

DATA COLLECTION SURVEY ON GENDER-BASED VIOLENCE IN MONGOLIA

Final report



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Abbreviations

ADB	Asian Development Bank
CBWS	Community-Based Welfare Services
CCCP	Coordination Council for Crime Prevention
CEDAW	The Committee on the Elimination of Discrimination against Women
CSOs	Civil Society Organizations
GACFDP	General Authority for Child, Family Development Protection
GADIP	Ger Area Development Investment Program
GBV	Gender-Based Violence
GGI	Gender Gap Index
IDLO	International Development Law Organization
IOM	International Organization for Migration
IRIM	Independent Research Institute of Mongolia
JICA	Japan International Cooperation Agency
LAC	Legal Assistance Center
LGBTQ+	Lesbian, Gay, Bisexual, Transcender, Queer
MDTs	Multidisciplinary Teams
MFA	Ministry of Foreign Affairs
MGEC	Mongolian Gender Equality Center
MFLSP	Ministry of Family, Labor and Social Protection
MoJHA	Ministry of Justice and Home Affairs
MoF	Ministry of Finance
NAWUM	National Association of Wheelchair Users of Mongolia
NCAV	National Center Against Violence
NCGE	National Committee on Gender Equality
NPA	National Police Agency
NSO	National Statistical Office
ODA	Official Development Assistance
OSCC	One-Stop Service Center
PRC	People Republic of China
SDC	Swiss Agency for Development and Cooperation
SGBV	Sexual and Gender-Based Violence
TAF	The Asia Foundation
TIP	Trafficking in Persons
UNFPA	United Nations Population Fund
WVIM	World Vision International Mongolia

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Executive summary

This survey examines gender-based violence (GBV) in Mongolia, assessing institutional responses and identifying key measures for future international interventions. Conducted by the IRIM survey team from December 2024 to April 2025, the survey follows JICA's 4P framework—**Prevention, Protection, Rehabilitation, and Prosecution**—to evaluate service effectiveness and policy gaps. A survivor-centered approach was prioritized throughout the survey, ensuring adherence to ethical principles at every stage.

A mixed-methods approach was used, **combining qualitative and quantitative data**. Primary data was collected from **~100 participants**:

- 10 case interviews with survivors on service accessibility.
- 33 key informant interviews with government, NGO, and law enforcement representatives.
- 50 former shelter residents surveyed on service quality.

Secondary data included desk reviews of academic research, legal frameworks, and institutional reports.

The survey covered the **past five years** across urban and rural areas, focusing on **Ulaanbaatar, Darkhan-Uul, and Khentii provinces**. Findings provide evidence-based recommendations to enhance Mongolia's GBV response mechanisms.

According to the 4P framework, the survey revealed the following key findings:

Mongolia has a **strong legal foundation for gender equality**, with the country's very first Constitution (1924) ensuring equal rights for men and women. As a result, fundamental rights, particularly in education and healthcare, are relatively well-developed compared to other nations. This is reflected in the 2024 Gender Gap Index, where **Mongolia ranks 1st in education and health** among 146 countries. However, disparities remain in economic participation (ranked 43rd) and political representation (ranked 120th), largely due to gender stereotypes and norms. To address these gaps, national programs are being implemented to increase women's economic opportunities, political engagement, and improve men's health and life expectancy.

Despite legal provisions defining GBV, challenges persist in data collection and classification. Reports indicate a sharp increase in domestic violence cases, with 12,932 cases recorded in 2024. This represents a more than 20% increase over five years. Crimes related to GBV—such as sexual assault and sexual violence—have increased significantly nationwide, particularly in rural areas. However, the lack of disaggregated data on the socio-economic characteristics of victims and perpetrators, service utilization, and vulnerable subgroups across all recorded crimes—not just judicial reports—hinders effective policy responses and targeted interventions. The economic impact of GBV is substantial, with the financial losses to households due to intimate partner violence being 24 times higher than the cost of government response measures (UNFPA, 2020). While Mongolia has established multiple committees and councils to combat GBV, structural inefficiencies, funding gaps, and lack of coordination limit their effectiveness.

According to judicial reports, 94.1% of domestic violence victims are women and girls, with most experiencing physical violence from a partner or spouse (73.6%) at least once or twice per year (80.3%). Previous studies identified alcohol abuse, financial instability, and gender stereotypes and norms as key drivers of GBV. However, recent study highlights other significant factors, including childhood exposure to violence, lack of family life education, and insufficient early education on gender issues, as key contributors to perpetuating violent behaviors.

Prevention of all forms of GBV: Effective violence prevention requires a structured, long-term approach that prioritizes early intervention, education, and behavioral change. However, current prevention efforts in Mongolia face several challenges, including **limited coverage, inconsistent implementation, and a lack of age-appropriate and context-specific strategies**. Additionally, gaps in pre-marriage education, workplace behavior change programs, and targeted awareness campaigns hinder efforts to create a sustainable culture of non-violence. Addressing these issues requires integrating prevention education into national

frameworks, tailoring content to diverse populations, and strengthening institutional mechanisms to promote lasting social change. While projects led by partner international development agencies, along with awareness campaigns, strategies, and pilot programs such as 'Community-Based Behavior Change Communication', 'SASA Together,' and 'Respect Framework,' show promising results, their reach and sustainability remain limited due to the government's ownership and resource constraints. The scalability and institutionalization of these initiatives are still insufficient. Current interventions focus mainly on adults, despite evidence that early education is critical to shaping attitudes on gender and violence. Additionally, Mongolia lacks structured rehabilitation programs for perpetrators to prevent repeat offenses.

Protection of GBV survivors: As a result of technical assistance from international organizations such as the ADB and UNFPA, aimed at increasing the number of temporary Shelters and One Stop Service Center (OSSC)s and enhancing the capacity of professionals and staff, the accessibility of shelters has **increased by 30% over the past five years**. Currently, there are 41 temporary shelters and OSSCs operating across the country, providing protection services to GBV survivors. These centers provide protection services to approximately **5,000 children and adults** affected by violence annually.

Although the legal framework related to victim protection services has been relatively well-regulated and procedures are being established, several critical issues have been identified in the operations of shelters that need to be addressed. The following key challenges were highlighted by the survey:

- **Differences in funding based on affiliation:** Temporary shelters and OSSCs are under the jurisdiction of five different organizations. Depending on which organization they fall under, the funding sources vary, which is the main challenge affecting the stability of operations and the quality of services. Although there are regulations defining the funding and norms for shelters and OSSCs, these rules only apply to shelters under the General Agency of Children, Family Development and Protection (GACFDP) and are not uniformly applied to the protection services of other organizations.
- **Funding source issues for services provided to adult GBV survivors:** In practice, there is a lack of funding for services for adult GBV survivors, leading to situations where food and nutritional needs are covered from child protection funding. This limits the accessibility of protection services for adults and could negatively affect the willingness to accept them.
- **Need to refine protection service standards:** While common requirements for temporary shelters' services for survivors are followed, there is a need to refine service standards to better meet the specific needs and characteristics of survivors. This includes clarifying methods for service providers to follow and updating the standards and requirements for the next stages of care. For example, the accessibility of protection services for people with disabilities by its type and LGBTQ+ survivors remains insufficient, and the standards and guidelines are still unclear.
- **Limited public understanding of protection services for survivors:** Most individuals who received services from temporary shelters were referred by police officers, but there remains a weak understanding of what services and assistance are available from shelters and OSSCs. Even among those who have used the services, there is a lack of clear understanding regarding the full range of services they can access.
- **Protection services for GBV survivors are effective in ensuring safety, but the conditions in shelters are inadequate:** While protection services effectively ensure safety, the infrastructure, hygiene conditions, and comfort of the shelters are poor. The lack of ongoing repairs and maintenance has led to substandard living conditions, with the most frequent suggestions for improvement coming from the individuals' receiving services.
- **Recreational and developmental activities for survivors in shelters are insufficient:** The average length of stay for individuals in shelters is 1-2 weeks, with some staying for a month or longer. However, during this time, survivors have limited opportunities to engage in productive activities, such as training, career counseling, skill development, or other developmental activities. These services are significantly lacking in shelters, limiting the ability to make effective use of their time.

- **Few NGOs provide protection services for survivors, and there is little unity among survivors, the public, and communities:** The list of NGOs providing protection and rehabilitation services includes fewer than 10 organizations. While these organizations are experienced and have stable operations, very few new NGOs are being established in this area. Particularly in rural areas, there is a shortage of NGOs working in survivor protection, with even no organizations providing such services in Khentii province.

Rehabilitation and Social Integration: In Mongolia, rehabilitation services for GBV survivors primarily cover health, psychological, and social welfare services. However, the survey's findings indicate that the accessibility, quality, and effectiveness of these services vary. Current rehabilitation services mainly **focus on providing short-term, initial support, with insufficient assistance for long-term rehabilitation and reintegration** into society after leaving shelters. When examining the situation for each rehabilitation service, the following points emerge:

- **Limited timeliness of healthcare services:** The availability of medical professionals in shelters and OSSCs is inconsistent, with most centers contracting doctors from local family health centers. These doctors visit on scheduled days for examinations at shelters. Due to the insufficient number of full-time medical staff in shelters, the reliance on contract doctors reduces the ability to provide timely medical care.
- **Psychological counseling services are relatively effective:** Survivors who received psychological counseling highlighted its effectiveness in fostering emotional stability, creating a sense of safety, and reducing self-blame. The psychological support services were highly rated by survivors in terms of satisfaction. However, the workload of psychologists and the limited number of staff result in varying levels of service time for each survivor. Additionally, when psychologists from rural areas work in the soums, interruptions in service provision occur at OSSCs.
- **Social welfare services are the least accessible for GBV survivors:** According to Article 18.2 of the Law on Social Welfare, five types of community-based welfare services are mandated for individuals affected by violence. However, the implementation of these services for survivors of GBV remains limited and insufficient.
In 2024, only 17–20% of individuals who accessed Shelters or OSSCs were referred to labor and social welfare services. Most of these referrals involved short-term cash benefits such as child allowances, food and nutrition support, and caregiving allowances. In contrast, referrals for employment support were notably scarce, with only 30 cases recorded nationwide—representing just 1.6% of all service recipients. These figures illustrate that social welfare support for GBV survivors is predominantly confined to financial assistance and falls short in promoting empowerment, independent living, and long-term recovery.
- **The biggest long-term challenge for survivors: Housing after leaving shelters:** After leaving shelters, survivors without stable housing often resort to short-term solutions, such as (1) staying with relatives or friends or (2) taking out loans to secure temporary rental housing. However, these options do not provide sustainable solutions, leading many survivors to return to abusive environments due to the lack of alternatives. The majority of survivors and service providers identified "post-shelter housing support/transitional home" as the key solution to this issue. Currently, there are no services or support systems in place for survivors regarding housing after leaving shelters, and addressing this issue at a systemic level is an urgent and essential need.

Prosecution of Perpetrators: Prosecution plays a vital role in ensuring justice for survivors of GBV and serves as a deterrent to potential offenders. In Mongolia, the legal and institutional framework for prosecuting GBV perpetrators has seen several improvements, including the introduction of various GBV-

related laws and the decision to establish the Family and Child Court. However, several significant challenges persist in the prosecution process.

- **Gaps and inconsistencies in the legal environment:** The Criminal Code of Mongolia and the Law on Infringements do not explicitly define all forms of domestic violence and there is inconsistency in how terms like “repeatedly” are interpreted across different legal provisions. Furthermore, human trafficking-related crimes such as sexual exploitation and forced labor are classified separately in the Criminal Code, causing overlapping legal provisions that undermine clarity and consistency in prosecution.
- **Ineffective penalties for domestic violence infringements:** The penalties, which involve short-term detention (7–30 days) and mandatory corrective training, have proven largely ineffective. These measures often fail to address the root causes of the violence or promote long-term behavioral change in offenders. Instead, they focus on legal awareness and short-term interventions, which are not sufficient to prevent repeat offenses. Moreover, the financial burden of fines and imprisonment often falls on the victims or is shared within the family, exacerbating the victim’s trauma and financial distress.
- **Insufficient victim-centered approach in the prosecution process:** In some cases, police officers and other law enforcement personnel involved in GBV cases often approach victims in a traditional, investigative manner rather than adopting a supportive, victim-centered approach. For example, victims are often required to repeat their statements multiple times, which not only exacerbates their trauma but also creates delays in the investigative process.
- **Barriers to accessing forensic services:** There are no regional forensic laboratories for DNA testing, and the central laboratory in Ulaanbaatar is overwhelmed with a high number of cases. This results in delays in evidence collection, which can jeopardize the reliability of forensic evidence and impede the resolution of cases.
- **Issue in witness protection:** Although laws exist to protect the confidentiality of victims and witnesses, service providers, such as medical staff, social workers, and shelter employees, are often exposed during court hearings. Their personal information is frequently disclosed, making them vulnerable to threats and retaliation from perpetrators.
- **Challenges in victim identification and support:** Law enforcement officers, particularly in rural areas, often lack the knowledge and training to identify victims of GBV, especially human trafficking. The lack of standardized procedures and resources for early victim identification results in many victims being overlooked or mishandled during investigations.
- **Limited training for judicial and law enforcement officials:** Although there have been capacity-building efforts, there remains a need for more consistent and specialized training for judges, police officers, and prosecutors to handle GBV cases, particularly human trafficking. Continuous training is crucial to equip officials with the skills and knowledge necessary for effective case handling.

Introduction

This survey was conducted by the Independent Research Institute of Mongolia (IRIM) survey team from December 2024 to April 2025, under the commission of the Japan International Cooperation Agency (JICA). The primary objective of the survey was to examine the current situation of gender-based violence (GBV) in Mongolia, assess the measures implemented by various stakeholders, evaluate their effectiveness, and identify key issues that need to be addressed moving forward.

To achieve this, the survey employed a comprehensive data collection approach, utilizing both primary and secondary sources. A survivor-centered approach was applied in data collection, ensuring that ethical standards were strictly followed to prevent any potential harm or adverse consequences resulting from the survey.

The findings of this survey will serve as a basis for shaping JICA's technical assistance direction in strengthening Mongolia's GBV prevention and response mechanisms.

The Elimination of GBV is part of JICA's broader *Gender Equality and Women's Empowerment* cluster, one of the thematic priorities within the Cluster Strategy. This initiative aims to expand support services for victims of Sexual and Gender-Based Violence (SGBV) and contribute to the creation of SGBV-free communities and societies by developing institutions, strengthening human resources for victim protection and rehabilitation, and promoting the self-reliance and reintegration of survivors into society. Additionally, it seeks to drive societal and behavioral changes to prevent GBV.

Methodology

Goal, objectives: The survey aims to analyze the current situation of GBV in Mongolia, assess the responses of the government, international organizations, NGOs, etc., and consider the direction and specific measures for future JICA initiatives. The key objectives of the survey are as follows:

- Examine the prevalence, patterns, and causes of GBV.
- Review the legal and policy frameworks addressing GBV.
- Evaluate the roles and effectiveness of government agencies, NGOs, and international organizations in GBV prevention and response.
- Identify challenges and gaps in survivor support services.
- Propose evidence-based recommendations for improving GBV response mechanisms in Mongolia.

Research Design: The study employed a **mixed-methods approach**, integrating both quantitative and qualitative research methods for data collection. The entire research process—from defining the scope to conducting analysis—was guided by JICA’s regional strategy on Gender-Based Violence (GBV), specifically the **4P framework: Prevention, Protection, Rehabilitation, and Prosecution**. This approach served as the foundation for the study’s conceptual and analytical framework.

Throughout the data collection and analysis phases, a **survivor-centered approach** was applied, strictly adhering to ethical principles such as **ensuring confidentiality, securing informed and voluntary consent from participants, and minimizing any potential psychological harm** that could result from the research process.

Research scope: The survey focused on individuals aged 18 and above who had experienced GBV, as well as stakeholders involved in GBV prevention and response, including government agencies, NGOs, law enforcement, and service providers. The research covered the following dimensions:

- **Timeframe:** Data collection focused on the past five years to capture recent trends in GBV prevalence, legal reforms, and institutional responses.
- **Geographical Coverage:** The survey included both urban and rural areas, with a particular focus on Ulaanbaatar city (Bayanzurkh and Songinokhairkhan districts), Darkhan-Uul, and Khentii provinces. These locations were selected based on their high GBV incidence rates and the presence of GBV service providers.
- **Target Groups:** The survey engaged survivors, policymakers, service providers, law enforcement officials, and other relevant stakeholders.

Data collection methods and Sampling: To ensure a comprehensive and robust analysis, the survey employed a combination of **primary and secondary data collection methods**. Around **100 participants** were involved in the primary data collection as shown in Table 1.

Table 1. Methods and Sampling of data collection

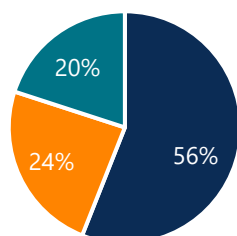
Primary data collection	Secondary data collection
Primary data was collected using both qualitative and quantitative research methods: • Case Studies: 10 in-depth interviews were conducted with GBV survivors to document their experiences with services at shelters and one-stop centers. To minimize re-traumatization, the interviews focused on service accessibility and effectiveness rather than the details of their abuse. • Key-Informant Interviews: 33 key informant interviews (KIIs) were conducted with representatives from government agencies, NGOs, law enforcement,	The survey collected information from the following secondary sources and integrated it with primary data for analysis. • Academic research and reports on GBV trends over the past 5 years • Statistical data from government and NGO-run shelters and one-stop service centers. • Laws, regulations, and policy guidelines addressing GBV.

healthcare providers, and international organizations involved in GBV response. • Quantitative Survey: A survey on service quality was conducted among 50 former shelter clients who had received temporary shelter services within the last five years.	• National and international programs and projects related to GBV prevention and response.
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Demographic characteristics of survey respondents: A quantitative survey on service quality was conducted among 50 individuals who had previously stayed in temporary shelters. The data collection took place in Bayanzurkh District, Songinokhaikhhan District, Darkhan, Khentii, and the 107 Temporary Shelter under the National Police Agency (NPA), targeting individuals who had received shelter services within the past five years. There were challenges such as high refusal rates, changed phone numbers, and inability to establish contact were commonly encountered during the data collection. The sample representation is illustrated in Figure 1.

Figure 1. Composition of quantitative sampling, n=50

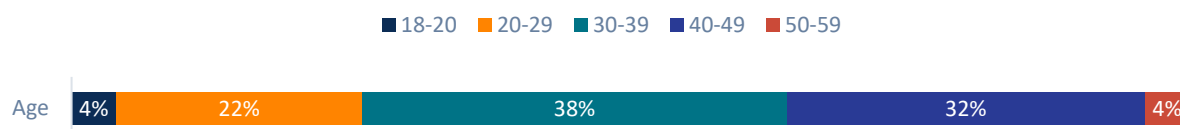
■ Ulaanbaatar ■ Darkhan-Uul ■ Khentii



All 50 participants voluntarily consented to take part in the survey and provided their responses. Data collection was conducted either in person or via phone, depending on the participants' preferences.

The survey included a relatively even distribution across age groups as shown in Figure 2. In terms of educational background, the majority had completed secondary education (Figure 3). Regarding marital status, 20% were divorced.

Figure 2. Age distribution of the respondents, n=50



In terms of employment status, 30% of participants were unemployed, with some attributing this to limited educational background and jealousy and **controlling behavior by their partners, which forced them to leave their jobs or prevented them from seeking employment**. Additionally, another commonly cited reason for not engaging in work was **childcare responsibilities**, including caring for multiple children, infants, or elderly family members, which significantly limited their employment opportunities (Figure 3). Since all participants in this survey were women who had experienced violence, their demographic characteristics reflect broader trends within this vulnerable group.

The average number of days participants stayed in shelters was 17. Of these, 52% stayed for one week, while 30% had long-term stays of more than one month.

Figure 3. Educational background of the respondents, n=50

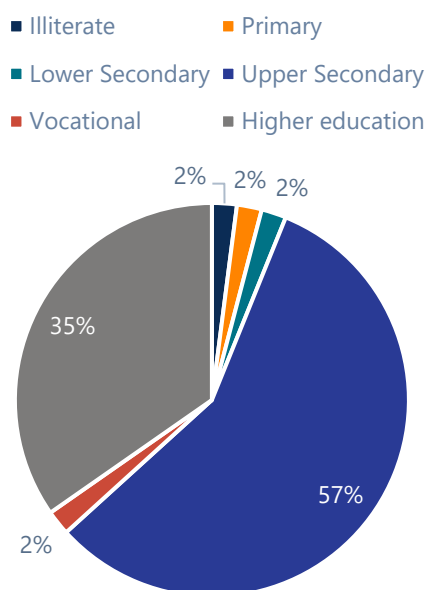
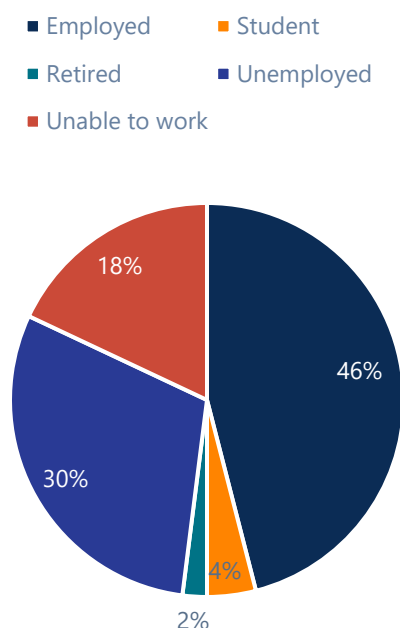


Figure 4. Employment of respondents, n=50



Among the survey participants, **92% (n=46) had experienced domestic violence, while the remaining were the victims of sexual violence.** Regarding the types of violence, the majority (80-100%) were subjected to physical and emotional violence, while 20-30% had experienced economic and sexual violence within the family environment.

Only 10% of respondents reported that the violence occurred as a one-time incident, whereas **90% stated that the violence was recurrent.** Moreover, 60% of all participants reported experiencing violence for **more than one year.**

Figure 5. Types of Violence Experienced by DV victims

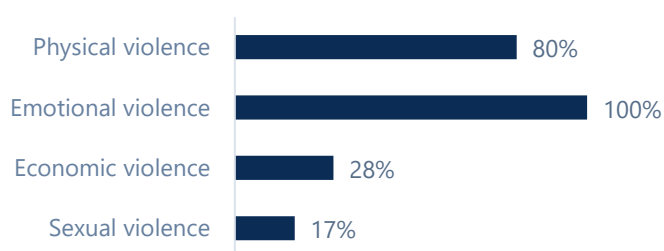
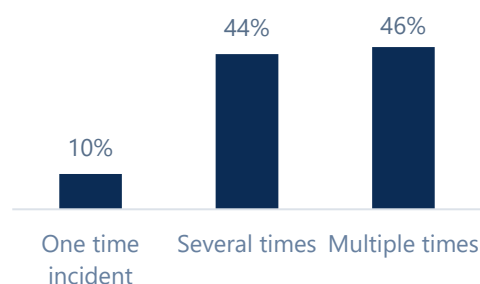


Figure 6. Frequency of Violence Occurrence



Main findings

Section 1. Overview of Gender in Mongolia

The first Constitution of the Mongolian People's Republic in 1924 stated that "All citizens of the country shall enjoy equal rights regardless of ethnicity, religion, or gender." This principle was later preserved and expanded with a broader scope of human rights and freedoms in the 1992 Constitution. Accordingly, in 2011, the Law on Ensuring Gender Equality was adopted, and Article 4.1.1 of the Law defines "gender" as "the traditional and historically evolving understanding, view, and attitude of men and women in political, legal, economic, social, cultural, and family relations, the roles and responsibilities they play, and their place in society." Since the term "gender" is newly used in Mongolia, when the law was first implemented, this concept was understood by the parties as limited to protecting women's rights, but as a result of more than 10 years of work carried out within the legal framework, understanding has been relatively increasing.

According to the National Statistics Office, as of 2023, Mongolia's total registered population was 3,504,741, with a sex ratio of 96.2 men per 100 women. When examining the sex ratio by age group, there are more than 100 men per 100 women in the 0-31 age group, whereas the ratio falls below 100 for those aged 32 and older.¹ Regarding life expectancy by gender, the average life expectancy for men was 67.6 years and for women, 75.7 years. The life expectancy gap, which was 5.7 years in 2000, increased to 9.3 years in 2023. This growing gap serves as a key indicator of gender-based inequalities influenced by social, biological, and systemic factors.

The Global Gender Gap Index, published annually by the World Economic Forum, assesses gender disparities in four categories: economy, education, health, and political participation. According to the 2024 'Gender Disparity Index', Mongolia ranks 85th out of 146 countries in terms of overall indicators.

Table 2. Global Gender Gap Index, Mongolia, 2024

Health and Survival	1st	Educational Attainment	1st
Sex ratio at birth**%	1st	Literacy rate%	1st
Healthy life expectancy**years	1st	Enrolment in primary education%	1st
		Enrolment in secondary education%	1st
		Enrolment in tertiary education%	1st
Economic Participation and Opportunity	43rd	Political Empowerment	120th
Labour-force participation rate%	71st	Women in parliament%	108th
Wage equality for similar work1-7 (best	41st	Women in ministerial positions%	112th
Estimated earned income int'l \$ 1,000	88th	Years with female/male head of state	76th
Legislators, senior officials and managers %	31st	(last 50)	
Professional and technical workers%	1st		

These four areas of concern vary in Mongolia. Education and health rank first, with minimal gender disparities. However, economic participation and opportunity rank 43rd, while political empowerment ranks 120th, indicating significant gender disparities in these areas.² The ranking based on this index shows that while fundamental rights such as education and health are ensured with gender equality in Mongolia, imbalances in political and economic power, as well as deeply rooted traditional attitudes toward societal roles, remain strong. According to the 2024 report by the National Committee on Gender on Public Perceptions of Women's Participation in Decision-Making Levels, while there is a growing trend toward increasing women's participation in decision-making, traditional gender norms in the division of labor at

¹ National Statistics Office. (2023). Mongolian population. https://downloads.1212.mn/B_-91aCJc5yyt0pCOW69Yw-F1FeSA3SF-

² World Economic Forum. (2024). *Global gender gap report 2024* (Insight report). https://www3.weforum.org/docs/WEF_GGGR_2024.pdf

the family level remain unchanged. For example, the level of distrust that women can handle leadership roles decreased by 2.5 percentage points from 2021 (16.7%) to 4.2 percentage points in 2024, and similarly, the level of complete confidence in men in leadership roles (43.5%) is significantly higher than that of women (27.7%). More than 40 percent of citizens also hold stereotypes that assign housework to women and breadwinners to men, and this has not changed significantly since 2021. Such research results indicate that stereotypes about the distribution of power persist.

This economic and political power imbalance is one of the root causes of many forms of violence, and therefore it is important to prioritize women's economic independence and political participation in order to achieve gender equality. In particular, there is a need to reduce the employment rate and the average monthly wage gap, and to ensure gender-balanced participation in government decision-making and political positions. In addition, the 'Gender Disparity Index' report shows that some basic data are insufficient to calculate the gender inequality index, such as the wage gap, the proportion of women working at the board level in companies, the average age of women having their first child, and the time spent on caregiving. This lack of data can hinder the detection and accurate measurement of gender equality.

To address the life expectancy gap, the Prime Minister of Mongolia approved the "Action Plan to Reduce the Life Expectancy Gap Between Men and Women (2024-2027)" in 2024 under Resolution No. 71. Within the framework of the plan, measures are being taken at the national level within the framework of four main goals: improving healthy behaviors and lifestyles among boys and men, increasing participation in preventive examinations, reducing premature deaths such as accidents and injuries, and expanding and improving sex-disaggregated data. However, the key program aimed at addressing economic and political inequalities is the "Intersectoral Strategic Plan for Ensuring Gender Equality (2022-2031)", approved by the National Committee on Gender under Resolution No. 2 on October 5, 2022. This strategic plan serves as the main guiding document for sectoral committees and councils, which are responsible for implementing it within their respective sectors and jurisdictions, including allocating the necessary resources. The intersectoral strategic plan consists of the following five main objectives:

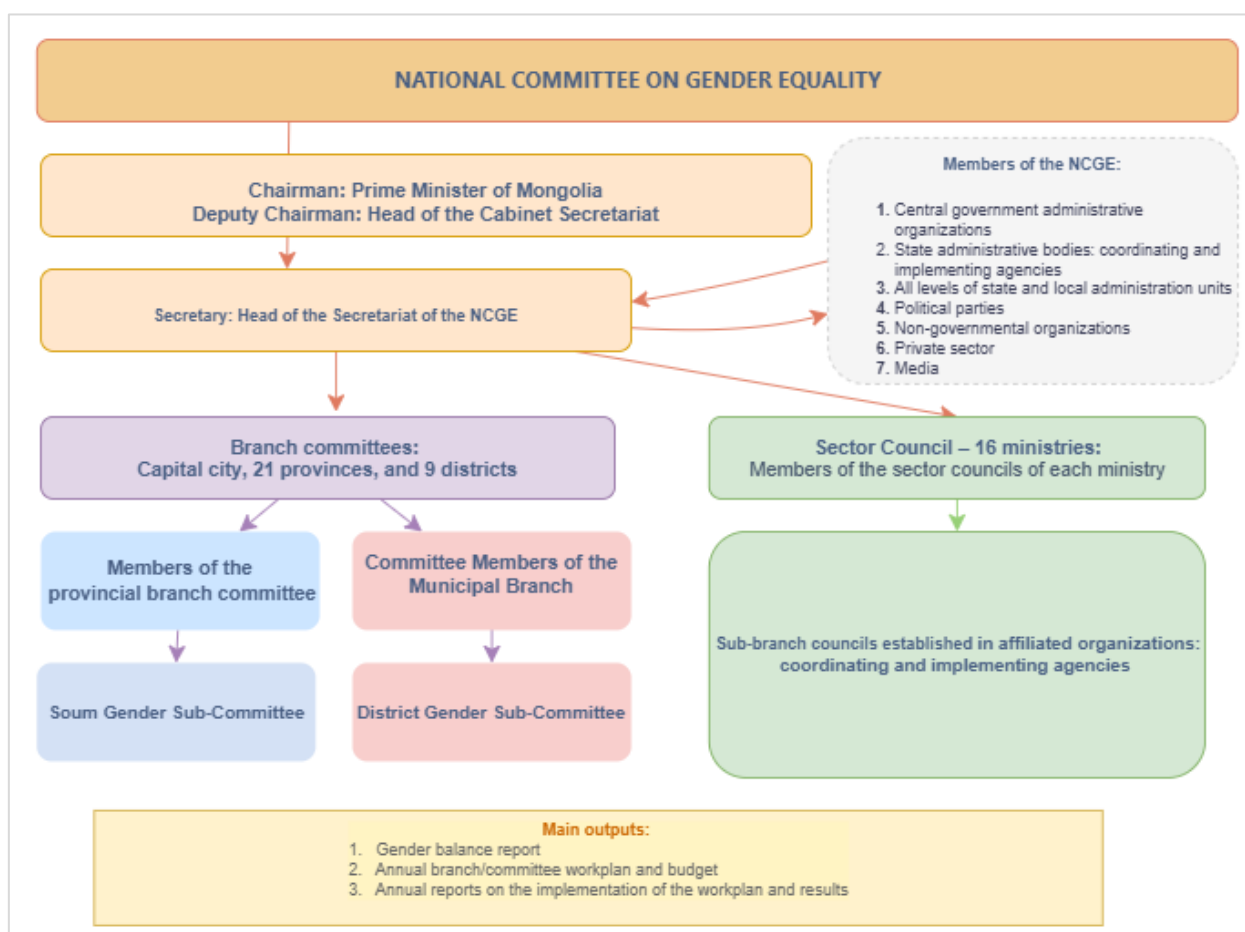
1. Ensure equal opportunities for girls, boys, women, and men to live healthily, safely, and receive education.
2. Promote gender equality in economic participation and opportunities.
3. Develop a national system to ensure gender equality.
4. Increase women's participation and leadership in decision-making levels.
5. Ensure gender-equal participation in mitigating and adapting to climate change.

This strategic plan, which will be implemented until 2031, includes measures to ensure women's participation and create equal opportunities in the economic and decision-making spheres, which are pressing issues of gender equality in Mongolia.

The National Committee on Gender is implementing the work of developing and implementing sub-programs to ensure gender equality in inter-sectoral, sectoral, local, political parties, and enterprises, and producing gender-disaggregated information through aimag branch committees and branch councils of the ministries.

Regarding the national system established to ensure gender equality, Article 17.2 of the Law on Ensuring Gender Equality stipulates that the Prime Minister of Mongolia shall lead the National Committee on Gender Equality (NCGE) and oversee its activities. According to the committee's regulations, the NCGE operates with sectoral committees at the provincial and capital city levels and sectoral councils within central government agencies. As of 2025, it functions under the following structure.

Figure 7. Structure of the National Committee on Gender Equality



The NCGE office is mandated to oversee the implementation of the Law on Gender Equality and the targeted development program, provide professional and methodological guidance, strengthen national capacity, create a database, implement public advocacy, strengthen international cooperation, and encourage and support private sector participation. Accordingly, the NCGE is operating with a total of 38 members, including representatives of the 7 parties mentioned above, in 2025³.

Accordingly, the 'Current Status of Gender Equality' report, published by the National Committee on Gender in 2020, outlined key priority areas for ensuring gender equality. These priorities have since been expanded based on the NCGE's annual reports from 2020 onward. A summary of these priorities is presented in the following table.

Table 3. Priorities for multi-stakeholder cooperation of the NCGE

Government organization	International development organizations	Non-governmental organizations	Private sector
Develop and monitor the implementation of the Law on Ensuring Gender Equality, targeted development	- Gender-sensitive policy planning and budgeting - Combating gender-based violence	Research and evaluation on gender equality issues in the public sector	Introducing the concept of gender equality into private sector activities

³ Source: [Government Resolution No. 21 dated August 7, 2024, Appendix 11](#)

Government organization	International development organizations	Non-governmental organizations	Private sector
programs, and policies and programs to ensure gender equality. • Provide professional guidance and build the capacity of staff responsible for gender-related issues. • Gender issues in the contexts of new economic and climate change conditions.	• Ensuring equality through the participation of CSOs	• Policy and program monitoring and evaluation • Discussion on improving the legal and policy environment • Combating GBV in the private sector and sexual harassment in workplaces • Training and advocacy on gender mainstreaming in public sector	• Preventing sexual harassment in the workplace, receiving and resolving complaints • Launching and implementing policies, initiatives and practices to improve labor relations within the framework of the 'Tripartite State Agreement on Labor and Social Consensus 2023-2025'

For example, data on gender balance is collected at the levels of central government agencies, local administrative bodies, and provincial, district, and municipal Citizens Representative Khural. This data is used to monitor and record gender balance in political decision-making. These sectoral committees and councils develop annual action plans in line with the intersectoral strategy for ensuring gender equality and submit their implementation reports to the National Committee on Gender Equality. The NCGE and its sectoral committees and councils promote multi-stakeholder collaboration and establish their respective units with broad participation at each level. According to the "Report on the Implementation and Outcomes of Gender Equality Measures" prepared by the Government of Mongolia in 2023, challenges remain in ensuring multi-stakeholder participation in planning and budgeting discussions, aligning them with the national budget cycle. Additionally, gender specialists responsible for sectoral committees and councils often undertake these duties alongside their primary responsibilities, which negatively impacts performance.

According to the 2020 report 'Current Status of Gender Equality' by the National Committee on Gender, since the adoption of the Law on Ensuring Gender Equality, a total of US\$12,469,841 has been spent on gender issues between 2011 and 2019, of which 3.6 percent was funded from the state budget and the remaining 96.4 percent was funded by partners under the Official Development Assistance framework. This indicates that initiatives aimed at ensuring gender equality are dependent on short- and medium-term projects, and only benefit specific target groups and locations. There is no consolidated report on the budget expenditures since 2020. However, according to the annex of Government Resolution No. 227 of 2020, the "Regulation of the National Committee on Gender" stipulates that the operational expenses of the NGC's Secretariat shall be covered by the state budget. Additionally, sectoral committees and councils are required to develop annual action plans and include the necessary implementation costs in the relevant budget. This provision may have contributed to increasing state budget allocations for promoting gender equality.

According to the "Implementation and Outcomes of Gender Equality Measures" report issued by the Government of Mongolia in 2023, the progress of initiatives implemented since 2021 has been assessed at 50%, indicating they are still in the implementation phase. Additionally, as newly established committees, sectoral committees, and councils expand, the scope of work, workload, and training needs are increasing. This highlights a critical demand for strengthening human resources, capacity building, and the development of knowledge products. Furthermore, a common issue is that sectoral committees and councils do not conduct planning within the required timelines, resulting in gender-related matters being excluded from sectoral and local development budgets and plans. Due to planning and budgeting errors, necessary resources for implementing subprograms have not been secured, leading to slow progress toward set goals and delays in other initiatives.

In summary, the current state of gender equality, the existing structures, and the initiatives being implemented demonstrate a relatively well-established framework, including clearly identified issues and

corresponding legal and institutional mechanisms. However, to ensure these mechanisms function effectively and efficiently, it is necessary to allocate adequate funding in the budget and improve the quality and impact of initiatives by strengthening human resources—particularly through the training of professional gender specialists and experts. Additionally, increasing the involvement of the private sector and media organizations in the approved structures and planned initiatives would help promote and disseminate gender equality efforts more consistently at the national level. To enhance the effectiveness and impact of sectoral councils and committees in implementing national programs, it is crucial to regularly monitor, assess, and improve planning, implementation, and outcomes. A more systematic and long-term approach should be adopted, along with securing the necessary resources to sustain progress.

Section 2. Current situation of GBV in Mongolia

According to Mongolia's Law on Ensuring Gender Equality, "gender-based violence" refers to any act or omission that causes or may cause physical, sexual, psychological harm, or material damage to another person due to gender. To assess the state of GBV and its trends, quantitative data is necessary. However, the General Police Department does not provide a separate classification for "gender-based violence" in its crime and violation statistics. Instead, GBV-related incidents are categorized under domestic violence, sexual violence, and human trafficking, which are used to determine whether the case constitutes a public order violation or a criminal offense.

According to the Law on Violations, Article 5.4 classifies violations of the Law on Combating Domestic Violence, while Article 6.26 defines sexual harassment as a violation, both of which are subject to legal accountability. If an act is determined to be of a criminal nature, it is regulated under the Criminal Code, where GBV cases fall within five categories of crimes:

1. Crimes against the right to life
2. Crimes against bodily integrity and health
3. Crimes against personal freedom and inviolability
4. Crimes against the right to security and freedom of movement
5. Crimes against children

Cases related to GBV are reviewed and resolved under these five crime categories.

According to the statistics of the National Police Agency (NPA), a total of 52,367 violations related to the provisions of the Law on Combating Domestic Violence, as specified in Article 5.4 of the Law on Violations, were registered in the 5 years since 2020. In 2020, 10,306 violations were registered per year, which then decreased to 9,526 in 2021, but since then, it has increased every year, reaching 12,392 violations in 2024. This shows that violations of the Law on Combating Domestic Violence increased by more than 20 percentage points in 2024 compared to the 2020 figures.

A review of the statistics on crimes related to GBV in the last 5 years shows that the number of such crimes has increased in most indicators.

Table 4. Total number of registered crimes related to GBV, by year

Criminal provisions	Ulaanbaatar					Nationwide statistics				
	2020	2021	2022	2023	2024	2020	2021	2022	2023	2024
10.1.2 Domestic violence resulting in death	11	8	13	13	19	21	18	30	22	37
11.1 Intentional causing of serious harm to human health	13	16	11	13	14	22	30	29	24	34
11.4 Intentional infliction of serious harm to human health	23	40	44	22	39	38	63	91	55	97
11.6 Minor harm to human health	444	668	702	549	487	871	1162	1331	1047	1081
11.7. Domestic violence	65	49	40	59	34	111	118	98	126	123
12.1 Rape	203	225	285	287	365	401	439	550	564	658

12.2 Sexual misconduct	16	10	14	15	31	18	16	19	20	44
12.3 Sexual exploitation	2	1	2	3	-	3	3	2	3	8
13.1 Human trafficking	10	6	10	8	12	10	10	12	11	13
16.8 Promoting or inducing child pornography	6	15	39	24	27	8	16	40	40	32
16.9 Involving children in the promotion of pornography	-	2	3	7	6	-	2	6	8	6
Total	793	1040	1163	1000	1034	1503	1877	2208	1920	2133

In terms of total crimes committed in the past 5 years, 40 percent or more of them occurred in Ulaanbaatar city. Although the fluctuations in the total number of crimes recorded nationally is uneven, the general trend is upward, with the total number of recorded crimes increasing by 42 percentage points nationally, 30 percentage points in Ulaanbaatar city, and 55 percentage points in rural areas (combined across 21 provinces) compared to 2020. Although the total number of relevant crimes in rural areas is lower compared to Ulaanbaatar, the percentage point increase over the same period is significantly higher. Looking at the increase in the number of crimes specified in the Criminal Code compared to 2020, there has been an increase in the number of crimes recorded under the following offenses: promoting and inducing child pornography, intentionally causing serious harm to human health, sexual exploitation, and sexual misconduct. This upward trend may be influenced by several factors, including post-pandemic economic challenges, increased urbanization, and improvements in crime reporting systems—particularly in rural areas. At the same time, efforts by national and international organizations, as well as civil society, including public awareness campaigns and crime prevention initiatives, may have also contributed to the rise in reported cases and encouraged more individuals to come forward. Rising public awareness, along with stronger enforcement mechanisms, likely played a role in the growing number of recorded offenses. Although the CCCP publishes the White Paper on Crime annually⁴, it only presents statistical data without providing analysis or insight into the reasons behind changes in crime trends.

When comparing this data across the two provinces selected for the survey, the table below shows that the types of crimes and the number of reported cases are significantly lower in the selected provinces compared to Ulaanbaatar city.

Table 5. Total number of registered crimes related to GBV in Darkhan-Uul and Khentii provinces, by year

Criminal provisions	Darkhan-Uul					Khentii				
	2020	2021	2022	2023	2024	2020	2021	2022	2023	2024
10.1.2 Domestic violence resulting in death	-	1	1	1	-	1	1	2	1	3
11.1 Intentional causing of serious harm to human health	1	1	4	1	1	-	-	-	1	1
11.4 Intentional infliction of serious harm to human health	4	5	4	4	4	1	1	3	-	4
11.6 Minor harm to human health	45	49	62	31	38	16	30	27	17	27
11.7, Domestic violence	3	7	5	3	9	1	1	5	4	2
12.1 Rape	8	12	7	10	12	16	14	18	12	20
12.2 Sexual misconduct	-	-	-	-	1	-	-	-	-	-
12.3 Sexual exploitation	-	-	-	-	-	-	-	-	-	-
13.1 Human trafficking	-	-	-	-	-	-	-	-	-	-

⁴ Coordination Council for Crime Prevention. (2022). White paper on crime 2022. <https://cccp.gov.mn/newsm/159/49>

16.8 Promoting or inducing child pornography	-	-	-	1	-	-	-	-	-	-
16.9 Involving children in the promotion of pornography	-	-	-	-	-	-	-	-	-	-
	61	75	83	51	65	35	47	55	35	57

When comparing the total number of reported crimes in 2024 with the same number in 2024, there is a significant increase in the number of crimes related to gender-based violence recorded in Khentii province. Although the number of GBV cases recorded in each rural province is relatively low, the increase compared to 2020 is significantly higher than the increase observed in Ulaanbaatar. As the largest and most urbanized provinces in their respective regions, Khentii and Darkhan share several key characteristics with Ulaanbaatar that may help explain this trend. Their relatively dense populations, expanding urban centers, and growing socio-economic pressures can create conditions where certain types of crime, including GBV, are more likely to occur. At the same time, these provinces have been more accessible to projects implemented by international organizations and civil society organizations. Similar to Ulaanbaatar, rising public awareness, combined with stronger law enforcement efforts and improved reporting mechanisms, has likely contributed to the increase in reported cases in these areas.

The crime statistics recorded by the National Police Agency (NPA) do not publicly provide detailed demographic, social, or economic breakdowns of registered crimes by factors such as type of violence, age, gender, or location of the individuals involved, including both perpetrators and victims. Instead, the data primarily focuses on the time, date, and place where the crime occurred. Moreover, crimes are categorized based on legal provisions rather than specific violence types. However, the Judicial General Council of Mongolia's April 2024 report, "Annual Review of Judicial Proceedings in Mongolia for 2023," provides more detailed data on gender-based violence among cases that have been tried in court. This report specifically includes information on domestic violence victims, detailing 94.1% of victims were girls and women, 86.9% suffered physical violence for up to one year, 73.6% were abused by a spouse or cohabiting partner, and 80.3% experienced violence 1–2 times per year. Additionally, the 2023 Impact Assessment of the Law on Combating Domestic Violence highlights critical gaps in data collection, database development, and inter-agency information sharing on violence-related statistics. Interviews with key stakeholders confirm these findings, emphasizing that the lack of a unified and detailed data system and inconsistencies in reported statistics across institutions hinder efforts to effectively reduce gender-based violence.

Within the scope of this survey, a case survey was conducted among 10 survivors who were staying at the OSCC and temporary shelter, and in the context of this survey, the most common reasons for the occurrence of GBV were family upbringing, the division of power and responsibilities in the family, the tendency to tolerate violence for the sake of their children, and financial dependence. In addition, a questionnaire survey was conducted with 50 women who received services at the OSCCs and temporary shelter, and the following reasons were mentioned based on their cases, including family and psychological education, legal knowledge, and economic issues.

Table 6. Victims and survivors' naming of the causes of violence (n=50)

Depending on the perpetrator	Depending on the victim themselves
1. Unemployment and economic problems including financial loss, debt accumulation, and increased stress due to gambling. 2. Alcohol abuse 3. Inability to resolve family conflicts and understand responsibilities due to lack of family education. 4. Gender inequality: power imbalance and dependency within the family 5. Emotional instability, poor anger management, jealousy	1. Economic dependency due to raising children. 2. Unemployment and lack of income. 3. Enduring and hiding it for the sake of the children. 4. Victims' emotional instability and inability to control anger toward the perpetrator. 5. Inability to resolve family conflicts. 6. Psychological inability to express oneself, lack of confidence. 7. Believing that a woman's life should be like this due to experiencing violence from one's parents. 8. Being influenced and blaming oneself.

6. Upbringing in a violent or conflicted household – Growing up in an environment of domestic violence or disputes.	9. Low ability to protect oneself.
7. Lack of education, character development, and moral values	10. Afraid of being discriminated against and ostracized by the local community, feeling embarrassed, hiding.
8. Considering conflicts and violence as normal due to a lack of legal awareness.	11. Having nowhere else to go, not wanting to inconvenience others.
9. Pressure, tension, and disagreements among in-laws.	12. Lack of knowledge of the legal regulations.

Based on the cases of victims and survivors, it is evident that gender inequality is a fundamental underlying factor, shaping the root causes of violence—not only through the actions of perpetrators, but also through the broader social and familial context in which individuals are raised. These causes include family education and upbringing, limited conflict-resolution skills, household livelihood struggles, exposure to violence in childhood, and a lack of awareness about experiencing or committing acts of violence. Many of these issues are either caused or worsened by gender inequality—for example, women’s economic dependence often stems from unequal access to education and employment opportunities, while rigid gender roles limit both women’s agency and men’s emotional expression, making healthy conflict resolution more difficult.

When reflecting on the drivers of violence, survivors themselves frequently cited foundational issues such as inadequate family guidance, economic insecurity, dependency within relationships, poor conflict resolution, and the harmful use of alcohol. These are often symptoms of a deeper system of gender inequality, where men are positioned as providers and authority figures, and women as dependents or caregivers, creating imbalances that make violence more likely and harder to escape.

While these factors manifest at the individual and household levels, they are deeply rooted in a broader system of gender inequality. Patriarchal norms and traditional gender roles shape social attitudes and expectations that normalize and perpetuate gender-based violence. In many contexts, men are expected to assert control and dominance, while women are socialized to be passive, obedient, and accepting of mistreatment. This imbalance in power dynamics within families reinforces dependency, silences victims, and makes it difficult for them to challenge or escape cycles of abuse.

These dynamics are further supported by widespread societal beliefs such as: “It’s normal for a husband to hit his wife,” “A wife should stay home with the children while the husband earns,” “Family problems should be kept inside the household,” “A good woman endures for the sake of the family,” and “If a woman is abused, she probably did something wrong.” Such harmful norms not only reinforce gender inequality but also contribute to the normalization of violence, discouraging survivors from seeking help and enabling a culture of silence.

In this context, it becomes essential to start addressing these beliefs early. Emphasis was placed on the importance of educating children—beginning in kindergarten and continuing through school—to recognize and distinguish violence in all its forms, both in the family and in society. Early education on equality, respect, and non-violence is critical to breaking generational cycles of abuse.

These reasons are consistent with the findings of the following national surveys: The largest survey ever conducted in Mongolia on the issue of GBV was the Gender-Based Violence Survey, ‘The Naked Truth of Violence’, funded by the UNFPA and conducted by the NSO in 2017. The survey report found that 57.9% of women had experienced some form of violence in their lives, and 31.2% had experienced physical or sexual violence. In the Khentii and Darkhan-Uul provinces, the percentage of women who reported experiencing physical and sexual violence was higher than the national average, at 31.5% and 41.0%, respectively. An important finding from the survey was that when asked about women’s attitudes toward gender and intimate partner violence, it was observed that women who had experienced physical and sexual violence were more likely to tolerate and justify the violence. In this survey, the causes of DV were cited as unemployment and poverty-related pressures, alcoholism, economic dependence, stepchildren, stepparents, dysfunctional family upbringing, and extramarital affairs. The main reasons why women who

have been abused do not seek help from any organization or service were fear of losing their family's reputation (25.9%), and a tendency to tolerate violence as a normal occurrence and not a serious problem (20.9%). This survey showed that DV can cause behavioral problems not only for victims but also for family members, children, and mental health problems for victims. This hypothesis was most recently confirmed by the results of the 'Men's Life Experiences and Violence' survey, which was funded by the Asian Development Bank (ADB) in 2024, and showed that childhood violence increases the likelihood of committing more violence in adulthood.⁵ Unemployment and work-related stress, alcohol abuse, and depression were also directly associated with the risk of violence against a partner (Lang, Munkh-Achit, & Gerelt-od, 2024). Therefore, it was clear that there is a need to prevent violence by changing the culture and established attitudes about violence and masculinity in all environments, starting from childhood, and by providing education on mental health.

Under the "Project for Combating Domestic Violence against Children and Women (2019-2023)" funded by the ADB, the 2023 report titled "Victimology Survey on Domestic Violence Against Children and Women" stated that between 2017 and 2022, there were 7046 victims of domestic violence-related crimes, of which 90.05% were women and 8.76% (540) were children. The report highlighted social and economic factors such as poverty and unemployment as significant contributors to domestic violence, with related family disputes and risks increasing as a result. The study, which involved 1,000 citizens, identified the main causes of domestic violence as alcohol consumption (61%), cultural and environmental differences among family members (48%), unemployment and poor income (39%), and societal stereotypes regarding power imbalances between men and women in the family (36%). According to a 2017 survey by the NSO on GBV, 62.2% of women who experienced physical violence reported that the perpetrator (husband/partner) was drunk. The report also noted that many victims did not seek help from law enforcement. Reasons for not reporting included the desire to keep the family intact (50%), lack of legal knowledge (43.3%), fear of further threats and harassment (40%), and fear of creating or escalating conflicts with family and relatives (33.3%). These reasons were generally linked to two main issues: first, a subjective desire to preserve family relationships and maintain personal reputation, and second, institutional factors related to insufficient legal knowledge, low trust in law enforcement agencies, and the perceived inability of the authorities to take action. As a result, victims were fearful of further threats or harassment from perpetrators. The causes of these issues were found to be: from the perpetrator's side, alcohol consumption; from the victim's side, negligent behavior such as failing to take preventive measures to avoid crime, hiding the abuse, and tolerating the situation; and from the law enforcement side, a lack of knowledge and protection measures for victims.

Due to the lack of consistent, unified data and records on gender-based violence at both the national and local levels, the situation of GBV is often defined based on recorded data on related incidents or crimes, or studies conducted on a one-time basis. The results of the research indicate that the underlying causes of GBV, such as lack of family education, imbalances in power, and economic issues, are confirmed by multiple sources of information and studies. Therefore, the strategies and projects being implemented in this area focus on improving the collection and registration of GBV-related data, changing societal attitudes towards gender norms, promoting equal relationships and shared responsibilities in families, increasing the livelihoods of high-risk groups, involving men in GBV prevention efforts, building a national response system, and improving inter-sectoral coordination and cooperation. These activities highlight the ongoing efforts to address and prevent gender-based violence.

These data and studies show that GBV has been increasing each year, with a noticeable rise in its scope and the severity of the harm caused. According to the 2020 study "Economic Costs and Estimates of Domestic Violence Perpetrated by Intimate Partners" conducted by UNFPA, the total cost of violence is estimated to

⁵Asian Development Bank. (2024). *Men's Life Experiences and Violence*. Asian Development Bank.

be 601.2 billion MNT (247 million USD). This includes the total cost of activities related to combating violence (current service costs) at 24 billion 167.9 million MNT (9.9 million USD), and the total cost of harm resulting from incidents where no action was taken, leading to violence, at 577 billion MNT (237 million USD). Additionally, the General Police Department reported that as the number of registered domestic violence-related crimes continues to rise, the consequences for the main victims—women—are becoming more severe, with an increase in cases where they cause harm to themselves and their partners. As highlighted in the ‘Legal Framework Implementation Status of Domestic Violence Offenses’⁶, the continued prevalence and impact of GBV are largely driven by ineffective legal responses. Penalties under the current law are often not proportionate or tailored to the nature of the offense, and in many cases, the only available sanction is detention—even when other interventions might be more appropriate. The report also notes that mandatory behavioral training programs lack psychological components and fail to address the specific characteristics of offenders. Furthermore, there is no effective mechanism in place to monitor the quality or outcomes of such trainings. Combined with the emotional and financial burden on victims, these gaps lead to underreporting and increased risk of repeated or escalating violence.

⁶ National Legal Institute. (2023). Legal Framework Implementation Status of Domestic Violence Offenses. Ulaanbaatar: National Legal Institute. Available at: <https://nli.gov.mn/wp-content/uploads/2023/05/12-1-ger-buliin-huchirhiilel.pdf>

Section 3. Response to GBV prevention and response

There are four major elements needed to eliminate GBV: **prevention** of violence by creating a society that does not tolerate GBV, **protection** for survivors by ensuring their safety, supporting socioeconomic **rehabilitation** and reintegration of survivors in regaining their dignity and rebuilding their lives, and legal reforms to strengthen both **prosecution** and the reeducation of perpetrators. Each of these aspects must be addressed to eliminate GBV. The survey findings below are presented within the 4P's framework, aligning with these key areas.

3.1. Prevention of All Forms of GBV

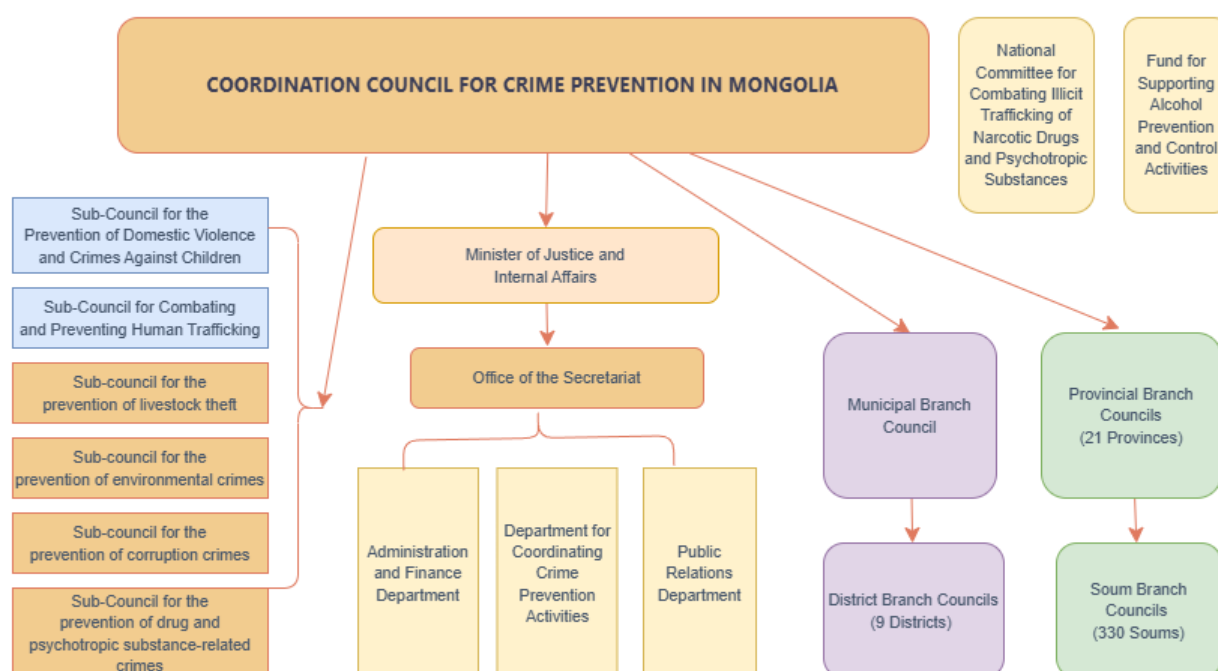
This section provides an overview of Mongolia's legal framework for GBV prevention, the organizational structure and roles of relevant institutions, and the measures implemented within this framework along with their outcomes.

3.1.1 National Violence Prevention Framework within the National Crime Prevention System

The history of establishing national-level councils responsible for crime prevention and public order enforcement in Mongolia dates back to 1965, when such councils were formed at the national, provincial, and capital city levels. In 1974, the council's name was changed to the Crime and Offense Prevention Coordination Council. Later, in 1995, an amendment to the Law on the Government of Mongolia assigned the Minister of Justice the responsibility of overseeing crime prevention and policy coordination efforts. From a legal standpoint, the first official law on crime prevention was passed on December 5, 1997, under the "Law on Crime Prevention". In line with this law, Mongolia established the Crime Prevention Coordination Council, chaired by the Minister of Justice, with 21 members, and approved its operational procedures. Since then, the council's composition and regulations have undergone multiple revisions, shaping its current structure. The most recent change occurred in 2019, when the 1997 Law on Crime Prevention was repealed and replaced by the "Law on Crime and Offense Prevention," which was enacted on June 6, 2019.

According to Article 14.2 of the revised edition of the Law on prevention of crimes and violations, the Coordination Council for Crime Prevention (CCCP) shall operate nationwide and have a permanent secretariat. In line with this provision, Annex to Government Resolution No. 107 of 2020 approved the 'Regulation on the Operation of the CCCP,' which defines the structure and functions of its Secretariat.

Figure 8. Structure and Organization of the CPPP in Mongolia



This council is mandated to ensure the implementation of crime and violations prevention laws nationwide, relying on community engagement and intersectoral collaboration to promote the development of a law-abiding society. In line with this mission, the council aims to safeguard national security, protect human rights and freedoms, uphold the legitimate interests of the state and legal entities from criminal threats, strengthen public order, and foster civic awareness and social responsibility.

To fulfill its mandate, the council operates five specialized sub-councils, each responsible for specific areas. Among these, the Sub-Council for the Prevention of Domestic Violence and Crimes Against Children and the Sub-Council for Combating and Preventing Human Trafficking are directly responsible for preventing and combating gender-based violence-related crimes, which are the focus of this survey. The composition of these sub-councils has been revised and approved in accordance with Resolution No. 1 issued by the CCCP on October 29, 2024.

Additionally, to implement the mandate of the CPPP, branch councils operate at the capital city, 21 provinces, 9 districts, and over 330 soums across the country.

At the provincial, capital city, district, and soum levels, crime prevention activities are coordinated by non-staff councils, chaired by the respective Citizen Representative Khural (Local Council) Chairpersons. The composition and operational procedures of these branch councils are approved in alignment with the general regulations issued by the National Coordination Council and adopted by the respective Citizen Representative Khurals. In terms of funding, the National Council and its Secretariat are financed by the state budget, while the branch councils and their permanent secretaries receive funding from local budgets. Additionally, specific crime prevention programs and activities are funded through resources designated under the Law on Crime and Offense Prevention.

3.1.2. National Commitment to the Prevention of Gender-Based Violence

The CPPP and the Sub-Council for the Prevention of Domestic Violence and Crimes Against Children and Combating and Preventing Human Trafficking, operating under its procedures, approve their annual action plans by February each year. Their annual action reflect the general directions set by the CCCP in Mongolia regarding crime prevention. Therefore, it is important to coordinate the planned activities and resources, align them with the efforts of other stakeholders, and prevent duplication.

In 2024, the **CCCP coordinated** efforts to prevent GBV with a focus on changing gender stereotypes, promoting legal awareness, and improving family relations through public outreach via mass media, with the support of UNFPA. According to the annual report, in collaboration with 13 state and 19 non-governmental organizations, CCCP reached 835,765 citizens by **organizing trainings, public awareness days, and outreach events** to improve their knowledge of the Law on Violations, the Law on Combating Domestic Violence, and the Law on Ensuring Gender Equality. Additionally, training sessions and campaigns were conducted with 105 businesses, reaching 441,000 workers through 84 sessions. In total, these initiatives benefited 1,276,765 people. Furthermore, as part of the efforts to implement Article 7, Section 7.2.6 and Article 10, Section 10.2.7 of the Law on Crime and Offense Prevention, CCCP worked to increase the involvement of journalists in crime prevention activities and enhance their legal knowledge. This was achieved by providing training and resources to around 70 media organizations and 11 agencies responsible for media relations.

Additionally, **the Sub-Council for the Prevention of Domestic Violence and Crimes against Children** planned 29 activities within the framework of 5 key objectives **for 2024**. By the end of the year, these activities achieved a 91% completion rate.

- 1) Ensuring the implementation of laws related to combating domestic violence.
- 2) Organizing efforts to prevent and combat GBV and crimes committed by or against children, based on the study of the causes and conditions of such crimes.
- 3) Enhancing the knowledge and skills of public officials in the prevention of GBV and crimes against children.
- 4) Providing comprehensive measures to protect victims of GBV and crimes against children, including health and psychological services.
- 5) Raising public awareness and education.

According to the 2024 year-end report of the council, with the support of UNFPA, efforts included publishing a report on the consequences of implementing the Law on Combating Domestic Violence, developing a mid-term action plan for combating and preventing GBV, conducting an accessibility assessment of temporary shelters and one-stop service centers, training public officials in human rights, and training trainers to improve gender-sensitive reporting by media organizations. The Sub-committee for Crime Prevention and the Sub-Council for Crime Prevention allocated a total of 430.3 million MNT in 2024, which represents 1.7% of the overall budget for crime prevention activities in 21 provinces and the capital. The report also highlights that the lack of funding is a significant factor hindering the completion of planned activities.

For 2025, the Sub-Council for the Prevention of Domestic Violence and Crimes against Children has planned 28 activities within the framework of the following three key objectives (Please refer to Appendix 3 for details). These include:

1. Ensuring the implementation of laws to combat and prevent domestic violence – 6 activities (e.g., legal reforms, standards, coordination mechanisms)
2. Studying and preventing the causes of domestic violence and crimes involving children, and raising public awareness -18 activities (e.g., research, training, awareness campaigns, educational content)
3. Protecting victims/survivors and providing necessary services and support - 4 activities (e.g., legal and psychological assistance, rehabilitation programs, institutional support)

In 2025, the Sub-Council will prioritize strengthening legal frameworks through proposed amendments, updated standards, and improved intersectoral coordination. Efforts will focus on prevention and awareness by conducting research, training key stakeholders, engaging youth, and producing accessible public education content on domestic violence and child protection. Additionally, services for victims will be expanded through legal counseling, rehabilitation programs, and strengthened support systems across relevant institutions.

In parallel, the **Intersectoral Strategy and Action Plan for Ensuring Gender Equality (2022–2031)** is currently being implemented. The NCGE chaired by the Prime Minister of Mongolia approved the 'Intersectoral Strategic Plan for Ensuring Gender Equality (2022–2031)', which includes Goal 1.5. Strengthening inter-sectoral coordination and cooperation in combating gender-based violence. The primary focus of the activities is on improving services, assistance, and infrastructure for GBV victims and service providers, rather than solely on prevention. While the NCGE's primary role is to develop, oversee, and monitor gender equality policies, programs, and special measures, the implementation of the strategy involves not only the NCGE but also its member organizations and other relevant stakeholders, each according to their legal mandates. Notably, the strategy includes only one goal specifically related to gender-based violence—Goal 1.5: Strengthen intersectoral coordination and collaboration in combating gender-based violence. Under this goal, the Ministry of Justice and Internal Affairs of Mongolia is responsible for leading and coordinating efforts in partnership with all ministries, local governments, the National Human Rights Commission, and professional associations.

Table 7. Scope of efforts to strengthen intersectoral coordination and collaboration in combating GBV

Improving assistance services and advocacy efforts based on research and evidence	Revise and improve laws and regulations	Enhance service delivery approaches and capacities for supporting victims and survivors	Improve the infrastructure for services aimed at victims and survivors.
1. Conduct the second national survey on GBV. 2. Improve the implementation of laws based on recommendations from the survey. 3. Study and implement best practices for intersectoral collaboration in combating GBV and providing assistance and services to victims. 4. Organize regular prevention and advocacy efforts for GBV.	1. Review and improve the implementation procedures for the Law on Combating Domestic Violence from a legal perspective, focusing on its principles and content. 2. Implement the legal provision to fully fund the activities of Joint Teams and Child Protection Units at the primary administrative levels from the national and local budgets. 3. Establish a legal framework that fully guarantees the right of children, particularly victims of sexual violence, to protect their personal privacy.	1. Introduce and strengthen the practice and methodologies of providing comprehensive services to GBV victims to local governments and NGOs. 2. Create an effective system and methodology for preventing and detecting DV among herders, and for protecting victims. 3. Improve the quality, accessibility, and scope of services provided to victims of GBV and sexual harassment. 4. Integrate forensic services one-stop service centers to serve GBV victims.	1. Build public housing for GBV victims and female-headed households near schools and kindergartens. 2. Establish specialized temporary shelters in the capital to provide services to victims of violence, including children, women, men, LGBTQI individuals, and the elderly, with funding allocated according to legal provisions.

Among these 13 activities, two focus on prevention efforts. The first activity, which involves GBV prevention advocacy, is a regular measure implemented across all ministries and local governments, as well as within the mandates of each Citizen Representative Khural (local council) and Local governors. The second activity, GBV prevention among herders, is led by the Ministry of Family, Labor and Social Protection and the Ministry of Justice and Internal Affairs (MoJHA), in collaboration with the Ministry of Food, Agriculture and Light Industry and the National Human Rights Commission. Although the main goal of this objective is to intensify

intersectoral coordination and collaboration, it does not mention the involvement of other stakeholders, such as NGOs and the private sector, either as primary or collaborative partners. In 2023, the Government of Mongolia published the ["2023 Government Report on the Implementation and Results of Activities to Ensure Gender Equality"](#) based on data up to the year 2022. However, the report did not include results or reporting related to the implementation of the newly adopted Intersectoral Strategy and Action Plan for Ensuring Gender Equality (2022–2031). Moreover, a public report on the measures taken under the 13 activities outlined in the intersectoral plan has not yet been made available.

Regarding the private sector, according to Article 11.4 of the Law on Ensuring Gender Equality, employers are required to prevent harassment, violence, and sexual harassment in the workplace and create a zero-tolerance environment. They are also obliged to develop training and retraining programs and incorporate grievance resolution procedures into their internal labor regulations. This presents significant potential for systematically delivering behavioral change communication and training through organizations in the private sector. However, initiatives, documentation of best practices, and reporting related to these workplace training programs and results have been insufficient.

One of the key stakeholders working on violence prevention at the national level is the CCCP. However, the fact that it is not mentioned in the national strategy plan highlights the lack of coordination between the NCGE and CCCP. This issue was also raised during interviews with stakeholders conducted as part of the research. Specifically, the two sub-councils of the CCCP, namely the Sub-Council for the Prevention of Domestic Violence and Crimes Against Children and the Sub-Council for Combating and Preventing Human Trafficking, have direct relevance to national GBV prevention efforts. Therefore, it is evident that there is a need for collaboration between these entities.

Box 1

...In Mongolia, the National Crime Prevention Coordination Council is legally mandated with the responsibility for preventing domestic violence. While the council is responsible for coordinating and managing the activities of other organizations in this area, it conducts relevant campaigns, training, and services every year. However, domestic violence has been increasing year by year. This is primarily due to the limited scope and budget allocated for such activities. The government has been allocating very little budget for this purpose, and for many years, funding has come from international development partners such as the United Nations Population Fund, the Asian Development Bank, The International Development Law Organization, Asian Foundation, and World Vision International Mongolia.

Over the past 20+ years, through these projects, efforts have been focused on addressing the consequences of violence after it has occurred, such as providing shelter, empowerment, and rehabilitation for victims. This has been the primary approach, but it has not led to a reduction in incidents of violence. To reduce incidents of violence, it is crucial to teach non-violent conflict resolution skills. Boys, from their time in general education schools, should be taught how to manage anger and resolve problems through negotiation.

In Mongolia, 450-500 men commit suicide annually, and many do not know how to address their problems. This is also a root cause of violence, but there has been insufficient work focused on this issue. It is likely that this lack of effort in addressing the underlying causes is a key reason why incidents of violence and crimes continue to rise.

KII with representatives from government institutions.

In particular, the Secretariat of the CCCP is responsible for developing action plans, ensuring their implementation, providing technical and methodological support to sectoral sub-committees and sub-councils, overseeing their activities, and coordinating the collection and presentation of reports, statistics, and other relevant data from the concerned organizations. Additionally, the Secretariat is mandated with organizing public awareness and advocacy activities about the council's work, implementing projects and programs in collaboration with international organizations, and presenting the outcomes.

Given its important role in gathering evidence and data at both the national and local levels, and its capacity to collaborate with a broad range of stakeholders and disseminate information, the CCCP is a key resource.

Therefore, it is crucial for the council to collaborate with all ministries, sectors, and levels of government to expand the impact and outcomes of its efforts.

In addition, an important issue raised during the qualitative interviews with government representatives was the approach and impact of prevention efforts. For example, most organizations perceive prevention efforts primarily as training sessions, and because the reach of these sessions is limited by available resources, their impact is confined. Moreover, due to the irregular nature and lack of repetition in these sessions, they are unable to foster systematic, long-term behavioral changes, which represent a major limitation. In particular, government agencies noted that in the field of violence and crime prevention, there is a lack of human resources fully responsible for public outreach, training, and the dissemination of information. Additionally, there is insufficient technology, funding, and capacity to reach multiple areas. As a result, the majority of public outreach efforts are carried out on digital platforms, which have been identified as a growing trend but are inaccessible to certain population groups, especially in remote areas.

Table 8. Participants' opinions on the weaknesses, challenges, and ways to improve efforts for the prevention of GBV

Weaknesses and Challenges	Suggestions to improve
• Focus on post-violence solutions • Prevention measures before violence occurs are mainly training-focused • Training content and methods are outdated and not suitable for different ages or groups • In-person training sessions are limited in scope and frequency due to budget constraints • Insufficiently trained trainers and human resources in the area of GBV • Lack of training targeting perpetrators or related parties, with limited time for behavioral change programs • Limited dedicated positions for public outreach, training, awareness campaigns, and prevention efforts • Low interest in public training participation • Women in rural areas—especially those without access to transportation—often miss trainings, while men participate more due to better mobility and access to information. This limits women's awareness and capacity, posing a challenge for effective GBV prevention • Lack of long-term, sustainable campaigns to transform understanding into behavioral change • Low budget and limited time for crime prevention efforts	• Incorporate human rights content into early childhood and school curricula to foster human rights awareness from a young age. • Conduct frequent research to track GBV, assess the situation, and develop evidence-based training and awareness campaigns. • Train gender experts and specialized trainers in each sector to intensify sector-specific prevention initiatives. • Provide consistent, long-term, compulsory behavioral change training for perpetrators and offenders to prevent re-offending, and train trainers to deliver these programs. • Prepare prevention content and information tailored to various age groups, genders, locations, and individuals with disabilities. • Implement and scale up community-based, media-based approaches proven effective through development projects in the GBV field (e.g., Community-based Behavior Change Communication, Respect Framework, SASA Together, etc.), and invest in expanding their reach. • Engage the private sector in national intersectoral initiatives and encourage their involvement in these efforts.

While significant efforts are being made to strengthen human resource capacity and train personnel in the field of prevention, the implementation of innovative methods and approaches remains predominantly confined to project-based initiatives, which limits their scope and overall effectiveness. These new methodologies have been demonstrated to be effective through evaluations, and it is imperative for government agencies to prioritize their scaling up at both the national and sectoral levels. Additionally, these methods should be integrated into strategic planning and supported by appropriate budget allocations.

Box 2

... The United Nations Population Fund organizes an annual 16-day campaign to raise awareness on legal reforms and violence prevention. While disseminating information represents an initial step, influencing public awareness and translating that awareness into concrete actions presents a significantly greater challenge. In 2023, as part of the second phase of our project, we focused on "Community-based Behavioral Change" initiatives. We selected two schools in Arkhangai province, collaborating with teachers, students, and staff to implement the "Safe School" project. This initiative helped improve people's initiative and involvement. We applied internationally proven strategies like "SASA Together", using a comprehensive approach to carry out the activities. By using media-based methods, we engaged a large number of young people and brought together content creators, using participatory game-based methods to communicate understanding. Disseminating the right information through publicly respected individuals was more effective in reaching others. We also used the "Respect Framework" strategy ("Relationship, harm, improvement of women, and service"), which has been tested internationally and proven effective.

We believe that community-based efforts should be emphasized and expanded. Therefore, we are working to expand preventive measures in this direction. The key issue we are focusing on is the roles and responsibilities of the implementing organizations and their collaboration. The Gender-Based Violence initiative involves collaboration between the social sector, police, education, and healthcare institutions, providing technical and methodological support in the field of crime and offense prevention to continue the work.

From KII with representatives of the project team for 'Combating Gender-Based Violence in Mongolia,' UNFPA

Additionally, a key idea shared by the main stakeholders is that, within the framework of prevention efforts, the focus should not be limited to gender-based violence or domestic violence alone. Rather, it should include family life education and human rights education from an early age through kindergarten, school curricula, and development programs. This approach, aimed at shaping positive attitudes and behaviors, is seen as a more effective, long-term solution.

Furthermore, to expand the scope of prevention efforts, there is a noticeable opportunity to implement long-term behavioral change interventions by increasing the involvement of NGOs and the private sector. This includes the development of targeted content, and innovative methods along with promotional materials tailored to specific population groups such as youth, rural women, ethnic minorities, and persons with disabilities. This involves the development of content and guidance for delivering structured training modules—such as cognitive-behavioral therapy, anger management, gender-transformative education, restorative justice, and mandatory counseling programs—that all relevant organizations can use, with the goal of preventing recidivism and fostering long-term change. Every year, the impact of GBV increases, and efforts to prevent and reduce GBV are being implemented with the support of international development organizations, focusing on building systems, strengthening capacities, and conducting advocacy work at the national level.

UNFPA has implemented a two-phase project titled "Combating Gender-Based Violence in Mongolia," aimed at reducing gender inequality and preventing and eliminating GBV. The first phase (2016-2020) focused on improving the policy environment, increasing the capacity of stakeholders, and establishing protective service mechanisms for survivors. The second phase focused on strengthening survivor protection and rehabilitation systems, institutionalizing state response mechanisms, and shifting public attitudes toward gender-based violence. According to project documentation, key achievements included support for the revision and implementation of critical laws, such as the Law to Combat Domestic Violence and the Law on Ensuring Gender Equality. The project also played a vital role in institutionalizing multisectoral response mechanisms, enhancing GBV-related data collection and analysis, and improving survivor services. These efforts enabled more effective, evidence-based interventions, including GBV response in emergencies and capacity-building initiatives for key stakeholders—particularly duty-bearers and institutional beneficiaries. Throughout the project, community engagement remained a cornerstone, helping to raise public awareness and promote gender-equitable norms at the grassroots level. Grassroots

initiatives in high-prevalence areas were instrumental in raising awareness and promoting gender-equitable norms. Activities targeted multiple levels—individual, family, community, and societal—and engaged a wide range of rights-holders and duty-bearers across sectors, levels of governance, and geographical areas. However, the project evaluation concluded that while knowledge of GBV was increased and certain groups were involved in prevention activities, the impact on changing societal inequalities remained unclear, and it was noted that men and boys were not fully included in the prevention and response processes (Pawlak, Batmunkh, & Magsar, 2023). Furthermore, UNFPA has called for annual campaigns such as the "16 Days of Activism Against Gender-Based Violence," aiming to improve the legal environment to combat GBV, increase support for survivors, develop evidence-based policies, and advocate for the inclusion of men and minorities to promote gender equality. These actions highlight the priority areas for the parties working in this field.

In addition, the International Development Law Organization (IDLO) implemented the "Strengthening the Fight Against Gender-Based Violence in Mongolia (2019-2023)" project aimed at improving accessibility to victim-centered legal assistance for GBV survivors. This project focused on strengthening the capacities of law enforcement and judicial institutions, developing and promoting training materials, platforms, and methodologies to improve services for survivors of domestic violence. The project contributed significantly in these areas.

Currently, the active project being implemented is the "Improving Gender Equality for Rural Girls and Women through Climate Change Adaptation and Gender-Sensitive Policies (2024-2026)" project, funded by the ADB. This project aims to integrate gender equality effectively into national, sectoral, and local policy planning processes, enhance national capacity, and improve the livelihoods of rural women and girls, with a strong focus on addressing gender equality in climate change adaptation policies.

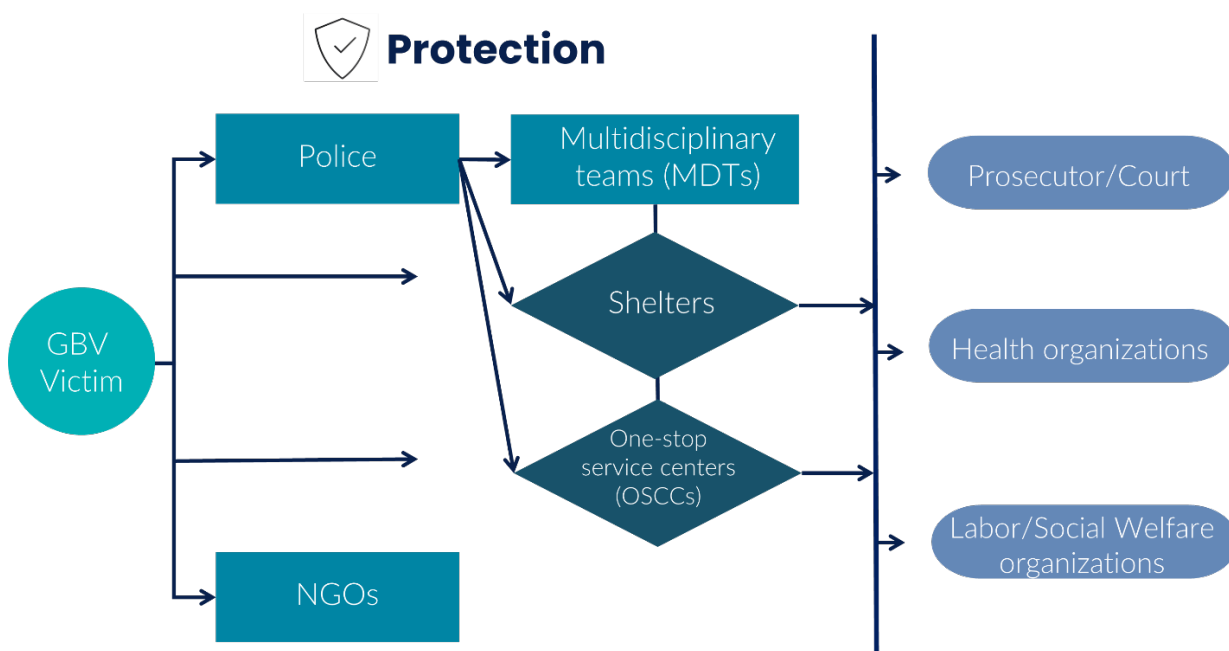
3.2 Protection of GBV Survivors

In Mongolia, a state system for providing protection services to victims of GBV is now well established. Nationwide, the 102, 107, and 108 hotlines operate 24/7, receiving calls and providing assistance. Additionally, **40 temporary shelters and One-Stop Service Centers (OSSCs)**, operated by the government and NGOs, function regularly across the country, offering protection services to **more than 4,953 people annually**. A decade ago, these services were extremely limited and primarily provided by a small number of civil society organizations. Today, however, they have evolved into a structured system with a clear framework in place at both the province and district levels.

The general public still lacks sufficient awareness of temporary shelters and OSSCs. However, individuals can access these shelters and receive services with the assistance of police officers when needed. The high level of satisfaction among those who have received support reflects both the progress of the system and the dedication of the professionals and frontline workers providing these services.

In most cases, GBV victims first seek help from law enforcement officers such as police, who then connect them with multidisciplinary teams (MDTs), temporary shelters, OSSCs and NGOs and to provide “protection services” (Figure 9).

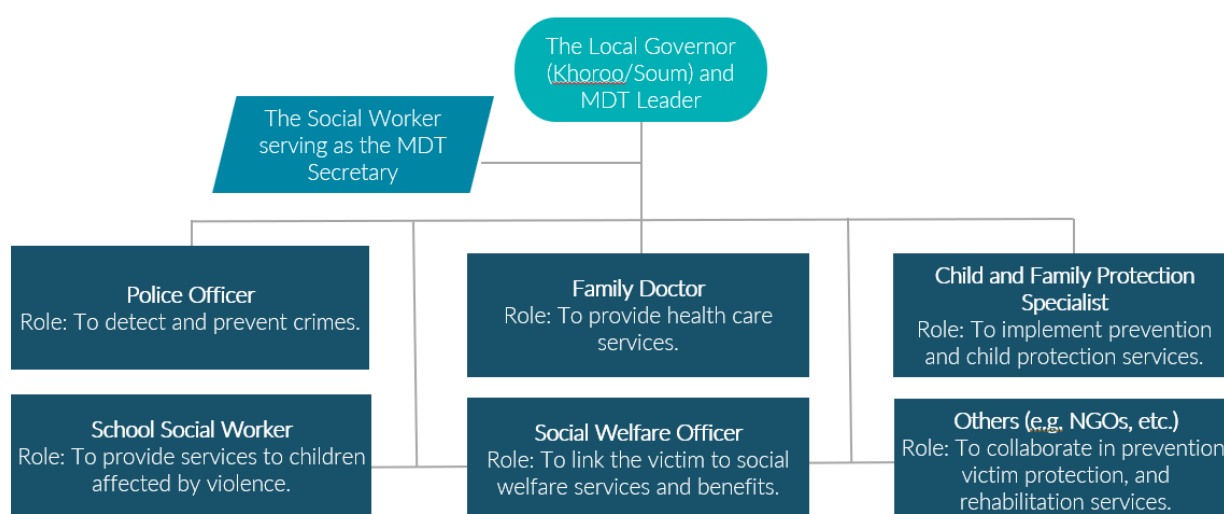
Figure 9. Service flow mapping of protection services for GBV victims in Mongolia



Source: Developed by the survey team

The primary unit at the ground level of the service delivery system is the Multidisciplinary team (MDT). MDTs are responsible for addressing cases involving all forms of violence and risky situations affecting children, as well as domestic violence against family members. Their key functions include: (1) organizing prevention activities and identifying and investigating cases within their respective areas; (2) planning victim protection measures, referring victims to appropriate services, and monitoring the implementation of these services; and (3) coordinating rehabilitation services such as health care, psychological support, social welfare, and child protection services. As of 2024, there are 801 MDTs operating in Mongolia. These teams assess each victim’s situation and develop a tailored service plan, based on which they refer the case to the relevant institutions at the next level.

Figure 10. The structure of MDT and role of each team member



If a victim is aware of the OSSCs or the temporary shelter, they may seek assistance directly. Alternatively, if a police officer responding to a call conducts a risk assessment and determines that the victim is at high risk, the officer can refer the victim directly to either an OSSC or the temporary shelter for immediate services.

The primary duty of the OSSC is to promptly and efficiently provide all essential emergency services in one location—including health care, psychological counseling, legal assistance, and safety protection. After delivering immediate or short-term support, the OSSC refers the victim to relevant organizations for further assistance, if necessary.

The temporary shelter, on the other hand, primarily ensures the victim's immediate safety and security. It also collaborates with relevant organizations to provide additional services, including health care, psychological counseling, and legal support.

Table 9 presents the legally mandated victim protection services, while Table 17 outlines the differences between the OSSC and the temporary shelter in terms of their operations and services.

Table 9. Types of protection services provided to victims of GBV

	Child	Adult
Victim of Domestic violence	According to Article 7 of the Child Protection Law, emergency assistance services for child victims include: 7.1 Removing the danger and eliminating hazardous conditions 7.2 Temporarily separating the child from their family, if necessary 7.3 Providing immediate access to emergency medical assistance, initial psychological and legal counseling, and psychotherapy services	Article 33 of the Law on Combating Domestic Violence: 1. Protection and safety measures 2. Legal assistance 3. Referral services
Victim of sexual assault		Article 6 of the Law on Witness and Victim Protection: 1. Security protection measures (including placement in a temporary shelter, personal protection, and provision of protective equipment, etc.) 2. Witnesses and victims under protection may receive legal assistance when necessary.
Victim of Trafficking in Persons		Article 12 of the Law on Combating Trafficking in Persons: 1. Legal assistance;

		2. Temporary provision of accommodation and food for victims by Mongolia's diplomatic missions and consulates abroad, issuance of a passport or equivalent document, and repatriation to Mongolia.
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Based on a survey conducted among stakeholders, the legal framework of the victim protection system was evaluated on a 1-5 scale, the coordination of services and the establishment of a **legal framework rated at level 4**. This rating reflects the clear definition of roles and responsibilities among key entities, as well as the adoption of detailed regulations and procedures by relevant ministries to implement applicable laws. However, several areas for improvement were identified, including the lack of clear distinctions between the roles and services of Temporary Shelters and OSSCs, inconsistencies in their funding mechanisms, and the need to further refine service standards for temporary shelters. Due to these gaps in legal and regulatory coordination, stakeholders rated the system at level 4 rather than the highest score. Additionally, there is a need to update relevant service regulations and provisions in line with the revised laws and legal amendments. Specifically, in 2024, the Parliament of Mongolia adopted the revised version of the Law on Child Protection. The revised law introduced the following key changes (MLSP, 2024):

1. Clearly defined protection measures and **specified the provision of immediate assistance, protection, and rehabilitation services** for children.
2. Established **new positions for child protection social workers** at the soum and khoroo levels.
3. Expanded the scope of **child protection beyond the family environment** to include other settings. For example: ensuring children's rights and participation during criminal proceedings; child protection in school settings, cyber environments, and during emergencies or disasters.
4. Included a provision for the development and maintenance of a **unified child protection information database**.
5. **Required that child protection service budgets** be reflected in both national and local budgets, with expenditures for each type of service determined based on the number of cases resolved in the previous year.

In connection with these changes, the need to revise procedures related to services for child victims in the criminal justice system, as well as child protection procedures within legal proceedings, was also raised during the study.

Figure 11. The score of Protection services, in terms of their legal framework and implementation, on a scale of 1 to 5 (1 represents poor and 5 represents excellent)



Although the legal framework for victim protection is relatively well established, stakeholders rated its implementation at a **moderate level** (3 out of 5). The following sub-sections provide a detailed overview of the challenges and obstacles encountered in enforcing these laws.

3.2.1 Security protection

Legal framework and service conditions: Security protection services are provided through (1) temporary shelter placement, (2) OSSCs, and (3) protective measures outlined in the Law on Witness and Victim Protection, including personal protection and the provision of protective equipment, among others. As of 2025, Mongolia has a **total of 17 OSSCs and 23 temporary shelters**⁷ operated by the government and NGOs. The total number of beds, or the client intake capacity of these centers, is 400. All shelters admit both children and adults in the same facility. There are only two shelters specifically for children, operated under the General Authority for Child and Family Development Protection (GACFDP), providing protection for girls who are victims of sexual violence and other children.

There are no state-run specialized shelters for victims of human trafficking. Currently, only two NGOs (*Detailed information on the MGEC and Talita Asia NGOs is provided in Appendix 1*) operate shelters that provide such services. Over the past five years, only one case of a human trafficking victim received protection services at the shelter under the NPA in May 2023; all other cases received services at NGO-operated shelters.

Table 10. Number of temporary shelters, OSSC, by year

	2020	2021	2022	2023	2024
Temporary shelter: Government	16	19	19	20	20
Temporary shelter: NGO	3	3	3	3	3
One-Stop-Service Center	14	16	17	17	17
Total	31	36	37	40	40

Source: Consolidated data on GACFDP and NGOs

As of 2024, a total of 4,953 GBV victims received protection services from these centers (Table 11). Among them, 99% were victims of domestic violence, 1% were victims of sexual violence and trafficking in persons.

Table 11. Number of Individuals who received services from Temporary Shelters and OSSCs over the past five years

	2020	2021	2022	2023	2024
Service provided by State run facilities					
Children	2147	2916	3226	2159	3073
Adults	1568	1657	1569	1636	1809
Services provided by NGOs (children and adults combined)					
The National Center Against Violence (Provide services for victims of Domestic violence, Sexual violence)	233	125	188	180	60
Mongolian Gender Equity Center (MGEC) (provide services for TIP victims)	15	7	23	37	10
Talita Asia NGO (provide services for TIP victims)			10	14	1
Total	4659	4942	4461	4026	4953

Source: Consolidated data from the GACFDP, NPA, CCCP and NGOs

⁷ Under the NPA 3, under NGOs 3 (NGOs detail information is given in Appendix 1), under the GACFDP which is supervised by the GACFDP

Table 12. Number of Adult Individuals who received services, (2022-2024), duplicated count

Year	Victims of Physical violence	Victims of Psychological Violence	Victims of Economic Violence	Victims of Sexual Violence	Victims of TIP
2022	1175	1115	192	59	33
2023	966	1101	108	44	51
2024	1323	1368	918	28	11

Source: Data from the GACFDP

Breakdown of services provided:

Table 13. Number of adults who received services from OSSCs and temporary shelters in 2024, by service type (duplicated count)

Provided services	State runs OSSCs and Temporary shelters	NCAV	MGEC	Talita Asia
Security protection	342	60	10	1
Medical assistance	158	96	5	1
Psychological support	205	192	9	1
Legal assistance	223	246	10	1
Educational services	-	15	3	-
Social welfare services	148	41	1	-
Others	63	-	0	-

Source: Data from GACFDP and NGOs

In assessing whether the existing number of temporary Shelters and OSSCs operating in Mongolia are sufficient to meet the needs of survivors of GBV, and whether there is a need to expand these services in the future, current estimations indicate that there is a significant gap between demand and available capacity.

According to a study by the World Health Organization approximately 30% of women globally have experienced physical and/or sexual violence at least once in their lifetime (WHO, 2024). In Mongolia, the National Statistics Office has found that the prevalence rate is 31.2%, which is close to the global average (UNFPA, 2017). Based on this prevalence and the total female population, it is estimated that around 318,210 women may have experienced GBV in 2024 (Table 14). However, not all survivors report their experiences or seek help. In 2024, only an estimated 4.5% of survivors — approximately 14,525 individuals — reported incidents to the police or sought formal assistance.

Table 14. Estimated Service Demand and Existing Shelter Capacity

Indicator	Value	Source
Total number of women aged 15–64 in Mongolia	1,020,836	NSO Population Data, 2024
Prevalence of GBV (by intimate partner)	31.2%	NSO GBV Survey, 2017
Estimated number of women affected by GBV annually	318,210	Survey team estimation
Number of GBV cases reported to police annually	14,525	NPA statistics, 2024 (combined number of infringement and crimes)
Proportion of GBV survivors who reported or sought help	4.5%	Survey team estimation
Total bed capacity of existing TS and OSSCs	400	Data received from GACFDP (shown in Appendix 2)
Average duration of stay per survivor (days)	17	Data from survey team
Estimated number of survivors who can be served annually with current capacity	8,459	Survey team estimation

Currently, the 40 temporary shelters, OSSCs in Mongolia have a combined capacity of 400 beds. Assuming an average stay of 17 days per survivor, the maximum annual service capacity is approximately 8,459 individuals. This means that the current system can only accommodate around half of the recorded 14,525 survivors who sought help in 2024.

Moreover, as prevention efforts improve and awareness increases, it is likely that the number of survivors seeking support will rise. Therefore, this estimation suggests that the capacity of existing service centers **needs to be increased** to meet the growing demand.

According to the qualitative data from the survey and suggestions from stakeholders, experts in the field emphasized the need to increase the capacity of victim protection services in Ulaanbaatar, rather than in rural areas, due to the growing demand and concentration of cases. They highlighted the necessity to expand the capacity and coverage of OSSCs, which are primary service centers, particularly those based in hospitals, beyond the current capabilities of existing temporary shelters.

Determining the optimal locations and specific types of services that need to be expanded requires a more detailed, location-specific assessment and planning process. However, this preliminary estimation, based on publicly available data, provides an initial evaluation of whether the current facilities are adequate to meet the needs of GBV survivors.

1.2 Main challenges and issues:

Public awareness of services provided by Temporary Shelters and OSSCs remains insufficient: According to the latest 2023 survey conducted every three years by the National Statistics Office (NSO) to assess public knowledge and attitudes regarding OSSCs and shelters, 82.6% of rural residents and 74.5% of urban residents were unaware of the existence of these facilities in their respective districts (NSO, 2023). This indicates that only about 1 in 5 people have heard about these services and possess some level of information about them. Information about the shelter and OSSC was primarily obtained from sources such as colleagues and other acquaintances (26.3%), friends (17.5%), television (14.5%), and other public outreach events (12.4%). In other words, information about protection services was more commonly shared through interpersonal communication. On the other hand, for public awareness and prevention campaigns, people living in urban areas mainly accessed information through the internet and television, while those living in rural areas primarily relied on television for information (NSO, 2023).

In this survey, most of the 50 victims had previously not received any information about shelters and OSSCs. Most of them first received information after reporting to the police, and they were connected to the services through the police. This indicates that when the public has not received information, law enforcement officers play a key role in offering and providing information about shelter services. Only 18% (approximately 1 in 5) of survivors had prior knowledge of these services and directly sought assistance from a shelter or OSSC. This finding aligns with the NSO survey results, further confirming the persistent lack of awareness about protection services, which directly impacts victims' ability to access them.

Box 3

"... I knew that shelters existed, but I thought they were only for people who had been beaten to the point of being bedridden. That was my understanding. So, raising awareness and providing more information to the public would be really helpful."

"... I never received any legal or social welfare services. I didn't even know such services were available. From what you're saying, it seems like I could have accessed these services at a shelter"

"... I had no prior information about shelters. I only learned about them after contacting the police. Recently, a friend of mine also mentioned being abused by her husband. Since she knew that I had stayed at a shelter before, she called me to ask how to access one and what the process was. In general, most people have little to no knowledge about shelters."

From the Interview of temporary shelter clients

Case interviews with survivors revealed that even after receiving shelter services, some victims who stayed at protection shelters still lacked a full understanding of the services available to them. Many perceived shelters primarily as a place to escape immediate danger, secure temporary accommodation and food, without being fully aware of additional rehabilitation services. As a result, it was observed that survivors rarely expressed interest in or actively sought legal, psychological, medical, or social welfare assistance due to this lack of awareness.

This highlights the need for shelters to provide comprehensive information from the moment a survivor arrives, ensuring they understand the full range of available support. Empowering survivors with knowledge about these services are a crucial first step in adopting a survivor-centered approach that enhances their resilience and self-reliance. Moving forward, there is a clear need to improve public awareness of the full scope of services offered by temporary shelters and OSSCs.

Specialized services in temporary shelters remain limited. There is an ongoing need to categorize and accommodate victims based on the type of crime committed against them, its psychological impact, and the severity of physical injuries. Additionally, gender and specific needs-based categorization is essential to ensure effective protection.

Internationally, temporary shelters are required to be accessible and inclusive to all survivors, regardless of their specific vulnerabilities and special needs, ensuring comprehensive support for victims of all forms of violence. However, victims of sexual violence and human trafficking often experience severe psychological trauma and require long-term rehabilitation services, making specialized shelters essential for their recovery.

In practice, housing victims of different crimes together can lead to negative consequences, as noted by shelter staff. Victims may negatively influence one another, spread misinformation, engage in bullying, and further deteriorate each other's mental well-being, creating a hostile or distressing atmosphere. Recognizing this, relevant regulations emphasize the need for specialized shelters. Existing regulations acknowledge this necessity, for example, Article 2.5 of the Temporary Shelter Service Provision Procedure, states that shelters can be established and categorized to accommodate children, people with disabilities, the elderly, and male and female victims based on their specific needs. However, as of today, the only specialized shelters in Mongolia include a temporary shelter for child victims of sexual violence, operated by the 108 Hotline/Shelter under the GACFDP, and two NGO-operated shelters (MGEC and Talita Asia) dedicated to supporting victims of human trafficking. This demonstrates the slow progress in diversifying shelter services. Moving forward, comprehensive support is needed, not only to expand shelter infrastructure but also to train and empower professionals providing these specialized services.

There is a risk that the specific needs of vulnerable populations, including sexual minorities, and persons with disabilities, may not be adequately met in temporary shelters. The accessibility and quality of shelter services for LGBTQ+ individuals and people with disabilities largely depends on the knowledge, attitudes, and preparedness of professionals working in Temporary Shelters and OSSCs. According to MNS 6040:2019 standard, Article 7.13, temporary shelter services, facilities must ensure accessibility for elderly individuals and persons with disabilities by accommodating their specific needs. However, the number of shelters that are capable of accommodating people with disabilities remains insufficient.

For LGBTQ+ individuals, particularly transgender people, there is no specific guidelines on how they should be accommodated or protected from discrimination within shelters. Existing standards and guidelines remain unclear, creating uncertainty regarding the placement of transgender and gender-diverse individuals in gender-segregated shelters. While those who do not openly disclose their sexual orientation may be able to access shelters, there are no clear protocols on how to handle cases where gender identity is visibly expressed. This lack of guidance can significantly impact their access to appropriate services.

To address this gap, in October 2024, MGEC, UNFPA, and the CCCP conducted a capacity-building and trainer preparation program for over 30 professionals, including law enforcement officers, healthcare workers, and staff from temporary shelters and OSSCs.

Despite these efforts, integrating clear guidelines into shelter standards on how to provide inclusive and non-discriminatory services for LGBTQ+ and sexual minority individuals remains a crucial step toward implementing survivor-centered protection services.

Box 4

"... T is a transgender woman who grew up in a rural area but moved to Ulaanbaatar due to discrimination from her family and local community. Upon revealing her transgender identity, her relatives expelled her from the family home, and her workplace fired her. The COVID-19 pandemic had a severe impact on her life, and she became homeless after being unable to pay her rent. As a result, T ended up living on the streets and became increasingly exposed to both physical and psychological violence. In search of safety, she tried several times to approach shelters for support but was refused services. The shelter staff informed her that they could not provide assistance because she is a transgender woman.

From Monitoring report on services provided by OSSCs and Shelters, LGBT Center,

Ensuring security but lacking a comfortable service environment: Upon arriving at a temporary shelter, survivors sign confidentiality agreements, receive security briefings, and are informed about guarded premises and rotational staff presence—all of which contribute to a heightened sense of security and instill trust in the victims.

According to a survey measuring their sense of safety on a scale from 1 to 5, survivors rated their pre-service safety perception at an average of 2.41, which increased to 3.85 after receiving services. This demonstrates the effectiveness of the shelter's security measures. Additionally, when asked to rate service satisfaction by category, security protection received the highest rating at 98%, with survivors reporting that they felt completely safe during their stay.

However, beyond physical safety, psychological well-being, a stable and comfortable environment, and maintaining dignity are equally essential for GBV survivors in temporary shelters and OSSCs. The survivor-centered approach emphasizes that shelters should not only provide security but also ensure a supportive and reassuring atmosphere (SCJ, 2023).

Despite the positive result of security measures, the actual physical conditions and comfort levels in shelters remain inadequate. Survivors and service providers frequently highlighted poor living conditions, suggesting that shelter environments need significant improvements to fully meet survivors' needs.

In 2022, an assessment of the implementation of temporary shelter standards was conducted across 12 state-run Temporary Shelters and OSSCs, highlighting poor living conditions in shelters. Findings from this study, along with primary data and field observations collected during the current research, indicate that there have been no significant improvements in shelter conditions since then. For instance, the Police temporary shelter in Khan-Uul District, operated under the NPA, primarily serves adult GBV survivors. This shelter has been operating since 2014 in a building originally constructed in 1978. Reports from service recipients frequently mention insufficient heating, inadequate sanitary facilities, water leakage and seepage issues, which persist due to delayed maintenance and lack of renovations. These facility-related issues were frequently mentioned by survivors receiving services, indicating an urgent need for infrastructure improvements in shelters.

Box 5

"... The environment was quite uncomfortable. It was slightly rainy at the time, and it already felt cold inside. I can only imagine how freezing it must be in winter..."

"...The damp conditions made my child very sick. Since the shelter wasn't properly cleaned, I had to clean it myself to prevent my child from getting worse. I even asked others to help, but they seemed reluctant..."

"...There were leaks, it was damp and chilly. My children had never lived in such conditions before, and on top of their already fragile emotional state, it made things even harder for them..."

From the Interview of Temporary Shelter Clients

Furthermore, the operational conditions of other shelters under the General Authority of Child and Family Development Protection (GACFDP) also fail to meet required standards, negatively impacting service quality. There are only few shelters that meet the necessary requirements in terms of infrastructure, space, and facilities. Due to delayed maintenance, the deterioration of buildings, increasing structural damage, and malfunctioning facilities have further compromised the comfort and safety of clients. Service providers working in the field have emphasized that limited financial resources constrain the scope of services that providers can deliver, making it challenging to maintain consistent, high-quality support for survivors.

Box 6

...Transporting victims to medical facilities and ensuring that children continue their education requires constant movement of staff. Just today, we were discussing that how we transported children to kindergarten. One teacher spends 1,000 MNT per trip per child, amounting to 5,000 MNT per week. By the end of the month, a single teacher ends up spending 20,000 MNT. There is no designated budget for these expenses, so staff members cover the costs themselves. Additionally, escorting clients outside the shelter carries significant risks. Without a dedicated vehicle, it becomes even more challenging. Clients are constantly worried about running into someone they know, which adds to their distress when they need to travel outside the shelter."

From KIIs with Temporary shelter staff

"...At first glance, it seems like every room is under camera surveillance, but in reality, some cameras are no longer functional. Others have limited coverage, meaning that over time, residents, including children, become familiar with blind spots and areas that are not captured on camera."

"...Our building is quite old, and some of the windows fog up and leak water, making it impossible to see through. Heat escapes through the windows, causing some rooms to remain cold and chilly during the winter. Since there is no dedicated budget for maintenance, we have to set aside funds from the limited operational budget just to cover basic repairs."

From KIIs with Temporary shelter staff

International organizations have made some contributions to improving the infrastructure and facilities of temporary shelters in Mongolia over the years. Key investments include:

- Between 2016 and 2020, under the first phase of the "**Combating Gender-Based Violence in Mongolia**" project, financed by Swiss Agency for Development and Cooperation (SDC) and implemented by UNFPA, 11 OSSCs were newly established across seven provinces and four districts⁸.

⁸ Under the project, 11 new OSSCs were established in seven provinces with the highest prevalence of GBV (Bayan-Ulgii, Darkhan-Uul, Dornod, Khentii, Khuvsgul, Umnugovi, and Uvurkhangai) and in four districts of Ulaanbaatar (Khan-Uul, Bayanzurkh, Chingeltei, and Sukhbaatar). Source link: [Төслийн 1-р шатны амжилт номноос](#)

- In 2021-2022, as part of the second phase of the project, five provincial and one district⁹ temporary shelters received renovations, technical upgrades, and methodological support (UNFPA, 2020).
- In 2023, under the "**Child Protection Partnership Compact**" project, jointly implemented by the Asia Foundation and World Vision Mongolia, a long-term protection and rehabilitation center for child victims of sexual exploitation was established under the GACFDP, along with technical support.
- Between 2022 and 2024, the same project funded renovations for two shelters operated by MGEC NGO and provided interior and exterior upgrades to two shelters run by Talita Asia, which offers protection services to victims of human trafficking. Additionally, the project covered 2-3 years of operating costs for each facility (CPC, 2024).
- Within the framework of the "**Combating Domestic Violence Against Women and Children**" project, implemented by ADB from 2022 to 2024, new shelters were established in Selenge, Sukhbaatar, and Uvs provinces, as well as in the Songinokhairkhan and Nalaikh districts of Ulaanbaatar. Additionally, some facilities were completed and handed over to provide services for domestic violence victims (ADB, 2024).
- Following this, under the "**Ulaanbaatar Urban Services and Ger Area Development Investment Program (GADIP)**" jointly implemented by the ADB and the Ulaanbaatar City Mayor's Office, construction of a new shelter under the NPA commenced. The development of a 40-bed shelter meeting international standards has been ongoing since April 2023 (Shelter Head, 2024).

Among the local areas that have received investment support for improving shelter conditions, the target locations of JICA included in this survey—**Darkhan-Uul, Khentii, and Bayanzurkh District in Ulaanbaatar (supported by the UNFPA project in previous years/2021), and the shelter in Songinokhairkhan District (which received assistance from the ADB project in 2023)—have benefited from facility improvements.** However, unmet needs remain, including ongoing maintenance, equipment upgrades, and environmental improvements that were not fully addressed by previous investments. The current conditions indicate that shelters still require additional support to ensure sustainable and effective service delivery.

The funding sources for temporary shelters and OSSCs operating nationwide are not harmonized, resulting in varying levels of financial support depending on the budgetary allocations of their affiliated organizations. During the survey, disparities in funding among shelters and OSSCs were observed, raising concerns about whether these facilities operate under a unified management and organizational structure in Mongolia. This issue arises from the fact that the 17 state-run OSSCs and 20 temporary shelters nationwide fall under the jurisdiction of four different entities: (1) the Police, (2) the GACFDP, (3) Health Institutions, and (4) Forensic Institution.

Although legal frameworks, including regulations, standards, rules, and common requirements for victim protection and shelter services, are uniformly applied across all temporary shelters and OSSCs, their funding sources depend on their respective affiliated organizations. This reliance affects the stability of financial resources, which in turn impacts on the overall quality of services provided.

According to the regulation on the financing of OSSCs (MLSP, MoJHA, MoH, 2017), the operational costs of OSSCs at provincial and district levels were to be included in the local budgets by the respective Governors. For OSSCs operating under the General Forensic Institution and National Centre for Trauma and Orthopedics (NCOTO), their expenses were to be covered through the budgets of the relevant institutions.

However, in practice, there is no dedicated budget within the health sector for responding to GBV (UNFPA, 2023). The annual budgets of the respective health institutions do not specifically allocate funding for OSSC-

⁹ Arkhangai, Bayan-Ulgii, Darkhan, Zavkhan, Khovd provinces and Bayanzurkh district of Ulaanbaatar

related expenses, nor do they receive funding from the Health Insurance Fund. As a result, OSSCs affiliated with health institutions—such as those under the NCOTO, Sukhbaatar District Health Center (DHC), and the Govi-Altai Provincial Health Center—are operating under significant financial constraints. Stakeholders have noted that this situation poses a serious risk to the sustainability of their operation.

Box 7

"It is now difficult to maintain the function of the OSSC, because our Hospital is now receiving funding through performance-based financing (Since 2021, all hospitals and health centers have transitioned to a performance-based financing mechanism, under which they receive funding from the Health Insurance Fund (HIF) based on the services provided, in accordance with the resolution approved by the National Council of the HIF). The one-stop services provided by OSSC are not included in performance-based financing." — Manager at the Sukhbaatar DHC.

"The reason for the instability of the work of some OSSC relates to lack of funding, human resources, trained specialists, high turnover, low wages and high workload. During the outbreak of COVID-19, it became COVID-19 testing point. The OSSCs operating in health facilities are at high risk of being closed down." — Representative of NCAV.

From the assessment report on Health sector readiness to GBV response in Mongolia, MoH, UNFPA, 2023

The situation is similar for temporary shelters as well. According to the MNS 6040:2019 standard, temporary shelters should be funded based on a variable cost per person to ensure adequate support. However, this provision is not implemented in police-affiliated shelters due to a lack of funding sources of the Police Agency (Table 15). Notably, this shelter accommodates and provides services to the highest number of adult victims among all temporary shelters (Table 16).

Table 15. Information about temporary shelters selected in the survey

#	Provided services	Affiliation	Established year	Capacity (No. of beds)	Source of funding
1	Khan-Uul district Temporary shelter	National Police Agency (NPA)	2014	30	There is no designated budget source. Operational costs are covered by the NPA's budget.
2	Songinokhairkhan district Temporary shelter	GACFDP	2023	20	GACFDP
3	Bayanzurkh district Child protection response and temporary shelter	GACFDP	2017	16	GACFDP
4	Darkhan-Uul province Temporary shelter	GACFDP	2018	24	GACFDP
5	Khentii province OSSC/ Temporary shelter	GACFDP	2018	4	GACFDP

Source: Information from Temporary shelters

Table 16. 2023-2024 Number of individuals served by the Temporary shelters participated in the survey, 2023-2024

	2023				2024			
	Child		Adult		Child		Adult	
Temporary shelter under the Police Department of Ulaanbaatar	203	61%	125	39%	284	62%	113	38%
Songinokhairkhan district Temporary shelter ¹⁰	121	100%	0	-	352	99%	4	1%
Bayanzurkh District Child Protection Response and Temporary Shelter	651	100%	0	-	293	100%	0	-
Darkhan-Uul Province Temporary shelter	75	79%	19	20%	96	90%	10	10%
Khentii Province OSSC/Temporary shelter	25	86%	4	14%	30	90%	3	10%
Total	1075		148		1055		130	

Source: Information from Temporary shelters

Due to the lack of a coordinated funding framework, some temporary shelters have shown reluctance or confusion regarding the acceptance of adult survivors, leading to misalignment in service provision.

The expenses of temporary shelters are incorporated into the annual budget proposals of the state and local government-owned organizations or NGOs responsible for their funding, which are then submitted for approval through higher-level authorities (MLSP, 2020). The funding allocation for temporary shelters is determined based on the variable cost per person, as stipulated by Ministerial Order A/150 issued by the Minister of Labor and Social Protection in 2020. This standard sets the per capita variable cost at USD 17.5 (MNT 60,680), covering expenses for food, clothing, hygiene products, and paid support services for victims.

Subsequently, in 2022, the Ministers of Labor and Social Protection and Finance jointly approved Orders A/23 and A/27, which established the methodology for financing child protection services and set expenditure norms for service provision. These regulations included salaries and incentives for service providers, food expenses for children, and comprehensive child protection service packages within the cost structure for providing protection and rehabilitation services in a separate environment from the family. The per-child expenditure was determined based on the type of violence experienced, ranging from USD 23.4 to USD 1,372.5 (MNT 81,439–4,760,799) (MLSP&MoF, 2022). The funding for these services is allocated through the GACFDP and sourced from the child protection service budget.

The procedure for calculating the variable cost per person for shelter services stipulates that 20% of the total clients served by a shelter should be adults, while 80% should be children. Accordingly, funding is allocated based on this proportion. In other words, shelters cover the expenses for child victims through the Child Protection Service budget, calculated based on the number of cases handled, while the costs for adult victims are addressed through the local government's annual budget allocation (Table 17).

¹⁰ Began operation in September, 2023.

Table 17. Regulations governing the funding of temporary shelters

Regulations	Included Expenses	Standardized cost estimates
Methodology for Financing Child Protection Services and Service Cost Norms (2022) : Joint Order No. A/23, 27 issued by the Minister of Labor and Social Protection and the Minister of Finance	Costs for providing protection and rehabilitation services in a separate environment from family includes salaries and incentives for service providers, including social workers, psychologists, legal professionals, medical staff, service personnel, and security staff; food expenses for children and child protection service package costs.	Neglect- MNT 81,439 Emotional/psychological – MNT 287,340 Physical- MNT 257,340 Sexual – MNT 4,760,799
Procedure for Calculating Variable Costs per Beneficiary for Temporary Shelter Services (2020) : Order No. A/150 issued by the Minister of Labor and Social Protection	Food, clothing, and hygiene products, Paid support services, including legal assistance, referral, services, situational assessments, psychological counseling, medical care, child protection, and developmental services.	The average variable cost per person in a temporary shelter is MNT 60,680

The temporary shelters under the GACFDP are solely funded by the Child Protection budget, and their access to additional funding from local government budgets is inconsistent. As a result, in Ulaanbaatar, adult GBV survivors are primarily referred to police-operated shelters, reinforcing the perception that only police-run shelters provide services for adults. This trend was observed during interviews with service providers in UB, who noted that this misconception has become widespread.

However, the police-affiliated shelter, despite being the largest facility with a capacity of 30 beds and accommodating over 300 victims annually regardless of jurisdiction, lacks variable cost financing. Instead, it relies entirely on internal resources from the NPA to cover its operational expenses.

Such inconsistencies in funding negatively impact the accessibility and quality of services, placing excessive strain on certain shelters and ultimately limiting victims' access to protection services. Therefore, it is crucial to establish a clear financing mechanism and develop an inclusive and sustainable funding system that applies to all shelters.

The services provided at temporary shelters are not diverse, offering limited psychological support and personal development opportunities for survivors. As a result, long-term stays in shelters may negatively impact survivors' mental well-being. Shelters primarily focus on safety protection and psychological counseling, with limited capacity to provide comprehensive support services. The survey found that 30% of women who had stayed in shelters and participated in the survey remained for four weeks or longer due to delays in case processing and legal proceedings. However, their satisfaction with protection services tended to decline as their stay lengthened. This trend was observed through both survey data and case interviews.

The primary reason for this decline is that extended stays in shelters make victims feel more like they are being "detained" rather than "protected." Survivors highlighted the following key concerns:

- **Limited contact with family and support networks:** According to the internal regulations of temporary shelters, victims' mobile phones are confiscated for security reasons. While this measure is intended to ensure safety, it negatively impacts individuals who stay for three weeks or longer, as it prevents them from maintaining contact with their family and loved ones, leading to psychological distress.
- **Lack of engagement and mental stimulation:** Despite being completely isolated from the outside world—without mobile phones, internet access, or external contact—there is a lack of activities within the shelter to help stabilize and support the psychological well-being of victims. Clients have highlighted that, apart from meals and meeting with a specialist 2-3 times a week, there is little to

do. As a result, they described the shelter environment as monotonous and lacking sufficient psychological support.

- **Restricted mobility and loss of financial independence:** The inability to communicate with the outside world or go to workplaces victims in an even more vulnerable financial situation, increasing the risk of unemployment and loss of income. These issues highlight the need to improve the quality and effectiveness of shelter services. Beyond just providing physical protection, shelters should offer a more supportive and empowering environment that promotes mental well-being, social reintegration, and personal development opportunities for survivors.

Box 8

"...There should be more training and development activities for people staying in the shelter. These activities could also serve as a form of work-based therapy. If they leave the shelter having learned a new skill, such as handicrafts or sewing, it would not only help them feel protected but also prevent them from feeling like they are imprisoned. Since there are no such activities, having their phones taken away leaves them with too much time to think, and for some, the days feel unbearably long..."

"...It would be helpful to have training and development services while staying here. Since I have a baby, I manage better, but I notice that others seem to have nothing to do. Having access to an online library or a restricted computer that allows access to Facebook or YouTube could help make time more productive. From a personal development perspective, if people could learn even one new skill before leaving, it would be beneficial. Otherwise, the time spent here feels wasted, just sitting and waiting..."

"... Staying there for too long also seemed to have a negative effect on children's mental well-being. With no phone, there wasn't much to do. Not being able to go in and out made me feel like I was trapped. I managed to occasionally talk to my coordinator and borrow a phone to contact my child's teacher, but still, the longer I stayed without a phone or the ability to go outside, the more it started to feel emotionally overwhelming..."

From KIIs with the clients of Temporary shelters

The Differences and organizational issues between OSSCs and temporary shelters. According to relevant laws and regulations, the services provided by OSSCs and Temporary Shelters are essentially the same (SCJ, 2022). However, within the protection system, these two service centers should be differentiated by their primary function and the priority of the services they provide.

OSSCs are established within hospitals, courts, and police institutions, prioritizing medical, legal, and psychological services. Additionally, victims can receive temporary shelter services for 24 to 72 hours when necessary. If a victim requires extended protection due to their circumstances, they are transferred to a Temporary Shelter. In this sense, OSSCs function as crisis intervention and transitional centers. On the other hand, Temporary Shelters primarily focus on ensuring the safety and security of victims, while other necessary services are coordinated with relevant organizations. This system creates two distinct service pathways, ensuring that victims receive the most appropriate support based on their specific circumstances.

Table 18. The difference between OSSC and temporary shelters

	OSSCs	Shelters
Main service	Medical, psychological, legal counseling, social welfare services, and referral assistance	Ensuring safety and security
Potential service	Ensuring temporary safety (24 hours)	Providing medical, psychological, legal counseling, and social welfare services
Goal of the service	Supporting victims with rehabilitation and legal assistance	Offering immediate protection for victims

Clients	Serving both in-shelter victims and external daily visitors	Serving only in-shelter residents
Confidentiality	Open-location accessibility	Location confidentiality maintained

However, in practice, these differences are not clearly evident. Both OSSCs and temporary shelters provide similar services with identical structures and operational models. This overlap is particularly noticeable in OSSCs under the jurisdiction of GACFDP.

While OSSCs established within hospitals, police departments, and forensic institutions operate according to their intended structure, GACFDP-run OSSCs and shelters often operate simultaneously within the same facility, making it difficult to distinguish their separate functions. For instance, the GACFDP-registered shelter operates in the same building as an OSSC, with a four-bed shelter and an OSSC providing identical services under one roof.

This situation raises uncertainty regarding the role, necessity, and effectiveness of GACFDP-managed OSSCs and highlights the need for policy-level attention to better define their scope and operational framework.

Box 9

In our province, what is referred to as a 'Unified Service' is essentially a shelter. Its operations align with those of a shelter, providing long-term accommodation and protection. The location is confidential, and access is only granted through police referral. In contrast, a true OSSC should be a place where people in urgent distress—such as those fleeing danger late at night with nowhere to go—can seek immediate assistance. People should know where to go in such situations. However, there is a lack of clarity about where these centers operate and whom they serve. The distinction between these two types of services must be clear. Ideally, an OSSC should be located within a hospital.

From KIIs with representative of NGOs

Additionally, although OSSCs are mandated to provide services 24/7 as per regulations, due to staff shortages, OSSCs under the GACFDP primarily operate as daytime service centers. As a result, individuals requiring assistance at night or on weekends are left with no choice but to wait until regular working hours. Moreover, since the center has only one on-duty psychologist, when that specialist is working in rural areas or other soums, victims seeking support at the OSSC or temporary shelter are unable to receive services, leading to service disruptions. These circumstances highlight that, in reality, OSSCs are unable to fully meet the requirement of providing continuous, round-the-clock services.

Survivors' safety and independence after leaving shelters: Survivors initially receive 24-72 hours of protection services at an OSSC, after which they are transferred to a temporary shelter if further protection is needed. The average length of stay in a shelter is 7-14 days. However, once they leave the shelter, many survivors face the critical question of where to go next.

A key characteristic of GBV is that survivors often remain economically and socially dependent on their abusers. As a result, many have no choice but to return to the abusive environment, as current protection services provide only short-term safety, ultimately leading them back to their families, including potentially violent partners.

For the survivors included in this survey, "housing support" after leaving the shelter was identified as their most critical need. While staying at a shelter, they receive legal and psychological support and often decide to leave their abuser, but without a stable place to go, many are forced to return to the abusive situation.

In Mongolia, survivors often rely on their social networks, including extended family, parents, siblings, or friends, to secure temporary housing. However, this approach further increases their vulnerability by limiting their independence. Additionally, due to cultural norms around preserving their reputation and avoiding burdening others, many survivors feel pressured to return to their abuser, as they see no viable alternative.

3.2.2 Legal Assistance

According to respondents in the survey, legal assistance for GBV survivors is considered one of the most essential and highly needed services. Under the law, legal assistance for GBV survivors consists of two types: (1) legal consultation and (2) advocacy (GoM, 2022). These services are provided to GBV survivors in person, by phone, or online through the following entities:

- **Emergency assistance hotlines:** Victims of domestic violence can receive free legal consultation through hotlines 107 and 108.
- **Legal Aid Center (LAC)-** An institution providing free legal consultation and advocacy services for individuals with limited access to legal assistance. In 2024, the center served 3,026 clients, offering 11,498 legal consultations and providing free advocacy services to 2,927 individuals. Approximately 12.3% of these cases were related to domestic and sexual violence.
- **GACFDP and Multidisciplinary team members-**Social workers and other potential officials at temporary shelters and OSSCs provide initial legal consultations to their clients.
- **NGOs-**Accredited civil society organizations offer initial legal advice, legal information, and advocacy services to GBV survivors.

Additionally, international organizations are actively working to improve legal assistance for GBV survivors. For instance, IDLO has been continuously implementing projects and programs since 2018, focusing on enhancing access to victim-centered legal aid for domestic violence survivors.

From 2018 to 2020, IDLO implemented projects funded by the United States, followed by projects funded by Canada from 2020 to 2023 under the initiative "Strengthening Mongolia's Response to GBV." Within the framework of these projects, the following activities were undertaken:

- The "**Civil Society Joint Strength Partnership**" Forum was established to unite NGOs providing legal aid, information, and advocacy services for victims of domestic violence. This forum comprises 61 NGOs from Ulaanbaatar and 19 provinces, serving as a collaborative advocacy and referral platform to enhance survivor support including, (i) 26 member organizations offer legal aid, consultations, and referral services to survivors, (ii) 36 member organizations conduct public discussions, awareness campaigns, and training programs for at-risk groups to prevent GBV, and (iii) the forum engages in policy advocacy, working with the Government of Mongolia (GoM) to integrate victim-centered approaches into policies. Since its inception, the forum, in collaboration with 36 member organizations, has conducted 123 public discussions on GBV, exploring its root causes and contributing factors, reaching 2,213 participants. Additionally, the forum has delivered 217 targeted training sessions for at-risk groups, equipping 4,344 individuals or beneficiaries (90% women, 10% men), respectively.
- As part of the project, training sessions on providing legal consultations and advocacy to victims of domestic violence were conducted for 467 professionals (236 women, 231 men). Additionally, the project supported bottom-to top initiatives in local communities by funding sub-projects in Khovd, Bayan-Ulgii, Dornogovi, Uvurkhangaï, Dornod, Uvs, Tuv, Zavkhan, and Darkhan-Uul provinces.

Among these sub-projects, in Darkhan, one of JICA's target locations, the National Association of Wheelchair Users of Mongolia (NAWUM) organized training sessions on victim-centered approaches for police officers and facilitated the training of 11 legal guides.

Due to the successful implementation and positive progress of these activities, preparations are underway to launch the next phase of the project before April 2025. In the second phase, the focus will not only be on further expanding access to legal assistance for victims but also on updating the service standards and regulations for Temporary Shelters and OSSCs.

At the same time, IDLO is planning to launch a new project in 2025 titled “Child Protection in the Legal Sector.” This initiative will focus on providing legal assistance to child victims and witnesses, as well as supporting the implementation of the revised Child Protection Law¹¹.

3.2.3 Referral services

Legal framework and service conditions: The organization or staff member who first establishes contact with the victim is responsible for planning and facilitating the referral process. They must oversee the quality and effectiveness of the service, ensuring proper case management until resolution. In most cases, this responsibility falls on the social worker of the khoroo/soum’s MDTs or the OSSCs. Referral services are governed by the [Regulation on Referral Services](#), approved by Order A/73 of the Minister of Labor and Social Protection in 2017.

During the referral process, it is crucial to adopt a “survivor-centered approach”. This approach recognizes that survivors are the best judges of their own needs and priorities. Social workers play a key role in empowering them by providing information, support, and opportunities to exercise control over their decisions. The quality of survivor-centered services is not solely determined by “what” services are provided but, more importantly, “how” they are delivered. Building trust with survivors, understanding their unique needs, ensuring they have access to information, offering choices, and respecting their decision-making autonomy are fundamental principles of survivor-centered protection services (Table 19).

Table 19. Six core principles of trauma-informed, Victim/Survivor-Centered services

Safety	Ensure both physical and psychological safety for survivors by creating a secure and supportive environment.
Trust and Transparency	Foster trust through clear communication, confidentiality, and consistency in service provision.
Choice	Ensure that survivors actively participate throughout the entire service process by creating opportunities for them to express their preferences and make informed decisions. Services should be tailored to meet each individual's unique needs, respecting their autonomy and personal circumstances.
Collaboration	Maintain a balanced power dynamic between survivors and service providers, fostering a cooperative and supportive relationship. Encourage mutual respect and shared decision-making to ensure that services are delivered in a way that empowers the survivor.
Empowerment and capacity building	Ensure that services not only provide support but also empower survivors by enhancing their ability to make informed decisions and take control of their own lives. Equip them with the necessary resources, knowledge, and skills to navigate their situations with confidence and independence.
Cultural and Gender Sensitivity	Recognize that each survivor has unique experiences shaped by their cultural background, personal history, and gender identity. Services should be tailored to meet their specific needs, ensuring inclusivity, respect, and sensitivity to their individual circumstances.

Source: *Trauma-Informed Survivor-Centered Services and Systems, Save the Children, 2023*

Among the 50 women surveyed about the services received at the temporary shelter, the highest-rated aspect was the sense of safety, with 98% of respondents agreeing that they felt secure in the shelter (average score: 2.98 out of 3). Conversely, the lowest-rated aspect was the availability of long-term support needed for reintegration into normal life, with an average score of 2.02. This indicates a significant need for

¹¹ [The “Child Protection in the Justice Sector” project will be implemented in collaboration with the International Development Law Organization \(IDLO\).](#)

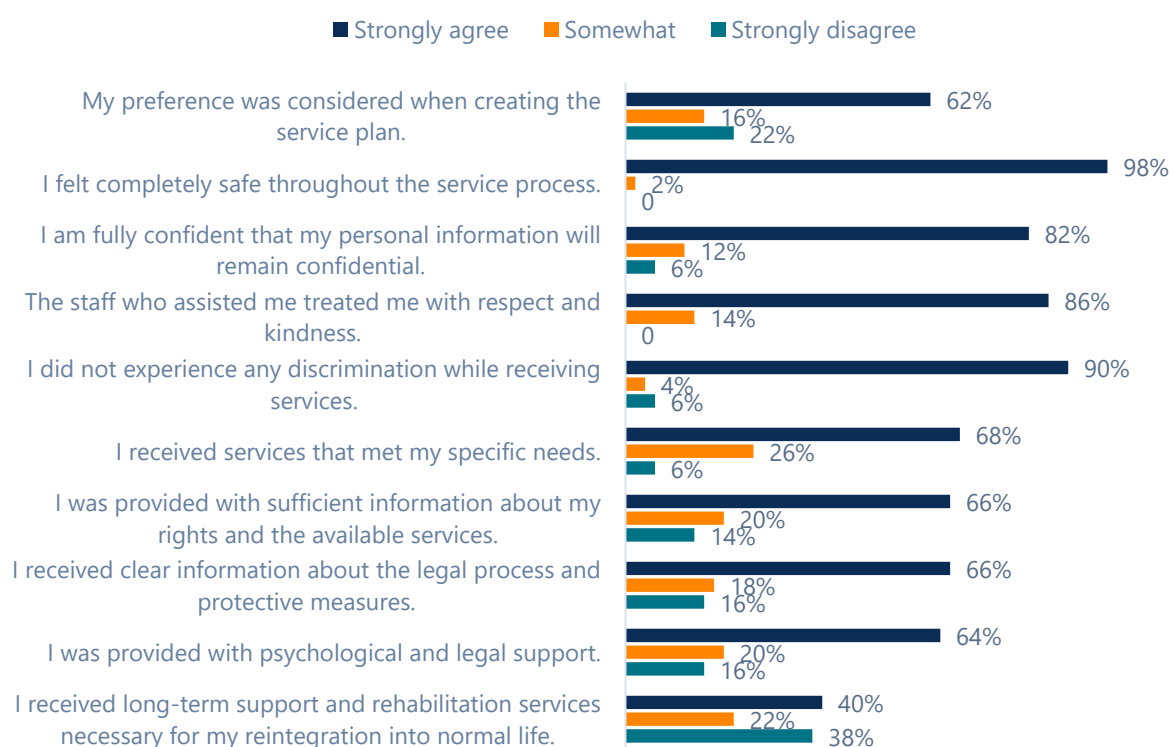
continued empowerment and capacity-building support for survivors. Further details on this issue will be discussed in the following rehabilitation section.

Several training programs on survivor-centered approaches, service regulations, and professional standards for OSSC/temporary shelter staff have been extensively conducted in collaboration with UNFPA and other international organizations. These efforts have yielded positive results over time.

A 2019 study found that clients rated staff communication and attitudes at a "moderate level." However, by 2023, this had significantly improved, with 81.9% of clients giving positive feedback (NSO, 2023).

Similarly, in the current survey, fewer complaints were raised regarding staff attitudes, professionalism, and communication, with overall client satisfaction reaching 82%. To maintain this positive trend, continuous investment is crucial in improving staff workload management, workplace stress reduction, working conditions, and ongoing professional development.

Figure 12. Implementation of survivor-centered approaches in services (n=50)



In recent years, international organizations have implemented various projects, programs, and initiatives aimed at enhancing the professionalism of OSSC/temporary shelter staff and ensuring the adoption of survivor-centered approaches in service delivery. These efforts have included:

- In 2019, under the first phase of the **"Combating Gender-Based Violence in Mongolia" project implemented by SDC and UNFPA**, OSSC staffs participated in a study visit to Ulaanbaatar. This visit allowed them to observe service delivery practices firsthand, learn from the experience of the National Center Against Violence (NCAV), and exchange practices in service provision. As part of the visit, OSSC staff learned from the practical service delivery experience of the NCAV, became familiar with the multidisciplinary approaches used by professionals such as lawyers, social workers, and psychologist such as art therapist, and received practical guidance on providing services. (UNFPA, Achievement Book: Combating Gender-based Violence in Mongolia, Project Phase 1, 2020).

- In 2021, under the **"Strengthening Actions to Combat Gender-Based Violence in Mongolia" project implemented by IDLO**, a study titled *"Assessing Mongolia's Legal Framework and Its Implementation from a Victim-Centered Perspective"* was conducted. Based on the study's findings, a guidebook was developed, and training sessions were organized for judges, prosecutors, and law enforcement officers to enhance their capacity in applying a victim-centered approach when addressing domestic violence crimes and violations.
- In 2023, under the **"Child Protection Compact Partnership" project jointly implemented by The Asia Foundation and WVIM**, a referral and identification guide for child victims of violence was developed. Additionally, a training program on psychological counseling methods for child victims and witnesses of violence was conducted for 51 professional psychologists. In 2024, forensic interview¹² methodology training was provided to 21 officers under the GACFDP (CPC, 2024)
- In 2023, under **Save the Children's "Protecting Girls from Violence and Exploitation" project**, an 11-module training manual and methodology for trauma-informed, victim-friendly psychological services were developed in collaboration with professional consulting teams. A total of 1,289 child protection specialists and officers participated in 121 days of training sessions.
- Between 2022 and 2024, under the **"Combating Domestic Violence Against Women and Children" project implemented by the ADB**, significant capacity-building efforts were undertaken. In 2023, a total of 915 MDTs members and 148 officers from the Crime Prevention Sub-Council were trained on domestic violence prevention and the newly approved MDTs guidelines. Additionally, in five target locations, 110 staff members from Temporary Shelters, OSSCs, emergency hotline services, and psychologists participated in a two-day training on psychological counseling, initial response techniques, and law enforcement procedures. Between July and December 2023, 771 MDT teams, comprising 4,581 members, received training on domestic violence prevention and effective response strategies (ADB, 2024).

Challenges: Limited access to survivor-centered services for persons with hearing impairments. When implementing a survivor-centered approach, it is crucial to consider the specific needs of socially vulnerable groups, particularly people with disabilities. According to the GBV Survey conducted by NSO in 2017, one in three women in Mongolia has experienced physical or sexual violence. Among women with disabilities, this rate is approximately twice as high. Despite this alarming statistic, less than 1% of reported domestic violence cases in police records involve people with disabilities, indicating that this group is significantly underserved and unable to access legal and support services effectively (ADB, 2020).

To ensure that victim protection services are accessible and responsive to the specific needs of persons with disabilities, it is essential to incorporate detailed regulations into the standards for shelters and the general service requirements.

Although Article 33.7 of the Law Combatting Domestic Violence stipulates that *victims who are illiterate or have visual, hearing, or speech impairments should be provided with interpreter or translator assistance*, the relevant regulations do not specify who is responsible for ensuring this service or how it should be implemented. As a result, the 2020 ADB study highlighted that the law's enforcement has been inadequate (ADB, 2020). However, even five years later, there has been no legal progress in this area. To this day, there remains no clear mechanism for hearing-impaired victims of violence to access interpreter services in victim protection programs or legal proceedings, nor is there a designated funding source for these services.

¹² A **Forensic Interview** is a structured and scientifically grounded method of interviewing victims, particularly children and individuals from vulnerable groups, to obtain statements related to crimes, violence, and exploitation. This approach adheres to psychological and legal principles, ensuring fairness, accuracy, and methodological rigor throughout the process.

In 2024, the Legal Aid Center¹³ provided free legal assistance to 117 people with disabilities¹⁴. However, in none of these cases was the cost of sign language interpretation covered or reimbursed.

Box 10

"The victim with hearing disability I am assisting has five witnesses. However, I need to meet with an sign language interpreter five times to take statements from both the victim and the witnesses. In one particular case, an interview session with the sign language interpreter lasts about three hours. The interpreter's invoice amounted to 350,000 MNT. The interpreter is still requesting payment, but the main reason the case remains unresolved is the lack of funding for interpretation services. Although the Ministry of Labour and Social Protection and the police claim that the budget includes provisions for this, in reality, the funding source remains unclear."

KIIs with representatives of attorney

3.2.4 Repatriation services

Trafficking in Persons (TIP) differs from other forms of GBV due to its transnational nature. As a result, the primary protection service required for victims of TIP is repatriation to their home country. This process demands significant financial resources and necessitates close collaboration between government agencies and NGOs. Therefore, the first crucial step is the proper identification of victims.

The repatriation of Mongolian citizens who have become victims of TIP abroad is regulated by the ["Victim Assistance Procedure for Trafficking in Persons,"](#) approved by the Ministry of Foreign Affairs (MFA) in November 2024. In this effort, civil society organizations such as the Mongolian Gender Equality Center (MGEC) and international organizations like the UN's International Organization for Migration (IOM) and The Asia Foundation (TAF) collaborate with government agencies, including the MFA, the MFLSP, the CCCP, diplomatic missions, and the Criminal Police Department.

In recent years, Mongolia has organized the repatriation of its citizens who became victims of TIP abroad. In 2022, 12 Mongolian citizens were brought back from Myanmar (Burma). In 2023, another 12 Mongolian citizens were repatriated from the People's Republic of China (PRC), Laos, and Thailand¹⁵ (Department, 2024).

According to the *Procedure for Providing Services to Victims of Human Trafficking*, the Diplomatic Mission in the respective country is responsible for organizing the repatriation of victims and initially covering the necessary expenses. These costs are then submitted to the Consular Department to be reimbursed from the *Assistance Fund for Mongolian Citizens Abroad*, which is designated as the relevant funding source.

According to the procedure for providing services to victims of GBV (2024), the diplomatic mission in the country organizes the repatriation of victims to their home country, with the necessary initial costs being covered by the diplomatic mission itself. Subsequently, the costs are reimbursed by the Consular Office through the relevant funding sources. This arrangement resolves the major issue of financing, which previously posed a significant challenge in the repatriation process.

As for the collaboration of international organizations, the IOM has been providing financial and technical support for the repatriation of Mongolian nationals who have become victims of TIP abroad, ensuring continuous cooperation in this field since 2007.

¹³ The Legal Aid Center is an organization responsible for providing free legal consultation and advocacy services to individuals with limited access to legal assistance.

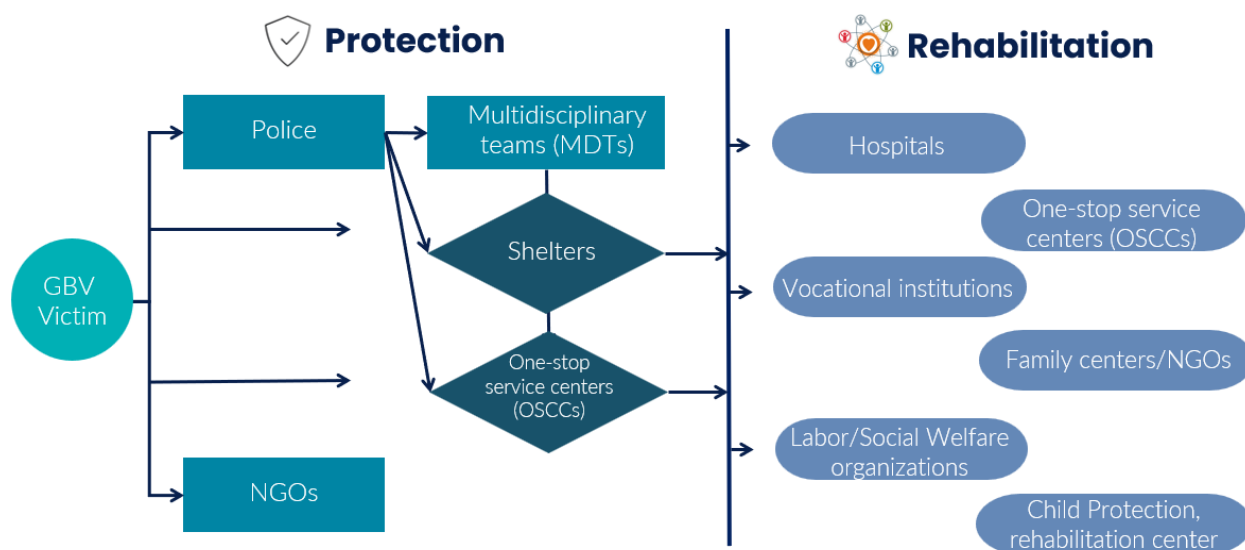
¹⁴ [Legal Aid Center's 2024 Data on Legal Representation Services](#)

¹⁵ [2024 Trafficking in Persons Report - U.S. Embassy in Mongolia](#)

3.3 Rehabilitation and Social Reintegration of GBV Survivors

Rehabilitation should aim to restore, as far as possible, torture victims' independence, physical, mental, social and vocational ability, as well as their full inclusion and participation in society (UN, 2022). In Mongolia, rehabilitation and reintegration services for victims of sexual violence are provided through MDTs in collaboration with the OSCCs and other functional organizations. The MDTs, the OSCCs, and the temporary shelter social worker initially conduct a situational assessment, plan the rehabilitation services needed by the individual, and refer them to relevant organizations (Figure 13). According to the law, the main rehabilitation services provided to victims of GBV are divided into the following general categories: (1) health, (2) psychological, and (3) labor and social services (Table 20).

Figure 13. Support structure for Protection and Rehabilitation services for GBV Victims in Mongolia



Source: Developed by the survey team

Table 20. Roles and Responsibilities of stakeholders providing rehabilitation services

#	Stakeholders	General Responsibilities
1	Hospitals/Healthcare professionals	Provide necessary medical services to victims, ensure confidentiality of the victim's information, and cooperate with relevant social workers
2	Vocational education institutions	Organize vocational training for target groups through training institutions contracted by the Community-based Welfare Services
3	NGOs and Family Centers	Provide psychological and legal rehabilitation services in accordance with their internal regulations.
4	Labor and Social Welfare Organizations/Social Welfare Workers	Organize services to include victims in care and welfare service programs and social welfare benefits and connect them with other necessary services.
5	Child Protection and Rehabilitation Centers	Provide long-term rehabilitation services to child victims of sexual abuse and human trafficking
6	One-Stop Service Centers	Provide emergency medical assistance, psychological and legal rehabilitation services, and facilitate referrals to follow-up services.

Table 21. Types of rehabilitation services provided to victims of sexual violence

	Child	Adult
If victim of domestic violence	According to Article 8 of the Child Protection Law, child protection and rehabilitation services: 1. Childcare counseling 2. Psychological counseling 3. Socio-psychological counseling aimed at behavior change	Article 33 of the Law on Domestic Violence: 1. Medical care and services; 2. Psychological services (Counseling, Therapy); 3. Social welfare services; 4. Child protection services;
If victim of sexual assault	4. Involve and facilitate training tailored to the child's developmental characteristics and needs 5. Child development support services 6. Placement of school dropouts in appropriate educational institutions 7. Enroll in training to improve parent-child relationships	Article 6 of the Law on Witness and Victim Protection: Assistance to witnesses and victims under protection: 1. Psychological support 2. Health assistance 3. Other social assistance
If victim of human trafficking	8. Support working children to work in accordance with the requirements set forth by law 9. Employment of family members 10. Support access to social welfare services 11. Involving alcohol-dependent caregivers in services 12. Enroll parents in abusive relationships in mandatory and voluntary training 13. Holding adoptive parents accountable 14. Providing family reunification services for children living in separated environments 15. Other	Article 12 of the Law on Combating Human Trafficking: 1. Health rehabilitation treatment; 2. Mental rehabilitation treatment; 3. Providing jobs and vocational training;

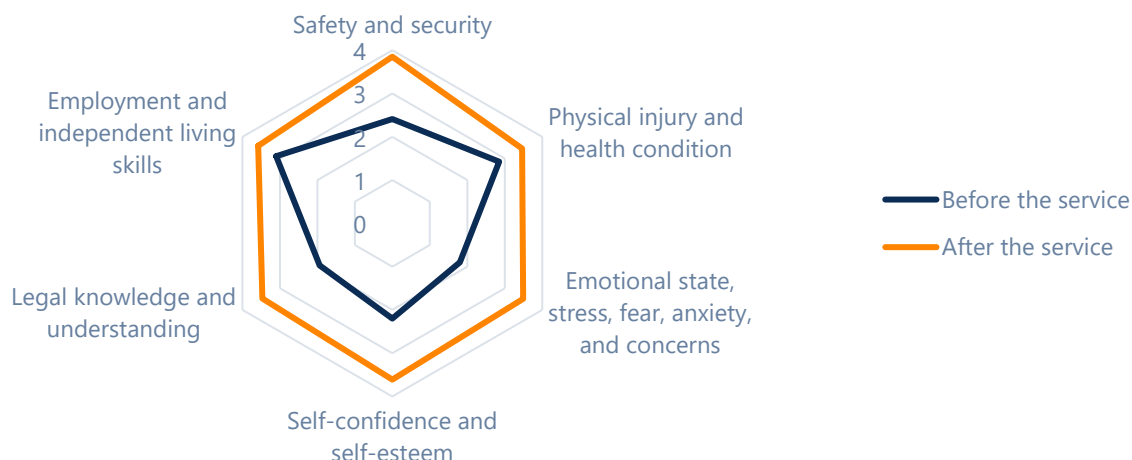
Figure shows the rehabilitation services received by 50 GBV survivors who have been in temporary shelters over the past 5 years, based on a quantitative survey. The most common service received was psychological counseling, while the least common services received were employment and welfare services. Only one in five victims in shelters received welfare services.

Figure 14. Rehabilitation services received by research participants, in duplicated numbers (n=50)



When it comes to positive changes in the physical, psychological, and emotional well-being of victims due to the services they received at the shelter, the most important positive change is that the victim's safety has improved, and their psychological stability has improved. On the contrary, the indicators with the least change are the ability to work and live independently after leaving the shelter. This is directly related to the services received, and it is evident that there is a lack of long-term support for people who have received services from the temporary shelter, including services aimed at supporting employment.

Figure 15. Changes in clients: Before and after the service, (n=50)



The following section presents the legal regulations, roles of the stakeholders, and pressing issues related to each of these services:

Figure 16. The score of rehabilitation services, in terms of their legal framework and implementation, on a scale of 1 to 5 (1 represents poor and 5 represents excellent)



According to the survey conducted from the stakeholders, when assessing the legal regulation of victim rehabilitation services on a scale of 1-5, the legal regulation was rated as good or level 4, and the implementation was rated as weak or level 2. The difficulties and problems encountered in the process of ensuring the implementation of the law are presented below for each service.

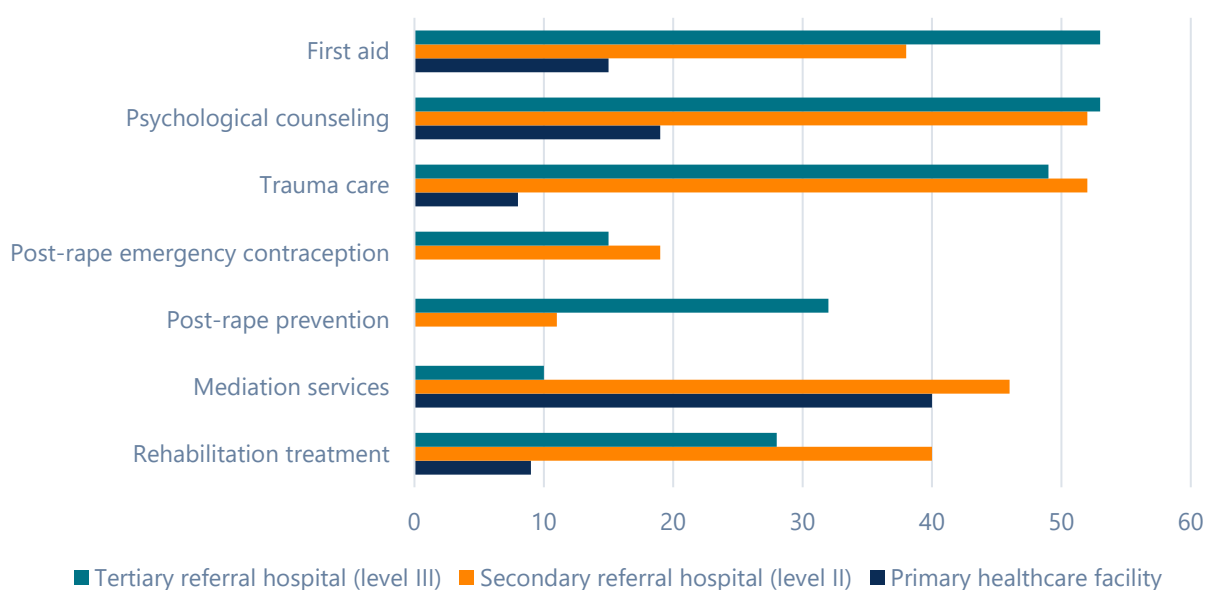
3.3.1 Medical care and services

Emergency medical care is provided by a medical officer at the request of the temporary shelter; in other cases, temporary shelter staff organize the transfer of the victim to a medical institution and the provision of medical care. The provision of these services is regulated by the 2014 Regulations of the Minister of Health and the Minister of Justice A/356 and A/182 "[Procedures for Providing Medical Care and Services to Witnesses and Victims](#)". According to these regulations, GBV survivors are provided with free services financed from the state budget and health insurance. The costs of other services are provided from the Compensation Fund for Crime Victims and reimbursed by the guilty party.

According to shelter staff, victims coming to the shelter often have open physical injuries, as well as sexually transmitted diseases, colds, and chronic illnesses such as insomnia, upset stomach, etc. In addition, women who have been exposed to GBV often come to the shelter with their children, so there is a high demand for medical care for children with colds and other infectious diseases during the winter.

In terms of health services provided to GBV survivors, primary hospitals are the most common providers of referral services to higher-level hospitals, while secondary and tertiary hospitals are the most common providers of injury care, psychological counseling, and rehabilitation treatment (Figure 17).

Figure 17. Status of medical care provided to victims of GBV, by hospital hierarchy (n=104)



Source : [Primary survey data collected from 104 healthcare workers who provided services within the study on the health sector's response readiness to GBV](#)

Of the 50 GBV survivors surveyed, 38% had received some form of health care during their stay in the temporary shelter, including medical check-ups, diagnostics, tests, forensic services, visits to the child care center, and medication. Their experiences and those of other service providers suggest that the following issues are raised in relation to health care:

- **The issue of full-time doctors in the temporary shelters and the OSSCs:** The OSSCs under the GACFDP and some of the shelters provide health care services to victims through contracts with their family health centers. However, the lack of regular, full-time doctors and specialists at the shelter limits the ability to receive prompt services when needed. As a result, there is a need to travel to the Primary Health Care Center or wait for a doctor, which reduces access to services.
- **Maintaining the confidentiality of victim information and creating a safe space for examination:** A common concern for GBV survivors when seeking services at their local health facilities is that they are provided in a simple waiting area, reception area, or outpatient clinic, like other clients, which limits the ability of victims to receive services in a private and confidential manner. There is currently no standard service in health facilities in this area, and there is a lack of uniform guidelines and training on how to interact with and serve victims of GBV. This not only increases the risk of information disclosure—whether intentional or unintentional—but also contributes to the secondary victimization of survivors due to inadequate knowledge among service providers. A survey measuring the level of awareness on GBV among primary and referral health care providers found that 52.3% were inadequate, with knowledge and understanding particularly weak among rural health care workers. (UNFPA, 2023).

Box 11

Many sick individuals come to the temporary shelter. Since we do not have professional doctors at the shelter, ensuring access to healthcare services requires transporting these children and adults while maintaining their safety. Social workers face difficulties as they cannot leave other children behind while taking one for a medical check-up. For instance, if a child with pneumonia arrives, they need to be taken to the hospital for an examination, undergo a chest X-ray, and receive prescribed medication, which is a complex process. Therefore, due to the shortage of medical personnel, there are challenges in providing quality and accessible healthcare services within rehabilitation programs.

Interview with a temporary shelter representative

There is a risk of confidential victim information being intentionally or unintentionally disclosed by doctors, nurses, cleaners, and other staff. Clear guidance should define what level of information is considered sensitive. While police officers occasionally remind and inform healthcare workers, it is impossible to reach everyone. Therefore, healthcare institutions must be prepared and aware of these concerns.

Interview with a police officer

3.3.2 Psychological care services

Psychological assistance and services, which are the most important and long-term services needed for the rehabilitation of GBV survivors, are provided to victims in two types: (1) psychological counseling and (2) psychotherapy services. Psychological counseling is provided by psychologists of the GACFDP in accordance with the 2017 [Regulation on the Provision of Psychological Counseling Services](#) No. A/74, while psychotherapy services are provided by professional psychiatrists in accordance with the 2017 [Regulation on the Provision of Psychological Counseling Services to Victims](#) No. A/394, of the Ministry of Health.

The most common service received by the GBV survivors surveyed while in the temporary shelter was psychological counseling. More than half of all victims (58%) received psychological counseling and services. However, it can be seen that not all clients who have been subjected to violence receive psychological counseling. This may depend on the length of time the client has been in the shelter and the workload of the psychologists.

Case studies show that psychological services are effective, but their frequency is not sufficient. The majority of the 10 survivors who participated in the in-depth interviews reported seeing a psychologist 1-2 times a week. Despite the low frequency, participants were satisfied with the psychological support they received and emphasized that it had a positive effect on their psychological stability.

Service providers highlight the following challenges in improving the quality of services provided to the temporary shelters in the future:

- **A lack of qualified psychologists.** The lack of professional psychologists and qualified psychiatrists, especially in the local community, directly affects the effective delivery of services to victims of violence. For example, there are only 2 psychologists working in Khentii province.
- **Workload and lack of human resources.** Majority of the temporary shelters and OSSCs have only one psychologist. This makes it difficult to provide 24-hour services and creates a risk of service interruptions during weekends and when working in soums and localities.
- **Continuous capacity building of professionals:** Training and capacity building activities are carried out by international organizations and GACFDP. For instance, under UNFPA's project "Combating GBV in Mongolia," trainings were organized for staff of OSSCs, including psychologists. Similarly, under the Save the Children's project "Protecting Girls from Exploitation and Violence," training was

provided based on a trauma-informed and survivor-centered approach to targeted service providers including psychologists.

Furthermore, in 2023, within the framework of ADB's project "Combating Domestic Violence Against Women and Children," two-day training programs titled "Providing Psychological Counseling and Services to GBV Survivors" were conducted for psychologists working at shelters and OSSCs in the project's target provinces. The project also organized trainings focused on mental health and reducing workplace stress for frontline service providers.

Although a number of capacity-building activities for professionals have been implemented with the support of international organizations, the stability of human resources remains weak due to the high turnover of public servants and burnout among frontline workers dealing with victims of violence. Therefore, it is necessary to continue training and professional development of human resources continuously. In particular, it is necessary to regularly organize training courses on the identification of victims of crimes such as people with disabilities, sexual minorities, and victims of sexual violence and domestic violence, and on methods.

Box 12

For me, the need for conversation was immense. Being close to my psychologist, receiving encouragement I had never heard before, realizing that I didn't have to blame myself, and finding the courage to speak up for myself—these all gave me confidence and motivation. It also helped me understand that by standing up for myself, I was protecting both myself and those around me. I am deeply grateful for that.

Case interview with a survivor of GBV

Currently, only one psychologist works at the shelter, making it extremely difficult to meet the demand. Having additional psychologists would greatly improve access to mental health services for survivors. At present, staff members have to work in shifts and then immediately continue their primary duties the next day, which negatively affects their ability to work consistently and effectively.

Interview with a representative of the OSSC in Khentii Province

People who have experienced violence arrive in a state of extreme fear and anxiety. They are deeply worried not only about themselves but also about their children and loved ones. That's why, beyond psychological counseling, it is crucial to have professionals who can provide psychotherapy at the local level. There is a difference between just having a doctor, a psychiatrist, a psychologist, or a psychotherapist on-site. As a researcher specializing in psychiatric disorders, I have been able to bridge this gap, but once I retire, having a dedicated specialist will be absolutely essential.

Interview with a representative of the Temporary Shelter in Darkhan Province

3.3.3 Social welfare services:

Economic dependence, low educational attainment, unemployment, and having many children can place victims of GBV in a power imbalance and limit their ability to leave their abusers. Therefore, one of the most important services for the long-term recovery and independence of survivors is support to provide work experience and income-generating opportunities. In Mongolia, this type of support is part of the Social Welfare Services.

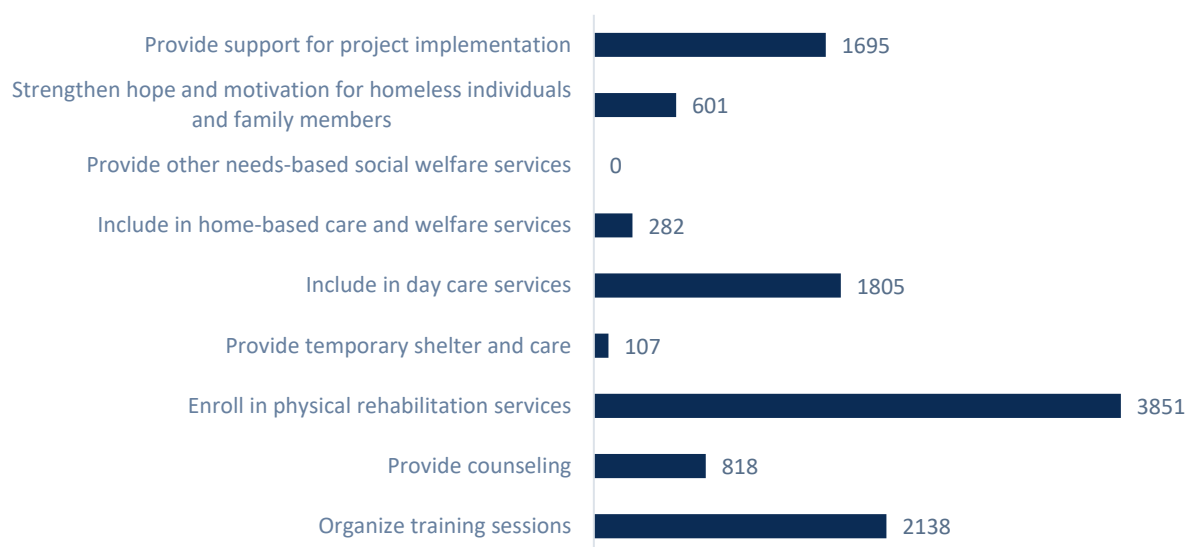
According to the Law on Social Welfare, individuals affected by violence are entitled to receive [community-based welfare services \(CBWS\)](#), as outlined in Table 22.

Table 22. Types of Pensions, Allowances, and Services Provided Under the Law on Social Welfare in Mongolia

According to the Law on Social Welfare			
Social Welfare Pensions	Social Welfare Allowances	Social Welfare Services	Social Development Services
- Elderly persons - Persons with dwarfism - Persons with disabilities - Orphaned children - Single mothers or fathers raising four or more children under 18	- Caregiving allowance - Allowance for individuals in households with urgent social welfare needs - Emergency allowance - Child money (child allowance)	Community-based welfare services - Institutional care services	- Educational support services - Health support services - Food and nutrition support services

In 2023, a total of 11,297 individuals received services from the CBWS, of whom 68% were women. The majority of service recipients were people with disabilities, with rehabilitation services being the most commonly provided (Figure 18).

Figure 18. Number of individuals who received CBWS services in 2023



Source: Ministry of Family, Labor and Social Protection, 2023 data

Of these services, five types are mandated to be provided to individuals affected by violence, as shown in Table 23. However, disaggregated data on how many of the service recipients were victims of violence is not available.

Table 23. List of social welfare services provided by the CBWS to victims of sexual violence

Community-based welfare services for victims of violence
18.1.1. organizing training to provide life confidence, independent living skills, work habits, and to support talents; 18.1.4. temporary placement and care, temporary protection of persons subjected to violence; 18.1.7. providing other social welfare services based on the needs of individuals and their families; 18.1.8. increase the confidence of homeless individuals and their family members to live, socialize, document them, and place them in temporary housing;

18.1.9. implement projects to socialize, form community groups, and provide income sources to households and citizens specified in Articles 3.1.2 and 18.2 of this law who are in dire need of social welfare support and assistance, and to train them in life skills.

Source: Regulation on Community-Based Welfare Services

According to the 2024 records of 1,809 adults who received services from the Temporary Shelters and OSSCs, 17% were referred to labor and social welfare services. Of these 319 individuals, 16% (n=289) were referred to social welfare support, while 1.6% (n=30) were referred to employment support.

The majority of those receiving welfare support were referred to care allowances, child money allowances, and food vouchers. However, only 30 cases (nationwide) of individuals affected by violence were referred to employment-related services, such as skill development, employment readiness, and income-generating project implementation, as outlined in provisions 18.1.1 and 18.1.9 of the law. This represents a very low figure for labor-related support.

Among the 50 women participating in this survey, a similar trend was observed: only 20% received social welfare services, with the majority receiving allowances. These numbers suggest that approximately 1 in 5 GBV survivors receiving services, OSSCs and shelter are benefiting from social welfare services.

Although numerous employment support programs have been implemented in Mongolia, with an annual budget of approximately 2-3 billion MNT allocated (UNDP, 2023), their accessibility to GBV survivors remains insufficient. In other words, the government's support for GBV survivors to become economically self-sufficient is weak.

In addition, there is a need to organize these training and development activities included in social welfare services in the temporary shelters, or to organize them so that individuals staying in temporary shelters can participate in social welfare training. The most common problem that was repeated during the interviews with the women victims during the survey was **the limited opportunity to participate in any training and empowerment activities during their stay** in the temporary shelter. Most of them shared that their mobile phones were confiscated immediately after entering the shelter and they were not allowed to travel freely, especially for clients staying for 2 or more weeks, and that they generally had to "spend their days in a state of inaction". Being free from violence and living in a safe environment is a great progress in itself, but individuals who have stayed in the shelters suggest that if there is any training and development activities aimed at acquiring some skills and supporting their independence in the future, it can have a positive impact on the psychology and economic opportunities of survivors.

Box 13

...It seems necessary to increase training and development activities for those staying at the shelter. Such activities can serve as a form of work-based therapy. If survivors leave the shelter having learned a new skill, such as handicrafts or sewing, it would not only help them become more self-reliant but also prevent them from feeling like they are confined. Since there are currently no such programs, those who have had their phones taken away often struggle with intrusive thoughts, and for some, the days feel unbearably long.

...Long-term support, especially for what happens after leaving the shelter, is crucial. It would also be highly beneficial if survivors could secure employment while staying here."

Case interview with a survivor of GBV

Attempts by international organizations to support the economic empowerment of GBV survivors have been limited, but there have been a few good practices. For example:

- From 2022 to 2024, the ADB implemented the "Combating Gender-Based Violence Against Women and Children" project. Within this project, 115 women affected by GBV in five target locations¹⁶ participated in training programs on business proposal development, financial literacy, and legal knowledge. Among them, 50 women received funding to support their small business projects. This initiative not only provided financial assistance but also served as a significant catalyst in empowering survivors with the confidence and capability to lead independent lives.

Box 14

The ADB's Livelihood Improvement Program for GBV Survivors was highly effective. When implementing the program, the initial phase focused on stress management, psychological resilience, and personal development training to help survivors overcome the negative impacts of violence. This approach proved to be very successful.

One notable observation from the program was that none of the participants had separated from their abusive partners. This suggests that in Mongolian culture, leaving a marriage is not widely accepted. The majority of survivors expressed a desire to maintain their relationships. However, women reported that as their economic income increased through the livelihood support program, the conditions for their partners to commit violence decreased. Essentially, economic empowerment led to a reduction in violence. In other words, the program helped address power imbalances by improving survivors' financial independence.

Interview with an ADB representative

These examples show that while there are few efforts to help GBV survivors become economically independent and have stable incomes, there is still a need to scale up this type of long-term support and make it more accessible and effective for GBV survivors.

3.4 Prosecution of Perpetrator

Prosecution of perpetrators is a fundamental component of any effective response to GBV. By holding offenders accountable, prosecution not only delivers justice for survivors but also sends a clear societal message that GBV is intolerable and will result in serious consequences. Effective legal actions and appropriate punishment reinforce the rule of law and affirm the rights and dignity of survivors, validating their experiences and supporting their journey toward healing and recovery.

Furthermore, robust prosecution processes contribute significantly to deterrence. Consistent legal action and strong enforcement of penalties serve as a clear warning to potential offenders, reducing future incidents by establishing an expectation of accountability. A strong prosecution framework helps shift public perceptions, reinforcing social norms that condemn violence and promote gender equality.

Prosecution also plays a critical role in breaking the cycle of violence. Through the criminal justice system, perpetrators can be mandated to participate in rehabilitation or reeducation programs designed to address harmful behaviors and underlying attitudes. Such interventions have the potential to prevent recidivism, offering perpetrators pathways to behavioral change and contributing to longer-term community safety.

Therefore, this section presents the current status, strengths, and gaps in Mongolia's prosecution of GBV perpetrators. It analyzes the existing legal frameworks, institutional capacities, and judicial processes involved in holding offenders accountable.

3.4.1 Current Legal Environment

In Mongolia, the prosecution and adjudication of GBV perpetrators are primarily regulated by two main laws currently in force: the Criminal Code of Mongolia (2015) and the Law on Infringement (2017) (The

¹⁶ Uvs, Selenge, and Sukhbaatar aimags and Songinokhairkhan and Nalaikh districts of Ulaanbaatar

National Legal Institute of Mongolia, 2021). Although GBV is not explicitly categorized as a separate offense within these laws, GBV-related acts, including domestic violence, sexual violence, and trafficking in persons—are classified under specific criminal offenses and infringements as follows.

Table 24. Types of Crimes and Infringement Related to GBV

Type of GBV	Forms of Violence	Criminal Code	Law on Infringement
Domestic Violence	Physical, sexual, emotional, or financial	11.7 Committing domestic violence	5.4 Violation of the Law on Combatting Domestic Violence
		10.1.2 Killing a person in the context of domestic violence	
		11.1 Intentionally causing serious harm to a person's health	
		11.4 Intentionally causing moderate harm to a person's health	
		11.6 Causing minor harm to a person's health	
Sexual Violence	Physical, sexual, emotional	12.1 Rape	6.26 Sexual harassment
		12.2 Inappropriately fulfilling sexual desires	
		12.3 Sexual exploitation	
		16.8 Luring a child into prostitution	
		16.9 Using a child to promote prostitution	
Trafficking in persons	Physical, sexual, emotional, or financial	13.1 Human trafficking	NA

When conducting criminal proceedings, authorities adhere to the currently effective Law on Criminal Procedure (2017), while the registration, prosecutorial oversight, and adjudication of infringements are carried out under the Law on Infringement Proceedings (2017). These laws establish detailed procedural guidelines for the entire process of criminal prosecution and infringement adjudication, clearly defining the rights and obligations of all parties involved.

3.4.2 Institutional Structure and Capacities

According to the Law on Infringement Proceedings, the officials authorized to investigate and adjudicate GBV-related infringements include authorized police officers, state labor inspectors, and criminal courts. The law defines their roles and responsibilities as follows.

Table 25. Roles and Responsibilities of Entities in GBV-related Infringement Proceedings

Nº	Entities	Role In infringement proceedings (Unofficial translation)
1	Authorized police officers	Investigate and adjudicate the following infringements under Article 5.4 (1), (2), and (3) of the Law on Infringement: Article 5.4 – Violation of the Law on Combatting Domestic Violence 1. Failure to fulfill the legal duty to report domestic violence. 2. Unauthorized entry into a temporary protection shelter in violation of shelter regulations. 3. Misuse of a temporary protection shelter, including repurposing it for activities not permitted by law.
2	State labor inspectors	Investigate and adjudicate the following infringement under Article 6.26 (2) of the Law on Infringement: Article 6.26 – Sexual Harassment 2. Failure of an employer to incorporate measures for preventing and addressing workplace sexual harassment into internal labor regulations

3	Criminal courts	Impose penalties on individuals and legal entities for infringements under Article 5.4 (4) and Article 6.26 of the Law on Infringement: Article 5.4 – Violation of the Law on Combatting Domestic Violence 4. Committing any of the following acts against a family member: 4.1. Physical assault. 4.2. Coercing a person to perform or refrain from performing a specific act against their will. 4.3. Restricting communication with others. 4.4. Violating the right to possess, use, or manage shared or jointly owned property. 4.5. Violating an elderly person’s right to use or manage their pension or benefits. Article 6.26 – Sexual Harassment 1. Expressing a sexual motive towards another person through verbal, physical, or other means that result in consequences related to work, position, reputation, honor, property, or psychological well-being. 2. Failure of an employer to incorporate measures for preventing and addressing workplace sexual harassment into internal labor regulations.
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According to the Law on Criminal Procedure, criminal proceedings are carried out by the following key entities, with their roles and responsibilities defined as follows.

Table 26. Roles and Responsibilities of Entities in Criminal Proceedings

Nº	Entities	Role In criminal proceedings (Unofficial translation)
1	Investigator	Investigator shall carry out investigative operations on crimes during the inquiry and investigation stages if such crimes are within the investigator's competence as provided in law or if the prosecutor ordered to carry out investigative operation on certain criminal cases under investigator's jurisdiction.
2	Advocate	The participation of an advocate shall be enabled in the criminal proceedings in order to protect the rights and legal interests of a suspect, accused, defendant, convict, victim, civil claimant, and civil respondent, and to guarantee their rights to legal assistance.
3	Prosecutor	Prosecutor shall supervise the inquiry and investigative process and take part in a court trial as the public prosecutor on behalf of the state.
4	Court	Court of first instance shall try and adjudicate if the defendant is guilty of committing a crime or not, and if the court established the guilt, it shall make a decision on the imposition of criminal penalty stated in the Criminal Code. Court of appellate instance shall try and review if appellate complaints and/or objections of parties submitted regarding the trial process and the decision of the court of first instance have reasonable legal grounds. Court of cessation instance, based on the complaint and/or objection, shall try and resolve the dispute on whether the court applied the Criminal Code correctly or not, and/or whether the court adversely violated the Law on Criminal Procedure.

The capacity of these stakeholders involved in criminal and infringement proceedings on GBV issues is crucial for ensuring an effective, survivor-centered, and just response to GBV. They must have the necessary skills and knowledge to properly handle GBV cases, ensuring that survivors receive protection, perpetrators are held accountable, and justice is served. Without adequate capacity, investigations may be flawed, evidence improperly collected, and cases dismissed due to procedural errors or bias. Therefore, proper training helps stakeholders apply legal frameworks correctly, recognize the complexities of GBV, and prevent re-traumatization of survivors during proceedings.

In recent years, various capacity-building initiatives have been actively implemented in Mongolia to enhance the knowledge and skills of law enforcement officials involved in the adjudication of GBV cases. These efforts have focused on improving their understanding of GBV-related crimes and infringements and promoting a survivor-centered approach in their work.

One major initiative is the "Child Protection Compact: Child Protection from Human Trafficking" Project, implemented since 2020 under the Child Protection Compact Partnership between the United States and Mongolia. Within the framework of this project, several nationwide training programs have been conducted:

Table 27. Training programs under the "Child Protection Compact: Child Protection from Human Trafficking" Project

Nº	Training Title (Unofficial translation)	Participants
1	Adjudicating Online Sexual Exploitation of Children	45 officials from police, prosecution, and judicial institutions
2	Strengthening a Survivor-Centered Approach in Adjudicating Trafficking and Sexual Exploitation Cases	120 prosecutors and police officers from nine districts of Ulaanbaatar
3	Survivor-Centered Approach for Officers Providing Assistance to Child Victims of Sexual Violence	120 officers from 21 provinces and 37 officers from Ulaanbaatar
4	Art Therapy for Child Victims and Witnesses of Trafficking	90 police officers
5	Psychological Support for Child Survivors of Sexual Violence and Behavioral Intervention Training for Perpetrators	14 psychologists from local law enforcement agencies
6	Survivor-Centered Case Adjudication Training	45 public defenders from the Legal Aid Center
7	Survivor-Centered Case Adjudication Training	Over 100 attorneys from the 21 provincial bar councils
8	Victim-Centered and Child-Friendly Adjudication of Human Trafficking Cases	785 officials from judicial and law enforcement agencies (135 judges, 168 prosecutors, 482 police officers)
9	Train-the-Trainer Program on Forensic Interview Techniques	20 police officers and 12 officials from government agencies responsible for child protection
10	Training of Trainers on the Rights of Persons with Disabilities and LGBTIQ+ Individuals	115 officials from law enforcement agencies, one-stop service centers, and temporary shelters

Source: CCCP

To ensure the sustainability of these efforts, training manuals and e-learning courses have been developed. One participant in KII noted that an 8-module online course on survivor-centered, child-friendly investigative procedures is currently being integrated into the National Police Agency's training platform. This initiative will require all officers engaged in investigations to complete the modules before assuming their duties.

Beyond the CPC Project, various international organizations have also implemented capacity-building initiatives for Mongolian law enforcement agencies. For instance,

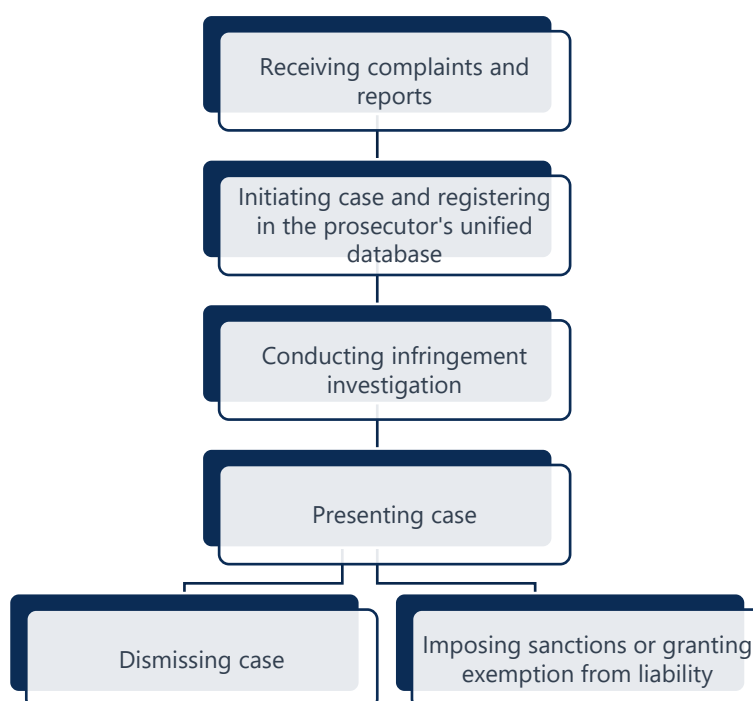
- Under the "Protecting Girls from Violence and Exploitation" (2021–2024) Project implemented by Save the Children Japan, an 11-module training manual and curriculum on child protection capacity-building was developed. In 2023, a total of 1,289 service providers and officials participated in the training (Save the Children Mongolia, 2024), including over 70 police officers.
- Within the framework of ADB's "Combating Domestic Violence Against Women and Children" (2018–2023) Project, e-learning modules on GBV and domestic violence were developed and uploaded to the National Police Agency's integrated online training portal. By the second quarter of 2024, a total of 1,654 police officers had completed the e-learning modules (ADB, 2024).
- As part of IDLO's "Strengthening the Response to Gender-Based Violence In Mongolia" (2019–2023) Project, the ["Implementing a Survivor-Centered Approach in Combating GBV: A Handbook for Law Enforcement and Judicial Officials"](#) was revised and updated. Based on this handbook, training sessions were conducted, reaching 136 police officers, prosecutors, and judges. Additionally, legal consultation and advocacy training was provided to 467 professionals, focusing on guiding family violence survivors through legal aid and representation services (IDLO, 2023).

These efforts demonstrate that in recent years, capacity-building activities on GBV and survivor-centered approach for law enforcement agencies have been actively implemented with the support of international organizations and donor-funded projects. However, the issues related to the working methods of the implementing parties during the course of the case adjudication process continue to arise (these will be discussed in detail in the following sections). Therefore, the representatives of international organizations emphasized that to enhance the effectiveness of these training programs, it is necessary to ensure consistency in content and methodology across different training initiatives. Instead of one-time training sessions, multiple repetitive and continuous training cycles should be introduced to reinforce learning and improve law enforcement responses to GBV cases.

3.4.3 Process of Investigating and Adjudicating Infringements and Criminal Case

Pursuant to the Law on Infringements, an act or omission that violates legal or administrative regulatory acts and is subject to sanctions under this law shall be considered an infringement. The Law on Infringements does not classify offenses related to human trafficking as infringements; rather, such offenses are regulated under criminal law, which defines and governs human trafficking as a criminal offense. However, infringements related to violations of the Law on Combating Domestic Violence and acts of sexual harassment are investigated and adjudicated under the Law on Infringements. The process of investigating and adjudicating infringements is illustrated in the simplified diagram below:

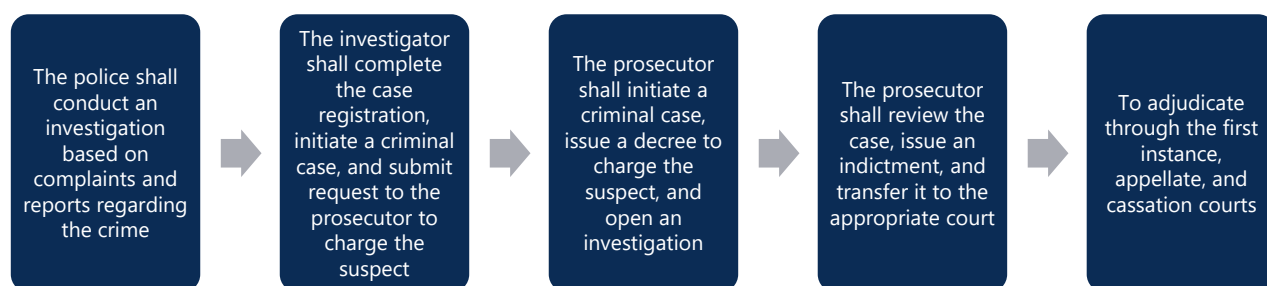
Figure 19. Process of investigating and adjudicating infringements



Source: Survey team

According to the Criminal Code, "an act or omission that is socially dangerous and culpable, as specified in the Special Part of this law, or that has caused harm or damage as a result of a culpable act or omission under the circumstances stipulated in the Special Part of this law, shall be considered a crime." Pursuant to the Law on Criminal Procedure, the process of criminal case adjudication is conducted in the following stages:

Figure 20. Stages of Criminal Case Adjudication



Source: Judicial Academy of Mongolia

3.4.4 Challenges in Adjudicating Domestic Violence Crimes and Infringements

The Criminal Code of Mongolia and Law on Infringements does not comprehensively define all four forms of domestic violence (IDLO, 2021): Although the Law on Combating Domestic Violence defines four forms of domestic violence, the Law on Infringements does not classify certain acts falling under these forms as infringements (ILEPHS, URIUIAM, 2021). For instance, the Law on Combating Domestic Violence defines domestic violence as actions or omissions of a person that result in physical, sexual, psychological or economic harm or suffering, including threats of such acts, and deprivation of liberty and provides a detailed classification of the different forms of violence. However, the Law on Infringements defines domestic violence-related infringements as acts such as physically assaulting a person in family-oriented relationship, coercing them into or preventing them from performing certain actions against their will, restricting their communication with others, violating their right to possess, use, or manage shared or allocated property, and interfering with an elderly person's right to use or manage their pension or benefits. From this, it is questionable and problematic whether the Law on Infringements fully legislates the objective nature of domestic violence (Open Society Forum, 2022; IDLO, 2021).

Issues related to defining victims of domestic violence: The Law on Infringements and the Criminal Code define a victim of domestic violence as a 'person in a family-oriented relationship.' However, relevant laws provide differing definitions of what constitutes a family-oriented relationship,' as shown below. This inconsistency creates uncertainty in determining victims based on legal terminology and fails to ensure coherence between the laws (Open Society Forum, 2022).

Table 28. Legal Definitions of "Family-Oriented Relationship" in the Criminal Code and the Law on Combating Domestic Violence

Criminal Code, Special Part, Article 10.4	Law on Combating Domestic Violence, Article 3
Legal meaning of terms:- "a family-oriented relationship" as specified in this code, means relationships among members of a family, partners who are living together for other reasons, forced person, a person, who discontinued living together for other reasons, guardian, a person that delivers caretaking service, persons, who are under the care.	3.1. This law shall apply to the following entities: 3.1.1. wife, husband, other family members, cohabitants, guardians, dependents, persons who are under custody or care, and other persons who are presently residing within the family; 3.1.2. natural child or adopted child, biological or adoptive parents, brothers, sisters or younger siblings living separately. 3.2. The provisions of this law apply equally to divorced spouses, cohabitants, or persons who were in a family relationship or having or having had a child in common even without cohabitation.

Furthermore, studies have indicated that police, courts, and prosecutors interpret the concept of 'family-oriented relationship' differently when investigating and adjudicating domestic violence-related infringements. As a result, challenges arise in classifying offenses as either crimes or infringements, leading to reclassification, reassessment of case circumstances, and overall prolongation of the legal process (The National Legal Institute of Mongolia, 2021).

Issues regarding the correlation between infringements and crimes related to the concept of 'repeatedly': One of the key criteria for considering domestic violence as a crime under Article 11.7 of the Criminal Code is that the act must be committed 'repeatedly.' However, since the law does not provide a clear definition of the term 'repeatedly,' police, prosecutors, and courts interpret it differently, leading to inconsistencies in sentencing and penalties, as highlighted in numerous studies. In several cases involving domestic violence, the Supreme Court of Mongolia has provided interpretations of the term 'repeatedly.' For instance, in Resolution No. 334 of 2020, the Court clarified that the characteristic of 'repeatedly' under Article 11.7 of the Criminal Code refers to committing acts such as assaulting, cruelly treating, or tormenting a family member three or more times. Furthermore, the resolution states that whether these acts constitute an infringement or a criminal offense does not affect their classification. However, this interpretation contradicts other explanations provided by the Supreme Court (Open Society Forum and NCAV, 2021). Therefore, there is still no unified interpretation of the condition 'repeatedly.' As a result, studies have identified the following issues:

- Legal professionals and law enforcement officers interpret and apply the term 'repeatedly' under Article 11.7 of the Criminal Code differently (IDLO, 2021).
- It remains unclear whether the three instances of violence must be of the same type or can involve different forms of abuse. Additionally, if different forms are considered, it is uncertain whether acts defined not only in the Criminal Code but also in the Law on Combating Domestic Violence and the Law on Infringements should be taken into account (IDLO, 2021).
- It is unclear whether the three instances must occur within a specific timeframe, whether any incidents beyond the third occurrence must be reported to the police again, or if a new court decision is required (IDLO, 2021).
- The Law on Infringements classifies domestic violence-related infringements into five categories, two of which are not covered under the Criminal Code. This creates a legal issue where an offender may receive detention penalties two to three times under the Law on Infringements for acts not defined as crimes under the Criminal Code, making it problematic to initiate a criminal case for subsequent offenses (The National Legal Institute of Mongolia, 2021).
- In some cases, courts have ruled that if an offender has already been penalized under the Law on Infringements for a domestic violence-related act, they cannot be held criminally liable for the same act again, based on the principle of 'one punishment per offense' stipulated in Article 1.3.5 of the General Part of the Criminal Code (Open Society Forum, 2022).
- There is no consistent interpretation regarding the statute of limitations for repeated offenses under Article 11.7 of the Criminal Code. It remains unclear whether the six-month statute of limitations under the Law on Infringements should apply or the one-year statute of limitations under the Criminal Code should be followed (Open Society Forum and NCAV, 2021).

All of these issues create legal uncertainty in regulating the protection of domestic violence victims and the prevention of repeated offenses, ultimately increasing the risk that perpetrators may not be held criminally liable. Therefore, studies have concluded that the term 'repeatedly' should be removed from the Criminal Code and that offenses should be defined based on their nature rather than frequency.

The penalties imposed for infringements, such as mandatory training and detention, have been ineffective. Article 5.4, Section 4 of the Law on Infringements stipulates that an offender of domestic violence shall be subjected to mandatory training and detention for a period of 7 to 30 days. However, the lack of alternative sanctions and the limited effectiveness of this provision have rendered it an inadequate regulatory measure (IDLO, 2021). If the perpetrator of domestic violence is intoxicated, the police carry out sobering procedures, and once they are sober, the domestic violence case is resolved according to relevant legislation. If it is determined that the person has committed a domestic violence infringement, they will be detained for 7 to 30 days. However, the studies found that the imposition of a 7- to 30-day detention sentence fails to effectively prevent domestic violence (IDLO, 2021). For instance, according to a 2020 study, when clarifying the effectiveness of detention as a penalty among 452 individuals who served detention sentences, 54.6% reported that it had no effect, 31.8% said it had a moderate effect, and 13.4% considered

it effective. Additionally, when asking 40 officers working in detention centers about this question, none of the officers considered it to be effective, 22.5% said it had no effect, and 77.5% believed that the relevant laws and procedures needed to be improved (GEACD, 2020).

Moreover, according to the KII with representatives of the government organizations, it is common that the cost of sobering detention or detention is often paid by the victim or from shared household finances. This imposes a financial burden on the victim and family and may lead to resentment from the offender, increasing the likelihood of repeated violence (ILEPHS, URIUIAM, 2021). Studies have also indicated that victims often face intimidation and retaliation from the offender, as well as their parents and relatives, further exacerbating the situation (IDLO, 2021). Moreover, according to the representatives of government organizations involved in the survey, offenders detained in holding facilities may associate with others who have committed similar violations, exchange methods of abuse, and potentially refine their violent behaviors before being released. Due to these factors, victims may withdraw their statements, seek to have the case resolved as a minor infringement with a lower fine, or ultimately refrain from reporting to the police altogether, thereby increasing the risk of escalating violence (Saruul.J, Oyuntsetseg.L, & Tsetsegmaa.J, 2021).

During the 7 to 30 day detention period, offenders are subjected to mandatory corrective training. However, these programs primarily focus on legal awareness, and the negative consequences of alcohol and tobacco consumption, rather than addressing behavioral change, rendering them ineffective (Saruul.J, Oyuntsetseg.L, & Tsetsegmaa.J, 2021). For instance, a 2020 study found that approximately 80% of the 61 officials responsible for implementing corrective training deemed its execution inadequate. Additionally, 72.6% of the 452 individuals who underwent mandatory corrective training stated that it was ineffective (GEACD, 2020). Besides, studies have highlighted several issues, including an insufficient number of trainers, lack of capacity, and high workload, which limit individualized instruction and professional development. Moreover, the poor conditions of detention facilities make them unsuitable for conducting training, while inadequate training materials and unresolved financial constraints further hinder the effectiveness of the program (Open Society Forum, 2020). As a result, the ineffective implementation of corrective training fails to make a tangible impact on reducing the risk of repeated violence (NCAV, 2018).

Financial difficulties arise in obtaining testimony from individuals with speech impairments: Obtaining testimony from individuals with speech impairments requires specialized skills, and the involvement of a professional interpreter is essential for this process. However, in Mongolia, there are few officially recognized sign language interpreters, and their services are expensive, creating financial difficulties for law enforcement agencies. According to representatives of government organizations participated in KII, the cost of hiring interpreters is not fully covered by the state budget, leading to delays in the investigation process and unresolved payment issues for interpreters. Additionally, a one-hour interview often extends to two to three hours with an interpreter's involvement, making the process exhausting for both the interpreter and the victim, further exacerbating the shortage of interpreters.

Moreover, multiple interpreters are sometimes required for a single victim's case. For instance, if a victim's testimony involves five witnesses with speech impairments, five different interpreters may be needed. However, delays in interpreter payments—often disbursed only after case resolution—and cases of incomplete compensation create obstacles, causing some investigations to stall during the inquiry stage. Although interpreter fees are allocated in the budgets of the Ministry of Labor and Social Protection and the police, the funding remains insufficient. The uncertainty surrounding financial support has led to interpreters refusing to work and has caused delays in case resolution. This issue is not just a matter of funding for law enforcement agencies but also a crucial aspect of policy on handling individuals involved in criminal proceedings. Therefore, it is necessary to establish a transparent budgeting process for interpreter fees, ensure stable financial mechanisms, and secure a sustainable funding source.

Issues related to remedying the psychological harm suffered by the victim: By Joint Order No. A/268 and A/275 of the Minister of Justice and Internal Affairs and the Minister of Health in 2023, the 'Procedure for Determining and Assessing the Degree of Psychological Harm Caused by a Crime' was approved. Under this procedure, a compensation mechanism for victims who have suffered psychological harm has been

implemented. However, representatives of government organizations participated in KII have expressed concerns that financial compensation alone is not an effective solution for treating psychological trauma. They pointed out that victims often use the compensation for daily living expenses rather than for psychological treatment or rehabilitation services, which does not effectively address the long-term effects of the trauma.

This highlights the weakness of a system that addresses psychological trauma compensation solely through monetary payments. Emotional recovery cannot be achieved with money alone; instead, a system that ensures stable and accessible psychological therapy and professional support is necessary. Currently, psychological counseling and therapy are provided on a voluntary basis, which leaves some individuals without access to these services. Additionally, a lack of information prevents victims from fully utilizing available psychological support.

The establishment of Family and Child courts requires appropriate court facilities and specialized judicial training: The 2024 Law on Establishing Courts mandates the creation of the Primary District Court for Family and Child Cases in the Capital and the Appellate Court for Family and Child Cases in Mongolia, set to take effect on January 1, 2026. According to Ononchimeg. R, Chair of the General Council of Courts¹⁷, the establishment of family courts will create a specialized judicial process and environment tailored to the age, physical, and psychological characteristics of families and minors. She stated that this will contribute to reducing divorce rates, domestic violence, and crimes against children (The Judicial General Council of Mongolia, 2023). However, statements made by a Supreme Court judge and a member of the General Council of Courts in public media indicate that the issue of court facilities for the Family and Child Court remains unresolved and requires urgent attention (Gogo News, 2024; Montsame Agency, 2024). Additionally, since Mongolia has not previously handled family and child disputes through a specialized court system, there are no judges with specific expertise in this area. Therefore, the 44 judges assigned to the Family and Child Court must undergo specialized training according to the member of the General Council of Courts.

Issues related to the attitudes and practices of police officers: Interviews with GBV survivors participating in the survey indicate that police officers still tend to adopt a traditional approach, treating victims more as subjects of investigation rather than individuals in need of protection (ILEPHS, URIUIAM, 2021). This attitude creates significant challenges in ensuring victim safety and protecting their rights. Some victims reported that police interactions were biased in favor of the perpetrator, dismissive, aggressive, or distrustful toward them, ultimately undermining their trust in law enforcement. Victims are often required to provide statements multiple times, and when a new investigator is assigned, they must recount the details of the case from the beginning. This has a negative psychological impact on victims and creates challenges in conducting a victim-centered case investigation and adjudication process. Furthermore, one victim reported that a police officer disclosed their statement to the perpetrator, exacerbating the situation and increasing the risk of repeated violence.

The disclosure of parties' personal information during court hearings poses challenges for service workers: Article 11.1 of the Law on Witness and Victim Protection states that '...measures shall be taken to ensure the confidentiality of information such as the surname, given name, residence, and other details of witnesses and victims.' However, stakeholders interviewed highlighted that service providers participating as witnesses in legal proceedings—such as medical staff, social workers, and employees of temporary shelters—face inadequate security measures. For instance, during court hearings, personal information such as the names, workplaces, and home addresses of service providers is disclosed to the perpetrator and other parties, along with overly detailed statements. This exposure increases the risk of threats and

¹⁷ In 2023, he stepped down from his position as the Chairperson of the Judicial General Council.

intimidation from offenders, creating fear among service providers and discouraging them from actively participating in case resolution.

3.4.5 Challenges in Adjudicating Human Trafficking Cases

Overlapping criminal classifications in the Criminal Code negatively impact the adjudication of human trafficking cases (IRIM and IOM, 2022): Criminal Code, revised in 2015, defines human trafficking based on the Palermo Protocol. However, the law separately classifies different forms of human trafficking as independent criminal offenses, leading to overlapping provisions (IRIM and IOM, 2022). Specifically, Article 13.1 of the Criminal Code defines human trafficking as acts involving sexual exploitation, forced labor, and organ removal. Additionally, when the crime is committed against a child, the specific means by which it was carried out is not considered relevant in determining the offense. However, regulating each form of human trafficking as a separate and independent criminal offense has led to overlapping legal provisions, creating inconsistencies in legal interpretation and uncertainty in case adjudication. Specifically, while Article 13.1 of the Criminal Code classifies human trafficking, the content and characteristics of the following provisions in the same law also exhibit elements of human trafficking (TAF & IRIM, 2022). Үүнд:

- Article 12.3: Sexual Exploitation
- Article 12.6: Organizing Prostitution
- Article 13.13: Forced Labor
- Article 15.3: Illegal Removal of Human Blood, Cells, Tissues, and Organs
- Article 16.4: Exploiting Children for Begging
- Article 16.6: Child Trafficking
- Article 16.8: Promoting and Enticing Children in Pornography
- Article 16.9: Involving Children in Pornographic Content
- Article 16.10: Subjecting Children to Hazardous Labor.

Compared to other related crimes, the penalty for human trafficking is significantly higher. Yet, the Criminal Code does not clearly distinguish human trafficking from similar offenses, and the Supreme Court has not issued an official interpretation on this matter, leading to uncertainty in case adjudication. In common practice, when the perpetrator's subjective intent and motive cannot be clearly determined during case adjudication, the principle of applying the legal provision with the lesser penalty is followed. As a result, classifying each form of human trafficking as a separate offense creates loopholes where such crimes may be prosecuted under lesser offenses, allowing perpetrators to evade more severe punishment (IRIM and IOM, 2022).

Human Resource Challenges Among Stakeholders in the Adjudication of Human Trafficking Cases: The establishment of the Human Trafficking Unit within the Organized Crime Division of the Criminal Police Department in 2017 was a significant step forward. However, representatives from state agencies participating in the survey highlighted that a lack of adequate staffing remains a major challenge. Nationwide, only six officers¹⁸ are responsible for investigating and handling human trafficking cases, showing a critical manpower shortage. Additionally, initial calls and reports are typically received and handled by local police departments, which conduct the first-stage procedures. However, previous studies have noted that frontline officers often lack sufficient knowledge and understanding of human trafficking crimes (U.S. Department of State, 2024). Therefore, regular training for these officers is essential (CCCP & SICA LLC) along with the need to assign specialized investigators within local police departments to handle such cases (MGEC, 2022).

¹⁸ Since February 2025, the structure of this unit has been expanded by adding 6 more positions, making a total of 12 positions. However, currently, 6 staff members are working.

Furthermore, in Mongolia, there are no judges specialized in human trafficking cases (IRIM and IOM, 2022). However, judges have stated that there is currently no need for such specialization (MGEC, 2022). Instead, previous studies have emphasized the importance of continuous training for judges to enhance their ability to distinguish human trafficking cases from other crimes, ensure proper legal classification, and adopt a victim-centered approach. Establishing a consistent legal interpretation in this area is also considered essential (CCCP & IOM, 2023). For this reason, with the support of international organizations, certain training programs, such as the series of training under CPC project, have been conducted for law enforcement officers, but the actual impact of these trainings remains unclear. For example, the U.S. Department of State's 2024 Trafficking in Persons Report once again highlighted that judicial authorities generally have inadequate knowledge of the Law on Combating Human Trafficking (U.S. Department of State, 2024). This underscores the ongoing need for structured and continuous training programs.

Challenges in Identifying Victims: The Minister of Labor and Social Protection approved the 'Guidelines for Identifying and Detecting Victims of Human Trafficking' under Order No. A/57 of 2022. However, these guidelines are applicable only to professionals within the social protection sector. Law enforcement personnel identify victims of human trafficking using different methodologies based on their respective institutional mandates. However, this fragmented approach creates challenges in the early detection of such crimes and the protection of victims (CCCP & IOM, 2023). For instance, police investigators and border control officers use a human trafficking risk assessment checklist, but its use is not standardized across all levels of law enforcement, and there has been insufficient training on its proper implementation (U.S. Department of State, 2024). Moreover, studies have noted that professionals outside of law enforcement often lack the knowledge and information necessary to recognize and identify victims, even when they encounter them (CCCP & IOM, 2023). Due to these factors, some victims of human trafficking—particularly girls subjected to sexual exploitation—are reportedly arrested and detained by authorities for offenses directly resulting from their trafficking. This issue was highlighted in the U.S. Department of State's 2024 Trafficking in Persons Report.

Challenges related to the legal representation of minor victims: Article 9.5 of the Law on Criminal Procedure stipulates that for victims under the age of eighteen, their biological or adoptive parents, guardians, or custodians shall serve as their legal representative. If no such person is available or if there is a conflict of interest, a representative from the state agency responsible for child affairs shall be appointed. It is crucial to carefully assess and properly select the legal representative, as failure to do so may result in the victim being influenced by the perpetrator, blamed for their own victimization, or neglected (MGEC, 2022).

Studies have noted that state officials responsible for child affairs, who are appointed as legal representatives of minors, fulfill this role alongside their primary duties, making it difficult for them to actively and effectively participate in the investigative process (MGEC, 2022). Additionally, when a legal representative resigns, they are not immediately replaced, which slows down the case resolution process and, in some instances, increases the risk of case dismissal (IRIM and IOM, 2022). Therefore, it is essential to professionalize legal representatives, clearly define their rights and responsibilities, and establish a well-structured accountability mechanism.

3.4.6 Challenges in Adjudicating Sexual Violence-Related Infringements and Crimes

Compared to other forms of GBV, such as domestic violence and human trafficking, comprehensive research on sexual violence has been significantly limited in recent years. However, in 2023, the "Mongolian Gender Equality Center" conducted a study titled "Analysis of the Situation of Crimes Against Human Sexual Freedom and Inviolability," which provided an in-depth examination of offenses related to sexual violence, their legal framework, and the prevailing circumstances. Therefore, the primary information for this section is based on the findings of this survey and the input from representatives who participated in KIs.

The issue of the accessibility of DNA testing laboratories: In crimes against an individual's sexual freedom and inviolability, forensic medical examination reports issued by the National Forensic Agency of Mongolia

and its affiliated institutions play a crucial role (MGEC, 2023). Among these, DNA analysis reports, as a specialized category of forensic examination, hold particular significance. However, limited access to forensic examination services remains a pressing issue. According to the "Analysis of the Situation of Crimes Against Sexual Freedom and Inviolability" (2023), there are no DNA testing laboratories in rural areas. Additionally, a limited number of forensic experts (eight as of 2025) at the Special Examination Department of the Forensic Agency are responsible for handling a high volume of cases. As of 2021, each forensic expert conducted an average of 361 examinations per year. As a result, delays in forensic examinations may occur, leading to the risk of critical evidence losing its probative value, hindering the detection of crimes, and compromising the reliability of forensic evidence. Therefore, the study emphasizes the urgent need to assess and implement measures to expand the capacity of the DNA laboratory under the Special Examination Department of the Forensic Agency by establishing facilities in five regional centers.

The consistently high proportion of children among victims of crimes against sexual freedom and inviolability remains a serious and pressing issue: The incidence of crimes against sexual freedom and inviolability has been increasing annually, with children—particularly young children—being disproportionately affected. According to data from the NSO, between 2019 and 2023, a total of 3,060 victims were recorded in such crimes, of which 2,053 (67.1%) were minors under the age of 17. Furthermore, among the 2,473 recorded victims of rape, 1,536 (62.1%) were minors under the age of 17, highlighting the alarming prevalence of child victims in these crimes (NSO, 2024).

Crimes against children's sexual freedom and inviolability most often occur within the family environment or the victim's immediate surroundings, making detection difficult and limiting the likelihood of reporting. Due to their young age, children are unable to protect themselves or resist abuse, making them particularly vulnerable targets for perpetrators.

As previously mentioned, court rulings indicate that in some cases, legally appointed representatives of child victims—designated by the relevant state authority responsible for children's affairs—fail to adequately establish and provide supporting evidence to substantiate the harm suffered by the victim during criminal proceedings (MGEC, 2023). Therefore, enhancing the capacity of these representatives would ensure the full protection of child victims' rights, facilitate the effective gathering and submission of evidence, and have a meaningful impact on judicial decision-making.

The Prolonged Nature of Sexual Violence, Detection Timeframes, and Challenges in Victim Protection: Sexual violence crimes often continue over extended periods and are committed repeatedly, frequently remaining hidden and unreported. Previous studies indicate that more than half of these crimes exhibit a prolonged pattern, with some cases persisting for up to seven years (MGEC, 2023). This underscores the significant barriers victims face in reporting crimes and the weaknesses in the mechanisms for preventing sexual violence, as mentioned in the 'Prevention of All Forms of GBV' sub-section of the report (see page 23). Notably, the individuals most likely to first receive information about such crimes include the victim's mother, healthcare professionals, school staff, friends, teachers, and social workers, highlighting their crucial role in early detection and intervention.

On the other hand, regarding offenses related to prostitution and its organization, there is an observed trend where women who had previously engaged in prostitution later become involved in such activities. The 2023 study also revealed that six out of seven individuals penalized for organizing or facilitating prostitution had previously been convicted of prostitution one to three times (MGEC, 2023). This underscores the need for policies and preventive measures that not only prevent individuals from remaining in a criminal environment for extended periods but also deter them from re-engaging in criminal activities. Therefore, it is crucial to implement comprehensive measures that go beyond legal accountability, supporting the social reintegration of victims and providing them with the necessary services.

Section 4. Future directions for prevention and response to GBV

This section outlines future directions for GBV prevention and response, drawing on both the survey findings and stakeholder consultations. The recommendations are based on an analysis of the current state of GBV and the perceived effectiveness of existing measures, as assessed by key stakeholders. Particular attention was given to potential initiatives that could be supported by international organizations such as JICA. Among these, the recommendations prioritized by stakeholders during the discussions are presented first.

Prevention of all forms of GBV:

Problem statement	Current gap	Potential Support from International Organizations
There is a lack of classification of recorded GBV-related cases and the absence of detailed demographic and socio-economic data on offenders and victims.	This data gap limits the ability to conduct in-depth analysis of GBV trends, causes, and consequences, making it difficult to effectively identify target groups for prevention, response, and intervention efforts.	#1. Support the organization of national dialogues or discussions to address the gaps in the classification of recorded GBV cases and the absence of detailed demographic and socio-economic data. This could include conducting comprehensive assessments of gaps and needs, in collaboration with the CCCP and the National Police Agency. International organizations can also assist in developing tools and frameworks for effective data collection and analysis, enabling more accurate programming and planning for GBV prevention and response.
Violence, including GBV and DV, remains a critical and persistent issue in Mongolia. Current interventions largely focus on adult behavior change, which is less effective compared to early prevention. Embedding a culture of mutual respect, equality, and non-violence in the education system from an early age is essential for long-term change. Early childhood education offers the most impactful opportunity to instill human rights values and a zero-tolerance attitude toward violence.	- Currently, prevention-focused training and awareness raising efforts in schools are being conducted by the National Police Agency or delivered as school-based campaigns within certain projects. This is due to factors such as the availability of training modules, the number of trained officials, and the resources and workload of both school staff and local police agencies. - Existing violence prevention activities in schools are limited in scope, often implemented only as part of temporary campaigns or projects.	#2. Support the integration of GBV prevention and human rights education into the national education curriculum in close cooperation with the preschool and secondary school departments at the Ministry of Education. This support could include developing age-appropriate educational materials, teacher training programs, and monitoring frameworks to ensure these topics are effectively incorporated into school programs. Additionally, international organizations could assist in organizing workshops and forums to raise awareness and align the curriculum with best practices for preventing GBV from an early age.

	No structured, system-wide integration of violence prevention and human rights education into the formal curriculum.	
One of the reasons victims and survivors of GBV and other forms of violence experience abuse but do not seek help from law enforcement agencies is their tolerance of violence. Previous studies, has shown that individuals who grew up in violent family environments tend to perceive violence as normal, particularly women, who often see it as something they must endure. Another identified cause of domestic violence is the lack of conflict resolution skills among both victims and perpetrators. Additionally, perpetrators often have a history of experiencing violence in childhood, which leads them to perceive violent behavior as normal.	- Stakeholders suggest that, similar to required medical examinations before marriage, pre-marriage family life education programs should be made mandatory. This would ensure that couples receive the necessary education on conflict resolution, family roles, and responsibilities before and after marriage, helping to prevent recurring violence. - There is a gap in the delivery of training for both the perpetrator and the victim following incidents of DV that have already been legally addressed through administrative or criminal proceedings. If the perpetrator and the victim decide to reunite, it is essential to provide mandatory training for both parties.. Currently, the content of available training is not aimed at promoting positive behavior change or facilitating a smooth reintegration or reunification process with the family.	Collaborate with the Ministry of Family, Labor and Protection and the General Authority for State Registration of Mongolia to study the possibility and feasibility of introducing programs for newlyweds. These programs would educate couples on conflict resolution, the consequences of violence, and family roles and responsibilities. Consult with the National Police Agency on the possibility of introducing and delivering family life education through mandatory behavior change training during the reintegration process between victims and perpetrators following incidents of DV, in collaboration. The focus of these programs should be on improving family relationships, preventing recurring violence, and promoting long-term behavioral change through sustained interventions.
While efforts to prevent GBV and DV are necessary, the content and the way these messages are delivered should vary significantly depending on age and background. In some cases, messages may even have unintended consequences as motivational factors. Furthermore, officials noted that public interest in attending in-person training and awareness raising events has been declining over the years.	- There is a need to ensure that children, adolescents, adults, herders, and minority groups receive information in a clear, accessible language and format, using engaging methods and reliable sources. As a result, there is an increasing demand for short-form digital content, informational videos, and awareness campaigns distributed through key media channels.. - Additionally, rather than directly addressing violence in an explicit manner, it has been suggested that promoting positive behaviors	#3. Prepare and deliver content tailored to the characteristics and specific needs of the population groups in collaboration with the Ministry of Child and Family Development Protection and the General Authority for the Development of Persons with Disabilities. For people with disabilities, who often depend on others for care and supervision, it is essential to increase access to information about recognizing violence, reporting incidents, and seeking protection. This includes preparing materials in sign language, Braille, and other accessible formats to ensure they receive the necessary guidance. This highlights the need to modernize and improve traditional paper-based or in-person training materials and

	and cultural norms—similar to national campaigns initiated by the National Coordination Council on Crime Prevention Council (e.g., "Mutual Respect") and the General Police Department's "Control Your Actions" campaign—may be a more effective approach.	distribute content in various formats tailored to different age groups and demographics. Collaborate with the Ministry of Child and Family Development Protection, the National Police Agency, and the National Coordination Council for Crime Prevention to develop national campaigns promoting positive behaviors and cultural norms, as well as creating knowledge products that can be used by all duty bearers.
There is no established mechanism to track the implementation of these legal provisions to prevent harassment, violence, and sexual harassment in employment and labor relations or monitor the private sector's contribution to GBV in Mongolia. This results in a lack of consistent enforcement and compliance across businesses.	Businesses are required to prevent harassment, violence, and sexual harassment in employment and labor relations, create a zero-tolerance environment, and develop training and retraining programs to address these issues. They must also integrate grievance resolution procedures into their internal labor regulations. However, there is a gap in the effective implementation of these legal provisions, as many businesses lack gender-specialized personnel, as well as practical training modules or knowledge products that can be used in training and retraining programs to address GBV issues in the workplace.	Support the private sector in fulfilling its legal obligations and implementing workplace behavior change programs to prevent harassment, violence, and sexual harassment in collaborations with Mongolian National Chamber of Commerce and Industry and the NCGE. Since workplaces are relatively stable institutions, and employers are legally required to conduct mandatory training sessions, workplace-based training programs present a systematic and recurring opportunity to drive behavior change. This structured approach is even more effective than one-time public awareness training since it ensures continuous engagement and reinforcement. These mandatory workplace training programs can also be expanded beyond professional settings to include comprehensive education on preventing domestic violence, fostering non-violent behavior both at work and at home. Additionally, NGOs specializing in this field can be engaged to provide legal awareness and behavior change retraining programs. This approach ensures broader and more effective implementation.

Protection of GBV Survivors:

Problems	Gaps	Potential Support from International Organizations
- Temporary shelters under the GACFDP receive little to no funding for adult victims, which creates reluctance or confusion about accepting them and leads to misalignment in service provision. - Police-operated shelters, despite managing high caseloads, receive no variable cost financing and must rely entirely on internal resources. - Health-operated OSSCs are supposed to receive funding from the health sector's budget, yet no dedicated budget has been allocated.	The absence of a coordinated funding framework for adult GBV survivors in Mongolia results in financial instability and inconsistent service provision. While child protection services receive structured funding through the Child Protection Service budget, support for adult survivors depends on irregular local government allocations. Budget planning for shelters varies widely, influenced by local financial capacity, as well as the knowledge and priorities of decision-makers. Some local governments do not allocate sufficient funds for shelter and OSSC services. According to the Ministry of Finance's guidance, all organizations operating Shelters and OSSCs must plan and allocate their service budgets separately, based on their respective sectors, such as police and health. This arrangement leads to a fragmented funding framework, where some entities receive adequate budgets while others receive little to no funding, depending on their affiliation.	#1: Conduct advocacy for budget inclusion across different organizations: In collaboration with ADB, UNFPA and CPPP, conduct research to estimate budget requirements for victim protection and rehabilitation services based on local population size. The target Temporary Shelters and OSSCs can be categorized based on their location, service type, or sector, and advocacy efforts can be distributed accordingly among relevant international organizations. Based on the research findings, it is possible to advocate for the integration of service budgets into local and sectoral (e.g., health, police) financing frameworks and to formalize them through inclusion in governors' Performance Agreements. #2: Improve intersectoral coordination in financing and strengthen the financing mechanism through a multi-stakeholder collaborative approach: Organize a multi-stakeholder dialogue involving key actors such as the Ministry of Finance, Ministry of Family, Labor and Social Protection, Ministry of Health, and National Police Agency to discuss the establishment of a sustainable financing mechanism for protection services for victims of GBV. With the support of the Sub-Council on the Prevention of Domestic Violence and Child Abuse under CPPP, a working group can be established to assess the current financing mechanisms, identify key challenges, and develop policy recommendations for improvement. Ensuring the active engagement of the Ministry of Finance throughout this process is crucial. International organizations can provide technical assistance through research, methodological support, and the sharing of global best practices. They can also contribute to identifying feasible solutions and facilitating discussions around sustainable financing options.
Shelters face significant challenges providing safe, comfortable environments. Infrastructure issues include insufficient heating, poor sanitary facilities, water	Shelters for GBV survivors face inadequate operational conditions due to a lack of funding for maintenance and investments. Many shelters are housed in deteriorating buildings with insufficient heating, plumbing, and basic facilities, affecting comfort and service quality. Limited financial resources hinder necessary improvements.	#3: Support to improve shelter environments: International organizations can support the improvement of shelter infrastructure by providing technical assistance and funding to address the urgent needs of shelters. This includes upgrading sanitary and living conditions and enhancing facilities for bathing, laundry, and drying. Additionally, donor's support in providing dedicated transport vehicles would ensure survivors have safe access to essential

leakage, and lack of maintenance. - Shelters lack essential technical and educational resources for victim rehabilitation, such as digital tools, computers, and access to e-libraries. - Extended stays in shelters may negatively affect survivors' mental well-being due to discomfort and the absence of educational or mental support diverse activities.	Furthermore, shelters struggle to offer a variety of psychological support and personal development opportunities crucial for long-term recovery, primarily due to insufficient budget allocation. Additionally, shelters lack spaces for therapeutic services such as art, music, body movement, eco/nature therapy, and animal-assisted therapy, all of which could significantly enhance survivors' psychological well-being. Without these essential resources, shelters fail to meet survivors' emotional and psychological needs, further impeding their healing and recovery process.	services, fostering a more supportive and empowering environment for their recovery. Initiate personal development and skill-building activities in shelters: International organizations can support the development of a diverse range of psychological support programs and activities within shelters to promote mental well-being, engagement, and personal development. This could include resources like digital tools, e-libraries, and spaces for therapeutic services (e.g., art therapy, music therapy, eco/nature therapy, and animal-assisted therapy). Furthermore, initiatives focused on financial independence, such as employment training or financial literacy programs, would help survivors regain confidence and self-sufficiency.
- Specialized services in temporary shelters are limited, with inadequate accommodation based on crime type, psychological impact, and physical injuries. - Vulnerable populations, including individuals with disabilities and LGBTQ+ people, risk inadequate support due to insufficient accessibility and inclusive guidelines. - Clear protocols are lacking to address the specific needs of vulnerable groups within temporary shelters.	While existing regulations recognize the need for specialized shelters, the only specialized facilities currently available are limited to a temporary shelter for child victims of sexual violence and a few shelters in NGOs dedicated to victims of human trafficking. This demonstrates slow progress in expanding the range of shelter services, especially for victims of sexual violence and human trafficking who require long-term rehabilitation. In addition, there is an inadequate number of shelters equipped to accommodate people with disabilities. While the MNS 6040:2019 standard requires shelters to ensure accessibility for elderly individuals and people with disabilities, the current shelters do not meet these needs effectively. Similarly, there are no clear guidelines on how LGBTQ+ individuals, particularly transgender people, should be accommodated or protected from discrimination in shelters, which leads to ambiguity and inequitable access to services.	Provide technical assistance to revise the Shelter Service Standard in an inclusive way: International organizations can support the revision of MNS 6040:2019, which is already included in the 2025 plan of the Sub-Council on the Prevention of Domestic Violence and Child Abuse, to ensure inclusive accommodation for LGBTQ+ and gender-diverse individuals, as well as people with disabilities (by specific type) in shelters. By collaborating with local CSOs, JICA can help ensure non-discriminatory practices and protect vulnerable populations. The revised guidelines should incorporate victim-centered, comprehensive protection and long-term recovery service principles aligned with international standards. Additionally, it should include detailed requirements for the internal layout and infrastructure of temporary shelters. Facilitate training and capacity building: International organizations can support training programs for shelter staff, law enforcement, and healthcare providers to implement revised guidelines, focusing on inclusive practices for people with disabilities and LGBTQ+ individuals, ensuring non-discriminatory, survivor-centered services. Supporting the expansion and inclusivity of shelters: International organizations can collaborate with GACFDP and CPPP to establish and expand specialized shelters for various victim groups, including survivors of sexual violence and human trafficking.

- Public awareness of the services provided by Temporary Shelters and OSSCs remains critically low. The NSO survey found that 82.6% of rural residents and 74.5% of urban residents were unaware of these facilities in their districts. - Moreover, only about 18% of survivors participated in this survey had prior knowledge of these services, typically learning about them only after engaging with law enforcement. - Even when survivors are connected to shelters, many still lack comprehensive knowledge of the full range of available services,	Although the understanding and awareness of protection shelters and OSSCs have been gradually increasing over the years, a significant portion of the population, especially in rural areas, remains unaware of their existence. This is exacerbated by limited and targeted outreach efforts, particularly in rural areas, and a reliance on informal sources such as friends and colleagues rather than structured public awareness campaigns. While urban residents mainly access information through the internet and television, rural residents predominantly rely on television, limiting the reach and effectiveness of these campaigns. Additionally, awareness-raising initiatives driven by survivor groups are very weak in Mongolia. Many survivors, even after accessing shelter services, are still unaware of the full range of support available to them. Shelters primarily serve as temporary accommodations, rather than comprehensive service centers, which diminishes their potential to facilitate long-term recovery.	Organize targeted public awareness campaigns: International organizations can support the development and implementation of tailored public awareness campaigns aimed at informing both rural and urban populations, taking into account the characteristics of each vulnerable social group, such as PWDs and LGBT individuals, about the existence and services offered by temporary shelters and OSSCs. Support civil society communities led by GBV survivors: By engaging survivors who have experienced violence, international organizations can help foster peer-led advocacy efforts that resonate with communities and increase awareness about available services, using survivors as key stakeholders to amplify the message.
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Rehabilitation services:

Problems	Gaps	Potential Support from International Organizations
While Mongolia's Law on Social Welfare provides a framework for supporting GBV survivors through community-based welfare services (CBWS), the actual uptake of these services remains very low. In 2024, only 16% of individuals who accessed shelters and OSSCs received social welfare support, and just 1.6% were linked to employment opportunities. The limited economic empowerment opportunities for GBV survivors undermine their long-term recovery and self-sufficiency.	The existing social welfare framework includes provisions for life skills training (18.1.1) and economic empowerment (18.1.9) for GBV survivors; however, there is no systematic coordination to ensure that survivors in shelters can access these opportunities. Coordination between shelters and social welfare services is inadequate, limiting efforts to integrate training programs into shelters or establish structured pathways for shelter residents to participate in external training. Currently, social welfare officers and most survivors primarily focus on accessing pensions or financial benefits rather than facilitating capacity-building services. In addition, there is a lack of tailored employment programs that consider the specific circumstances and needs of GBV survivors. The effects of violence, such as limited work experience, low educational attainment, weak self-reliance, and the responsibility of caring for multiple children, further hinder their access to these opportunities. Aside from the ADB's project, there have been few targeted initiatives to address these gaps.	#1. Enhancing the integration of education and employment services into shelters and OSSCs: International organizations, in collaboration with Labor and Social Welfare Agency, GADFDP, can support the development of a comprehensive roadmap to integrate social welfare services, including empowerment and employment programs run by government into Shelters and OSSCs. This would begin with a feasibility study to assess gaps and challenges, followed by the creation of tailored programs offering life skills, financial literacy, and vocational training. Pilot programs could be launched in selected areas to equip survivors with the necessary skills for independence while receiving protection services. Based on successful pilots, the model could be expanded, ensuring survivors access structured support to rebuild their lives and achieve economic self-sufficiency. • Incorporate support for GBV survivors within the scope of the existing JICA employment projects: Integrating GBV survivors into JICA's ongoing employment initiatives will address their specific needs and support their path to economic independence. The current JICA project (2023-2027) in Sukhbaatar, Bayanzurkh, and Dundgovi provinces provides training, internships, and job placements. By including GBV survivors in these programs, JICA can offer tailored resources and opportunities, helping them reintegrate into society and achieve financial stability. #2. Develop Social Enterprise models and Establish Small and Medium Enterprises (SMEs) near shelters: JICA, in collaboration with Labor and Social Welfare Agency, GADFDP, and private sector partners, can support the establishment of small and medium enterprises (SMEs) adjacent to shelters. This initiative would enable survivors to gain work experience, develop skills, and achieve economic independence while ensuring a trauma-informed and voluntary approach to participation. In addition, JICA's programs can facilitate microfinance opportunities, cooperative models, and business incubation to help survivors transition from trainees to entrepreneurs.
Although they receive 24-72 hours of protection services at OSSCs and are transferred to temporary shelters, the average stay in	The existing support system for GBV survivors in Mongolia primarily provides short-term shelter and immediate protection but lacks sustainable solutions for long-term independence. While temporary housing options are	#3. Designing and piloting a housing program to support GBV survivors in living independently: JICA, in collaboration with MFLSP, can play a crucial role in conducting essential research, including market assessments and feasibility studies, to develop a model for transitional housing programs for

shelters is only 7-14 days. After leaving, many survivors are left with no stable housing options, forcing them to return to potentially abusive environments. Without a safe and stable place to live, many survivors are trapped in cycles of violence and dependency. Housing support is consistently identified as one of their most critical needs.	available, they do not address the ongoing needs of survivors for stable housing and income generation. Many survivors rely on their social networks for housing, which increases their vulnerability and limits their independence. There are no comprehensive housing programs that provide a bridge between temporary shelter and full independence, leaving survivors with few choices other than to return to their abusers or face homelessness.	GBV survivors. This model may include providing rental housing at reduced costs, offering rental subsidies, and creating communal living spaces with security services. Since Mongolia lacks this type of support and service, extensive research and analysis, including learning from the experiences of countries like Japan, Pakistan will be necessary. International organizations such as JICA can contribute financial support, technical expertise, and capacity building during the pilot phase of the program. Additionally, collaboration with the private sector is vital for the success of the transitional housing program. Potential private sector partners could include: real estate companies, property management firms, banks or financial institutions, and job placement agencies.
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Prosecution of perpetrators:

Problem	Gap	Potential Support from International Organizations
Challenges related to the capacity of the parties involved in the adjudication process of GBV cases have been identified.	Survey findings suggest that some police officers still maintain traditional attitudes and interactions, neglecting the victims. Victims are often required to provide statements multiple times, which can cause emotional distress. The studies also indicate that police officers in rural areas and judicial authorities generally lack adequate knowledge of human trafficking crimes and the Law on Combating Human Trafficking. Additionally, legal representatives of minors involved in the prosecution process are not actively or effectively participating in the investigative process due to their primary duties and insufficient knowledge.	#1. Improving the capacity of police officers: First, it is necessary to organize systematic, regular training and capacity-building activities aimed at improving police officers' approach and attitude towards working with GBV victims, as well as introducing a victim-centered approach in investigative processes. Second, it is essential to organize activities to enhance the ability of police officers responsible for specific territories to detect human trafficking, identify victims, and conduct investigations, and to improve their knowledge and understanding of this crime. #3. Enhancing the capacity of legal representatives for minors: It is possible to organize capacity-building activities aimed at increasing the knowledge and understanding of GBV for appointed legal representatives of minors, especially for employees of state agency responsible for children's affairs, as well as training them in criminal and infringement procedure and improving their skills in working with victims. Building capacity for judges: In connection with the establishment of the family and children's court, it is possible to organize systematic training

		and discussions to specialize 44 judges working in this court and ensure a unified understanding of legal regulations. Additionally, since there are no judges specifically specialized in human trafficking cases in Mongolia, there remains a high demand for continuous training for all judges in this area, aiming to unify their legal understanding. Adopting a methodology of regular training rather than one-time sessions can help implement long-term initiatives such as training trainers, developing online training materials, and improving the current training system. Additionally, based on the participants' suggestions, the training program should include mentorship aspects, practical skills enhancement, the use of modern techniques, and involve working on real case studies, organizing discussions and field trips.
The penalty mechanism for domestic violence infringements is ineffective in addressing the issue adequately.	The current penalty system for domestic violence infringements, which involves short-term detention (7–30 days) and mandatory corrective training for perpetrators, is ineffective. Short-term detention (7–30 days) for perpetrators of domestic violence may temporarily interrupt the violence but does not provide long-term protection. Instead, it places a financial burden on victims and their families, which may discourage them from reporting the violence and lead to resentment from the offender and increase the likelihood of repeated violence. Additionally, the content of mandatory training usually focuses on explaining laws and regulations, and due to a lack of financing, inadequate facilities, and an insufficient number and capability of instructors, it fails to bring about real positive changes in behavior.	#2. Supporting the development of a more diversified penalty system: JICA can support and collaborate with legislative bodies (e.g., Ministry of Justice and Home Affairs) to develop a more diversified penalty system for domestic violence offenders. For instance, the participants highlighted that long-term rehabilitation programs for both offenders and victims should be developed in each provinces to address the root causes of abusive behavior, such as anger management, substance abuse, and emotional trauma, along with educational workshops on gender equality and non-violent communication. Other options could be the community service, probation with monitoring, and training for both offenders and victims. Participants highlighted that • Enhancing the effectiveness of mandatory training: To improve the effectiveness of the current mandatory training, JICA can work with the General Executive Agency of Court Decision to upgrade training facilities and materials, build capacities of the training instructors, improve and diversify training content and curricula, develop comprehensive training manuals, and integrate international best practices.
The unclear legal provisions in the legal environment hinder the	The Law on Infringements and the Criminal Code do not fully cover all forms of domestic violence (physical, sexual, emotional, and economic violence), and the interpretation of the term 'repeatedly' in the Criminal Code creates legal ambiguity. Additionally, the definition of a 'person in	• Improving the legal framework: JICA can provide technical assistance, collaborating with legislative bodies (e.g., Parliament of Mongolia and Ministry of Justice and Home Affairs), local and international experts, to

effectiveness of the adjudication process.	family-oriented relationships' varies across the Criminal Code, the Law on Infringements, and the Law on Combating Domestic Violence, causing confusion and undermining legal coherence. Furthermore, the Criminal Code treats each form of human trafficking as a separate offense, but there is a need to streamline these provisions to eliminate overlaps.	introduce necessary amendments to the laws based on international best practices and emerging issues in the field of GBV. • Facilitating effective interpretation and application of legal provisions: Through workshops and possibly supporting the development of commentary or guidelines, JICA can aid in harmonizing how different justice actors interpret key legal provisions. Providing a knowledge base can make key actors to agree on a uniform interpretation until the law is amended. This kind of facilitated dialogue can quickly improve coherence even before formal legal changes occur.
The establishment of Family and Child courts requires appropriate court facilities.	The 2024 Law on Establishing Courts mandates the creation of the Primary District Court for Family and Child Cases in the Capital and the Appellate Court for Family and Child Cases in Mongolia, set to take effect on January 1, 2026. According to information on the news websites, the issue of court facilities for the Family and Child Court remains unresolved and requires urgent attention.	• Supporting the establishment of Family and Child Court facilities: JICA can support the establishment of specific facilities for the Family and Child courts, ensuring that the buildings are designed to meet the needs of family cases. This support could include the design of child-friendly, secure, and private spaces. JICA's assistance might involve providing architectural and engineering expertise, funding for construction, and equipping the courtrooms with necessary technology and furniture, such as video conferencing equipment for vulnerable witnesses, child-friendly waiting areas, and private consultation rooms.
Challenges related to DNA testing laboratories cause delays in forensic processing	There are no DNA testing laboratories in provincial areas; all DNA samples must be sent to the Ulaanbaatar-based forensic laboratory. With only 8 DNA examiners nationally handling a heavy load, the turnaround time for results can be long. Studies warn that slow forensic results risk evidence losing its probative value and hinder crime detection and proof.	• Enhancing the capacity of forensic laboratories: JICA can assist National Forensic Agency in establishing regional forensic laboratories, particularly for DNA analysis, to improve access and reduce delays. The support could include a feasibility study and pilot the setup of DNA labs in key regions (as one study suggested, five regional labs to cover the nation). This might involve providing laboratory equipment (e.g. DNA extraction and amplification machines), improving infrastructure, and training local laboratory technicians. Even a smaller-scale intervention, like a mobile DNA analysis unit or partnership with a university lab, could significantly cut down evidence wait times.
There is no unified system among law enforcement agencies.	A well-coordinated justice system ensures that perpetrators are held accountable swiftly and victims receive the necessary support at every stage. However, there is no unified system for police, prosecutors, and courts to share real-time case data. As a result, there is a lack of consistency in data between these institutions, and there is no centralized way to track the progress of specific cases or monitor how	• Supporting the development of an integrated case management system: JICA can work with the Ministry of Justice and Home Affairs, Judicial General Council, and State General Prosecutor's Office to support the development of an integrated case management system that connects police, prosecutors, and courts, enabling real-time data sharing. This system would improve coordination, enhance decision-making, and

	they are being resolved. There is no designated authority responsible for managing such a system, nor are there specific regulations or a budget in place to support it.	ensure that all stakeholders have access to consistent case data, including information on past incidents involving the same individuals or families. JICA could assist in providing the necessary software, infrastructure, and training for law enforcement and judicial personnel to use the system effectively.
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Conclusions

Overview of gender in Mongolia: Mongolia's first Constitution, adopted by the Mongolian People's Republic, enshrined the principle of equal rights for men and women, which has been a cornerstone in the development of laws and policies ever since. This commitment to gender equality is reflected in Mongolia's high rankings in education and healthcare, notably securing the top spot in the 2024 Global Gender Gap Index for education attainment and health and survival among 146 countries. However, the country lags behind in economic participation and opportunity (43rd place) and political empowerment (120th place). These disparities are primarily attributed to ingrained gender norms and stereotypes, which are deeply embedded in public attitudes. To address these issues, various national strategies and programs, with support from international development partners, are focused on improving women's economic opportunities, political involvement, and men's education and health, particularly life expectancy.

Current situation of GBV in Mongolia: The National Gender Committee's creation has facilitated the expansion of gender-focused initiatives across different sectors, although challenges remain in securing sufficient resources and improving coordination. Regarding the situation of GBV, the Law on Ensuring Gender Equality defines gender-based violence; however, it lacks clear classification and comprehensive data collection at both the sectoral and national levels. Instead, data or records of GBV-related violations and crimes can be gathered through statistics on infringements and crimes classified under five different articles within the Law on Combating Domestic Violence, the Law on Infringements, and the Criminal Code, based on the type of violence, severity of the crime, and location of the incidents. In 2024, a total of 12,932 cases of domestic violence violations were recorded, marking a more than 20% increase compared to 2020. The number of GBV-related criminal offenses has also significantly risen. Compared to 2020, cases have increased by 42% nationwide, 30% in Ulaanbaatar, and 55% in rural areas (across all 21 provinces). Reports from the Judicial General Council of Mongolia highlight that 94.1% of domestic violence cases involve women and girls, with physical violence being the most common form of abuse. The majority of victims are abused by their spouses or partners, and many experience violence on a regular basis. Studies have identified several root causes of GBV, including alcohol abuse, family dynamics, cultural differences, unemployment, and entrenched gender norms. Additionally, family life education and exposure to violence in childhood are significant factors in shaping attitudes toward violence and reinforcing gender-based power imbalances within households. Most GBV-related crimes involve the intentional infliction of minor and moderate physical harm and sexual violence, with moderate physical harm cases notably increasing since 2020. In addition to the psychological and social consequences of GBV, there are also significant economic impacts. The economic impacts of GBV, with costs linked to prevention efforts and lost opportunities for victims and perpetrators. For instance, the economic losses due to intimate partner violence are 24 times greater than the cost of response measures. To address these challenges, multiple entities, including the National Gender Committee and various Sub-Councils, are involved in tackling different aspects of GBV.

Prevention of all forms of GBV: While GBV prevention efforts have become a regular responsibility for government agencies, limited resources have restricted these efforts mainly to training and awareness campaigns. As a result, their frequency, coverage, approaches, and accessibility for all social groups remain constrained. Although project-based initiatives have also been relatively limited in scope, they have introduced innovative strategies and methodologies such as Community-Based Behavior Change Communication, "SASA Together," and "Respect Framework," which focus on behavioral change in schools and communities. These initiatives have shown a positive impact, but efforts to integrate, scale up, and institutionalize such best practices into the national system remain insufficient. For law enforcement agencies and NGOs, changing deeply ingrained gender norms among adults or modifying violent behavioral tendencies has low success rates. Therefore, experts emphasize the importance of family-centered and early childhood education that teaches human rights awareness and non-tolerance toward violence through school curricula starting from a young age. Additionally, there is a shortage of trained

professionals to deliver comprehensive, long-term rehabilitation programs for perpetrators convicted under the Law on Infringement or the Law on Criminal Code. The implementation of successful behavioral change training models across all provinces and administrative levels also remains inadequate.

Protection of GBV Survivors: A structure and system for providing protection services to GBV survivors has been established in Mongolia, with 40 shelters and OSSCs offering protection and rehabilitation services. According to stakeholders surveyed, the legal framework for survivor protection and rehabilitation is relatively well-established, receiving a score of 4 out of 5. Overall, the system is in place, roles are defined, and mechanisms are operational. However, improvements are needed in legal coordination and strengthening linkages.

Funding discrepancies and coordination challenges across different organizations hinder service stability, resulting in inconsistencies in staffing, service quality, and coverage. The lack of a unified funding system for shelters and OSSCs, along with varying regulations, limits the effectiveness of these centers. Service quality is generally good, with 98% of beneficiaries satisfied with their protection, but there is a need for improvements in specialized services for LGBTQ+ survivors, individuals with disabilities, and those affected by sexual violence and human trafficking. To enhance the system, better coordination, clearer service standards, and expanded support for NGOs, particularly in rural areas, are essential. Additionally, addressing the mental well-being of survivors through improved development programs and shelter environments is increasingly vital.

Rehabilitation service: In Mongolia, rehabilitation services for GBV victims primarily encompass healthcare, psychological support, and social welfare interventions. However, the findings from the survey indicate considerable disparities in the accessibility, quality, and effectiveness of these services.

Among rehabilitation services, psychological counseling is the most widely accessible, whereas social welfare support remains the least available. Currently, rehabilitation efforts primarily focus on providing short-term, initial support, while long-term rehabilitation and reintegration assistance for survivors after leaving shelters remain insufficient.

Prosecution of perpetrators: In Mongolia, the legal framework for the prosecution of perpetrators of GBVs, including domestic violence, sexual violence, and human trafficking, is established, and relevant agencies are operating within their legal mandates. However, several pressing issues remain in the process of handling these cases. Unclear legal provisions hinder the effectiveness of the adjudication process, such as the absence of certain forms of domestic violence in the Law on Infringements and the Criminal Code, and inconsistent definitions of terms in relevant laws, which complicate the classification of crimes and the assignment of appropriate penalties. The current penalty mechanisms for domestic violence, such as short-term imprisonment and mandatory training, have shown limited effectiveness in preventing reoffending. Furthermore, the lack of a victim-centered approach in the adjudication process, including traditional attitudes from some law enforcement officers and insufficient protection for victims and witnesses, impedes the protection of victims' rights. There are also significant capacity and resource challenges, including poor accessibility to qualified interpreters, inadequate forensic resources, and insufficient specialized personnel. These issues highlight the need for improvements in the legal framework, enforcement mechanisms, victim protection measures, and the capacity of key stakeholders involved in case adjudication.

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Appendix

Appendix 1. Details of the NGOs provide services to GBV survivors



National Center Against Violence

NATIONAL CENTER AGAINST VIOLENCE (NCAV):

The National Center Against Violence (NCAV) is a non-profit, non-partisan, non-governmental organization established in 1995. It was the first organization in

Mongolia to address and prevent domestic and sexual violence against women and children.

NCAV operates nationwide and integrates direct service provision with policy advocacy. One of its core strengths is a case-based approach to influencing policy—using real-life cases to advocate for legal and systemic changes. For example, NCAV successfully advocated for the removal of fees for forensic examinations for survivors of sexual violence, contributing to changes in national legislation.

Main Services and Activities:

NCAV provides a full package of seven services defined under Mongolian law to survivors of domestic and sexual violence:

- Psychological counseling and emotional support
- Legal assistance
- Protection of life and safety
- Emergency shelter
- Social work services
- Referral and coordination support
- Health care services

In addition, NCAV operates the following facilities and services:

- One Training and Counseling Center
- Three Emergency Shelters
- The "Trust Line" counseling hotline, along with an online chatbot and a team of daily on-duty counselors. (Previously operated 24/7, but now functions during daytime only due to financial constraints.)

NCAV adopts a "survivor-centered, trauma-informed approach" and conducts regular training for government agencies to promote this model.

Key Programs and Impact

- NCAV initiated and continues to coordinate the development of a national shelter network.
- The "Trust Line" program is a unique and dedicated service operated only by NCAV.
- Previously, the organization had branch committees in rural areas, but these ceased operations due to a lack of funding.

Reach and Results

Each year, over 3,000 individuals reach out to NCAV through its various support services, including the "Trust Line" and the online chatbot. Around 200 survivors access NCAV's direct services annually, including placement in emergency shelters for those at high risk, where they receive comprehensive support and protection.

Website: www.safefuture.mn



violence.

MONGOLIAN GENDER EQUALITY CENTER (MGEC) is a non-profit organization that has been working since 2002 to combat gender-based violence and promote human rights. MGEC implements two core programs: Victim Protection and Prevention.

1. Victim Protection Program: MGEC provides direct and rehabilitative services to victims of gender-based violence, particularly human trafficking and physical and sexual

Table 29. MGEC services provide to victims

Initial services	Rehabilitation Services
- Psychological and legal counseling - Primary health care - Food, hygiene supplies, and temporary clothing - Assistance with repatriation	- Psychological therapy - Career guidance training - Employment referral and advocacy - Housing assistance - Family and household support services - Support for small businesses and home-based production - Peer support groups and social reintegration activities

To ensure victim safety, MGEC operates two shelters:

Table 30. Information on MGEC's Shelters

	Ulaanbaatar City	Zamiin-Uud Soum
Year established	2008	2009
Capacity per shift	6 persons	4 persons
Duration of stay	1–90 days (average 24 days)	1–7 days
Target group	Domestic and foreign victims	Victims returning from abroad
Services provided	Initial aid, psychological and legal support, training	Initial aid, counseling, legal support, referral to further services



2. Prevention Program: MGEC regularly organizes training, public awareness, and research activities to prevent gender-based violence and human trafficking, targeting both the general public and professional groups.

Table 31. MGEC Activities under the Prevention Program

Training	Promotion/Advertisement	Research
• Basic understanding of gender and gender-based violence • Introductory and advanced information on human trafficking • Specialized training for professional and target groups	• TV spots and documentaries • Brochures, posters, and printed materials • Media articles and TV/radio broadcasts	• Research on risks, causes, and consequences of human trafficking • Public perceptions and attitudes toward trafficking • In-depth studies on trafficking victims

Website: www.stoptrafficking.mn



TALITA ASIA NGO is a non-governmental organization that provides comprehensive psychosocial rehabilitation services for girls and women who are victims of sexual exploitation and human trafficking. The organization began its operations in September 2013, implementing a long-term support program that offers trauma therapy, social reintegration, and sheltered housing in a safe and protective environment.

Talita

Talita Asia is the first organization in Mongolia to receive a special license to work with child victims of sexual exploitation. It is financially supported by International based in Sweden and implements the Talita Method, adapted to the Mongolian context. The organization operates based on the principles of child protection, removal from violence, and respect for victims' voluntary participation in the rehabilitation process.

Talita Asia implements two core programs: (1) Victim Protection Program, (2) Prevention Program

Victim Protection Program:

- Short- and long-term shelter services for both female and male victims.
- A 24/7 assistance hotline.
- A trauma therapy program consisting of 27 weeks of structured sessions.
- Psycho-education, including The Mind training program.
- Healthcare services – medical check-ups, treatment, and STI diagnostics.
- Legal assistance, including accompaniment and support during police investigations, prosecution, and court proceedings.
- Personal development training – life coaching, financial literacy, and support in job-seeking.
- A semi-independent transitional housing program to support reintegration and independent living skills.
- Direct support for cases requiring protection from the family environment.

Prevention Program:

- Awareness-raising and educational activities to transform public perceptions and attitudes.
- Early identification and protection of children at risk of sexual exploitation.
- Collaboration with governmental and other relevant institutions, including development of policy recommendations.
- Targeted interventions addressing risk factors such as lack of early childhood education and absence of family support.

Table 32. Talita Asia NGO's Shelter Information

Shelter	Target group	Key services
Women's Shelter	Adolescent girls and adult women without children	Long-term trauma therapy, personal development, and reintegration support
Men's Shelter	Male children and youth who are victims of labor exploitation	Private space and tailored rehabilitation approach to support reintegration

Website: [Talita Asia – Exit program for women leaving prostitution – Ulaanbaatar, Mongolia](#)

Appendix 2. List of the Temporary Shelters and OSSCs

	Location of Shelters	Affiliation	Capacity (number of beds)
1.	Arkhangai province	GACFDP	8
2.	Bulgan province	GACFDP	12
3.	Govisumber province	GACFDP	5
4.	Dundgovi province	GACFDP	12
5.	Dornogovi province	GACFDP	7
6.	Dornogovi province	GACFDP	4
7.	Orkhon province	GACFDP	5
8.	Selenge province	GACFDP	10
9.	Selenge province	GACFDP	4
10.	Sukhbaatar province	Police	8
11.	Tuv province	Police	5
12.	Uvs province	GACFDP	13
13.	Khovd province	GACFDP	12
14.	Bayanzurkh District	GACFDP	18
15.	Bayanzurkh District (Specialized shelter for child victims of sexual violence)	GACFDP	8
16.	Chingeltei District	MGEC NGO	6
17.	Bayangol District	GACFDP	16
18.	Bayangol District	NCAV NGO	20
19.	Khan-Uul District	Police	30
20.	Nalaikh District	GACFDP	15
21.	Songinokhairkhan District	GACFDP	19
22.	Khan-Uul District	Talita Asia	6
23.	Bagakhangai	GACFDP	8
	Total		255

	Location of OSSCs	Affiliation	Capacity (number of beds)
1.	Bayan-Ulgii province	Police	12
2.	Bayankhongor province	NCAV NGO	8
3.	Govi-Altai province	Hospital	2
4.	Darkhan-Uul province	GACFDP	24
5.	Dornod province	GACFDP	6
6.	Zavkhan province	Police	8
7.	Uvurkhangai province	GACFDP	12
8.	Umnugovi province	GACFDP	15
9.	Khuvsgul province	GACFDP	8

10.	Khentii province	GACFDP	4
11.	Bayanzurkh District	Police	4
12.	Chingeltei District	GACFDP	20
13.	Sukhbaatar District	GACFDP	8
14.	Sukhbaatar District	Court Hospital	2
15.	Sukhbaatar District	Hospital	2
16.	Bayangol District	ГЦЦҮТ	4
17.	Khan-Uul District	GACFDP	6
	Total		145

Appendix 3. 2025 Action Plan of the Sub-Council for the Prevention of Domestic Violence and Crimes Against Children, operating under the CPPP

One. Ensuring the Implementation of Laws to Combat and Prevent Domestic Violence	
1	Develop a draft proposal for amendments to the Law on Combating Domestic Violence.
2	Revise the MNS 6040:2019 standard on general requirements for temporary protection shelters.
3	Approve the medium-term plan to combat domestic violence.
4	Organize a multi-sectoral consultation meeting to improve intersectoral cooperation in preventing domestic violence.
5	Submit a proposal to the Ministry of Justice and Home Affairs regarding legal amendments to make public the personal information of individuals convicted of child sexual abuse.
6	Conduct an evaluation of the mandatory behavioral correction training program
Two. Studying and Preventing Causes and Conditions of Domestic Violence, Crimes Committed by or Against Children, and Raising Public Awareness	
7	Conduct an outcome evaluation study on the implementation of procedures related to juvenile suspects, accused persons, and defendants
8	Conduct an external evaluation of the situation regarding services provided to juveniles held accountable under the Law on Infringements, and discuss the results.
9	Develop and implement a training program for journalists on their role in combating gender-based violence and promoting gender equality.
10	Update and disseminate the voluntary behavioral correction training program
11	Organize capacity-building training for staff at temporary shelters, one-stop service centers, and multidisciplinary teams.
12	Conduct training on providing legal assistance to victims of domestic violence and child abuse.
13	Conduct training for law enforcement and social sector workers on the rights of persons with disabilities and sexual minorities, led by certified trainers
14	Organize capacity-building training for members of the Legal Committee on Child Rights.
15	Conduct training for doctors at district health centers on examinations of young girls.
16	Conduct awareness and prevention training for secondary school students on harmful behaviors.
17	Develop a handbook for families, parents, and guardians to support the socialization of adolescents.
18	Produce and distribute a tele-lesson on "Child Protection in the Digital Environment.
19	Organize the "Junior Preventers 2025" competition.
20	Organize the 16 Days of Activism against Gender-Based Violence campaign
21	Regularly update www.familycenter.mn with information on efforts to prevent and combat domestic violence and child abuse.
22	Create and distribute legal awareness content and materials to prevent domestic violence and child abuse.
23	Ensure all content related to prevention of domestic violence and crimes against children is accessible to people with disabilities.
24	Raise public awareness on protecting children's rights and appropriate use of digital platforms.
Three. Protecting Victims and Providing Necessary Services	
25	Strengthen and institutionalize the operations of the Legal Counseling Center at the University of Internal Affairs.
26	Implement programs for children who are incarcerated, released from prison, or under suspended sentences, as well as for their families.
27	Support and assist organizations mandated to protect victims of domestic violence.
28	Provide psychological and legal counseling to citizens through Family Counseling Centers.