

Annex: Goals and Methodology

The issues of gender equality and women's empowerment are complex and wide-ranging. There is a considerable literature on these issues, but there are also gaps and weaknesses in the research and data. The Situation Analysis study and the production of the report were designed to collect available information and distil critical issues, to promote debate and reflection by women's groups and other actors in the state and development agencies. The participatory process of knowledge production and awareness-raising was itself a valuable contribution to women's empowerment, in terms of the capability to articulate experiences, locate the forces that shape them and develop creative strategies for transforming the conditions that govern them.

Specifically, the analysis is intended to generate an overview of the current status of women in Mongolian society and facilitate a participatory review of the National Programme for the Advancement of Women (NPAW). This programme, adopted in March 1996, some six years after the start of the transition process, explicitly addresses the advancement of women within the context of the transition.

The conceptual and analytical framework

The situation analysis was conducted using a *rights-based framework* and tools of gender analysis that explicitly consider the various sectors and levels of economy and society. The rights-based approach is consistent with the NPAW objectives. It looks at the set of human rights instruments and UN Conference agreements that Mongolia is party to or has made commitments towards. It examines the impact of the transition on women's status in the light of these instruments and agreements. This will assist the NPAW review that will follow this study in assessing the extent to which broad targets defined in the NPAW up to 2020 have been met and can realistically be met. It is

from a commonly agreed basis of targets and indicators to measure and monitor progress that the NPAW can be effectively implemented. A rights based approach entails state accountability to promote and protect the rights. They open a space for women's agency, and for women to act to claim these rights.

The *gender analysis framework* addresses the levels and sectors of the economy and society and the interactions among them. The levels are the macro level of policy and performance indicators; the micro level of individual economic actors in households; and the meso level of institutions and organizations that coordinate economic and social activity, allocate resources and mediate between the policy level and the individual at the micro level. The sectors are the public sector, the private sector, including the formal and informal sectors, the NGO and voluntary sector and the domestic sector.

A gender perspective takes into account the commonality of women's experiences but also differences among women as well as between women and men. These differences can be based on age, income, education, region, ethnicity, nationality or religion and their consideration allows for a more fine-grained analysis as well as one which can be mainstreamed into socio-economic analysis.

The macro level, from a gender-aware perspective, is seen as consisting of the economic monetary aggregates of the paid productive sector of the economy, accounted for in the System of National Accounts, of which Gross Domestic Product is the lead indicator. It also includes the unpaid sector of reproduction, the unpaid activities that serve to reproduce the capacity to produce, concretely the reproduction of human beings on a daily and generational basis, in the form of interpersonal caring work, performed mostly by women. Such work, which is time- and human energy-intensive is unrecognized and unaccounted for. A

major aspect of the analysis is the interaction between the two sectors. This framework considers vertical aspects of power and hierarchies, in identifying the policy and institutional dimension as sites where gender inequalities are created and sustained and which condition the options open to micro-level actors.

This framework has clear affinities with the framework developed in UNIFEM's *Progress of World's Women 2000* (UNIFEM 2000), which delineates the different sectors of work and the interactions among them and where the domestic sector is the sector where unpaid reproductive or caring work is undertaken. In this Report, the terms reproductive and domestic are used interchangeably.

The production of the report: process and methodology

This report was prepared with the assistance of two consultants, one national and one international. The international consultant prepared the framework for the situational analysis. The national consultant conducted the initial analysis, together with staff members of the Gender Centre for Sustainable Development, experts from major sectors of the national economy and key partners.

Extensive use has been made of the National Statistical Office publications and surveys, especially the Living Standards Measurement Survey 1998. Sector reviews, plans and policy documents were consulted together with surveys and publications of women's and other NGOs. Time constraints limited use of academic publications. Unfortunately, the preliminary results of the Time Use Study and the Participatory Livelihood Assessment Study were not yet available for incorporation into the study.

In addition, the process was participatory and iterative. It involved discussions about the current critical issues with a range of women, in the NGO sector, either individually or in focus group discussions, and with decision-makers at all levels through individual semi-structured interviews. These discussions were held both in Ulaanbaatar and in rural *aimags* and *soums* as well as nomadic *ger* households. A first draft was then produced which distilled the critical issues generated so far in the process. These issues were encapsulated in a power-point presentation at a workshop to

discuss and validate the findings and generate recommendations concerning the situation of women, the NPAW and its implementation.

The Report was finalized after a national workshop conducted in July 2000, followed by discussions to clarify the outcome and delineate future directions. Participants concluded that the findings and analysis should create the basis for future assessments of women's status and future interventions in charting, reviewing and monitoring an agenda for achieving women's empowerment and gender equality in Mongolia.

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Women in Mongolia

Mapping Progress under Transition

Women in Mongolia: Mapping Progress under Transition is a report on the experiences of the women of Mongolia in the context of the political and economic transformation of their country. It identifies critical issues affecting women from the perspective of their overall empowerment and prospects for achieving gender equality in the context of the changes taking place in Mongolian society. It looks at impacts of the transformation over the last decade on women's economic, social and political status, highlights the commensurate changes in gender relations and women's participation and influence in these transition processes, and provides recommendations towards advancing gender equality.

"A clear and lively account of the paradoxical situation of Mongolian women at the beginning of the 21st century. Essential reading for anyone who wants to understand how transition to the market-based economy affects the progress of women."

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