

EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR INTERNATIONAL
PARTNERSHIPS



The Director-General

EUROPEAN EXTERNAL ACTION
SERVICE



Secretary General

Gender Action Plan III – 2021-2025
Country Level Implementation Plan – CLIP *[Mongolia]*

1. Context for EU action gender equality and women's empowerment in the country

Background

Mongolia is a large land-locked country located between China and Russia, with a population of 3.5 million. The country was governed under a communist regime from 1921 to 1990, with strong links to the former Soviet Union, before transitioning to a market economy. The first 15 years of the new Millennium saw a period of exponential economic growth, peaking at 17.5% in 2012, largely due to dividends from the mining industry. The World Bank classified Mongolia as a Middle-Income Country (MIC) in 2015. However, the positive trend in poverty reduction has slowed dramatically since the financial downturn, due to the vulnerability of many of the country's poor to economic shocks and to factors such as high rates of inflation and the global COVID 19 pandemic. Two thirds of the Mongolian population live in cities and towns, accounting for 55.6% of the poor. In 2020 the national official poverty rate was 27.8 % a drop of 0.7 % from 2018. However, the rural poverty line only dropped by 0.3 % to 30.5. Around 64 % of Mongolia's poor population live in urban areas, while 43% of them live in Ulaanbaatar. Estimations believe that without the pandemic, poverty would have been about 3 percentage points lower.¹ Mongolia's semi-nomadic and nomadic herders account for approximately 30% of the country's population.

Following the economic downturn due to the pandemic, the labor market has improved throughout 2022. The reopening of the border, as well as the government's stimulus measures, aided in the market's stabilization. In Q4 2022, the employment-to-population ratio had returned to the pre-COVID-19 level of 55 %, and the unemployment rate dropped to 5.3%, which is the lowest in a decade. The recovery of the labor market and the continued social assistance are expected to contribute to significant household income growth. However, the continued high food inflation of 14 % y-o-y in January 2023, could erode income gains and jeopardize poverty reduction efforts.²

This Country Level Implementation Plan (CLIP) for Mongolia reflects findings from a Country Gender Analysis conducted in 2018 and updated in 2021, and an extensive literature review. The CLIP is based on the core principles, priorities and key areas of engagement outlined in the new EU Gender Action Plan III. It also includes some gender-specific information relevant for the six sectors – agriculture, forestry, judiciary, trade, public finance management and energy – that will be explored in more detail through dedicated gender sector analyses.⁴

Gender Equality and Women's Rights Issues

Mongolia ranks 80th of 155 countries in the World Economic Forum Global Gender Gap Index (GGI) for 2023. This ranking reflects achievements in terms of enabling women's economic participation, near gender parity in education and gender parity in health and survival rates. However, there are still persistent gender inequalities. These are organized below under the five most relevant EU Gender Action Plan III areas of engagement:

1. Ensuring freedom from all forms of gender-based violence

Gender-based violence (GBV) is a significant challenge in Mongolia, with women in particular

¹ National Statistics Office (NSO) of Mongolia and the World Bank, *Mongolia's 2020 Poverty Rate Estimated at 27.8 Percent, 2021*

² World Bank Poverty & Equity Brief Mongolia, April 2023

⁴ Specific funds have been allocated from the Short-Term Technical Assistance regional budget, to allow for the update of the Gender Country Profile and the preparation of the six gender sector analyses.

affected by domestic violence (DV). One in two women experienced GBV at least once in their life,⁵ while one in ten women report that they got sexually abused before the age of 15. In almost 30% of the cases was the abuser a family member.⁶ The majority of victims of workplace sexual harassment are women, and almost all of perpetrators are educated men, the most of whom are senior managers.⁷

A 2017 study of over 7000 women by the National Statistical Office and the United Nations Population Fund (UNFPA) found that 57.9% of ever-partnered women had experienced physical, sexual, emotional or economic violence at the hands of an intimate partner and 31.2% have been subjected to physical and/or sexual abuse.⁸ High levels of alcohol consumption by men, combined with growing financial pressures, rapid social change and unemployment contribute to and exacerbate domestic violence. More than 6200 cases of domestic violence were registered between January and July 2022, this was increase in cases of 19% compared to the previous year.⁹

Other related problems in Mongolia include sexual harassment and hate crimes against lesbian, gay, bisexual and transsexual people and people with disabilities – and trafficking in people, especially women and girls.

The Law to Combat Domestic Violence (DV law) was introduced in 2005 largely as a result of campaigning by women's and human rights organizations and was amended in 2016 to include provisions such as legal and service provisions to protect survivors of DV and their family members. However, the DV law has not been successfully implemented largely due to a widespread lack of awareness of the law and of what protections are available to DV victims. Additionally, cases of DV are often not reported out of fear or shame.

2. Promoting sexual and reproductive health and rights

Adolescent pregnancy is a serious problem in Mongolia. Even though the number of cases are decreasing, still 20.1 out of 1000 girls aged 15-19 and 0.2 out of 1000 girls aged 10-14 gave birth in 2022.¹⁰ In the same year, there were 199 abortion per 1000 live births in Mongolia¹¹

In 2018, only 48.1% of women aged 15 to 49 who were in a committed union used any form of contraception.¹² Between 2015 and 2019

Between 2015 and 2019, there were 111,000 pregnancies annually in Mongolia. From those pregnancies 26,600 were unwanted pregnancies, and 17,400 resulted in abortions. An estimated 24% of women in the reproductive age range use abortion as a contraceptive method.¹³ The level of satisfaction with family planning varies greatly depending on socioeconomic factors. While 72% of rural women were satisfied with the family planning services provided, only 59% of urban women were. Similarly, 75% of lower-educated women were satisfied, while only 60% of higher-educated women were.¹⁴

⁵ Common Country Analysis 2021 Mongolia, 2022

⁶ WHO, Protect all that is precious to you, November 2022

⁷ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

⁸ NSO, Ever-partnered women who have experienced violence in lifetime, by type of violence, age groups, 2020

⁹ WHO, Protect all that is precious to you, November 2022

¹⁰ NSO, Adolescent birth rate (aged 10-14 years; aged 15-19 years) per 1,000 women in that age group, by region, aimags, the capital and soum, 2023

¹¹ NSO, Abortion ratio per 1000 live births, by region, aimag and the capital, 2023

¹² CIA, The world factbook, Mongolia, 2022

¹³ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

¹⁴ OECD and World Health Organization, Health at a Glance: Asia/Pacific 2022, 2023

Even though prohibited, the so-called virginity test is still administered in some schools in rural areas of Mongolia. In their classrooms, the girls are required to undergo an unauthorised gynaecological examination.¹⁵ Stated as a practice to check the girls for signs of sexual abuse or STIs, it is known to bring shame on the girl and her family if the test reveals that she was sexually active.

Lesbian, homosexual, bisexual, and transgender (LGBTQI) issues are still not well understood by the general public in Mongolia, and there is also a low level of tolerance for them. Although it is illegal in Mongolia to discriminate against someone based on their sexual orientation, the police rarely intervene when this occurs. Furthermore, seeking treatment for mental and physical problems can be challenging for community members due to a lack of understanding among medical professionals. Conversion therapy has also been used to try and alter the sexual orientation of teenagers and young adults.¹⁶ It is necessary to strengthen the legal framework prohibiting discrimination on the basis of sexual orientation.

From years 2002 to 2015, UNFPA funded a programme of adolescent reproductive health in schools, which included a chapter on sexual orientation (2002 – 2015). However, these issues are no longer systematically included in educational programmes.

3. Promoting economic and social rights and empowering women and girls

There is relative gender parity in enrolment to primary education, but concerns have been raised over a 'reverse gender gap' where far more boys than girls over the age of 12 have been dropping out of or missing school. In 2020, 56 % of children aged 6-15 who dropped out of or never attended school were male, compared with 44% female. In 2019, 18.8% of women, but only 12.1% of men had a tertiary education.¹⁷ Areas of specialization in higher education reflect gender stereotypes: male students are dominant in the transport, mining and construction sector related areas while more girls study in health and service sector related areas.

Economic participation

Even though women tend to get higher education their participation in the labour market is far below that of men except for those holding a PHD (57.1%M, 65.1%F). While 93.1 % of men with a Master degree participate in the labour market only 76% of their female counterparts do. This high discrepancy is also observable for Bachelor degrees (87.6M, 70.8%F) specialisations (65.4%M, 49.7F) and vocational training (75.8%M, 55.6%F).¹⁸

In the years between 2008 and 2022, women's overall labour market participation decreased. In 2022, only 52.1% of women and 67% of men were employed, compared to 62.8% of women and 64.2% of men in 2008. Moreover, women perform domestic and unpaid caregiving 2.5 times longer than men in 2019. 19.3% of a woman's day is spent performing unpaid labour due to a pervasive and strong societal bias on her role in family care and household chores. This makes it more difficult for women to enter the workforce and is exacerbated by the dearth of childcare and assisted living facilities, particularly in rural areas.¹⁹

Furthermore, fewer women than men work for themselves: in 2019, just 40% of all self-employed people were women, compared to 60% of men. The fact that women face more difficulties to get

¹⁵ [U.S Department of State, 2022 Country Reports on Human Rights Practices: Mongolia, 2022](#)

¹⁶ [U.S Department of State, 2022 Country Reports on Human Rights Practices: Mongolia, 2022](#)

¹⁷ [ADB, Impact of gender inequality on long-term economic growth in Mongolia, December 2022](#)

¹⁸ *ibid*

¹⁹ [World Bank, Mongolia Gender Landscape Brief, 2023](#)

a loan as the collateral of households are commonly registered to men, is one explanation for this discrepancy.²⁰

Women who are formally employed predominate in the relatively low paid service, education, health and tourism industries, while men are prevalent in more technical, higher paid areas of mining, transportation, defence, energy and construction. For example in 2017, the majority of educational workers – 76.4 % - were women, and 82.5% of health care and social workers were female. By contrast, 84.6% workers in the mining sector are male and only 15.4% are female.²¹ A notable consequence of this gender-based disparity in the workplace is the gender wage gap. In February 2023, men earned an average of ₮2.09 million (€553), while women made 20% less with an average income of ₮1.67 million (€442).²² A study from 2017 also showed that women receive 18,6% less pension leading to a high percentage of poverty among elderly women. This is also due to the earlier legal retirement age of 55 which is reinforced by employers.²³

There are significant limitations in the current Mongolian Labour Law and other relevant legislation. The law does not mandate equal remuneration for equal work, nor does it prohibit gender-based discrimination in hiring. There is also no provision to promote flexible working arrangements for parents.

Promoting equal participation and leadership

A quota system for elections was implemented in 2011, mandating that at least 20% of female candidates be electable. This quota was raised to 30% in 2023 for the 2024 elections, with the goal of reaching 40% for the 2028 elections. The number of female members of parliament has increased significantly as a result of the quota system, from 3.9% in 2008 to 17.6% in 2020. This is however significantly less than the 26.5% global average. In terms of women's representation in decision-making, Mongolia is ranked 133rd.²⁴ The misinterpretation of the quota also created hurdles for women. In some cases it was interpreted as only 20% of women should be allowed to be elected.²⁵

However, progress is still needed to achieve the figure of at least 30% included in the Beijing Platform for Action. There is a relatively high level of female representation at the khoroo (subdistrict) level, where women account for 33% of speakers. However, there are no female speakers at city or aimag level government. There are multiple reasons for the gender disparities in government, including a male-dominated political structure where connections are critical and a lack of financial resources for campaigning.

Furthermore, it is still difficult for women to advance into political positions due to deeply rooted gender stereotypes and traditional gender roles. As an example, newly elected Soum governors customarily ascend the neighbouring mountains in search of blessings to help them become good leaders; women are prohibited from doing so, leading some to believe that women are incapable of governing.²⁶

²⁰ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

²¹ Friedrich Elbert Stiftung, Women and the future of work in Mongolia, September 2019

²² NSO, Monthly average wages and salaries, by legal status and gender, quarter, year, 2023

²³ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

²⁴ UNDP, The Momentum Is Here: Mongolia's Journey Towards Gender Equality in Decision-Making, September 2023

²⁵ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

²⁶ NSO, Monthly average wages and salaries, by legal status and gender, quarter, year, 2023

5. Addressing the challenges and harnessing the opportunities offered by the green transition and digital transformation

Climate change and environment

Climate change has severely affected livelihoods and driven rural-urban migration in Mongolia. Since 1940, the temperature increased by more than 2°C and annual precipitation decreased by 7%. Extreme weather events such as chronic drought, dust storms or flash floods are occurring more often.²⁷ Longer, drier summers and colder winters have led to desertification and a reduction in available pasture for grazing. Climate change is also linked to the occurrence of harsh winters (dzuds), caused when a summer drought is followed by extremely cold winters. These have significantly affected herder livelihoods as thousands of horses and other livestock have perished in sub-zero temperatures.

Nearly 50% of households cannot afford a healthy diet, and according to the Household Food Insecurity Access Scale, only 33% of urban and 41% of rural households nationwide have enough food, with severe insecurity affecting 26% and 17% of urban and rural households, respectively. Hence, deficiencies in various micronutrients are very common. In the most recent Mongolian National Nutrition Survey, it was discovered that 27% of young children (less than five years old) and 21% of pregnant women had anaemia, 70% of young children and 12% of pregnant women had vitamin A insufficiency or deficiency, and 90% of young children and 96% of pregnant women had vitamin D insufficiency or deficiency.

Additionally, during heat waves, women work longer to produce food, increasing their risk of heat-related illnesses, while men typically search for more lucrative off-farm jobs. This is especially concerning when heat exposure is linked to malnutrition because extreme heat and air pollution can negatively impact cardiovascular health. Climate change can also affect the quantity and quality of firewood available, as well as the water bodies that women depend on for domestic water supplies. These additional effects of climate change on women's time burdens may have a negative impact on the upbringing and nutritional health of their children.²⁸

Digital transformation

There is a high level of internet and mobile phone use in Mongolia: 84% of the population over the age of 12 years have access to the internet. There is also gender parity in usage – in 2020, an estimated 88.9% of women and 86.5% of men had a mobile phone.

Even though the digitalisation, notably regarding electronic payments, have accelerated in recent years, there is still a division between rural and urban areas regarding access to internet connections or Information and Communication Technology (ICT) infrastructures. While urban areas are well connected, the population of rural areas often have no or only limited, access to a stable or reliable internet connection or ICT infrastructures.²⁹

Mongolia wants to become a “Digital Nation”. To achieve this, the Government of Mongolia approved a ICT Sector Medium-Term Development Policy document (2022-2027). This policy

²⁷ UNICEF, FAO; International Food Policy Research Institute, *Climate Change, Nutrition, and Mongolia: A RISK PROFILE.2023*

²⁸ UNICEF, FAO; International Food Policy Research Institute, *Climate Change, Nutrition, and Mongolia: A RISK PROFILE.2023*

²⁹ UNCTAD, *Mongolia eyes e-commerce to diversify its economy, June 2023*

aims to ensure the availability of main infrastructure to meet the growing needs of ICT, create an unbureaucratic and transparent E-Governance system, establish a national cyber security system, improve digital literacy, develop innovation to increase the economic share of information technology (big data, AI, blockchain-based platforms, national digital content) and introduce ICT products and services to increase competitiveness and efficiency.³⁰

Men, however, are more likely than women to seek employment opportunities in ICT. Of the total university graduates in 2022, 73 % of graduates in information technology were male.³¹

Men and masculinities

Boys and men in Mongolia face specific challenges. Men typically live nine years less than women, in part because of their riskier behaviours and unhealthy lifestyles. For instance, only 7.8% of women while 56.1% of men in Mongolia smoke. The high suicide rate among men is another factor. Considering the pervasive toxic masculinity standards, men who ask for help are still viewed as weak.³² According to WHO Mongolia had the third-highest suicide rate in the world in 2015, with men making up 86% of those who commit suicide.

60% of suicides among former soldiers in 2009 and 2021 were linked to depression induced by serving in the military. One year military service is compulsory in Mongolia for men between the age of 18 and 27. These men often face illegal punishment. In the years from 2012 to 2022, 44 soldiers have died and 468 violations have been reported.³³

Due to social norms and stereotypes, men typically take on a secondary role in family care. The phenomenon of household splitting exacerbates this absence. Women move with their children to urban areas for the children to attend school, while the fathers are left behind in isolated and remote areas to tend to the livestock. This situation puts a lot of psychosocial and economic stress on men, most notably in winters when working conditions are harsh and they don't have any support.³⁴

Men and boys, particularly in rural areas, are frequently excluded from proper education and stable employment, which results in a gender education disparity. Combined with the rigid social framework of a men's roles as the provider of the family, in contrast to women's economic independence and usually much higher degree of education, unavoidably results in internal contradictions.³⁵

Gender-related laws and conventions in Mongolia

The Mongolian government have committed to promoting gender equality and eliminating discrimination against women through its ratification of the Convention on the Elimination of all Forms of Discrimination against Women in 1981. This was revised for three years in 2017, up to 2021. In 2011 the Law on the Promotion of Gender Equality (LPGE) was passed. The Law

³⁰ Communications Regulatory Commission of Mongolia, Digital Nation Mongolia: Policy and Regulatory achievements and plans, October 2022

³¹ UN Mongolia, Joint Statement of the UN in Mongolia on the occasion of International Women's Day, March 2023

³² UNDP, The Sustainable Development Goals: Gender and Development, June 2018

³³ Uranchimeg Tsogkhuu, Global Press Journal, Called to Serve, Not to Suffer: Mongolia Addresses Torture in Its Military Ranks, July 2023

³⁴ UNICEF, Family and fatherhood: a gender-transformative approach, 2020

³⁵ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

promotes gender equality and sets out obligations for government and other key actors in the spheres of politics, employment and labour relations, civil service, education, health care and family relations. Under the LPGE, all 19 national government ministries have their own Gender Councils chaired by the Ministers. At the local level, 21 aimag governors head Gender Committees. The National Programme on Gender Equality (NPGE) 2001-2015 was revised and a three-year National Gender Action Plan (NAP) was introduced with a key aim of mainstreaming gender in all policies and ministries by 2020, through the introduction of sectoral gender policies. The NCGE Secretariat is responsible for coordinating inter-sectoral gender-related matters, among other duties. However, challenges to implementing this gender-responsive architecture include lack of capacity and understanding of the issues, inadequate human and financial resources and frequent changes of governmental personnel.

To ensure the implementation of the LPGE, the Cross-Sectoral Strategic Plan for Gender Equality (2022-2031) for all ministries was approved in 2022. As of 2023, 21 provinces and the capital city, had adopted sub-programs to guarantee gender equality, and 12 sectors had gender policies in place. However, despite improvements in the legal framework, there is still a lack of awareness regarding gender equality at all levels and of political commitment at the government level to address gender inequality. There is also a deficiency in donor research and financial support utilisation, as well as cross-sector collaboration on gender issues. ³⁶

Under the Mongolia Sustainable Development Vision 2030, which was adopted in 2016, the Government of Mongolia approved Mongolia's Long-Term Development Strategy Vision 2050. This strategic vision targets to "mainstream gender equality into the public policy planning progress, ensuring gender equality in social development, address life expectancy differences between genders, create a pleasant environment for equal participation in social welfare, promote equal participation of the working age population in the labour market, promote women's representation in politics improve the national processes to improve gender equality, promote cooperation, partnership and leadership in decision-making and improve gender education for all."³⁷

The Committee on the Elimination of All forms of Discrimination against women (CEDAW) and the Committee under the International Covenant on Economic, Social and Cultural Rights (ICESCR) also issued reports and concluding observations on Mongolia in 2022. The CEDAW observed that the absence of any court cases of discrimination against women and girls tried under the Criminal Code over the past five years may indicate that the definition of discrimination is too narrow and the burden of proof too heavy. The Committee called on Mongolia to adopt comprehensive anti-discrimination legislation to prohibit all discrimination against women and girls in public and private spheres. The Committee also recommended that Mongolia adopt a comprehensive strategy to eliminate discriminatory stereotypes about women's roles and responsibilities in the family and society.

2. Selected thematic areas of engagement and objectives

In relation to the European Union (EU) Multi-Annual Indicative Programme (MIP) for 2021-2027 in Mongolia and in order to reach the GAP III targets, the Delegation of the EU to Mongolia will ensure that at least 85% of all new actions under the new MIP will have gender equality as a significant (Gender Marker 1) or principal objective (Gender marker 2) in each priority area/

³⁶ GIZ, Gender Analysis GIZ Mongolia Portfolio 2023, August 2023

³⁷ *ibid*

sector.³⁸ The GAP III puts forward “key thematic areas of engagement” and possible objectives³⁹.

The EU engagement in Mongolia under the MIP 2021-2027 will aim at supporting the country in its green sustainable development and its democratic and economic development, namely: strengthening gender and women’s empowerment, democratic institutions, supporting small and medium enterprises, youth, CSOs and promoting private sector led green growth and digital opportunities in the country. The aforementioned are well aligned with the Commission’s priorities of “Green deal alliances”, “Alliances for growth and jobs”, as well as gender equality, digitalization, governance, peace, security and human development.

Concretely, the EU Delegation has identified two priorities in the 2021-2027 Multi Annual Indicative Programme (MIP) for Mongolia, namely:

- Priority 1 Green sustainable development for Mongolia
- Priority 2 Democratic and Economic Development

In line with the EU Gender Action Plan-GAP III through this MIP, the EU in Mongolia will scale up the EU contribution to reach SDG 5 in all EU internal and external policy areas and across the 2030 Agenda. EU aims at making its engagement on gender equality more effective as a crosscutting priority of EU external action in its policy and programming work. Specific activities related to promoting gender equality and women empowerment will thus be included in each of the programmes financed under the MIP 2021-2027. Programmes such as capacity building for women, specific funding for women-led businesses, specific TVET courses tailored to women skills and job opportunities, awareness on gender equality/domestic violence integrated in all training targeting beneficiaries in the agriculture and natural resource sectors, gender-responsive budgeting, training on political leadership, and awareness among local authorities to promote gender equality and women empowerment.

Except of the 85% target indicated above and the funding that will be allocated through the MIP, funds from the Cooperation Facility will be used to support dialogues with women and organizations supporting gender equality, ensuring that systematic consultations are in place for both the programming and the implementation in the MIP. The cooperation facility funds will also be used to support the implementation of the gender targets that are identified in the CLIP to contribute further to the EU GAP III objectives. Funding will also be sought from thematic programmes such as the Civil Society Organizations and Local Authorities Programme (CSO-LA) and the European Instrument for Democracy and Human Rights (EIDHR).

The selected key thematic areas of engagement for the CLIP that are set out with proposed objectives under each.

1) Challenge gender norms and inequalities

- Support the improved capacity of the Government of Mongolia to implement and enforce international gender equality and women empowerment and meet international commitments to GEWE
- Support the implementation of gender-responsive legislation, architecture and processes
- Support the integration of gender equality across key sectors, including the implementation of gender-responsive budgeting

³⁸ The OECD gender markers G1 and G2 will be applied: for G1 each action should include at least one specific objective on gender equality complying with and/or including targeted actions (OECD gender marker G2).

³⁹ Refer to chapter 3 of the Joint Communication and to Part II of the SWD.

- 2) Ensure freedom from all forms of gender-based violence
 - Support the implementation and progress tracking of the DV law
 - Support awareness-raising about GBV for the government, relevant professionals and the public
 - Contribute to the financial resourcing of service provision for GBV survivors
- 3) Promote sexual and reproductive health and rights
 - Support measures to prevent teenage pregnancy, including awareness-raising in schools
 - Contribute to development of SRH related awareness-raising and services targeted at women with disabilities
 - Support capacity strengthening of institutions and their human resources that provide sexual and reproductive health related services for LGBTIQ people
- 4) Strengthen economic and social rights and empower girls and women
 - Support public awareness-raising on gender equality and women's and girls' empowerment
 - Support programmes to promote school retention of boys and girls
 - Support the education sector to challenge gender stereotypes
 - Support the implementation of labour laws for both public and private sector employers
 - Support the government of Mongolia and banking sector to promote the development and scaling up of female-led SMSEs through the provision of accessible bank loans, training and other inputs
 - Support the provision of subsidized child-care
- 5) Advancing equal participation and leadership
 - Support the enforcement of the gender quota in political parties and other representative bodies
 - Promote and fund women's and girls' leadership programmes, including capacity building for female political candidates
 - Promote awareness-raising on the importance of women's participation in decision-making
- 6) Address the challenges and harness the opportunities offered by the green transition and digital transformation
 - Support the Mongolian government to promote green alternatives to energy in ways that create economic opportunities for women
 - Support the Mongolian government to raise awareness of climate mitigation and clean air initiatives
 - Ensure all members of the Mongolian population have equal access to digital technologies and training in their use
 - Support the establishment of an information technology pool to promote green job creation
 - Support the creation of an enabling legal environment for women's involvement in international trade of Mongolian eco-products at the regional level.

3. Targeted action(s) supporting gender equality and women's empowerment

Keeping into account the cooperation instruments at the disposal of the EU, the following "key thematic areas of engagement" and possible thematic objectives are currently envisaged:

GAP III	Actions	Opportunities and Entry Points	Potential key indicators
1) Challenge gender norms	Support and promote CEDAW, the Beijing Platform for Action and the LPGE. Provide	Work with allies in the Ministries of Education and Health, MLSP (media) and other sectors to enhance positive and non-	% of funding for awareness-raising campaigns.

<p>and inequalities</p>	<p>funding to translate the NPGE and National action plans into practice.</p> <p>Support the provision of full-time, dedicated Gender Focal Points in all sectors and/or governmental ministries.</p> <p>Support the implementation of Gender Responsive Budgeting in all sectors and/or governmental Ministries</p> <p>Build awareness of gender stereotypical language and behaviours and unconscious biases among government officials and other key professionals such as teachers, police and doctors.</p> <p>Support girls' and women's training in STEM-related subjects</p> <p>Support an increase in positive female role models and examples in all sectors, including civil service, schools, hospitals, construction, mining and public transport.</p> <p>Build on existing good practices Fund high-level qualitative research on gender norms and stereotypes to inform policy planning and implementation.</p> <p>Support the generation of data disaggregated by gender and other intersectional variables for all priority areas and sectors.</p>	<p>stereotypical portrayals of women and men, girls and boys throughout their policies, practices and public campaigns, and to support positive female role models.</p> <p>Work with all relevant sectors to ensure GFPs are in place and that Gender Action Plans are developed, implemented and their impacts monitored and evaluated.</p> <p>Encourage the GoM to work more closely with GEWR networks and organisations - including the LGBT Center, to develop training and play an advisory role in addressing gender stereotypes.</p> <p>Work with Mongolian research institutions and CSOs.</p> <p>Work with the NCGE and key NGOs/CSOs to fund the implementation of actions outlined in the NPGE.</p> <p>Work with the National Statistical Office to promote the collection and dissemination of gender and intersectional-disaggregated data</p> <p>Support the nation-wide promotion through media and schools of globally-recognised and proven campaigns and programme such as HeforShe, MenCare and White Ribbon.</p>	<p># GE trainings in schools and universities.</p> <p>#women and girls receiving training in STEM subjects.</p> <p>Generation and dissemination of data disaggregated by gender and other intersectional variables.</p>
<p>2) Ensure freedom from all forms of gender-based violence</p>	<p>There is an urgent need for increased EU funding to guarantee current service provision and to ensure expansion to meet the urgent and growing demand.</p> <p>Significant human and financial resources are required to build capacity of the multiple agencies involved in dealing with DV cases, particularly in regions and at <i>soum</i> and <i>khoroos</i> levels. All relevant professionals require more and better training, particularly lawyers, social workers and psychologists.</p>	<p>Work with and support capacity building of key agencies, including Police, ministry of justice, CAV, NGEC, gender committee. Training can be conducted using e-learning platforms where needed. CSOs have a key role to play in building capacity.</p> <p>Promote the implementation of relevant legislation, action plans and international agreements ratified.</p> <p>Support inter-agency processes for implementing and tracking progress of the DV Law.</p> <p>Work with the NCGE, NSO, GEWR CSOs and UNFPA to develop a reporting system on DV, supplemented by processes of independent reporting on the implementation of the DV law. It is important to reflect the survivors' voices and experiences in these processes.</p> <p>Partner with UNFPA to support its work on GBV, particularly in the areas of support to survivors and education for perpetrators.</p>	<p>% of budget allocation</p> <p># and frequency of trainings and # women and men attending</p> <p># shelters and OSCs in Ulaanbaatar and <i>aimags</i></p> <p>#survivors and reduction in cases (tracked with gender-disaggregated data)</p>
<p>3) Promote sexual and reproductive health and rights (SRHR)</p>	<p>Support the development and organisation of trainings on preventing teenage pregnancy and pertinent counselling services of relevant organizations, medical staff including medical personnel at general secondary schools.</p>	<p>Partner with UNFPA to support its work with young people (for example providing sexual health education resources to schools).</p>	<p># and frequency of training packages developed and training sessions conducted</p>

	<p>Provide funding for studies and relevant advocacy activities aimed at rectifying legal inaccuracies in terms of preventing adolescent pregnancy.</p> <p>Provide support to adolescent mothers and young single women heading their households living in difficult conditions/circumstances.</p> <p>Facilitate developing sexual and reproductive health related awareness raising and services targeted at differentiated needs of women with disabilities, of LGBT individuals and others who are marginalised.</p> <p>Provide support to evaluation on the access and quality of sexual and reproductive health related assistance and services for female migrants.</p> <p>Support capacity strengthening of institutions that provide sexual and reproductive health related services for LGBT people.</p>	<p>Cooperate with NGOs working closely with adolescent youth and teenagers, health and medical staff at schools and train them.</p> <p>Work with schools and tertiary institutions to conduct pertinent trainings designed for male and female students on SRHR.</p> <p>Provide support to build shelters/OSC (in towns and <i>aimags</i>) for adolescent mothers who are in difficult conditions and circumstances.</p> <p>Work with NGOs that support women with disabilities</p> <p>Work with NGOs that support LGBT rights</p>	<p>#of relevant professionals who have received training # shelters and OSC in towns and <i>aimags</i></p> <p># of women with disabilities supported</p> <p>Evaluation/assessment report with recommendations</p> <p># of LGBT people who have access to SRHR services</p>
4) Strengthen economic and social rights and empower girls and women	<p>Develop the capacity of government staff and public and private sector employers on gender equality issues and legal requirements relating to employment.</p> <p>Support the strengthening of mechanisms for holding employers to account such as the Labour Code and ILO Conventions need to be strengthened and properly implemented. The value of the ILO labour inspection process could be enhanced by increasing the number, capacity and power of inspectors, eliminating the warning period for inspections, and increasing the available financial resources.</p> <p>Promote the increased employment of women in technical areas such as green energy provision.</p> <p>Promote a zero-tolerance attitude to sexual harassment in all places of work.</p> <p>Promote the accessibility of small and micro bank loans and grants with reasonable repayment periods for women and support the provision of training in business, e-commerce and leadership for female entrepreneurs.</p> <p>Address and challenge gender biases and promote the idea that women can be equal to men in business, for example by highlighting positive role models of Mongolian businesswomen.</p> <p>Support more girls to enter Technical and Vocational Education and Training institutions and to take up STEM subjects.</p> <p>Develop infrastructure and opportunities for male and female agricultural workers to directly market their own produce.</p>	<p>The MLSP should work closely with the NCGE and with relevant agencies such as the ILO to identify and implement strategies for enabling gender-responsive and equitable employment policies and practices.</p> <p>The MLSP gender policy should be considered a priority for the ministry, underpinned by a substantial gender budget line.</p> <p>A dedicated GFP point should be appointed to the MLSP supported through funding for a full-time post.</p> <p>The Global Compact could be used as a tool to promote gender equitable practices and other aspects of corporate social responsibility for private employers.</p> <p>Work with banks and financial institutions such as Xacbank and EBRD to support the introduction of quotas for women entrepreneurs.</p> <p>Build capacity through information exchange with agencies such as the ADB, IFC and WB.</p>	<p># of trainings and male and female participants</p> <p># of institutions that have work life balance policy and integrated into internal rules</p> <p>Compliance with ILO conventions and the Labour Code</p> <p>Compliance with Global Compact for private and public-sector partners</p> <p># of girls studying STEM subjects</p>

5. Advancing equal participation and leadership	<p>Support the implementation of the gender quota and special measures to promote women's political participation.</p> <p>Build capacity and awareness about the gender gap in political participation with government and the public.</p> <p>Promote women and girls' leadership through training and awareness raising at national, regional and local levels.</p> <p>Work with the media to raise awareness of the importance of women's participation in decision-making and to promote positive representations of women and girls as leaders.</p> <p>Provide capacity-building training for women candidates, especially on efficient campaigning, access to financing and to political networks and use of the media.</p>	<p>Support GEWR NGOs to work with women at all levels and in all regions to promote women's leadership.</p> <p>Support the NCGE through funding and knowledge exchange to achieve more effective implementation of the quota.</p>	<p># political parties nominating female candidates</p> <p># trainings and # females and males attending</p> <p>Improvement in public awareness</p> <p>Media campaign for promoting women's leadership</p> <p>Leadership training programmes for girls and young women (including in regions and rural areas)</p> <p>Inclusion of girls' leadership and confidence building in school and higher education curricula.</p>
6. Address the challenges and harness the opportunities offered by the green transition and digital transformation	<p>Help establish an information, education and technology pool that promote green job creation in the livestock breeding and crop farming (agriculture) sectors by encouraging SMEs and implementing pilot project/s.</p> <p>Support more women to take advantage of employment opportunities within the rapidly growing green energy sector.</p> <p>Support capacity building enabling women to participate in regional and international trade networks through digital platforms.</p> <p>Provide support towards creating an enabling legal environment for international trade of Mongolian ecoproducts at the regional level.</p> <p>Close the gender gap in ICT training at tertiary level and promote women's access to well-paid, skilled jobs in the ICT industry .</p>	<p>Collaborate with the NCGE towards implementing the "Ulaanbaatar Declaration".</p> <p>Create a women's network/platform for the technology transfer within the country and in the region.</p> <p>Pilot the relevant project/s at the local level.</p>	<p>MOU signed for the implementation of the Ulaanbaatar Declaration.</p> <p>#of trainings and advocacy campaign to attract female producer/s to participate in regional and international trade processes.</p> <p># of consultations among female eco-product producers and dialogues with international trade experts and companies specialising in the export of goods and services.</p> <p>Annual increase in # of women employed in the green energy sector.</p>

Priority areas of the EU's cooperation with Mongolia and alignment with relevant EU and Mongolian policies to support national gender networks:

1. Green, Sustainable Development
 - Encourage partnership in implementing the UN Resolution on the improvement of livelihoods of rural women and girls, by enhancing cooperation among local and national governments, civil society and rural residents.
 - Ensure that women, including those with disabilities, migrant workers and other marginalised groups can participate equally in the emerging green economy.
 - Support the government of Mongolia and banking sector to promote the development and scaling up of female-led SMSEs through the provision of accessible bank loans, training and other inputs.

- Promote women's economic empowerment through green jobs and forestry-based opportunities
- Gender sensitization of environmental/forestry sector management
- Ensure sector's gender-responsive policy planning, monitoring and evaluation processes are based on gender statistics and gender checklists
- Promote the sector's human resources training processes and related systems in a gender-sensitive manner

2. Democratic and Economic Development

- Promote decent employment opportunities, especially for female heads of households, persons with disabilities, migrant workers and other marginalized people, through gender-responsive policy planning, budgeting, monitoring and evaluation processes; through inter-sectoral coordination at the national, regional and international levels; as well as by means of sharing experiences on effective methods to advance inclusive economic growth.
- Support the implementation of the UN Convention on the Elimination of Discrimination against Women (CEDAW) and other GSP+ conventions related to Gender Equality.
- Support the capacity building of national and sub-national authorities, managers, and key advocacy organizations to integrate gender perspectives effectively into policy planning, implementation, and monitoring
- Enhance the enabling environment for upwards accountability, especially for gender equality and women's rights CSOs and for CSOs focused on the rights of other excluded groups, including LGBTIQI people, those with disabilities and migrant women.
- Support the generation and implementation of sectoral gender policies in pertinent government ministries, and promote gender-responsive budgeting.
- Enable gender-responsive law enforcement agencies and staff
- Enhance national capacity to combat GBV

4. Engage in dialogue for gender equality and women empowerment

The pursuit of GEWE objectives by both the GoM and the EU will be discussed regularly within a number of fora:

- High level discussions organized at the time of the regular/annual EU Heads of Mission visit to Mongolia organized by the EU Delegation
- The EU-Mongolia annual dialogue in the framework of the Partnership and Cooperation Agreement (led by the EEAS)
- Human Rights discussed as part of the Annual Human Rights dialogue.
- Annual Reviews/Policy dialogue as part of the implementation of the Budget Support Programme's implementation in the Employment and Public Finance Management Sector,
- Engagement with UN agencies present in the country, particularly UNFPA / UNDP.
- Engagement with Civil Society Organisations in various ad-hoc meetings

The EU Heads of Mission in February 2021 endorsed a new Roadmap for engagement with CSOs for the period 2021-2025. A number of consultations with CSOs was organized to that effect in 2020 to gain CSOs' inputs on the new Roadmap and EU priorities. A broad spectrum of civil society organizations participated in the exercise. The exercise highlighted that CSOs suffer from limited

capacity on issues pertaining to analysis, advocacy and to some extent internal governance. This limited capacity is particularly tangible in the field of gender among others and affects their ability to partake in higher-level policy-based discussions and subsequent contributions. There is a need to increase the engagement with CSOs on EU priorities in the country and mainstreaming gender. Especially enhance the enabling environment for upwards accountability, especially for gender equality and women's rights CSOs and for CSOs focused on the rights of other excluded groups, including LGBTIQ people, those with disabilities and migrant women. To that effect, the CSO roadmap envisages structured dialogues with CSOs including the one working on gender issues (one formal consultation/year). This will provide an opportunity to discuss the implementation of the CLIP, possible contributions by CSOs actors as well as identifying specific capacity building needs.

5. Outreach and other communication / public diplomacy activities

Gender equality is always on the agenda of the policy dialogue between the EU and Mongolia, which takes place annually. The priority areas are on changing mind-sets and cultivating gender equality values and norms in the education system as well as advancing economic opportunities for women. Additionally, several of the EU supported projects engage with government agencies and partners at the local level in the implementation of their activities, including advocacy and communication for increased gender equality.

Public Diplomacy efforts are focused on the 8th of March, May 17th (IDAHOT Day) and the 25th of November (International Day for the elimination of violence against women); these key activities are foreseen to be continued in close cooperation with the EU Member States and the United Nations agencies.

6. Technical Facility and/or financial resources allocated to support GAP III implementation

An estimated EUR 400,000 have been identified under the cooperation facility to support the implementation of GAP III at country level through technical assistance for updating Gender country profile and gender sector analyses, gender mainstreaming, reporting and communication. Considering the limited resources within the EUD, a cooperation facility will be crucial for engaging with its partners and target audiences. The cooperation facility will be used to:

- Support dialogues with youth and women, ensuring systematic consultations are in place for both programming and implementation.
- Support the implementation of the gender targets as well as the human rights and democracy country strategy (CSO/EIDHR actions).
- Finance strategic communication activities and fight against disinformation as well as visibility actions on EU cooperation and public diplomacy specific interventions, including economic diplomacy, to promote EU policies as well as its multilateral agenda in Mongolia.

A significant amount of funds will be allocated from the MIP 2021-2027 priority areas towards pursuing gender specific thematic areas of engagement along the sectors of vocational education training, forestry, public finance management, and judiciary, as currently envisaged, as well as through regional and thematic programmes from which Mongolia is likely to benefit from.

Date: 30/11/2023

Signature by Head of Delegation: 

