



**Convention on the Elimination  
of All Forms of Discrimination  
against Women**

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**Committee on the Elimination of Discrimination  
against Women**

**Pre-session working group**

**Forty-second session**

20 October-7 November 2008

**Responses to the list of issues and questions with regard to  
the consideration of the combined fifth, sixth and seventh  
periodic reports**

**Mongolia\***

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\* The present report is being issued without formal editing.

**Overview on the report development:**

1. Pursuant to Order No. 56 of 2005 issued by the State Secretary of the Ministry of Social Welfare and Labor, a working group was formed with representation of sectoral ministries and relevant government organizations to prepare the fifth periodic report of the Government of Mongolia on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women. The working group consisted of representatives of the Ministry of Finance, the Ministry of Education, Culture and Science, the Ministry of Foreign Affairs, the Ministry of Justice and Home Affairs, the Ministry of Health, the National Statistical Office, and relevant projects implemented by UNDP.

This Report presents the data and analysis drawn from the reports on implemented actions and research studies which were accumulated since the Third and Fourth reports of Mongolia were discussed in 1997 and 2001 respectively. It also attempts to analyze the specific situations of the rights of women from the gender perspectives through assessing dynamic changes during the transition to the free market economy.

In a process of the Report development, voices of civil society organizations, particularly, stakeholders interested in this topic were highly appreciated. Several discussions have been organized among respective non-governmental organizations. A press conference was held together with the “Realization of Women’s Rights” project implemented by the National Human Rights Commission. Interviews and press talks were held via radio and television. Furthermore, other types of open communication channels including emails and phone lines were used to collect public ideas and comments.

Finally, the Government of Mongolia discussed this report in its session and approved for a submission to the United Nations Committee on the Elimination of Discrimination against Women.

**Achievements and successes gained within the national system including the Constitution and other legal documents**

2. Mongolia makes amendments and additions to respective laws and regulations in accordance with the international convention to which it is a signatory. Therefore, respective law provisions are followed when resolving any cases and complaints. So far, there has not been any case solved on the provision of this Convention.

Currently, about 50 laws from existing 367 laws have regulations on gender equality. The national policy and strategic documents including the National Policy on Population Development, National Policy on Family Development, National Program for Gender Equality, Millennium Development Goals based Comprehensive National Development Strategy, National Program for Human Rights, State Policy on Population, National Program to Protect People from Sale, Especially from Use of Children and Women for Sexual Exploitation, National Programme on Fighting against Domestic Violence address gender equality matters.

3. In Mongolia, there is no independent body which has a legal status similar to a National Committee on Human Rights and tackles gender-based discrimination. Complaints in this regard are referred to National Committee on Human Rights. The Arbiter Court on Employment related Complaints undertakes the objections with a nature of gender-based discrimination when the right for employment is violated.

The Law on the Mongolian National Commission on Human Rights entitles that a Mongolian citizen alone or together with others can file a complaint to the National Commission on Human Rights under the law if he/she considers that a business entity, organization, official or individual violated the human rights and freedoms guaranteed by the Constitution of Mongolia and international treaties. The Law states that the National Commission on Human Rights reviews the complaint and takes an action.

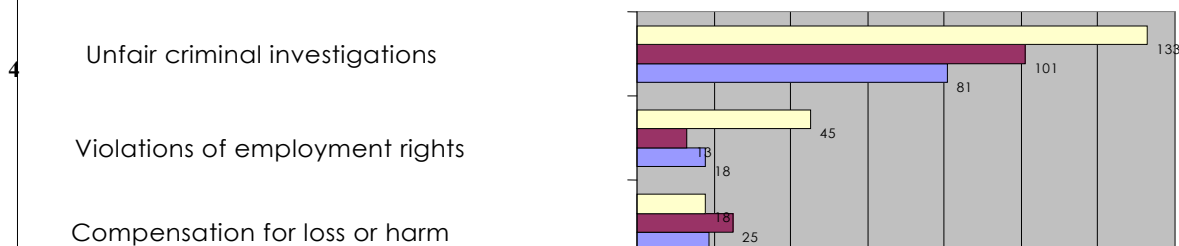
ADB financially supports the drafting of the Law on Gender Equality. The draft provides the definitions on the following concepts; underlying principles of complaints against gender discrimination; monitoring and decision-making body and procedures; identification of the violators of gender equality and penalties for them; and a legal body responsible for monitoring the implementation of provisions on gender equality, particularly, a monitoring agency at national level.

Further, it is important to study best practices on responding complaints against gender discrimination in other countries and create a favorable environment for introducing evidence-based models.

4. The number of petitions and complaints received by the National Human Rights Commission, between 2005 and 2007, had increased if compared with previous years. This indicates that people have improved their awareness on their rights, and they know how and who to approach if their rights are violated. The majority of petitions and complaints have been submitted by residents and economic entities of Ulaanbaatar city. It can be explained that the Commission is based in Ulaanbaatar. Only a few complaints have been received from rural areas. It might be due to the lack of representation of the Commission in rural areas.

The complaints and petitions received by the Commission between the years of 2005 and 2007 were classified in the following graph. The majority of complaints received between 2005 and 2007 covered the cases related to the wrongful execution of criminal investigations and unfair convictions. There were almost no complaints based on gender discrimination. Although it is obvious that domestic violence is existing victims and the public do not perceive it as a gender-based discrimination.

Source: Report on Human Rights and Freedoms in Mongolia, 2007



5. In order to strengthening the implementation of the Millennium Development Goal for promoting gender equality and empowering women and National Programme for Gender Equality, the National Committee on Gender Equality was established in 2005 by Order 25 of the Government of Mongolia. The Committee is a consultative body on the gender equality matters at the national level. Main tasks of this Committee are to influence to the development and implementation of the national policy in this regard, to support any initiatives of the state and civil society organizations as well as individuals, and coordinate activities among these stakeholders. The Committee consists of Parliament and Cabinet members and representatives of relevant ministries and agencies, NGOs specialized in this field and business entities. The Prime Minister is the Chair of the Committee. The Cabinet Member responsible for population policies or Minister of Social Welfare and Labor is a Vice Chairman of the Committee.

The Secretariat of National Committee on Gender Equality is in charge of everyday operation of the Committee.

The National Committee consists of 33 members. The Office has 4 staff. The state funds the operation of the Committee and its Office.

The National Committee has the following duties:

- provide branches in 21 aimags and Capital with directions and guidelines;
- monitor their budget expenditures on ensuring gender equality;
- appraise performance of branches in 21 aimags and Capital City through discussions of their evaluation reports;
- identify a framework of actions for ensuring gender equality and submit a proposal to integrate these actions into an annual development plan to relevant authorities;
- provide the Government of Mongolia and relevant bodies with recommendations on the implementation of international conventions and treaties on gender equality to which Mongolia is signatory;
- submit proposals to increase the efficiency of expenditures on activities aimed at ensuring gender equality to relevant authorities;
- advocate the authorities for integrating gender equality approaches into nationwide programmes and projects as well as into sector specific policies;
- provide the support to branches in aimags and the Capital in maintaining better coordination among them.

The National Committee has branches in 21 aimags and Capital City as well as in some soums. Governors of aimags, soums the Capital City and its districts supervise the branches. Branch Offices are in charge of organizing and monitoring the activities for the implementations of recommendations and decisions released from the National Committee.

In order to strengthening the State Policy on Population Development and the National Programme on Gender Equality, the Government of Mongolia cooperates with UNDP, UNIFPA, and Women's Development Fund, World Bank, Asian Development Bank on a variety of programmes and projects. For instance, the Government of Mongolia and UNIFPA have an Official Partnership Agreement on the Action Plans which fall under the 4th Country Programme, to be implemented for 2007-2011. The Fourth Country Programme of Assistance to Mongolia, totaling USD 234000 million will carry out the policy actions to strengthening a legal framework for increasing the access to social and economic services to reduce poverty in remote areas where resources are limited; ensure the reproductive rights; and prevent gender inequality, discrimination, and trafficking. More information is available on the [www.gender.gov.mn](http://www.gender.gov.mn).

6. The National Program for Gender Equality is undergoing at the final stage of its second phase. The Information, Research and Monitoring Office of the Ministry of Social Welfare and Labour monitors and evaluates the implementation of the National Programme and submits its reports to the Government.

Monitoring results on the implementation of a middle phase of the Programme showed that the implementation of the Programme is 57.3 per cent. The Programme is currently under revisions because some changes in the formulation of programme objectives should be reflected in the action plans.

Within the frame of its Cooperation Memorandum established with the United Nations Development Fund for Women the National Committee on Gender Equality conducted a national seminar on “Strategic Planning on Gender Mainstreaming” in 2005. The seminar evaluated the implementation of the National Programme on Gender Equality. During this seminar, participants developed the Recommendations to improve the working relationships and cooperation among ministries, agencies, central and rural organizations, raise their roles and responsibilities, reflect gender approaches in policies, plans, legislations, programmes and project documents of all sectors; enhance the sustainability of government policies, and accelerate the implementation of the Programme.

Based on the Recommendations, the Action Plan for a second phase of the Programme was developed. The Government discussed the Action Plans at its session in January of 2006 and approved by its Order 5. The Action Plans contains 18 main activities including the promoting gender equality in educational attainment, enhancing relevant laws with gender equality principles, involving rural population in business training, fighting against domestic violence, and strengthening the partnerships with NGOs.

For the purpose of ensuring equal rights of women and men in conformity with the Constitution of Mongolia, an advocacy action for an approval of the Law on Gender Equality by the Parliament is taken place. This action has been implemented with the financial support from the Asian Development Bank. (Please see Answer 7 for further information on the law proposal).

Ministry of Justice and Home Affairs, the Ministry of Social Welfare and Labor and other respective governmental and non-governmental organizations work together to revise the Family Code in order to harmonize it with the Law on Fighting against Domestic Violence. In addition, for the purpose of implementing the Law on Fighting against Domestic Violence, the National Programme on Fighting against Domestic Violence was approved by Government Resolution No. 225 of 2007, with the efforts of non-governmental organizations. The programme is currently under implementation.

Since 2006, the operational cost of gender-related activities has been reflected in the budgetary package of the Prime Minister of Mongolia, in accordance with Government Resolution No. 234 of 2006.

The social policy departments of aimag, the capital city, soum and district administrations have been employing gender specialists.

Within the scopes of its cooperation agreement for 2007-2011 established with the UNIFPA, the National Committee on Gender Equality organized a number of regional training on “Gender and sectoral policy planning”. The training involved the administration of the National Committee on Gender Equality, members of the working group, and specialists from ministries and councils of the capital city, districts and aimags. As a result, their capabilities on gender-related issues have been improved to a certain level implementing the goal of establishing a foundation for gender-sensitive planning of polices and operations.

In order to implement national programmes on achieving the Millennium Development Goals and ensuring gender equality, as well as the UN Convention on the Elimination of All Forms of Discrimination against Women, a subject-matter group on Gender Issues has been established for the purpose of coordinating the joint support provided from the United Nations.

The National Conference on “Issues related to Government Policies on Ensuring Gender Equality” was organized in 2007, with participation of representatives from 18 rural provinces. As a result, the participants discussed the draft amendments to the National Programme on Gender Equality, and prepared them for submission to the government session for discussion. During the conference, a recommendation was developed to intensify the implementation of the Programme at the national level.

The cooperation and participation of civil society organizations should be highly praised especially in refining and implementing the National Policy and Programme on Gender Equality, raising public awareness on legislations on gender equality and social issues of women, reflecting public viewpoints in the legislations, and conducting research studies, training and public awareness activities on human rights and social roles.

7. The Asian Development Bank supports the initiative to develop a “Law on Gender Equality” to refine the legal environment of Mongolia with regard to ensuring gender equality. A unit was established to lead the project on drafting the Law on Gender Equality, reflecting public opinions, organizing lobby activities to have the law approved, and conducting public awareness activities via press media.

This unit, the Ministry of Social Welfare and Labor and the National Commission on Gender Equality have been jointly carrying out measures to raise public awareness on the law project and reflect their viewpoints. These measures have been implemented with participation of public organizations and NGO’s for women that have experience in this field.

The purpose, scope, content and provisions of the law are drafted as follows.

- The purpose of the law will be to provide a legal background for eliminating gender-based discrimination and mainstreaming gender equality into the political, economic, social, cultural and family relations. The law defines main principles of gender equality, descriptions of terms, and actions oriented towards eliminating gender based discrimination. However, the universal concept that says “it is not fair to be equal towards people that are already in unequal condition” will be applied in the law.
- The law specifically stipulates to ensure gender equality within main political, economic, social and cultural sectors, civic, education and health services, elections, political parties, labor and family relations, art and literature and public media. It also defines roles and duties of organizations that will be included into the national mechanism or system on mainstreaming gender equality.
- The law reflects in-depth the background for submitting a complaint on gender based discrimination; defines the authority in charge of accepting and resolving the complaint; sets up the procedure of accepting and resolving complaints; identifies the person who is guilty of violating gender equality rights; and establishes the sentencing conditions. The law also defines an authorized body to be put in charge of monitoring the implementation of the Law on Gender Equality, in particular, a monitoring organization that will operate at the national level.

8. Some activities which are considered to get more attention have been implemented although Mongolian legalization creates the conditions and opportunities for women and men at certain point so that both of them exercise equal rights for education, employment, and health, social and recreational services.

Social Welfare Law is amended with a provision to entitle either parents, or other guardians with child care allowance.

The Law against Obscenity and Criminal Code penalize persons who lure others for prostitution or organize prostitution activities or prostitutes. However, persons who buy sex are not in charge. New amendments are proposed to make customers of prostitutes accountable.

New provisions in Family Code to entitle men and women with equal rights on property ownership are developed.

First attempts for collecting and compiling gender-related statistics are introduced.

Talk shows, advertisements, jeopardy quizzes and live interviews are broadcasted through TV and radio during rush hours. This facilitates a change of wrong attitudes and stereotypes in gender matters.

You can learn about other policy and practice measures in the relevant chapters. We acknowledge that there is a plenty of measures to take in either policy or practice field including the following actions:

- Create a condition when international conventions and treaties are applied in court decision-making; conduct a research whether judges at all levels use international conventions and treaties when they make court decisions; introduce best practices in this regard to practice; and build capacities of judges.
- Expand information, training and advocacy.
- Develop and implement a training programme for policy and decision makers at all levels;

- Involve NGOs in training and advocacy aimed at changing stereotypes on gender roles integrated into social psychology;
- Design training and research activities for the implementation of policies and actions on gender and family reflected in the Millennium Development Goals (MDG)-based Comprehensive National Development Strategy;
- Pay more attention to increasing women's participation at a decision-making level; expand advocacy to promote women's role in politics and improve their image in the public.

### **Gender roles and stereotypes**

9. Together with the General Elections Committee of Mongolia, a conference on "Women and elections" was conducted in 2007 at the Ikh Tenger complex. The conference was attended by representatives of women's organizations under 11 political parties, member organizations of the national network of women's non-governmental organizations as well as interested and leader women. Participants exchanged opinions on increasing the political participation of women in the 2008 elections, and raising roles and responsibility of women in implementing the 30 per cent quote provided by law. Participants of the conference set specific goals to be reached before the elections end, and established 4 working groups to cooperate with citizens and voters, nominate and support parliamentary candidates.

The 1<sup>st</sup> conference was held in September of 2007 to support political participation of women in the 2008 elections. Activities and measures to be jointly implemented were discussed and planned during the conference.

However, the political parties terminated their agreement to nominate women for 30 per cent of all parliamentary candidates. This has become a big step back in implementing the country's commitment before the UN. In the future, it is planned to establish a UN subject-matter team on gender related issues for the purpose of nominating women at all levels of elections, and supporting the nominated women. The team will consist of respective governmental and nongovernmental organizations.

### **Actions to reduce violence against women**

10. Pursuant to Paragraph 1 of Article 19 of the Law of Mongolia on Government, the Ministry of Social Welfare and Labor and the National Centre against Violence (NGO) have been cooperating since 2001. Upon an annual cooperation contract between these two bodies, the State has allocated certain operating expenses of the Shelter for Victims of Domestic Violence to support the implementation of the National Programme on Gender Equality and enforce the Law against Domestic Violence,

Although the Law on Fighting against Domestic Violence was enacted in 2005, the official statistics on domestic violence incidents have not been insufficient. Currently, the data on domestic violence are partially obtained from the National Centre against Violence and Supreme Court. Occasionally, some questions for revealing the information on domestic violence are integrated into national or specialized surveys.

In 2006, the National Centre against Violence served 277 clients in total including 126 women and 151 children. This number is higher by about 10 per cent if compared to the total number of clients served there in 2005. Only 5 per cent of clients asked health assistance even though one of each 11 victims had injuries and trauma. 20 per cent of all clients informed about the violence to police or court.<sup>1</sup>

According to the above-mentioned facts, the majority of victims of domestic violence receive light injuries, which creates an impression that domestic violence has insignificant consequences. However, after receiving such injuries repeatedly, the victim easily gets affected by a mental disorder. What's interesting is that damages such as bones fractures, shattered nose and teeth are considered light injuries even though they are irrecoverable and cause permanent aesthetic problems.

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<sup>1</sup> The status of domestic gender based violence against children in Mongolia, Ministry of Health, National Center Against Violence, World Health Organization, 2007.



The number of victims of domestic violence who received serious bodily injuries has increased by 2.5 times compared to previous years.<sup>10</sup> Law enforcement and health organizations underestimate the fact that the repetitive nature of domestic violence has risks of possibly ending up with serious consequences.

There are a lot of negative outcomes of domestic violence, such as increased number of divorces, child orphaning cases, female household heads and unsupervised children. In most cases, divorces have become a final step in eliminating domestic violence. According to research, 58.8 per cent of all divorces filed at the court are caused by domestic violence.<sup>11</sup> 41.3 per cent of all divorces are caused by violence.<sup>12</sup>

11. In order to intensify the implementation of the Law on Fighting against Domestic Violence enacted by Parliament in 2004, the Government approved, in 2007, a National Programme on Fighting against Domestic Violence. The programme is being implemented. In addition, Order No. 144 issued by the Governor of the Capital City determined to establish “an inter-disciplinary team” at every sub-district for preventing domestic violence and child abuse. The Order has been executed and each team consists of a khoroo governor, khoroo social worker, unit leader, unit inspector (police officer), family doctor and social worker of the school located in neighborhoods. Their operating expenses are reflected in the state budget.

The standards on a shelter for victims of domestic violence have been developed and submitted for an approval to the National Centre on Standardization and Measurement.

Pursuant to Paragraph 7.3.2 of Article 7 of the Law on Fighting against Domestic Violence, a working group to develop and implement a compulsory training programme aimed at influencing the behavior of domestic violence perpetrators is established by a joint order of the State Secretary of the Ministry of Justice and Internal Affairs and the State Secretary of the Ministry of Social Welfare and Labor. The group consists of representatives of respective ministries, governmental and non-governmental organizations.

In order to implement Paragraph 7.2.1 of Article 7, Paragraphs 10.1.1 and 10.1.4 of Article 10, Paragraphs 9.1.1 and 9.1.7 of Article 9, Paragraph 13.4 of Article 13, and the National Programme on Fighting against Domestic Violence approved by Governmental Resolution No. 225 of 2007, the following tools have been prepared and are ready to be submitted for approval by a joint order of respective ministers:

- Domestic violence risk assessment form
- Safety assessment form
- Safety assessment guidelines
- Order of protection form issued by police
- Guidelines on the order of protection form issued by police
- Initial assessment form to register a victim of domestic violence
- Perpetuator assessment form

Upon an approval of this order, job descriptions of social workers and police officers will be amended; and a database on victims and perpetrators of domestic violence and information on services provided to them from both governmental and non-governmental organizations will be established.

Draft revisions to the Law on Family amended in 1999 are being developed. Needs for law regulations on social issues accumulating or emerging due to changes in social development such as domestic violence, property rights violations and intercountry marriages have demanded the revisions. The draft proposes to introduce new regulations including a marriage contract, parent rights and responsibilities, child rights and property relations into the law. These issues affect some implications in domestic violence.

**On the prevention of forced prostitution, sexual exploitation and trafficking of women**

12. The Population and Development project funded from the United Nations Population Fund, and the Gal Golomt movement, a member of the NGO network on reproductive health issues implemented the project for developing new approaches on collecting digital data on gender based discrimination and domestic violence. The Project aimed at improving policies and programmes to reduce violence through the decision-making process with information and expanded opportunities for monitoring the implementation. The collection of the database is in progress. The professional and chairman's councils of the National Statistical Committee discussed this matter and passed Order No. 01/58 of 2008. This order introduced registration forms and instructions on registering criminal cases. The State Secretary of the Ministry of Justice and Home Affairs approved Order No. 61 of National Statistical Committee by his Order 61 of 2008. As a result, effective from May 2008, the information on domestic violence can be included in country-wide integrated database.

Pursuant to the abovementioned orders, the following amendments were added to the relevant provisions of the following standardized forms:

- Section 14.1 to the Registration Form of Criminal Cases – 1
- Section 19.J to the Registration form of suspects – 2, and
- Section 17.1 to the Registration form of victims – 4.

Also, changes were made to the procedure on establishing integrated database of criminal cases in aimags and the capital city. In 2008 of the Deputy Chief of the General Police Department released Order No. 12 which describes the procedures on tracking the outcomes of police duties. The Order states that the complaints and reports on domestic violence cases and follow-up measures should be included in an information sheet specially designed for registration of violations with administrative matters.

13. The crime of human trafficking is a relatively new issue in Mongolia. Thus, when such a crime is committed and uncovered, the process of court decisions favorable to victims and charging the felons with criminal responsibilities is carried out at an inadequate level. Most of the time, cases are dismissed. For instance, as of August 2006, 21 complaints on trafficking crimes were reported to the police. Of which, 2 cases that involved 18 victims were resolved by court decisions. Court returned a case with 2 victims for further investigation; and 8 complaints involving 67 victims were dismissed. 2 complaints with 9 victims were refused to be filed as criminal cases, and 3 cases involving 14 victims are being investigated. In June of 2006, the Zamyn-Uud Police Department of Dornogobi aimag took measures to bring 5 women suspected to be victims of trafficking in Erlian city of the PRC to Mongolia. The Centre for Gender Equity reported cases of 2 underage victims of human trafficking. Also, the Consulate Office in Erlian city of the PRC has reported cases of 2 more underage victims of trafficking.

As of 2006, there have been reported 5 alleged cases of trafficking and kidnapping of the underage kids. These included 3 cases alleging cross-border trafficking of 7 victims for the purpose of sexual exploitation. One of these cases was dismissed. The other two were resolved by court decisions. The victims were children between the ages of 15-17. Another case was reported, which involved a 17-year-old female victim, who was trafficked to Korea and sold for the purpose of marriage. The case was dismissed due to the fact that she was not officially married to the Korean citizen and the trafficking allegations were not substantiated.

Mongolia has paid a considerable concern on trafficking crimes and sexual exploitation of children and women. Legal regulations on these issues have been updated. For instance, in 1996, the Criminal Code of Mongolia was amended with a new provision which stipulates that cross-border trafficking of women for the purpose of sexual exploitation is a crime. In September of 2002, a new Criminal Code was put into effect, which prohibits “the sale and/or purchase of human beings”.

The Law on Fighting against Obscenity has been implemented since July of 1998. In this law, obscenity is defined as the following activities: engaging in prostitution, organizing, managing and promoting prostitution as well as exploiting prostitutes. The law reinforces the legal regulations on prohibiting any activities that encourage obscenity. Moreover, the

Law on Family implemented since August of 1999 regulates the issues concerning marriages, divorces, adoption of children. This law prohibits adoption of children for the purpose of financial gains or other types of profit.

Under the Law on the Protection of Children's Rights passed in 1996, it is prohibited to use of children in activities of criminal nature, lure children into illicit sexual relationships, and allow children participate in advertisements without obtaining consents from their parents or legal guardians.

The Government approved Action Plans to implement the Programme on Protection Women and Children from Trafficking and Sexual Exploitation. The Action Plans include a number of measures to strengthen advocacy and awareness raising campaigns for supporting prevention from trafficking and sexual exploitation. Ministers and Governors of all levels supervise program implementation and allocate necessary funding into annual budgets. At the local level, programme implementation is organized by respective ministers and by governors of all levels. Required funds are allocated in the annual state budget.

In order to successfully undertake the Program, the cooperation with national and international organizations and expansion of financial support are highly appreciated. Particularly, programs and projects implemented by technical and financial assistance of UN , other international organizations and foreign countries contribute a lot.

To successfully implement the Programme, collaborations of national and international organizations and fundraising are encouraged. Particularly, projects and programmes implemented with technical and financial assistance of UNDP, international organizations and foreign countries have immense contribution towards implementing measures on combating and preventing human trafficking, and sexual exploitation of children and women.

For instance, in 2007, the Ministry of Foreign Affairs of Mongolia together with the International Organization for Migration implemented a project aimed at rescuing and returning victims of trafficking to homeland; and, helping them reintegrate into the society. The Ministry of Justice and Internal Affairs of Mongolia together with the Child Protection Programme of UNICEF has been implementing a project to increase the public awareness trafficking. The Swiss Agency for Development and Cooperation has also been implementing a similar project.

Much progress has been observed in the area of expanding cooperation with neighboring and other countries on human trafficking issues. During the consular meetings with the PRC and the Republic of Korea, the Ministry of Foreign Affairs proposed to establish inter-governmental agreements on cooperating to combat human trafficking. In 2006, during his visit to Korea, the Minister of Justice and Domestic Affairs presented to the Korean counterpart a draft of the agreement on providing legal assistance concerning civil matters. In 2007, he presented the same draft to the Chinese counterpart during a consular meeting.

Within the scope of their duties to protect human rights, authorized employees of Mongolian diplomatic and consulate offices work together with local law enforcement organizations to prevent human trafficking and sexual exploitation and help Mongolians victimized by such crimes, and bring them back home. In Article 113 of the Criminal Code, the provision on sentencing the person who is guilty of committing or participating in the crime of human trafficking is amended.

14. The Law on Fighting against Obscenity was enacted in 1998. This law forbids prostitution as well as any activity that encourages prostitution and promotes obscenity. It also regulates erotic advertisements and services. Since 2004, a working group has been established in the Ministry of Justice and Home Affairs to make additional amendments to this law. The group has worked on drafting a proposal on making additional amendments to the law. Upon conducting preliminary studies of foreign practices on fighting against obscenity, and organizing meetings and discussions with participation of representatives of relevant organizations, the working group concluded that several fundamental amendments need to be made to the law. Based on this conclusion, a proposal on the re-edited draft of the law has been formulated, and is up for a submission to the Parliament.

According to studies on this issue, the situations do not improve significantly by making it legal to engage in prostitution. Instead, it provides conditions for criminals to generate income from prostitutes in a legal manner, lure more girls and women into becoming prostitutes, and increase sex tourism. Upon considering aforementioned negative consequences, it is

suggested in the proposal to continue prohibiting prostitution by law. The proposal also reflects current situations of obscenity based on assessment analysis on the issue. In addition, the proposal intends to charge both the prostitute and the buyer of such services with criminal responsibilities. Pursuant to current laws, it is strictly prohibited to promote obscenity via press media, and special permits must be obtained in order to show erotic materials. It is not good enough to just issue permit and do nothing else. Therefore, it is necessary to identify which types of materials are prohibited from broadcasting via press media, their boundaries need to be defined in details, and materials other than prohibited ones should be allowed by law. This was reflected in the proposal.

In 2003-2005, the Criminal Police Department organized an integrated measure titled "Obscenity", annually, for the purpose of preventing and terminating such crimes. In 2005-2007, the Capital City Police Department worked on imposing appropriate legal responsibilities on citizens and economic entities with violations for the purpose of preventing the crime of luring underage persons into this type of crime.

15. There were 4 cases reported regarding forced prostitution of underage persons on the territory of Mongolia last year. 1 case was an organized crime of forced prostitution. The victim was 17 years old girl. There were 2 cases where offenders made the victims drink and forced them into prostitution. Victims were 13-14 years old. The aforementioned cases were dismissed. One case of forced prostitution of a 17-year-old victim was filed and resolved based on a court decision.

As of 2007, 9 criminal cases with 31 victims were filed. 16 people were transferred to the Prosecutor's office, as offenders. This year, 3 cases with 5 offenders were filed and charged accordingly.

Policies and services in rehabilitation and social integration for victims of this type of crime are insufficient. Only, a few NGOs in Ulaanbaatar provide rehabilitation and social integration services with financial support of international organizations.

#### **Political and social participation of women:**

16. Women's involvement in reaching MDGs, enhancing democracy, strengthening good governance, developing transparency, facilitating accountable and ethical politics and nurturing civil society is significant. However, the outcomes of the past parliamentary elections showed that power distribution is not gender sensitive even a legal environment is created. It is apparent that it will take some time until the favorable environment is formed.

The percentage of women in the Parliament is an indication of women's participation in political and public life. The 2008 election results show that the percentage of women in the parliament became 3.9 per cent. In 2006, it was 6.6 per cent and 11.8 per cent in 2000. This means that the participation of women at the decision-making level has further declined. In 2008, 356 candidates participated in the Parliament elections. 66 or 18.5 per cent were female candidates. In the future, it will be essential to create a favorable legal environment for ensuring gender equality, and to monitor its development process and outcomes.

In order to ensure gender equality at the decision-making level, an amendment was made to the Law on Elections to ensure that no less than 30% of nominated candidates are women, which was approved by the 2006 spring session of the parliament. Although, this was an achievement, some male members of the parliament re-drafted the law proposal on amendments to the Law on Elections during the fall session of 2007, and eliminated the above provision. The approval of the law was a step back from the previous achievement.

In addition, a candidate is required to contribute 20 million MNT to his or her party in order to get a right to participate in elections. This requirement settled in a bylaw of many parties is an obstacle for women to exercise their right to be voted. The above-mentioned problems demonstrate that a distribution of gender roles and accountabilities has not been realistic in Mongolia so far.

Thus, NGOs and other organizations should cooperate on advocacy to amend the Law on Elections before next Parliament and local elections and pay a considerable attention to increase the number of female candidates.

By September, 2008 at the policy formulation level, female members of the Government included 3 Ministers, 1 Deputy Minister, and 2 State Secretaries, a Chairwoman of the National Human Rights Commission and members of the General Committee on Elections. This is a progress compared to previous government structures.

**Table 1 Number of women in high ranking positions in political and government level**

High ranking positions in political and national level	2000		2006	
	Total	Of which:female	Total	Of which:female
President of Mongolia	1	0	1	0
Speaker of Mongolian Parliament	1	0	1	0
Prime Minister	1	0	1	0
Vise Speaker of Mongolian Parliament	1	0	1	0
Parliament member	76	9	76	5
Cabinet member	11	1	18	1
Vise minister	11	1	18	0
Chairperson of Cabinet Secretariat	1	0	1	0
Provincial and the Capital city governor	22	0	22	0
Chairperson of Special State Agency	10	1	10	1
Total	137	13	151	8
Percentage of women	9,4		5,2	

Source: Sustainable Development and Gender Centre, *Involvement of women in politics, 2006*

Currently, at the implementation level, female members of People's Representative Khurals of aimags, the capital city, soums and districts cover 24.6 per cent of all representatives of local Khurals. This indicates that the political interests and activities of rural women are relatively high, and that there are many famous, reputable and competent women. On the other hand, it shows that the participation of women in the law making and policy formulation levels is weak, and their involvement is higher at the implementation level, only.

### Employment:

18. Compared to women in other countries, women in our country seem to be fully exercising their right to freedom; however, some women may get under abuse and hidden pressure. According to several studies conducted by NGOs, it was determined that sexual harassment does exist at work places. For instance, according to survey results that covered 6 chosen universities, 42 per cent of the participants were affected at some point by sexual harassment, 75-80.2 per cent acknowledged the existence of sexual harassment and 26.5 per cent told that they were victims of sexual harassment<sup>2</sup>. However, no regulations on sexual harassment at a work place are available and perpetrators can escape the penalty.

19. 51.2 per cent of the Mongolian population is women. A Statistics Yearbook published by the National Statistical Committee reported that a total number of employed persons reached to 1024.1 thousands. The number demonstrated a 5.8 per cent increase if compared to 2005 data and a 1.4 increase compared to 2006 data.

In 1990, 51.1 per cent of people employed in sectors other than agricultural sector are women. In 2000, it decreased to 50.4 per cent but went up to 53.9 per cent in 2006. Compared to previous years, a certain progress was observed in the employment status of women. For instance, in 2007, the number of women employed in sector other than agricultural sector was reached to 519.9 thousands. It is 6.3 per cent higher than similar data in 2005 and 0.4 per cent higher than 2006 data.

<sup>2</sup> Journal of Human right, Mongolian National Commission of Human Right, 2008/2.

55.2 per cent of the registered unemployed are women. An unemployment rate of women is always higher by 0.4 points. It illustrates that men have more chance to get a job. 54.7 per cent of persons received unemployment allowance was women.

In 2007, employment promotion offices involved 22.8 thousand people in 852 short-term vocational training centres. 59.8 per cent of them was women and 52.6 per cent of them got a job after training. By types of training, 20431 persons or 90.0 per cent of trained people attended the training for obtaining a new occupation. 3.3 per cent or 754 people were retrained. 6.9 per cent or 1581 persons attended skills development courses. 52.6 per cent or 11991 trained persons got a job after training.

In 2006, the Ministry of Social Welfare and Labour and State Professional Inspection Agency conducted the “State Labor Inspections on Women” in all sector entities operating in 21 provinces and 9 districts. The purpose of the inspections was to inspect labor relations, occupational safety conditions, health and social protection, measures to support employment of women, the implementation of law packages on social insurance; to eliminate any violations; and to establish an integrated database on women’s employment.

Inspections took place in economic entities and organizations that employ mostly women, and over 500 women at aimag levels, and no less than 30 women at soum levels. Participants filled out a questionnaire developed on 12 main issues of possible discrimination against women at work place.

The inspected economic entities and organizations employed 117.7 thousand women in total. Of these women, 1.1 per cent worked in the energy sector, 1.8 per cent in the mining sector, 35.6 per cent in the agricultural sector, 6 per cent in the construction, 4.8 per cent in the food industry, and 4.7 per cent in the road and transportation sector. These statistics show that women work in all economic sectors as men do. From these data, we can conclude that women have the same opportunities to obtain education and skills as men do.

During the inspection process, over 8 complaints on labor relations of women were resolved, and 28.2 million MNT were given to the women as compensation. Compensations were of the following categories:

- 3.6 million MNT issued to 27 women as overtime payment;
- 615.5 thousand MNT were issued to 11 women as vacation compensation;
- 296.0 thousand MNT to five women who were not paid labor wages;
- 360.0 thousand to MNT one woman who temporarily lost employment abilities;
- 155.0 thousand MNT to one woman who was not paid dismissal compensation;
- 85.0 thousand MNT to one woman whose an industrial accident form was not approved.

The state policy on informal employment approved by the Parliament in 2006 has been implemented. The main goal of the policy is to provide public services to workers in informal sectors; to transfer informal sector to formal sector through legal, labor and social protection provisions; to ensure economic growth, and to protect the rights of people working in informal sector.

This policy has three phases of implementation. The first phase took place between 2005 and 2007; the second phase is carried out between 2008 and 2011, and the third phase will be undertaken between 2012 and 2015. The implementation strategy is related to the macroeconomic policy and aims at refining a legal environment and social protection system. In addition, the strategy is coordinated with the employment support policies. The cooperation among informal and formal sectors is expected for growing through public discussions and participation.

20. There is difference in salaries of men and women, depending on the employment sector, job position and profession. The average salary of men is slightly higher than that of women. However, women work more hours than men. The salary amount does not depend on the level of education. The national average salary of men is higher by 10,000 MNT than

women's. In addition to entering the workforce and earning salaries, women spend more hours on raising children, taking care of the ill and the elderly, and preparing meals.<sup>3</sup>

**Table 2: Percentage of employed women by sectors**

Sector	2002-2003	2006
Agriculture, Hunting and Forestry	46.3	47.1
Mining and Quarrying	26.6	36.0
Manufacturing	54.6	54.5
Electricity, Gas, and Water supply	28.8	45.6
Construction	26.0	44.3
Whole sale and retail trade	56.1	59.8
Hotel and Restaurant	66.4	66.8
Transport, Storage and Communication	26.0	37.4
Financial Intermediation	52.5	59.7
Real estate, Renting and Business Activities	41.0	50.1
Public administration	33.3	44.2
Education	68.0	67.2
Health and Social work	77.3	68.5
Other community, Social activities	50.1	48.5
Private Households with Employed person	46.0	52.0
International organization	34.5	53.6
Total	48.0	51.3

The difference of employment between industrial sectors and professions indicates that the representation of women in higher paid sectors are insignificant.

Participation of women at the leadership and decision-making levels are low. This becomes one of the reasons of the differing salary amounts between men and women. For instance, in 2006, 68 per cent of those working in the educational sectors were women. Women covered 94 per cent of primary school teachers, 71 per cent of secondary school teachers and 64 per cent of high-school teachers. 60 per cent of vocational school teachers, and 52 per cent of university professors were women. However, the majority of school directors were men.

According to the National Statistical Committee, the study with simple random sampling to identify average salary of employees as of 4<sup>th</sup> quarter of 2007 covered 172.9 thousand employees of 1035 economic entities and organizations, including 840 rural and 195 urban companies. 50.1 per cent of participants or 86.6 thousand were women. The average salary of participating entities were 205.9 thousand MNT as of the 4<sup>th</sup> quarter of 2007. This showed an increase of 49.5 per cent or 68.2 thousand MNT compared with the fourth quarter of 2006.

As of the fourth quarter of 2007, the average monthly salary of these companies increased 2.1 times compared with the fourth quarter of 2005, whereas the inflation rate increased 1.2 times. The average monthly salary growth exceeded the inflation rate. The average salary of employees indicates the average monthly salary of men as of the fourth quarter of 2007 was 219.6 thousand MNT which was higher by 14.3 per cent or 27.4 thousand MNT than the women's average monthly salary. If the average salary is classified by gender and profession, men earn relatively higher salaries than women in all fields except for administrative assistant positions.

The average monthly salary of employees is categorized by economic sectors as follows:

- financial brokering sector - 412.2 thousand MNT;

<sup>3</sup> Implementation of the Millennium Development Goals, 2<sup>nd</sup> national report, 2007.

- public administration, defense and social insurance sectors - 258.0 thousand MNT;
- mining industry sector - 238.7 thousand MNT;
- educational sector - 219.6 thousand MNT;
- and health and social welfare sector - 206.7 thousand MNT.

These average salaries are above the state average salaries. However, the average salary of employees working in other sectors remain low. According to the average monthly salary of employees categorized by liability type of the economic entities, the salaries of employees working at state-owned industrial companies and public organizations are relatively higher than the state average salary (average salary of state owned industrial companies - 231.2 thousand tugrigs and public organizations - 225.8 thousand tugrigs).

In the recent years, the Government has been implementing particular policies and measures on salaries and wages. For instance, the minimum salary of contract workers was re-set at 642.85 MNT/an hour and/or 108,000 MNT /a month, according to Governmental Resolution No. 350 of 2007.

The salaries of civil servants were increased 2.3 times during 2007-2008. This has had a positive impact on the salary growth of women working in educational, health, social welfare and insurance sectors.

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21. With the financial support from the International Labor Organization, the National Statistical Committee conducted a survey on "School-to-work transition". According to this survey, women face particular obstacles at the labor market even though they have high level of education. They search for work just like men. If women somehow lost their jobs, they do remain jobless for a relatively long period. They mostly find low paid jobs for a second chance.

Employment of many mothers directly depends on whether their kids go to child care institutions or preschool. Especially, families with low income do not have possibilities to hire nannies, therefore such mothers have limited opportunities to work. However, the number of children going to kindergartens has increased during the recent years compared to the socialist period. This is shown in the table below.

**Table 3. Number of children attending kindergartens, Mongolia, 1990, 1995, 2000, 2006-2007**

		1990	1995	2000	2006-2007
Number of children	Day nursery	21600	4000	1900	4400
	Kindergarten	97200	64100	79300	94700

Source: NSC, Mongolian Statistical Yearbook/ 1999, 2003, 2006

22. In our country, migration related issues are regulated by the Civil Code, the Law on Resolving Application and Request Submitted by Citizens to Government Organizations and Officials, the Law on Citizenship, the Law on Statistics, Law on Archives, and Law for Mongolian Citizens Travelling or Immigrating to Foreign Country. A main policy document on population development and movement is the State Policy on Population Development of Mongolia" which was enacted by the Parliament, April 23, 2004. The Policy aims at implementing the Universal Declaration of Human Rights, the Convention on Eliminating all Forms of Discrimination against Women, the Convention of the Rights of the Child, the International Covenant on Economic, Social and Cultural Rights, the Declaration of Social Progress and Development, the Millennium Development Goals, the World Declaration on Education for All, decisions passed from the World Conference on Women, Action for Equality, Development and Peace (Nairobi), the World Conference on Human



Rights (Vienna), the International Conference on Population and Development (Cairo), the World Summit for Social Development (Copenhagen) and the World Conference on Women (Beijing), the Constitution of Mongolia and other laws passed in conformity with it, international and national goals on human rights and development.

In the recent past, citizens that moved to urban areas were not registered with the civil registry office and faced difficulties in receiving social services. According to the study, citizens that moved to urban areas get registered only 1-2 years after moving. In accordance with Resolution No. 46 of 2000 of the People's Representative Khural of the Capital City, the people who moved to urban areas paid service fees. This may have been one of the reasons why citizens avoided registrations and had no resident status in administrative units where they moved in. This setback caused negative consequences on the population census. Therefore, the abovementioned resolution was cancelled, eliminating the service fees charged for registration. At the same time, state inspections to check an availability and validity of civil documents took place and irregularities and drawbacks were fixed.

As outcomes of the abovementioned measures, the registration of the population has been improving. During the recent years, the rural-to-urban migration has considerably stabilized. However, the issues of those who moved to Ulaanbaatar during the previous years in large numbers are still not resolved. Migrated people live in areas not permitted for residency, so they are not allowed to get a land use permit. According to the study report on the socio-economic conditions of migrated people and their access to and need of health aid and services, 30.7 per cent of respondents mentioned that they did not have a land use permit because they settled down on someone's land; 28.8 per cent had no specific address to settle down; 17.3 per cent settled down on a land without a permit; 19.2 per cent did not know how to get registered. These answers indicate that the number of households to settle down has exceeded the plan for urban development, which affect their registration due to unavailability of land permits.

Therefore, a Civil registration inspection was carried out in 2008 with regard to the parliamentary elections. This inspection was an attempt to register all households and citizens.

Moreover, a project "Reducing the socio-economic vulnerability status of artisanal miners and those moving to urban areas" has been implementing since 2006 with the financial support from the Japanese Government Fund for Human Security and the UN Population Fund. Within the framework of this project, a number of aimags with heavy rural-to-urban migration were selected to implement the following measures:

- improve the civil registration procedures;
- raise public awareness on this subject matter;
- provide consultation to those who are planning to move to urban areas,; and
- Help migrants to integrate into communities where they are move in.

Also, with the support from the UN Population Fund, a study has been conducted on the current status, consequences and tendencies of in-country migrations. Based on the findings of the study, the development of concrete programmes and plans for protecting the rights of new settlers is underway.

## **Health**

23. The maternal mortality rate in Mongolia has been steadily decreasing during the last 5 years. The 2<sup>nd</sup> National Programme on Reproductive Health was successfully implemented between 2002 and 2006. The 3<sup>rd</sup> National Programme on Reproductive Health to be implemented between 2007 and 2011 was approved by Government Resolution No. 52 of 2007 and is currently being implemented. The main goal of this programme is to support sustainable population growth and achieve the Millennium Development Goals through equal, accessible, quality and guaranteed health and social assistance while respecting reproductive rights and free choice, and improving reproductive health.

Within the scope of its third goal of National Programme on Reproductive Health to provide complete, equal and accessible reproductive health assistance and services to target groups, the programme has planned to implement the following activities that are beneficial to service users:

- Revise and refine, re-formulate and implement the national standards and guidelines on health assistance and services;
- Introduce a one-spot service on reproductive health within central hospitals of aimags and districts, and ensure their normal operations;
- Create conditions to ensure that emergency medical assistance is provided promptly to mothers and infants who live in remote areas with no access to a medical care
- Ensure that maternity waiting homes and units have safe, not-dangerous blood banks readily available at all times for an emergency use during a delivery process;
- Furnish maternity waiting homes in central hospitals of aimags and soums with necessary equipments to make them comfortable for mothers and their families; and improve the quality of services;
- With the help of local government organizations, NGOs and local people, establish model mobile teams, which will provide reproductive health services from the capital city to aimags, from aimags to soums, and from soums to bags; and deliver specialized medical assistance and services once in a quarter
- Increase the supplies of contraception and provide medical assistance for individuals and couples in case of unwanted pregnancy or pregnancy with possible risks to life;
- Ensure that new standards on “comprehensive assistance and services during abortion” are strictly followed at all levels; and, improve the quality of services and counseling;
- Include training components on youth-friendly services into specialized training programmes for professionals;
- Employ medical doctors (at least 600) at general education schools depending on the number of students (this action will be carried out in phases);
- Revise, analyze and evaluate the current situation of health education provided at general education schools

Pursuant to the abovementioned Programme the services on reproductive health should be transparent, accessible and prompt to the public. Thus, in this Programme, differentiating services for rural and urban women are not considered important. Training, awareness and advocacy activities targeted at the public take important place in policies and directions.

24. Since 1987, Mongolia has been implementing measures to combat and prevent HIV infection, at the governmental policy level. The Law on AIDS Prevention was passed in 1993, and revised in 2004. The Government also adopted the National Programme on Combating and Preventing HIV/AIDS in line with the Millennium Development Goals.

As at August 7, 2008, there were 43 instances of HIV/AIDS infections, of which 88.3 per cent have been diagnosed in the past 3 years. Eight infected people died. 11 of the HIV positive cases were women and 3 of them were deceased.

Three HIV positive pregnant women delivered babies. Two of them were prevented from spreading their infections to the babies and their children are growing up healthy and free of HIV infection. The third woman delivered without any medical control, so it is too early to say if the infant got infected.

These mothers and children are provided with PMTCT (Prevention monitor to child transmission) treatments and services according to the standards approved by the World Health Organization. When infected mothers deliver, their babies are given drugs within 24 hours of birth. Also, the Ministry of Health together with the Global Foundation to Fight AIDS and Tuberculosis provide the babies born of infected mothers with milk and drugs free of charge for 1 year. Also, last year, 15 children of 15 infected mothers were given Korean vitamins for children. HIV positive people and their families receive treatments and social services for free of charge with help and support provided from the Ministry of Health, the Global Foundation and other respective organizations.

With the support of UNIFPA and Global Foundation on HIV/AIDS and Tuberculosis and other international and domestic NGOs, training and awareness raising activities dedicated for women and children have been conducted in a regular basis. Particularly, adolescent reproductive health centers and hot lines operate in every aimag and Ulaanbaatar districts. They run reproductive health education programs for secondary school pupils and school dropout children

The Standing Committee on the Social Policy, Education, Culture and Science under the Parliament is going to organize the sixth conference "Financing the health development goals of the Millennium Development Goals". The conference will be organized jointly with the UNIFPA and the Asian Forum of Parliamentarians on Population and Development, September 23-24, 2008, and will be attended by female parliamentarians and ministers of Asian Pacific countries. A National committee was established for conference preparations. 70 female parliamentarians and ministers from 25 countries of Asian Pacific and Central Asian regions will attend the Conference. Participants will discuss issues on reducing child mortality, improving the maternal health and reducing infections of HIV/AIDS and malaria. They will also discuss issues on improving resources, funds and financial planning required for implementing the MDG, strengthening the national organizational capabilities, and developing and implementing a sustainable financial management to implement a comprehensive policy on the national development based on MDG.

### Rural women

25. Almost half of our population resides in rural areas mainly managing livestock husbandry in a traditional nomadic way. Rural areas are underdeveloped in terms of electricity, infrastructure and communications, lack access to information technology and quality services in health, education and social sectors. Profits gained from agricultural industry are insignificant. This industry has high risks, such as natural disasters, drought and harsh winters. The rural economic environment is quite different than that of the city. Such a difference between urban and rural developments is also affecting the gender inequality. We should also mention environmental and climatic impacts. Therefore, rural development and gender equality issues should be considered in connection with these factors and conditions.

Mongolia has been persistently implementing a policy on opening its economy to the world, and transiting into market economy. Subsequently, the economic institutions have changed significantly. Although, some positive economic tendencies have been observed, the poverty level has not decreased and mainly affects women, in particular, those with many children and female household heads.

The National Statistical Committee has been conducting periodic studies on living standards. For instance, the results of study on Household Income, Expenditure and Living standards (2002-2003) show that 36.1 per cent of the Mongolian population lives in poverty. The 2006 study shows that the poverty level decreased to 32.2 per cent, which is 3.9 points lower compared to 2004.

**Table 4. Main poverty indicators: State average, urban and rural areas (percentage)**

Residence/ Region	Poverty level		Poverty depth		Severity of poverty	
	2002-2003	2006	2002-2003	2006	2002-2003	2006
State average	36.1	32.2	11.0	10.1	4.7	4.5
Urban areas	30.3	27.9	9.2	8.6	4.0	3.8
Rural areas	43.4	37.0	13.2	11.9	5.6	5.3

41.6 per cent of poor families are households led by women. The per centage of female household heads is higher in rural areas, and their load of duties and responsibilities is relatively elevated.

The participation of women in the agricultural industry, especially, livestock husbandry, has been rapidly increasing. They carry out doubled duties such as producing household consumption products, processing animal products, expanding household farms, cleaning homes, raising kids, taking them to schools, and taking care of other family members. With the support from the UNDP, the National Statistical Committee carried out a survey in 2000 on the use of time management. Survey results showed that rural women spend 1.6 times more time on household chores than urban women, and 2.7 times more than rural men. This is one of the reasons why rural women fall behind in terms of information and development.

The main factor that affects social development and gender equality is the quality of and access to social services. Due to a lack of access to health, education and cultural services, numerous issues of social nature have been emerging one after another. One of these issues is a migration. The migration is an important tool to support economic and social

development, and to eliminate the developmental gap between rural and urban areas. However, in our country, rural-to-urban migration over concentrated in Ulaanbaatar drastically reduces populations in rural areas, and weakens opportunities to operate production and service businesses in aimags and soums. The independent status of rural economic and social services is undermined. This leads to increased developmental gap between rural and urban areas. The access and quality of health services have also been affecting this situation. The health wellbeing of people is considerably different in urban and rural areas. The rural population has more health problems due to lack of preventative health services, training and awareness raising activities, and services to change unhealthy behavior in remote areas. For instance, the number of people with chronic diseases increases the farther it gets from the centre. According to study, 28 per cent of aimag centre residents, 30.8 per cent of soum centre residents, and 31.2 per cent of the rural population have some kind of chronic disease. These statistics on disease prevalence are unquestionably related to people's knowledge on health, and the quality of health services provided to rural population.

Trades and services based on private sector have been expanding; however, there have been several instances of the food safety hazards breaking a guarantee of human health and life. Low income, remote location, and a complicated system on product delivery and selections are main causes of consumption of cheap, low quality and expired food which leads health problems.

Moreover, it has become a common practice to consume water, which does not meet hygienic requirements. Most of the residents living in the Gobi and steppe regions drink water, which is not suitable for consumption, containing salt and components of heavy metals in some areas. During the last 70 years, over 300 small lakes and rivers have dried up, and underground water resources and water level are decreased due to global warming, lack of forest resources, deterioration of vegetation coverage, and negative impacts of human operations. These unfavorable natural occurrences negatively impact drinking water supplies of rural populations. According to study conducted by professional organizations, 20 per cent of people that live in aimags of the Gobi regions consume water that contains high amount of minerals, and 68.2 per cent drink water with low amount of iodine and fluoride. The majority or 63.7 per cent of rural households use non-filtered water including rain water, snow and river waters.

Rural education services are not steady and have flaws. Pursuant to the Constitution, every citizen of Mongolia is entitled to receive general secondary education free of-charge. The State covers dormitory fees and school textbooks based on specific needs of rural schools and pupils' learning needs. Moreover, the Government supports its citizens in obtaining education by providing financial aid, grants and loans to the children of financially incapable herder families, who are interested in pursuing post-secondary education. As a result, the per centage of rural children, including girls, is high and stable at all educational levels. However, on the other hand, boys still tend to drop out of school due to their family living conditions and a necessity to work in order to sustain their livelihoods. This phenomena increase gender inequality in the education services. This is the main reason for an inflated per centage of women attending secondary and high schools, colleges and universities.

The gap between educational levels of urban and rural populations still exists, which is also related to the abovementioned facts. According to the 2000 Census statistics, women cover 51.0 per cent of the national population who possess university education, 63.1 per cent of those who have technical/vocational diploma, and 55.1 per cent of those who obtained secondary school education. people living and working in rural areas cover only 10.1 per cent of those who possess university education, 26.5 per cent of those who have technical/vocational diploma, 23.3 per cent of those who obtained secondary school education, 51.8 per cent of those without any education and 65.5 per cent of the illiterate. The number of parents wishing to take their kids to schools at aimag centres has been increased because the quality of instruction is better and learning resources are more bigger schools than in small soum schools. Consequently, rural families are facing economic difficulties of moving to the aimag centre from soums, and splitting their families.

Natural disasters that occurred during the recent years have been harshly affecting the lives of rural families. A large number of herders who lost their livestock during drought and harsh winters have been moving to the urban settlements. Their educational levels and professions do not meet the labour market requirements, so they remain unemployed, engage in illegal activities, or fall below poverty line, which lead their children to drop out of schools. Moreover, children of families that moved to the city from rural areas increase the load of schools in ger districts, affect the quality of and access to education. This leads to differences in quality of education at schools in city center and ger districts.

A major part of social services directed at the population covers social welfare measures. The Law on Social Welfare states that the eligibility to be covered by social welfare pensions and care should be equal to all citizens without any discrimination including residence (rural or urban) and gender.

Pursuant to the Social Insurance Law, the salary amount determines the range of social insurance fees and prospective pension amount. Therefore, prospective pension amounts may be subject to gender inequality. This is due to the fact that men earn 1.3 times higher than women. Moreover, if the retirement age of women continues to be lower and the significant gap between retirement ages of men and women continues to exist, the pension amount payable to retired women will decrease significantly (through the system of Personal Account of Pension Premiums), which may further create inequality between citizens. Therefore, it has become an important task to increase income level of men and women by encouraging employment and improving their professional qualifications and business skills.

There is an opportunity to use achievements in the information and communication sector for improving employment services, especially, business skills, knowledge and information on operating livestock husbandry and other productions and services. It is essential to pay special attention towards training rural population and women in using new technologies, and providing communication networks to herder families.

Pursuant to Article 4 of the Law on Allocation of Land to Mongolian Citizens for Ownership approved by the Parliament in 2002, land was allocated to citizens for the purpose of family needs. However, the amendment passed on May 22, 2008 stipulates that every citizen has a right to own land.

The Government of Mongolia approved the School Lunch Programme by its Order No.194 of 2006. The Procedure for the implementation of the Programme was released by Joint Order No.379/341 of the Minister of Health and Minister of Education, Science and Culture. Pursuant to this Joint Order, a snack with cost of 300 MNT was provided for 1-2 grade pupils in 2005-2006 school years and for 1-4 grade pupils in 2006-2007. Order No.45 of January, 2008, the cost for a snack has been increased to 400 MNT. School Lunch Programme has decreased sick leaves and truancy and increased a motivation to learn. In addition, the Programme has provided more job openings and support for family.

A life expectancy was 65.9 in 2006. This was 69.4 for women and 62.6 for men.

Based on the review of experience and lessons learned to provide accessible, equal, and quality health assistance and services in the past years and trends of the development of the country, the Health Sector Master Plan was developed. The Master Plan defines the development trends, concepts and strategies for the incoming 10 years.

The Government has undertaken measures to improve the access to drinking water for herdsman and irrigation for grasslands.

In order to improve irrigation for grasslands 17.2 billion MNT were allocated from the state budget and foreign financial assistance and loans for repairing 1692 wells in 2005-2007. The budget covered the expenses totaling 11.8 billion MNT on building 1250 new wells in 2004-2007.

In remote regions and unused grasslands, 29 water points were excavated in 2005, 180 points in 2006 and 1041 points in 2007.

The Ministry of Food and Agriculture organized contests "Hand Wells" in 2005 and 2007 in order to improve irrigation of grasslands. The contests covered all soums, baghs and herdsman. The Ministry spent 28 million MNT for awarding 8 soums, 24 baghs and 40 individuals. As result of the contests, 520 hand wells were created and 500,000 livestock were supplied with water.

### **Vulnerable groups of women**

26. An actions aimed to increase the population and promote economic growth of families is one of the important issues in field of social welfare implemented by the government of Mongolia.

Aiming to support children development, also increase of the investment for children's future several action programmes such as "New born infant", "Newly married couples", "Child's money" were implemented through the fund for the development of Mongolia to provide distribution of social wealth efficiently among the population. These action programmes became a significant measures to increase and provide the stabilization of birth and increase of family income.

Also poor and extreme poor, pregnant and mothers with infants who receive contribution of amount MNT 20.000 for the period of 12 month was changed by allowing them the same amount to all newborn mothers disregard of family livelihood. As also the contribution to holders of medal of "Honor of Motherhood I, II" of amount MNT 100.000, 50.000 once a year was changed. Accordingly, from January 1, 2007 these contributions are allowed to all holders disregard of their ages.

Every child born after January 1, 2006 receive contribution of amount MNT 100.000, also contribution of amount MNT 20,000 allowed to all mothers in 5th month of their pregnancy disregard of their livelihood level. These contributions became a significant contribution to decrease the mature loss and provide with the suitable conditions of normal and safe growth the children. Over 45-50 thousand women are involved in this contribution programme each year.

The scope of the contribution programme of "Child money" started in 2005 was expanded, accordingly from July 1, 2006 every child under age 0-18 disregard of their livelihood level began receiving their monthly contribution. In year 2007, amount of MNT 33.4 billion were delivered to 938.9 thousand children as the child's money. Compared with the information in 2006 the number of children involved in programme was increased by 64.4 thousand which equals to 7.4 per cent and the amount of the contribution increased by 26.5 per cent which equals to MNT 6,8 billion.

Amount of contribution for children under age 0-18 delivered from the fund for development of Mongolia is established each year depending on the increase of income tax rate imposed on some products. Currently, MNT of amount 100.000 is distributed to each child quarterly and in 2007 total 938.9 thousand children have received in total MNT 90.7 billion.

In 2007 the number of families led by women became 72.1 thousand which is decreased by 0,1 per cent and lower by 91 persons compare to year 2006. 50,9 per cent of all women led their family which is 36,7 thousand women are having 3 children; 37.4 per cent which is 27.0 thousand have 3-5 children; 11.7 per cent which is 8.4 thousand have 6 and more children.<sup>4</sup>

The government of Mongolia has implementing certain actions focused to disadvantaged and indigent. For instance: Several amendments were provided in social welfare laws. People with disabilities lost 50-70 per cent of their work capacity, incapable persons lost their feeders, full orphans, twin children and children with disabilities are allowed to receive social contribution, assistance, and other social services is reflected positively to the life of these people.

Although older people and people with disabilities who always require care are one of the are the groups that need care and assistance from the government, however, it was researched that in order to be involved for the assistance the requirement of poor and extreme poor criteria was the main obstacle. Termination of these requirements increased opportunity for older people and people with disabilities for support and assistance.

Aiming to promote the livelihood of groups in risk of poverty amendments in some types of conditional cash assistance were provided in social welfare law. For example: Criteria "extreme poor" for mothers led family under age 45 having 4 children of age 16 and fathers aged 50 is eliminated. Also mothers/fathers feeding three and more children under age 14, people under 18-24 got fully orphan before their 18 and families who deserved loss of home because of sudden accidents are allowed to receive assistance once a year in accordance with the resolution approved by the government of Mongolia.

Amendments provided in law on land privatization to citizens of Mongolia approved in 2002 become an important action to promote the livelihood of citizen allowing them acquire immovable property. The law prescribed that the land to be privatized to families, however, an amendment enabled citizen to right of land possession.

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<sup>4</sup> Statistical year book 2007, of Mongolia.

To increase the family income through the way of creating more employment opportunities the Fund to support the employment and Programme office to support family livelihood are implementing certain actions such as releasing low interest rate loans. However, these actions can not be accessible for poor and indigent people who have no collateral to involve in loan. 38.3 per cent of total loaner from micro financial development fund of Programme office to support family livelihood are female. As the result of the survey conducted among loaners on random selection basis over 10 per cent have bought livestock and approximately 13 per cent have acquired private real estate. Also over 10 per cent acquired real estate for the purpose of service and production. From all this it is obvious to see that micro financing action has a significant contribution to improve citizens family livelihood.

27. The State has had social welfare and population policies in order to promote a population growth. Citizens are provided with opportunities and conditions for having a happy life and decent work. The State grants mothers with many children by providing them allowance and incentives. Young families are supported. Special attention is given for mothers and infants. All these measures create a favorable environment for population growth. The newly formed Government has included many new ideas for promoting the population growth in its Action Plans. For instance, law amendments proposing that a third child in a family will get the allowance of 300,000 MNT.

The Millennium Development Goals (MDG)-based Comprehensive National Development Strategy initiated by the Mongolian President and approved by the Parliament has defined the following concept on family and population development. This concept reads that a population growth policy should aim at bringing up citizens who are creative, responsible for their life, motivated to learn and develop their skills and talents, dedicated to protect the environment and keep their cultural heritage. For guaranteeing this growth, family should be intact; and safe and secure environment should be created for child development.

Under Objective One of the Strategy the following activities are proposed:

- Implement a comprehensive policy for creating a family environment where people can have a happy life;
- Make a family into a place where cultural heritage is kept and developed;
- Constantly implement the measures to improve a livelihood of poor and vulnerable families through “a family development plan” designed with participation of family members

Under Objective Three of the Strategy the following activities are proposed:

- State supports families and parents to bring up their children healthy, educated and with good moral qualities;
- Increase an annual population growth rate encouraging more births;
- Protect mothers health beginning from first months of pregnancy;
- Diagnose and monitor a growth of a fetus;
- Develop and implement national standards on free supplies for infants up to one year old with supplementary food;
- Keep the sum of child care allowance not less than average salary amount; and pay social and health insurance of pregnant and nursing mothers;
- Update salary, social and health insurance systems for mother/father with 4 or more children under 18 years old;
- Implement a policy to provide a family with 4 or more children under 18 years old with a discounted apartment;

Under Objective Four of the Strategy, the following activities are proposed:

- Guarantee the child up to six years old with the opportunities to grow in the family or environment equivalent to a family;
- State pays special attention to provide preschool education;
- Breastfeed the child;
- Monitor health of the child up to six in a regular basis;
- Provide children up to six years old in poor families with discounted food adequate for their growth;

- Take policy measures to promote the responsibilities of parents and organizations providing health, education and social welfare services in bringing up the child who is healthy, and well developed emotionally and intellectually and who recognize Mongolian language and culture;

28. By the end of 2007, Mongolian population reached 2635.2 thousands. The growth rate was higher by 1.4 per cent if compared to 2006. 28.9 per cent of total population was children under 14. The elderly over 60 covered 6.1 per cent of total population. 55.8 per cent of population over 60 and 65.7 per cent of the elderly people over 80 were female. In 2007, 18.6 thousands elderly people lived alone with 2.7 per cent increase if compared with a previous year. 12.2 thousands were women over 55.

The number of disabled people was reached 71.9 thousands with an increase of 1.2 per cent or by 855 persons if compared to 2006. Women comprise of 45.9 per cent of disabled persons. 80.6 per cent of the disabled were of employment age. Several measures have been taken place for supporting disabled and elder women including social welfare services

For instance, the following services are entitled:

- By the Social Welfare Law for the Disabled, one time discount on the transportation fee for a disabled person who are a permanent resident of remote rural community and who are assigned by a Medical Committee of specialised doctors to get treatment and diagnoses in the capital city clinics;
- Letters and greeting cards, newspapers written in Braille and a package under 10 kilograms, and equipments for and sent by a blind person can be transported without a fee within the country;
- Persons who fully lost vision are entitled a one-time 75 per cent discount on transportation when a health agency assign the person for treatment and care in sanatorium with limited vision, hearing, or speech abilities if the children come from provinces to a special school in the city. Also, their accompanying person gets this discount too.
- The child of the disabled person can get a one-time 50 per cent discount for summer camp voucher;
- The Government allocates the resources to provide housing for blind, deaf, dumb, and dwarf persons fully lost their employment capabilities in the budget of a year;
- One time monetary coverage per year for housing and fuel costs to extremely poor families with a disabled person whose occupational capacity is completely lost.
- Full compensation for the first time payment of orthopaedic equipment or wheelchair purchased locally for disabled persons who do not receive pensions or allowances from the Social Welfare Fund; and 50 per cent compensation – for the second time;
- The cost of kindergarten services for one child under 4 years old of a family living below the poverty line if the family has a person with an occupational disability;
- Discount on the phone bill of a blind person from a poor family with no other members who are able to work.

Under Objective Two of the Millennium Development Goals (MDG) - based Comprehensive National Development Strategy, the following activities are proposed:

- Carry out a family- centered and human- rights based comprehensive policy to support vulnerable groups of population;
- Expand prevention, protection, referral and development social services which meet needs of most vulnerable groups;
- Reflect the changes in population demographics and aging when social policy programmes and development projects are planned;
- Create a favorable environment for involving disabled persons in social life and protecting their rights.

The National Workshop on Gender Responsive Social Protection –Health Security the Eldely was conducted under the following justifications:

- There is a growing need for gender-sensitive policies and programs for the elderly;



- Domestic NGOs in this field are in demand for support;
- Exchanging information on social protection for women;
- Next 20 years, age demographics of population will be altered;
- Share best practices on gender and aging problems in other countries in the region;

As an outcome of the Forum, a National Strategy on Aging has been developed.

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