



# MONGOLIA

## PERMANENT MISSION TO THE UNITED NATIONS

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The Permanent Mission of Mongolia to the United Nations presents its compliments to the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and has the honour to forward the report of Mongolia on the implementation of the General Assembly resolution (A/RES/72/148) entitled "Improving of the situation of women and girls in rural areas".

The Permanent Mission of Mongolia to the United Nations avails itself of this opportunity to renew to the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) the assurances of its highest considerations.



United Nations Entity for Gender Equality and  
the Empowerment of Women (UN Women)

New York



**REPORT OF MONGOLIA  
ON THE IMPLEMENTATION OF THE UNGA RESOLUTION (A/RES/72/148)  
ENTITLED “IMPROVEMENT OF THE SITUATION OF WOMEN AND GIRLS IN RURAL  
AREAS”**

Women and girls, especially those who live in rural areas, are one of the key drivers of social development of the country, and by empowering them they can play greater role in our society and their household.

Rural women constitute a significant part of the population in Mongolia. According to the data from the National Statistics Office (NSO), in 2018 the population of Mongolia is 3,238,479 (1,646,631 are women or 50.8 percent of the total population), and population living in rural areas account for 1,046,509 (32.3 per cent).

In Mongolia economic challenges are having a more pronounced effect on women’s employment than on men. Women’s labour force participation is falling, average incomes are lower than men’s. 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.

Low economic diversification, a shortage of productive employment, and a poor business environment for micro, small and medium enterprises (MSMEs) limit labor market opportunities for low-income women in rural areas. Mongolia’s statistics show that women’s labor force participation has been declining since 2006 to fall from 64.8% to 53.4% in 2018.

Mongolia’s policy and legal environment on gender equality has been improving for the past decade, e.g. 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), the 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).

This Report provides the following information on the implementation of the UNGA Resolution 72/148 in line with the following questions:

***Pursuing the political and socioeconomic empowerment of rural women and supporting their full and equal participation in decision-making at all levels;***

Mongolia’s state administrative system, its structure and organizational set up, that are changing constantly once each Parliamentary, have been proven to be a major barrier to women to get 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 would get better opportunity to be promoted to top executive levels of government office.

The participation of women in political decision-making remains insufficient and women have neither held any of top three political offices at the national level nor at the subnational level. In the business and civil service areas, there are many women working in the middle and entry-level management. A very few have made it to the upper management. This calls for interventions to increase women's capacity alongside policy reforms that would establish more gender-sensitive electoral and political systems.

***Eliminating all forms of violence against rural women and girls in public and private spaces through multisector and coordinated approaches to prevent and respond to violence against rural women and girls, to investigate, prosecute and punish the perpetrators of violence against rural women and girls and end impunity, and encouraging awareness-raising activities;***

The legal environment to eliminate all forms of violence and discrimination against all women and girls has improved. According to Article 11.7 of Criminal Code domestic violence is defined as crime and the breach of Law on Domestic Violence is regulated by the newly formulated Law on Offense.

The number of domestic violence crimes registered at the Police Department has decreased. For instance, 1,449 registered in 2016, 1,286 in 2017 and 1,070 cases were registered in 2018. The number of emergency shelters and one-stop service centers that provide safety and protection to the victims has also increased. Prior to 2005, there were only two shelters for domestic and sexual violence. As of December 2018, there are 14 one-stop service centers and 16 emergency shelters for the protection of domestic violence victims. The Coordination Council on Crime Prevention has developed recommendations with 12 provisions on establishing emergency shelters and one-stop service centers. However, some in rural areas, such as Sukhbaatar, Darkhan-Uul and Gobi-Altai provinces don't have any funding to establish these facilities.

Advocacy activities on prevention of violence were organized periodically targeting young children and adolescents. In total, 27,223 students from 189 schools, 256 children from 8 care centers were trained. Various awareness-raising activities were organized systematically, including trainings for police officers, lawyers, judges, which in turn contributed to the strengthening of cross-sectoral activities.

***Designing and implementing national policies and legal frameworks that promote and protect the full enjoyment of human rights and fundamental freedoms by rural women and girls, and creating an environment that***

***does not tolerate violations or abuses of their rights, including domestic violence, sexual violence and all forms of gender-based violence and discrimination;***

Relevant legal documents have promulgated policies and objectives for gender equality, such as protecting women's rights, eliminating violence against women, increasing women's involvement at the decision-making level and improving their social protection.

Despite the improved legal environment to protect girls and women from violence, girls and women are still being exposed to sexual and gender-based violence. In 2017 the National Statistical Committee has conducted a nationwide survey on gender violence in accordance with the internationally recognized methodology. The study found that more than half of Mongolian women, 59.7 per cent were exposed to physical, sexual, emotional and economic violence against women. In 2005, 36.0 per cent had been subjected to violence, which was 23.7 per cent of increase over the past 13 years.

The Government of Mongolia is implementing a project on Combating Gender-based Violence supported by the UNFPA and Swiss Agency for Development and Cooperation. Accordingly, the pilot trial of integrated database on domestic violence has been operational since August 1, 2017.

In order to raise public awareness of domestic violence and its consequences, prevention and training of officers with knowledge on violence, 72 partial observances and 263 joint inspections were conducted. In total 72,314 individuals participated in 345 trainings and publicity works and 203 meetings. Within the frameworks of these activities, 125 governmental, 54 non-governmental organizations, 264 associations, 51 condominium associations, 283 joint teams and 255 parents have been provided with professional consultations and methodological advices.

***Investing in infrastructure and in time and labor-saving technologies, including information and communications technologies, especially in rural areas, benefiting women and girls by reducing their burden of domestic activities, affording the opportunity for girls to attend school and for women to engage in self-employment or to participate in the labor market;***

In Mongolia, the number of internet users went up from 0.8% of the population in 2005 to 92.9% in 2018. The number of cell phone users increased 9.5 times in the same period of time. Rural population use cellular phones not only for communication among themselves, but also for active participation in international communication. This progress enables rural women to keep up with the latest news, partake in any sphere of social life and access any information whenever they need it. One of the examples of such communication system is alert of severe weather disturbances.

In 2017-2018 21 soums were connected by fiber optic high-speed internet cable, and 33 soums were connected to mobile communications networks under the projects by Universal Service Obligation Fund. According to the 7th Goal of Mongolia's Sustainable Development Vision 2030, measures have been taken to provide high-speed internet for 70% of the population and eliminate the price differences regardless of the geographical location.

***Ensuring that rights of older women in rural areas are taken into account with regard to their equal access to basic social services, appropriate social protection and/or social security measures, equal access to and control of economic resources and their empowerment through access to financial and infrastructure services, with special focus on the provision of support to older women, including indigenous women, who often have access to few resources and are often more vulnerable;***

As of 2018, the population of Mongolia accounts to 3,238,479. Women aged above 55 (69.8 per cent), men aged above 60 (30.2 per cent), constitute 290,258 or 9 per cent. In the last decade, the population grew by 16.1 per cent, while the number of elders rapidly increased by 21.9 per cent, and by 2030 the growth is forecasted to increase by 12 percent and 21.1 percent in 2050.

Therefore, the Government of Mongolia is implementing the following measures to protect the rights of elderly women and to provide social protection and social insurance services as basic social services:

- The Elder Law was adopted by the Parliament in 2017. As stipulated in the Government Action Plan for 2016-2020, draft National Programme on Development and Protection of Elders is being developed.
- The amendments introduced in 2018 to the Law on Pensions and Benefits Provided by the Social Insurance Fund, now allow women and men to work until they reach 65 years of age while giving 60-year-old men and 55-year-old women who have paid their pension contributions for not less than 20 years an opportunity to choose for themselves by will to have their pensions determined for withdrawal. This reform is expected to have a beneficial effect on the employment and incomes of older people, among them women.

The Government of Mongolia implements numerous welfare programmes focusing on elders, children, mothers and persons with disabilities. According to statistics, on average around 730 thousand people receive welfare services per year.

***Taking appropriate measures to raise public awareness among rural women and girls about the risks of trafficking in persons, including the factors that make rural women and girls vulnerable to trafficking, and discouraging, with a view to eliminating, the demand that fosters all***

***forms of exploitation, including sexual exploitation and forced labour, with a view to eliminating the exploitation of rural women and girls;***

According to statistical data on human trafficking from 2001-2017, 161 cases of crimes related to trafficking in persons were registered. Furthermore, the development of the mining sector and its subsequent migration has increased the risk of human trafficking near the Mongolian-Chinese border.

Human trafficking crimes in Mongolia are committed in various methods and forms, such as labor and sexual exploitation, trading in human body parts, arranged marriage and illicit child adoption. Data of the Mongolian Center for Gender Equality on services received indicates that sexual exploitation accounts for approximately 71% of human trafficking crime, labor exploitation 22% and arranged marriage through intermediary 7%.

A study conducted into trafficking in persons by the Institute of Research and Development of the Law Enforcing University shows that sexual exploitation predominates this type of crime. For the purpose of sexual exploitation, girls and women are often subjected to human trafficking, among them girls and women who are particularly vulnerable to poor families, especially those from rural areas.

The National Programme on combating human trafficking was adopted under the Resolution 148 by the Government of Mongolia in 2017. The draft State Policy on Combating Crime, Protecting Public Order and Providing Public Safety was developed in 2018.

***Supporting remunerative non-agricultural employment for rural women, including in the informal sector, including measures to improve working conditions, increase access to productive resources, invest in relevant infrastructure, public services and time-and-labor-saving technologies, promote rural women's paid employment in the formal economy and address the structural and underlying causes of the difficult conditions faced by rural women;***

In 2006, the State policy on Informal Employment in Mongolia was adopted. 217.6 thousand people are employed in informal sector, of which 134.8 thousand (62%) are male, and 82.2 thousand (38%) are female. For the past 2 years, of those who have joined the informal economy, 43.6 thousand are men and 19.7 thousand are women.

According to the time use survey conducted by Mongolia's National Statistical Office every four since 2007, in the past eight years, time spent by Mongolian women and men on paid work has increased while the time they use on unpaid work is showing a tendency to decrease. In this 8 year period, time spent on unpaid work such as household chores, care of family members and help to others has decreased by 0.3 hour for urban women and men alike, by 0.5 hour for rural men and by 1 hour for rural women. This dynamic warrants further detailed research since it may indicate both the positive effects which a wider use of electrical

appliances has on family members' workload distribution and the consequences which the dwindling practice of processing livestock raw materials is having in rural areas.

Furthermore, according to 2018 labor force participation rate indicator of economic growth and the per capita GDP, male labor force participation rate is 58.8 percent, while female workers are 42.7 percent. Women's empowerment and incomes are lower than men's and wage disparities are higher than male workers' salaries by almost 20 percent.

***Promoting sustainable infrastructure, access to safe drinking water and sanitation and safe cooking and heating practices to improve the health and nutrition of rural women and girls;***

Improving proper nutrition intake plays important role in mothers and women's health. The fifth National Survey on Population Nutrition for 2016-2017 revealed that malnutrition, obesity and lack of micro nutrition among women were common. Therefore, the Government has provided A vitamin to 40,200 breastfeeding mothers, 3200 IU-D3 vitamin to 22,300 low-income pregnant women, multivitamin to around 5,000 pregnant women in rural areas in 2018.

In collaboration with the National Public Health Center and Public Health School, the "Environmental hygiene evaluation in healthcare organizations at national level" was conducted from April to July 2018. The evaluation included all 21 provinces, 9 district general hospitals and 308 soums' health care centers and consolidated reports and recommendations.

External auditing was conducted from May to June 2018 in Dornod, Darkhan-Uul, Umnugobi, Sukhbaatar and Uvs provinces for water security implementation and report were submitted to the province's water suppliers.

Within the framework of improving hospital waste management, 9 provinces, including Bulgan, Darkhan-Uul, Selenge, Khentii, Dornogobi, Uvs, Khovd, Orkhon and Umnugobi and all districts of Ulaanbaatar city except for Songinokhairkhan district, central hospitals and National Center for Communicable Diseases were provided with total of 1,725.5 billion MNT hospital waste management equipment.

***Seeking to ensure and improve equal access for rural women to decent work in agricultural and non-agricultural sectors, supporting and promoting opportunities in small and medium-sized enterprises, sustainable social enterprises and cooperatives and improving working conditions;***

In Mongolia women make up 30.8% among all employers at SMEs as of today. Women's share among livestock-breeders has been declined since 2012 and they represent 42.8 per cent of herders in 2018. Furthermore, findings from the latest research and analyses of challenges facing women in entrepreneurial activities mention limitations in managerial



skills and experience, in their access to information and networking, unavailability of time as well as social and cultural norms that create obstacles for women in assuming leadership roles in private sector.

In business, women remain heavily dependent on family relationships, and are concentrated mostly in small businesses. They operate in sectors most vulnerable to competition from imports, they lack access to financial services and resources, and are often deprived of the possibility of competing fairly for public contracts. These challenges are especially difficult for women in the sewing, wool and cashmere, textile, agricultural and dairy industries. Women's entrepreneurship is further hampered by their limited land and property rights. Credit and other forms of financial support as well as projects and programmes available for MSMEs are usually short in duration and on-the-job training and marketing services are limited.

May 27, 2019

MINISTRY OF FOREIGN AFFAIRS OF MONGOLIA