000 wood-based industries are thought to exist at the national level, including both timber harvesting and processing/marketing enterprises (UN-REDD and MEGD 2013). A detailed breakdown of the composition of forest industries is not available currently.

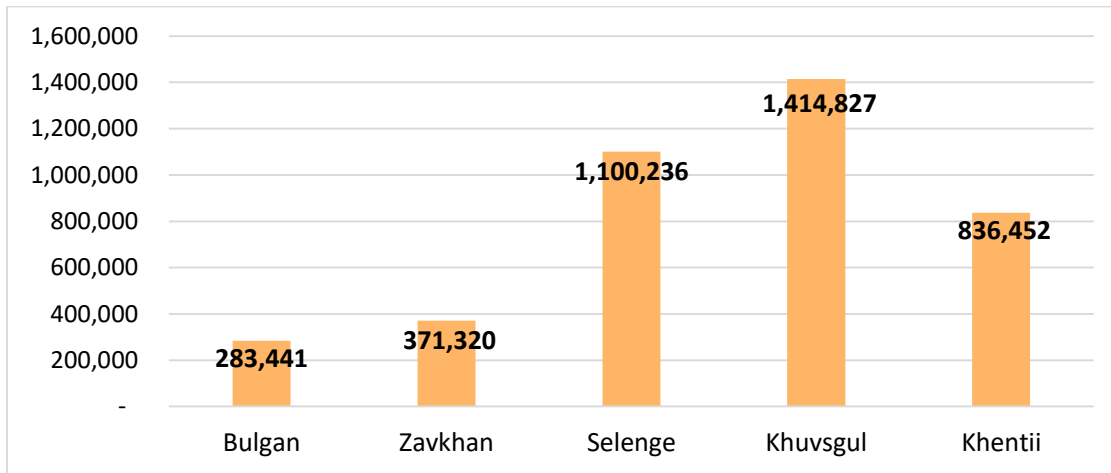
In addition to the one hundred or more forest entities licensed to harvest timber in production forests, at least as many businesses are registered in boreal forest aimags<sup>22</sup> which deal with the processing, marketing, transport and sale of timber and non-timber forest products. Most of these are SMEs, employing fewer than ten workers and with an average annual turnover of MNT 20 million (US\$ 15,000) or less. (UN-REDD and MEGD 2013)

The **total income generated by registered forest enterprises** in boreal forest aimags is recorded as being just over MNT 4 billion in 2012, with a combined operating margin of some MNT 614 million. This represents only a small proportion of the total value of the wood harvest in terms of producer operating margins. Other unregistered forest businesses also operate, without licenses (UN-REDD and MEGD 2013).

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<sup>22</sup> Excluding Ulaanbaatar

**Figure 24 Forestry companies average annual income (thous. MNT)**



**Table 25 Number of employees of forest companies**

Aimag	Number
Bulgan	128
Zavkhan	206
Selenge	321
Khuvsgul	269
Khentii	137
<b>Total</b>	<b>1061</b>

*Source: Business registration, NSO, 2015*

According to the Table above, there are **1061 workers** employed by the forest companies in named five aimags but this is the 2015 statistic data information.

NSO reported in August 2014 that the average monthly salary for women was **roughly 88 percent of that of men**. Mongolia’s National Human Rights Commission (NHRC) found that men were more likely than women to be promoted or to be given professional development opportunities. (World Learning 2017) In addition, as documented in the companion policy note on labour markets in Mongolia, women are located mostly in informal sector wage employment in the service sector, heavily concentrated in support positions in retail and catering.

The Mongolian Forest Industries Association currently consists of 74 companies and individuals in wood processing, furniture production and training business. The association has activities such as:

- To promote cooperation between various stakeholders
- To introduce modern technology and organise activities to promote introduction and exchange of such technology
- To provide training and capacity building for its members
- To contribute to the development of wood processing industry in Mongolia
- To support nationwide awareness raising about sustainable use of wood.

There is strong desire among professional organisations and larger entities to distinguish themselves from small-scale entities and individuals. For instance, there are views that rather than having large number of unregulated small companies, it is better to have few large companies that are reliable and professional (N.Dolgorkhuu 2010). According to interviews, these companies consider themselves as constantly striving for technological advancements and they are more responsible in logging and other relevant activities.

Common challenges faced by companies working in the forestry sector are:

- **Lack of funding and access to finance.** Grants or investment opportunities for supporting the forest entities is limited; almost no loan with low interests for forestry SMEs provided by commercial banks and no government support for purchasing advanced equipment and tools. Many small companies are not able to produce final products because of limited financial resources; lack of upgraded equipment and capable human resources.
- **Unfavourable market conditions:** According to the interviews with forest company workers in Selenge province, panels produced by some small companies are not sold frequently because of Chinese imported wood production. Due to this reason, these small companies are not able to provide salaries to their employers on time. A decision by Parliament in June, 2013 ensured that afforestation, forest industry and wooden goods from import shall be exempt from custom tax and VAT until December, 2017. The government acknowledges that this decision will support afforestation and increase the amount of imported wooden goods, and hopefully decrease illegal logging and improve forest conservation (MEGD and Steppe Forward Programme 2014). This shows direct conflicting interests between forest industry and competition.
- **Lack of capacity building and training.** Between the years of 2008-2009, many capacity building trainings for forest stakeholders were organised. But in recent years, the frequency of trainings is decreased, however trainings are still conducted by MET, and donor funded projects and national programmes. A regular capacity building training for 41 forestry units is organised annually.

In general, forestry sector is heavy industry therefore it is considered as a man dominated sector. It is because employees in the forestry sector work long-hours or during the weekends and as indicated in the Mapping of Division of Labour, forest industry works are mainly seasonal because of some restrictions or prohibited times by the Government in order to prevent from forest fire. Also, the average wage is much lower than other sectors. Another challenge for women is that most of equipment are old and heavy to carry on. It is interesting that interviewees in Selenge province highlighted that working conditions are heavy (it may depend on the profit of the company) but there is no difference between men and women. Therefore, company workers work seasonally and they rest during the summer times.<sup>23</sup>

During the semi-structured interviews, female and male employees in a number of companies were asked about sexual harassment and interviewees replied that there is no sexual harassment in the forestry workplace. According to the report of Mongolia: Raising Female Participation in the Large-Scale Mining Sector (World Bank 2013), women working in both service support and professional roles of mining sector

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<sup>23</sup> Interviews with people from forest companies

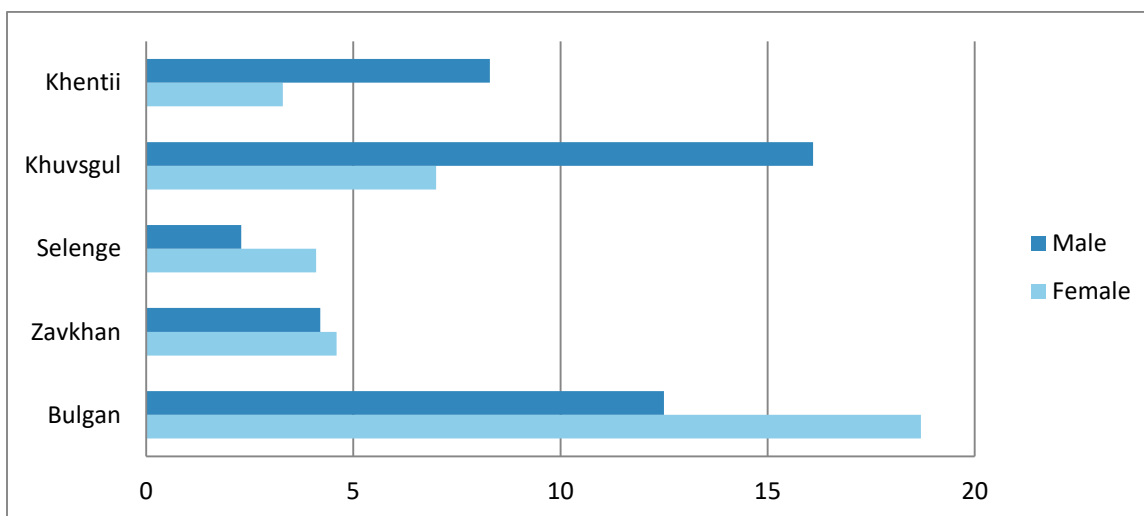
reported harassment and disrespectful treatments and there was a reluctance to register any complaints because such behaviour was considered the norm. In addition, there was limited support provided for women with families with some mining companies requiring women to live at the mine and charging a fairly high daily fee if their families wanted to stay over (World Bank 2013). On the contrary, we could not find evidence of such cases in the forestry sector. In Mongolia, the term of Sexual Harassment is explained in the Article 4.1.7 of LPGE (2011) and prevention measures to be taken by the employers.

It was observed from desk review and field research that due to lower level of development in the forestry sector business, companies lack activities and reporting on their corporate social responsibility as well as on other aspects such as how companies are applying equal opportunity policies. There could be a model of voluntary policies, best practice recommendations and internal codes that are applicable to companies in the forestry sector that companies can apply.

### *FUGs in the forestry sector*

Rural areas are highly dependent on livestock with a relative dearth of alternative employment pursuits. They therefore remain vulnerable to natural disasters including droughts and dzuds (UN-REDD Programme and MET 2017). Unemployment rate in the five target aimags show that it is higher among women than men. Thus, providing alternative livelihoods including increased jobs in forestry can help reducing unemployment among women and men in these aimags. Especially, nationwide the unemployment rate is higher among young women than among young men, and it has been rising among young women (UN and GoM 2016). However, looking at the data of the five target aimags, unemployment among men was higher in Khentii and Khuvsgul aimags.

**Figure 25 Unemployed population aged 15 and over, by sex, aimag (percentage)**



Source: NSO, 2017Q2

Restrictions on access to wood markets were removed, thus creating an incentive for the FUGs to process and sell dead timber for construction and fuelwood for the winter ( Reeb, D. and Battistelli, S. 2015). As already mentioned, local communities have been participating in the forest sector by establishing FUGs. FUGs mainly consist of family members.

Throughout Mongolia, there are **1062 FUGs** with 21 thousand members established and contracted to manage a total of nearly 2,310,663 hectares under 20-40-year user rights (B.Tulga 2014). In her speech at the Second National Forum on Nature Conservation Communities in 2015, ex-Minister of Environment D.Oyunkhorol mentioned there are **1218 FUGs** comprising 16,994 households and 41,295 members (D.Oyunkhorol 2015) of which 1148 are rangers. D.Oyunkhorol praised that Khuvsgul (241), Bulgan (187), Selenge (169), Khentii (117) and Tuv (122) aimags have highest number of FUGs and they have been showing good practices to FUGs in different aimags.

According to a dataset obtained from the Forest Research and Development Centre of MET, a total of 896 FUGs were registered in the database of which 871 had information about the number of their members. Majority of the FUGs had 10-19 members (38.7% of FUGs) and 20-29 members (31.6%)

**Table 26 FUGs number of members**

Number of members	Number of FUGs	Percentage in total number of FUGs
1-9	62	7.1
10-19	337	38.7
20-29	275	31.6
30-39	127	14.6
40-49	34	3.9
50 above	36	4.1
<b>Total</b>	<b>871</b>	<b>100%</b>

Of these 896 FUGs registered in the database, **281 FUGs** indicated that they have members who had professions/occupations related to forestry. Most commonly cited occupations included:

- Sawyer
- Carpenter
- Druggist
- Forest technician
- Arborist
- Ecologist.

Unfortunately, there was no data available about how many people were employed at these occupations. Furthermore, none of the data was sex-disaggregated and the dataset was filled in an inconsistent manner making it harder to compare and analyse.

Looking at the FAO's data covering information about 98 FUGs in Bulgan, Darkhan-Selenge, Khentii and Khuvsgul aimags, the FUG members' sex ratio is relatively equal yet the number of female FUG leaders is four times less than that of men.

**Table 27 Statistics of FUGs**

	Total number	Female	Male
<b>Members</b>	<b>2620</b>	<b>45.6%</b>	<b>54.4%</b>
Pensioners	429 (16.9% of total members)	9.0%	7.3%
Single headed households	163 (5.2% of total)	3.9%	2.3%
Members with disability	77 (2.9% of total)	1.3%	1.6%
Female group within FUG	4 (4.1% of total)	-	-
<b>Leader of FUG</b>	<b>98</b>	<b>20.4%</b>	<b>79.6%</b>
FUG Board Members	390	39.7%	60.3%

The majority (72%) of FUG members have lower and upper secondary educational level. In total nearly 84% of male and 80% of female FUG members <sup>24</sup> have educational level that is lower than “upper secondary”. The majority (65.5%) of male and 69% of female FUG members are aged above 36 whereas only 9% of total members are aged below 25. Currently, it appears that FUGs provide more opportunity for work and livelihood for people aged above 36 rather than young people (among which unemployment rate is higher<sup>25</sup>). Therefore, by supporting FUG members’ livelihood, diversifying their income and opportunity to access social services, it is possible to attract more young people.

**Table 28 Socio-economic demography of FUG members**

Indicator	Category	Female	Male
<b>Mean age of members</b>	18-25	87 (3.5%)	144 (5.5%)
	26-35	289 (11%)	338 (13%)
	36-45	391 (15%)	418 (16%)
	46-55	232 (8.9%)	307 (12%)
	Above 55	206 (7.9%)	208 (7.9%)
	Mean age of FUG leaders	48.5	
<b>Educational level of members</b>	Uneducated	21 (0.8%)	22(0.8%)
	Primary	113 (4.3%)	145 (5.5%)
	Lower secondary	<b>435 (17%)</b>	<b>594 (23%)</b>
	Upper secondary	<b>398 (15%)</b>	<b>434 (17%)</b>
	Technical and Vocational	133 (5.1%)	128 (4.9%)

<sup>24</sup> There were in total 1424 male members and 1196 female members

<sup>25</sup> Often because they are studying at higher education institutes

Indicator	Category	Female	Male
	Higher	103 (3.9%)	94 (3.6%)
Marital status	Married	1032 (39.4%)	1223 (46.7%)
	Divorced	16 (0.6%)	10 (0.4%)
	Single	61 (2.3%)	141 (5.4%)
	Widowed	77 (2.9%)	35 (1.3%)
	Second marriage	11 (0.4%)	14 (0.5%)

Source: FAO, *Mainstreaming biodiversity conservation, SFM and carbon sink enhancement into Mongolia's productive forest landscape Project*

According to the Law on Forest, FUGs are responsible for protecting, restoring and conducting activities to prevent from illegal logging and forest fires under must have a management plan while possessing a parcel of forest resources. FUGs rely on approved **management plans** that include details of decision-making arrangements, by-laws and constitution. Forest harvesting in forests should be done according to forest management plans.

Looking at the data from 896 FUGs, 780 or 87 percent had an approved management plan and the majority of these plans were for a 3-year period (Forest Research and Development Center, MET 2016). Similarly, of the 98 FUGs covered by the FAO project statistics, 86.7% of the FUGs had an approved management plan (FAO 2017).

Although FUG can harvest and sell forest resources to generate income (the potential for livelihood improvement or future income is cited as an important motivation for FUG members; Fisher et al 2012), **actual harvests and earnings currently remain very low**. There are no data available on the volume or value of forest products used by FUG. **One of the biggest gaps of the law is that FUGs cannot have sufficient benefits from forest resources because of the following of the factors:**

- As FUGs interviewed highlighted “they do not have legal permissions to cut down or remove any standing trees despite of the fact that they are dead”.
- The fallen trees that are permitted for commercial use and other purposes are usually too poor in quality to utilise for these purposes, or barely covering the cost they pay for a management plan (MNT 500,000) and protection and restoration activities.
- FUGs cannot claim any compensation from logging companies running operations on their owned areas because FUGs do not have financial report that they prove how much money they spend on forest protection and restoration as they do not have to.

Therefore, the results of the research suggest that there should be some amendment in accordance with the needs of FUGs and other stakeholders and more capacity building for FUGs.

As FUGs are engaged in conservation and reforestation activities, they have the opportunity to participate in tenders related to such activities. For instance, according to the Law on Natural Resources Use Fee (2012), 85% of royalty fees should be collected locally from royalty revenue from forest use, 30% from soil



resources, 35% from water, 50% from wildlife and 15% from plants should be spent on environmental protection and rehabilitation activities. As highlighted by MET, a total of 41.2 billion MNT and 38.7 billion MNT royalty revenue were collected in 2013 and 2014 respectively nationwide at local government levels.

However, only 10 percent of the fund collected from this revenue was allocated to rehabilitation and environmental protection activities. Therefore, it is important to enforce this Law and spend relevant percentages for rehabilitation and environmental protection activities. To ensure its enforcement, accountability mechanisms should be strengthened and some portion of this funding could be transferred to FUGs. MET also highlighted that there is a need to conduct further research on how to align FUG activities with the state policies on tourism and SME and it is important to take necessary measures based on the study findings<sup>26</sup> (D.Oyunkhorol 2015).

### *Households' income and expenses living in forested areas*

Looking at the households' monthly income structure, their income from temporary and secondary occupations, other sources of income such as social insurance and pension and non-agricultural income occupy significant portions. In the monthly household expenditure, non-food expenditure and non-agricultural expenditure are highest in all 5 aimags.

**Table 29 Average monthly income structure (MNT)**

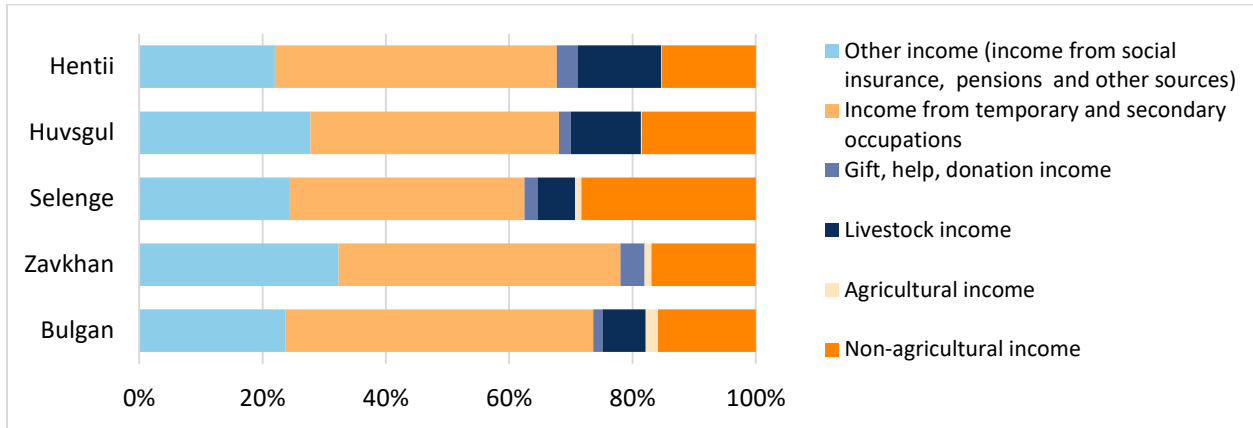
Aimag	Other income <sup>27</sup>	Income from temporary and secondary occupations	Gift, help, donation income	Livestock income	Agricultural income	Non-agricultural income	Total income
Bulgan	186,495	264,186	22,572	31,866	6,368	97,839	577,492
Zavkhan	162,591	253,142	14,383	40,323	6,744	188,481	665,664
Selenge	178,168	374,497	11,552	52,572	14,912	119,128	750,829
Khuvsgul	158,727	230,455	10,841	65,090	970	105,606	571,688
Khentii	141,606	294,319	21,755	87,676	594	98,111	644,060

Source: Household Socio-Economic Survey 2016

<sup>26</sup> In total, 21% of FUGs participated in a survey conducted by MET proposed this measure.

<sup>27</sup> Income from social insurance, pensions and other sources

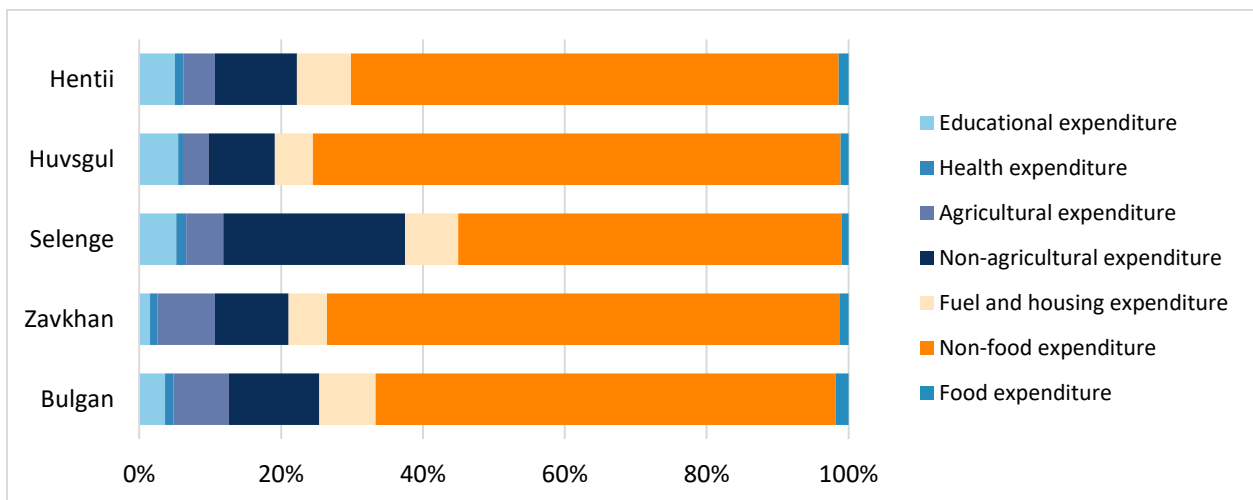
**Figure 26 Average monthly income structure (%)**



**Table 30 Household monthly expenditure (tug)**

Aimags	Educational expenditure	Health expenditure	Agricultural expenditure	Non-agricultural expenditure	Fuel and housing expenditure	Non-food expenditure	Food expenditure	Total
Bulgan	8,777	6,025	47,392	60,380	31,760	421,476	7,029	582,840
Zavkhan	29,227	7,854	29,182	143,639	41,929	303,000	5,300	560,131
Selenge	19,224	6,345	41,433	67,643	42,051	344,230	9,571	530,498
Khuvsgul	30,322	4,506	19,312	51,639	29,567	411,211	6,276	552,834
Khentii	27,386	6,516	24,134	63,091	41,390	374,714	7,579	544,811

**Figure 27 Household monthly expenditure structure (%)**



## 4.6 Governance issues within the forest sector

Forest sector governance refers to the ways in which officials and institutions (both formal and informal) acquire and exercise authority in the management of the resources of the sector to sustain and improve the welfare and quality of life for those whose livelihoods depend on the sector (World Bank 2008). Thus, key features of good governance include **adherence to the rule of law, transparency and low levels of corruption, inputs of all stakeholders** in decision making, **accountability of all officials, low regulatory burden**, and political stability. (World Bank 2008).

The implementation of environmental laws and regulations is insufficient and there are many issues not covered by the law. The current legal environment is not sufficiently effective for coordinating consequences of rapidly growing animal husbandry and mining industry activities and to environment.

Interviews with forest companies and FUGs reveal the following common challenges that need to be addressed in the forest industry:

- 1) **Inadequate planning and quotas set by local authorities.** Wood demand has been increasing in recent years but annual maximum logging volume, decided and allowed by respective authority (CRHs of Soum/District and Aimag/Capital City), is not based on the forest management plans of FUGs, entities and professional forest organisations. Each CRHs at aimag and soum levels decrease logging volumes of FUGs and entities because of no reason. For example, one company included 1000 cubic meters harvest annually in their forest management plan but only 100 cubic meters harvest were issued by the CRHs of soum/district and aimag/capital City. Due to limits set by the aimag and capital city CRHs, many entities cannot work efficiently. This creates various forms or regulatory burden.
- 2) **Mongolian Law on Forest does not fully address the needs of FUGs.** Instead the Law poses risks to expose the FUGs to become vulnerable to exploitation because their rights to use forest resources are limited while their responsibilities are high.
- 3) **Financial incentives and fines are outdated.** Participants who were involved in the interviews considered that some of the provisions of the law, particularly fines, compensation and the economic incentives for forest protection, and the accompanying procedures of law were largely outdated and needed improvement. For example, the amount of reward and compensation for forest protection is low and the reimbursement process is inadequate.
- 4) FUGs are not treated by the government same as herders and farmers as stressed by representatives of FUGs. According to the UN-REDD report, FUGs have less economic incentives and legal recognition (UN-REDD Programme and MET 2017).
- 5) **Time period of harvesting non-timber forest products is inconsistent** with government decision about closing period of forest activities done by FUGs and forest entities. Because of this inconsistency, nut and fruit pickers may have to work outside the allowed period putting them in higher risks of violations of regulations.
- 6) Relevant regulations require FUGs to develop their **financial statements** to secure their expenses and then reimburse based on their expenses. However, in reality, FUGs confirm that many of them do not have financial statements and their forest management plans are not implemented adequately. It shows that internal capacities of these FUGs are still weak.

Moreover, there are several issues relevant to the forestry policy implementation identified by the stakeholders at the local level:

*Interview with a local citizen representative  
(UNDP and IRIM 2016)*

- 7) According to Mongolian laws, environmental rangers in Mongolia have duties to conduct regular observations and protect lands between 60,000 hectares to 1 million hectares. Because of not enough environmental rangers at local level, community participation becomes an important part of the SFM<sup>28</sup>.
- 8) The implementation and enforcement of these norms have been hindered by a lack of clear structure to the legislation, internal inconsistency and contradictory norms, as well as duplication of efforts, unclear responsibilities and a lack of capacity within government institutions (UNDP/UNEP 2014).
- 9) Nonetheless, during the interviews with FUG representatives mentioned a number of forest fires and illegal logging are considerably decreasing thanks to ongoing FUGs' effective efforts.

*Citizens believe that environmental inspectors only grant permission for getting trees from forests for household use. Citizens do not know about any other duties, or that the inspector can resolve their issues.*

### **Transparency in the forest sector of Mongolia**

One of the primary reasons for the failure of forest governance in developing countries is the lack of access to reliable information in the public domain, a situation that hinders state actors from being held accountable (Minang, et al. 2017). In Mongolia, Law on Information Transparency and Right to Information (2011), Glass Account Law (2014) and other legal acts have improved the accessibility of the citizen to information related to decision-making and public fund managements.

However, the disadvantaged groups are still lacking interest in cooperating and participating in the activities because of lack of information related to decision-making and its implementation. (T.Amgalan 2009). Therefore, another area where laws could be more effectively implemented is with respect to environmental information. Although relevant laws provide for environmental information to be made available to the public, the accessibility of information varies greatly. As FUGs participating in the interviews highlight, if FUGs or people are not involved in specific projects and programmes that support FUG activities, it is difficult for them to receive useful information they need.

During the interviews with the stakeholders of the forest sector, they assessed transparency in the forest sector as "good". As our interview participants expressed, the granting of possession of forest resources and reserves is relatively open and information accessible. According to the Law on Forest, FUGs, entities and professional forest organisations are provided equal opportunities to possess a parcel of forest

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<sup>28</sup> Under present conditions the issue of skilled personnel has been solved. Currently there are 625 employees, and out of these 325 of them are forest rangers. By 2014 these rangers will be working according to specific norms. It is expected that the workforce is built up of competent employees.

resources and reserves on a contractual basis indicating specific duration and conditions according to approvals of Soum and District CRHs based on a proposal of Bagh or Khoroo Citizen’s Public Meetings. Also, there is no difficulty to establish professional forest organisations and obtain the certificate.

But the process of obtaining the logging license and certificates of origin to harvested timber and wooden materials requires different levels of approval. During this process of obtaining the certificate and license, the harvest volume for a given year is limited and reduced by each level (Aimag/ City or Soum/ Districts). Because of this reason, above mentioned stakeholders are not actively participating in the forestry industry. Local authorities’ approvals are not supportive for the forest management plans of the FUGs, entities and professional forest organisations.

However, the cases or examples of following up how much money is spent on local forest management from the tax they paid and how much they have access to, which is likely to be a sign of stakeholders’ low awareness of their rights to information were not mentioned.

According to a monitoring of the procurement process of reforestation entity selection by local governments, there has been gradual improvement where the procurement process was transparent, allowing for external monitoring and complying with relevant regulations. However, it was observed that the tender materials prepared by FUGs were not meeting basic criteria which indicate their capacity building needs for preparation for tender materials and reporting (Nogoon Tes NGO 2010)

Furthermore, looking at the MET’s performance in terms of its transparency on website, it has been below average in the last 4 years. The web monitoring index produced by IRIM assesses information transparency of human resources, budget, procurement and operations using five criteria<sup>29</sup>

**Table 31 Transparency in government operations: Web monitoring results**

	Ministry	2011	2015	2016	2017
<b>1</b>	Ministry of Environment and Tourism	40.6	45.3	54.7	37.2
<b>2</b>	Ministry of Foreign Affairs	27	56	48.5	46.1
<b>3</b>	Minsistry of Finance	47.2	<b>74</b>	<b>62.6</b>	51.3
<b>4</b>	Ministry of Justice and Internal Affairs	-	53.9	21.2	37.7
<b>5</b>	Ministry of Labour and Social Protection	<b>63.1</b>	59.5	33.7	51.6
<b>6</b>	Ministry of Urban Development	-	59.7	49.8	60.7
<b>7</b>	Ministry of Defense	33.4	46.2	51.8	46.7
<b>8</b>	Ministry of Education, Culture, Science and Sports	46	<b>65.9</b>	<b>61.7</b>	55
<b>9</b>	Ministry of Road and Transport Development	-	67.4	56.9	58.9
<b>10</b>	Ministry of Food, Agriculture and Light Industry	31.6	64.9	53.3	50
<b>11</b>	Ministry of Energy	-	<b>67.4</b>	35	<b>62.3</b>

<sup>29</sup> Relevance, timeliness, reliability, user-friendliness and accessibility.

Ministry		2011	2015	2016	2017
12	Ministry of Health	25.1	63.3	55.9	28.9
13	Ministry of Mining and Heavy Industry	-	45.2	-	49.7
	<b>Average</b>	<b>39.2</b>	<b>58.5</b>	<b>45.2</b>	<b>48.2</b>

**Community participation in decision-making**

Community participation in decision-making and implementation is considered essential for good governance, equitable distribution of benefits, and sustainable resource management. Additionally, it is important for creating accountability and transparency. (World Bank 2008). The results of the research indicate that stakeholders are not used to ensuring their engagement in decision-making processes and they are inactive because of lack of knowledge and information about the relevant laws and policies.

According to a guideline on gender mainstreaming in the forestry sector (FAO 2016) empowering women in the forestry sector and increase their representation in relevant institutions can ‘create significant development opportunities and generate important additional benefits for their households and communities, particularly in rural areas’. In order to empower women in the forestry sector it is necessary to:

- ✓ advocate for good governance systems which provide secure tenure for women;
- ✓ collect gender disaggregated data to monitor gender roles in the sector;
- ✓ implement gender in capacity building activities;
- ✓ carry out knowledge building activities aimed at understanding gender-specific roles, needs and dynamics;
- ✓ analyse the potential entry points for gender components in projects and programmes; and
- ✓ circulate important data and facts related to gender in the forestry sector.

While women are less represented in decision-making with lower levels of participation and benefit from productive work. In contrast, men have greater role in decision-making for forest management, for example, by participating in community meetings and making agreements with community leaders on behalf of their households (UN-REDD Programme and MET 2017). To validate this statement, we looked at a different survey conducted by IRIM and the Asia Foundation in 2012 and 2014 through the Fostering Civic Engagement at Sub-National Level project<sup>30</sup>. The study finds the following relevant information about citizens’ participation in decision-making at local level:

- **Attendance at local level khurals was low.** The study found that 36% of respondents (N=257) had participated in a citizens’ khural meeting in 2012, of which the largest proportion (28%) attended Bagh and Khoroo meetings while only 8% attended soum and district level meetings.

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<sup>30</sup> 725 citizens participated in the survey of which 536 were from rural areas. Only one of the 6 survey aimags overlaps with the BioDIV II target aimags which is Arkhangai.

- **At soum level, men’s attendance was higher than that of women.** Attendance was not correlated with gender at lower levels of government, but men were more likely than women to attend higher-level (Soum) meetings.
- **Male respondents demonstrated slightly higher levels of knowledge than female respondents.** The gender of respondents appeared to have some influence on their level of knowledge, with male respondents demonstrating slightly higher levels of knowledge than female respondents. Overall, 37% of all female participants answered ‘Don’t Know’ to the questions while this rate was only 26% among males.
- **Generally, citizens’ knowledge about government functions was low.** The majority of respondents had limited awareness of the functions and responsibilities of sub-national government at all three levels (Aimag, Soum and Bagh). An average of 66% of respondents were unable to name even one function of the executive branch of local government and 75% were unable to name even one function of the legislative branch of local government correctly.
- **Citizens had a greater knowledge of the lowest level of government (Bagh) and of the executive power.** They had generally stronger understanding of the executive’s power (Governor) than the legislative (khural).
- **Employment status and educational attainment** also shows some influence on levels of knowledge. Groups that had the lowest rates of knowledge were students and respondents with no education or only primary education (40% of all students and 43% of respondents with no education could not provide any correct response).
- **Public meetings and forums** was the second most frequent source of information in rural areas or soums. More than 40% of respondents indicated that they get information about local government functions and laws from meeting and forums organised by local government whereas 20% reported getting this information by word of mouth (this was highest among public officials (33%), herders (40%) and those who are retired (34%)).
- Respondents were asked which issues facing their community would benefit from more participation/consultation. Responses were site specific and not subject to generalisation but **environmental issues and public services were the most commonly selected challenges** in the sites.

*Source: IRIM and TAF, FOCE baseline and final evaluation surveys (2012 and 2014)*

Based on the above available information, it is possible to derive effective ways of raising public awareness about climate change and SFM (this will be in line with the National Action Plan on Climate Change Objective 5). Public engagement with biodiversity has increased but still very limited in some areas (MEGD and Steppe Forward Programme 2014). At FUGs level, the interviewees highlighted there is no gender stereotypes in participation in trainings and other activities. Instead traditional domestic work divisions are influential in decision of who to get involved in a certain activity in a certain day.

### **Male to female ratio in MET**

According to LPGE, the NCGE shall have responsibilities of stipulating the following activities when necessary. However, there is a lack of coordination and cooperation between NCGE and MET. For instance,

MET does not report for instance, on the implementation of the following articles' of LPGE to Cabinet and NCGE:

- Implement activities, policies and programmes to ensure gender quota of 40:60 in workers at decision-making levels if percentage of men or women is too dominant.
- Ensure gender quotas of no less than 15 percent at the positions of public administration, state secretariat and members of the Government, no less than 20 percent at the positions of heads of the central organisations, no less than 30 percent at the positions of heads of the departments of the ministries, and no less than 40 percent at the positions of heads of local governor offices and departments

Staff Survey results suggest that majority of MET workers both at managerial and officer positions were open, or supportive to the idea of a fixed proportion of places for women in government. But it was higher among women (over 80%) expressed their supportive stance on fixed proportion of places for women in government while less than a half of men (43%) supported the idea of fixed gender quotas.

**Table 32 Number of women in decision making and executive positions in the MET by gender**

Position	2014			2016		
	Male	Female	Total	Male	Female	Total
<b>MET</b>						
Civil Service	19	13	32	-	-	-
Public Administration	45	49	94	63	58	121
Political worker	2	1	3	2	-	2
<i>Sub-total</i>	<b>66</b>	<b>63</b>	<b>129</b>	<b>65</b>	<b>58</b>	<b>123</b>
<b>Agencies of MET</b>						
National Agency for Meteorology and Environment Monitoring of Mongolia	6	24	30	7	4	11
Mongol Us	32	21	53	13	17	30
Fresh Water Resource and Nature Conservation Centre	11	13	24	13	13	26
Forest Research and Development Centre	16	8	24	9	3	12
Tuul River Basin Authority	10	8	18	12	11	23
Special Protected Areas Authority Mongolia	461	100	561	436	141	577
National Committee	7	9	16	N/A	N/A	N/A
"Clean air" fund	3	3	6	N/A	N/A	N/A
Environment and Climate fund	2	2	4	2	3	5
<i>Sub-total</i>	<b>548</b>	<b>188</b>	<b>736</b>	<b>492</b>	<b>192</b>	<b>684</b>
Total	614 (71.0)	251 (29.0)	865 (100)	557 (69.0)	250 (31.0)	807 (100)

Source: Department of Climate Change and International Cooperation, MET, 2017

As can be seen from the table above, the number of MET staff decreased from 865 in 2014 to 807 in 2016. However, predominant percentage of men remained almost the same at 70 percent. People working at the decision-making positions in the environmental sector of Mongolia are mostly men. As such the gender quota stipulated in LPGE is not realised.



### *Sex disaggregated data in SFM*

Policies and programmes often overlook women and men's differing needs because policy-makers lack the data, information and methodologies for addressing issues of gender. (Gender in Agriculture Sourcebook 2009). Sex-disaggregated data is data broken down into male and female categories that offer statistical information on the differences and inequalities between women and men. Sex-disaggregated data can provide gender analytical information that explains why there might be gender differences and inequalities (FAO 2016).

To improve data availability of the environmental sector, responsible organisations have been putting their efforts. For example, "Methodology on calculating environmentally-related statistical indicators" was approved on December 27, 2010 under resolution #1/173 of the head of NSO. Currently **a total of 351 indicators** related to environmental sector data under 30 forms are collected at NSO. In this respect, MET is the biggest administrative data producer responsible for supplying 281 indicators related data to NSO using 18 forms. Other agencies collected environmental data include:

- Agency for Land Administration and Management, Geodesy and Cartography responsible for 32 indicators related data using 9 forms;
- National Emergency Management Agency responsible for 25 indicators related data using one form;
- Information Research Institute of Metrology, Hydrology and Environment responsible for 13 indicators related data using two forms.

However, the majority of the indicators are not gender-related. In 2013, NSO informed there are a total of **9 gender relevant indicators in the environmental sector**, which are mainly general, and not directly related to information of forest sector workforce. This shows that gender-related data availability in the environmental sector is poorly disaggregated by sex, especially in the forest sector. For instance, there is no gender related data disclosed on [www.eic.mn](http://www.eic.mn), an official integrated database website of MET.

The gender statistical data related to the forestry sector are limited in Mongolia. The statistical data for employees in timber harvesting and wood factories divided by gender are almost non-existent. There is lack of information related to forestry on the gender-differentiated effects of policy measures and gender-differentiated processes of social change after economic transition as well. Existing data sources provide only indications and insights of the overall picture of gender structures in household forestry activity. Annual statistical data and labour force surveys produce sex –disaggregated data in the employees numbers by sectors such as agriculture, forestry, fishing, hunting, mining and extractive industries. In particular, the Law on Statistics provides opportunities to conduct Labor Force Survey every quarter and to obtain information on the participation of men and women in land and natural resources (Ministry of Population Development and Social Protection 2013).

However, sex-disaggregate data such as access to finance, access to land, land ownership are not readily available.

- Financial institutions are not collecting sex-disaggregated data on SMEs. This makes it difficult to estimate the share and analyse the profitability of women-owned SMEs in the total SME

portfolio. Collecting and analysing sex-disaggregated data, however, could be the first step to recognising women-owned SMEs as an underserved yet profitable client segment (IFC 2014).

- “The limited sex-disaggregated data in the [forestry] sector is a challenge for an effective inclusion and gender responsiveness” (UN-REDD Programme and MET 2017). For instance, in addition to sex-disaggregation, the data should be disaggregated by location (soums), by age and by income status.
- Sex-disaggregated data related to ownership of forest companies, FUGs and owners of licenses awarded in the forest areas are unavailable is at the Department in charge of Gender Statistics and at the Department of Environmental Statistics of NSO. Some of the officials interviewed suggested approaching business register department to get the data.

There is no readily available data on for instance the following SDG 5 related indicators in Mongolia (UNDP and IRIM 2016):

- Percentage of people with ownership or secure rights over agricultural land (out of total agricultural population), by sex" and b) "Share of women among owners or rights-bearers of agricultural land, by type of tenure
- “Share of women among owners or rights-bearers of agricultural land, by type of tenure” and
- Percentage of people with ownership or secure rights over agricultural land (out of total agricultural population) by sex

An annual report submitted by the NCGE on the implementation status of the National Programme on Promotion of Gender Equality (2013-2017) to the Cabinet Secretariat reveals the following challenges in ensuring the production and use of sex-disaggregate data. According to the report, the quality of reports received from local authorities in districts and aimags was insufficient and this was due to the following problems:

- The lack of capacity at local levels to produce sex-disaggregated data and the officers’ lack of knowledge about the content and purpose of the programme was a challenge. As such they reported on activities that are not relevant in ensuring gender equality in their aimags and soums/districts.
- Some data were not obtainable from local level and it was hard to report on activities that require such data.
- There was no reporting and documentation even regarding national level activities – as government agencies did not collect such information. Therefore, NCGE had to screen media materials to identify activities conducted in relation to the National Programme.
- Due to lack of awareness and knowledge about gender issues, support for any gender mainstreaming activities are low at local and agency levels.
- Therefore, it was difficult to align the National Programme on Gender Equality with other sector programmes and policies.

In the report, the following two activities were highlighted as need to be conducted and are relevant for gender mainstreaming efforts in the environmental (forestry) sector:

- To build capacities of gender focal points at local authorities
- To allocate budget at aimag level and include necessary action plans in local governors' contracts.

### *Gender responsive budgeting*

As part of the current initiatives to reform the budgeting system in Mongolia, the NCGE has the purpose of introducing gender-responsive budgeting in different sectors and at the Government level (e.g. in the National Program on Gender Equality 2002-2015), the objective of introducing gender-responsive budgeting concepts and methodology to policy-makers had zero implementation.

Furthermore, in a presentation 'Gender Responsive Budgeting: The case of Mongolia' presented at the Asia Evaluation Week (2016), a case study was conducted among Ministry of Finance education sector gender focal points. The case study found that there was no clear understanding of what is gender-responsive budgeting and how it can be implemented in Mongolia. The presentation recommends the following:

- Practical knowledge sharing among gender focal points and sectoral officers are essential
- Analytical tools for gender-responsive budgeting and its evaluation need to be developed across different sectors
- The country is in the process of introducing various programme/outcome-based budgeting as opposed to expenditure-based financing. To integrate gender-based budgeting as part of these efforts.
- In times of economic slowdown, gender issues are disregarded and lose priority – trend (example of NCGE secretariat backtrack); budget cut in midterm strategy implementation. To prevent this from happening, the participation of CSOs and international organisations should be increased.

Although some government officials had tour visits to learn from the "Gender-Responsive Budgeting in South Eastern Europe: UNIFEM EXPERIENCES", this has not brought sustainable institutional change.

## **4.7 International practice in mainstreaming gender in the forestry sector**

This section provides a preliminary overview of international best practices and lessons-learned in gender mainstreaming in the environmental and forestry sector. The reason why we call this section a 'preliminary overview' is because the study of best practices itself should be a separate exercise where a proper and prudent screening should take place. Furthermore, caution must be applied in interpreting these best practices as "the selected best practices **should be tested locally** since local adaptation often amounts to **reinventing the best practice** in the new context" (Stone 2001).

For the sake of the study, "good practices" are understood as all activities that have contributed to improving gender equality in participation in governance, labour, training, livelihood and well-being of local communities in forested areas and in integrating gender approach in projects, programmes and policies. The general criteria for best practices are as follows:

- 1) Best practices are related to improving gender equality in the forestry sector where impact can be reused or implemented.

- 2) The development / dissemination of good practices will have a positive influence on stakeholders of the forestry sector
- 3) The good practice is real and practised (not a virtual idea).

There are five recognised areas selected in this report as listed below:

- 1) Mainstreaming gender in forestry sector
- 2) Empower and engage local communities
- 3) Provide alternative livelihood and/or improve livelihood of local communities
- 4) Implement new methods, tools and approaches in projects, programmes and policies
- 5) Improves knowledge and documentation about forest and gender relationship

Based on a rapid review of good practices and recent examples, the following projects, programmes and activities were identified in each of the above listed areas. A common trend in these good practices is that they captured good practices as a regular part of a 'knowledge management system' and included gender differences consideration at all levels of project (in project design, implementation, and M&E). Therefore, **documentation of good practices** is important and an integral part of gender mainstreaming in projects. Useful resources to screen for good practices are:

- UN-REDD The REDD Desk website <http://theredddesk.org/resources>
- UNFCCC Gender and Climate Change materials produced by the Secretariat
- UNEP: Gender and the Environment [www.unep.org/gender.env](http://www.unep.org/gender.env)
- UNWOMEN: [www.unwomen.org](http://www.unwomen.org)
- UNDP-UNEP Poverty-Environment Initiative: Main-streaming Climate Change Adaptation into Development Planning: A Guide for Practitioners
- Global Gender Climate Action Alliance (GGCA): [www.gender-climate.org](http://www.gender-climate.org)
- International Union for Conservation of Nature (IUCN) - UNDP: [ww.genderandenvironment.org](http://ww.genderandenvironment.org)
- Women's Environment and Development Organization: [www.wedo.org](http://www.wedo.org)
- CIFOR's Gender resources. <https://www.cifor.org/gender/tools-manuals/>
- BMZ and GIZ Gender Knowledge Platform <https://www.genderingermandevelopment.net/>

## *Mainstreaming gender in the forestry sector*

### ***The case of Philippines: Gender and Development Focal Point Systems (GADFS)***

(UN-REDD Programme; WOCAN and USAID-LEAF 2014, 19-21; 28)

Philippines has introduced GADFS system in 2011. It is an interactive and interdependent group consisting of a group of experts in gender analysis, training and planning in all government instrumentalities tasked to catalyse and accelerate gender mainstreaming.

The Department of Environment and Natural Resources in Philippines is considered to be one of the leading government agencies that integrated gender in its policies, systems, and programs and has a long-standing history with GADFS. Its GADFS served as one of the models used by Philippine Commission on Women of Philippines in influencing the government in installing mechanisms for gender mainstreaming in the country, for example, in the Department of Budget and Management. The Harmonized Gender and Development Guidelines provide directions on how to integrate budget and planning for implementing gender plans. Community-based Forest Management is one of its flagship programs that successfully integrated and instituted gender equality interventions.

Memorandum Circular # 2011-01 and Joint Circular # 2012-01 provide detailed guidelines for enforcement and monitoring of GADFS system and budget allocation to implement such activities. The gender and development budget has facilitated institutionalization of women in decision-making and the identification of gender-sensitive recommendations for climate change responses.

Various incentive mechanisms (Gender and development, Budget policies, Gender and development service awards, recognition of women's leaders) exist to promote women's leadership in natural resource management sector. Gender and development service awards supposedly identify and reward projects, and individuals for gender-responsive work. The Department of Environment and Natural Resources' Gender and Development service awards are given to projects/individuals for gender-responsive initiatives taken in natural-resource management projects.

## *Empower and engage local communities in forested areas*

This good practice was obtained from Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation Good Practices and Lessons Learned (ISDR 2008).

### **Action for Disaster Reduction and Inclusive Development, (ADRID), India**

*Women reduce disaster risk by building community action and resilience: a case study of Dasholi Gram Samaj, Chamoli, Uttarakhand, India.*

Springing from a spontaneous demonstration against indiscriminate deforestation in 1976, this women's civil society movement began to lead development initiatives by addressing environmental issues through a disaster risk reduction perspective. After winning respect from communities with their activism, women were increasingly able to position themselves as community leaders and disaster risk reduction activists in their own right. Local women from villages that are dependent on the local forest for their essential needs, like water, fodder and firewood have worked with men to effectively change the ecological profile of the area by preventing deforestation and recharging water resources. This has reduced the risk of flooding and landslides from extreme weather events - disasters which are likely to be exacerbated by climate change.

This is a good practice because the efforts of the local women's groups under the leadership of an organisation called 'Dasholi Gram Swaraj Mandal', have effectively changed the ecological profile of the area by preventing deforestation and recharging water resources. It is also an unprecedented model of people-led disaster risk reduction and development. Some of the innovative elements of the initiative are:

- Emergence of environmental conservation as a women's livelihood issue
- Men joining a women-led movement
- The community challenging government policy and practices on environmental matters
- Collective local action undertaken against institutionalized corruption.

It is notable that the initiative involved:

- Participatory analysis
- Action by women as a collective
- Disaster risk mitigation implemented as a way of life rather than as project activity.

The initiative has had ripple effect on adjoining villages and districts, and it has been sustained for 32 years as a women-led movement, practically without any external support.

## ***Provide alternative livelihood and/or improve livelihood of local communities in forested areas***

This good practice was obtained from Gender Perspectives: Integrating Disaster Risk Reduction into Climate Change Adaptation Good Practices and Lessons Learned (ISDR 2008).

### **Reducing desertification by empowering rural women project from Mali.**

Mali is a Sahelian country of which two thirds is desert. 90 per cent of the country's energy needs are met by burning wood and charcoal. As a result, deforestation is intensifying and desertification is accelerating. In this respect, there are similarities between Mali and Mongolia.

The Sinsibere project works to reduce desertification by developing sustainable sources of income for rural women as an alternative to their commerce in wood. These alternative livelihoods include vegetable gardens and making shea butter products like soap. After six years, 80 per cent of the participating women no longer cut wood for commercial purposes, or have substantially reduced their wood-cutting. Besides environmental, literacy and financial education, training in soap making and in making energy-efficient stoves was organised for the rural women. These different trainings provided the women with skills that have made them more confident about themselves, better able to explore alternative livelihood options, and more eager to participate in village decision-making.

The project has been proven to be a good practice as, after six years, 80 per cent of the participating women no longer cut wood for commercial purposes or have substantially reduced their wood-cutting. Combining environmental protection with income generation is one of the key success factors of the project. If caring for the environment endangers the income of the poor, those people cannot take environmental action even if they want to. This is why creating sustainable livelihoods was, from the beginning of this project, considered a key dimension of sustainable development.

**Potential for Replication** The basic idea is very simple: providing alternative sustainable resources of income for local people so that they can reduce or stop woodcutting or other environmentally harmful activities. It is very important to always listen to the local people and develop the alternative resources that are the most suitable for the local conditions. The key elements of the project's success which can be replicated anywhere are: capacity building and training (most importantly: literacy and mathematics, and micro-credit training), a long timeframe for execution of the activities and respect for local yearly cycles (e.g. in the rainy season people are occupied with farming, and project activities can be executed mostly in the dry season), respect for local culture and habits, and not excluding men from the activities although women are the main actors.

## *Implement new methods, tools and approaches in projects, programmes and policies*

In 1 to 4 April 2014, joint meeting on available tools for the application of gender-sensitive approaches and tools for adaptation was organised by the Adaptation Committee and under the Nairobi work programme on impacts, vulnerability and adaptation to climate change in Bonn, Germany. The participants of the meeting shared their experiences and reflecting on the different stories to identify the emerging patterns in the application of these tools. The meeting sought to answer the question 'What are the recommendations and guidance for different actors [...] to enhance the application and integration of gender-sensitive tools and approaches for adaptation?' (UNFCCC 2014, 18-19).

### ***The application of gender-sensitive approaches and tools for adaptation (UNFCCC)***

- The **AIC (appreciate influence control)** tool used in Thailand helped to empower people to imagine a future which is different from the circumstances faced at present (appreciate), decide the priority issues on which they want to work in order to create change (influence) and then plan the concrete steps that need to take place to bring about that change (control). AIC helps women to re-imagine their futures, taking themselves away from their present circumstances and constraints and moving towards a new and more favourable situation.
- **The CREATE (Climate Resilience Evaluation for Adaptation through Empowerment)** tool provides a way to identify and analyse all of the factors, both natural and human-induced, which contribute to making a community vulnerable to climate change and future change. Both CREATE and AIC are tools which were not originally designed to work on gender issues directly, but have been adapted for assessing the vulnerability of local communities to climate change in Thailand and planning for a more secure future in a gender-sensitive way. This involves highlighting how the vulnerabilities of men and women are different, ensuring that adaptation strategies address the needs of men and women equally and ensuring that the voices of men and women carry equal weight.
- **The CARE gender toolkit** incorporates gender and social dimensions of adaptation. The toolkit is a compilation of materials on gender analysis – particularly in relation to participatory learning and action – from both within and outside of CARE International. The toolkit builds on eight core areas of inquiry: sexual/gendered division of labour; household decision-making; control over productive assets; access to public spaces and services; claiming rights and meaningful participation in public decision-making; control over one's body; violence and restorative justice; and aspirations for oneself.
- **Vulnerability assessments** where gender considerations have been addressed. The vulnerability assessment tool used in Swaziland in relation to food security through household surveys involved talking to the heads of families in the communities. Often, the information came from women because they were usually at home and accessible and available to share their experiences. Thus, the household survey was a useful tool to collect gender-disaggregated vulnerability data. In Botswana, gender was also taken into account in vulnerability studies. This was facilitated by the fact that the assessed population was small and hence understanding the dynamics of the culture was relatively easy.



## *Improve information and knowledge about forest and gender relationship*

### ***National socioeconomic surveys in forestry (FAO)***

Guidance and survey modules for measuring the multiple roles of forests in household welfare and livelihoods was developed by FAO, Center for International Forestry Research (CIFOR), International Forestry Resources and Institutions (IFRI) and World Bank in 2016.

The availability of socio-economic data at national level is limited and the contribution of forestry to GDP is often included with agriculture and fishing because data on forestry are sparse (which is true in the case of Mongolia). As such, data on the use of forest products by households are not usually captured through household surveys.

Therefore, this Guideline or Sourcebook provides detailed guidance for countries and other institutions working in the field of forestry ‘to **help close the information gap** on the multiple relationships between household welfare and forests, enabling better consideration of forests’ role in sustainable development strategies and policies’.

Furthermore, the survey guidance provides clear questions on gender such as:

- How are forest and wild products used by different genders and age groups?’
- How does the value of products collected or processed differ among categories such as gender, age, education level, and/or occupation?

The sourcebook encourages researchers to use gender-sensitive approach in the survey and avoid gender bias (FAO, CIFOR, IFRI and World Bank 2016).

The standard and expanded survey questionnaires on forest and wild products which were developed and field-tested in three different country contexts: Indonesia, United Republic of Tanzania, and Nepal. Successive adaptations to the modules were made based on the experiences gathered in each round of field tests. Users are encouraged to further adapt the modules to suit local circumstances and conduct field tests before implementing them to scale.

NSOs are usually responsible for the implementation of national household socioeconomic surveys. Forest-rich developing countries may be particularly interested in generating more accurate measurements of the contributions that forests and other non-cultivated ecosystems make to the national economy and people’s livelihood can use this survey. Therefore, this good practice can be taken up by NSO.

## 5 Conclusions and recommendations

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The objective of Part 1 of this study was to provide an overview of the current situation of gender equality in the forestry sector to serve as evidence base for promoting **equitable participation of men and women in environmental decision making and benefits**.

This study has shown the following general trends in relation to forestry sector and gender equality:

1. **The intersectionality of gender inequality.** The overall country context shows that poverty rate has increased nationwide with higher poverty rates in rural areas. Furthermore, various forms of inequality are emerging, including an educational inequality among urban and rural areas as well as by gender. In turn, educational level of citizens was directly related to their (un)employment status and there is still a differential treatment of women and men in labour market. Although women's participation in election was higher than that of men nationwide, their representation at decision-making positions across the public and private sectors is still lower than that of men.
2. **Links between environment and people are mostly seen through the narrow lens of poverty** (e.g. the Green development policy implementation plan in Mongolia). It has strategic objectives to promote resource efficient, low carbon production, maintain ecosystem balance, promote green economy and clean technology, green jobs and reduce poverty. Whereas in other countries they encompass a broader view about social impact – for instance through well-being.
3. **The legal framework and policy directions related to forestry focus more on environmental protection of forests**, less on its economic functions and almost none on its social functions. However in recent years and latest revisions of legal environment in forestry have endorsed community-based management of forests and attempt to incentivise environmental protection activities and sustainable forest management.
4. **Enforcement of the legislation related to gender and environment remains weak** due to various factors including limited accountability and capacity (lack of knowledge and resources) of government institutions. Political will has been uneven in strengthening national machinery of gender equality. An analysis of the role and functions of government institutions indicates that these are concentrated on reporting and monitoring activities and but there is no clear guidance and division of responsibilities in terms of planning and budgeting. The current legal environment is not sufficiently effective for coordinating consequences of rapidly growing animal husbandry and mining industry activities and to environment.
5. **The forest industry has been declining in Mongolia in the last three decades.** According to latest estimates, Mongolia's forestry sector provides around 4000 jobs nationwide and contributes around 0.13 percent of the GNP of which the wood processing sector contributes the majority. However, wood export has been declining steadily.
6. **Participatory forestry is a relatively new development in Mongolia.** Most projects and programmes aimed to reform the forestry sector have been initiated since 2000s. Therefore,

although there are progresses being made, there is still significant room for improvement in forestry sector management.

7. **The role of local level government organisations is crucial in mainstreaming gender in forestry sector yet currently it is insufficient.** There is a variety of stakeholders involved in SFM and the stakeholders' matrix made in this report shows that the role of local level government organisations is crucial in actual planning, budgeting and implementation of approved policies and programmes. However, as highlighted in the NCGE annual report, 'due to lack of awareness and knowledge about gender issues, support for any gender mainstreaming activities are low at local and agency levels'.
8. **In the forestry sector, men participate more in physical or guarding works and women's participation is more in the reproductive activities.** The analysis of women and men's roles in SFM reveals that both women and men play important roles in using and protecting natural forest resources in Mongolia. Men participate more in physical or guarding works and women's participation is more in the reproductive activities such as taking care of seedlings, tree planting and forest restoration activities, and also assistance works. The different roles played by women and men are related to factors such as perception about men and women's different physical strengths and household duties of men and women.
9. **Stakeholders tend to regard forestry business in Mongolia as a male-dominant sector and this perception was higher among men.** There is still prevailing perception and attitudes to protect women (e.g. against illegal logging, fires and other dangerous works) among all stakeholders. Furthermore, the survey among government officials shows that men were less supportive of setting quotas to ensure gender-ratio, especially when the gender-ratio was about decision-making positions whilst more female officers supported the quota system.
10. **Employment in forestry sector has gender, educational and age divisions.** The private sector mostly consists of wood-processing companies, i.e. timber harvesting, sawmills and small-scale furniture joinery or furniture factories. Although there is no data available about the number of employees disaggregated by sex, interviews suggest these economic activities are done predominantly by men. Whereas the majority of FUGs consist of members who are older than 36 years and who have lower levels of education.
11. **The participation of young people in FUGs is low** despite the fact unemployment rate is higher among young people. This might be because FUGs are more concentrated on reforestation and environmental activities rather than economic ones. Although FUG can harvest and sell forest resources to generate income, actual harvests and earnings currently remain low. Furthermore, graduates from forestry and wood processing had low rates of employment.
12. **There are a number of challenges these companies and FUGs face including but not limited to the lack of funding and access to finance, unfavourable market conditions, lack of capacity building and training (e.g. in preparing tender materials and management) and lack of participation in forest management due to limited knowledge about local authorities' responsibilities and functions.**

13. **Citizens' general knowledge about government functions is low**, looking from other studies. However, as this study did not conduct survey among citizens, it is hard to generalise this finding specifically to forestry and gender related functions of government.
14. **Participation of women in environmental decision-making is lower than that of men.**
- The FUG members' sex ratio is relatively equal yet the number of female FUG leaders is four times less than that of men.
  - Attendance at local level citizen khurals (bagh and soum levels) is low among communities, especially among women. Yet stakeholder analysis and review of legislation related to environment show that local authorities' power and role are important in environmental decision-making.
  - People working at the decision-making positions in the environmental sector of Mongolia are mostly men (70 percent). As such the gender quota stipulated in LPGE is not realised.
15. **The gender statistical data related to the forestry sector are limited in Mongolia.** The statistical data for employees in timber harvesting and wood factories divided by gender are almost non-existent. There is lack of information related to forestry on the gender-differentiated effects of policy measures.
16. **Support for gender mainstreaming activities is low at local and agency levels as well as at the central level** due to lack of awareness and knowledge about gender issues.
- The lack of capacity at local levels to produce sex-disaggregated data and the officers' lack of knowledge about the content and purpose of the programme was a challenge. As such they reported on activities that are not relevant in ensuring gender equality in their aimags and soums/districts.
  - There was no reporting and documentation even regarding national level activities – as government agencies did not collect such information.

The findings suggest that although women have necessary endowments (in education and health), the “application of endowments and opportunities to take actions, or agency” are not sufficient in Mongolia in general and in the forestry sector in particular.

### *Overview of potential risks*

Although it was beyond the scope of this study to conduct an evaluation of potential risks and define resolution mechanisms of potential risks, we identified the following risks:

1. **Unfavourable market conditions.** Wooden products export has decreased over the past two decades as the GoM prioritises environmental protection of forests for instance through reducing import tax of wooden materials, poses risks for supporting economic activities in the forestry sector. Therefore, further studies need to be conducted to identify what would be an appropriate balance between forestry policies and legislation with that of tax, SME and legislation affecting socio-economic conditions of communities. Furthermore, an assessment of total market needs should be conducted.

2. **Perception** that gender equality is ‘only about proportion of men and women in certain positions’ and ‘it is a women’s issue’ is still widespread.
3. **Norms** that forestry sector business are predominantly men and conservation predominantly women persist and there is a protective attitude towards women. Changing these norms would require consistent and ongoing effort from different parties, including extensive knowledge, attitudes and practice change communications. Stakeholders tend to regard forest sector in Mongolia as a male-dominant sector because of higher number of men working in companies and forest organisations.
4. **Studies about current perception and knowledge of SFM** are scarce in Mongolia. Therefore, it is difficult to measure the awareness, support and attitudes about SFM among local communities who are not part of FUGs which can limit realistic planning and implementation of activities relate to SFM. Employees of forestry companies lack knowledge about SFM.
5. Understanding and activities recognising social functions of the forest is low in policy documents and among stakeholders.
6. **Current forestry legislation and policies and the lack of enforcement** pose risks for reduced financial incentives for FUGs and companies. Some FUGs see little financial incentive in participating in forestry – this might cause in attrition and reduce the likelihood of young people taking part in FUGs as a way to improve their livelihood and income source.
7. **Employment** in the forestry sector remains low and unemployment is high among new graduates from forestry related trades.
8. **There is a lack of documentation** at the company, local authority and project level about activities related to promoting gender equality. For instance, forestry companies do not have reports on their corporate social responsibility and on other aspects such as how they are applying equal opportunity policies within their workplace whilst local authorities and donor-funded projects also lack such reporting.
9. **Negative attitudes** and lack of knowledge were higher among male officers at MET. They had less knowledge and awareness about gender equality in contrast to their female counterparts and had more negative attitudes towards gender equality. This can be explained by the fact that fewer men than women had attended training about gender equality. This can pose risks in terms of limiting leadership support for policies that aim to promote gender equality in the environment and forestry sector.
10. **There are no sex-disaggregate data about occupational segmentation** within the forestry sector. This poses constraints on drawing sufficiently robust conclusions on gender structures across the forestry in Mongolia and to undertake meaningful gender analysis of industries or organisations in forestry.

## **Recommendations**

BMZ 2016-2020 Development Policy Action Plan on Gender Equality proposes ‘three-pronged approach’ of policy dialogue, gender mainstreaming and empowerment to achieve gender equality in sustainable development and climate change. Recommendations in this report are provided using this approach.

***Policy dialogue:** Systematically making women’s rights and gender equality issues an integral part of high-level donor and sector policy dialogue.*

**Recommendation 1.** Initiate dialogue and organise consultation meetings at national and subnational levels to discuss relevant gender issues and gaps in existing forest policies and practices.

***Empowerment:** promoting specific measures targeted at strengthening women’s rights and removing instances of gendered discrimination and disadvantage.*

**Recommendation 2.** To change negative perceptions and attitudes about gender equality and women through advocacy and capacity building programmes:

- Advocacy on gender equality and gender mainstreaming in the environment sector should be aligned. There are ongoing nationwide efforts to promote positive attitudes towards gender equality among citizens (e.g. as part of the National Programme on Gender Equality 2017-2021). Specific advocacies on changing this perception in the forestry sector should take into consideration these broad advocacy works.
- Currently the male officers’ perception about gender equality in environmental politics is more negative than female officers. Therefore, there should be attitudes and behavior change activities in the environmental sector.
- It is important to avoid creating the impression that gender mainstreaming is about women and for women. Therefore, advocacy, capacity building and skills development programmes should include both men and women stakeholders.

**Recommendation 3.** Challenges faced by FUGs should be addressed to develop more inclusive and gender-responsive SFM.

- Detailed studies on the possibilities of increasing the benefits of FUGs from forest resources should be conducted. These studies should also identify how environmental and economic policies are affecting the lives of forest communities, not only through the lens of poverty but also from other socio-economic benefits (e.g. in terms of how SFM is affecting community social cohesion and people’s well-being).
- Detailed activities and action plan on ‘how to support livelihoods of local communities and increase green jobs’ should be drawn based on these studies for instance to support the implementation of national programmes on Gender Equality and National Action Plan on Climate Change.
- Need to conduct further research to align SFM concepts and activities with the state policies on tourism and SME and to take necessary measures based on the study findings. Furthermore, it is

important to analyse in which way the SFM was included (or not) in local development plans, whether they target disadvantaged groups and whether local authorities support and use SFM concepts.

- Participation of young people should be increased in the FUGs. To do so, FUGs' opportunities to improve their livelihood, diversify their income and to access social services should be prioritised in projects and programmes in line with the focus on environmental protection.
- As such, addressing the challenges faced by FUGs (improved income generation) and reducing perceptions and attitudes that prevent women from acquiring leadership positions within FUGs (socioeconomic shift) will allow women to be empowered (FAO, 2013).

***Recommendation 4.*** *To increase women's participation in environmental politics, both in formal political structures and other forms of civic engagement in environmental politics.*

There are gender power imbalances in the environmental and forestry sector in Mongolia. To increase women's participation, the following activities should be implemented:

- Services that address the specific needs and interests of women and men in the community should be strengthened.
- Ensure the gender quota required by the LPGE is met in the environment public sector at all levels and coordinate with Civil Service Council to enforce its implementation.
- Engage women stakeholders in soum and aimag level citizens' khurals (e.g. by planning activities and meetings at a time of day and in a location conducive to their schedules and allowing children to be present whenever possible).
- Capacity building for environmental NGOs about gender equality and allowing them to recognise and use gender-sensitive tools in their activities.
- Capacity building for FUGs can focus on other topics such as:
  - improving FUGs' skills and ability in acquiring funding and sustaining their activities (e.g. training on preparation for tender materials and reporting),
  - informing and encouraging participation of FUGs and female members in local citizen khurals and reflecting FUGs' priorities in such khurals and other possible ways of participation
- Support the forestry sector companies in introducing and implementing equal opportunity policies. Due to lower level of development in the forestry sector business, companies lack activities and reporting on their corporate social responsibility. There could be a model of voluntary policies, best practice recommendations and internal codes (e.g. code of conduct on sexual harassment in the workplace).
- As the forestry sector is seen as dangerous and therefore creates disadvantages for female employees, the general occupational health and safety standards should be improved.
- Engage CSOs and relevant women's networks to the development and implementation of gender-responsive forest policies.

*Gender mainstreaming: incorporating the gender perspective in all development policy strategies, programmes and projects.*

Current level of gender mainstreaming in the public sector, especially in the environment sector is low. Although a Gender Strategy in the Environmental Sector exists (see Chapter 7), its implementation is not sufficient and there is a lack of clear guidelines on how to entrench gender mainstreaming principles within environmental project and governance cycles. Therefore, recommendations set forth in Chapter 7 should be implemented to support gender mainstreaming efforts in the environmental (forestry) sector. In addition, the following recommendations are suggested:

**Recommendation 5.** *To produce a gender-mainstreaming guideline in the environmental (forestry) sector.*

- Developing Recommendations for Detailed State Action Plan for Implementing and Integrating the Gender Strategy should be a separate exercise and needs to be conducted by MET with the support of national RBM and gender experts. Also, MET can make specific request to obtain assistance from UNFCCC in mainstreaming gender in the environmental sector.
- As seen from Chapter 4, national machinery and institutions involved in ensuring gender equality primarily focused on M&E and reporting. Therefore, the guideline should also focus on how to integrate gender-equality in planning and budgeting process of the environmental sector. The guideline can be improved step-by-step over-time based on staff feedback who uses this guideline.

**Recommendation 6.** *To capacitate local government.*

Local government's role in the forestry sector is critical and they are at the end of the implementation cycle (responsible for the hands-on operations of plans, policies and strategies formulated by the sector). For successful implementation of the Environmental Sector Gender Strategy and other relevant policies mentioned in Chapter 4, requires that local government is adequately trained and capacitated on their role in ensuring gender mainstreaming in the sector:

- To build capacities of gender focal points at local government in planning and implementing (coordinating) gender-responsive activities and use gender-mainstreaming guidelines and tools
- To build local government officers' capacities to collect and report in a gender-sensitive way
- To allocate budget at aimag and soum levels and include necessary action plans in local governors' contracts.
- To improve knowledge of local authorities on relevant laws and regulations in allocating revenue collected from natural resources use royalty to fund rehabilitation and environmental protection activities. Furthermore, potential ways to include FUGs and forestry companies in such rehabilitation activities should be explored and used in a transparent manner.
- Organise gender-awareness workshops among local authorities (and forestry officials) and encourage local authorities to consider equal participation of female FUG members and women at aimag and soum level khurals.



***Recommendation 7. To produce sex-disaggregated data about forestry sector employment.***

- Sex-disaggregated and socio-economic data in the forestry sector (for instance, how many people are employed and engaged in the forestry related occupations) should be produced and made available.
- Relevant environmental authorities' statistics on FUGs was not sex-disaggregated and did not contain socio-economic information. The dataset was filled in an inconsistent manner making it harder to compare and analyse. There should be more capacity building for officers in collecting and using data. This could be included in the general gender-mainstreaming guideline that can be produced to support implementation of the Strategy.
- Documentation of best practices in mainstreaming gender should be improved not only among local government and MET but also among the donor-funded projects.

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## 7 Appendices

### Appendix 1: Stakeholders interviewed

#	Organisation	Name	Position	Date interviewed
<b>Government</b>				
1	Ministry of Environment and Tourism (MET)	Uranchimeg.Ts	Head of division of technology, investment and industry	17/10/2017
2		Munkhtuya. B	Secretariat of Gender Focal Point	03/10/2017
3		Tuvshinjargal.G	Officer in Department of Climate Change and International Cooperation	28/09/2017
4		Odbayar.B	Officer of Monitoring and Evaluation and Internal Audit Department	21/09/2017
5		Batjargal.Kh	Head of Public Administration and Management Department	06/10/2017
6		Altangerel.T	Head of Monitoring and Evaluation and Internal Audit Department	02/10/2017
7	Cabinet Secretariat	Munkh-Erdene.D	Officer of Monitoring and Evaluation and Internal Audit Department	10/10/2017
8	National Committee on Gender Equality	Battsetseg	Specialist of the Secretariat of National Committee on Gender Equality	28/09/2017
		Buynaa.O	Specialist of the Secretariat of National Committee on Gender Equality	28/09/2017
9	National Statistics Office	Erdenesan.E	Director of Economic Statistics Department	19/10/2017
10		Altangerel.A	Officer of Population and Social Statistics Department	10/10/2017
11		Oyunchimeg.D	Director of Population and Social Statistics Department	10/10/2017

#	Organisation	Name	Position	Date interviewed
12		Oyunjargal.M	Senior Statistician of Innovation and Development Unit	11/10/2017
13		Uyanga.B	Economic Statistics Department	16/10/2017
14		Munkhtsetseg.A	Analyst of Innovation and Development Unit	16/10/2017
15	National Development Agency	Doljinsuren.J	Head Of Development Policy And Planning Division	17/10/2017
17	Forest Research and Development Center of MET	Ganzorig.B	Head of Forest Protection, Restoration and Rehabilitation Department	12/10/2017
<b>Development partners</b>				
18	Food and Agriculture Organisation of United Nations (UN)	Solongo.Ts	National Program Officer	06/10/2017
19	GIZ Mongolia – project name	Chuluuntsetseg.D	Executive Director of Program	09/10/2017
20	Asian Development Bank	Tsogtbaatar.J	Project team leader (project name)	19/10/2017
21		Tsolmon.B	Social Development Officer	28/09/2017
22	UN Gender Theme Group	Jinhwa Ha	Gender Advisor	28/09/2017
23	Swiss Agency for Development and Cooperation (SDC)	Erdenesaikhan.N	Gender Focal point, National Programme Officer	29/09/2017
24		Khandarmaa.D	Officer of Administration and Monitoring Department	13/10/2017
25	The Millennium Challenge Corporation (MCC) Mongolia project	Unurjargal.L	Gender expert	25/10/2017
26	PAGE project	Altantsetseg.S	National Coordinator	18/10/2017
<b>CSOs and academia</b>				
27	National Gender Analyst	Solongo.Sh	National Gender Analyst	06/10/2017
28	National Gender Consortium	Tuguldur.Ya	Professor	04/10/2017

#	Organisation	Name	Position	Date interviewed
29	Mongol Ecology Center	Chimgee.G	Manager	10/10/2017
30	Mongolian	Naranmandakh.B	Executive Director	18/10/2017
31	Environmental Civil Council	Battogtokh.B	Director of Project Unit	18/10/2017
32	MONFEMNET	Enkhjargal.D	Coordinator	04/10/2017
33	ZSL Mongolia	Munkhjargal.M	Technical Specialist	15/10/2017

## Appendix 2. List of projects implemented in the environmental sector

No	Project	Duration, location	Implementer	Objective	Donors, international organisations
Sustainable Management of Natural Resource					
1	Mongolia's Network of Managed Resource Protected Areas MOH/13/303	August 2013 to August 2018 Khentii, Uvs, Dornod	ME UNDP, Land Relation, Geodesy and Mapping Authority, MoF	The project will support the creation of a comprehensive set of regulations to morph LPAs into "community conservation areas" (CCAs) to provide a pathway to safeguard currently vulnerable habitat for a number of globally significant and threatened species (e.g., argali, white-naped crane and Mongolian gazelle) outside of the existing PA system.	GEF, UNDP
2	Biodiversity and Adaptation to Climate Change Project NO 2012 65 511	May 2015 to May 2020 Eastern, central and western region Eastern, central and western aimags (Dornod, Khentii, Tuv, Khuvsgul, Zavkhan, Arkhangai, Uvurkhangai)	MET, Department of Special Protected Areas Administration	The purpose of the Project is to strengthen the management of Protected Area Network (including the buffer zones and future ecological corridors) of Mongolia, the conservation of biodiversity and at the same time to improve the livelihood of local population. The project has four components, in the first phase of which, sub-components are implemented in western, eastern and central region of Mongolia <sup>31</sup>	Government of Federal Republic of Germany  KfW Development Bank
3	Mining Infrastructure Investment Support Project 4888-MN TF 16382	July 2011 to September 2019  Umnugovi, Dornogovi, Sukhbaatar	MET Ministry of Construction and Urban Development, Ministry of Energy, Ministry of Mining	The purpose of the project is to provide technical assistance to the Government of Mongolia to facilitate investments in the infrastructure needed to support mining (such as roads or power sources) and build the capacity of the government to prepare and seek financing for similar projects in the future.	International Development Association and Australian Agency for International development
	<i>Component 1: Support for Infrastructure Investments</i>			Flow regulation of the Orkhon River and construction of water reservoir complex (Orkhon-Gobi River Diversion)	

<sup>31</sup> <http://baccp.mn/index.php/en/introduction>

	Component 3: Strengthening Groundwater Management			2. Conduct Groundwater Investigation Near Zuunmod  Objective: The activities related to establishment of ground water monitoring network have been conducted in Gobi region. Currently a total of 200 test pits are under monitoring. In this regard, procurement activities are proceeding.	Australian Agency for International Development
4	"Strengthening management capacity of decreasing adverse impact of mining activities in Mongolia" project	2014-2019	MET, Department of Environment And Natural Resource Management MIRECO	Establish educational training center  Develop curriculum Make amendment in draft law of mining and natural resource management	KOICA
5	"Land Degradation Offset and Mitigation in Western Mongolia"	June 2016 to July 2019  Zavkhan, Uvs, Khovd	MET	To reduce negative impacts of mining on rangelands in the western mountain and steppe region by incorporating mitigation hierarchy and offset for land degradation into the landscape level planning and management	GEF UNDP
6	Strengthening Extractive Sector in Mongolia (SESMIM)	April 2016 to April 2020 Upstream level	MET, MoMLI, MoF, MRPAM	The object of the project is to improve public sector governance in the extractive sector as indicated through three intermediate outcomes: improved implementation of extractive sector policies and regulations by Mongolian institutions; improved coordination between ministries and key stakeholders in the extractive sector; and, stronger evidence-based decision-making that supports extractive sector management in a manner that is gender-sensitive and socially and environmentally sustainable.	Canada Government
7	Biodiversity Finance Initiative (BIOFIN)	2016-2018  National level	UNDP, MET, MoF	BIOFIN is a global partnership, currently available in 30 countries addressing the biodiversity finance challenge in a comprehensive manner. BIOFIN aims at providing support for countries to initiate a national policy dialogue and transformational process through a stepwise customizable approach to identify and mobilise the resources and policies required to bridge the	UNDP

				gap between the current approach to financing biodiversity and that needed to successfully implement national biodiversity plans and achieve national biodiversity targets.	
<b>IN THE AREAS OF TOURISM</b>					
8	“Integrated Livelihoods Improvement and Sustainable Tourism in Khuvsgul Lake National Park” MOH (48216)	March 17, 2016- December 31, 2019  Khuvsgul aimag	MET, Department of Special Protected Areas Administration	The aim of the project is to support livelihoods of local communities through development of tourism based on community participation. Local community-based tourism will be developed Capacity development and management of pastureland management will be strengthened in the SPA and buffer zones Waste management around Khuvsgul lake will be improved	Asian Development Bank, Japan Fund for Poverty Reduction
9	Developing Sustainable Tourism MOH (50013)	2017-2018 Khuvsgul aimag	MET, Department of Special Protected Areas Administration	Develop feasibility study to implement sustainable tourism around Khuvsgul Lake National Park with extended fund of 38 million dollars	Asian Development Bank
<b>IN THE AREAS FOREST POLICIES AND FOREST MANAGEMENT</b>					
10	The “Green belt” Mongolian – Korean joint Project	July 17, 2016 to July 17, 2021 Dalanzadgad soum and Bulgan soum of Umnugovi aimag, Lun soum of Tuv aimag	MET, Department of Forestry policy coordination, Partnering implementers: Department of Environment of Umnugovi aimag and Local Governor Office of Bulgan aimag and Local Governor Office of Lun soum	In collaboration with the Government of South Korea, the Government of Mongolia is implementing “Green belt” project to destroy dust storms, combat desertification and reduce the potential effect through setting up strips of 3000 hectares and conducting joint researches collaborating with experts	Government of South Korea, Korea Forest Service
11	Mainstreaming biodiversity conservation, sustainable forest management and carbon sink enhancement into Mongolia’s	November 2014 to December 2018  Darkhan-Selenge aimag,	MET Department of Forest Policy Planning GIZ	Objective of the project is sustainable forest management in Mongolia’s forest landscape secures the flow of multiple ecosystem services and benefits, including biological diversity, reduced degradation, and carbon storage,	GEF, FAO

	productive forest landscapes, GCP/MON/008/GFF	Khusvgul aimag, Khentii aimag, Bulgan aimag		while enhancing resilience to climate change.	
12	REDD+ National Forest Inventory Mongolia	September 2015 to August 2018  Nationally	MET, Department of Forest Policy Coordination UNDP, FAO, UNEP	The Government of Mongolia: REDD+ aims to provide incentives to countries who can make reductions in their greenhouse gas emissions from the forest sector. The overall process of REDD+ enables a country to develop management and monitoring strategies which will significantly improve a countries forest resource, and the multiple benefits which they provide.	The Government of Mongolia; UN-REDD: Trust fund at Multilateral development organizations Other: UN-REDD target support; GIZ; GEF/FAO
<b>Green Development and Green Economy</b>					
13	Education for Sustainable Development	December 2015 to 2020 Nationally	MET, SDC, MESCC	--	SDC
14	Regional project of introducing BAT and BEP in Open Burning Activities for implementing Stockholm Convention on Persistent Organic Pollutants	2016-2020	MET, Working Group of UB Mayor Office	--	GEF
15	Biodiversity and Adaptation on Key Forest Ecosystems to Climate Change	March 2012- February 2022 2015/03/01-2018/02/28, Phase II Selenge, Khuvsgul, Bulgan, Sukhbaatar, Zavkhan	MET, GIZ	The overall goal of the Programme is to ensure conservation of biodiversity through protection and sustainable management of selected ecologically significant areas taking account of climate change while improving local population's quality of life.	KFW Development Bank
<b>Project commenced in 2017</b>					
16	Managing Soil Pollution in Ger Areas Through Improved On-Site Sanitation	January 2017 to December 2020	MET,	Managing Soil Pollution in Ger areas through Improved On-site Sanitation	Asian Development Bank Japan Fund for Poverty Reduction

17	Conservation of Forest Genetic Resources	2017.01 – 2018.06	MET	The aim of the project is to create and protect gene pool, which is integral to ensure stability of forest ecosystem of Mongolia and strengthen seed reproduction of pine, larch, cedar, spruce and gouramy through establishing forests and forest seedlings	Asian Development Bank Japan Fund for Poverty Reduction
18	“Prevention and mitigation of Dust and Sandstorms originated in dry land areas of Zamiin-Uud of Mongolia”	2017-2019	MET, Local Governor Office of Zamiin-Uud	To prevent and mitigate dust and sand storm affects in Zamiin Uud city through greening activities for combating desertification	Korea Forest Service, Fund for Environment Protection, Local Governor Office of Zamiin-Uud China
19	CBRN CoE Project 53 specialized training on bio-safety and bio-security in Central Asian Countries	2017-2020	MET, National Biosafety Committee	The aim of the project is to strengthen the legal framework and to provide specialized training on bio-safety and bio-security.	EX
20	Strengthening Human Resource, Legal Frameworks and Institutional Capacities to Implement the Nagoya Protocol	2017-	Department of Green Development Policy Planning of MET, UNEP		GEF
21	Developing activity plan to reduce pollution associated with small-scale mining operations	2017-2018	Department of Green Development Policy Planning of MET, /UNEP/	The aim of the project is to support to developing activity plan to reduce pollutions associated with small-scale mining operations, which include mercy use harm to the environment.	GEF
<b>Consulting services</b>					
1	Partnership for Action on Green Economy (PAGE)	2014-2017  Nationally	MET,  Mo  F, General Authority  for State Registration, NUM, Ministry of Industry and Agriculture, MoCUD	PAGE has supported Mongolia in advancing its green development agenda with evidence-based policy appraisal using system dynamics modelling, analysis of different options for implementation of the NGDP, and support for policy development and reform in specific sectors and thematic areas, such as green construction, sustainable public procurement, green economy learning and sustainable finance.	UNDP, UNEP, UNFPA, ILO, UNIDO



2	Mongolian Green Credit Fund	May 2016-December 2018	MET	Mongolian Bank Association (MBA)	GEF
Projects finished in 2017					
1	“Strategic Planning for Peatlands in Mongolia” project	2015-2017	MET,	Objective: To develop strategic planning responsive to climate change in peatlands in Mongolia through improving management capacities and proper land use.	Asian Development Bank, Japan Fund for Poverty Reduction
2	Improving Reproduction Capacity Saxaul Forest of Mongolia	March 2016 to March 2017  Gobi-Altai aimag	GIZ	<u>Objective 1:</u> Develop methodologies to improve reproductiveness of saxaul forests and pilot them in selected aimag <u>Objective 2:</u> Conduct a study to identify limitations to develop recommendations to improve sustainable use of saxaul forests <u>Objective 3:</u> Raising awareness and knowledge of forest enterprises located in soums and local residents about adverse impact of unsustainable use of saxaul forest, restoration and protection	The Federal Ministry for the Environment, Nature Conservation, Building and Nuclear Safety
3	Sustainable Forest Management to Improve Livelihood of Local Communities project	2015-2017 Khuvsgul, Bulgan, Selenge Zavkhan Khentii aimag	MET, WWF Mongolia Program Office		Asian Development Bank, Japan Fund for Poverty Reduction
4	Development of forests and the gene pool of local forest tree ecotypes in Mongolia	2015-2017 Shariin gol soum of Darkhan-Uul aimag, Ulaanbaatar and Selenge aimag	MET, - Depa rtment of Forestry policy coordination Forest Research and Development Center, the Municipality - owned State Enterprise “Domogt Shariin Gol” LLC University of Agriculture, Darkhan	The project contributes to improving gene pool of forests and restoration of ecologically sustainable forests, for example by providing forest management by example	Czech Development Agency,

			aimag, the Forest Management Institute of Czech		
5	Implementing ecosystem-based adaptation in prone areas of climate change MOH12/301	2012-01 2017-12  Dornod, Khentii and Uvs	MET, UNDP	Objective: Through stability of water basin, supporting national and local capacity of adaptation to climate change	Kyoto Protocols, UNDP
6	Institutional Strengthening for the Implementation of the Montreal Protocol in Mongolia	2014-2017  Nationally	MET, MET, National Ozone Authority	Aim of the project is to support the Government of Mongolia to reduce consumption of substances that cause ozone depletion in a series of steps, and stop import of OC and other HCFC-type refrigerant imports by 2030, and replace them with environmentally friendly substances	UNEP
7	Know-how transferring project in reducing environmental pollution	2014-2017	MET, Czech Development Agency	Identify polluted lands, create database and implement a model project	Government of the Czech Republic
8	Capacity building for environmentally sound PCBs management in Mongolia	July 2009 to October 2017	MET, United Nations Industrial Development Organisation (UNIDO)	Capacity building for environmentally sound PCBs management in Mongolia	GEF
9	Implementation of the Third National Report on the Implementation of the UNFCCC	2015 to December 2017	MET, Environment and Climate Fund	Implementing the UNFCCC's role in Mongolia, promoting implementation of the Convention, identify issues addressed in future and support the Government of Mongolia to establish sustainable national consensus system	GEF, UNEP

10	Supporting implementation of bi-annual report of the United Nations Climate Change Convention	August 2015- June 2017	MET, Environment and Climate Fund	In accordance with the 17 <sup>th</sup> Conference of the Parties to the UN Framework Convention on Climate Change, the National 2 <sup>nd</sup> annual report on greenhouse gas emission reduction in accordance with the obligations of Mongolia is developed and handed over by the Secretariat	GEF
Projects finished in 2016					
1	REDD+National Forest Inventory Mongolia	June 2014 to December 2016	MET	To report national forest consensus-based policy implementation and climate change in forest ecosystem	GIZ
2	Country water security assessment project	2015-2016	MET	Objective: Conduct constraint study and align the indicators with ADB's methodologies and conduct assessment, whose results are used for decision-making	Asian Development Bank
3	Through supporting Mongolia's proper use of chemical substance, reducing adverse impact of mercury on environment and human health	2013-2016.11	UNIDO, MET	Improve capacity of areas where mercury pollution (hot spots) can be used to clean up and stabilize techniques through piloting in selected sites With activities of information disseminating and awareness raising, reducing adverse impact of mercury on human health and environment	GEF UNIDO
4	Strengthen of National Strategies for Green Indicators	January 01, 2015- December 31, 2016	MET GGGI	Assess availability of environmental data, support modification of environmental statistics and develop manual on green development related indicators	GGI
5	"Water – Green Development Knot" project	2015.03.17- 2016.06.30	MET, GGGI	Primary objectives of the project include improving Mongolia's water resource management and strengthening institutional capacity Objective 1: Strengthened state organisations' capacity in managing water resource Objective 2: Improved access of information and data related to water resource	SDC Grant
Projects that haven't started					
1	Project for establishment of sustainable national GHG inventory system through capacity	2016-2020	MET		JAICA

	building for GHG Inventory				
2	Sustainable Tourism Development in Khuvsgul Lake National Park	2019 – 2023	MET, Department of Special Protected Areas Administration	Build up necessary infrastructure for sustainable development of tourism in Khuvsgul Lake National Park and improve waste management	Asian Development Bank, Japan Fund for Poverty Reduction
3	Biodiversity and Adaptation to Climate Change Project	2018 - 2022	MET	The purpose of the Project is to strengthen the management of Protected Area Network (including the buffer zones and future ecological corridors) of Mongolia, the conservation of biodiversity and at the same time to improve the livelihood of local population. The project has four components, in the first phase of which, sub-components are implemented in western, eastern and central region of Mongolia. The project has four components, in the first phase of which, sub-components are implemented in western, eastern and central region of Mongolia	KfW Development Bank
4	Ensuring Sustainability and Resilience (ENSURE) of Green Landscapes in Mongolia	2018-	MET	Reducing rangeland and forest degradation and conserving biodiversity through sustainable livelihood in land areas of 39.5 million hectares aligning with green development plan	UNDP <sup>32</sup>

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<sup>32</sup> Source: MET, November 2017

## **Appendix 3: Overview of donor-funded projects implemented in environmental sector in Mongolia**

As of 2017, there have been more than 40 projects being implemented in the MET, 50% of which are sustainable natural resource management, forest policy and sustainable forest management. (See a roster of projects from **Appendix 3**). This section gives summary of the projects while how gender issues are integrated in them, including in their activity plans and objectives.

### **Project 1. Education for Sustainable Development**

**Implemented by: Deutsche Gesellschaft für Internationale Zusammenarbeit, Swiss Agency for Development and Cooperation**

#### **Project overview**

"The Education for Sustainable Development" (ESD) is being implemented by GIZ in partnership with SDC, the MECSS and MET between 2015 and 2017. ESD is integrated in the Mongolian school system, and a framework (institutional, legal and organisational) for sustainable development (SD) and green development (GD) is in place. Direct and indirect beneficiaries include students, teachers, parents, public, government, universities, civil society organisations and private sector.

#### **Integration of gender issues into the project**

Even though gender related indicators and targets are not elaborated in the Term of Reference, following the principles of the Sustainable Development Goals implies that the project takes consideration of gender equality in the project activities.

#### **Gender related activities undertaken**

Under Objective 1 of the Project, a total of 628 schools in Mongolia are having ESD integrated into the regular curricula, which are in a process of continued revision. Similarly, under Objective 2, selected public and private organisations and/or companies will be supported in developing green businesses in accordance with internationally recognized standards such as the ISO14001.

- Provided MECSS with support to develop a guideline to integrate ESD into school activities
- Organised a series of gender training for MET staff and journalists for 7-10 days between 2016 and 2017

#### **Good practice and lessons learnt**

No data available

## **Project 2. Partnership for Action on Green Economy (UN)**

**Implemented by: UN PAGE funded by ADB**

### **Project overview**

PAGE started its engagement in Mongolia in 2013, supporting the development of the National Green Development Policy (NGDP) which was approved by Parliament in 2014. Since then the country has experienced significant change. The country saw a high point in economic production with a GDP of 12.58 billion USD in 2013, contracting to 11.16 billion USD in 2016 (World Bank).

In January 2016, the Cabinet approved an Action Plan for implementation of the National Green Development Policy and one month later the State Great Khural, the Mongolian Parliament, adopted the Sustainable Development Vision (SDV) 2030. Under its Nationally Determined Contribution, Mongolia committed to reduce national greenhouse gas emissions by 14% by 2030, compared to the projected emissions under a business as usual scenario.

PAGE has supported Mongolia in advancing its green development agenda with evidence-based policy appraisal using system dynamics modelling, analysis of different options for implementation of the NGDP, and support for policy development and reform in specific sectors and thematic areas, such as green construction, sustainable public procurement, green economy learning and sustainable finance.

PAGE is currently supporting Mongolia through:

1. Green economy modelling and policy assessment
2. Green development indicators
3. Sustainable public procurement
4. Green schools and kindergarten
5. National waste management strategy
6. Green economy learning strategy
7. Mobilizing finance for sustainable development

### **Integration of gender into the project**

No data available

### **Gender related activities undertaken**

Two activities undertaken to ensure gender equality included the following,

1) Within the scope of policy support, analysis was carried out on harmonization of GDP (2014-2030), SDV 2030, SDG 2030 as well as gender issues stipulated in GDP (2014-2030). Based on the results of the analysis, recommendation to address the gap identified in these documents and reflect them in mid and long-term programs.

2) Within the scope of the Green jobs, sex-disaggregated data are collected. According to the data, percentage of men in newly created green jobs was low. (PAGE Progress Report, January -December 2016)

### **Good practice and lessons learnt**

The Ministry of Finance in collaboration with PAGE is implementing a project to create a favorable legal environment that support environmentally friendly green procurement. These kind of measures and

activities should be encouraged in the future. (Mongolia: Overcoming challenges and creating opportunities, 2017)

Implemented by MET, the Ministry of Construction and Urban Development and Global Green Development Organisations, the project is based on international practice that investment made in construction of educational organisations saves energy and compensates the cost in three-year period.<sup>33</sup>

Under the project objectives, in collaboration with the Government of Mongolia, developing a project of green economy education strategy plan and integrate concepts of green economy into higher education curricula.

### **Project 3. Mongolia's Network of Managed Resource Protected Areas**

**Implemented by: MET, UNDP and GEF**

#### **Project overview**

The Managed Resource Protected Areas (MRPA) project goal is to ensure the integrity of Mongolia's diverse ecosystems to secure the viability of the nation's globally significant biodiversity. The project objective is to catalyze the strategic expansion of Mongolia's protected area (PA) system through establishment of a network of community conservation areas covering under-represented terrestrial ecosystems. Covering five aimags, including Khentii, Uvs, Dornod, the project is implemented between 2013 and 2018.

Under collaborative management principles, person responsible for management of the target areas shall establish contracts and agreements with local groups, NGOs and relevant state and private sector partners, or key stakeholders.

As a result of the project, a total of 1200 locally protected area are legalized, integrating maps of relevant areas into one will contribute to local development and make an optimal planning of mining and other construction activities. The Project will contribute to implementation of Goal 1, Eradicating Extreme Poverty and Hunger and Goal 7, Ensuring Environmental Sustainability.

#### **Integration of gender into the project**

No data available

#### **Gender related activities undertaken**

No data available

#### **Good practice and lessons learnt**

No data available

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<sup>33</sup> Based on International Practice of Green Building Technologies and Compensation Time of Energy Technology

## **Project 4. Mainstreaming biodiversity conservation, SFM and carbon sink enhancement into Mongolia's productive forest landscapes**

**Implemented by: MET, GIZ, FAO**

### **Project overview**

Funded by GEF and FAO, the project is implemented between November 2014 and December 2018 by MET Department of Forest Policy Development and Coordination and GIZ. The

The Project Objective is sustainable forest management in Mongolia's forest landscape secures the flow of multiple ecosystem services and benefits, including biological diversity, reduced degradation, and carbon storage, while enhancing resilience to climate change.

### **Integration of gender issues into the project**

Forest user groups were trained basic gender participatory audit methodology and recommended to consult below questions in order to integrate gender into the project activities.

- The key roles and responsibilities of members in a FUGs,
- Relations between male and female members,
- Members active involvement in decision making,
- Equal participation of FUG members in the project activities and trainings
- Access to and control over FUG resources,
- Women's interest to create 'Women Council or Group' in a newly emerged FUG Association etc.

### **Gender related activities undertaken**

- Identified gender issues as well as roles and responsibilities of male and female members through using a tool as called participatory gender audit
- Conducted Gender Training among the primary stakeholders including project admin staff, implementers, FUG coordinators and the key decision makers.
- Collected sex-disaggregated data from all FUGs in Darkhan-Selenge, Khentii, Bulgan and Khuvsgul provinces;
- Gave face to face advises on how the FUGs to integrate gender aspects into their three years' action plan, and recommended some advises to the FUG members to consider gender equality and equal participation in the project activities as well as for their forest user groups' activities and action plans;
- Providing recommendations to the project how to integrate gender into the project activities.

### **Good practice and lessons learnt**

Best Practice:

- Participatory methods were the key tool for the assessment and trainings.
- Project capacity building trainings are being incorporated with gender training and assessment.
- The gender consultant tried to demonstrate that gender integration is more than a focus on women.

Lessons learned:



- Systematic and early gender integration is critical in sustainable forest management project;
- Making a gender integration operational really does concern.
- FUG members ownership for gender integration into FUG action plan and activities can be challenges;
- The gender consultant learned cultural differences on FUG members from 4 provinces. These cultural differences are clearly reflected gender differences, various needs and uses of forest products.<sup>34</sup>

## **Project 5. Biodiversity and Adaptation of Key Forest Ecosystems to Climate Change II**

**Implemented by: GIZ**

### **Project overview**

The second phase of the Programme “Biodiversity and adaptation of key forest ecosystems to climate change II” was launched in March 2015 following the completion of the first phase, which was implemented from March 2012-February 2015. The overall goal of the Programme is to ensure conservation of biodiversity through protection and sustainable management of selected ecologically significant areas taking account of climate change while improving local population’s quality of life.

### **Integration of gender into the project**

Gender issues are considered to be an integral part of “Biodiversity and adaptation of key forest ecosystems to climate change II” project, and in this regard regular monitoring and evaluation will be conducted in a course of the project implementation. Also, gender relevant indicators and targets are set in the project, which include the followings,

Project Output C: An integrated education system for the planning, implementation and control of sustainable forest management is piloted, which include the followings,

- Develop gender responsive school curriculum and implement it at schools, including TVETs
- Develop gender responsive training materials and manuals
- Organise gender responsive “Open door day” annually

Results and activities are focused on to achieve targets of the Sustainable Development Goals (SDGs) 2030. Relevant goals of SDGs 2030 include SDG 1, SDG 1b, SDG 4, SDG 4.3, SDG 4.4, SDG 4.5, SDG 4a, SDG 4c, SDG 5, SDG 5.5, SDG 5a, SDG 5b, SDG 5c, SDG 6, SDG 6.6, SDG 8, SDG 8.2, SDG 8.3, SDG 8.6, SDG 8.8, SDG 12, SDG 12.2, SDG 13, SDG 13.1, SDG 13.2, SDG 15, SDG 15.1, SDG 15.2, SDG 15.3, SDG 15.4, SDG 15.6, SDG 15.9, SDG 16, SDG 16.7, SDG 17, SDG 17.7, SDG 17.8, SDG 17.9.

### **Gender related activities undertaken**

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<sup>34</sup>Project factsheet, information provided by the gender consultant of the project, KII, [unurjargal.lkhanaa@mca-1.org](mailto:unurjargal.lkhanaa@mca-1.org)

- Organised “Gender week”
- Conducted gender mainstreaming training among senior officers of MET
- Conducted round table meetings and trainings among national and international gender experts
- An annual review of gender
- Support gender trainings, case printing and dissemination activities
- Cooperated with organisations specializing in gender and gender relevant activities
- Conducted a Desk review “Environmental sector gender assessment” in 2013

### **Good practice and lessons learnt**

No data available<sup>35</sup>

## **Project 6. Mongolia: Enhancing Resource Management through Institutional Transformation (MERIT) Project**

**Implemented by: Strengthening Extractive Sector Management in Mongolia (SESMIM)**

### **Project overview**

Strengthening Extractive Sector Management in Mongolia (SESMIM) Project (2015-2020), sponsored by the Government of Canada, aims to build Mongolian public-sector capacity for transparent and effective policy implementation supporting sustainable growth in the extractive sector. The object of the project is to improve public sector governance in the extractive sector as indicated through three intermediate outcomes: improved implementation of extractive sector policies and regulations by Mongolian institutions; improved coordination between ministries and key stakeholders in the extractive sector; and, stronger evidence-based decision-making that supports extractive sector management in a manner that is gender-sensitive and socially and environmentally sustainable. Within the scope of the project, technical assistance is provided in the areas of capacity building to sector policymakers. The project covers four aimags, namely Bayankhongor, Uvurkhangai, Selenge and Uvs. Currently the project is conducting activities to strengthen engagement of mining companies, local residents and investors in these areas.

### **Integration of gender issues into the project**

The project places special attention to integrating gender issues into project activities. The project provides stakeholders with technical assistance and guidance to make project activities gender-sensitive and support officers and gender councils of the ministries.

### **Gender related activities undertaken**

- Conducted gender training among gender experts of MET, MoM and MoF
- Organised discussion themed “Gender-sensitive extractive sector”

### **Good practice and lessons learnt**

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<sup>35</sup> The quality management system (RbM and Capacity WORKS) of Biodiversity and Adaptation of Key Forest Ecosystems to Climate Change II programme (June 30, 2017) PN: 14.2129.6-001.00

No data available<sup>36</sup>

## Project 7. REDD+ National Forest Inventory Mongolia

Implemented by: UN REDD Mongolia National Programme

### Project overview

The United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme) was launched in 2008 and builds on the technical expertise of FAO, coupled with the expertise of the United Nations Development Programme (UNDP) and UN Environment. The UN-REDD Programme supports nationally led REDD+ processes and promotes the informed and meaningful involvement of all stakeholders, including indigenous peoples and other forest-dependent communities, in national and international REDD+ implementation. REDD+ aims to provide incentives to countries who can make reductions in their greenhouse gas emissions from the forest sector. The overall process of REDD+ enables a country to develop management and monitoring strategies which will significantly improve a country's forest resource, and the multiple benefits which they provide. Mongolia is the first country with significant boreal forest cover to become a partner country of the United Nations collaborative initiative on Reducing Emissions from Deforestation and Forest Degradation in developing countries (UN-REDD Programme). Mongolia has significant potential to reduce its forest carbon emissions, and enhance and sustainably manage its forest carbon stocks, through the implementation of REDD+ activities.

The project is being implemented in Mongolia between September 2015 and August 2018.

**Phase 1:** Preparation: Development of necessary capacities and institutions to implement REDD+ at the national level, and development of strategies and action plans;

**Phase 2:** Demonstration and Piloting of Policies and Measures: Field testing of practical measures and strategies may be done, through demonstration activities, in addition to continuous capacity building and development of new policies and legislation;

**Phase 3:** Implementation of REDD+: A national performance-based system of results-based payments for verified results-based actions

### Integration of gender into the project

The project includes "Mainstreaming Gender into the REDD+ Implementation Framework", which is to ensure that all REDD+ strategies, actions, and newly created institutions are designed to optimize gender impacts.<sup>37</sup> Within this scope, gender relevant indicators, targets and activities and budget are stipulated in the project document.

The following activities are planned to be undertaken to achieve the target

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<sup>36</sup> Meeting report of Gender training at MET organised by SDC, "Education for Sustainable Development" project, June 10, 2017

<sup>37</sup> For this work, the UN-REDD Guidance Note on Gender Sensitive REDD+ should provide useful guidance on conducting baseline studies, setting indicators and monitoring and evaluation.

- A gender analysis of the proposed national and local institutional structures for REDD+ to ensure the full inclusion of women in these structures;
- A gender analysis of any proposed national REDD+ strategies to ensure that potential (or unintended) impacts on men and women are clearly identified and addressed. For example, a strategy that has the effect of limiting the collection of non-timber forest products may disproportionately impact
- A gender analysis of any proposed demonstration activities (where relevant); and
- Development of guidelines for mainstreaming gender considerations into the implementation of the National REDD+ Strategy (e.g. incorporating gender into the social safeguards; including women as well as men in awareness raising and capacity building activities on REDD+ processes; including gender sensitive indicators for monitoring).

#### **Gender related activities undertaken**

- Conducted “Analysis of Social Inclusion and Gender Dynamic for REDD+ in Mongolia” in 2017

#### **Good practice and lessons learnt**

No data available<sup>38</sup>

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<sup>38</sup> UN collaborative programme on reducing emission from deforestation and forest degradation in developing countries, National Programme Document, Sep 11, 2015

## **Project 8. Silent Steppe: The illegal Wildlife Trade Crisis in Mongolia July 2016, p.13-14**

**Implemented by: Zoological Society of London**

### **Project overview**

Illegal Wildlife Trade is emerging as a serious issue in East Asian Region. Ensuring sustainable exploitation of the Mongolia's considerable natural resource was one of the key aspects in Environmental Sector in 2006. It was important to understand the driving forces of wildlife trade, its scale and operation, and to identify successful solution to address illegal trade. In this regard Silent Steppe – "The Illegal Wildlife Trade Crisis in Mongolia" (IWTCM) project (2006) took place. The project contributed significantly to addressing the wildlife trade in and from Mongolia, and in seeking solutions to conserve Mongolia's unique and wonderful wildlife community, as well as ensuring that rural livelihoods are sustainable for people in the long term, rather than being tied to a dwindling resource base.

Silent Steppe II project (2016) was the continuation of the Silent Steppe Project: "The Illegal Wildlife Trade Crisis in Mongolia 10 years later" (IWTCMTL) in which delivered alarming facts and further suggestions to Mongolia's wildlife conservation system. Accordance with fulfilling the commitments that Mongolia has made internationally, to address the changes made in environmental sector since 2006, Silent Steppe-II project –IWTCMTL (2016) contributed significantly on indicating and developing a robust study design to meet the study objectives to replicate "Silent Steppe": IWTCM project (2006) study and to capture project specific information. Furthermore, gathered empirical evidence on the quantity and scale of wildlife use, take and trade and Identified and assess the state of public awareness and attitudes toward wildlife use and trade.

### **Integration of gender into the project**

Despite irrelevance of the project objectives to gender, gender equality is ensured in the project activities. For instance, while carrying out "Household survey" and "Market survey" between 2016 and 2017, IRIM ensured gender equality in terms of both sex representativeness in respondents, field researchers and workshop participants.

### **Gender related activities undertaken**

Despite not stipulated in the ToR, gender equality is ensured in very stage of the project.

### **Good practice and lessons learnt**

No data available <sup>39</sup>

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<sup>39</sup> Project application form provided by the implementors, [munkhjargalmyagmar@zsl.org](mailto:munkhjargalmyagmar@zsl.org)

## **Project 9. Gender Responsive Sector and Local Policy Planning and Activities/ Support for Enforcement of Gender Equality Legislation**

**Implemented by: MLSW, NCGE, Asian Development Bank (ADB)**

### **Project overview**

The aim of the project is to strengthen capacity of the national gender machinery to implement the Gender Equality Law at national, aimag and soum levels through promotion of gender equality at political, legal, economic, social and cultural spheres, and family relations. One of the expected results is increased women's rights and security. Innovative gender-responsive and pro-poor planning, monitoring and evaluation (M&E), and gender sensitive budgeting will be piloted in Selenge and Dornod aimags<sup>40</sup>. The project is implemented by Working Group of NCGE under MLSW between March 2016 and March 2019. The project beneficiaries include local residents, students, researchers and journalists. Within the scope of the project, national capacity to enforcing LPGE will be strengthened, and gender policy will be developed in the sectors of education, construction, urban development, agriculture and social protection.

Innovative pilots of the TA include development of gender e-learning modules for senior officials to be piloted at the Ministry of Finance, and guidelines for preparation of Gender-inclusive Workplace Action Plans in private sector; and the partnership with local Associations of Civil Society Organisations in target Selenge and Dornogobi aimags. Further, Mongolia will host the first high-profile international conference on the gender equality Sustainable Development Goals framework under the TA.

### **Integration of gender into the project**

In time of implementation of the project, apart from international conference on theme of gender issues and the SDGs for the first time in Mongolia, there will be regional and national conference, symposium organised.<sup>41</sup>

### **Gender related activities undertaken**

Inception consultative meeting under the theme of "Gender situation in Mongolia since 2005" was organised on October 27, 2017 among gender experts and officials from relevant ministries.

### **Good practice and lessons learnt**

No data available

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<sup>40</sup> <https://www.adb.org/projects/50093-001/main>

<sup>41</sup> Project documents, <https://www.adb.org/news/adb-kicks-support-enforcement-gender-equality-legislation>

## **Project 10. Land degradation Offset and Mitigation in Western Mongolia**

**Implemented by:** United Nations Development Program and Global Environment Fund

### **Project overview**

The project objective is to catalyze the strategic expansion of Mongolia's protected area system through establishment of a network of community conservation areas covering under-represented terrestrial ecosystems. The project is implemented in Zavkhan, Uvs and Khovd between 2016 and 2019.

### **Integration of gender into the project**

No data available

### **Gender related activities undertaken**

No data available

### **Good practice and lessons learnt**

No data available

## **Project 11. Sustainable Forest Management to Improve Livelihood of Local Communities project**

**Implemented by:** MET, World Wide Fund for Nature

### **Project overview**

Co-funded by Asian Development Bank and Japan Fund for Poverty Reduction, Government of Japan, the project is implemented between 2015 and 2017 in five aimags, including Khuvsgul, Bulgan, Selenge, Zakhvan and Khentii.

### **Integration of gender into the project**

No data available

### **Gender related activities undertaken**

No data available

### **Good practice and lessons learnt**

No data available

## **Project 12. Improving reproduction capacity of saxaul forest of Mongolia**

**Implemented by:** GIZ

### **Project overview**

Implemented between 2016 and 2017, the project is funded by Federal Ministry of the Environment, Nature Conservation, Building and Nuclear Safety.

Objective 1: Develop a methodology to improve reproduction of saxaul forest and ensure its sustainability and pilot in the target aimag

Objective 2: Conduct study to determine constraints encountered to develop management recommendations to ensure sustainability of saxaul forest

Objective 3: Raising awareness and knowledge of forest enterprises located in soums and local residents about adverse impact of unsustainable use of saxaul forest, restoration and protection

**Integration of gender into the project**

No data available

**Gender related activities undertaken**

No data available

**Good practice and lessons learnt**

No data available

## **Project 13. Development of forest and the gene pool of local forest tree ecotypes in Mongolia**

**Implemented by: ADB**

**Project overview**

“Development of forest and the gene pool of local forest tree ecotypes” is implemented by ADB in partnership with MET and Japan Fund for Poverty Reduction, Government of Japan between October 2015 and October 2017. However, duration of the project has been extended to June 2018. The aim of the project is to support FUG’s livelihood, covering 5 aimags, namely Selenge, Bulgan, Khuvsgul, Zavkhan and Khentii. However, currently the project is being piloted in Tuvunkhil village of Selenge aimag and will be duplicated in other aimags.

**Integration of gender into the project**

A total of 10 outcomes compromised with 16 target indicators under three objectives are developed aligning with responsible stakeholders and potential cost are estimated.



Table 1. Gender Action Plan

Project Outputs	Gender Actions Proposed	Responsibility
<b>Output 1: Capacity of forest management line agencies in SFM strengthened</b>	<ul style="list-style-type: none"> <li>▪ Gender Focal Points at the MEGDT and Soum level at every selected location for Pilot Initiative nominated by Phase 1.</li> <li>▪ Develop gender-based monitoring indicators and integrate in Project management and information system.</li> <li>▪ Gender awareness trainings are delivered as part of project orientation.</li> </ul>	MEGDT
<b>Output 2: Forest product value chains and FUG capacity improved</b>	<ul style="list-style-type: none"> <li>▪ Minimum 30% women membership at FUG Member Board.</li> <li>▪ Women and men in FUGs participate equally (50%– 50%) in the formulation of sustainable management plans. (2014 baseline: 30%– 70% women– men)</li> <li>▪ Of the total technically, trained FUG members employed by FUGs and forest enterprises, 30% are women (2014 baseline: 0)</li> </ul>	Soum government and FUG
<b>Output 3: Technology for wood processing systems demonstrated</b>	<ul style="list-style-type: none"> <li>▪ Participation in a women leadership program for selective member of FUGs in corporation with Ulaanbaatar based non-governmental/civil organisation. This collaboration with a non- governmental/civil organisation is discussed and setup in Phase 1.</li> <li>▪ Target of 30% participation of women in training, workshops, study tours, seminars, and other capacity building programs including wood – derived- production value chain including in the management of financial services, technology, and other ancillary activities related to post production. Disaggregate participation records by gender and ethnicity.</li> </ul>	MEGDT, Soum Government and FUG

**Gender related activities undertaken**

- Developed Gender Action Plan of the project
- Building capacity of organisations operating forestry activities, which include organisations from Department of Forest Policy Development and Coordination to FUGs)
- Having studied legal environment, developed recommendations to improve it and building human capacities
- Piloted value-chain production (using lying dead wood)
- Piloting logging technologies (picking up logging dead wood)
- Conducted a desk review and field work on men and women’s participation in division of labor, their benefit sharing from forest resource
- Conducted a series of activities to ensure men and women’s participation in development activities as it is specified in Gender Action Plan

**Good practice and lessons learnt**

No data available

## Appendix 4. List of documents consulted in desk review

No	Legal documents
<b>Legal and regulatory documents</b>	
1	The Constitution of Mongolia
2	National Security Concept of Mongolia
3	The Law on Promotion of Gender Equality
4	Law on Development Policy Planning
5	Environmental Protection Law of Mongolia
6	Mongolian Law on Forest
7	Law on Reinvestment of Natural Resource Use Fees for the Protection of the Environment and the Restoration of Natural Resources
8	Mongolian Long-Term Sustainable Development Vision 2030
9	Action Plan of the Government of Mongolia 2016-2020
10	National Program on Promotion of Gender Equality
11	Green Development Policy 2014-2030
12	Action Plan of Green Development Policy
13	State Policy on Forest (May 14, 2015) and Mid-term Action Plan of State Policy on Forest
14	National Biodiversity Program (2015-2025)
15	National Programme on Climate Change
16	Environmental Sector Gender Strategy
17	Law on Statistics
18	Law on Human Rights Commission
<b>Bibliography (Programs, activities and research reports)</b>	
1	Analysis of Social Inclusion and Gender Dynamic for REDD+ in Mongolia, UN-REDD National Program (2017)
2	National Program on Promotion of Gender Equality: Assessment Report, MLSW (2013)
3	Gender Equality in Mongolia: (Situational analysis, Desk Review), Swiss Agency on Development and Cooperation (2014)
4	Mainstreaming, Acceleration and Policy Support (MAPS) for SDGs: Baseline Analysis Against SDGs in Mongolia (2016)
5	Gender assessment of Green Development Policy, Partnership for Action on Green Economy (2016)
6	Mongolia: Raising Female Participation in the Large-Scale Mining Sector, World Bank (2013)
7	Mongolia-Convention on Biological Diversity (2014)
8	The 5th National Report of Mongolia on Convention of Biodiversity, MET and Steppe Forward Programme (2014)
9	Mongolia's Sustainable Development Agenda: Progress, Setbacks and Mission (2012)
10	Gender Analysis in the Pastoral Livestock Herding in Mongolia SDC (2015)
11	Expert Report of Analysis on Consistency of the Constitution of Mongolia with international human right conventions
12	Report of National Human Right Commission of Mongolia, UNDP (2011)
13	Report of National Program on Promotion of Gender Equality, MLSW 2013 Report
14	Second National Assessment Report on Climate Change, Mongolia, MET (2014)
<b>Other supplementary materials</b>	
1	Records of Gender Training organised at the MET 2017
2	Strengthen Women's Political Participation and Decision-making Power (2016)

3	Mongolia: Gender Disparities in Labor Market and Policy Suggestions
4	Speech given at the Ministry of Finance (2016)
5	Key-informant interview notes
6	Provided by MET, a roster of the projects being implemented in the environmental sector of Mongolia as of September 30, 2017
7	Mongolia Constraint Analysis, the Government of Mongolia and Millennium Challenge Corporation (2016)
<b>Materials in English</b>	
1	PAGE Progress Report, January -December 2016
2	Mongolia's Transition to a Green Economy: A Stocktaking report, PAGE and MEGD (2014)
3	Mongolian Country Gender Assessment (2003)
4	Decent work indicators, Guideline for producers and users of statistical and legal framework indicators, ILO Manual (2013)
5	Gender analysis in forestry research, looking back and thinking ahead, <a href="http://www.cifor.org">www.cifor.org</a>
6	Gender and the Environment: the challenge of cross-cutting issues in development policy and planning,
7	Gender Equality action plan, Global Environment Facility
8	Guide on Gender Mainstreaming Environmental Management Projects, UNIDO Gender (2015)
9	Gender Mainstreaming Among Environment Ministries, Government Survey, UNEP (2006)
10	How to mainstream gender in forest, A practical field guide, FAO (2012)

## Appendix 5. List of regulations and guidelines reviewed in the environmental sector

No	Relevant regulations	Current status of the rules
1	Regulation on granting authorities of professional environmental entities/organisations from the state central administrative body	Resolution #137 was approved by the Government of Mongolia on June 14, 2016. The aim of the regulation is to regulate professional conducts related to granting and terminating authority of “certified organisation”, which is stipulated in 2 of Article 30.
2	Regulation on approving forest eco and ecological assessment	Terminated by Resolution #394 approved by the Minister of MET on December 11, 2009
3	Regulation on establishing contracts with citizens, business entities and organisations for the use of natural resources	The regulation was approved by the Government resolution #227 on July 22, 2009. The regulation is followed by FUGs and forestry entities and organisations.
4	Criteria set on professional forest entity/organisation	The regulation was approved by the government resolution # A-223 on August 07, 2013. The rules regulate conducts stipulated in Article 23 of Mongolian Law on Forest, Professional Forest Organisation and its Activities
5	Regulation on assess planted forest and buy to make it the state possession	The regulation was terminated by ministerial decree # A-96/71 of the MET and MoF in 2013
6	Regulation on forest management	The regulation was terminated by ministerial decree #13 of MoF on January 17, 2017
7	Regulation on use of natural plants and non-timber products	The regulation was terminated by decree A-166 of MET on May 12, 2014
8	Regulation on operating in special use forest of Mongolia	The regulation was approved by decree A-134 of MET on May 01, 2013. Aim of the regulation is to regulate conducts to operate in areas of special use forest.
9	Regulation on planning, organizing and funding forestation and forest activities.	The regulation was approved by the Ministers of MoF and MET on June 12, 2009. The regulation governs local residents, FUGs, entities and organisations’ conducts arising from undertaking activities related to planning, organizing forest activities, conducting technological monitoring, evaluating performance and funding them.
10	Regulation on forest maintenance and cleaning	The regulation was approved by Ministerial decree #A-53 of MET on February 19, 2013. Aim of the regulation is to govern conducts related to activities planning, organizing and monitoring forest maintenance and cleaning.
11	Regulation on rewarding organisations, citizens, FUGs, entities that introduce advanced technologies in protection of forest from defoliating insects and diseases.	The regulation was approved by decree #59 of the Government of Mongolia in 2010. The regulation shall be followed in rewarding organisations, citizens, FUGs, entities that introduce advanced technologies in protection of forest from defoliating insects and diseases.
12	Non-timber natural resource use fees	The regulation was approved by the Ministerial decree A-125 of MET on December 19, 2012
13	Regulation on a form of forest database registration and reports and keeping record of it.	The regulation was approved by the ministerial decree A-53 of the MET on February 19, 2013