

**MINISTRY OF LABOUR AND SOCIAL PROTECTION**

**MONGOLIA: COMPREHENSIVE NATIONAL-LEVEL REVIEW  
RESPONSES TO QUESTIONNAIRE ON IMPLEMENTATION OF THE  
BEIJING DECLARATION AND PLATFORM FOR ACTION**

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## ABBREVIATIONS

ADB	Asian Development Bank
CEDAW	Convention on Elimination of All forms of Discrimination against Women
CHD	Center for Health Development
CSO	Civil Society Organizations
CRKh	Citizens Representatives Khural
DV	Domestic Violence
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GFP	Gender Focal Point
GIZ	German Society for International Cooperation
ILO	International Labor Organization
IMF	International Monetary Fund
JICA	Japan International Cooperation Agency
KOICA	Korean International Cooperation Agency
LPGE	Law on Promotion of Gender Equality
MECSS	Ministry of Education, Culture, Science and Sports
MET	Ministry of Environment and Tourism
MJHA	Ministry of Justice and Home Affairs
MOH	Ministry of Health
MONES	Mongolian Women’s Fund
MNUE	Mongolian National University of Education
MNUMS	Mongolian National University of Medical Science
NCAV	National Center Against Violence
NCGE	National Committee on Gender Equality
NEMA	National Emergency Management Agency
NGO	Non-Governmental Organization
NHRCM	National Human Rights Commission of Mongolia
NPGE	National Program on Gender Equality
NSO	National Statistical Office
NUM	National University of Mongolia
PHI	Public Health Institute
SDG	Sustainable Development Goals
SME	Small and Medium Enterprises
TVET	Technical Vocational Education Training
UNESCO	United Nations Education Scientific and Cultural Organization
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
WB	World Bank
WHO	World Health Organization

## **SECTION ONE: PRIORITIES, ACHIEVEMENTS, CHALLENGES AND SETBACKS**

### **Question 1:**

What have been the most important achievements, challenges and set-backs in progress towards gender equality and the empowerment of women over the past five years?

### **Answer:**

#### **Achievements**

The most important **achievements** in the areas of gender equality and women's empowerment have been in relation to (a) evolving of legal and policy environment; (b) strengthening the national mechanism for gender equality; (c) improving gender database, research and analysis, and (d) increasing budget allocations for gender activities. These have been the product of a joint effort by the Government of Mongolia and civil society, with support from the donor community.

**Legal and policy environment:** In terms of legal and policy planning for achieving gender equality, it can highlight the adoption of gender equality related policies, legislation, action plans and strategies. For instance, the Law on Promoting Gender Equality (LPGE) was adopted in 2011 and the Government of Mongolia is pursuing a series of concrete measures towards implementing the law in a systematic way. The LPGE has six chapters, 27 articles. It requires gender mainstreaming into law and policy development as well as into all activities of organizations – agencies related to law and policy-making. The Mid-term Strategy and Action Plan for implementation of the LPGE 2012-2016 has been adopted and implemented to enhance the implementation of the LPGE. The guarantees for equality, as defined in the LPGE, are today reflected in the relevant provisions and are being implemented in the Law on Families 1999 (lastly amended in 2018 and the revised version is being discussed), the Labour Code 1999 (lastly amended in 2017 and the revised version is being discussed), Law on Promoting Employment 2011 (lastly amended in 2017), Package of Laws on Education 2002 (lastly amended in 2018), the Health Law 2011 (lastly amended in 2019), the Law on Child Protection 2016 (lastly amended in 2018), the Law to Combat Domestic Violence 2016 (lastly amended in 2017), the Law on Combating Human Trafficking 2012 (lastly amended in 2018) and the Law on Elections 2011 (lastly amended in 2015). To realize the LPGE, the two National Programmes on Gender Equality for period 2012-2015 and 2017-2021 have been developed with specific objectives, indicators and measures to be taken. The latter National programme aims to facilitate improving gender statistics and analysis, mainstreaming gender in the sector and local development policy-levels, and intensity gender-responsive budgeting processes at all levels. Furthermore, the State Policy on Population Development (2016-2025), National Program on Child Protection and Development (2017-2021), National Program for Supporting Disabled Persons and Development (2018-2022) are all designed to reflect the concept of gender equality.

In recent years the pace of gender-responsive policy planning processes at the sectoral and local rural levels has been gaining momentum within the framework of implementing the LPGE and the National Programme. Gender strategies the following 7 sector gender-responsive policies/strategies were adopted during 2015-2018:

- Environment Sector Gender-Responsive Policy, 2015-2021
- Gender Strategy for the Organizations and Agencies under the Authority of Ministry of Finance, 2016-2024
- The Gender-Responsive Integrated Policy for Law Enforcing Organizations under the Authority of Ministry of Justice and Internal Affairs, 2018-2021

- Education, Culture, Science and Sports Sector Gender-Responsive Policy, 2017-2024
- Population, Labour and Social Protection Sector Gender-Responsive Policy, 2018-2024
- Construction and Urban Development Sector Gender-responsive Policy 2018-2025
- Food, Agriculture and Light Industry Sector Gender-Responsive Policy, 2018-2025

These sector-specific gender policies and action plans were developed with participation of the sectoral management, staff members and employees, and more than 500 people from each sector took part in the development, discussion and approval processes of the documents. The sectoral policies are, first and foremost, designed at improving the knowledge and experience about gender issues of the management and employees of the relevant sectors, and making their working environment more gender-inclusive. Furthermore, each sector, through the implementation, monitoring and evaluation of the sector gender policies and action plans are learning to define ways and means of promoting gender equality, and developing relevant comprehensive programmes. The ministries of health, defence, foreign affairs and mining are working to develop their sector-specific gender-responsive policies in 2019.

The *aimags*, capital city and the districts have also developed and are implementing their gender-responsive local development sub-programmes. Recently, 14 *aimags* and two districts of Ulaanbaatar have today their own gender sub-programmes. Seven districts of the capital city and 7 *aimags* have set the objective of developing and adopting their own specific gender policies and action plans before the end of 2019.

**National mechanism for gender equality:** In 2002 the National Council for Gender Equality (NCGE) was established in the Ministry of Social Welfare and Labour (MSWL), which served as the secretariat of the Council. In 2005 the Secretariat Office of NCGE was newly established under the Prime Minister Office and the Council has started to be chaired by the Prime Minister. The NCGE has 26 members with equal representation from state and civil society organizations. In compliance with the NCGE's Charter, starting in 2006 the line ministries set up their Gender Councils and Gender Committees established at the *aimag* and district-levels. Gender focal points (GFPs) overseeing gender issues, were recruited at the government ministries. By 2013, not only the line ministries but also the capital city and the *aimags* recruited their gender focal points, which became the key human resources reserve for the NCGE to carry forward its activities to its affiliates and the rural areas.

The NCGE has been operating independently until 2015. Unfortunately, according to the Government of Mongolia's resolution, the National Committee was working under the jurisdiction of the Department of Population Development of the Ministry of Labour and Social Protection (MLSP) in 2015-2018. It was a step backward in the national mechanism of ensuring gender equality and was criticized by many organizations, including civil society and international organizations as well as the National Human Rights Commission (NHRC). To correct this mistake, as an initiative of the Prime Minister of Mongolia in 2018, the Government has decided to provide the NCGE Secretariat an independent status but working under the Prime Minister as part of the Cabinet Secretariat by increasing the number of its staff and approved budgetary operational expenses. Thus, the NCGE has been working independently, improving the national machinery for managing and coordinating the implementation of the LPGE and the National Program. Furthermore, the National Committee has set up the Media Council and re-organized the National Gender Experts Group, and the Researchers and Specialists Group on Gender (Gender Consortium) in 2018. As of 2019, the National Committee has 31 Gender Committee in the aimags, capital city of Ulaanbaatar and its 9 districts. It also has 13 sector-level Gender Councils at line ministries.

### **Gender database, research and analysis:**

Mongolia recognizes that the development of comprehensive collection and supporting system to promote effective uses of gender-disaggregated data are utterly indispensable. In this light, the Government of Mongolia has encouraged governmental ministries and agencies to specify in their sector policy/plan on gender equality promotion that any work plans/projects and activities must consider the collection and use of sex-disaggregated data. The Mid-Term Strategy of the Government of Mongolia (2013-2016), designed at intensifying the implementation of the LPGE, pointed out to the need of basing policy planning and activities at all levels on gender-related statistics and analysis, and the National Statistical Office of Mongolia (NSO) was assigned the task of developing a gender-sensitive information database. In 2013, the basic gender-specific statistical indicators were adopted and "Gender Information" - a compilation of gender-related statistics with 216 indicators is being released once every two years. The database system is put on the website <http://www.1212.mn>. The "Gender" section on the statistical information website of [www.1212.mn](http://www.1212.mn) has started to link to the NCGE website.

The NCGE and NSO signed a Memorandum of Understanding in 2018, with the objective of ensuring transparent, open and accessible gender-specific statistical data and information that is envisaged by the LPGE and National Programme, creating a gender-specific information database, collecting the sector and local development-relevant sex-disaggregated statistical data and developing methodology for their application in policy planning and implementation processes.

The NSO has been conducting the "Time Use Survey" once every four years, which made an important contribution to developing gender-specific data and information. The third round survey was conducted in 2015 and the fourth round is just kicked off in the middle of March 2019. The statistics of Time Use Survey are quantitative summaries of how individuals "spend" or allocate their time over a specified period – typically over the 24 hours of a day or over the 7 days of a week. It offers a unique tool for exploring a wide range of policy concerns including assessing quality of life or general well-being, analysing division of labour between women and men, improving estimates of all norms of work (paid and unpaid) and estimating household production. Also it can contribute to the monitoring of progress towards the achievement of the Sustainable Development Goals (SDG) Target 5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate (SDG 5.4.1 – Time spent on unpaid domestic and care work, by sex, age and location).

In 2017, the NSO carried out the very first nation-wide survey on gender-based violence (GBV), using internationally recognized methodologies, with technical assistance by UNFPA. The survey seeks to establish the forms, prevalence, causes and effects of violence against women, and to collect quantitative and qualitative data for a solid substantiation of the indicators and targets of the SDGs, particularly in relation to SDG Goal 5, in the Mongolia's context, allowing for international comparison. Furthermore, the findings of the survey provide Mongolia's policy makers and decision makers as well as international organizations and other users with a knowledge base for policy and programme development and serve as a critical source of information scholars and researchers to undertake other in-depth studies and analyses.

In 2016-2018, Ministry of Education, Science, Technology and Sport of Mongolia (MESTS) with technical assistance by ADB have conducted three series policy analyses on promoting gender equality in higher education level, namely, “Gender Analysis on General Education Subjects Thought at Universities and Higher Education Institutions in Mongolia”, “Gender Analysis on Higher Education Policy and Legal Documentations”, and “Gender Analysis on Higher Education Enrolment Process”. Based on these analyses, the gender mainstreaming kit, comprising the Guidelines and Workshop Facilitation Manual in Enhancing Gender Equality in Higher Education, and Policy Recommendations on Improving Gender-responsiveness in Higher Education Policy and Legal Frameworks was developed. These are the first-ever manual on gender mainstreaming in education sector of Mongolia.

**Budget allocations for gender activities:** Generally, insufficient funds are committed to promoting gender equality in Mongolia. Also it is very difficult to make detailed financing for gender equality activities at all. Funding for gender activities has not been specifically budgeted at governmental levels until 2019. Although no special annual budgetary allocations for implementation of the National Programme was approved in 2018, total expenditure was 78.2 million MNT (approx. 31.3 thousand US\$) at national level and 189.0 million MNT (approx. 75.6 thousand US\$) at local levels. Furthermore, in 2018 international organizations, for instance, UNFPA has spent 274.1 million MNT (approx. 109.6 thousand US\$) for the project “Combat Gender-based Violence” and ADB has spent 597.2 million MNT (approx. 238.9 thousand US\$) for the Technical Assistance on “Gender-responsive Sector and Local Development Policies and Actions” financed by Japan Fund for Poverty Reduction.

The NCGE Secretariat is financed from the state budget. The National Committee has only received its Secretariat Office’s operation expenses each year. For example, 43.1 million MNT (approx. 17.2 thousand US\$) in 2010 and 111.0 million MNT (approx. 44.4 thousand US\$) was allocated for the expenses of the Secretariat Office (for staff salary, office rent, stationary, and communication) in 2013 respectively. However, budget allocations for gender activities has been increasing considerably during the recent years. In 2019 a budget of 706.8 million MNT (approx. 282.7 thousand US\$) is approved for the implementation of the National Programme, including expenses of the Secretariat Office. This is the first time specifically made financial provisions for the implementation of the National Programme.

The leading agency among donor organizations which provide cooperation for gender equality and/or gender mainstreaming is UNFPA in Mongolia. It provides direct support to the national machinery, NCGE. The Country Programme Action Plan for Mongolia 2012-2016 covers “Gender Equality” as one of three focus areas. The main focus of UNFPA for gender equality in Mongolia is the capacity development of politicians and key governing organizations to implement the LPGE and the Law to Combat Domestic Violence. UNFPA in Mongolia has spent 307.1 thousand US\$ in 2014, 204.9 thousand US\$ in 2015, and 852.0 thousand US\$ in 2016 for the activities of gender equality and GBV respectively. The main goal of the Gender Programme in 2017 is to strengthen national capacity to prevent and respond to GBV and enhance victim protection mechanisms. It has spent total amount of 1,208.2 thousand US\$ for gender equality and GBV, including conducting a nation-wide survey on GBV for the first time in Mongolia and ensuring effective management of the police database.

## Challenges

Alongside identified successes in implementation of the Beijing Declaration and the Platform for Action, the country reports the following challenges to the achievement of gender equality and women’s empowerment.

**Institutional related obstacles:** Although policy and legal frameworks have improved, there remains (a) policy, legislative and implementation gap; (b) insufficient technical and financial resources, especially for the national machineries; (c) broadening and strengthening of application of gender-responsive budgeting; (d) lack of understanding and awareness of, and appreciation for, gender equality amongst politicians, policy makers, and public servants, and (e) inadequate communication, coordination and capacity impeding the mainstreaming of gender across the government sector as well as civil society organizations. For instance, a shortage of needed capacities, human and financial resources has undermined the ability of the NCGE Secretariat to ensure cross-sectoral coordination, resulting in cutting short the implementation of the 2002-2015 National Programme on Gender Equality. The implementation of the Environment Sector Gender Policy approved in 2013, has suffered due to weak political will, leadership and management. Capacity building of the NCGE and gender focal points of government institutions is highly required. The benefits of the donor community's continued technical and financial support to gender research and other gender activities are yet to translate into better policymaking. Civil society organizations working for gender equality still have capacity needs to ensure effective participation in national gender policy and program planning and implementation.

Mongolia also notes challenges related to (a) the enforcement of existing legislation; (b) the implementation of strategies and plans, and (c) the monitoring and evaluation. The limited data and statistics disaggregated by age, sex, gender and other relevant country-specific diversity parameters translates to difficulties in the formulation and implementation of targeted policy and programmatic interventions; and their subsequent monitoring and evaluation frameworks.

**Socio-economic and environmental related obstacles:** Socio-economic indicators, related to gender have been improved in Mongolia. However, women and men face different obstacles because cultural norms and behaviours which support the stereotyped gender division of labour still exist in Mongolia. Women are required to engage in a double burden for both productive and reproductive work. Men are required to engage in physical labour in heavy working condition. Public investment planning and budgeting has largely been focused on mineral development which contributes to deepening social inequality including gender disparities in the labour market. Low economic diversification, a shortage of productive employment, and a poor business environment for micro, small and medium enterprises (MSMEs) limit labour market opportunities for women and men in urban and rural areas. Women in Mongolia participate less than men in the labour force and Mongolian labour markets are highly occupationally segmented by gender. This gap is influenced by such factors as high enrolment rates of female students in tertiary education, the large number of women engaged in household activities and childcare, and by the fact that women retire earlier than men.

There is also wage gap between women and men and women tend to receive less income than men. The average monthly salary in Mongolia which stood at USD 83.9 in 2005, increased to USD 379.3 in 2018 with the average monthly pays for women having remained lower than that of men throughout the period. Women's average monthly salary equalled 82.1 percent of men's average monthly earning in 2018 but lower as compared with the 2015 indicator (88.9%). Promoting work-life balance and creating healthy and safe working conditions is a key issue in male-dominated sectors, especially where men work in shifts or spend a long time away from their families. There are widespread cases where women move to *soum* and *aimag* centers to look after their small children attending school while their husbands remain behind to tend to herds. This creates heightened health and security risks for men but also places family relationships in jeopardy. Discrimination against women of

reproductive-age in recruitment and employment continues and concentration of women and men in different sectors and occupations as well as their career promotion opportunities remain the same unless urgent efforts are made for change and advancement.

Nearly one in three people in Mongolia fall below the poverty line, but it is important to point out that inequality is not just about money, wealth or income. It has many other dimensions such as power, rights and opportunities that either reinforce or are reinforced by economic inequality in a vicious cycle. One key dimension of inequality that should receive deeper attention, but is often ignored, is inequality in women's reproductive health and rights. For instance, only one in five women from the poorest 20 percent of households in Mongolia have access to good quality antenatal care services, while for the wealthiest 20 percent, more than one in two women receive these critical services. In other words, rich Mongolians are enjoying good health care during pregnancy and childbirth, while poor Mongolians are not.

There are considerable differences related to educational attainment and quality depending on the level of education (pre-school, primary, secondary and tertiary), age group, geographical location, and social group (such as people with disabilities, herders and migrants). These differences are characterized by several challenges related to equity and quality of education. The most severe challenges include poverty, internal migration from rural to urban areas, neglect of pupils/students with special needs (e.g. the specific needs of boys and girls are not taken into account in the building and equipping of schools), and inverse gender gap (more girls than boys are enrolled at all educational levels). Stopping violence in schools and creating a safe school environment are tasks requiring attention and effort much greater than shown currently.

Access to health services is affected by gender, residential location and socio-economic situation. Reproductive health is worse in rural areas than in urban areas. A system of services and educational programs related to sexual and reproductive health and rights is lacking especially for children and youth in remote rural areas. Overall life expectancy for both men and women in Mongolia is increasing. However, the gender disparity in life expectancy is steadily growing. Mongolian men live shorter than women by 9.67 years as of 2018. The gap between female and male average life expectancy is typically ascribed to the risky behaviour of men. For instance, male mortality due to suicide, murder, and traffic accidents is 4-7 times higher than for women. The prevalence of cardiovascular diseases, cancer and infectious diseases is much higher among men than among women. There is also a need to pay more attention to socio-cultural, political and economic causes impacting health and wellbeing of Mongolian men.

Women's leadership and political participation is listed as a challenge, including the under-representation of women in decision making positions and women's and men's unequal participation in the public arena more broadly. According to the 2017 Global Gender Gap Index of the World Economic Forum, which provides composite indicators for economic participation, education levels, health and survival, and political empowerment of women, Mongolia is ranked at 53<sup>rd</sup> among the countries in the world, and political empowerment of women is particularly low, putting Mongolia only at 107<sup>th</sup> in the world. Also, the United Nations Human Rights Universal Periodic Review (UPR) report, the Report for the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and the UN Report on the Social and Cultural Rights all highlighted the two critical



areas which Mongolia lags behind the world when it comes to gender equality. The first is the number of women holding decision-making positions in the public and private sectors. Currently only 17.1 percent of MPs are women. There are only 2 women Ministers and 5 women Vice Ministers, but there is no woman Governor or State Secretary. Empowering women in leadership roles leads to a more equal and equitable society, which is essential for sustainable development. The second, which was highlighted in various UN reports, is about gender-based violence. In relation to violence against women and girls, there is noted high incidence and prevalence rates. According to the findings from GBV survey 2017, among ever-partnered women, 57.9 percent have experienced one or more of the following types of violence in their lifetime: physical, sexual, emotional and economic violence, and controlling behaviours; 31.2 percent have experienced physical and/or sexual violence in their lifetime; one in ten women experienced child sexual abuse before the age of 15; and one and in four women, regardless of her social and economic status, agreed that *a husband is justified in beating his wife if she is unfaithful*.

Current environmental challenges in Mongolia: (a) the burning of coal in power plants and ger areas, and the lack of enforcement of environmental laws has severely polluted the air in Ulaanbaatar; (b) desertification and mining activities had a deleterious effect on the environment, and (c) deforestation, overgrazing, and the converting of virgin land to agricultural production increased soil erosion from wind and rain. In the winter, the air quality in Ulaanbaatar is amongst the worst in the world. Air pollution levels often reach hazardous levels as a result of emissions from coal stoves, power plants, boilers, and vehicles. The poor air quality trigger health problems (asthma, allergies, and other upper respiratory illnesses). It is also resulting in a sharp growth of respiratory and cardiovascular diseases as well as heightened pregnancy risks and higher under-five mortality rates. Though the government is taking measures to reduce the pollution, there has not been significant and overall improvement. There is something like 66 million sheep, goats, cattle, horses, yaks and camels in Mongolia. The large number of livestock animals has resulted in overgrazing and depletion of scarce water sources. Overgrazing in turns cases soil erosion, desertification and the replacement of good grazing grasses with nasty dry weed called “sword grass”. Livestock-breeding women and men lack resources to fully reap the benefits of their growing herds and to constructively contribute to the protection of pastures and control of desertification by improving live-stockbreeding practices. Their participation in local decision-making processes is equally limited.

### Question 2:

Which of the following have been the top five priorities for accelerating progress for women and girls in your country over the past five years through laws, policies and/or programmes? (please check relevant categories)

### Answer:

- Equality and non-discrimination under the law and access to justice
- Quality education, training and life-long learning for women and girls
- Poverty reduction, agricultural productivity and food security
- Eliminating violence against women and girls
- Access to health care, including sexual and reproductive health and reproductive rights
- Political participation and representation
- Right to work and rights at work (e.g. gender pay gap, occupational segregation, career progression)
- Women’s entrepreneurship and women’s enterprises
- Unpaid care and domestic work/work-family conciliation (e.g. paid maternity or parental leave, care services)
- Gender-responsive social protection (e.g. universal health coverage, cash transfers, pensions)

- Basic services and infrastructure (water, sanitation, energy, transport etc.)
- Strengthening women's participation in ensuring environmental sustainability
- Gender-responsive budgeting
- Digital and financial inclusion for women
- Gender-responsive disaster risk reduction and resilience building
- Changing negative social norms and gender stereotypes
- Other

In Mongolia, the above-cited top five priorities for accelerating progress for women and girls through laws, policies and/or programmes over the past five years.

The Constitutional vision of the realization of equality, including between women and men, is an ideal to be pursued and achieved through the implementation of the Constitution of Mongolia, 1992. Article 16 of the Constitution of Mongolia institutes gender equality, stating: *“Men and women have equal rights in the political, economic, social, cultural life and family relations”*. And it is stipulated in Article 14 that: *“Everyone shall be free from any types of discrimination based on his/her ethnicity, language, race, age, sex, social status, wealth, employment, position, religious belief, viewpoints and education level”*.

There are a range of laws and policies/programmes, that are key contributors to an enabling environment for women empowerment and the achievement of gender equality as well as aimed at combating, preventing, eliminating and eradicating all forms of crimes including violence against women and girls, and promoting women's rights. These are indicated below:

- a) Law on Promotion of Gender Equality 2011: This law specifically ensures gender equality in political, legal, economic, social, cultural and family relations, and regulates relations related to their implementation. It spells out the responsibilities of specific public agencies to ensure gender equality. This law broadly defines discrimination as “any action or inaction resulting in discrimination, exclusion or restriction based on sex or attributes of sex and marital status of men and women in political, economic, social, cultural, family and other spheres”. Article 6 also states prohibition of gender discrimination.
- b) Mid-term Strategy and Action Plan for Implementation of the LPGE 2013-2016: It has six overarching objectives as follows – (1) to create national capacity by identifying sample methods and lead players for the LPGE implementation, and human resources training; (2) to develop gender statistics, establish an integrated database and ensure its use at all levels of policy development; (3) to create an integrated legal environment by amending relevant legal acts in conformity with the principles and standards of the LPGE; (4) to create and develop formal and informal education systems that support public gender education and culture, and conduct national-level campaign and awareness-raising activities; (5) to create an environment to reduce and prevent direct and indirect gender discrimination and a law enforcement mechanism to settle complaints related to gender-equality violations, and (6) to introduce gender-sensitive budget methodologies in integrated national and local budgeting processes.
- c) National Programme on Gender Equality 2017-2021: The goal of this programme is to provide support to the gender-responsive policy and planning processes required to reach the SDGs and to implement the LPGE. It has the following objectives: (1) provide support to equal participation in the sustainable socio-economic development processes and increase opportunities so that both women and men can benefit equally from development gains; (2) foster gender-responsive policy, planning and budgeting processes at national, sector, local and organizational levels; (3) raise awareness and promote advocacy in support of gender education among the general public on women and men's role and participation in their families and society, with the objective to change

gender stereotypes nationally; (4) improve gender-responsive structures and mechanisms at national, sector, local, and organizational levels, and strengthen relevant capacities; (5) develop comprehensive and systematic preventive and care services that advance the elimination of GBV and discrimination, and (6) encourage women's participation in politics and decision-making and improve their leadership skills and opportunities.

- d) Action Plan on the Implementation of the NPGE 2017-2021: This plan is proposed total of 59 activities to implement for 2017-2021. Out of which, 16 activities are designed to in relation to the top five priorities accelerating progress for women and girls.
- e) Criminal Code (as amended in 2015): The Criminal Code contains several provisions to prevent crimes violating women's rights. In 2015, the revised Code, which criminalized domestic violence and prohibit discrimination on various grounds and outlaws hate crimes and hate speech.
- f) Law on Victim and Witness Protection 2013: It provides protection to girls and women victims of violence.
- g) Law to Combat Domestic Violence (as revised in 2016): The purpose of this law is to regulate all matters pertaining to protection against human rights violations, ensuring victims' safety, holding perpetrators accountable, and regulating the participation of government and NGOs, citizens, economic entities and authorities in combating and preventing domestic violence. The revised law is approved in 2016, which criminalizing domestic violence for the first time in the nation's history.
- h) Youth Development Law 2017: In 2017, for the first time in Mongolia's history, a law which specifically benefits young people was approved. The law has specific articles for the creation, sustainability and funding of Youth Development Centres at the provincial and district levels; the establishment of a National Council on Youth Development headed by the Prime Minister; the participation of young people in decision and policy making processes; support for youth volunteerism, employment and youth-led initiatives, and many other important initiatives.
- i) Law on Child Protection 2016: The purpose of this law is to define the principles of child protection and the related government mandate, to establish a national child protection system, and to regulate relationships arising from prevention, protection, rehabilitation, guardianship, and curatorship of children with respect to any form of violence or exploitation.
- j) Law on Social Security for Persons with Disabilities 2016: The purpose of this law it to set out the eligibility, coverage and extent of the social welfare services to be delivered to persons with disabilities; and to regulate relations pertaining to identifying mandate and responsibilities of individuals and legal entities in this regard.
- k) National Maternal, Child and Reproductive Health Programme 2017-2021: Preparedness of mothers, children and reproductive health care and services will be ensured; advanced techniques and technologies for diagnosis and treatment will be introduced; human resources skills will be improved; and quality and access to healthcare services for mothers and children will be improved with the framework of the programme.

### Question 3:

Over the past five years, have you taken specific measures to prevent discrimination and promote the rights of women and girls who experience multiple and intersecting forms of discrimination? (please check relevant categories)

### Answer:

- Women living in remote and rural areas
- Indigenous women
- Racial, ethnic or religious minority women
- Women living with disabilities

- Women living with HIV/AIDS
- Women with diverse sexual orientations and gender identities
- Younger women
- Older women
- Migrant women
- Refugee and internally displaced women
- Women in humanitarian settings
- Other

The racism, racial discrimination, xenophobia and related intolerance can be among the factors leading to a deterioration in women's and girls' living conditions, poverty, violence, multiple forms of discrimination, and the limitation or denial of women's and girls' human rights. Women and girls who are affected by intersectional discrimination based on gender, race, ethnicity, work and descent or religion often lack economic opportunities and decent work, and are overrepresented in low paid, often exploitative jobs such as domestic work.

Over the past five years, Mongolia drew attention to legal frameworks, policies, institutions and/or strategies in place to ensure equality and non-discrimination based on grounds such as sex/gender, ethnicity, race or religion to address violence against women and multiple and intersecting forms of discrimination. Since the adoption of the LPGE, the Mongolian Parliament has passed and amended several laws and policy documents to ensure the equality of a man and woman, to improve legal framework on ensuring gender equality. For instance, in 2016 the Parliament amended the Law to Combat Domestic Violence, which also led amendments to the Criminal Code and the Law on Administrative Liability. Since the amendments to those laws came into force some severe cases of domestic violence are considered as crimes and is subject to Criminal Code, whereas before the amendments most of the cases of domestic violence were subject to Administrative Liability Law.

In 2014-2018, six sector (including environment, finance, law enforcement, construction and urban planning, food and agriculture, labour and social protection) approved their sectoral strategies. Therefore, gender issues are reflected to the sectoral development. Based on these positive experiences of those ministries the NCGE with participation of the National Gender Experts have developed unified guideline on "Elaboration of Gender Policy Documents for State Administration Organizations". This guideline was disseminated among public organizations; thus it could become a real support for determining gender policies in every level.

The Secretariat of NCGE with cooperation of the Ministry of Finance (MOF) and the National Academy of Governance (NAG) met the consensus on the basic principles of gender sensitive budgeting processes for public institutions; therefore, they are developing tools for public organizations for developing gender sensitive budgeting. The UNFPA has provided with very important input in this work. For the next step we have to launch and implement this methodological tool on national and provincial level. That means all financial resources for ensuring gender equality will be spent more rational, effective, as a result it will help to resolve more problems.

According to the LPGE, the National Human Rights Commission of Mongolia (NHRCM) "shall receive and resolve complaint on gender discrimination" and "shall report every two years to the Parliament on the implementation of the gender equality legislation and resolution of gender discrimination complaints". Within its power the NHRCM has included Issues of rights of women and children arising

from domestic violence and gender equality issues in labour relations in its “13<sup>th</sup> Status Report on Human Rights and Freedoms in Mongolia 2015” submitted to the Parliament. In 2015 and 2016, the NHRCM received 22 complaints on gender discrimination, which is only 1.9 percent from the total amount of complaints received by the Commission. That means there is a lack of awareness among people about the LPGE. Most of the complaints on gender discrimination were about sexual harassment at workplace and domestic violence. During inquiries and visits to public and private organizations, the NHRCM examines the implementation of the Article 11.4 of the LPGE. During the examination the NHRCM examines whether any regulations on prevention of sexual harassment has been implemented, does this organization created sexual harassment intolerable environment, has there any offense been registered and what was its solution. Most of the complaints on sexual harassment are related to officials and decision makers of the public organizations. Therefore, the NHRCM is conducting advocacy and promotion activities, as well as trainings on gender equality to officials of state organizations on regular basis. Particularly, the NHRCM has developed and published training manual on “Gender and Human Rights” and carries out trainings for civil servants in 21 aimags during its “Human Rights Open Day” campaigns. For the last two years, the NHRCM has provided 98 hours of trainings to 1,324 civil servants and law enforcement officials on gender equality, sexual harassment in the workplace and domestic violence.

The Secretariat of the NCGE has been performing activities focused on preparing gender specialists, supplying of information. Specialists from branch committees have been participated at least at 4-5 course training on gender. Trainings designated for specialists are focused on themes, such as general understanding of gender issues, legislation on gender equality and mid-term strategically clauses, gender sensitive policy planning, gender sensitive budget planning, and gender and development. We need to further analyze the need of training course focus within the specialists and introduce more practical and advanced training programs in step-by-step condition. Especially, in Mongolia, due to results of election organizational structure undergoes huge changes, so preparing handbook or guidebook for the newly elected officials and newly selected specialist is appropriate.

The Government of Mongolia and the NCPE have hosted, with assistance from the Government of Japan and ADB, an international conference on “Sustainable Development Goals: Gender and Development” as a venue for the international exchange of experiences pertinent to the gender and development paradigm. This event held on 27-28 June 2018 in Ulaanbaatar, Mongolia, promoting international cooperation towards achieving gender equality, was attended by over 350 participants from Mongolia, Australia, Canada, Japan, Republic of Korea and the USA. At this conference, the participants adopted the “Ulaanbaatar Declaration” on promotion of gender equality and women’s empowerment and undertook 16 commitments within the following 3 main frameworks: (a) promoting partnership and cooperation towards gender-responsive and decent employment and inclusive economic growth, especially women’s economic development; (b) promoting opportunities to introduce and use gender indicators for the improvement of quality of life at national and international levels, and (c) encouraging international cooperation and partnership towards climate change adaptation and mitigations as well as improving the livelihoods of rural women and girls.

The National Forum on “Gender and Development” was organized under the auspices of the Prime Minister of Mongolia in 2018 in order to introduce the NPGE and improve inter-sectoral coordination and collaboration of the implementation processes.

Comprehensive information, communication and education that address harmful stereotypes and attitudes are crucial to the prevention of multiple and intersectional discriminations and violence against women and girls. In this context, the NCGE organized many activities, campaigns and contests, namely, the academic conference "GBV and Its Prevention", and "Gender Analysis: Policy and Practical Impacts" amongst students, teachers and researchers; the photo contests "Family of Loving Dad" and "Gender Equality at My Lenses"; the national debate competition "National Youth Challenges"; the workshop "Men's Participation in Social Development" under the international campaign on "Men Care-Loving Men", and the competition "My Participation in Gender-sensitive Journalism".

#### Question 4:

Has the increasing number of humanitarian crises-caused by conflict, extreme weather or other events-affected the implementation of the BPfA in your country?

#### Answer:

There is not observed any kind of humanitarian crises-caused by conflict, extreme weather or other-affected the implementation of the BPfA in Mongolia.

#### Question 5:

Which of the following does your country consider to be the top five priorities for accelerating progress for women and girls in your country for the coming five years through laws, policies and programmes? (please check relevant categories)

#### Answer:

- Equality and non-discrimination under the law and access to justice
- Quality education, training and life-long learning for women and girls
- Poverty reduction, agricultural productivity and food security
- Eliminating violence against women and girls
- Access to health care, including sexual and reproductive health and reproductive rights
- Political participation and representation
- Right to work and rights at work (e.g. gender pay gap, occupational segregation, career progression)
- Women's entrepreneurship and women's enterprises
- Unpaid care and domestic work/work-family conciliation (e.g. paid maternity or parental leave, care services)
- Gender-responsive social protection (e.g. universal health coverage, cash transfers, pensions)
- Basic services and infrastructure (water, sanitation, energy, transport etc.)
- Strengthening women's participation in ensuring environmental sustainability
- Gender-responsive budgeting
- Digital and financial inclusion for women
- Gender-responsive disaster risk reduction and resilience building
- Changing negative social norms and gender stereotypes
- Other

The country considers the above-cited five top priority areas, represented by strategic objectives and activities which need to be achieved in the forthcoming five-year period.

**Priority area 1 - Eliminating violence against women and girls:** In order to develop comprehensive and systematic preventive and care services that facilitate eliminating GBV and discrimination, the following activities are planned by the NPGE of Mongolia 2017-2021.

Activities:	Indicators:
Develop guidelines on the prevention of gender-based violence and discrimination for local branches and specialists of the National Commission on Human Rights (NCHR) and the Crime Prevention Council. Organize relevant training programs and ensure adequate implementation and coordination among actors.	Number and percentage of participants
Plan and coordinate systematic actions to prevent human trafficking, especially among women and girls, and all forms of sexual exploitation.	Percentage of implementation of the action plans
Disseminate GBV prevention information and run advocacy actions using public media.	Percentage of information dissemination
Establish and make functional “one-stop service centers” and shelters to protect survivors of gender-based violence in all aimags and study possibilities of funding them from the state budget.	Number of shelters for survivors of violence funded by the state budget
<b>Responsible institutions and holders:</b> National Human Rights Committee of Mongolia (NHRCM); Ministry of Labour and Social Protection (MLSP); Ministry of Justice and Internal Affairs (MJIA); Family, Youth, Children Development Authority (FYCDA); Crime Prevention Council (CPC); Press Institute; Media Institute; NGOs; International organizations.	

Within the framework of the gender-responsive integrated policy of law enforcement organizations under the authority of the Ministry of Justice and Home Affairs (2018-2021), the following activities are planned to undertake in 2018-2021: (a) Conduct assessment on the implementation of current legislation and regulations towards combatting gender-based violence for the purpose of further improvement; (b) Constitute the national capacities required to implement newly approved legislation towards preventing and eliminating gender-based violence, and (c) Capacitate the sector councils that coordinate local administrative organizations, legal and crime prevention units on combatting gender-based violence related matters.

**Priority area 2 - Political participation and representation:** Although, women’s participation in the economic, social and political life has significantly been improved over the past 5 years, their share in the decision-making process still remains low. Therefore, the NPGE has an objective to increase women’s participation and leadership in politics and decision-making. In order to enhance this objective, the programme is expected to implement the following activities.

Activities:	Indicators:
Define criteria and indicators for proposing, nominating, and running candidates for appointed political seats and public decision-making positions and implement provisions on the basis of the quotas stipulated in the LPGE.	Number of political and public institutions that implemented the provisions of the quotas
Provide support to and partner with the women’s non-governmental organizations by strengthening their capacities and leadership skills.	Number of NGOs partnered under the programme
Facilitate mainstreaming gender in the policies and actions of local, self-governing organizations.	Number of organizations that mainstreamed gender equality in their policies and actions
<b>Responsible institutions and holders:</b> MLSP; NCGE; NGOs; International organizations.	

**Priority area 3 - Right to work and rights at work:** In Mongolia, women’s right to work and rights at work are critical for the economic empowerment of women. The Government of Mongolia supports equal participation in the sustainable socio-economic development processes and increase opportunities for women and men to equally benefit from development gains. Within this area, the Government has planned to implement total of 13 activities during the period of 2017-2021. Out of them, the following 4 activities are in relation to right to and rights at work.

Activities:	Indicators:
Introduce provisions preventing from all forms of labor exploitation and discrimination and create a zero-tolerance environment for infringements in public and private entities, internalizing these values in rules and regulations with relevant indicators to measure implementation.	Number and percentage of organizations that used the guidelines with indicators
Facilitate embedding relevant provisions in legal documents to prevent and protect individuals from all forms of discriminatory practices in employment, including on the basis of age and gender, in terms of recruitment and years of employment. Hold relevant bodies accountable for violations.	Legal regulations in place, percentage
Develop gender-inclusive and family-friendly work place guidelines for public, private entities, and civil society institutions, to be introduced jointly with trade unions.	Number and percentage of organizations that introduced the policy
Develop salary payment methodology on the basis of the principle of equal pay for equal work.	Number of discussions held on the methodology of the guidelines
<b>Responsible institutions and holders:</b> MLSP; NHRCM; MJIA; Mongolian National Chamber of Commerce and Industry (MNCCI); Mongolian Employers Federation (MONEF); Confederation of Mongolian Trade Unions (CMTU); NGOs; International organizations.	

**Priority area 4 – Gender-responsive budgeting:** There is a need to broadening and strengthening of application of gender-responsive budgeting in Mongolia. In this context, the following activities are planned to implement through the NPGE:

Activities:	Indicators:
Provide e-learning course for budget specialists on the gender-responsive budgeting (GRB).	Number of trainees and E-learning Programme
Develop gender analysis guidelines on budget planning and operational processes, GRB, and relevant assessment methodologies.	Number and percentage of organizations that used gender analysis, guidelines and methodology
In promotion of gender equality, consolidate and analyze contributions and financial expenditures committed by bilateral and international organizations and provide relevant recommendations.	Number and percentage of organizations that received recommendations
<b>Responsible institutions and holders:</b> MOF; Ministries, aimag/city and soum/district administrations; NGOs; International organizations.	

Within the frameworks of gender strategy for organizations and agencies under the authority of MOF, the following main directions of activities are highlighted: (a) promote the skills and capacities for developing gender-responsive local, sector and national level development policies and conducting gender analysis on the synergy between the policy and budgetary processes; (b) create an enabling legal and policy environment for GRB; (c) develop the GRB methodology; (d) conduct necessary studies for introducing GRB and test the relevant methodologies, and (e) provide budgetary support to gender-responsive national policy planning processes with the cooperation and partnership framework. In order to create an enabling legal and policy environment for GRB, an amendment to the Law on Budget will be added. Furthermore, there will amend changes to the Annex of Order 5 of the Minister of Finance dated 2015, on approval of categories of budget revenue, expenditure, programme and other undertakings; and amend changes to the Government Resolution 30 dated 2012 on the approval of the local budget methodology.

**Priority area 5 – Changing negative social norms and gender stereotypes:** Within the framework of implementing of the NPGE, the Government has been pursuing a wide-range of advocacy activities to break down the prevailing biased stereotype on women and the media organizations have also been involved in these advocacy work over the past years. Although, many activities have been conducted to break down prevailing biased stereotype towards the responsibilities of men and women as well as



the discrimination against women, there is still a lot to be done in this area. For this purpose, the Government has planned to implement the following activities through NPGE:

<b>Activities:</b>	<b>Indicators:</b>
Introduce gender-sensitive content in media training curricula and conduct training sessions for media personnel in a systematic manner.	Number and percentage of attendees participated in the training sessions
Organize novel image-making campaigns on changing gender stereotypes using media in a systematic manner.	Number of media institutions involved in the campaigns
Mainstream gender in the art and cultural sector policy and implementation processes in order to challenge gender stereotypes and discrimination.	Number of organizations that implemented action plans
Promote the media institutions' roles and responsibilities towards enhancing gender education for all through dedicated publications and programs.	Number of organizations that have publication corners and special programs
Conduct special programs to change gender stereotypes among male audiences, particularly those aged 18-35 years. Promote progressive elements of tradition and traditional practices through various trainings, campaigns, programs and projects with the participation of men and boys.	Percentage of participants
Encourage male role models, leaders, public figures, and others who resonate with audiences to promote progressive messages through various mass media forums.	Number and percentage of media institutions that ran advocacy actions
<b>Responsible institutions and holders:</b> MLSP; NCGE; MECSS; Confederation of Mongolian Journalists (CMJ); Press Institutions; Media Institutions; NGOs; International organizations.	

## SECTION TWO: PROGRESS ACROSS THE 12 CRITICAL AREAS OF CONCERN

### INCLUSIVE DEVELOPMENT, SHARED PROSPERITY AND DECENT WORK

#### Critical areas of concern:

- A. Women and Poverty
- F. Women and the Economy
- I. Human Rights of Women
- L. The Girl Child

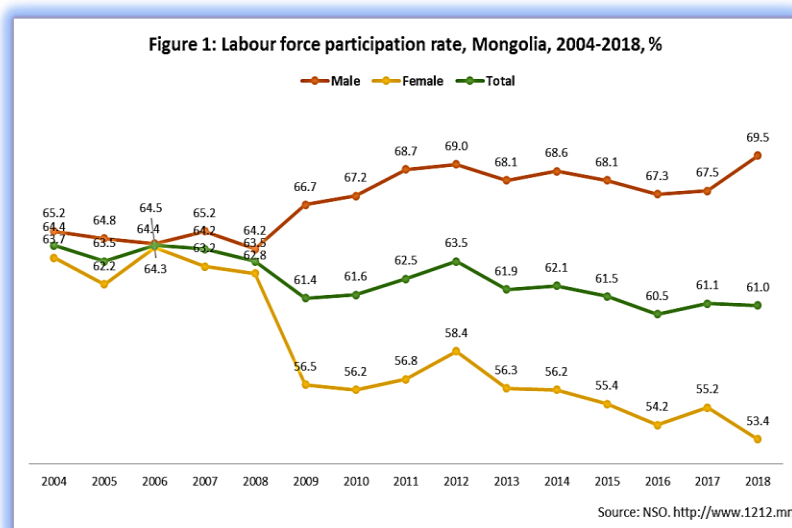
#### Question 6:

What actions has your country taken in the past five years to advance gender equality in relation to women's role in paid work and employment?

#### Answer:

- Strengthened/enforced laws and workplace policies and practices that prohibit discrimination in the recruitment, retention and promotion of women in the public and private sectors, and equal pay legislation
- Introduced/strengthened gender-responsive active labour market policies (e.g. education and training, skills, subsidies)
- Taken measures to prevent sexual harassment, including in the workplace
- Strengthened land rights and tenure security
- Improved financial inclusion and access to credit, including for self-employed women
- Improved access to modern technologies (incl. climate-smart technologies), infrastructure and services (incl. agricultural extension)
- Supported the transition from informal to formal work, including legal and policy measures that benefit women in informal employment
- Devised mechanisms for women's equal participation in economic decision-making bodies (e.g. ministries of trade and finance, central banks, national economic commissions)
- Other

In Mongolia, women and men are not present in the labour force in equal number. Labour force



participation rate, as shown in Figure 1, reveal that the participation of females of working age is lower than that for males. Women's participation rate is decreasing from in 2008 to 53.4 percent in 2018, although men's participation is increasing<sup>1</sup>.

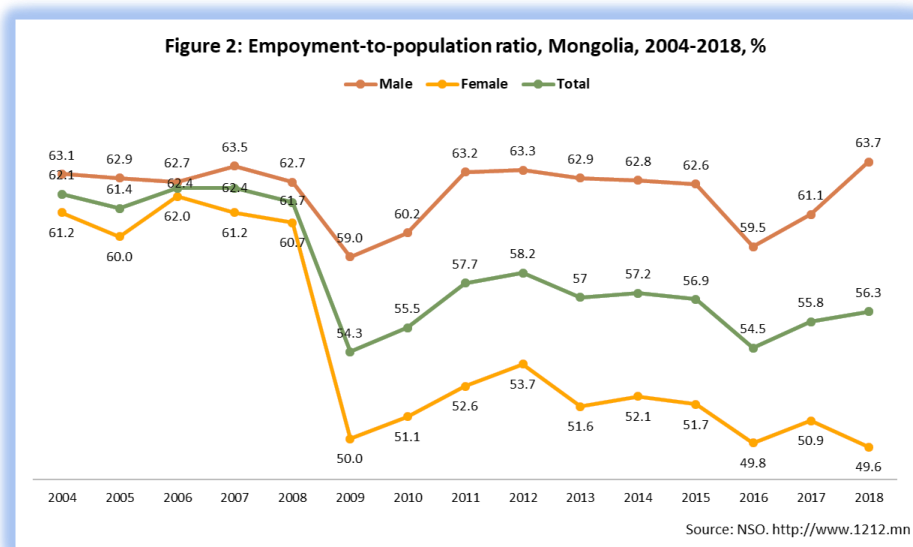
Women's labour force participation rate dropped by 3 percentage points after 2009, to reach 53.4 percent in 2018. The rate for men

slightly increased during that period before running to a near-similar level as in 2012, at 69.5 percent. Still it was 16.1 percentage points higher than for women. This decrease seems to reflect the impacts

<sup>1</sup> NSO. <http://www.1212.mn>

of economic stagnation from 2008 to 2009, increase of women's enrolment to tertiary education, and the 2016 economic turndown of Mongolia.

Another indicator of the engagement of women and men in the economy is the employment-to-population ratio. This indicator is a decent work indicator, which provides information on the extent to which an economy generates work for its working age population. As indicated in Figure 2, women are less likely than men to be employed.



It was 50.0 percent for women and 59.0 percent for men in 2009. The gap between female and male employment-to-population ratio is increased by over 14 percentage points during 2009-2018. It means that Mongolia is experiencing a problem with job creation for persons entering the labour market.

The share of wage employment in non-agricultural employment conveys considerable information about the nature of employment opportunities for women and men. Women constitute half of the persons employed in the non-agricultural sector in Mongolia during the period of 2012-2016. But the proportion of women in the non-agricultural sector is falling from 2017, estimated at 49.0 percent in 2017, and 47.9 percent in 2018. Looking at female paid employees in the non-agricultural sector by economic main activities, women are most employed in the education sector, with 1 in nearly every 5 women working in this sector.

The Government of Mongolia's policy framework covering labour administration and employment issues is manifested in various policy statements and agreements, including the Mongolia Sustainable Development Vision 2030, the draft of revised Labour Code 2018, the State Policy on Employment 2016-2026, The Government Action Plan 2016-2020, and the National Tripartite Agreement for Labour and Social Consensus for 2017-2018 and 2019-2020. In 2017, the Parliament of Mongolia adopted the Law on Youth Development, which has specific provisions for youth employment.

Public employment services in Mongolia have been profoundly reformed in recent years. Since 2012, the Law on Employment Promotion has been amended in several ways to reflect new services/measures and the ways in which they are organized. The Law introduces the following employment promotion services and special programmes to be implemented in Mongolia:

- **Preparation for Employment Programme:** It aims to provide the people hard to find jobs (i.e., people with disability, labour aged and out of orphan's house, person released from correction

centre, and unemployed for up to 6 month) and school dropped children with necessary services and prepare for employment.

- **Employer Promotion Programme:** It is a special programme for employer, who recruited people hard to find job. It mandates to provide subsidy partially or impartially the cost of recruiting people hard to find job, financial support for long-term employment.
- **Employment Training Programme:** It aims to improve ability and vocational capacity and develop through trainings (e.g. training, re-training, job place training, mobile, long-distance, and trainee centred) for short-term.
- **Herders' Employment Promotion:** It aims to provide herders with employment promotion services based on needs and improve income and life quality and develop partnership.
- **Promotion of Youth Employment and Start-up Businesses:** It has an objective to support students' employment and establish part-time job network. Under this programme, Student's Labour Exchange at Metropolitan Employment Department and Student's Employment Promotion Centre have been established.
- **Self-employed Person and Partnership Establishing Person Promotion Programme:** It has a mandate to support initiation of self-employed or partnership establishing person through providing with methodology and business trainings, small loans, financial support, and business incubation services.

Table 1 summarises the range of measure introduced by the Employment Programme for targeted groups population and employers.

**Table 1: Indicators of employment promotion services and measures, 2012-2017**

Indicators	2012	2013	2014	2015	2016	2017
<b>Number of new workplace</b>	53,344	59,572	55,909	50,725	34,520	27,824
<b>Number of beneficiaries of small loans</b>	7,432	3,277	5,729	1,693	1,054	
Self-employed	4,701	2,494	4,277	1,636	979	
New established partnership		173	177	57	75	
Herders	2,584	610	1,775			
Number of jobs being created	20,738	10,081	12,915	2,929	2,274	
<b>The amount of loans (mln.MNT)</b>	19164.1	10147.1	17416.8	5698.9	4389.9	
<b>Public works</b>						
Number of beneficiaries	30,241	45,877	25,329	24,068	19,587	8,922
Amount spent (mln.MNT)	4002.4	2428.5	4331.9	3560.4	2768.6	1753.4
<b>Employment promotion for disabilities</b>						
Financial support (mln.MNT)	2459.6	1278.9	1755.5	2745.9	2395.9	3166.9
Number of jobs	1,589	1,180	1,600	1,875	2,097	1,461

Source: General Office of Labour and Welfare Service 2018, Labour Market Statistics 2012-2017

Mongolia continues to take steps to ensure the alignment of domestic legislation with the ILO fundamental conventions. The most significant legislative steps in that respect were entry into force of the new Criminal Code and amendments of the Labour Code. The new Criminal Code criminalises discrimination on a wide range of grounds, which is seen by the ILO as potentially discouraging prevention and management of discrimination in employment. Amendments to the existing Labour Code, which were already adopted in 2017, do not directly touch on the application of the ILO fundamental conventions. They are, however, substantive as they increase the level of fines for Labour Code violations by employers in order to ensure the protection of employee's basic rights. Several legislative acts came into force in 2016 and 2017 that bring national legislation into closer alignment with the ILO fundamental conventions concerning the minimum age for employment and forced and child labour offences.

The adoption of a comprehensively revised Labour Code remains a key step to respond to many remaining shortcomings. The process of its adoption has been delayed by the general elections in June 2016 and the consequent merge of the Ministry of Labour with the Ministry of Population Development and Social Protection into the Ministry for Labour and Social Protection (MLSP). A draft revised Labour Code was submitted to the Parliament in August 2017 and it is likely that a reshuffled Government will remain committed to the proposed revision. The process of the adoption of this law should be kept on track. The enforcement of the existing legislation and the application of labour standards have to improve, in particular regarding the elimination of child labour, equal pay for work of equal value and gender-based discrimination in employment and occupation. In that respect, better evidence of child labour and gender-based discrimination should be a priority together with actions supporting women's broader access to occupations and sectors. Awareness-raising, information campaigns and capacity enhancement of relevant agencies need to continue.

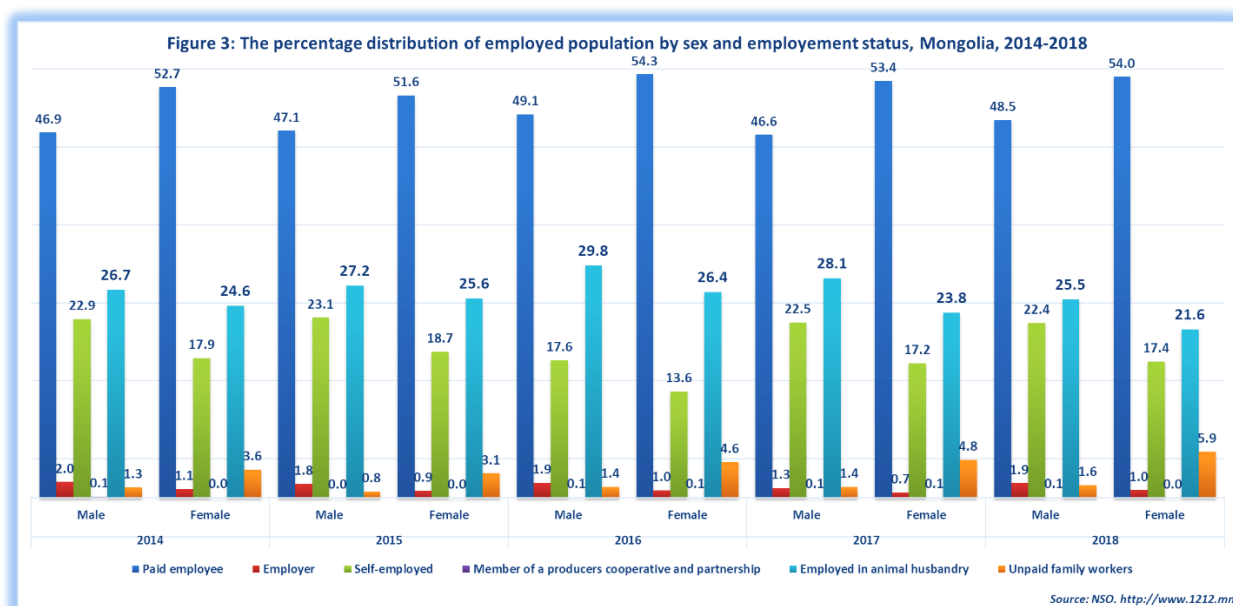
**Question 7:**

What actions has your country taken in the past five years to recognize, reduce and/or redistribute unpaid care and domestic work and promote work-friendly conciliation?

**Answer:**

- Included unpaid care and domestic work in national statistics and accounting (e.g. time-use surveys, valuation exercises, satellite accounts)
- Expanded childcare services or made existing services more affordable
- Expanded support for frail elderly persons and others needing intense forms of care
- Introduced or strengthened maternity/paternity/parental leave or other types of family leave
- Invested in time-and labour-saving infrastructure, such as public transport, electricity, water and sanitation, to reduce the burden of unpaid care and domestic work on women
- Promoted decent work for paid care workers, including migrant workers
- Conducted campaigns or awareness raising activities to encourage the participation of men and boys in unpaid care and domestic work
- Introduced legal changes regarding the division of marital assets or pension entitlements after divorce that acknowledge women's unpaid contribution to the family during marriage
- Other

An inequality between women and men workers, and also reflective of traditional gender roles, is labour undertaken for family businesses and income generation purposes. The proportions of women and men who are contributing family workers are shown in Figure 3. As indicated in figure, women are more likely to be contributing family workers, than are men. For instance, women are over 3.5 times more likely to be contributing family workers, than are men.



According to the results from the Time Use National Survey 2015, the highest time in paid work was done by male (6.5 hours) followed by female (4.4 hours). On the other hand, female spent more time in unpaid work (4.3 hours) followed by male (1.6 hours). There are no significant differences in time spent on leisure work and other work between male and female. Care giving services are generally done by females and they spent 3.4 hours in 24 hours for such work compared to only 1.2 hours by the males.

Time use data has been used extensively in balancing work and life. Time diaries inform the work life balance debate, not just by measuring the total volume of work, but also by revealing the timing of work in relation to the timing of other activities. For this purpose, NSO Mongolia has been conducting the Time Use Survey once every four years. In Mongolia, the first time-use survey was conducted in 2000. Supported by UNDP, it used a 24-hour self-reported time diary. The ensuing Statistical Law of 2004 required a national time-use survey every four years. Surveys were conducted in 2007, 2011, and 2015. The survey improved over the years with the expansion of the reference period and number of people covered. The survey is conducted throughout the year – in March, June, September and December. The fourth round survey 2019 is ongoing. The previous surveys collected data on (a) employment and the informal sector to come up with realistic assessment of employment; (b) gender inequality and women’s paid and unpaid work; (c) determine what unpaid work men and women do and how much they do (share); determine time spent in paid and unpaid work of women and men; (d) determine Mongolian household patterns and its change, and (e) data essential to monitoring progress in the national programme of gender equality. Besides these data, the latest survey 2019 is collecting data which can contribute to the monitoring of progress towards the achievement of SDG Target 5.4.

As with most countries, Mongolia provides special benefits for expecting and new mothers. The law provides for a period of “Maternity Leave” as well as a period of “Child Care Leave.” Maternity Leave is designated under Mongolian law as a required period of 120 days. This Maternity Leave period is intended to cover 60 days prior to birth and 60 days after delivery. During this legal Maternity Leave period, the Mongolian Social Insurance system is responsible for payments to the new mother. The

Child Care Leave is granted to all mothers (and single fathers) with children under 3 years, and is optional at the employee's discretion. During the leave period, the Employer is obligated to pay required monthly Social Insurance payments to the Social Insurance Fund on behalf of the employee. The employer is obligated by law to accept the employee in the same employment position or in a new position when the employee returns to work at the end of the leave. A father with a child under three years of age may also take child care leave, if he so wishes.

In recent years, the MLSP has been done various activities, which are in order introduce/ strengthen maternity/paternity/parental leave or other types of family leave; to expand childcare services or made existing services more affordable, and expand support for frail elderly persons and others needing intense forms of care. For instance, in 2017, the Law on Granting Allowance for All Mothers, Single Parent and Multiple Children was adopted. The following rights are guaranteed by this law: (a) provide monthly cash benefits to all mothers for a period from the 5<sup>th</sup> month of pregnancy to the childbirth; (b) provide monthly cash benefits to all mothers who care their children up to the age of 0-3; (c) provide cash benefits for twins age below 4 years old once a year, and (d) provide a stipend equal to minimum wage once a quarter to single parents with three or more children. In 2018, the programme "Mothers with Salary" was introduced under the implementing the Law on Granting Allowance for All Mothers, Single Parent and Multiple Children. According to this programme, mothers with 0-3 years old pay 50.0 thousand MNT per month. As of 2018, 164.6 thousand mothers are covered by the allowance. The Government also shoulders 100 percent responsible of the social insurance premiums and provide a stipend equal to minimum wage (240.0 thousand MNT) once a quarter to single parents with three or more children.

Furthermore, welfare programmes in Mongolia focus on the provision of social pensions, allowances, and services to citizens with special needs who are in poor health, lack of family support, and are not capable of living independently. In 2018, the MLSP has increased social welfare pension from 140.0 thousand MNT to 155.0 thousand MNT, and allowance for caregivers from 64.0 thousand MNT to 70.0 thousand MNT, respectively.

The Childcare Service Law introduced by female parliamentarians has been approved by Parliament in 2015. And it became effective on January 1, 2016. According to the law, a childcare provider can be assigned to a maximum of five children. The childcare provider gets a certificate after completing a 14 to 30-day course and learn about food hygiene, communication with children, and other classes revolving around children. The criteria for childcare providers is that they must be 18-65 years of age, a Mongolian citizen who is healthy and has communication skills. Permission to provide childcare are being provided to those who have completed the course and earned a certificate given by the province and district mayors. Childcare providers are expected to have a place to conduct childcare services, and the workers' salary and children's meals are to be financially supported by the government. Approximately 10 billion MNT has been planned in 2016 state budget for the implementation of this law. However, due to the economic difficulties, the implementation of this law has been postponed until 2021.

The Law on Elderly of Mongolia has been approved by the Parliament in 2017. This law is a revised version of the Law on Social Security of the Elderly (2005). The purpose of the law is to determine the types and forms of social protection services for the elderly and to establish the regulatory framework

for the services of state and business entities and organizations. According to the Elderly Law, older persons can receive the following services: (a) information services; (b) counselling services; (c) mobile services; (d) daytime service; (e) voluntary service; (f) day care and nursing services; (g) food support services, and (h) protecting from domestic violence. The draft of a National Strategy on Long-term Care for Elderly is under discussion at the moment. The draft has been developed in 2018. And it mostly focuses improving the quality of and integrating health and social care systems, developing sufficient human resources, financing long-term care and the role of urban planning for developing supporting environments for aging populations.

**Question 8:**

Has your country introduced austerity/fiscal consolidation measures, such as cuts in public expenditure or public sector downsizing, over the past five years?

**Answer:**

Yes. Over the reporting period, the IMF board approved a three-year Extended Fund Facility (EFF) for Mongolia of USD 434.3 million to support the country's economic reform programme. Although the programme's implementation period is three years, the loan would be repaid over 15 years. The Asian Development Bank, the World Bank, Japan and Korea have also committed to provide budgetary and project support. The People's Bank of China has agreed to extend its swap line with the Bank of Mongolia. In sum, the total financing package amounts to about USD 5.5 billion. The authorities' programme aims to stabilize the economy, restore confidence, and pave the way to economic recovery. A critical pillar of the program is fiscal consolidation, to reduce the pressure on domestic financial markets, stabilize the external position, and restore debt sustainability. The program includes important safeguards to protect the most vulnerable during this period of adjustment as well as institutional reforms to make sure the fiscal adjustment is durable. Another pillar of the program is a comprehensive effort to rehabilitate the banking system and strengthen the Bank of Mongolia. A broad set of structural reforms is designed to support private-sector led growth. The Mongolian authorities are implementing a program to maintain macroeconomic stability, pave the way to economic recovery, and protect the most vulnerable during the adjustment process. Fiscal consolidation is a critical element of this program, including cuts of non-essential expenditures, a move to progressive taxation, pension and public financial management reforms, and steps to strengthen and better target the social safety net.

If YES, have assessments on their impact on women and men, respectively, been conducted?

- Yes, their impact on women/men was estimated before measures were put in place  
 Yes, the impact was assessed after measures were put in place  
 No, the impact on women/men has not been assessed

**POVERTY, SOCIAL PROTECTION AND SOCIAL SERVICES**

**Critical areas of concern:**

- A. Women and Poverty
- B. Education and training of women
- C. Women and Health
- I. Human Rights of Women
- L. The Girl Child



**Question 9:**

What actions has your country taken in the last five years to reduce/eradicate poverty among women and girls?

**Answer:**

- Promoted poor women's access to decent work through active labour market policies (e.g. job training, skills, employment subsidies, etc.) and targeted measures
- Broadened access to land, housing, finance, technology and/or agricultural extension services
- Supported women's entrepreneurship and business development activities
- Introduced or strengthened social protection programmes for women and girls (e.g. cash transfers for women with children, public works/employment guarantee schemes for women of working-age, pensions for older women)
- Introduced/strengthened low-cost legal services for women living in poverty
- Other

The findings of the latest Household Socio-Economic Survey<sup>2</sup> revealed that a larger number of persons in poverty than in 2014, most likely due to the negative consequences of the socioeconomic shocks of 2015-2016. Poverty rate was 21.6 percent in 2014 and increased to 29.6 percent in 2016. The working poverty rate in Mongolia followed downward trends in recent years, most likely due to the Government's poverty-alleviation efforts. But after a steep decline between 2010 and 2014, it started to grow due to the economic slowdown. In general, about a quarter of all employed persons were considered to be working poor in 2016. The working poverty rate for men was 23.7 percent and for women 21.6 percent in that period.

A significant portion of Mongolia's business sector is comprised of informal and small businesses, an area of potential growth. Women in Mongolia have higher university graduation rates than men. Yet women are less likely to start businesses and work in the formal labor force, making them an underutilized resource for economic growth. Indeed, Mongolia's economic future is tied to the ability of women to seize and expand opportunities in the marketplace. Recognizing this vast potential, creating an enabling environment for women's entrepreneurship is central to advance women's economic empowerment and significantly improve women's lives, the lives of their families, and society as a whole. To address the critical need to build women entrepreneurs' skills and capacity, The Asia Foundation is delivering a comprehensive suite of support services through the Women's Business Center (WBC)<sup>3</sup>, the first of its kind in Mongolia, to help women start and grow their own businesses and to build an entrepreneurial ecosystem where women can thrive. WBC project has the two stage phases: First phase: *January 2016 – June 2018* (support from KOICA), and Second phase: *October 2018 – September 2020* (support from KOICA). The implementing partners are the Municipality of Ulaanbaatar, SOLUTEK System Inc., Mongolian National Chamber of Commerce and Industry, Development Solutions NGO, and Golomt Bank. Since its opening in 2016, the WBC has trained more than 5,000 women and served more than 2,500 regular members, and has contributed to significantly improving an entrepreneurship ecosystem for women through intensive, multifaceted support over time. The WBC welcomes new and existing female business owners to utilize of the centre's business and support services, which include business advice and training, networking, community networking, a computer room, mentoring and information on access to finance, plus an accelerated business incubator that provides qualifying women-run new and existing businesses with

<sup>2</sup> NSO, 2017. *Household Socio-Economic Survey 2016*

<sup>3</sup> [www.asiafoundation.org](http://www.asiafoundation.org)

a supportive environment through the continued provision of office facilities. Through the second phase of the project, the WBC continues to provide women entrepreneurs with day-to-day professional and high-quality business support and development services in an enabling environment that fosters women's entrepreneurship as well as supports micro and small and medium businesses. Under this phase, an additional focus of the WBC will be supporting women entrepreneurs to better leverage information and communications technology (ICT) in their businesses and supporting female entrepreneurs in the ICT sector to overcome barriers and advance in their careers.

In 2014-2018, the Government of Mongolia implements active labour market policies, locally called Employment Promotion Programmes<sup>4</sup>. The programmes are designed to translate the employment promotion of target groups as stipulated in the Employment Promotion Law into action. Furthermore, they are supposed to contribute to the policy priorities of the government. Based on the proposal submitted by the MLSP, at the end of each year the tripartite National Employment Council endorses the list of Employment Promotion Programs to be implemented in the following year as well as the corresponding budgets. The Employment Promotion Programs target a variety of target groups such as job seekers, persons at risk of becoming unemployed, persons with difficulty finding work, herders, owners of micro-businesses, the self-employed, and individuals at the onset of establishing a partnership or cooperative. Currently, the following seven programs are operating: (i) an entrepreneurship and microbusiness support program; (ii) an employment training and job support program; (iii) a youth employment promotion program; (iv) an employment promotion program for people with disabilities; (v) a herder's employment promotion program; (vi) a public works program; (vii) a career guidance and counselling program; and (viii) an elderly specialists advisory support project. While no Employment Promotion Programs are specifically gender-targeted, the MLSP monitors access by men and women. According to MLSP data, most programs are accessed equally by both genders and some are in fact accessed more frequently by women. For instance, two of the MLSP's flagship programs are the employment training and job support program and the entrepreneurship and microbusiness support program. A central element of the first program is employment training to equip job seekers with technical skills during a six-to-eight-week classroom based training period. In 2015, 66.1 percent of beneficiaries of the employment training program were female and 33.9 percent were male. The entrepreneurship development program provides support for micro entrepreneurship, mainly by providing new and existing microenterprises with microloans. While prospective program beneficiaries are screened for their eligibility by the MLSP, commercial banks determine the beneficiaries' creditworthiness and administer the loans. In 2016, 47.4 percent of beneficiaries receiving microloans were female and 52.6 percent were male. Other notable employment promotion programs include one focused on disabled citizens, which gives grants to disabled people who want to start or expand a microenterprise and provides subsidies to employers of disabled workers; and another, the herders' employment promotion program, which gives out loans and grants for restocking livestock, provides herders with equipment and tools, and organizes various trainings for herders.

#### Question 10:

What actions has your country taken in the last five years to improve access to social protection for women and girls?

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<sup>4</sup> General Office of Labour and Welfare Services, 2014-2017. "Outlook of Labour Market Mongolia"

**Answer:**

- Introduced or strengthened social protection for unemployed women (e.g. unemployment benefits, public works programmes, social assistance)
- Introduced or strengthened conditional cash transfers
- Introduced or strengthened unconditional cash transfers
- Introduced or strengthened non-contributory social pensions
- Reformed contributory social protection schemes to strengthen women's access and benefit levels
- Improved access to the above for specific populations (e.g. women in informal employment, including domestics workers; migrant and refugee women; women in humanitarian settings)
- Other

Social welfare in Mongolia consists of transfers and services designated to support poor and vulnerable groups such as the elderly, orphaned, and people with disabilities. The main objective, as defined in the Social Welfare Law, is to support and assist the elderly without social security, people with disabilities, groups of people perceived to be vulnerable, and those assessed to be poor based on a proxy means test. About 730,0 thousand people are covered by social welfare services annually. This number is not disaggregated by gender.

The MLSP administers 71 social welfare programmes, which can be grouped into seven broad categories: social welfare pensions, social welfare allowance, community based welfare services, allowance for the elderly with state merit, allowance for the elderly, allowance for the disabled, and allowance for mothers and children. Women receive 12 social welfare services from the above-mentioned programmes, including specific gender-targeted services such as cash allowance for “honoured mothers” and cash allowance for pregnant and breastfeeding women. Cash allowance for “honoured mothers” is provided to mothers who gave birth to 6 or more children (1<sup>st</sup> medal of honour) and to those who gave birth to 4 or more children (2<sup>nd</sup> medal of honour). This allowance is provided for life once a year. Currently, the amount is of 200.0 thousand MNT and 100.0 thousand MNT respectively. Cash allowance for pregnant and breastfeeding women of 40.0 thousand MNT are paid monthly to all pregnant women after the 5<sup>th</sup> month of pregnancy for 12 months.

As of January 2018, General Office of Labour and Welfare Service (GOLWS) reported that pensions and allowances worth of MNT 9.3 billion were granted to 110.5 thousand people from the Social Welfare Fund. It shows a decrease of pension receivers by 20.7 thousand or 15.8 percent, and the amount of pensions and allowances by MNT 1.0 billion or 9.9 percent compared to same period of the previous year. Also, 45.7 thousand persons received social welfare pensions and total amount of pensions was increased by MNT 155.9 million or 2.6 percent, pension receivers were increased by 4.0 thousand or 9.6 percent compared with the previous year. Moreover, 36.4 thousand persons have received social welfare services and mitigations, of which majority or 44.5 percent goes to social welfare incentives and conditioned cash benefits, 30.8 percent concession for the elders, 19.8 percent concessions for disabled people and 4.9 percent benefits for honoured elders. MNT 3.1 billion was disbursed as social services and mitigation, which is an increase of MNT 477.8 million or 17.9 percent compared with the previous year.

While looking at gender disaggregation, the allowance for the disabled both had equal numbers of male and female beneficiaries. The beneficiaries of programmes associated with motherhood—including many under the social welfare transfers—were naturally women: beneficiaries of the allowance for mothers and children were all female, and around 58 percent of social welfare transfers beneficiaries were women. More women received the allowance for the elderly and social pensions,

most probably due to the lower age of eligibility (55 years old for women compared to 60 years old for men) and the longer life expectancy of women compared to men. The only exception was the benefits for the elderly with state merits, which benefited men far more than women.

The MLSP introduced the community-based welfare services programme (CBWS) in 2005 to provide services based on citizens' actual demands. The programme devolves primary responsibility for the development of social welfare services on the community level where individuals, private entities, or NGOs implement services. CBWS programme provides five types of services: counselling and skills building services, employment opportunities, rehabilitation services, temporary shelter, and home-based care. According to the official statistics from GOLWS<sup>5</sup>, the number of beneficiaries was 154,024 during the period of 2012-2017, and total amount of 18,815.2 mln. MNT spend for them. There is no disaggregated data by gender.

### Question 11:

What actions has your country taken in the last five years to improve health outcomes for women and girls in your country?

### Answer:

- Promoted women's access to health services through expansion of universal health coverage or public health services
- Expanded specific health services for women and girls, including sexual and reproductive health services, mental, maternal health and HIV services
- Undertaken gender-specific public awareness/health promotion campaigns
- Provided gender-responsiveness training for health service providers
- Strengthened comprehensive sexually education in schools or through community programmes
- Provided refugee women and girls as well as women and girls in humanitarian settings with access to sexual and reproductive health services
- Other

Women live longer than do men. The life expectancy for women in Mongolia is 75.8 years, compared to 66.1 years for men<sup>6</sup>. Throughout their increasingly longer lives, women and girls require access to a range of health services and health information.

In 2015, Mongolia became one of the only nine nations in the world which achieved the MDG maternal mortality reduction target, by bringing down the maternal mortality ratio to 26 per 100 000 live births. It signalled 75 percent reduction of maternal mortality since the late 1990. However, a sharp increase was observed in 2016 (48.6 per 100 000 live births), which was then reduced back to 2015 level in 2017 (26.9 per 100 000 live births). The rapid review of maternal deaths which occurred in 2016 concluded that 45 percent of deaths could have prevented if quality antenatal, peri-partum and post-natal care had been provided effectively. Socioeconomic factors such as income and education levels, alcohol and tobacco use, and domestic violence are proven to have a significant influence on the risk of maternal death in Mongolia<sup>7</sup>. Antenatal care (ANC) coverage in Mongolia was 86.2 percent in 2016. The coverage has been stable at the national level over the last 10 years. The Mongolian Health law dictates that antenatal care services must provide free of charge, however, pregnant women spend substantial sums of money for tests and examinations through private hospitals.

<sup>5</sup> General Office of Labour and Welfare Services, 2014-2017. "Outlook of Labour Market Mongolia"

<sup>6</sup> NSO, [www.1212.mn](http://www.1212.mn)

<sup>7</sup> Ministry of Health and UNFPA 2018. Fact Sheet 6. Maternal Health

Sexually transmitted infections (STIs) have a profound impact on sexual and reproductive health of pregnant women. The prevalence of syphilis among pregnant women determined by biennial sentinel surveillance has significantly increased since 2007 (1.7%), reaching 5.2 percent in 2017<sup>8</sup>. A significant proportion of pregnant women diagnosed with STI during ANC do not receive a treatment until delivery. This can be attributed to a lack of knowledge, poor coordination between ANC and STI service delivery points.

The LPGE ensures gender equality in the sphere of health care in the Article 13 and activities for the promotion of the gender equality in health care is outlined in the Mid-term Strategy and Action Plan, and as well as in the NPGE 2017-2021. Regarding reproductive health, Ulaanbaatar Declaration on Population and Development was signed in 2013, and National Comprehensive Population Development Policy 2016-2025 was adopted. Other national policies and strategies which address maternal health and reproductive health and other gender related issues in health sector are as follows:

- Mongolia Sustainable Development Vision 2030
- State Policy on Health (SPH) 2017-2026
- National Maternal, Child and Reproductive Health Programme 2017-2021
- National Programme of Food Security 2009-2016
- National Strategy Plan on HIV/AIDS and STIs 2010-2015

The Government of Mongolia fully supports the Leaving No One Behind principle, promoted by WHO as a means to introduce universal health coverage (UHC) and enable countries to work towards achievement of the SDGs. In 2017, the State Policy on Health (SPH) for 2017–2026 was endorsed by the Mongolian government, creating a framework for mainstreaming the Leaving No One Behind principle in health-care provision. In support of this initiative, the WHO county office offered a series of subnational workshops to support inclusion of a strong focus on the Leaving No One Behind principle in 2016–2020 sub-plans on SPH implementation.

The Ministry of Health (MOH) with its active partner UNFPA Mongolia, has been working in the formulation of national policies that addresses the SRHR needs of women, girls and young people. With financial and technical assistance from UNFPA, the Fourth National Reproductive Health Programme (2012- 2016) was thoroughly evaluated. The evaluation showed that the national programme contributed significantly to Mongolia’s achievement of the maternal mortality ratio (MMR) reduction target of the MDGs, which was an achievement made only by nine countries in the world. Through UNFPA’s advocacy, technical support for evidence-based policy making, and financial assistance, there was an increase in state funding for sexual and reproductive health and rights (SRHR), including the budget for the improvement of maternity care infrastructure, an increased antenatal care (ANC) coverage (95%), strengthened technical capacity and skills of maternity service providers, and the introduction of new and innovative diagnostic and treatment methods.

Also in 2016, the MOH conducted studies on family planning, including the Availability of Modern Contraceptives and Life Saving Maternal/RH Drugs, a Situation Analysis on Family Planning and the Qualitative Study on Family Planning with support from UNFPA. These works give a comprehensive picture of family planning from the perspective of service providers, clients, health systems and decision makers, and helps sensitize newly appointed government officials on RH and family planning.

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<sup>8</sup> Ministry of Health and UNFPA 2018. *Fact Sheet 8. Sexually transmitted infections.*

With the full support of the Government of the Grand Duchy of Luxembourg, the Telemedicine project has been a highly innovative undertaking which established a network of medical professionals and maternity hospitals countrywide, and connected them online to the tertiary level SRHR services in the capital city. Pregnant women in even the remotest areas of Mongolia were able to receive expert consultation and life-saving care without the burden of travelling to the Ulaanbaatar city or exhausting their resources in the effort. At its conclusion, the project delivered several tangible results which contributed to the overall reduction of maternal mortality in the country, notably through early detection and timely management of pregnancy complications at provincial level via the nationwide tele-consultation network, regular consultations among participating hospitals on maternal and neonatal cases, full use of the Maternal and Child Health Surveillance System, introduction of competency-based Emergency Obstetric Care and on-the-job surgical skills training, and development of eLearning platform at the National Center for Maternal and Child Health (NCMCH) with five continuous medical education modules with an online credit system. In 2017, two new units were established at the NCMCH to allow 24-hour teleconsultation service for emergency obstetric care through telemedicine. 42 IT engineers and 34 service providers from maternity wards across Ulaanbaatar newly trained to use of software and upload cases for tele-consultation, expanding the reach of telemedicine services.

UNFPA Mongolia organized practical training in emergency obstetric care (EMOCS) to medical personnel, especially including young medical graduates. It was designed to complement UNFPA's continued support for the revision of the undergraduate obstetric and neonatology curriculum in the Department of Medicine at the Mongolian National University of Medicine and Science (MNUMS). Competency-based 'SCORPIO' training methods were introduced and have been expanded to several clinical departments.

With technical and financial support from UNFPA, a revised national job description for midwives was approved by Ministerial Decree in 2017. This substantially empowered midwives, widening the scope of their work in providing effective maternal health care at community level and preventing any potential maternal death.

In 2017, the guidelines and procedural documents for adolescent and youth-friendly services were approved by the Ministerial Order. These documents will ensure the sustainability of adolescent and youth-friendly services, along with a name from "Adolescent and Youth Friendly Health Services" to "Adolescent Cabinets". Adolescent Cabinets provide adolescents and youth with STI screening and treatment services, counselling, and management of general health problems in 11 target provinces and 4 districts of Ulaanbaatar. 33,112 youth visited Adolescent Cabinets in 2017.

A Centre for Community Health was established at the NCMCH to support community-level child health care, and C-IMCI planning handbooks were translated into Mongolian. A model for real-time teleconsultation for emergency pediatric and obstetric cases (developed in 2012 with UNICEF Mongolia support) was rolled out nationwide by MOH. Eighty percent of community health workers (485) in the geographic focus areas obtained knowledge on C-IMCI provided by the MNUMS. The University completed a needs assessment for C-IMCI and immunization services among health workers and health department managers for curricula review.

UNICEF Mongolia provided technical support for a multi-sectoral working group to develop a national plan of action to promote adolescent mental health, aligned with national programmes on non-

communicable diseases and child development and protection. For the first time, guidelines were developed for primary-level health professionals on adolescent mental health. UNICEF Mongolia initiated the development of innovative approaches and tools on gender-responsive mental health and preventing sexually transmitted infections. UNICEF Mongolia conducted a country case study for the EAPRO Assessment on Gender-Responsive Adolescent Health, which will contribute to mapping adolescents' key health issues in the region (mental health and an adolescent life skills programme in Mongolia).

Ministry of Education, Culture, Science and Sport (MECSS) also worked with UNICEF Mongolia on developing the new core curricula on mental health, sexual and reproductive health, preventing gender-based violence and nutrition. This is part of ongoing advocacy work with the Ministry to re-establish health education as a standalone subject in the school curriculum. It will serve as a foundation for the detailed curriculum and will be supported by teachers' guidelines developed by MOH.

#### Question 12:

What actions has your country taken in the past five years to improve education outcomes and skills for women and girls?

#### Answer:

- Taken measures to increase girls' access to, retention in and completion of education, technical and vocational education and training (TVET) and skills development programmes
- Strengthened educational curricula to increase gender-responsiveness and eliminate bias, at all levels of education
- Provided gender equality and human rights training for teachers and other education professionals
- Promoted safe, harassment-free and inclusive educational environments for women and girls
- Increased access to skills and training in new and emerging fields, especially STEM (science, technology, engineering and math) and digital fluency and literacy
- Ensured access to safe water and sanitation services and facilitated menstrual hygiene management especially in schools and other education/training settings
- Strengthened measures to prevent adolescent pregnancies and to enable adolescent girls to continue their education in the case of pregnancy and/or motherhood
- Other

The Constitution of Mongolia (16.7) stipulates that every citizen has the right to education and thus the State provides basic general education free of charge. The package of Law on Education (2002) and LPGE (2011) states that girls and boys, women and men in Mongolia have equal access to primary, middle, high schools, vocational training schools, higher educational, science and technological institutions. Although, all citizens of Mongolia have access to education, adolescent young mothers face complications in having access to education due to limited livelihood circumstances and health concerns. The MECSS is encouraging women of all ages to have access to "life-long education centre" which is intended to support women with less educational opportunities.

According to the Order of the Minister of Education, Culture, Sciences and Sport, a "Gender Policy on Education, Culture, Science and Sports" (2017-2021) is being implemented. The policy document aims at promoting gender equality at all levels of policy, planning, implementation and monitoring and evaluation in the fields of education, culture, sciences and sports. This policy document sets the goals of improving the legal and policy environment as well as institutional structure for ensuring gender equality in education, culture, sciences and sports; increasing awareness and capacity in order to



mainstream gender equality; creating gender-responsive environment throughout the sectors; and demonstrating leadership in changing gender stereotypes which are major obstacle for gender mainstreaming.

The goal 3 of the NPGE stipulates that gender mainstreaming through "gender equality education, conducting trainings, and public promotion and advocacy activities aiming at changing stereotypes about the roles of women and men in the society and their social participation" and 14 measures were planned and implemented in 2017.

In order to include basic concept and principles of human rights and gender equality in the curricula of all levels of educational institutions, a new credit system has been introduced in the curricula of universities and colleges starting from 2014-2015 academic year where students will have a choice to take the "gender course".

Moreover, 14 credit hours of gender studies are in the curriculum of the School of Educational Studies of the Mongolian State University of Education. A "Life Skills Package Handbook" containing information on gender, prevention from gender-based-violence (GBV), sexual education and gender sensitive budgeting was used for training of 30 national trainers; a handbook for children with special needs and their parents was developed and distributed; a series of six films and manuals were developed on the topic "The most common violations of gender equality in secondary schools".

The first national level academic conference "Gender Equality and Students' Initiative" was held at the Vocational Training Centre (VTC) and the Poly-technical College collecting 55 presentations from 27 schools nationwide and the best 20 presentations were compiled and handed in to the teachers and students.

In 2017, the 16 Youth Development Centres established with UNFPA support reached a collective total of 31,240 young people, including marginalized groups such as youth with disabilities, unemployed youth, and youth mothers. More than 16,000 young people participated in life skills education workshops, and more than 1,000 actively engaged in 70+ support groups and interest clubs across the country.

UNFPA Mongolia supported the MECSS to establish a National Core Group of Experts on life skills-based health education and comprehensive sexuality education. In 2017, 11,209 young people participated in activities and training sessions organized within the Life Skills Education Halls, located at selected General Education Schools, Life Long Education Centres, TVETs and Pre-service teacher training colleges. Based on these, the MECSS and MOH made a joint decision to re-instate health education in school curriculum.

UNICEF Mongolia highlighted the problems teenage girls have in managing menstrual hygiene comfortably and with dignity in schools. This is a neglected area of sanitation that contributes to girls missing days of education every month. UNICEF Mongolia conducted a study on this issue (in Mongolian and English), and to address some issues, a range of educational materials were developed and disseminated. This included a special website on managing menstrual hygiene ([www.namuu.mn](http://www.namuu.mn)) targeting young teenagers, and a basic package of materials, such as handbooks for schoolchildren, peer educators and teenage girls, posters for teenage boys and girls, videos and leaflets.



## FREEDOM FROM VIOLENCE, STIGMA AND STEREOTYPES

### Critical areas of concern:

- D. Violence Against Women
- I. Human Rights of Women
- J. Women and the Media
- L. The Girl Child

### Question 13:

In the last five years, which forms of violence against women and girls, and in which specific contexts or settings, have you prioritized for action?

### Answer:

- Intimate partner violence/domestic violence, including sexual violence and marital rape
- Sexual harassment and violence in public places, educational settings and in employment
- Violence against women and girls facilitated by technology (e.g. cyber violence, online stalking)
- Femicide/Feminicide
- Violence against women in politics
- Child, early and forced marriages
- Female genital mutilation
- Other harmful practices
- Trafficking in women and girls
- Other

The following forms of gender-based violence (GBV) are common in Mongolia: domestic violence, sexual harassment, trafficking in persons, sexual harassment in work place. Both the Law to Combating Domestic Violence and the National Action Plan to Combat Domestic Violence has provisions to protecting the rights of victims and survivors of violence.

*Data Collection:* In 2017, the NSO, basing on internationally recognized methodology, for the first time conducted a national study “Breaking the silence for equality - Gender-Based Violence (GBV) in Mongolia”, which made it possible to have an overall view of the present status of GBV. The study revealed that more than one half of (59.7 percent) all Mongolian women are victims of physical, sexual, psychological and economic violence.<sup>9</sup>

A background study that was conducted in 2014 within the Youth Development Project 2013-2017 to improve knowledge and understanding of young men and women on gender rights and inequalities; revealed that due to significant lack of knowledge, information and understanding about violence among young people there is a tendency to accept violence as a norm. This demonstrated urgent need to establish mechanism for violence prevention. More than half of the surveyed young people have never heard about GBV, and only one in three young people had an adequate knowledge about GBV. Only 1.3 percent of youth had a comprehensive understanding about violence.

The result of the research on “Factors Influencing Sexual and Reproductive Health of Young People Aged 15 to 24 in Mongolia” demonstrates the need to increase public awareness of GBV and targeted actions to prevent violence. According to the project’s mid-term evaluation, anti-GBV campaigns and

<sup>9</sup> NSO. UNFPA. 2018. *Breaking the silence for equality: 2017 National Study on Gender-based Violence in Mongolia*. Ulaanbaatar.

advocacy in 2016 targeted 158,279 young people. It was four-fold increase in number compared to 2015<sup>10</sup>.

*Capacity Building:* The NCGE organized 80 hours trainings for about 800 employees from the MOF, MOMHI, MOFALI, MLSP, MCUD, the Central Police Department, Diplomatic Services` Department of MOFA, the authorities of nine districts of the Capital city, Mongolian Railways and Erdenes Tavan Tolgoi company and other business enterprises. The training agenda contained various subjects in relation to gender equality including NPGE, basic understanding about gender, work and life balance and victim protection shelters etc<sup>11</sup>.

The curriculum of the Police School of the Law Enforcement University of Mongolia incorporates a mandatory training on combatting and preventing GBV and Domestic Violence. At the initiative of the NCGE, in collaboration with the International Development Law Organization (IDLO) a handbook for law enforcement officials was developed. The series of trainings on "Strengthening capacity and coordination of the legal sector in combatting domestic violence" were organized by the Ministry of JHA in eight aimags: Darkhan-Uul, Bulgan, Orkhon, Selenge, Govisumber, Dornogovi, Dundgovi, and Umnugovi, for 255 trainees including law enforcement and judiciary officers, lawyers, attorneys, heads of the local Branch Councils of the Coordination Committees for Crime Prevention, and social workers of the FCYDA.

In collaboration with the MoJHA and the General Council of Courts, a training on "Procedures on Resolving Family Disputes and DV Cases" and a training on "Specifics of Intermediary Work on Family Dispute Settlements" were organized for 40 judges and intermediaries.

A consultation on the "Specifics and further development of civil proceedings on family dispute resolutions and Domestic Violence cases" was organized on importance of qualified judges for family disputes with participation of 120 judges of all levels of courts, representatives of international and NGOs.

In collaboration with the Legal Aid Center, a training "Specifics of operations, combatting Domestic Violence" was organized in February, 2017 with involvement of state, province and capital city attorneys.

Implementing such measures as a mandatory inclusion of trainings on combatting and preventing GBV and Domestic Violence in study programmes of law enforcement educational institutions, increasing capacity of 400 law enforcement officers, judicial authorities, lawyers and attorneys, resolving family disputes on DV cases, and applying gender sensitive approaches when addressing cases of women, violence survivors have brought tangible positive results.

*Campaign:* The NCGE organized the 16-days Campaign on combating GBV annually. In 2018, it was organized under the slogan "Be Positive: Relation, Attitude and Action" and more than 10,000 officers of governmental organizations were participated. Three short videos were shown. A total of 718,847 people received information on GBV through the campaign and 50,022 people shared their experiences with each other.

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<sup>10</sup> CEDAW, 2018. "Concluding observations on the combined eighth and ninth periodic reports of Mongolia"

<sup>11</sup> NCGE, 2019. "Annual Report of the NCGE"

**Project:** The Combating Gender-Based Violence (CGBV) UNFPA Project help Mongolia establish a national response mechanism to prevent and combat GBV, particularly Domestic Violence, through the creation of a reliable database, an institutionalized victim-protection mechanism, and better public awareness. Under the framework of this project, a new partnership with the Press Institute of Mongolia was established in 2016 to strengthen the capacity of journalists and media personnel to correctly and sensitively report on GBV, which leads to better public understanding of the issue. A GBV prevention and response training programme with 0.5 credit hours was integrated into the legal postgraduate training programme at the Law Institute, enabling the sensitisation of lawyers on the key features and root causes of GBV, and the justice sector response. Initial training at the Law Enforcement University has begun. A new partnership was established with the National Emergency Management Agency to effectively respond to emergencies, particularly in meeting the specific needs of women and girls during emergency planning and response. It is known that in humanitarian situations, women and girls are more vulnerable to violence.

**Specific Measures:** Together with sectoral authorities and employers in various sectors of economy specific measures are taken to prevent sexual harassment at workplace and create work environment free from sexual harassment. For instance, the internal rules of the Ministry of Food, Agriculture and Light Industry encourage employees to raise a complaint regarding sexual harassment at workplace or any other gender equality violations and have the issue to be solved by a gender specialist of the Ministry.

**Question 14:**

What actions has your country prioritized in the last five years to address violence against women and girls?

**Answer:**

- Introduced or strengthened violence against women laws, and their enforcement and implementation
- Introduced, updated or expanded national action plans on ending violence against women and girls
- Introduced or strengthened measures to increase women's access to justice (e.g. establishment of specialist courts, training for the judiciary and police, protection orders, redress and reparations, including for femicide cases)
- Introduced or strengthened services for survivors of violence (e.g. shelters, help lines, dedicated health services, legal, justice service, counselling, housing)
- Introduced or strengthened strategies to prevent violence against women and girls (e.g. in the education sector, in the media, community mobilization, work with men and boys)
- Monitoring and evaluation of impact, including evidence generation and data collection, including regarding particular groups of women and girls
- Introduced or strengthened measures for improving the understanding of causes and consequences of violence against women among those responsible for implementing measures on ending violence against women and girls
- Other

In 2016, the Parliament Mongolia approved a revised Law to Combating Domestic Violence (LCDV). Since enacting of the Law, 1 February 2017, the following procedures are approved:

- Procedures for providing services to children affected by domestic violence (Order №A/33, Minister of LSP, 2017);
- Procedures on mediation service (Order №A/73, Minister of LSP 2017);
- Procedures for providing psychological counselling services (Order №A/74, Minister of LSP, 2017);

- Procedure for organizing meeting with perpetrators of violence (Joint Order №A/56 and A/35 of the Minister of Justice and Home Affairs (JHA) and the Minister of LSP, 2017);
- Voluntary curriculum and training procedures to influence behaviour (Joint Order №A/63, A/48, A/106, Minister of JHA, Minister of LSP and Minister of Health, 2017);
- Procedures for providing one-stop service and funding (Joint Order №201/A, 132, A/60, Minister of JHA, Minister of Health, and Minister of LSP, 2017);
- Procedure for accreditation of non-governmental organizations for offering services to victims (Joint Order №A/84, A/59, A/130, Minister of JHA, Minister of LSP, and Minister of Health, 2017);
- Procedure for situation assessment (Joint Order №A/120, A/178 of the Minister of LSP and Minister of JHA, 2017);
- Procedure to provide temporary protection shelter service (Order №A/116, Minister of LSP, 2017);
- Procedure for financing the work and activities of the joint team (Joint Order of №A/173, A/251, A/380, Minister of LSP, Minister of JHA, and Minister of Health, 2017).

Criminalization of domestic violence in the legislation, intensification of crime prevention activities, establishing and funding the One Stop Service Centres (OSSC) from the national and local budgets with the goal of providing assistance and services to violence survivors, ensuring the sustainable and continuous functioning of OSSCs', legislating the Joint Team services to be rendered free of charge has led to decrease in occurrences of domestic violence in the first eight months of 2017 by 19.6 percent, compared to the same period of the previous year. As of 2017, nationwide 9 OSSCs and 16 temporary shelters provide services to domestic violence survivors.

In order to improve services rendered by temporary shelters and OSSCs, the trainings for related public officers on the LPGE and NPGE, sexual harassment at work place, criminalization of victims, work – home balance, basic concept of gender, survivor protection shelters, and OSSCs' activities were conducted at the Central Police Department in 2017, and some aimags and 9 districts with 1280 participants.

Minister of JHA Order №A/27, 2017 established a Cross-sectorial Sub-council to combat and prevent domestic violence, crimes against children, and provide professional guidance alongside with monitoring implementation of the LCDV. The members of this Sub-council, representing the Ministry of LSP, Ministry of Health, Ministry of ECSS, Family, FCYDA, Central Police Department, Ulaanbaatar City Police Department and four NGOs, have planned anew the inter-sectorial cooperation on policies, trainings and promotion and have been working towards ensuring implementation of the legislation.

The Secretariat of Coordination Council for Crime Prevention along with the FCYDA have jointly revised curriculums and content of international and NGOs that work in the area of capacity building of Joint Team members, consolidating the contents and removing the differences in interpretation and terminology. In accordance with the consolidated program, the Training of Certified Trainers was approved by the Minister of JHA and the Minister of LSP as of the first half of 2017, trainings were organized for 4634 members of the 609 Joint Teams.

The MJHA organized the first National Forum on “Multi-sectorial Cooperation in Combating Domestic Violence” in Ulaanbaatar in April 2017 with support of the UNFPA, with participants of 160 police officers from 21 provinces and 9 capital city districts, the staff of the Branch Secretariats of the Coordination Committee for Crime Prevention.

The Government of Mongolia implemented the "Youth Development Project 2013-2017" (YDP) in cooperation with the UNFPA that set four goals including "develop and adopt GBV prevention model, strengthen the capacity of the employees in the education sector and empower adolescents and young people to combat GBV as well as support positive relationships". In the frame of the project's task to develop an educational programme on GBV prevention in the selected provinces and city districts, organizations and target groups: a GBV prevention module is finalized as a topic in education programme on life skills and in curriculums of secondary school, TVETs, Institute for Advanced Training of Teachers, Lifelong Education Centre and Youth Development Centre.

#### Question 15:

What strategies has your country used in the last five years to prevent violence against women and girls?

#### Answer:

- Public awareness raising and changing of attitudes and behaviours
- Work in primary and secondary education, including comprehensive sexuality education
- Grassroots and community-level mobilization
- Shifting the representation of women and girls in the media
- Working with men and boys
- Perpetrator programmes
- Other

To change gender stereotypes and prevalent attitudes in the society, a 16-day campaign to combat GBV (marked annually since 2008) was organized. The following activities were organized in collaboration with government agencies and civil society:

- March 7, 2017: "GBV and prevention cooperation and participation" essay competition was organized among 120 students and 10 out of 40 presentations were compiled and distributed.
- December 7, 2017: The MLSP, the National Center Against Violence (NCAV) and the NCGE Secretariat's staff wore white ribbons taking a stand against GBV and launched a public awareness-raising initiative on web-sites calling public to join the movement. About 2,300 officials from 30 government agencies including the Office of the President, Administration of the Parliament, the Office of the Prime Minister, the Cabinet Secretariat, FCYDA, ministries, Ulaanbaatar City's and districts' Governor's Offices joined the event.
- December 5-10, 2017: The NCGE along with the NCAV and the capital city and districts' authorities organized free information and advice bus services to improve access to information on combatting and preventing DV and GBV and violence against children among 800 residents of Ulaanbaatar's peri-urban areas.
- A cartoon produced in the Philippines "Girl" on combatting GBV, was shown to rural residents during campaign jointly organized by the NCGE, NCAV, MLSP, local authorities and TV stations.
- A 20-minute television programme "Participatory and collaborative prevention from GBV" and the two TV ads advocating the LPGE are aired on TM HD television.

"HeForShe" movement is officially kicked off with the support of the UNFPA, UNDP and Unread Media on July 8 2018 at the State Palace of Mongolia with 800 attendees. Over 700 men in Mongolia have signed the #HeForShe pledge to be outspoken allies for women. The goal of HeforShe is to call everyone to team up and take action against negative stereotypes and behaviors for gender-equal

society. The word HeForShe literally means ‘Men for women’. Another goal of this movement is to end the one-sided view that gender equality is only women’s problem. Men, young men and boys encourage women in all environment - their families, schools, and work places - and view their own efforts are important.

The MLSP and the Secretariat of the NCGE conducted a workshop "Participation of Men in Social Development" and a debate-competition themed “Students and Youth Together Against Violence” and published a special issue of the "Gender Studies” magazine for wider public dissemination.

The goal 3 of the NPGE stipulates that gender mainstreaming through "gender equality education, conducting trainings, and public promotion and advocacy activities aiming at changing stereotypes about the roles of women and men in the society and their social participation" and 14 measures were planned and implemented in 2017. For instance, 14 credit hours of gender studies are in the curriculum of the School of Educational Studies of the Mongolian State University of Education. A "Life Skills Package Handbook" containing information on gender, prevention from GBV, sexual education and gender sensitive budgeting was used for training of 30 national trainers; a handbook for children with special needs and their parents was developed and distributed; a series of six films and manuals were developed on the topic "The most common violations of gender equality in secondary schools”.

UNFPA Mongolia supported the youth-led “#SexEd: Let’s talk about Sex!” campaign advocating for comprehensive sexuality education and raising awareness about sexual and reproductive health and GBV issues. The campaign reached 2,400 young people in schools, TVETs, and universities. Moreover, during the 16 days of Activism Against GBV, UNFPA Mongolia supported public campaign and advocacy projects including art exhibiting and the “16 days of blogging campaign” – in total, 3,500 people actively participated and 95,000 people were reached. The blogs, written by journalists, activists, and celebrities, were themed around the topic of consent, reaching more than 75,000 readers<sup>12</sup>.

UNICEF Mongolia advocated for innovative ways to improve water and sanitation in schools, kindergartens and dormitories. The consultation was widely covered by the media and served as both an opportunity and a tool for public education and a trigger for action. Recognizing the growing issue of adolescent mental and reproductive health, UNICEF Mongolia launched an Innovation Challenge, a new initiative designed to offer fresh ways to engage young people as the drivers of social change and raise awareness of key social issues. It resulted in a Hackathon, at which young people came up with 19 IT-based ideas to address these issues. Furthermore, UNICEF Mongolia supported 97 multi-disciplinary teams in the target areas to provide integrated child protection services to vulnerable children. In total, 1,253 professionals from sectors such as social work, health, education, welfare and the police were better able to apply the newly approved laws on crime, child protection and combating domestic violence. They work together to identify and assess child protection risks and collectively decide on the necessary action across various sectors<sup>13</sup>.

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<sup>12</sup> UNFPA Mongolia 2017 – Annual Report

<sup>13</sup> UNICEF Mongolia 2017 – Annual Report

**Question 16:**

What actions has your country taken in the last five years to prevent and respond to violence against women and girls facilitated by technology (online sexual harassment, online stalking, non-consensual sharing of intimate images)?

**Answer:**

- Introduced or strengthened legislation and regulatory provisions
- Implemented awareness raising initiatives targeting the general public and young women and men in educational settings
- Worked with technology providers to set and adhere to good business practices
- Other

In Mongolia, cybercrime has grown dramatically over the last five years. According to Police Department, a total of some 300 cyber-related cases, including child sexual abuse through the Internet, and creation of child pornography, have been registered across Mongolia in the first half of 2018<sup>14</sup>. Thus, the National Police Agency of Mongolia has initiated the following activities:

- The National Police Agency has launched a national campaign entitled “Unfriend” to protect children from cybercrimes and strengthen parental control over children’s social media usage. During the 20-day campaign, officials gave lectures on how to use social media effectively at more than 700 general education schools across the country. As a result of this event, more than 500 people made complains and requests to the Facebook Company and about 20 fake addresses have been deleted.
- Facebook is the most popular social network among Mongolians. According to data by the Mongolian government, there are over 1.5 mln users in the country. Almost 97 percent of the pupils in Ulaanbaatar and some 93 percent of rural pupils are active Facebook users. In 2018, the National Police Agency has met with representatives of the Facebook Asia Pacific to work on combating technology-based crimes.

**Question 17:**

What actions has your country taken in the last five years to address the portrayal of women and girls, discrimination and/or gender bias in the media?

**Answer:**

- Enacted, strengthened and enforced legal reforms to combat discrimination and/or gender bias in the media
- Introduced binding regulation for the media, including for advertising
- Supported the media industry to develop voluntary codes of conduct
- Provided training to media professionals to encourage the creation and use of non-stereotypical, balanced and diverse images of women and girls in the media
- Promoted the participation and leadership of women and girls in the media
- Established or strengthened consumer or gender-based discrimination/bias in the media
- Other

A training on “Incorporating Gender Equality Concept in Media Policy and Planning” was conducted for the Media Council members and the managers of media organizations and companies by the NCGE in 2018.

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<sup>14</sup> National Police Agency 2018

In 2016, the Press Institute of Mongolia and UNFPA Mongolia partnered to combat GBV by mentoring and training journalists. The year-long partnership focused on several activities to engage journalists and media, encouraging them only to be more aware of issues surrounding GBV but also to see themselves as agents of change who can build public awareness through sensitive, evocative and compelling story-telling. Activities included a journalism competition, the creation of a GBV focused media network, and a mentoring programme.

Also, the Press Institute of Mongolia conducted evaluation of the last three years` communications and public relations work on improving awareness and understanding about gender equality within the framework of the ADB supported "Gender Sensitive Development Policy and Planning in Sectors and Rural Areas" project. Based on the results of the evaluation, a three-month campaign with collaboration of media to change gender stereotypes is planned in 2018.

#### Question 18:

Has your country taken any action in the last five years specifically tailored to address violence against specific groups of women facing multiple forms of discrimination?

#### Answer:

There has not been any case registered in Mongolia in the last five years.

### PARTICIPATION, ACCOUNTABILITY AND GENDER-RESPONSIVE INSTITUTIONS

#### **Critical areas of concern:**

- G. Women in Power and Decision-making
- H. Institutional Mechanisms for the Advancement of Women
- I. Human Rights of Women
- J. Women and the Media
- L. The Girl Child

#### Question 19:

What actions and measures has your country taken in the last five years to promote women's participation in public life and decision-making?

#### Answer:

- Reformed constitution, laws and regulations that promote women's participation in politics, especially at decision-making level, including electoral system reform, adoption of temporary special measures, such as quotas, reserved seats, benchmarks and targets
- Implemented capacity building, skills development and other measures
- Encouraged the participation of minority and young women, including through sensitization and mentorship programmes
- Provided opportunities for mentorship, training in leadership, decision-making, public speaking, self-assertion, political campaigning
- Taken measures to prevent, investigate, prosecute and punish violence against women in politics
- Collected and analysed data on women's political participation, including in appointed and elected positions
- Other

In terms of political empowerment, Mongolia was ranked in the 107<sup>th</sup> place from among 144 countries, according to the World Gender Report 2017 of the World Economic Forum. The 2016 witnessed a historically highest percentage of women elected to the Parliament to 17.1 percent, however, this



accomplishment is still lower than the global average (23.7 percent in 2017) and also the average showing in the East Asia-Pacific region (19.7 percent in 2017).

The NCGE, NGOs and international agencies in the last 16 years have been constantly carrying out promotional activities to change the stereotype notion about gender in the society regarding women's participation in politics, thanks to which political parties and coalitions succeeded in including in the Law on Elections to the Parliament of Mongolia the minimum quota (20 percent) for women eligible for nomination by them. There is no denying that this kind of persistency emboldened the women and consequently, the share of women being nominated to the Parliament had gone up. Immediately after the adoption of the LPGE for the first time a woman candidate (N. Udval) entered in the 2013 Presidential election, which was no doubt the result of the above effort as well as the impact of the 2011 LPGE.

Changes and amendments were made to the Law on Elections in 2016, which pointed out that at least 20 percent of candidates nominated by a party or coalition shall be represented by one gender (Article 126.2.), which is consonant with the substance and the spirit of the LPGE.

The 2016 local elections show that 26.7 percent of members of the *aimag*, *soum*, capital city and district Citizen's Representative Khurals (CRKh), 27.8 percent of the presidium members, and 13.8 percent of the chairpersons (speakers) of the local parliaments were women. But there is not a single woman who has ever served as the Governor of the *aimag* or Ulaanbaatar city mayor or chairperson of the CRKh.

The provision (10.1.2) in the LPGE to the effect that "Representation of any one sex in decision-making positions in public administration shall not be less than 15 percent among state secretaries and heads of agencies, 30 percent among heads of department in ministries and agencies" was designed at ensuring gender parity at the central public administrative level. Since 2012, the percentage share of women as top-level executives at state administrative institutions grew gradually to reach 24 percent in 2017. The percentage share of women holding managerial functions in the state administration was 28.9 percent in 2012, which changed and decreased to 25.8 percent in 2016 following structural changes and job cutting in the Government. However, since 2016, the share of women has been increasing and today 38.7 percent of all managerial officers are women.

The fact that state administrative system, its structure and organizational set up are changing constantly once every 4 years after the elections and executive officers are being given political appointment are becoming a barrier to women to be promoted to executive positions and to ensure their stable functioning. However, the introduction of a "merit" system in selection, appointment, dismissal, performance assessment, promotion, and rewards and incentives for civil servants, as outlined in the Law on Civil Service (2017), which came into force as of 1 January 2019, has given hopes that women are now getting a better opportunity to be promoted to top executive levels of government office.

A National Conference entitled "Development and Participation of Women", held in 2015, touched upon issues of women's civic participation at the decision making level. At the conclusion of the Conference, the attendees issued an appeal addressed to Parliament, government, and political parties.

The National Forum on “Women’s Participation in Decision-making Level” was held in 2016. The forum brought together 529 people representing female leaders from throughout the country, including 338 women from rural areas, nine female MPs, representatives from academia, and 123 women from civil society organizations. The objective of the forum was to inform female leaders about the election process and to raise awareness about the importance of participating in elections in order to ensure more balanced representation in decision-making bodies. The SDC-funded project “Capacity Strengthening of Local Self-Governing Bodies” implemented by UNDP organized the forum in collaboration with the Parliament Secretariat, the Women’s Caucus of the Parliament, the International Republic Institute and the Government of Canada (Global Affairs Canada).

**Question 20:**

What actions has your country taken in the last five years to increase women’s access to expression and participation in decision-making in the media, including through information and communication technologies (ICT)?

**Answer:**

- Strengthened the provision of formal and technical vocational education and training (TVET) in media and ICTs, including in areas of management and leadership
- Taken measures to enhance access, affordability and use of ICTs for women and girls (e.g. free Wi-Fi hubs, community technology centres)
- Introduced regulations to advance equal pay, retention and career advancement of women within the media and ICT field
- Collaborated with employers in the media and ICT field to improve internal policies and hiring practices on a voluntary basis
- Provided support to women’s media networks and organizations
- Other

According to labour market statistics by the NSO, in 2018 there were 15,176 people working in the ICT sector, of which 5,519 (36.4%) were female. Most of them work in non-technical roles such as administration or customer relations. As an example, in the leading IT company in Mongolia with over 250 employees, women comprise 33 percent of its workforce but only 10 percent of females work in technical positions, while 57 percent of males work in technical positions. There are no existing statistics on exactly how many women are working in ICT or technical-related roles in Mongolia. Looking at these statistics from the MOECSS, during the academic year of 2016-2017, there were 157,138 students (58.2% of them were female) studying at tertiary institutions, of which 4,171 students (28.5% of them were female) were majoring in ICT.

International Girls in ICT Day is celebrated every year on the fourth Thursday of April throughout the member states of ITU. On 26 April 2018, on the occasion of “Girls in ICT day”, Communications and Information Technology Authority of Mongolia (CITA) and Communications Regulatory Committee (CRC) jointly organized “International Girls in ICT Day” at School of Information and Telecommunication Technology of Mongolian University of Science and Technology. Accordingly, representatives of women’s leadership in ICT industry were invited and shared their work experiences with the female students studying in information and telecommunication engineering field. This event was a great opportunity for students to hear from women in the industry, and get involved in workshops and demonstrations.

**Question 21:**

Do you track the proportion of the national budget that is invested in the promotion of gender equality and the empowerment of women (gender-responsive budgeting)?

**Answer:**

We do not track the proportion of the national budget that is invested in the promotion of gender equality and the empowerment of women (gender-responsive budgeting).

The MOF is implementing a Gender Strategy for organizations and agencies under the authority of the Minister of Finance of Mongolia 2016-2024. The following two objectives in relation to GRB under gender strategy implementation:

- Build capacities of the MOF, General Authorities of Customs and Taxation to conduct gender analysis for GRB policy planning processes; and
- Introduce GRB methodology in the budgetary processes under the authority of the MOF and some budget administrators.

Training on the GRB has been conducted, related information being shared with employees of the MOF and relevant guidelines are being integrated into the civil servants' training packages with assistance of partnering stakeholders. One of compelling development needs of the MOF's leadership in creating an enabling legal and policy environment for GRB is to conduct systematic surveys and pilot actions beginning from primary units throughout its all organizations and agencies in order to introduce GRB methodology in the local, organizations as well as integrated state budgetary processes.

**Question 22:**

As a donor country, does you track the proportion of official development assistance (ODA) that is invested in the promotion of gender equality and the empowerment of women (gender-responsive budgeting)?

**Answer:**

Mongolia is not a donor country. The country usually receives the official development assistance that is invested in the promotion of gender equality and the empowerment of women from UNFPA, UNICEF, ADB, WB, and other donor organizations.

**Question 23:**

Does your country have a valid national strategies or action plan for gender equality?

**Answer:**

Yes. The National Programme on Gender Equality was approved the Government of Mongolia in 2017. The goal of this programme is to provide support to the gender-responsive policy and planning processes required to reach the SDGs and to implement the LPGE. This programme does so by promoting comprehensive measures to eliminate gender-based stereotypes among the public and by ensuring gender equality in political, economic, social, cultural, and family spheres. The programme will be implemented from 2017-2021.

The programme has the following objectives: (1) provide support to equal participation in the sustainable socio-economic development processes and increase opportunities so that both women

and men can benefit equally from development gains; (2) foster gender-responsive policy, planning and budgeting processes at national, sector, local and organizational levels; (3) raise awareness and promote advocacy in support of gender education among the general public on women and men's role and participation in their families and society, with the objective to change gender stereotypes nationally; (4) improve gender-responsive structures and mechanisms at national, sector, local, and organizational levels, and strengthen relevant capacities; (5) develop comprehensive and systematic preventive and care services that advance the elimination of GBV and discrimination, and (6) encourage women's participation in politics and decision-making and improve their leadership skills and opportunities.

The NPGE is developed to make a worthy contribution to the implementation of the SDGs 2030. In particular, it will help fulfil its Goal 5 on achieving gender equality and empowerment all women and girls. Further, this programme is critical in promoting gender equality in social development and progress by creating a favourable environment for equal access from social wealth, meeting the objectives of Mongolia's SDG Vision 2030 as well as the Government Action Programme 2016-2020.

Activities outlined under the programme shall be carried out by mobilizing financial resources from the following sources: (i) national and local budgets; (ii) loan, grants, funding of projects, programmes by international organization and donor countries; (iii) donations and financial support provided by public institutions, NGOs, the private sector, and individuals, and (iv) other financial sources.

The Action Plan on the Implementation of the National Programme 2017-2021 was approved by the Government of Mongolia in 2017.

In 2019, a budget of 706.8 million MNT (approx. 282.7 thousand US\$) is approved for the implementation of the National Programme, including expenses of the NCGE Secretariat Office.

**Question 24:**

Does your country have an action plan and timeline for implementation of the recommendations of the Committee on the Elimination of Discrimination against Women (if a State party), or of the recommendations of the Universal Periodic Review or other United Nations human rights mechanisms that address gender inequality/discrimination against women?

**Answer:**

Mongolia demonstrates a very good of compliance with its reporting obligations under the treaty monitoring bodies. The Government of Mongolia submits its periodic report every four years. The CEDAW Committee reviewed Mongolia's first report in 1982, second in 1986, third and fourth in 1999, fifth to seventh in 2008, and eighth and ninth reports in 2016. And also the Committee requested the State party to provide, within two years, a written information on the steps taken to implement the recommendations.

As cross-sectorial collaboration and partnership between state and non-state actors are essential in the implementation of the Committee recommendations, a cross-sectorial working group was established by Order №A/241 of the Minister of LSP including 17 representatives from government and 9 from NGOs'. In 2017, the Government of Mongolia adopted the NPGE and Action Plan that both reflect specific measures according to the recommendations of the CEDAW Committee.

In 2016, the Government of Mongolia adopted a National Action Plan on the Implementation of the Universal Periodic Review (UPR) Recommendations (UPR Action Plan 2016-2019). While there has been little progress in terms of implementation of this National Action Plan, the Government has

sought assistance from the United Nations Office of the Higher Commissioner for Human Rights for technical cooperation.

**Question 25:**

Is there a national human rights institution in your country?

**Answer:**

In 2000, the Law of the National Human Rights Commission of Mongolia (NHRCM) was adopted. Following the adoption of this law, a national human rights institution was established in Mongolia. The law comprises of 6 chapters and 26 articles and provides the operational principles, structure, organization, and mandate of the Commission. According to Article 3.1 of the Law, the Commission is an institution mandated with the promotion and protection of human rights and freedoms, provided for in the Constitution of Mongolia, Mongolian laws and international treaties to which Mongolia is a party. The NHRCM is granted "A" status by the International Coordinating Committee of National Institutions for the Promotion and Protection of Human Rights (ICC) (indicating full compliance with the Paris Principles) and was admitted as a full member institution at the Asia Pacific Forum of National Human Rights Institutions (APF) in 2001. The NHRCM has three full-time commissioners.

The NHRCM produces the Annual Human Rights Status Report that based on the results of inquiries and studies the Commission conducted, individual complaints lodged to the Commission, implementation of the demands and recommendations of the Commissioners, studies and surveys of civil society and that other institutions undertook, and information the government organizations delivered to the Commission.

According to the LPGE, the NHRCM "shall receive and resolve complaint on gender discrimination" and "shall report every two years to the Parliament on the implementation of the gender equality legislation and resolution of gender discrimination complaints".

Within its power the NHRCM has included Issues of rights of women and children arising from domestic violence and gender equality issues in labour relations in its "13<sup>th</sup> Status Report on Human Rights and Freedoms in Mongolia" submitted to the Parliament.

The "16<sup>th</sup> Status Report on Human Rights and Freedoms in Mongolia" includes the chapter comprises of information on implementation of functions of relevant state organizations under the LPGE, their achievements and urgent issues based on analysis into and assessment on current status of national system for the promotion of gender equality, reports, information and studies delivered by relevant government organizations and outcomes of handling of complaints lodged to the Commission. It provides the detailed analysis on status, achievement, concerning issues of implementation of the LPGE taken from 61 duty bearer government organizations. The analysis found that implementation of their duties and responsibilities is inadequate. Government organizations should lead policy on gender equality, however, as there are no stable structure and qualified specialists with relevant knowledge, information and practices concerning gender issues, which overall makes insufficient the implementation of the Law. Delivering and submitting reports mostly limit main activities of duty bearers. Advanced policy duties such as analysis, assessment, policy planning, budget planning is not realized. Therefore, it is appropriate to perform activities such as suggestion of gender sensitive policy and activity, giving professional consultation at initial stage of the development for their implementation of their duty. From the analysis, duty bearer organizations in scope of their obligation

stipulated in the Law, have rarely performed activities on self-initiative (excluding activities performed on initiation of project and program by international organizations). This shows clearly, that, as a duty bearer government organization does not give importance to the gender issues and lacks initiative to perform their obligated duties.

In 2015 and 2016 the NHRCM received 22 complaints on gender discrimination, which is only 1.9 percent from the total amount of complaints received by the Commission. After the recipient and acceptance of complaint on gender discrimination the Commissioner shall “take explanations in writing from the Complainant and relevant business entities, organizations, officials or individuals” and “obtain without any charge the necessary evidence, official documents and information from organizations and/or officials, and to get acquainted with them on the spot”. Besides issuing “Demand” or/and “Recommendation” to relevant organizations and their officials to hold accountable offenders, the NHRCM also requires employers to take following measures: (a) to elaborate preventive training programs on gender discrimination with follow-up trainings and re-trainings, inform public about results and outcomes; (b) to create an environment preventing from sexual harassment in the workplace with zero tolerance to it; (c) to create friendly environment for complainant after his/her reinstatement; (d) to ensure the safety and normal working conditions for employees, who cooperated with the NHRCM during investigation of complaint by providing explanation as an external, independent party, and (e) to include provisions on preventing sexual harassment in the workplace and provision to resolve any complaints related to sexual harassment in the workplace into internal regulations of the organization.

During inquiries and visits to public and private organizations, the NHRCM examines the implementation of the Article 11.4 of the LPGE. During the examination the NHRCM examines whether any regulations on prevention of sexual harassment has been implemented, does this organization created sexual harassment intolerable environment, has there any offense been registered and what was its solution.

The NHRCM conducts advocacy and promotion activities, as well as trainings on gender equality to officials of state organizations on regular basis. The Commission has developed and published training manual on “Gender and Human Rights” and carries out trainings for civil servants in 21 aimags during its “Human Rights Open Day” campaigns. For the last two years (2015, 2016), the NHRCM has provided 98 hours of trainings to 1,324 civil servants and law enforcement officials on gender equality, sexual harassment in the workplace and domestic violence.

## PEACEFUL AND INCLUSIVE SOCIETIES

### **Critical areas of concern:**

- E. Women and Armed Conflict
- I. Human Rights of Women
- L. The Girl Child

### **Question 26:**

What actions has your country taken in the last five years to build and sustain peace, promote peaceful and inclusive societies for sustainable development and implement the women, peace and security agenda?

**Answer:**

- Adopted and/or implemented a National Action Plan on women, peace and security
- Integrated women, peace and security commitments into key national and inter-ministerial policy, planning and monitoring frameworks
- Used communication strategies, including social media, to increase awareness of the women, peace and security agenda
- Increased budgetary allocations for the implementation of the women, peace and security agenda
- Taken steps to reduce excessive military expenditures and/or control the availability of armaments
- Re-allocated funds from military spending to social and economic development, including for gender equality and the empowerment of women
- Supported inclusive and gender-sensitive conflict analysis, early warning and prevention mechanisms
- Other

Mongolia signed the Arms Trade Treaty (ATT) in 2013 but did not ratify it. In 2017, \$83 mln was spent by Mongolia on its military. Currently, Mongolia does not have a National Action Plan for the implementation of UNs Security Council Resolution 1325.

At this reporting time, Mongolia does not have statements on women, peace and security issues.

**Question 27:**

What actions has your country taken in the last five years to increase the leadership, representation and participation of women in conflict prevention, resolution, peacebuilding, humanitarian action and crisis response, at decision-making levels in situations of armed and other conflicts, and in fragile or crisis settings?

**Answer:**

- Promoted and supported women's meaningful participation in peace process and the implementation of peace agreements
- Promoted equal participation of women in humanitarian and crisis response activities at all levels, particularly at the decision-making level
- Integrated a gender perspective in the prevention and resolution of armed or other conflict
- Integrated a gender perspective in humanitarian action and crisis response
- Protected civil society spaces and women's human rights defenders
- Other

As part of an ongoing international effort to increase women's participation in the security sector, security professionals from the Asia-Pacific region gathered in Ulaanbaatar, Mongolia in 2018<sup>15</sup>. The Daniel K. Inouye Asia-Pacific Centre for Security Studies and the Mongolian Institute for Strategic Studies co-hosted the event. Fifty-five participants from the Asia-Pacific region represented military, law enforcement, and civilian government agencies. Participants — 23 men and 32 women — hailed from 14 countries and regions to include Bangladesh, Sri Lanka, Nepal, Burma, Indonesia, the Philippines, Vietnam, Taiwan, Japan, Mongolia, the Federated States of Micronesia, Palau, Papua New Guinea, and the United States (Guam).

<sup>15</sup> <https://apcss.org/mongolia-workshop-focuses-on-increasing-womens-roles-in-security-processes-policy/>

Titled “Addressing Institutional Impediments to Inclusion in the Security Sector,” the workshop enabled participants to evaluate case studies from the region, analyse remaining hurdles to inclusion and craft recommended courses of action.

Participants committed to specific actions at the national, regional and individual levels, including:

- Developing national action plans;
- Creating inclusive policies and building regional networks;
- Initiating a regional research project to address data gaps to guide inclusion policies;
- Establishing regional norms for inclusion of women in the security sector;
- Considering the “repositioning” of culture to support inclusion; and
- Establishing or strengthening women’s networking organizations in the security sector.

**Question 28:**

What actions has your country taken in the last five years to enhance judicial and non-judicial accountability for violations of international humanitarian law and violations of the human rights of women and girls in situations of armed and other conflicts or humanitarian action and crisis response?

**Answer:**

- Implemented legal and policy reform to redress and prevent violations of the rights of women and girls
- Strengthened institutional capacities, including of the justice system and transitional justice mechanisms as applicable, during conflict and crisis response
- Strengthened capacity of security sector institutions on human rights and prevention of sexual and gender-based violence and sexual exploitation and abuse
- Increased access of conflict-affected, refugee or displaced women to violence prevention and protection services
- Taken measures to combat illicit arms trafficking
- Taken measures to combat the production, use of and trafficking in illicit drugs
- Taken measures to combat trafficking in women and children
- Other

Over the past five years, Mongolia is a source and destination country for men, women, and children subjected to forced labour and sex trafficking. Mongolian men, women, and children are subjected to forced labour in Turkey, Kazakhstan, Israel, Norway, and Sweden and to sex trafficking in South Korea, Japan, China, Hong Kong, Macau, Malaysia, Germany, Sweden, Belgium, Turkey, and the United States. Women and girls are subjected to sex trafficking in Mongolian massage parlours, hotels, bars, and karaoke clubs. Mongolian girls employed as contortionists—often under contractual agreements signed by their parents—are subjected to forced labour primarily in Mongolia and Turkey and less so in Hong Kong and Singapore. Women are subjected to domestic servitude or forced prostitution after entering into commercially brokered marriages to Chinese men and, with decreased frequency, South Korean men.

The Government of Mongolia increased law enforcement efforts. The government adopted the last of six implementing regulations required by the Law on Combating Human Trafficking 2012. The Article 113 of the Criminal Code prohibits all forms of human trafficking, defines trafficking in accordance with international law, and prescribes penalties of up to 15 years imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other serious crimes, such as rape.



In 2016, under Article 113, authorities investigated three potential trafficking cases, (14 in 2015), prosecuted 14 defendants (five in 2015), and convicted nine traffickers (eight in 2015)<sup>16</sup>.

In 2017, the Government enacted a new Criminal Code, Articles 12.3 and 13.1 of which criminalized labour and sex trafficking. Article 13.1 prescribed penalties of two to eight years imprisonment for adult trafficking and five to 12 years imprisonment for child trafficking; these penalties were sufficiently stringent and, with respect to sex trafficking, commensurate with those prescribed for other grave crimes, such as rape. In 2017, authorities investigated 12 potential trafficking cases (three in 2016) and prosecuted seven defendants (14 in 2016) under Article 13.1<sup>17</sup>.

The government-funded training courses for over 500 law enforcement officers and social workers on topics including human trafficking, child protection, and labour exploitation. The government also provided in-kind support, including trainers and a venue, for trainings aimed at NGOs, prosecutors, judges, and police, as well as social, health, education, and employment officers.

In 2018, IOM, the UN Migration Agency, in collaboration with the Consular Department of Mongolia's Ministry of Foreign Affairs, has organized a pre-departure training on human trafficking for 31 Mongolian consular officers. The training was designed to help the officers better understand the crime of trafficking in persons within a human rights framework – enabling them to identify victims and offer better protection to Mongolian nationals abroad. It will also help them to process suspect applications for Mongolian visas<sup>18</sup>.

NGOs provided the vast majority of protection services for victims, including long-term resources, without support from the government. Victims' services continued to be available principally at two shelters run by the Gender Equality Centre (GEC). In 2016, the GEC assisted a total of one potential labour and 43 potential sex trafficking victims, compared with 36 sex trafficking victims the previous year; 20 referrals originated from law enforcement agencies. All identified victims were female, and one was a child. Of the 44 potential victims assisted by the GEC, 22 chose to report their cases to law enforcement<sup>19</sup>.

National police agency investigators reported using an 11-question trafficking risk assessment checklist to identify victims proactively among vulnerable populations; however, NGOs indicated identification and referrals were not systematic but rather depended on the initiative of individual officers.

Mongolian authorities fined, arrested, and detained trafficking victims, including children, for crimes committed as a direct result of being subjected to trafficking during the reporting period. The government adopted implementing regulations for an Action plan for 2016-2024 on the protection and assistance of victims and witnesses. Mongolian officials maintained operation of a private victim and witness room at the First District First Instance Criminal Court in Ulaanbaatar. The government assisted in the repatriation of four Mongolian trafficking victims from China in 2016.

With the financial support from Mongolian Women's Fund, the Social Services and Work Evaluation Centre NGO has successfully implemented "Girls' and Women's Rights Defenders" a four-months

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<sup>16</sup> US. Department of State, 2018. "Trafficking in Persons Report 2017".

<sup>17</sup> US. Department of State, 2019. "Trafficking in Persons Report 2018".

<sup>18</sup> IOM Mongolia, 2018

<sup>19</sup> Gender Equality Center of Mongolia, 2017.

training and capacity building programme started in February 2018<sup>20</sup>. The programme aims to contribute to the reduction of gender-based discrimination against girls and women. 25 young people – students from Mongolian National Education University, the Mongolian University of Science and Technology, the National University of Mongolia, the National University of Medical Science, the University of Law and Jurisdiction, participated in the programme, during which they identified most pressing social issues, and increased their awareness of gender and human rights. They have also initiated and implemented community-based micro-impact projects. Students who participated in the program underwent training on topics of: (a) What are the social problems; (b) Gender Equality; (c) Gender stereotypes and Human rights approach; (d) Standards of academic research; (e) How to prepare and present the paper; (f) Action based research on gender equality, and (g) Fundraising. Besides classroom-based awareness training in the areas mentioned above, the Centre organized study tours to local NGOs and civil society groups working on the elimination of violence and other issues related to women’s rights violations. Moreover, participants strived to tackle issues that violate the rights of girls and women in society, these include poverty women with multiple disadvantages face, discrimination of LGBTIs, workplace sexual harassment, and reproductive rights for adolescent girls. At the end of the programme, participants organized into a youth club and called it “Girls’ and Women’s Rights Defenders” to join forces with local organizations in the protection of girls’ and women’s rights.

#### Question 29:

What actions has your country taken in the last five years to eliminate discrimination against and violations of the rights of the girl child?

#### Answer:

- Taken measures to combat negative social norms and practices and increased awareness of the needs and violations of the rights of the girls child
- Strengthened girls’ access to quality education, skills development and training
- Tackled disadvantages in health outcomes due to malnutrition, early childbearing (e.g. anaemia) and exposure to HIV/AIDS and other sexually transmitted diseases
- Implemented policies and programmes to reduce and eradicate child, early and forced marriage
- Implemented policies and programmes to eliminate violence against girls, including physical and sexual violence and harmful practices
- Implemented policies and programmes to eradicate child labour and excessive levels of unpaid care and domestic work undertaken by girl children
- Promoted girls’ awareness of and participation on social, economic and political life
- Other

The Parliament of Mongolia passes the Law on Child Protection in 2016. It makes a significant step towards fulfilling every child’s right to protection and with the overall aim to strengthen comprehensive child protection systems to respond to risks and vulnerabilities of children to violence, abuse, neglect and exploitation. The legislation clearly defines the principles of protecting children, in particular, the principle of the best interests of the child that should be given a primary consideration when taking any decision concerning children. It prohibits all forms of violence, exploitation, neglect and abuse in all settings including at home, online and in other settings. Further, this legislation identifies the people required by law to report harm or suspected harm to a child. By implementing this legislation, continuum of child protection services will be provided to children who

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<sup>20</sup> *Mongolian Women’s Fund, 2018*

have been harmed, or are at risk of harm. The legislation clarifies the roles and responsibilities of the concerned parties. This is an important provision. Families have the primary responsibility for the upbringing, protection and development of their children. But if they are unable or unwilling to protect them, the child shall be taken care by the State. The legislation aims to address new risks that are emerging. One of them is on-line abuse of children. Children's access to internet in Mongolia is growing in both urban areas and rural areas. The use of mobile phones by children has increased dramatically, and children are using their mobile phones to access the Internet virtually anywhere they go. While the internet provides an important avenue for children to learn, connect, and express their views it also creates risks of exposure to cyberbullying, grooming, sexual abuse and exploitation, and emotional abuse.

With regard to violence against children, the serious measures were being taken by the Government to address this phenomenon, including the revision of the Law on Domestic Violence in 2016 which clarified the rights and obligations of each stakeholder so that coordinated efforts in child protection would be facilitated. All violence against children was subject to the administrative code and the criminal code. The revised Criminal Code 2016, introduced a new chapter which criminalized corporal and psychological violence against children.

The Ministry of Justice and Home Affairs had conducted a number of successful training sessions to introduce the new law on domestic violence among the population, the police and other institutions. In 2017, some 1,500 social workers had been trained in the implementation of the law on domestic violence, and activities to raise awareness had been conducted among the educational staff. Some 480 local child right working groups, headed by the district governors and composed of social workers and the police, operated throughout the country and were also involved in raising awareness about the law on domestic violence.

The Action Plan 2016-2020 contained important provisions for the protection of children, who were a population group to which the Government attached the greatest attention. The plan of action included the commitment to establish a child protection system, measures to ensure that children with disabilities enjoyed the same protection as other children, and called for the development of legislation, including the amendment of the Pre-school Education Law and the revision of the Family Code.

The Government has established a child-friendly complaint system, including the 24/7 child helpline which received 15,000 calls per month and provided necessary information and advice on child protection.

## ENVIRONMENTAL CONSERVATION, PROTECTION AND REHABILITATION

### **Critical areas of concern:**

- I. Human Rights of Women
- K. Women and the Environment
- L. The Girl Child

### **Question 30:**

What actions has your country taken in the last five years to integrate gender perspectives and concerns into environmental policies?

**Answer:**

- Supported women's participation and leadership in environmental and natural resource management and governance
- Strengthened evidence and/or raised awareness about gender-specific environmental and health hazards (e.g. consumer products, technologies, industrial pollution)
- Increased women's access to and control over land, water, energy, and other natural resources
- Promoted the education of women and girls in science, engineering, technology and other disciplines relating to the natural environment
- Enhanced women's access to sustainable time-and labour-saving infrastructure (e.g. access to clean water and energy) and climate-smart agricultural technology
- Taken measures to protect and preserve the knowledge and practices of women in indigenous and local communities related to traditional medicines, biodiversity and conservation techniques
- Taken steps to ensure that women benefit equally from decent jobs in the green economy
- Monitored and evaluated the impact of environmental policies and sustainable infrastructure projects on women and girls
- Other

Mongolia has committed to a low carbon pathway through development of the following policies: (a) Climate Change; (b) Green Development Strategy 2015, and (c) Sustainable Development Vision.

In 2014, the Ministry of Environment and Tourism (MET) adopted the very first sectoral gender strategy in Mongolia, called Environmental Sector Gender Strategy (2014-2030). The Strategy aims to provide support to the Green Development Agenda of Mongolia based on different needs of women and men by ensuring equal opportunities for participation and equal access to benefits in environmental sector. The strategy is designed to serve as a guiding framework for partners and key stakeholders to work together to reach a common understanding on gender equality framework, build necessary capacities on gender analysis as well as conduct gender-specific research.

In 2016, Mongolia became a partner country of the United Nations Initiative on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD Programme). With support from the UN-REDD Mongolia National Programme, the following three Technical Working Groups (TWG) have been established:

- TWG on REDD+ National Strategy and Policies (RNSP): During the Roadmap implementation phase, it is responsible for: harmonizing national policies, laws and plans with REDD+; developing governance and social and environmental safeguards; identifying drivers of deforestation and degradation, and; formulating the REDD+ Strategy; and creating a transparent and equitable framework to manage REDD+ support.
- TWG on Forest Reference Level and the National Forest Monitoring System (FRL & NFMS): During the Roadmap implementation phase, it is responsible for: proposing methodologies for the development of FRELs/FRLs and for conducting pilot demonstrations; responsible for providing technical support to the designing and piloting the national forest monitoring system.
- TWG on Safeguard Information System (SIS): During the Roadmap implementation phase, it is responsible for: preparing and implementing a gender responsive Consultation and Communication Plan. This ensures that REDD+ is implemented with effective stakeholder engagement and in accordance with the principle of Free, Prior and Informed Consent (FPIC). This TWG will also be responsible for supporting the work of the CSO/LC Forum and its members.

The Mongolian Green Credit Fund (MGCF), “Private sector initiative for a public purpose” type fund, will help the Government of Mongolia to achieve the targets set in the National Green Development Policy and its declared Nationally Determined Contributions. The goals for the MGCF program are to i) provide medium and long-term credit resources, ii) provide lower cost credit resources so as to lower interest rate to the end-borrowers, iii) offer a risk sharing facility to participating banks, and iv) support project pipeline development. Ultimately, the MGCF will also contribute to wider access to finance for segments of the economy that are under addressed, resulting in a healthier and sustainable environment, the creation of employment opportunities and a wider diversification of the economy.

The Mongolian Bank Association (MBA) along with other key stakeholders such as Ministry of Environment and Tourism (MET), IFC and FMO, worked to introduce green and inclusive lending practices and strategies in the Mongolian banking sector that resulted in the launch of the Mongolian Sustainable Finance Principles and Sector guidelines (mining, manufacturing, construction, agriculture) in January 2015.

In 2015, MBA in cooperation with XAC bank, MET, the Bank of Mongolia (BoM), Ulaanbaatar City Mayor’s office, the National Chamber of Commerce and Industry (MNCCI), IFC, FMO, UNEP-FI and PAGE jointly organized the 3rd Mongolian Sustainable Finance Forum 2015 in Ulaanbaatar. Discussions during the Forum focused on the implementation progress of the Mongolian Sustainable Finance Principles and also aimed to initiate discussions on (1) how the private and public sector could collaborate on developing a green financing framework to support green growth in Mongolia and to invest in clean, green and environmentally friendly projects, and (2) to discuss a collaborative approach to enhance the implementation of sustainable finance and green economy in Mongolia in the coming years. As a result of Sustainable Forum, GGGI had an initial discussion with IFC to support MBA to develop the Green Credit Fund.

GGGI supported to developed a detailed MGCF Business Plan proposing the fund’s legal status and operational structure. Pipeline project development are ongoing i) energy efficiency targeting 15 Designated Entities identified under the Law on Energy Conservation ii) selected sub-sector assessment and pipeline project development under GCF Readiness program. Readiness and Preparatory Program was approved by Green Climate Fund to work on market demand assessment and pipeline project development of (i) energy efficiency heating and small-scale renewable energy in Ger district, (ii) green and affordable housing and (iii) urban sanitation and waste management from September 2017 for 12months. GGGI keeps working on this readiness activities with a view to incorporate the MGCF and start full operations by Q3 2018. As for fund establishment/launching, Memorandum of Understanding on MGCF establishment was signed among MOF, MET, MBA and GGGI at the Mongolian Sustainable Finance Forum in September 2017. Consequently, the first MGCF steering committee was held in November 2017 among MOF, MET, MBA, GCF and GGGI to finalize a fund structure and government initial contribution. In December 2017, XAC Bank agreed to become to Accredited

Entity to request funding to GCF. In Q1 2018, GGGI leads to complete Funding Proposal to submit to GCF via XAC bank. Final launching of the Fund is expected in Q3 2018<sup>21</sup>.

**Question 31:**

What actions has your country taken in the last five years to integrate gender perspectives into policies and programmes for disaster risk reduction, climate resilience and mitigation?

**Answer:**

- Supported women's participation and leadership, including those affected by disasters, in disaster risk reduction, climate resilience and mitigation policies, programmes and projects
- Strengthened evidence base and raised awareness about the disproportionate vulnerability of women and girls to the impact of environmental degradation and disasters
- Promoted access of women in situations of disaster to services such as relief payments, disaster insurance and compensation
- Introduced or strengthened and implemented gender-responsive laws and policies related to disaster risk reduction, climate resilience and mitigation (e.g. disaster laws addressing vulnerability of women in disaster)

Mongolia has not taken any specific actions to integrate gender perspectives into policies and programmes for disaster risk reduction, climate resilience and mitigation in the last five years. However, the following legislations and policies/strategies has been approved and implemented:

The Government of Mongolia has progressively developed a legal framework and plans for disaster management designed to build the country's capabilities and capacities. The Law on Disaster Protection 2003 has been amended in 2017. The amended Law is implemented through a number of implementing resolutions which are currently under development. The new law ushers in a new "proactive" approach to risk management, moving from a response driven model to one with higher priority on risk reduction and preparedness.

In 2011, the Parliament of Mongolia approved the National Action Program on Climate Change (NAPCC). The NAPCC aims to concentrate on climate change challenges. The NAPCC seeks to safeguard environmental sustainability, development of socio-economic sectors adapted to climate change, decreased vulnerabilities and risks, and mitigation of greenhouse gas emissions, as well as encouraging economic effectiveness and the application of green growth policies.

The Sendai Framework Resilience Action Planning Workshop was held in Mongolia in 2016. The Workshop focused on improved understanding of Mongolian authorities on the elements of the Sendai Framework and further advancement of Mongolian authorities to identify the necessary actions for implementation through involvement in the 'Making Cities Resilient Global Campaign'. A total of nine Mongolian aimags participated in the workshop including; Umnugobi, Dundgobi, Gobisumber, Dornodgobi, Dornod, Sukhbaatar, Khentii, Uvurkhangai, and Bayankhongor.

The National Emergency Management Agency (NEMA), UNISDR Office for Northeast Asia and Global Education and the Training Institute for DRR at Incheon conducted a training in Ulaanbaatar, Mongolia in 2018. The training offered various modules on; the 'Making Cities Resilient Global Campaign' and how its methods may be implemented to enhance local resilience to disasters. Additionally, the

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<sup>21</sup> <http://gqgi.org/project/mongolian-green-credit-fund-mqcf/>

training focused on capacity development of government officials on utilizing the Disaster Resilience Scorecard.

Mongolia's Public Awareness Program on Disaster Risk Reduction 2013-2015 was developed with the primary objective of increasing the general public's knowledge of Disaster Risk Reduction (DRR). The program aimed to create a shared philosophy of living safer through risk reduction.

NEMA held training in 2018, "Capacity Building for dzud, Forest and Steppe Fire Fighting Fund" funded by ADB. The training focused on disaster risk assessments and the methodology for developing a work plan. Over 400 people participated in the training. As part of the training, State Inspectors of Fire Extinguishers trained participants about forest and steppe fire prevention measures.

In 2018, NEMA, Asian Disaster Preparedness Center (ADPC) and the Thai Public Broadcasting Service (ThaiPBS) conducted media training with 80 Mongolian journalists. The media training delivered technical knowledge and hands-on skills on incorporating disaster preparedness and mitigation education into their communities. The training focused on preparing journalists to report on newsworthy stories on how communities are building resilience against disasters in Mongolia<sup>22</sup>.

Asian Ministerial Conference on Disaster Risk Reduction<sup>23</sup> was held in Ulaanbaatar on 3-6 July 2018. From the Conference, Ulaanbaatar Declaration has been committed and the Action Plan 2018-2020 was approved by the participants. The Action Plan builds on the previous plan, taking into account the progress realized in the achievement of the milestones, and recommends actions to advance implementation of the Asia Regional Plan, with a specific focus on target (e) of the Sendai Framework that calls for development of national and local disaster risk reduction strategies. The Conference had had a thematic event on gender and inclusiveness of disaster risk reduction actions. Disasters affect different people in different ways, largely because people differ in their vulnerabilities and capacities. Certain groups, including, but not limited to, the poor, women, children, persons with disabilities and older persons, are disproportionately impacted by disasters. At the same time, these individuals and groups have unique knowledge and skills to contribute to reducing the interconnected risks they face and hence act as agents of change. This thematic event brings together examples of demonstrated reduction in disaster impact through the active engagement of these diverse groups.

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<sup>22</sup> Centre for Excellence in Disaster Management & Humanitarian Assistance, 2018. "Mongolia: Disaster Management Reference Handbook".

<sup>23</sup> <https://www.unisdr.org/conference/2018/amcdr>

## **SECTION THREE: NATIONAL INSTITUTIONS AND PROCESSES**

### **Question 32:**

What is your country's current national machinery for gender equality and the empowerment of women? Please name it and describe its location within Government.

### **Answer:**

The main agency charged with monitoring the implementation of the LPGE on the ground is the National Committee on Gender Equality (NCGE). The Committee was established under the Prime Minister Cabinet in 2005 and comprises 26 members, including key Ministers and representatives from the private sector and civil society as follows:

#### **Chair**

- Prime Minister of Mongolia

#### **Deputy Chair**

- Minister of Labour and Social Protection

#### **Members:**

- Chairman of the General Election Committee (as consulted);
- Chairperson of the National Statistics Office (as consulted);
- Commissioner, National Human Rights Commission (as consulted);
- State Secretary, Ministry of Environment and Tourism;
- State Secretary, Ministry of Defence;
- State Secretary, Ministry of Foreign Affairs;
- State Secretary, Ministry of Finance;
- State Secretary, Ministry of Justice and Interior Affairs;
- State Secretary, Ministry of Education, Culture, Science and Sport;
- State Secretary, Ministry of Health;
- Deputy Mayor of Ulaanbaatar in charge of the Green Development and Air Pollution Affairs;
- President, Mongolian Women's Federation (as agreed);
- President, Mongolian Men's Association (as agreed);
- Head, Development Policy Department, Confederation of Mongolian Trade Unions; (as agreed);
- Head, "Gal Golomt" Movement; (as agreed);
- Head, Social Democracy-Mongolian Women's Association (as agreed);
- Head, Civil Will Women's Association (as agreed);
- President, Confederation of Mongolian Journalists (as agreed);
- Coordinator of Reproductive Health Rights Network (as agreed);
- Executive Director, Press Institute (as agreed);
- Executive Director, Independent Research Institute of Mongolia (as agreed);
- Coordinator, MONFEMNET Network (as agreed);

#### **Secretary**

- Head of the Secretariat, National Committee on Gender Equality.

The Prime Minister heads the NCGE and supervise the operation of the Committee. The NCGE has a Secretariat - and subcommittees in Ulaanbaatar, its districts, and all aimags. The Committee also has sub-councils in all ministries and in each district's Governor's Administrative Office. Various gender focal points have also been appointed.

The NCGE Secretariat has the following mandates: (a) coordinating activities on formulating policies, legislation, strategies and action plans; (b) implementing programmes and projects; (c) raising awareness, disseminating information and building capacity; (d) delivering services; (e) promulgating gender mainstreaming across government; (f) providing advice to public sector; (g) liaising with, and coordinating, government and civil society stakeholders; (h) conducting needs assessments and



research, (i) monitoring and evaluating initiatives and compliance with national and international gender equality commitments.

The Secretariat receives the amount of government funding in terms of monetary figure. But the national budget allocation for the Secretariat is less than one percent. This funding is for staffing and operation costs of the Secretariat. There is a need to mobilize additional resources for programme, action plan and service delivery.

In general, the Committee does not have adequate financial and human resources to operate nationwide, and therefore most of the works conducted by the Committee were funded by international donor organizations. As an example, for the years 2015-2018 no budget was allocated to the Committee to implement the Government mid-term strategy and its action plan. Only in 2019, the budget for implementing national programme and action plan is first time allocated in the State budget.

With respect to human resources, it has a number of staff which is less than ten. The Committee also has Media Council, National Gender Expert Group, and Researchers and Specialists Group that work on particular issues in promotion of gender equality upon request.

**Question 33:**

Is the head of the national machinery a member of the institutional process for SDG implementation (e.g. inter-ministerial coordinating office, commission or committees)?

**Answer:**

There is a National Committee on Sustainable Development (NCSD), which is headed by the Prime Minister of Mongolia. The composition of the NCSD is as follows:

**Chair**

- Prime Minister of Mongolia

**Deputy Chair**

- Minister of Finance

**Members:**

- Chairperson of the Parliament Standing Committee for Finance (as consulted);
- Chairperson of the Parliament Standing Committee for Budget (as consulted);
- Chairperson of the Parliament Standing Committee for Environment, Food and Agriculture (as consulted);
- Deputy Prime Minister;
- Chief Cabinet Secretary;
- Minister of Environment and Tourism;
- Minister of Foreign Affairs;
- Minister of Justice and Interior Affairs;
- Minister of Education, Culture, Science and Sport;
- Minister of Mining and Heavy Industry;
- Minister of Energy;
- Mayor of Ulaanbaatar;
- Senior Advisor for the Prime Minister;
- State Secretary, Ministry of Finance;
- UNDP Resident Representative;
- President, Mongolian Academy of Science;
- President, National University of Mongolia;
- President, National University of Science and Technology of Mongolia;
- President, Mongolian National Chamber of Commerce and Industry (as agreed);

- President, Mongolian Trade Union Federation (as agreed);
- Coordinator, MONFEMNET Network (as agreed);
- Head, Mongolian Citizens' Council of Environment (as agreed);
- President, Mongolian Youth Federation (as agreed);
- Chairman, National Council of Mongolian National Broadcasting (as agreed);

**Secretary**

- Head of the National Development Agency.

The Prime Minister of Mongolia chairs both national committees, Sustainable Development and Gender Equality. Each committee has a main body that coordinate and manage the day-to-day operations and functions.

The National Development Agency (NDA) is a Government regulatory agency under the Prime Minister of Mongolia which aims to ensure the country's economic stability, develop and implement an integrated development and investment policies. NDA is the coordinating body that leads the translation of the Sustainable Development Goals and Mongolia Sustainable Development Vision 2030 into a Medium-Term Development Plan nationally, sub-nationally and across sectors by identifying priority development areas and sectors that will address cross-cutting issues and ensure sector alignment.

**Question 34:**

Are there formal mechanisms in place for different stakeholders to participate in the implementation and monitoring of the Beijing Declaration and Platform for Action and the 2030 Agenda for Sustainable Development?

**Answer:**

Yes.

a) Which of the following stakeholders participate formally in national coordination mechanisms established to contribute to the implementation of the Beijing Declaration and Platform for Action and the 2030 Agenda for Sustainable Development?

<b>Beijing Declaration and Platform for Action</b>	<b>2030 Agenda for Sustainable Development</b>
<input checked="" type="checkbox"/> Civil society organization	<input checked="" type="checkbox"/> Civil society organization
<input checked="" type="checkbox"/> Women's rights organizations	<input checked="" type="checkbox"/> Women's rights organizations
<input checked="" type="checkbox"/> Academia and think tanks	<input checked="" type="checkbox"/> Academia and think tanks
<input type="checkbox"/> Faith-based organizations	<input type="checkbox"/> Faith-based organizations
<input checked="" type="checkbox"/> Parliaments/ parliamentary committees	<input checked="" type="checkbox"/> Parliaments/ parliamentary committees
<input checked="" type="checkbox"/> Private sector	<input checked="" type="checkbox"/> Private sector
<input checked="" type="checkbox"/> United Nations system	<input checked="" type="checkbox"/> United Nations system
<input type="checkbox"/> Other actors	<input type="checkbox"/> Other actors

b) Do you have mechanisms in place to ensure that women and girls from marginalized groups can participate and their concerns are reflected in these processes?

Mongolia does not have any specific mechanisms in place to ensure that women and girls from marginalized groups can participate and their concerns are reflected in these processes. But there are representatives from youth and women's civil society organizations (e.g. MONFEMNET Network, Mongolian Youth Federation, Mongolian Women's Federation, "Gal Golomt" Movement, Civil Will Women's Association etc.) to the composition of the NCGE as well as NCSD.

c) Please describe how stakeholders have contributed to the preparation of the present national report.

The MLSP is a main responsible body for preparing the present national-level review. The NCGE and all ministries and agencies contribute to review processing. Also, some civil society organizations and international organizations involved in this reviewing process.

**Question 35:**

Is gender equality and the empowerment of all women and girls included as a key priority in the national plan/strategy for SDG implementation?

**Answer:**

- Yes  
 No  
 There is no national plan/strategy for SDG implementation

The Parliament of Mongolia approved the Sustainable Development Vision (SDV) 2030 in February 2016. The SDV 2030 incorporates Mongolia's aspiration to be a stable, multi-sector economy, and a society dominated by middle and upper-middle income classes, which would preserve ecological balance, and have stable and democratic governance. It provides an overall vision and strategic guidance for future pathways, bringing Mongolia's national context into consideration with planning achievement of the SDGs.

The SDV 2030 calls for gender equality in social development, and for creating a pleasant environment for equal participation in social welfare, which is fully in line with the SDG 5.

## SECTION FOUR: DATA AND STATISTICS

### Question 36:

What are the top three areas in which your country has made most progress over the past five years when it comes to gender statistics at the national level?

### Answer:

- Promulgated laws, regulations, or statistical programme/strategy setting out the development of gender statistics
- Established an inter-agency coordination mechanism on gender statistics (e.g. technical working group, inter-agency committee)
- Used more gender-sensitive data in the formulation of policy and implementation of programmes and projects
- Re-processed existing data (e.g. censuses and surveys) to produce more disaggregated and/or new gender statistics
- Conducted new surveys to produce national baseline information on specialized topics (e.g. time use, gender-based violence, asset ownership, poverty, disability)
- Improved administrative-based or alternative data sources to address gender data gaps
- Produced knowledge products on gender statistics (e.g. user-friendly reports, policy briefs, research papers)
- Developed a centralized web-based database and/or dashboard on gender statistics
- Engaged in capacity building to strengthen the use of gender statistics (e.g. trainings, statistical appreciation seminars)
- Other

The National Statistics Office (NSO) plays an important role in collecting and developing gender-segregated data and setting up accessible unified database. The NSO has implemented a mutual project with the World Bank on “Mongolia NSO Capacity Enhancement”. Within the framework of this project parties worked on a strategy to develop gender sensitive statistic data, thus identifying scope of gender statistic indicator, concept, definition, calculating methods. By 2013 there was adopted 14 group of 216 indicators from which 49 indicators were uploaded to [www.1212.mn](http://www.1212.mn) website and those data were made accessible to everyone. Most of the data were collected by the NSO on regular basis, despite that collecting gender-segregated data according to 132 indicators was impossible.

The NCGE and NSO signed a Memorandum of Understanding in 2018, with the objective of ensuring transparent, open and accessible gender-specific statistical data and information that is envisaged by the LPGE and National Programme, creating a gender-specific information database, collecting the sector and local development-relevant sex-disaggregated statistical data and developing methodology for their application in policy planning and implementation processes.

UNICEF, UNFPA, JICA, WB, and ADB actively contribute to produce national baseline information on specialized topics. This research includes many aspects of social life of children and women such as health, education, violence, and implementation of rights of children and women, awareness about HIV/AIDS, sexual behaviour, clean water and sanitation.

The National Study on Gender-based Violence in Mongolia 2017 has been carried out by the NSO with technical assistance by UNFPA. This research is the very first nation-wide survey on gender-based violence, using internationally recognized methodologies. The Study consisted of two separate components: a quantitative study based on the methodology developed for the WHO Multi-Country Study on Women’s Health and Domestic Violence against Women; and a qualitative study based on the methodologies adapted from other countries. The use of qualitative and quantitative components was to seek results that cross-checked and complemented each other. The quantitative component

consisted of a population-based household survey, covering all 21 provinces of Mongolia. A multistage sampling strategy was used to select 7,960 households. In each selected household, one woman was randomly selected from all eligible women 15-64 years of age. In total, 7,920 women (response rate 98 per cent), representing all women 15-64 years old in Mongolia, were interviewed. The study sought to: (a) obtain information about reliable estimates of the prevalence and incidence of different forms of violence against women (including the estimation of the United Nations violence against women indicators and SDG indicators 5.2.1. and 5.2.2.) in a way that is comparable with other studies around the world using the WHO methodology; (b) assess the extent to which intimate partner violence is associated with a range of health and other outcomes; (c) identify factors that may either protect or put women at risk of partner violence, and (d) document and compare the strategies and services that women use to deal with partner violence. Although the study focuses on collecting data on physical and sexual violence by a current or former intimate partner, it also explores aspects of emotional, economic and other abuse by intimate partners and sexual and physical violence by perpetrators other than partners, including sexual abuse before the age of 15. The study also aimed to obtain these results for national and regional levels, for urban and rural areas, as well as age groups, educational levels and socioeconomic status.

The Study on Mongolia Gender Situational Analysis: Advances Made and Lessons Learnt Since 2005:

This situational analysis has examined and compiled the gender equality related developments in Mongolia for the last 14 years by focusing on the related changes, challenges, advances made and lessons learned. In 2018, the study has been conducted by the Development Horizons Foundation – a gender consulting team under the Government of Mongolia and ADB joint “Gender-responsive Sector and Local Development Policies and Actions” technical assistance financed by the Government of Japan through the Japan Fund for Poverty Reduction. The objectives of the gender situational analysis were: (i) analyze and assess advances made and lessons learned towards promoting gender equality in Mongolia since 2005 as well as inform the national and international partners and stakeholders about critical gender issues, and (ii) provide practical recommendations for advancing gender equality in the economic, social and environmental spheres through effective undertakings, cooperation and partnerships.

The national, sector, local and organizational-level sex-disaggregated statistical data and internationally used indicators have been validated through sources of the national statistical office. Moreover, secondary data including policy documents, reports, research analysis, assessments and media sources have been used within the areas of concern reflected in this post-2005 situational analysis report. The sex-disaggregated data and desk review have been enriched by information provided by individual interviewees and participants of focus groups discussions conducted for development of the sector-specific, gender-responsive local development sub-programmes and relevant advocacy activities. Over 200 persons participated in individual interviews. Findings and results of the questionnaire-based studies conducted among 30 gender focal points and 1200 producers of small-medium size enterprises (SMEs) were analysed and used in the report.

Disability in Mongolia 2017- Facts and Figures: This is the first ever information booklet on persons with disabilities in Mongolia, which designated to deliver information on government policy and actions in the area of disability. The booklet was initiated by MLSP with technical assistance by the JICA’s “Project for Promoting Social Participation of Persons with Disabilities in Ulaanbaatar City”. This

white paper is expected to be a supportive tool for families, government and non-government organizations as it composes laws, legislations and other relevant materials targeting persons with disabilities. It is also a step forward for securing synergy between line ministries, departments and non-governmental organizations. The brochure is not a single release. It will be an annual publication, which shall disclose updates on policies and measures of the government of Mongolia towards persons with disabilities. Thus, 10, 20 years down the road, it will serve an important historical account that describes policy reform, tradition and consistency the field of disabilities.

Analysis of Social Inclusion and Gender Dynamic for REDD+ in Mongolia 2017: UN-REDD National Programme and MOET have carried out this analysis. This analysis aims to assess the extent of gender and social inclusion across forest sector of Mongolia by identifying men and women's roles, rights and responsibilities and gender dynamics in natural resource management to ensure stakeholder engagement mechanisms are socially inclusive and gender responsive. While forest is a source of income and livelihood for many Mongolians, both men and women participate and benefit differently from the forest resources and forest management. Furthermore, these different roles tend to be less recognized and extensive gender gaps, lower levels of female participation in decision making, among others, exist. The analysis and recommendations inform considerations for potential policies and measures of a draft national REDD+ strategy that reflects both national priorities as well as concerns and priorities of men, women and youth stakeholders at the national, and potentially sub-national levels.

Time Use Survey Mongolia: The NSO has been conducting the "Time Use Survey" once every four years, which made an important contribution to developing gender-specific data and information. The third round survey was conducted in 2015 and the fourth round is just kicked off in the middle of March 2019. The statistics of Time Use Survey are quantitative summaries of how individuals "spend" or allocate their time over a specified period – typically over the 24 hours of a day or over the 7 days of a week. It offers a unique tool for exploring a wide range of policy concerns including assessing quality of life or general well-being, analysing division of labour between women and men, improving estimates of all norms of work (paid and unpaid) and estimating household production. Also it can contribute to the monitoring of progress towards the achievement of the Sustainable Development Goals (SDG) Target 5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate (SDG 5.4.1 – Time spent on unpaid domestic and care work, by sex, age and location).

Households Socioeconomic Survey Mongolia 2016: NSO regularly conducts this survey and the findings of the survey, collecting data from over 16,000 selected households that have formed the basis of Poverty Profile in Mongolia, the report aims of determining the living standards, the state of poverty and changes on its incidence in Mongolia. The survey is one of the nationally representative flagship surveys and as such, it has now established to conduct in a comprehensive and abbreviated form per data needs and frequency of study. A comprehensive form of the survey conducts even numbered years or each two years to estimate welfare and poverty measures expanding indicators determining welfare and produces results. The NSO has been working with the World Bank professional staff for a long time to produce accurate estimates of poverty according to the internationally accepted methods.

**Question 37:**

Out of the following which are your country's top three priorities for strengthening national gender statistics over the next five years?

**Answer:**

- Design of laws, regulations, or statistical programme/strategy promoting the development of gender statistics
- Establishment of an inter-agency coordination mechanism on gender statistics (e.g. technical working group, inter-agency committee)
- Use more gender-sensitive data in the formulation of policy and implementation of programmes and projects
- Re-processing of existing data (e.g. censuses and surveys) to produce more disaggregated and/or new gender statistics
- Conduct of new surveys to produce national baseline information on specialized topics (e.g. time use, gender-based violence, asset ownership, poverty, disability)
- Greater utilization and/or improvement of administrative-based or alternative data sources to address gender data gaps
- Production of knowledge products on gender statistics (e.g. user-friendly reports, policy briefs, research papers)
- Development of a centralized web-based database and/or dashboard on gender statistics
- Institutionalization of users-producers' dialogues mechanisms
- Statistical capacity building of users to increase statistical appreciation on and use of gender statistics (e.g. trainings, statistical appreciation seminars)
- Other

The NSO, in collaboration with the ministries, developed 216 indicators for the purpose of systematic collection of gender-disaggregated data, in areas including population, education, health, poverty, gender-based violence, labor, decision making, governance, human rights, media, environment, gender-sensitive planning and budgeting, and the gender index. Ministries are expected to integrate these sex-disaggregated indicators into their routine statistics in the near future.

Although sex-disaggregated data is collected and reported by the NSO in its yearbook, making use of that data at all levels - from policy planning through service provision - is still not adequate. Gender-based analyses and gender impact assessments thus cannot be properly conducted in any sector, resulting in ignorance of the existing gender gaps and constraints at the policy-making level. This has resulted in gender blind interventions and an absence of gender-sensitive budgeting. Furthermore, conducting a gender analysis across sectors is crucial in ensuring broad and substantive inputs to address gender inequality in a particular sector or context.

In Mongolia, the following types of activities required to fill the data gaps are: (a) introduce changes in the data collection and registration forms used by government departments related to detailed disaggregation by sex, age, and types of activities to be recorded; (b) when NSO collects reports from each government department and agency, to provide forms that are consistent and in line with agreed gender relevant indicators; (c) providing technical assistance for technical teams, working groups and research officers of other government agencies and departments when necessary; (d) building capacity in conducting sectoral, program, and policy gender analyses among professionals and experts; (e) planning and allocating necessary budget to fill the data gaps; (f) allowing for inter-ministry and agency exchange and flow of information; (g) promoting impact evaluation and gender responsive/sensitive implementation of policies, and (h) producing a brief paper on the legal and policy environment and the linkages between key documents (on long-term policy, mid-term policy, global SDGs, the role of the Government, ministries, agencies etc.) for each stakeholder group.

The NPGE 2017-2021 has the following activities to be implemented to improving gender relevant statistics on specific areas:

- Conduct gender analysis on land tenure and immovable property ownership among citizens;
- Conduct a baseline survey on men’s health, education, employment, and participation in social life, as well as their values and attitudes in the family and towards social, cultural, and economic development processes, and
- Conduct gender analysis on young female and male herder livelihoods.

**Question 38:**

Have you defined a national set of indicators for monitoring progress on the SDGs?

**Answer:**

- Yes  
 No

A National Committee on Sustainable Development (NCSD) headed by the Prime Minister of Mongolia and composed of Ministers of ministries in charge of the implementation of SDGs has been established in 2016. According to a Decree by the Prime Minister, 9 Task Forces entrusted with determining national SDG indicators, methods and data sources have been set up under the supervision of the NCSD. Representatives from the government and non-government organizations, research institutions, and professional associations take part in the work of the Task Forces.

The Task Forces have accomplished the tasks of defining the national monitoring indicators, identifying the data sources and methods for estimation of the national and global indicators and assessing their availability, preparing benchmark and target indicators, and mainstreaming with the national documents. As a result, Mongolia has deducted 13 indicators irrelevant to Mongolia out of 241 global SDG indicators and increased the remaining 228 indicators to 257 at the national level (See Annex 1). Out of additional 21 indicators, eight indicators are the gender-specific indicators:

1. The gap in life expectancy at birth between women and men;
2. Net enrolment rate in primary, secondary and tertiary education, by gender;
3. Gross enrolment rate in primary, secondary and tertiary education, by gender;
4. Percentage of people with disabilities who are illiterate by age, sex, urban/rural, soum and aimag;
5. Percentage of households headed by women;
6. Ratio of girls to boys in primary, secondary and tertiary education;
7. Employment rate of youth (aged 15-34) with disabilities by age, sex, urban/rural and aimag;
8. Unemployment rate of youth by age (15-24; 25-30; 30-34), sex, aimag and soum.

The SDV 2030 defines the baseline and target levels for the 20 key indicators showing the results of the SDV 2030. The NSO has released those indicators available out of 20 indicators for 2015, 2016 and 2017<sup>24</sup>.

**Question 39:**

Has data collection and compilation on SDG indicators and on gender-specific indicators under other SDGs begun?

**Answer:**

- Yes  
 No

<sup>24</sup> [http://sdg.1212.mn/EN/Home/SDV\\_Indicator](http://sdg.1212.mn/EN/Home/SDV_Indicator)



In order to for the statistical operation, to provide users with timely, reliable and quality services, and to make available the SDG monitoring indicators as detailed and disaggregated as possible, the NSO has embarked on linking its statistical database to those held by the government organizations, researched around 40 databases in over 30 government organizations and their features, commenced an assessment of the said databases, and made an agreement on data exchange with relevant authorities.

Specifically looking at the SDG5, gender equality and empowerment of all women and girls, there are 9 targets with 23 global indicators. Among these indicators, 4 indicators are readily available in Mongolia along with 1 indicator available after little efforts and 6 available after more efforts. Six indicators are available if data collection changed.

In Mongolia, three assessments of the availability of the SDG indicators were conducted in 2015 and 2017 (twice a year)<sup>25</sup>. Official and administrative statistics were covered for the assessments. Third or the latest assessment was made in October 2017. The Joint Review of National Data Availability for SDGs by NSO and UNDP has assessed the availability of official statistics for 233 indicators by omitting 13 not applicable to Mongolia out of 244 SDG indicators, it found that 113 or 48.5 percent of them are available, while 120 or 51.5 percent are not available and need efforts to generate data sources, to develop methods for estimation, to incorporate additional questions into survey questionnaires and statistical forms, and to conduct a special survey.

According to the review, there are 120 unavailable indicators in total, out of them, gender-specific indicators 5.4.1; 5.6.1; 5.6.2; 5.a.1 (a); 5.a.1 (b) and 5.c.1 are not available in Mongolia as of 2017.

**Question 40:**

Which of the following disaggregation is routinely provided by major surveys in your country?

**Answer:**

- Geographic location
- Income
- Sex
- Age
- Education
- Marital status
- Race/ethnicity
- Migratory status
- Disability
- Other

<sup>25</sup> [http://sdg.1212.mn/EN/Home/SDV\\_Indicator](http://sdg.1212.mn/EN/Home/SDV_Indicator)

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**ANNEX 1: The list of indicators that are specific to Mongolia and included in Mongolian SDG indicator framework**

#	Goal code	Goal name	Indicator name
1	2	Hunger	Food security.... (At least one indicator should be developed on this topic)
2	3	Health	The gap in life expectancy at birth between women and men
3	3	Health	Number of new hepatitis C infections per 10,000 population in a given year
4	3	Health	Abortion rate by age group, urban/rural divide and aimags
5	3	Health	The prevalence of STIs among youth aged 15-34 by age, urban/rural and aimag
6	4	Education	Net enrollment rate in primary, secondary and tertiary education, by gender
7	4	Education	Gross enrollment rate in primary, secondary and tertiary education, by gender
8	4	Education	Percentage of the allocation of lesson hours in science-related subjects such as mathematics, physics, chemistry and biology
9	4	Education	Average number of students per class in primary, lower and upper secondary schools; at aimag and soum level, by region, by urban/ rural
10	4	Education	Gross enrolment rate in education of children/youth with disabilities aged 18-29
11	4	Education	Percentage of people with disabilities who have higher education
12	4	Education	Percentage of people with disabilities who are illiterate by age, sex, urban/rural, soum and aimag
13	4	Education	Pupil-Teacher ratio by region, aimag and soum
14	5	Gender	Percentage of households headed by women
15	5	Gender	Ratio of girls to boys in primary, secondary and tertiary education
16	8	Economic growth and employment	Employment rate of youth (aged 15-34) with disabilities by age, sex, urban/rural and aimag
17	8	Economic growth and employment	Percentage of youth who graduated from Technical and Vocational Education and who were employed
18	8	Economic growth and employment	Unemployment rate of youth by age (15-24; 25-30; 30-34), sex, aimag and soum
19	9	Infrastructure	The length of improved road at the national level
20	11	Urban development	Growth rate of migrants who moved in to Ulaanbaatar during the last 12 months
21	15	Forest	Damaged landscape as a result of both large-scale mining industries and artisanal and small scale mining (ASSM) companies' activities