



**Promoting gender equality in public
decision-making and women's
empowerment in Mongolia
(2021-2024)**

Project Document

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1. Situation Analysis

1.1. Context

Mongolia is a unitary state with a central government and three tiers of sub-national governments. The territory of Mongolia comprises 21 aimags and the capital city, with a total of 330 soums and 1,602 baghs (rural) and 9 districts and 173 horoos (urban). According to the Constitution of Mongolia, the administrative and territorial units are organised on the basis of combination of both self-governance and state administration.

The total population is 3,296,866 and half of the population of Mongolia are aged 27.9 or younger (NSO, 2020).

Mongolia has unicameral Parliament with 76 seats, elected for four years. There are 361 local elected bodies, including the capital city, 9 districts, 21 aimags and 330 soum citizens' representatives' khurals, also elected for four years. The last parliamentary elections took place in June 2020, and the last sub-national elections were held in October 2020.

The status of gender equality in Mongolia is quite unique and complex. In the World Economic Forum's 2018 *Gender Gap Report*, Mongolia ranked 58th out of the 144 countries studied and 5th among other countries within the Asia Pacific region¹. Mongolia's *Human Development Index* (HDI) for 2018 was 0.735, ranking 92nd out of 189 countries and territories. Mongolia has a GII value of 0.301, ranking it at 65th out of 160 countries².

Notwithstanding this progress, a closer look at the data reveals evidence of entrenched gender inequality in Mongolia, experienced by both men and women in different forms.

- **Education:** Women in Mongolia have higher education rates than men. On average, girls spend longer in education than boys, who are more likely than girls to drop out of school. 91.2% of women have at least some secondary school education compared with 86.3% of men³. Historically, girls were more likely than boys to be enrolled in education due the sons of herder families being taken out of school to help manage the family's herd. Although this practice still occurs in some areas, the gap between boys' and girls' education rates is closing. Women make up the majority of university students in Mongolia (58.2% in 2017)⁴.
- **Economy and labor force:** Although more women hold an account in a financial institution than men (95% of women compared with 90.8% of men), their financial resources are likely to be less than their male counterparts. While unemployment rates are higher among men (6.7%) than among women (5.9%) in Mongolia, the overall labor force participation of men (66.2%) is higher than that of women (52.7%). On average, women also earn less than men (average earned income for women in 2018 was USD\$11,094 compared with USD\$14,945 for men). This is likely to be due to the fact that women are less well-represented in higher paid sectors – making up just 12.4% of graduates in science, mathematics, engineering, manufacturing and construction⁵ – and the lack of women in senior roles – women make up just over one third (36.7%) of senior and middle managers in Mongolia. Women spend 2.8 times more hours than men on unpaid work⁶.
- **Physical and sexual violence:** Mongolian women experience high rates of gender-based violence. Of ever-partnered women in Mongolia, almost three in five (57.9%) have experienced one or more forms of partner violence in their lifetime (including physical, sexual, emotional and economic violence and controlling behaviors). In addition, 17.3% of Mongolian women have experienced physical violence perpetrated by a stranger since the age of fifteen and 14% have experienced sexual violence perpetrated by a stranger. A further one in ten women

¹ World Economic Forum, Global Gender Gap Report 2018

² UNDP, Human Development Report 2018

³ World Bank, Gender data portal.

⁴ World Bank, Gender data portal

⁵ World Bank, Gender data portal

⁶ NSO, Time Use Survey 2015

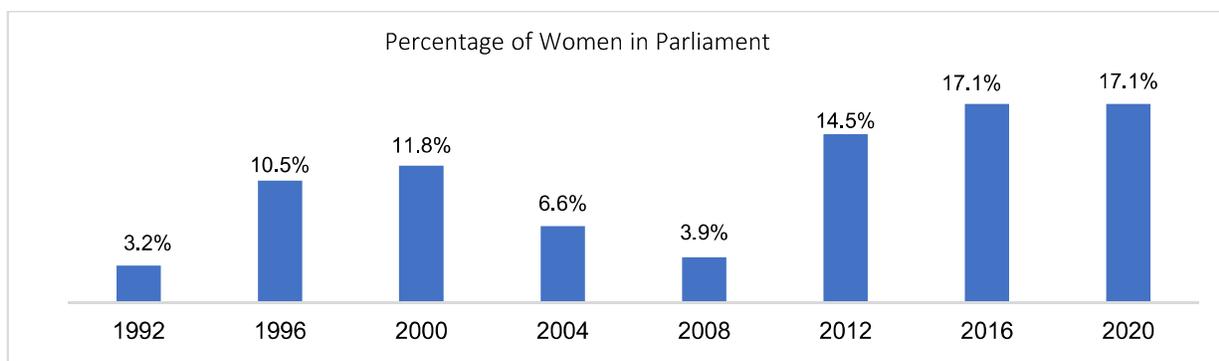
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(10.7%) reports experiencing sexual abuse before the age of 15⁷.

Thus, women in Mongolia have higher education and lower unemployment rates than men, on average earn less than men, and experience high rates of gender-based violence.

1.2. Development challenge

The development challenge that the project seeks to address is the underrepresentation of women in elected office which results in gender inequality in Parliament and at the top levels of government. Women occupy just 13 seats in the Parliament, while men hold the remaining 63. The current proportion of women parliamentarians in Mongolia (17.1%) is far behind the global average of 25.2%, and places Mongolia 124th out of 188 countries⁸. There are no women governors of provinces or cities in Mongolia. The percentage of women in sub-national, local elected bodies is 27.3% (the local elections are expected to take place in October 2020).



The Government of Mongolia has taken several measures in recent years to prioritize gender equality in its national development strategies and policies. Mongolia was one of the early adopters of Sustainable Development Goals 2030 and submitted its report on status of implementation of SDGs to the UN High Level Political Forum on Sustainable Development in 2019. In 2020, the Parliament of Mongolia adopted the long-term development policy 'Vision 2050' and its action plan 2021-2030, highlighting several measures concerning equal delivery of basic services as well as reforms in electoral system, transparency of political party finance (5.1.12), internal democracy of political parties (5.1.13), the role of political parties in consistent pursuit of long-term development policies (5.1.14), political party membership (5.1.15), and the electoral system (5.1.16)⁹.

The Law on Gender Equality (2011) set out gender quota to be applied in elected and appointed leadership posts. The National Programme on Gender Equality (2017) aims to achieve gender equality in political, economic, social, cultural and family relations through comprehensive measures including gender sensitive policies and planning and addressing gender stereotypes. Some sectors, including environment and tourism, food, agriculture and light Industry, and mining and heavy Industry adopted their sectoral gender equality strategies. However, more support is needed for implementation and monitoring of the sectoral strategies.

Number of women in government in Mongolia (2016)¹⁰

⁷ UNFPA, Breaking the silence for equality: 2017 National Study on Gender-based Violence

⁸ <https://data.ipu.org/women-averages> Aug 2020

⁹ <https://www.legalinfo.mn/annex/details/11058?lawid=15406>

¹⁰ NHRC, Annual Status Report on Human Rights and Freedom in Mongolia, 2017

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№	Position	Data by Sex			Remarks
		Total	M	F	
Paragraph 10.1.1, Article 10 of the Law on Gender Equality defines “the presentation of either sex in recruitment for political positions shall be at least 15 percent at government and civil levels, 20 percent at districts, 25-30 percent at soums”.					
1	Parliament Members	76	63 (82.9%)	13 (17.1%)	Incompliance with quota
2	Vice Minister	14	11 (78.6%)	3 (21.4%)	Complied with quota
3	Governors of Provinces and City	22	22 (100%)	0 (0%)	Incompliance with quota
4	District Governors	9	7 (77.7%)	2 (22.2%)	Complied with quota
Paragraph 10.1.2, Article 10 of the Law on Gender Equality states “the presentation of either sex shall be at least 15 percent for State Secretaries and Heads of Departments of Departments of Ministries, 20 percent for managers of other central bodies, and 40 percent for Heads of departments and divisions of aimag, soum, city and district Governor’s office”.					
5	State Secretary	12	11 (91.7%)	1 (8.3%)	Incompliance with quota
6	Head of Government Agency	29	28 (96.6%)	1 (3.4%)	Incompliance with quota
7	Head of Departments and Divisions of the Ministries	147	81 (55.1%)	66 (44.9%)	Complied with quota
8	Head of Departments and Divisions of the Aimag Governor’s Office	108	71 (65.7%)	37 (34.3%)	Incompliance with quota
9	Head of Departments and Divisions of the City Mayor’s Office	10	8 80%	2 20%	Incompliance with quota
Paragraph 1.1.4, Article 10 of the Law on Gender Equality indicates ‘to maintain 40:60 gender ratio in public service managers, in case the presentation of either sex is dominant’.					
10	Aimag public service managers	1931	1367 (70.7%)	564 (29.2%)	Incompliance with quota

In relation to political positions, the Law on Gender Equality mandates that campaign financing support in any election allocated to a male and a female candidate by a political party shall be the same amount (Art 8.2.); and representation of any one sex in any central and local body of a political party shall not be lower than 25 percent (Art 8.3).

Overall, despite the policy statements and legal provisions towards gender equality in decision-making, the progress has been slow. *SDG 5 Achieve gender equality and empower all women and girls* is one of the goals at risk of not being achieved in Mongolia.

Effects of COVID-19. Gender equality is a fundamental human right and advancing gender equality is critical to all areas of public policy in the country. The Government of Mongolia has taken a range of measures to protect income and well-being of vulnerable groups during COVID-19, including increase of the child money, relief of personal income tax and social insurance payments. However, initial findings of studies on effects of the COVID-19 pandemic show that the limited progress that has been made on gender equality could be reversed and the existing inequalities could be exacerbated in many spheres, including health, education, social protection, and small and medium business. UN agencies have urged governments to put women and girls at the centre of their efforts to recover from COVID-19 and highlighted that this starts with women as leaders, with equal representation and decision-making power¹¹.

Addressing gender inequality in decision-making in Mongolia and tracking gender data is even more critical these days, as the country aspires to build back a better and a more equal society in the post-pandemic world.

1.3. Barriers to equal participation and representation at decision-making level

This project seeks to improve gender equality at decision-making level in Mongolia by addressing the underlying

¹¹ <https://www.un.org/en/un-coronavirus-communications-team/put-women-and-girls-centre-efforts-recover-covid-19>

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causes of inequality in political life and by supporting mechanisms for overcoming the barriers to equal participation and representation.

The existing research on women's political participation identified several factors for women's underrepresentation at the decision-making level: *persistent traditional and patriarchal attitudes, the lack of effective temporary special measures, limited access to political networks, insufficient capacity-building and campaign funding for potential women candidates and the compulsory financial contribution known as the "candidate tax"*¹². For example, 50% of respondents of a 2012 survey identified male-dominated political structures as a key factor, 22% identified gender stereotypes and social norms, 15% thought the electoral system was a factor while 10% cited the role of the media in reinforcing patriarchal social norms¹³.

Gendered stereotypes and cultural norms are the root cause for gender inequality at the decision-making level in Mongolia. Gendered stereotypes have significant impact on behavior of voters, political parties, and women themselves. In a survey on women's political participation, participants expressed their preference for men in leadership roles because they think men are more 'visionary', 'experienced', 'consistent' and 'policy-minded' than women¹⁴.

A preference for men to take on leadership roles stems from the traditional patriarchal structure of society and division of household labor which in Mongolia, as in many other countries around the world, involved men taking care of matters 'outside the home' and women taking care of 'at home' duties. Although the division of roles has been changing rapidly in the 21st century, traditional perceptions of men's and women's roles in society continues to have a strong impact both inside and outside the home. In a 2017 poll, 12% of respondents cited 'household duties' as barrier to women's political empowerment and 2% cited women being 'less talented than men'¹⁵.

In the same study, 63% of respondents agreed (strongly or somewhat) that political parties should do more to promote women to positions of leadership. 30% of respondents also said they would be likely to support a woman candidate over a man, 26% said they would support a man over a woman and 36% said that the candidate's gender did not affect their decision¹⁶.

The Committee on the Elimination of Discrimination against Women (CEDAW) expressed its concerns about the 'persistence in the media and in society of deep-rooted patriarchal attitudes and discriminatory stereotypes concerning the roles and responsibilities of women and men in the family'. The Committee also noted that such attitudes 'perpetuate subordination within the family and society' and reflected 'in women's educational and professional choices, their limited participation in political and public life, their unequal participation in the labor market and their unequal status in family relations'¹⁷.

Gendered stereotypes are reinforced by the media in Mongolia. A 2010 study on media gender sensitivity found that men featured twice as much as women in TV news and information programs. The majority of TV programs featuring men showed them in decision-making roles (60%), while women were featured in decision-making roles in only 16% of cases¹⁸.

Legal and policy framework. Legislating gender quota is one of the most efficient mechanisms for changing gendered stereotypes and achieving gender balance in political institutions, and around half of countries in the world use some

¹² CEDAW, Concluding observations on the combined eighth and ninth periodic reports of Mongolia (13 June 2018)

¹³ NCGE/UNDP, Women's Participation in Political Decision-making: Public Perception Study, 2012

¹⁴ NCGE/UNDP, Women's Participation in Political Decision-making: Public Perception Study, 2012

¹⁵ International Republican Institute, Mongolian Public Opinion: Parliament after 100 days (2017), http://www.iri.org/sites/default/files/2017-3-22_iri_mongolia_poll_-_march_2017.pdf

¹⁶ IRI, Mongolian Public Opinion: Parliament after 100 days (2017), http://www.iri.org/sites/default/files/2017-3-22_iri_mongolia_poll_-_march_2017.pdf

¹⁷ CEDAW, Concluding observations on the combined eighth and ninth periodic reports of Mongolia (13 June 2018)

¹⁸ NCGE/UNFPA, 2010, Indicators of Media Gender Sensitiveness: TVs

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type of electoral quota for their parliament. In 2005, with the approval of the Millennium Development Goals (MDGs) by the Parliament, Mongolia set out a target to have at least 30% of women's representation in parliament by 2015.

To fulfill this commitment, the gender quota of 30% for candidates was first introduced in the 2005 Law on Elections. Unfortunately, it was repealed in December 2007 (in the wake of 2008 parliamentary elections) and had not been used. Later, the 2011 Law on Parliamentary Elections introduced a mixed system with 48 majoritarian districts and 28 seats to be filled by party lists. The 2011 Law on Parliamentary Elections also re-introduced gender quota for candidates, although it was only a 20% quota. The percentage of women elected to the Parliament in 2012 elections went up from 3.8% (2008) to 14.5% (2012), with 11 women elected, the highest rate at that time.

In December 2015, the gender quota was increased again to 30%, however, only 2 months before the 2016 elections, the electoral system was changed from the mixed system back to 76 majoritarian districts, and the gender quota was reduced back to 20%. In 2016 parliamentary elections, 13 women got elected, with the percentage of women in parliament reaching 17.1%, another highest rate. The gender quota of 20% was maintained for 2020 parliamentary elections, despite change in electoral system.

The 20% gender quota was introduced for the 2020 sub-national elections for the first time. The sub-national elections are due in October 2020.

While gender quota is acknowledged globally as an effective temporary special measure for achieving gender equality in elected office, the road to legislated gender quota has been long and difficult. After the gender quota was first introduced at 30% fifteen years ago, it was reduced to 20% twice, in 2007 and 2016. The current gender quota of 20% on candidates remains too low to be effective for increasing women's representation in parliament.

Another aspect of the existing legal framework which acts as a barrier to women candidates are the laws related to political financing. The lack of transparency, weak oversight and accountability mechanisms related to campaign funds and 'candidate tax' imposed by political parties unfairly disadvantage women candidates¹⁹.

Lack of support for women in politics. The greatest barrier to women's participation in political decision-making in Mongolia has consistently been identified as 'male-dominated political structures'²⁰. At present, the internal rules, structures, recruitment, and candidate nomination procedures of political parties in Mongolia are not sufficiently gender sensitive. The leaders of all major political parties are men, and while women account for more than half of party members and carry out most of the outreach activities, they hold a very small number of the leadership and decision-making roles within their respective parties. Political parties 'complied with the letter of the law, but not the spirit: they placed most female candidates in electoral districts with a low chance of winning'²¹. The low number of women in politics also undermines the capacity of the Parliament to consider gender dynamics in legislative drafting and other procedures.

Need for networking and capacity building of women candidates. Another key reason for the lack of women in politics is that women in Mongolia, as in many other countries, are less likely to pursue public leadership career than men. The combination of cultural, legal, and structural barriers discussed above create an environment where women are not encouraged or supported to run for elected office.

Women who do wish to run for elected office are also often not afforded the mentorship and networking that exist for men and are therefore, at a disadvantage when it comes to aspects of their candidacy such as engaging with the media training and raising campaign funding.

¹⁹ International Institute for Democracy and Electoral Assistance/Open Society Forum, Political finance in Mongolia: Assessment and recommendations, 2018

²⁰ International Republican Institute, Mongolian Public Opinion: Parliament after 100 days (2017), http://www.iri.org/sites/default/files/2017-3-22_iri_mongolia_poll_-_march_2017.pdf

²¹ International Institute for Democracy and Electoral Assistance/Open Society Foundations, Political finance in Mongolia: Assessment and recommendations, 2018

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Appendix 1 shows Problem and Solution Tree Diagram.

1.4. Human rights and international obligations related to gender equality at the decision-making level

Equal participation of women and men in all areas of public life is a fundamental human right, and one which is not currently being realized to its full extent in Mongolia due to the underrepresentation of women in public leadership. The Government of Mongolia is a signatory to both the CEDAW and the Beijing Declaration and Platform for Action and has affirmed its commitment to women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power.

The underrepresentation of women in elected office and the lack of effective interventions to remedy the situation has been the subject of recommendations made by a number of international human rights committees and processes, including the CEDAW and the Universal Period Review (UPR).

In 2015, Mongolia participated, for the second time, in the UPR process conducted by the UN Human Rights Council. 39 recommendations out of the total of 164 recommendations were related specifically to gender equality and women's rights, including the prevention of domestic violence and other forms of gender-based violence, maternal mortality rates, and participation of women in decision-making. The recommendations referred specifically to increasing the representation of women in decision-making roles in Mongolia include the following:

- Implement a national plan of action that would strengthen the participation of women in the decision-making level of politics (Serbia)
- Strengthen its efforts to include women in decision-making processes and high-level positions (Norway)
- Intensify its efforts in increasing women's representation in decision-making positions (Rwanda)
- Take measures to ensure participation of women in politics, including through affirmative action and quota requirements (Costa Rica).

According to the '*Universal Periodic Review midterm progress report by Mongolia on its implementation of recommendations*' produced by the Human Rights Forum in 2018²², of the 150 recommendations accepted, 23 had been implemented, 98 were 'in progress' and the remaining 29 were 'not implemented'. By the time the report was being drafted, five recommendations relating to women's political participation and representation in decision-making roles had not been implemented. These recommendations include:

- "Step up its efforts in enhancing the impact of the measures taken to address traditional discriminatory practices and persisting stereotypes about the roles and responsibilities of women and men /Slovenia/;
- Implement a national plan of action that would strengthen the participation of women in the decision-making level of politics /Serbia/;
- Strengthen its efforts to include women in decision-making processes and high level positions /Norway/;
- Intensify its efforts in increasing women's representation in decision-making positions /Rwanda/; and
- Take measures to ensure participation of women in politics, including through affirmative action and quota requirements /Costa Rica/).

In 2016, the CEDAW Committee considered Mongolia's 8th and 9th periodic reports on the implementation of the Convention. The Committee expressed its concern about 'the low percentage of women in political and public life, including in decision-making positions'²³. The Committee recommended that Mongolia take steps to target these attitudes and eliminate discriminatory stereotypes, through education and targeted media campaigns.

The National Human Rights Commission (NHRC) of Mongolia noted its concerns about the participation of women in

²² Universal Periodic Review, Midterm progress report by Mongolia on its Implementation of Recommendations, Human Rights Forum (2018), http://upr-mongolia.mn/images/UPR_Midterm_report_HRF_Jul5_2018Final.pdf

²³ CEDAW, Concluding observations on the combined eighth and ninth periodic reports of Mongolia (10 March 2016).

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politics and decision-making roles, in light of the recommendations made by the Human Rights Council in the 2015 UPR²⁴.

1.5. Ripple effects of women in politics

There are a number of positive 'ripple effects' of increased numbers of women in politics. When women hold public office, they often become a voice for mainstreaming gender equality, prioritizing and calling attention to policy issues of particular concern to women. Mongolian women MPs have advocated on gender-based violence, access to water, sanitation, air pollution, education, and health services. They were instrumental in substantially increasing the national budget allocation for protection of women from domestic violence and demand accountability from the government on expenditure of the allocated budget for its designated purpose.

Similarly, research from other countries has shown that men and women often have different policy priorities and that there is a correlation between higher numbers of women being elected and an increase in policy makings that emphasize quality of live, in particular for women and children²⁵. Research indicates that countries with more women in elected office tend to have higher labor force participation rates for women, which can in turn boost GDP. Women MPs have been and are vocal for social issues which affect men as well, including smoking and alcoholism, highlighting different effects of policy decisions on women and men.

2. Strategy

2.1. Description of the target group (beneficiaries) and stakeholders

This project will benefit the entire population, as gender equality in decision-making is a governance issue affecting the quality and inclusiveness of decision-making at all levels, including national, sub-national, and institutional levels. Gender equality is also a rights issue where women's right to political participation is undermined, as evidenced by the low percentage of women in elected posts.

Thus, several target groups (beneficiaries) have been identified for achieving the Project's intended outcome. In many instances, the same group is both a target group and a stakeholder/main player.

- *Women and female politicians.* Women are underrepresented in decision-making at all levels of elected and appointed public posts, and in the private sector board and executive posts. While women make up the majority of political parties' membership and outreach workers, the number of women holding leadership posts in political parties is minimal. So, women in urban and rural areas who might be interested in leading communities for social change, women who are already in politics, and women who have run in elections constitute the primary target group of the project.

Women in elected office and women interested in pursuing political career are the direct beneficiaries and the key target group of the project. In 2016 parliamentary elections, out of 498 candidates registered, 129 (26%) were women, and in 27 electoral districts, there was no female candidate (OSCE/ODIHR, 2016). In local elections held in October 2016, out of the total of 15,185 candidates, 4,530 or 29.8% were women. In the 2020 parliamentary election, out of 606 candidates registered, 151 (25%) were women and out of 29 electoral districts one district had no female candidates. The percentage of female candidates dropped by 1% in 2020 compared to the 2016 parliamentary election. Therefore, the total estimated number of women who would benefit from

²⁴ NHRCM, 17th Annual Report on Human Rights and Freedoms in Mongolia (2018).

²⁵ Center for the Study of Democratic Institutions, The Legislative Effectiveness of Women in Congress, <https://www.vanderbilt.edu/csdi/research/files/CSDI-WP-04-2010.pdf>

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the project is around 5,000, of which 300 will take an active part in specific targeted activities of the project, such as women's leadership trainings and programmes. It is also estimated that at least 30% of them would be young women from both urban and rural areas.

- *Men and male politicians.* Given the majority of leadership posts are occupied by men, they will be an important target group for narrowing the gender gap in decision-making, through various channels – as leaders, as social influencers, or as role models. They are also voters whose perceptions of gender equality is key to supporting women in getting elected.
- *Political parties.* Political parties are the key target group for intra-party gender awareness and self-assessment activities, as they ultimately participate in elections, nominating their candidates. Local branches of political parties will be engaged, given their role in sub-national elections.
- *Media agencies.* Gender insensitive reporting by the media especially during election campaign period often stems from lack of gender awareness. Media agencies can also be powerful actors for breaking the cycle of entrenched social stereotypes towards the roles of women and men in the society. Media agencies as the target group of the project will include representatives of various modes of the media, such as print media, TV, social media, and other news and communications channels.
- *Academia.* The project envisages several studies related to creating enabling environment for gender equality. Researchers specialized in different subject areas, including political party and financing, electoral system, constitutional law, and human rights, will be another target group, for mainstreaming gender equality in thematic research areas.
- *CSOs.* CSOs have been instrumental in mobilizing women and voters and have the ability to work across political parties, bringing together various stakeholders.
- *Voters.* Voter turnout has not declined in the 2020 elections, compared to the previous elections. Voters are the ultimate beneficiaries of the public awareness activities, that will enable them to exercise their civic right and duty of making responsible and informed choice in elections. In the 2016 parliamentary elections, a total of 1,420,805 people (75.35%) out of 1,911,047 registered voters cast their votes).

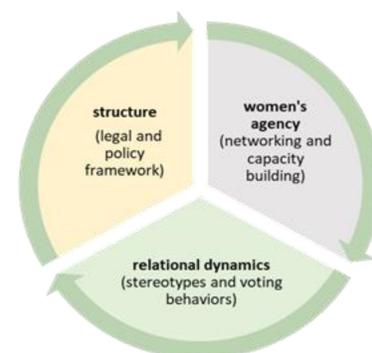
The estimated number of target groups is provided under the section on project Outputs and Activities.

2.2. Theory of change

The theory of change was developed based on the development challenge and the situation analysis described in the previous sections. The root cause of the gender inequality at the decision-making level is the traditional gender stereotypes entrenched in all spheres of social life in the country. Gender stereotypes affect voters, political parties, the media, and women themselves. The underlying causes include the lack of legal framework and lack of support mechanisms for women which could assist women to overcome gender stereotypes.

The barriers for women's participation in elected office are interrelated. If women do not get enough support from political parties because of the voter preference for male candidates due to gender stereotypes, which in turn, limit the number of women aspiring to run in elections. While gender quota is one of the most effective means for improving gender equality, lessons learned of the past 15 years to increase it to 30% show that multiple, mutually reinforcing strategies are needed.

Therefore, the project will use systems approach. Drawing on the analysis of the root causes, the Project will pursue a 3-pronged approach; i) tackling legal and structural barriers, ii) tackling gender stereotypes (relational dynamics) and iii) building support mechanisms for women, simultaneously. Addressing these root causes and underlying causes will have synergetic effect on the overall system itself.



From beneficiary journey perspective, women undergo through four stages and three transitions to get to the elected

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office: Eligible – Aspirant – Candidate – Elected²⁶. The Project outputs and activities embedded these transitions to strengthen the 'supply side' for enhancing women's participation, in addition to 'demand side' activities such as voter education and awareness raising.

The theory of change is also informed by the international trend of gender equality in elected office. Five Nordic countries – Denmark, Finland, Iceland, Norway, and Sweden – are the closest in achieving equal representation of men and women in their national parliaments. There are countries which have achieved more than 10 or 20 percentage points over the last 20 years (e.g, Belgium, France, Italy, Kyrgyzstan and the former Yugoslav Republic of Macedonia)²⁷.

Appendix 2 describes the Theory of Change diagram. Assumptions about changes are described under the section on Outputs and Activities.

2.3. Feasibility

Relevance. Since 1992 and across eight general elections the highest percentage of women in Mongolian Parliament reached has been 17.1%. If everything is left for natural societal change, it might take several decades and rounds of elections for narrowing the gender gap in elected office at the national and sub-national levels. Tackling the gender gap sooner will contribute to better development outcomes for the country, especially now that the poverty rate is high (28.4%; 2018) and Covid-19 has exacerbated all kinds of vulnerabilities and inequalities that the country has been facing.

The project also relevant because it has prioritized the groups left furthest behind – women who have disproportionately low representation. The project incorporates the lessons learned from the previous initiatives, including ownership building through engagement and capacity building.

Effectiveness and efficiency. The theory of change is based on analysis of the current situation, including root causes, stakeholder analysis and consultation, engagement of target groups in proposal development, and initial mapping of journey of women to come to decision-making level. Multipronged strategy of tackling legislative environment, voter education and women's capacity building and networking is also intended to maximize effectiveness of planned activities.

The Project will also tap on innovative solutions being used globally where good advances have been made towards closing gender gap at the decision-making level. Both UNDP/UN and KOICA expertise will be used to introduce latest good practices. The Project will also harness experience and expertise of local stakeholders who have gained valuable insights in dealing with local barriers, by using systems approach. This will improve efficiency, saving time and resources, and contribute to effectiveness.

Multi-year budgets and detailed activity costing based on actual costs of similar activities of ongoing projects enables cost efficiency while preventing cost overruns. During the implementation, synergies with other projects and government initiatives will continuously be sought, to enhance further efficiency.

Sustainability. *Design stage.* Sustainability is embedded in the project design and theory of change, by tackling structure, women's agency, relational dynamics and underpinning them by accountability mechanisms through data and ongoing progress measurement and public reporting.

²⁶ <https://asiapacific.unwomen.org/en/digital-library/publications/2015/12/promoting-women-s-political-participation>

²⁷ <https://www.osce.org/files/f/documents/8/1/224206.pdf>

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Government ownership and engaging stakeholders in areas of their mandate and specialization is another feature of the project design which enhanced sustainability of the project activities beyond its lifecycle. For example, Parliamentary Standing Committee on State Structure will be a key partner for legislative amendments, NSO and NCGE will be main partner for gender-disaggregated database updating, analysis and reporting, while CSOs will be engaged in leadership development and networking.

Implementation stage. The approach that will be taken during implementation will also contribute to sustainability by routinizing the project introduced practices. This includes:

- Broader circulation of knowledge products and information sharing through online platform, social media and other tools
- Extensive use of behavioral insight techniques, design thinking, and policy communication tools to better align the interventions with social behavior
- Positioning the reporting on progress in gender equality as public event
- Making the use of gender-disaggregated database as evidence base of policy making and evaluation

These considerations of sustainability and national ownership embedded in design and implementation stages will minimize the need for extensive and explicit phase-out plan.

2.4. Cross-cutting issues

The Project will mainstream the principles of inclusiveness ('leaving no one behind'), multi-sectoral, multi-stakeholder, and integrated approach, and transparency and accountability. Women and men of various age groups in rural areas will participate in the project activities equally with their urban counterparts. Women and men from different sectors will be engaged, to avoid reinforcement of stereotypes.

Lack of transparency and accountability hinders gender equality and women's empowerment, so particular emphasis will be given to enhancing transparency and accountability at various stages of decision-making related to gender equality and women's political participation.

The other thematic crosscutting areas include innovation and digitalization.

Innovation. One of the realities of public administration in 21st century is increased volatility, uncertainty, interconnectedness, and the need for constant innovation. Governments around the world have been establishing dedicated innovation units and embracing innovative practices in wide range of public policy fields. The Project will take conscious steps to explore potential areas of innovation which may benefit the achievement of the Project objectives. For example, innovating the process of campaign financing and improving its transparency through digital technology would positively affect women who remain consistently disadvantaged due their limited access to campaign finance.

Digitalization. The Parliament of Mongolia formed after June 2020 elections created a new Standing Committee on Innovation and Digital Policy. The Project will go digital as much as possible, without compromising the need of the key target groups. The Republic of Korea is a country taking a lead in digitizing its economy and delivery of public services. Latest technological applications and good practices known in the Republic of Korea as success stories will be explored and used by various activities planned under the project, including support to networks of women interested in public decision-making.

The project will also leverage on relevant parts of the KOICA ICT strategy.

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3. Project Description

3.1. Goals and objectives

Project goal: To enhance gender equality in decision-making in Mongolia

Project objectives:

- To strengthen legal environment for women's representation at decision-making level
- To raise public awareness on gender equality in decision-making
- To strengthen support mechanisms for women in decision-making

The desired overall outcome of this project is improved gender equality and women's representation in decision-making at the national and sub-national levels in Mongolia. The project will also contribute to the achievement of SDGs 5 mainly, but also to SDGs 10 and 16 in Mongolia.

SDG5: Achieve gender equality and empower all women and girls

Target 5.1: End all forms of discrimination against all women and girls everywhere

Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life

SDG10: Reduce inequality within and among countries

Target 10.3: Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard.

SDG16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels

Target 16.6: Develop effective, accountable and transparent institutions at all levels

Target 16.7: Ensure responsive, inclusive, participatory and representative decision-making at all levels

Target 16.B: Promote and enforce non-discriminatory laws and policies for sustainable development

3.2. Results framework

The Results framework is provided in Annex 3.

3.3. Outputs and activities

Output 1. Drafted bills

This is the only output that would contribute to strengthening the legislative framework for gender equality and women's participation in elected office. Research studies will be conducted from systems thinking perspective to identify how different processes, rules and practices related to elections and political parties come together to support or undermine women's participation. The research studies will also use journey mapping approach to identify specific hurdles at each of the steps or stages which make women disadvantaged vis-à-vis male candidates.

Tentative thematic areas for research include, but not limited to, the effects of electoral systems that have been used in Mongolia on gender equality, transparency of candidate nomination processes, models of political party

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finance and access to finance by women, and principles and issues to be regulated by the Law on Political Parties²⁸.

There is an ample international and regional research on what works for improving gender equality in elected office which has compiled experiences of countries over more than 20 years. The findings of such international studies will be taken into account in developing proposed policy and legal measures. Then, extensive consultations will be conducted on proposed policy and legal measures to facilitate consensus building among key stakeholders. The Parliamentary Standing Committee on State Structure will lead a series of consultations. An online international conference may be organized to disseminate comparative analyses of electoral systems and practices for women's political participation.

Indicative activities under the Output 1 are:

- 1.1 Conduct research on the existing legal and policy framework
- 1.2 Conduct consultations on proposed solutions to promote WPP
- 1.3 Compile and submit gender equality status report
- 1.4 Regularly publish data on women in politics
- 1.5 Draft the relevant bills (SCSS, Parliament)

Output 2. Strengthened networks for women aspirant candidates

Two outputs (Outputs 2 and 3) will contribute to building support mechanisms for women to overcome structural and other factors for pursuing public leadership career. Women and men identify different barriers to entering politics. Women are more often overburdened with domestic work and care responsibilities and presumptions of their gender roles that do not support them being leaders. Therefore, women's leadership support networks, both online and location-based, will be created and institutionalized, drawing on existing informal networks.

The online platform will host examples of good practices, resource materials, peer learning, experience sharing and discussion forums. Based on needs assessment, gender trainings will be conducted for government stakeholders as well to enhance their understanding on the government role for supporting women's leadership. Annual forums on women in politics will serve as a platform for reviewing the progress, collective reflection of lessons learned and charting future steps.

Indicative activities under the Output 2 are:

- 2.1 Conduct gender training for stakeholders
- 2.2 Support women's leadership networks
- 2.3 Staff training for network, aspirant candidate supporting, monitoring
- 2.4 Develop a dedicated online platform
- 2.5 Organize regional forums on women's political empowerment; fundraising event for supporting aspirant candidates
- 2.6 Hold annual national forums on women in politics

Output 3. Expanded eligible women for public decision-making

Output 3 is dedicated for increasing the pool of women interested in public leadership. The international research suggests that women usually run for elections upon recommendation of someone else and often need to be asked and encouraged²⁹. This means the way political party recruit women needs to be more gender sensitive.

A survey will be conducted among political parties on profile of female members to identify the need and strategies for expanding eligible women. A package of support programmes will be developed based on needs assessment,

²⁸ <https://www.osce.org/files/f/documents/2/b/77812.pdf>

²⁹ https://iknowpolitics.org/sites/default/files/unw_monitoring_guide_china.pdf

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including the need to address a perceived need by women to accumulate more experience before they believe themselves ready for running for elected office.

Indicative activities under Output 3 are:

- 3.1 Conduct a survey of existing women political party members and politicians
- 3.2 Develop and implement women's leadership trainings and programmes
- 3.3 Implement a package of support programmes for aspirants

Output 4. Enhanced awareness of voters of gender equality

Output 4 is one of the three key outputs designed for enhancing awareness of gender equality in the society. Output 4 targets voters, while Outputs 5 and 6 target political parties and the media.

The focus of Output 4 is to address gender stereotypes on division of labour for women and men. Perception studies will be conducted to identify voters' attitude to gender equality in decision-making, and underlying reasons for their preference. Perception studies require rigorous methodological and analytic validity and cross-discipline insights, including those from political science, sociology, gender studies, and anthropology. Similar studies of other countries will be reviewed to highlight common and country specific trends and features³⁰.

In addition, behavioral insights tools and methodologies will be developed to understand what strategies and actions will be more effective in changing voting behaviors of people in different age groups in urban and rural areas. Findings of the studies and pilots will inform the design and messages of nationwide advocacy and information campaigns. An important component of public campaigns will be on engaging men for support of gender equality. The effectiveness of public campaigns will be regularly monitored.

Formal voter education trainings in collaboration with the General Election Commission will be conducted to mainstream gender equality in routine voter education programmes.

Indicative activities under Output 4 are:

- 4.1 Repeat public perception survey and research on gender stereotypes and attitudes towards WPP, using behavioral insights, quantitative and qualitative methods. Publish and promote the results of the research
- 4.2 Develop gender awareness materials that can be used in voter education
- 4.3 Conduct responsible voter training for new/young male and female voters, in rural and urban areas
- 4.4 Conduct informal GE education for voters and youth through ToT and Youth Development Centres and other networks
- 4.5 Design and carry out targeted educational and public information campaign

Output 5. Enhanced awareness of political parties for prospective women candidates

Output 5 aims to strengthen the role of political parties as 'gatekeepers' of democracy and of women's political participation. Gender equality self-assessments are expected to assist in establishing baseline on gender mainstreaming, and creating a positive environment for self-initiated, dedicated activities for improving gender equality within the party structures, rules, and practices. Primary level branch committees of political parties will be actively engaged, given their role in sub-national elections. Cross-party forums, advocacy events, and male championship events will be organized. Women's wings of political parties will be the key partner for delivering Output 5.

Indicative activities under Output 5 are:

- 5.1 Facilitate male championships for WPP
- 5.2 Conduct gender equality self-assessments of political parties

³⁰ <https://iwda.org.au/assets/files/Public-Perceptions-of-Women-in-Leadership.pdf>

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5.3 Organize forums & international experience sharing

5.4 Organize advocacy events

Output 6. Enhanced media awareness of gender equality

Output 6 is the last of three interrelated outputs designed for addressing gender stereotypes in the society and focuses on media awareness.

Both national and international research indicate that female politicians are often portrayed differently from their male colleagues. Women tend to be described in reference to their physical appearance, marital status and family situation or feminine attributes, whereas men are more likely to be evaluated in terms of their political actions³¹. Gender insensitive media coverage is one the barriers which discourage women from entering elected office.

The project will closely collaborate with media agencies to delivery Output 6 and to ensure the sustainability of strategies and activities beyond the project duration. The media agencies will be consulted from the very beginning of the process, including collective review of lessons learned from previous elections, needs assessment and development of strategies for working with media outlets.

Self-initiated media networks or clubs on gender equality and women's political participation will be supported by the project, through sharing of international good practices³² and/or promoting their innovative media initiatives.

Indicative activities under Output 6 are:

6.1 Update and adapt media training materials on gender sensitive reporting (including for social media), and conduct trainings for media, including social media influencers

6.2 Support the creation of media network/club on WPP

Annex 5 provides a table with estimated number of target group people to reach-out by the project.

4. Project Implementation

4.1. Overview of organization's HQ

On the ground in about 170 countries and territories, UNDP works to eradicate poverty while protecting the planet. UNDP support countries to develop strong policies, skills, partnerships, and institutions so they can sustain their progress. With its broad mandate, UNDP employs multi-faceted and context-tailored approaches to a range of areas that hinder human development. The broad programme areas include governance, peacebuilding, poverty reduction, climate change, gender equality, and crisis response.

The Executive Board approves its Strategic Plan. The UNDP Strategic Plan outlines overarching vision and outcomes that help harmonize its global efforts, basing its work on the principles of universality, equality and leaving no one behind. The Strategic Plan (2018-2021) sets out the direction for a UNDP that helps countries achieve the 2030 Agenda for Sustainable Development. By 2021, we want to catalyze tangible progress on:

- Eradicating poverty in all its forms and dimensions, and keeping people out of poverty
- Accelerating structural transformations for sustainable development, especially through innovative solutions that have multiplier effects across the Sustainable Development Goals

³¹ <https://www.osce.org/files/f/documents/e/f/120877.pdf>

³² <http://aceproject.org/ace-en/topics/ge/ge7/social-media-and-women2019s-political>

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- Building resilience to crisis and shocks, in order to safeguard development gains.

The Strategic Plan describes how UNDP will better adapt to the range of country contexts in which we work, framed through:

- The three broad development settings to which our approach responds;
- A series of signature solutions which define the core work of UNDP;
- The two platforms through which we will deliver our work:
 - Country Support Platforms for the Sustainable Development Goals;
 - A global development advisory and implementation services platform;
- An improved business model to underpins our efforts

The UNDP Gender Equality Strategy (2018-2021), the third such strategy, provides a road map to elevate and integrate gender equality into all aspects of UNDP's work to reduce poverty, build resilience and achieve peace in communities and territories, helping to accelerate progress towards the 2030 Agenda³³.

4.2. UNDP Country Office in Mongolia

UNDP is a part of the United Nations Development system. The current UN Development Assistance Framework for Mongolia (UNDAF) was approved in 2007 (now the UN Strategic Development Cooperation Framework - UNSDCF) and is the mechanism for ensuring that the country level work is clearly linked to the global strategic plans.

UNDP opened its representative office in Ulaanbaatar in 1973 and has since then implemented around 140 projects. UNDP Country Programme Document (CPD) (2017-2021) is the latest five-year plan for responding to development challenges in the country. The Country Office is led by Resident Representative. Currently, UNDP Mongolia has 17 staff, including Operations Manager (1), Programme officers (3, climate change, environment, governance & SDGs), Programme associate (1), Monitoring and Evaluation officer (1), Communications Officer (1), Finance associates (2), Human resource associate (1), and Procurement and Administrative officer (2), ICT (1) and Driver (1).

As of August 2020, UNDP Mongolia Country office has 10 ongoing projects, including those in local governance, civil service reform, SDG localization, environmental resilience, and climate change. Addressing socio-economic impact of Covid - 19 has been at the centre of the development partnership for UNDP since early 2020.

UNDP has a corporate certification process called Gender Seal. The Gender Equality Seal incentivizes UNDP Country Offices to integrate gender equality into all aspects of their development work. Upon completing a range of specific standards, participating Country Offices can achieve either a Gold, Silver or Bronze level certification. Mongolia Country Office received Silver certification in 2016, and has applied to renew/upgrade its status, as the certification is valid for two years only.

In Mongolia, the UN Gender Theme Group under the Resident Coordinator system has been operational for many years, and serves as a platform for the project to exchange knowledge, lessons learned and draw on the expertise of the other UN agencies, including UNFPA and UNICEF.

4.3. Organization's capacity on implementing the project

UNDP is a longstanding institution in Mongolia, with experience, capacity, and partnerships to implement the project effectively and efficiently. UNDP benefits from trusted relationships with the Government of Mongolia, including the legislature, NSO, NHRC, NCGE, and key international and local NGOs and citizens groups, as well as gains from

³³ <https://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/undp-gender-equality-strategy-2018-2021.html>

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structural resilience that allows it to draw resources from its wider organization and regional specialists to meet greater challenges.

UNDP Mongolia has been active in the field of gender equality in political decision-making, and has implemented four projects, including:

- Voter education
- Representation and Inclusiveness through Electoral System (2011-2013)
- Support to Electoral Administration (2012), and
- Action Agenda for Women's Political Empowerment (2015).

In addition, UNDP Mongolia has two ongoing projects with some components related to gender equality in decision making:

- "Strengthening Representative Bodies in Mongolia" (SRBM) project (2017-2020) has conducted leadership training for hundreds of women elected to local and sub-national councils. This project is funded by the SDC, Swiss Agency for Development and Cooperation.
- "Towards a Professional and Citizen-Centered Civil Service in Mongolia" project (2018-2022), funded by the Canadian Government, has as one of its key outputs the enhancement of gender equality in the civil service, particularly at senior, decision-making levels.

UNDP Mongolia will ensure collaboration and alignment with these existing projects and that lessons learned are applied to this project. The key lessons learned to date are:

- Providing technical support to the process of electoral system design was very effective in sensitizing the legislature and stakeholders about the effects of different electoral systems the probability of women being elected.
- Building consensus among political party leaders and engaging male politicians in public campaign is critical in order to build support for gender equality in politics.
- The cross-party women's caucus is the backbone and the main driver of women's political empowerment campaigns and will be a key stakeholder in any interventions of this nature.
- An increase in the use of social media has changed the political landscape and the nature of election campaigns. While the 2012 and 2015 elections featured mainly traditional media (newspaper, radio, television), social media played a significant role in the 2016 election campaign.
- Voters' attitudes to women's political participation and addressing gendered stereotypes perpetuated by the media is critical, particularly with changing dynamics due to the impact of the COVID-19 pandemic.
- Voter education needs to be undertaken continuously in between elections, however, due to lack of funding, this has not been systematic.
- Coordination and partnerships with NGOs and other organizations working on gender equality in politics is important.
- It is important to design effective means of communicating with rural voters.

4.4. Cooperating organizations

The project will work closely with a range of government stakeholders to implement the project, including:

- Secretariat of the National Committee on Gender Equality (NCGE)
- Ministry of Labour and Social Protection (MLSP)
- Standing Committee on State Structure, Parliament of Mongolia (SCSS)
- General Electoral Commission (GEC)
- National Human Rights Commission (NHRC)
- Women's caucus of the Parliament

Below is a brief description of the mandate of the government stakeholders and their role to the Project.

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NCGE is an ex-officio committee composed of government and non-government organizations headed by the Prime Minister. The NCGE has ex officio sub-committees in aimags and sectors responsible for coordination gender equality policies in their respective aimags and sectors.

The secretariat of NCGE is a government entity with the mandate to provide administrative support to the Committee in coordinating gender equality policy implementation. The Secretariat has 7 full time technical staff. The Secretariat undertakes training and advocacy activities, provides technical support to Gender Equality Sub-committees, and prepares the annual reports on implementation of the Law on Gender Equality and the National Programme on Gender Equality, and the Government's four-year Action Plan.

Given its role in cross-sectoral coordination, including women's political participation, the Secretariat of NCGE is the main government coordinating partner of the Project. In particular, the NCGE Secretariat will be responsible for gender trainings for government entities, perception surveys, and development of materials for raising awareness for gender equality.

Parliamentary Standing Committee on State Structure (SCSS). Election and political party related laws fall under the mandate of the SCSS of the Parliament of Mongolia. In addition to its role in legislative drafting, the SCSS also is the main political institution to lead the process of consensus building among political parties over the key issues of electoral system and political party financing.

MLSP develops and coordinates government policies on employment, labour relations, social welfare, social protection, and development of population groups. MLSP is also responsible for government reporting on CEDAW implementation. MLSP's critical role under the Project is on young voter's education on gender equality and women's participation in decision making through its network of Youth Development Centres. MLSP will coordinate with GEC on the content of the voter education for youth. MLSP will also take part in other advocacy activities.

GEC is the electoral administration body. As such, the GEC does not take part in political decision-making process related to electoral system. The GEC local branches are not permanent; established only during local elections with the mandate of administering local elections. The GEC is responsible for voter education however, this function is under-resourced and under-staffed. The GEC is committed to roll out voter education throughout the election cycle.

NHRC has a legal mandate to promote and protect human rights and freedom, provided for in the Constitution of Mongolia, laws, and international treaties to which Mongolia is a party. NHRC submits annual report on status of human rights and freedom to the Parliament. The NHRC also has a legal mandate to oversee the implementation of the Law on Gender Equality. It has one full time staff in each of the 21 aimags.

Women's caucus of the Parliament is an informal, multi-partisan group of all women MPs. The caucus aims to promote gender equality, focus on social policies and issues which pertain to women, among others. The members include Vice Speaker, Chair of the Standing Committee and a member of the Cabinet, and they are also leaders in their respective political party women's wings. Women's caucus has led the introduction of gender quota on both general and local elections and has been advocating for the increase of the gender quota to 30%.

Women's caucus will be engaged in all activities of the Project, most notably, in leadership network and recruitment programs with women who are already in politics as well as non-party women who might be interested in running for elected office.

Political parties. The project will ensure political neutrality is maintained, and will work with political parties across the board, including their branches at the sub-national level. Currently, there are four parties which have seats in the parliament - Mongolian People's Party, Democratic Party, Mongolian People's Revolutionary Party, and the National Labour Party. Most parties have established women's wings and introduced gender quota (20-30%) in their internal

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rules. However, women are not equally represented in political party leadership posts and access to party finance by women is limited. All project activities related to building women's networks, partnerships, capacity, and awareness raising events must be open and inclusive of all interested women.

Civil society. The project team will develop strong partnerships with key stakeholders from the civil society. There are several CSOs which have been engaged in gender equality, voter education, and women's empowerment work since 1990s. These include Monfemnet network, Liberal Women's Brain Pool (LEOS), Women for Change, Female Leader, Center for Legal Studies and Development, Mongolian Women's Foundation, Mongolian Women's Federation, Women for Social Progress, to name a few. Some have branches in provinces. The lack of sustainable funding is the main barrier for most CSOs. While most CSOs have small full-time staff, they are capable to mobilize additional expertise when needed, based on their long-standing experience and partnership with various organizations and women leaders.

CSOs have a strategic role to play for the project; CSOs reach out women across political parties and get their voices heard for decision makers through their advocacy events. They have been undertaking gender equality and leadership trainings for several election cycles and have first-hand knowledge of barriers that women face when running for elections. UNDP rules and regulations will be applied in engaging individual CSOs³⁴.

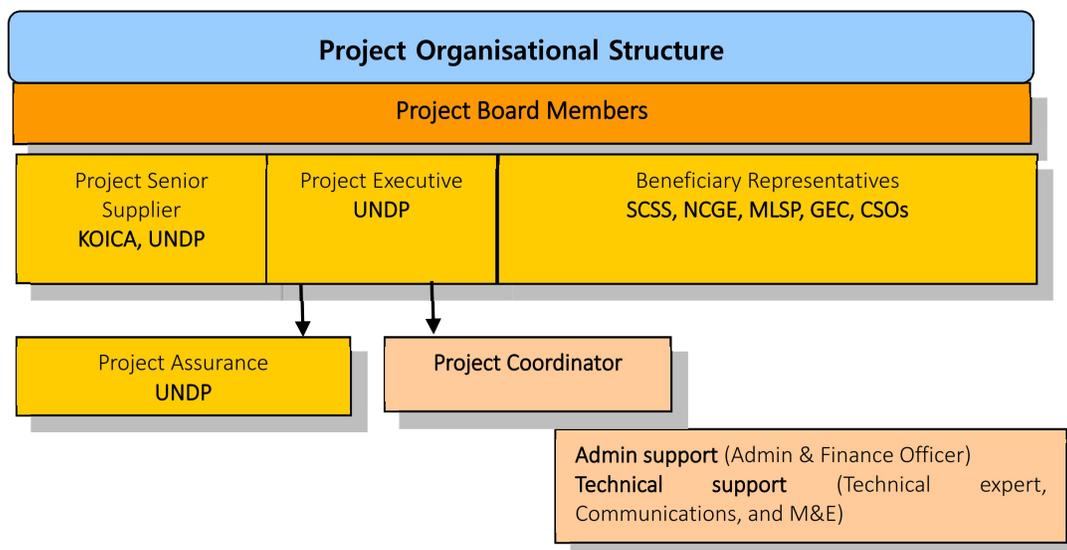
International organizations /INGOs. The project team will collaborate with international organizations as necessary, including other UN agencies (UN Women, UNFPA, UNICEF) and other NGOs that have previously worked for gender equality, women's empowerment and voter education, including: the Asia Foundation (TAF), the International Republican Institute (IRI) and the International Institute for Democracy and Electoral Assistance (IDEA).

IRI is implementing a project to elevate women and youth engagement in electoral process. UNFPA has been active in promoting women's rights and prevention from domestic violence. Konrad Adenauer Foundation has previously conducted women's leadership trainings.

4.5. Implementation structure

The project will be implemented by Direct Implementation Modality (DIM) by UNDP Mongolia. Full responsibility for implementation rests with UNDP Mongolia, which has decentralized authority, with technical support from its Bangkok Regional Hub (BRH). UNDP Bangkok Regional Hub (BRH) has a Gender Advisor and a dedicated cross-thematic team for country office support. UNDP Mongolia Country Office will coordinate with BRH on a regular basis to tap on global and regional knowledge and good practices and experience-sharing. Through BHR, the project will also coordinate with UN Women.

³⁴ <https://popp.undp.org/SitePages/POPPSubject.aspx?SBJID=469&Menu=BusinessUnit&Beta=0>

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Governance arrangement. The Project will establish a Project Board, chaired by UNDP Resident Representative. The Project Board will consist of representatives of KOICA, UNDP, Parliamentary Standing Committee on State Structure (SCSS), National Committee on Gender Equality (NCGE), Ministry of Labour and Social Protection (MLSP), General Elections Commission, and CSOs. NCGE will be the Government coordinating agency.

The Project Board shall meet at least once per year for an annual review. The roles and responsibilities of the Project Board include³⁵:

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints.
- Address project issues as raised by the project manager.
- Provide guidance on new project risks, and agree on possible countermeasures and management actions to address specific risks.
- Agree on project manager's tolerances as required.
- Review project progress, and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- Appraise the project annual review report, including the quality assessment rating report; make recommendations for the workplan; and inform the outcome group about the results of the review.
- Provide ad hoc direction and advice for exceptional situations when the project manager's tolerances are exceeded.
- Assess and decide to proceed on project changes through appropriate revisions.

Several entities have been identified as Responsible Parties for particular activities of the Project. These include NCGE, GEC, SCSS, MLSP, National Statistical Office, National Human Rights Commission. In addition, media and civil society organizations responsible for implementation of specific activities will be identified either through prior assessment of their strategic role or on a competitive basis.

The Project Board is responsible for making management decisions by consensus, including the approval of project plans and revisions. Board decisions are made in accordance with standards to ensure management for development results: best value for money, fairness, integrity, transparency, and effective international competition. In case consensus cannot be reached within the board, a final decision shall rest with the UNDP Resident Representative. Project Director is Deputy Resident Representative, UNDP Mongolia.

³⁵ <https://popp.undp.org/SitePages/POPRoot.aspx>

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KOICA and UNDP are Senior Suppliers of the project, responsible for ensuring regular supply of resources to ensure the effective operations of the project, providing guidance and technical advice, as needed, also by using UNDP and donor's global and regional expertise, reviewing annual reports and recommending corrective action when required.

Project Implementation Unit (PIU) will be established by UNDP, staffed by Project Coordinator (48 months), Administrative and Finance Officer (48 months) and Monitoring and Evaluation expert (42 months). Technical support team consisting of Technical expert (48 months), Communications expert (48 months), and international expert (up to 24 months) will also be hired to support the implementation of all components. The PIU will oversee implementation of the project, delivery of all planned activities, conduct monitoring, and do all project reporting and communications.

The role of the Project Coordinator will be to: (i) ensure the overall project management and monitoring according to Programme and Operations Policies and Procedures (POPP) and respective guidelines; (ii) facilitate communication and networking among key stakeholders; (iii) organize the meetings of the Project Board; and (iv) support stakeholders. The Project Coordinator has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board and is responsible for day-to-day management and decision making for the project. His/her prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. Responsibilities include the preparation of progress reports which are to be submitted to the members of the Project Board. The Monitoring and Evaluation (M&E) Officer's responsibility is to monitor progress against the project the monitoring plan, collect baseline and progress data and reporting. The Administrative and Finance Officer (AFO) is responsible for ensuring proper accounting and procedures of the project implementation.

The **Project Assurance** role will be performed by UNDP through its Country Office with support of the UNDP Bangkok Regional Hub. It should ensure that project plans are being developed according to standards and that management procedures are properly followed; the project is making progress towards intended outputs and outcomes, monitoring and reporting is taking place as scheduled; project board's recommendations are followed and revisions are managed in line with the required procedures. UNDP's new Quality Assurance Standards and Tools will be applied throughout the project implementation.

UNDP Country Office staff will provide support to the project, to exercise the role of quality assurance. National Programme officer and Programme Associate will dedicate 15% of their time, respectively, throughout the duration of the Project. The Country office Communications Officer will dedicate 8% of his/her time to the project. UNDP CO will also provide procurement, finance, human resource, and travel support services, based on UPL/LPL.

UNDP Programme and Operations Policies and Procedures³⁶ will be the main reference document guiding the implementation of the Project.

4.6. Risk management plan

	Risk Label	Risk Description	Type	Consequences	Mitigating actions	Responsible Person

³⁶ <https://popp.undp.org/SitePages/POPPRoot.aspx>

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1	Output 1.1 Draft bill	Lack of interest to pursue the legal changes and political consensus on improving the laws to promote WPP.	Political risk	Draft laws are not adopted by the Parliament, or relevant laws are not improved in terms of promoting WPP.	Conduct activities aimed at awareness raising about the need for reforms (public debates, media advocacy, mobilize support from GE supporting groups by different fora) Produce solid policy study. Close engagement of UNDP and KOICA senior management with Chairs of Standing Committees of the Parliament and political party leadership on the importance of the issue for the development agenda	Project unit
2	Output 2. Strengthened networks for women aspirant candidates	Discontinuation of women's engagement and cooperation due to factors related to partisanship	Programmatic risk- Lack of engagement/ Institutional risk	Leadership network cannot contribute to enabling environment for women	Engage women from diverse backgrounds with solidarity spirit and multi-party approach. Facilitate the network with important technical support through help of CSOs at least in the beginning. Exchange, provide international examples of women networks' success stories through forums and public events. These activities will be coordinated by the Project Unit/UNDP and main stakeholders are the NCGE, Women MPs Caucus, PP Women wings leaders and active CSO leaders	Project unit, Program me specialist
3	Output 3. Expanded eligible women for public decision making	Commitment and availability of women aspiring to engage in politics and long-term learning process	Programmatic – Lack of engagement	Lack of eligible women from diverse backgrounds, committed to participate in politics	Training programs, packages should have practical design and content which address candidates' needs based on previous survey results. Pay special attention to building commitment and self-confidence by providing social/community exposure opportunities. Training programs should have a component providing women opportunities to express themselves publicly through social and public events	Project unit, Program me and Communication specialist
4	Output 4. Enhanced awareness of voters of gender equality	Voter education and information materials/content too conventional and do not sufficiently reflect different group interest/needs	Programmatic	Voters' attitude toward WPP stays indifferent and not supportive	Provide special attention to the perception study and behaviour analysis to generate effective awareness campaign strategy for different groups with special attention to marginal groups. Voter training and information materials/ channels/mediums should reflect the study results and be monitored closely. Activities should include and promote women leaders' success stories about their challenges, achievement and social impacts.	Project unit, program specialist
5	Output 5. Enhanced awareness of political parties for prospective women candidates	Lack of interest political party leadership and resistance from some members to change the current power relations.	Political, institutional risks	Political parties stay as the barriers for the women candidates, WPP, and irresponsible to the GE issues.	Political party leadership engagement from the beginning of the GE self-assessment activity and promote the responsiveness of the parties through the media campaign, to build public expectations. Conduct activities to create positive images for male champions for GE and WPP. UNDP/Project unit will be responsible for this output activities.	project unit

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6	Output 6. Enhanced media awareness of gender equality	Lack of interest from media owners and editors. Not providing enough time and resources to the coverage of the WWP related issues.	Lack of awareness, Institutional risk	Media awareness and capacity to cover GE and specially WPP not improved and stays discriminatory towards women politicians.	Conduct comprehensive media strategy in the beginning of the project work to connect Output 4 activities to the media awareness activities. Organize events that engages media editors and journalists separately. Promote gender-sensitive media leadership through media network. Output 6 and 4 must be coordinated in such a way that GE trained and committed media partners/leaders must have active role in voter education media campaigns. NCGE/UNDP can make coordination and conduct trainings for this output.	Project unit
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4.7. Knowledge management

It is a standard procedure for UNDP projects to place all publications for public use online and distribute hard copies to public libraries, local governments, and relevant stakeholders. The project will also upload knowledge products into the professional databases or knowledge sharing platforms, such as the one for lawyers.

Types of producing and disseminating knowledge products shall be expanded, including fact sheets, short videos, web stories, case studies, podcasts etc.) and shared as relevant, including through social media and platforms such as Youtube. Drawing on increased use of zoom meetings and webinars since outbreak of COVID-19, workshops and trainings will be made for online participants, where feasible, or recorded for later use.

The dedicated online platform to be created under Activity 2.4 will also be used as a knowledge dissemination channel.

4.8. Monitoring and evaluation plan

The project will be monitored in accordance with UNDP monitoring and evaluation policies³⁷, based on results-based project management principles. A dedicated monitoring and evaluation expert will be responsible for coordination of monitoring and data collection activities, including baseline data collection to validate the logframe and facilitate tracking of progress over time.

KOICA will conduct its own monitor on every output of project and mid-term and/or end-of-project and/or ex-post evaluation in consultation and cooperation with UNDP. The Project will, where feasible, provide administrative and logistical arrangements to the evaluation team, within the context of UNDP Rules and Regulations.

Monitoring Activity	Purpose	Frequency	Expected Action
Track results progress	Progress data against the results indicators in the Results framework will be collected and analyzed to assess the progress towards achieving the agreed outputs.	Annually	Slower than expected progress will be addressed by project management.
Monitor and Manage Risk	Identify and monitor risk management actions using a risk log. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly, Annual financial audits	The risk log is actively maintained to keep track of identified risks and actions taken.
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects	At least annually	Relevant lessons are captured by the project team and used

³⁷ <http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf>

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	and partners and integrated back into the project.		to inform management decisions.
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's and KOICA quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed and used to inform decisions to improve performance.
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)	
Project Review (Project Board)	The project board will meet twice a year to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Biannually	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.

4.9. Communications with KOICA office in Mongolia

This proposal was developed through extensive consultation with the KOICA office in Mongolia and KOICA experts since November 2018. Feasibility studies were conducted in September 2019 and August 2020, with numerous bilateral meetings with stakeholders and two workshops with CSOs and representatives of elected women. Korean and national gender and political party experts and UNDP Bangkok Regional Hub Gender Advisor were engaged in developing and finalizing the proposal.

Annual narrative reports and financial reports will be provided to KOICA using a standard UNDP reporting format, by March each year on a date agreed with KOICA. This will comprise a narrative progress report for the previous 12 months (January-December) with output and outcome indicators for the reporting period and the provisional financial report (Combined Delivery Report). The Project Final report shall be submitted by December of the final year, covering the whole period of the project implementation.

*Promoting gender equality in public decision-making and women's empowerment in Mongolia***5. Legal Context and Risk Management**

1. This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Mongolia and UNDP, signed on 28 September 1976. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."
2. This project will be implemented by UNDP ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.
3. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
4. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds] [UNDP funds received pursuant to the Project Document] are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
5. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
6. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
7. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.
8. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
9. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [or the Supplemental Provisions to the Project Document], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.

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- b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.
- c. In the performance of the activities under this Project, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.
- d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- e. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.
- f. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.
Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.
- h. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.
- i. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- j. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- k. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, mutatis mutandis, in all its sub-contracts or sub-agreements entered into further to this Project Document.