Bridging the Gap: Mapping Gender Data Availability in Asia and the Pacific

GENDER AND DATA POLICIES | MONGOLIA

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In 2011, Mongolia enacted the Law of Mongolia on Promotion of Gender Equality. The fifth principle of the law focuses on principles and policies of gender equality, where sex-disaggregated data and other gender data are integrated. Throughout, the law emphasizes the use of sex-disaggregated data within the policy framework to assess the state of gender equality and policy surrounding it (The State Great Hural (Parliament) of Mongolia 2011). The emphasis of gender statistics embedded within existing laws is significant, as it can pave the way for gender data-policy integration in future time-bound national development strategies and plans.

Mongolia conducted its first-ever gender-based violence survey in 2017. The survey results showed that one in every two women experience some form of gender-based violence in their lifetime (UNICEF, 2020). These sobering results show the importance of regular and timely data on women and girls to ensure the success of programs that address gender-based violence.

One of the core values of Mongolia's *National Program for the Development of Statistics (2017–2020)* is to "consider gender issues in statistical data procedures for the collection, processing, storage, and presentation of all statistical data" (National Statistics Office of Mongolia 2017). The National Program for the Development of Statistics does not provide further guidance on specific gender indicators. Nonetheless, data-driven results are crucial for monitoring issues that disproportionately affect women and girls—including violence.

In 2019, the United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) member states, including Mongolia, conducted a national review of their implementation of the Beijing Declaration and Platform for Action. According to the review, limited disaggregated data pose challenges in implementing and monitoring policies, strategies, and plans (UN ESCAP 2019).

This report compares the gender indicators available in Mongolia's national databases with its 2019 gender statistics framework.
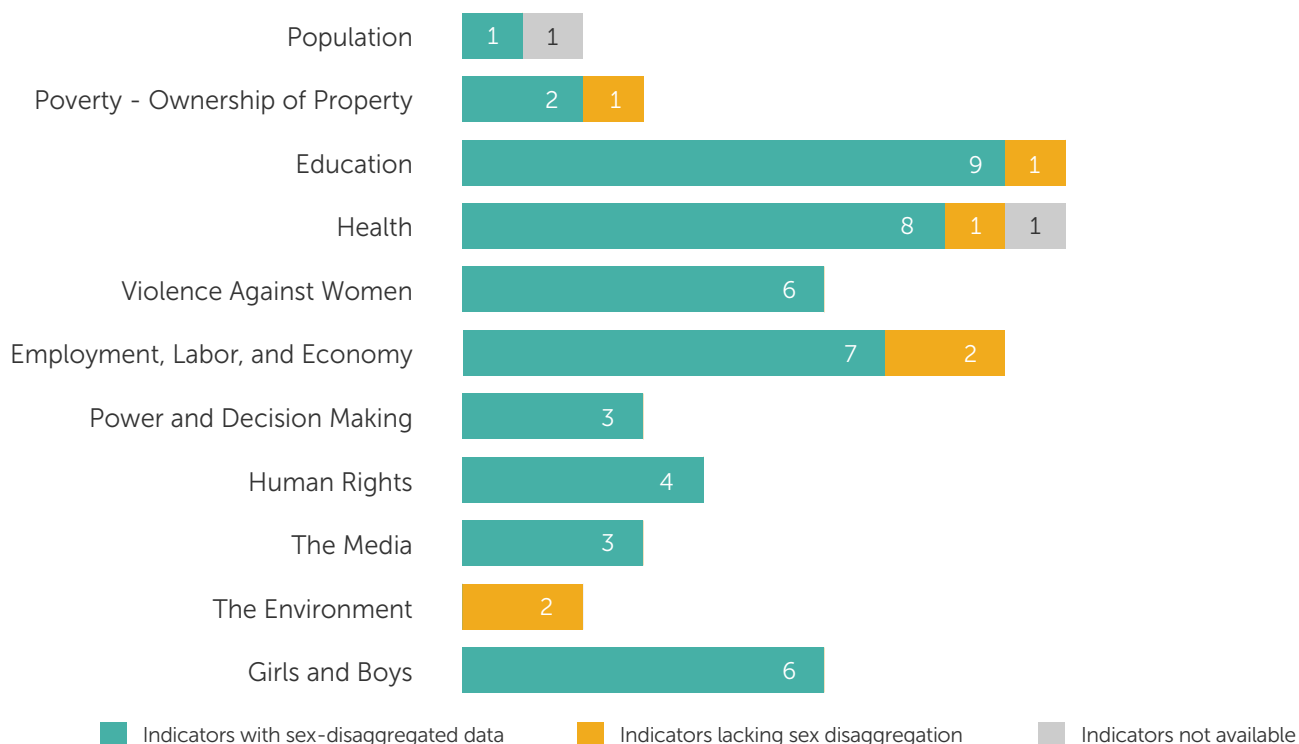
Policies and Strategies

Mongolia's National Committee on Gender Equality has various gender-responsive policies and plans that are sector-based, including education, construction and urban development, labor and social protection, law enforcement, food and agriculture sectors (National Committee on Gender Equality N.d.). However, these strategies largely pertain to the delivery of services and human resource development within the responsible agencies and not to the collection of data on the general population. Although building awareness of gender issues within statistical agencies is an important element of capacity development, it is not the focus of this report.

In 2014, the UN Economic Commission for Europe (UNECE) published a *Global Assessment Report on the National Statistical System of Mongolia*. It noted that Mongolia's NSO had developed a framework of gender statistics consisting of 216 indicators, of which, 81 key indicators were approved by the National Committee for Gender Equality (UNECE 2014). In 2019, the NSO updated the set of indicators, which now consists of 241 indicators in 14 domains (National Statistics Office of Mongolia 2020). Eleven domains specify gender indicators derived from population data. The remaining three, "Mechanisms," "Gender budget," and "Gender Index," include 23 policy indicators about programs or institutions, such as whether laws, policies, or programs exist concerning women's needs and experiences.

From the 241 indicators included in the updated list, 97 specify sex-disaggregated data; 33 apply only to women; and 17 do not specify sex-disaggregation but could be compiled to show differences between men and women. The remaining 94 indicators are policy indicators. The 147 gender indicators were matched with the 98 *Bridging the Gap* indicators (which include both SDG and non-SDG indicators). Because some *Bridging the Gap* indicators were matched to more than one Framework indicator, there were 52 unique indicators matched to 70 Framework indicators. Figure 1 shows the distribution of these indicators across the 11 domains and their availability in Mongolia's national databases. For more information of the overlapping indicators between Mongolia's Gender Data Framework and the *Bridging the Gap* findings, please refer to Annex 1 of this report.

Figure 1: Indicators included in Mongolia's Gender Data Framework

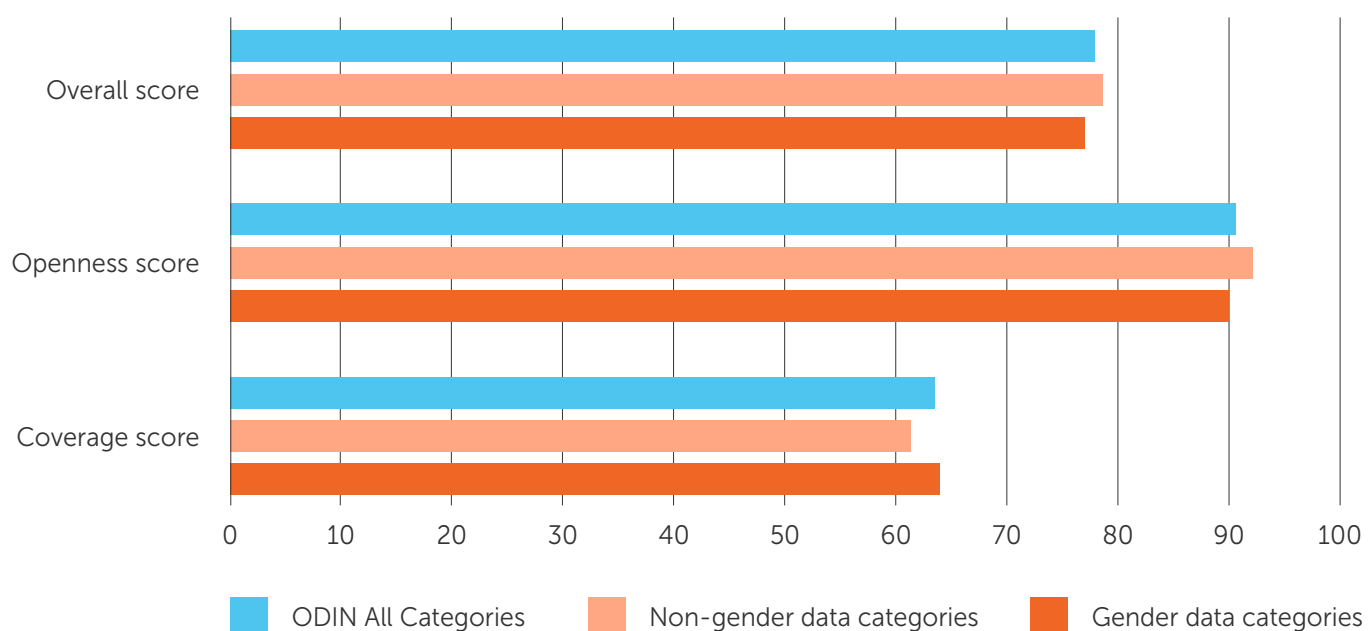|	Indicators with sex-disaggregated data	Indicators lacking sex disaggregation	Indicators not available
Population	1		1
Poverty - Ownership of Property	2	1	
Education	9	1	
Health	8	1	1
Violence Against Women	6		
Employment, Labor, and Economy	7	2	
Power and Decision Making	3		
Human Rights	4		
The Media	3		
The Environment		2	
Girls and Boys	6		

The results show a very high level of availability: only seven of the matched indicators lack sex disaggregation, and two are missing entirely. In many cases, the unmatched indicators included in Mongolia's gender data framework provide greater detail of the higher-level indicators.

Mongolia's Gender Statistics in Regional and Global Perspective

ODIN assesses the coverage and openness of statistics produced by national statistical system in 22 statistical categories. Its ratings provide a comparative index of the ability of the statistical system to provide the open access to the data and statistics needed to monitor social, economic, and environmental development. For Mongolia, the ODIN categories are broadly representative of the priority indicators included in the framework of gender statistics.

In 2020, Mongolia has an overall ODIN score of 78.3, and it ranked first among the seven Eastern Asian countries (ODW 2020). Globally, it ranked ninth out of 187 countries and first out of 52 upper-middle-income countries. Mongolia scores better on the measure of data openness (90.7) than on the coverage of its official statistics (63.8). Weaknesses in Mongolia's statistical offerings were found in measures of education facilities. Its strongest categories were in population and vital statistics, reproductive health, crime and justice, labor, price indexes, government finance, balance of payments, resource use, and energy. While Mongolia generally scores well on the availability of indicators at the national level, it does not provide data for sub-national administrative units.

Figure 2: Mongolia gender and non-gender data categories, 2020

Source: Open Data Inventory 2020/21

ODIN includes ten categories of statistics that are of particular relevance to monitoring the health and wellbeing of women and children. The average score on these ten categories identifies strengths or weaknesses in the production and dissemination of gender statistics. The overall strength of Mongolia's statistical system is reflected in its score of 77.3 for the gender categories, placing it in a tie with the Netherlands for third in the world. Unlike many countries, Mongolia's scores for the gender data categories, shown in Figure 2, are very close to its average score for the 12 non-gender data categories, and its coverage score for gender data exceeds that of the non-gender categories. The usefulness of its gender data and its ODIN scores would be increased by publishing more sub-national data.

Annex

Annex Table 1: Gender indicators included in study

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
I POPULATION	The average age of the first marriage	5.3.1 Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18	Female-specific and conforming
I POPULATION	Gender ratio of international migration (men per 100 women)	10.7.4 Proportion of the population who are refugees, by country of origin	Not available
II POVERTY - OWNERSHIP OF PROPERTY	Population below the poverty line	1.2.1 Proportion of population living below the national poverty line, by sex and age	Sex disaggregated and conforming
II POVERTY - OWNERSHIP OF PROPERTY	Recipients of state pensions and benefits	1.3.1 Proportion of population covered by social protection floors/systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, pregnant women, newborns, work-injury victims, and the poor and the vulnerable	Sex-disaggregated and conforming
II POVERTY - OWNERSHIP OF PROPERTY	Household with incomes below the poverty line	10.2.1 Proportion of people living below 50 percent of median income, by sex, age, and persons with disabilities	Lacking sex-disaggregation
III EDUCATION	Women working in the information and communication sector	4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	Sex disaggregated and conforming
III EDUCATION	Students enrolled in 1st grade and promoted to 5th grade	4.1.2 Completion rate (primary education, lower secondary education, upper secondary education)	Sex disaggregated and conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
III EDUCATION	Level of adult literacy	4.1.X4 Illiteracy rates, by sex	Sex-disaggregated and non-conforming
III EDUCATION	Education level of the population aged 25 and over	4.1.X6 Education inequality indicators: (a) Proportion of women with less than 4 or 6 years of education; or (b) proportion of women with less than secondary education	Female-specific and conforming
III EDUCATION	Gross weight of preschool enrollment	4.2.2 Participation rate in organized learning (one year before the official primary entry age), by sex	Sex disaggregated and conforming
III EDUCATION	Level of enrollment in vocational training centers	4.3.1 Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	Lacking sex-disaggregation
III EDUCATION	Percentage of school dropouts	4.3.X Primary and secondary out of school rates, by sex	Sex disaggregated and conforming
III EDUCATION	The ratio of boys and girls in primary education and in high school	4.5.1 Parity indices (female/male, rural/urban, bottom/top wealth quintile and others such as disability status, indigenous peoples and conflict-affected, as data become available) for all education indicators on this list that can be disaggregated	Sex disaggregated and conforming
III EDUCATION	Population aged 15-24 with basic knowledge and skills in basic literacy and numeracy	4.6.1 Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex	Sex-disaggregated and conforming
III EDUCATION	Holders of professional education in science, engineering, technology, manufacturing and construction	9.5.2 Researchers (in full-time equivalent) per million inhabitants	Sex-disaggregated and non-conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
IV HEALTH	The total fertility rate	3.7.2 Adolescent birth rate (aged 10–14 years; aged 15–19 years) per 1,000 women in that age group	Female-specific and conforming
IV HEALTH	2.2.3 Prevalence of anaemia in women aged 15 to 49 years, by pregnancy status (percentage)	2.2.3 Prevalence of anaemia in women aged 15 to 49 years, by pregnancy status (percentage)	Female-specific and conforming
IV HEALTH	Adult obese people	2.2.y Share of women aged 15–49 whose BMI is less than 18.5 (underweight)	Not available
IV HEALTH	Maternal mortality rate / per 100,000 live births	3.1.1 Maternal mortality ratio	Female-specific and conforming
IV HEALTH	Midwifery by a health professional	3.1.2 Proportion of births attended by skilled health personnel	Female-specific and conforming
IV HEALTH	Percentage of women living with HIV / AIDS in the population over 15 years of age	3.3.1 Number of new HIV infections per 1,000 uninfected population, by sex, age and key populations	Lacking sex-disaggregation
IV HEALTH	TB incidence rate (per 100,000 population)	3.3.2 Tuberculosis incidence per 100,000 population	Sex disaggregated and conforming
IV HEALTH	Alcohol consumption	3.5.2 Alcohol per capita consumption (aged 15 years and older) within a calendar year in litres of pure alcohol	Sex-disaggregated and non-conforming
IV HEALTH	Contraceptive use rates for married and cohabiting women aged 15-49	3.7.1 Proportion of women of reproductive age (aged 15–49 years) who have their need for family planning satisfied with modern methods	Female-specific and conforming
IV HEALTH	A smoker over the age of 15	3.a.1 Age-standardized prevalence of current tobacco use among persons aged 15 years and older	Sex disaggregated and conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
V VIOLENCE AGAINST WOMEN	Scope of human trafficking and prostitution	16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation	Female-specific and conforming
V VIOLENCE AGAINST WOMEN	Suicide rate	3.4.2 Suicide mortality rate	Sex disaggregated and conforming
V VIOLENCE AGAINST WOMEN	A child who has been abused	16.2.1 Proportion of children aged 1–17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month	Sex disaggregated and conforming
V VIOLENCE AGAINST WOMEN	Scope of sexual violence against women	16.2.3 Proportion of young women and men aged 18–29 years who experienced sexual violence by age 18	Female-specific and non-conforming
V VIOLENCE AGAINST WOMEN	Prevalence of domestic violence	5.2.1 Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age	Female-specific and conforming
V VIOLENCE AGAINST WOMEN	Women aged 15-49 who have been physically, sexually or emotionally abused by anyone other than their spouse in the last 12 months	5.2.2 Proportion of women (aged 15–49) subjected to sexual violence by persons other than an intimate partner, since age 15	Female-specific and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Civil servants	16.7.1 Proportions of positions in national and local public institutions, including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities and population groups	Sex-disaggregated and conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
VI EMPLOYMENT, LABOR AND ECONOMY	Adult land tenure	1.4.2 Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure	Lacking sex-disaggregation
VI EMPLOYMENT, LABOR AND ECONOMY	Sexual violence in the workplace	11.7.2 Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months	Lacking sex-disaggregation
VI EMPLOYMENT, LABOR AND ECONOMY	Time spent doing housework	5.4.1 Proportion of time spent on unpaid domestic and care work, by sex, age, and location	Sex disaggregated and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Population engaged in informal employment in non-agricultural sectors	8.3.1 Proportion of informal employment in total employment, by sector and sex	Sex disaggregated and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Gender differences in wages	8.5.1 Average hourly earnings of female and male employees, by occupation, age, and persons with disabilities	Sex disaggregated and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Unemployment rate	8.5.2 Unemployment rate, by sex, age, and persons with disabilities	Sex disaggregated and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Labor force participation rate of the population aged 15-24 and over 15 years	8.5.X Labor force participation rate, by sex	Sex disaggregated and conforming
VI EMPLOYMENT, LABOR AND ECONOMY	Youth unemployment rate	8.6.1 Proportion of youth (aged 15–24 years) not in education, employment or training	Sex disaggregated and conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
VII POWER AND DECISION MAKING	Civil servants	16.7.1 Proportions of positions in national and local public institutions, including (a) the legislatures; (b) the public service; and (c) the judiciary, compared to national distributions, by sex, age, persons with disabilities, and population groups	Sex-disaggregated and conforming
VII POWER AND DECISION MAKING	Women in Parliament and local government	5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments†	Female-specific and conforming
VII POWER AND DECISION MAKING	Women in local government	5.5.2 Proportion of women in managerial positions	Female-specific and conforming
IX HUMAN RIGHTS	Victim of human trafficking	16.2.2 Number of victims of human trafficking per 100,000 population, by sex, age, and form of exploitation	Female-specific and conforming
IX HUMAN RIGHTS	Suicide	3.4.2 Suicide mortality rate	Sex disaggregated and conforming
IX HUMAN RIGHTS	Birth rate of adolescent girls	3.7.2 Adolescent birth rate (aged 10–14 years; aged 15–19 years) per 1,000 women in that age group	Female-specific and conforming
IX HUMAN RIGHTS	Women aged 20-24 who were married or had a partner before the age of 18	5.3.1 Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18	Female-specific and conforming
X THE MEDIA	Households that use social media	4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	Sex disaggregated and conforming
X THE MEDIA	The population that uses the Internet	17.8.1 Proportion of individuals using the Internet	Sex disaggregated and conforming
X THE MEDIA	Mobile phone user	5.b.1 Proportion of individuals who own a mobile telephone, by sex	Sex disaggregated and conforming

Gender Data Framework Domain	Gender Data Framework indicator	Overlapping BTG Indicator	BTG Findings
XI THE ENVIRONMENT	Population without guaranteed drinking water supply	6.1.1 Proportion of population using safely managed drinking water services	Lacking sex-disaggregation
XI THE ENVIRONMENT	Population not covered by improved sanitation	6.2.1 Proportion of population using safely managed sanitation services, including a hand-washing facility with soap and water	Lacking sex-disaggregation
XII GIRLS AND BOYS	Children under 5 years of age with growth retardation	2.2.1 Prevalence of stunting (height for age < -2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age	Sex disaggregated and conforming
XII GIRLS AND BOYS	Underweight children under 5 years old	2.2.2 Prevalence of malnutrition (weight for height > +2 or < -2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)	Sex disaggregated and conforming
XII GIRLS AND BOYS	Under-five mortality rate	3.2.1 Under-five mortality rate	Sex disaggregated and conforming
XII GIRLS AND BOYS	Infant mortality rate / per 1000 live births	3.2.2 Neonatal mortality rate	Sex disaggregated and conforming
XII GIRLS AND BOYS	A child who has been vaccinated against measles	3.b.1 Proportion of the target population covered by all vaccines included in their national programme	Sex disaggregated and conforming
XII GIRLS AND BOYS	Employment of children aged 10-14	8.7.1 Proportion and number of children aged 5–17 years engaged in child labor, by sex and age	Sex disaggregated and conforming

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