



Completion Report

PUBLIC

Project Number: 51217-001
Grant Numbers: 9198 and 9221
December 2024

Mongolia: Combating Domestic Violence Against Women and Children

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Asian Development Bank

CURRENCY EQUIVALENTS

Currency unit – togrog (MNT)

		At Approval	At Project Completion
		15 October 2018	31 December 2023
MNT1.00	=	\$0.00039	\$0.00029
\$1.00	=	MNT2,563.00	MNT3,438.42

ABBREVIATIONS

ADB	–	Asian Development Bank
AFCYD	–	Authority for Family, Child and Youth Development
APFS	–	audited project financial statement
BCC	–	behavior change communication
COVID-19	–	coronavirus disease
CSO	–	civil society organization
DMF	–	design and monitoring framework
EIRR	–	economic internal rate of return
FY	–	fiscal year
GAP	–	gender action plan
GBV	–	gender-based violence
JFPR	–	Japan Fund for Prosperous and Resilient Asia and the Pacific
LCDV	–	Law to Combat Domestic Violence
MDT	–	multidisciplinary team
MOF	–	Ministry of Finance
MLSP	–	Ministry of Labor and Social Protection
MOJHA	–	Ministry of Justice and Home Affairs
O&M	–	operation and maintenance
OP	–	operational priority
OSSC	–	one-stop service center
PIU	–	project implementation unit
PSC	–	Project Steering Committee
PWD	–	persons with disabilities
SCCCP	–	Secretariat of Coordination Council for Crime Prevention
TAG	–	technical advisory group
UNFPA	–	United Nations Population Fund
WEE	–	Women Economic Empowerment

GLOSSARY

<i>aimag</i>	–	provincial administrative unit
<i>soum</i>	–	administrative subunit of <i>aimag</i>
<i>khural</i>	–	meeting

NOTES

- (i) The fiscal year (FY) of the Government of Mongolia and its agencies ends on 31 December. “FY” before a calendar year denotes the year in which the fiscal year ends, e.g., FY2023 ends on 31 December 2023.
- (ii) In this report, “\$” refers to United States dollars.

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BASIC DATA

A. Project Identification

1.	Project number and project title	51217-001: Combating Domestic Violence Against Women and Children
2.	Mode of financial assistance	Project grant
3.	Country	Mongolia
4.	Recipient	Mongolia
5.	Executing agency	Ministry of Justice and Home Affairs (formerly Ministry of Justice)
6.	Products	

Item	Approval Number	Financing Amount (\$ million)	Financing Source	Product Modality and Nature of Activities
Grant	9198	3.00	JFPR	Project grant
Grant	9221	1.00	JFPR	Project grant
Government		0.24		
Project Total		4.24		

JFPR = Japan Fund for Prosperous and Resilient Asia and the Pacific.

B. Milestone Dates by Product

Item	Grant 9198	Grant 9221 Additional Financing
Approval of concept clearance	5 February 2018	not applicable
Fact-finding mission		
- Date started	26 February 2018	10 December 2020
- Date completed	22 March 2018	17 December 2020
Grant negotiations	26 July 2018	22 June 2021
Date of Board approval	15 October 2018	24 August 2021
Date of grant agreement	20 December 2018	7 September 2021
Date of grant effectiveness		
- In grant agreement	20 March 2019	6 December 2021
- Actual	1 February 2019	8 October 2021
- Number of extensions	0	0
Project completion date		
- At approval	30 June 2022	31 December 2023
- Actual	31 December 2023	31 December 2023
Grant closing date		
- In grant agreement at approval	31 December 2022	31 December 2023
- Latest revised	31 December 2023	31 December 2023
- Number of extensions	1	0
Financial closing date	4 July 2024	5 July 2024

C. Project Cost and Financing

1. Project cost (\$ million)

Cost ^a	Grant 9198		Grant 9221	
	Estimate at Approval	Actual	Estimate at Approval	Actual
Foreign exchange cost	3.20	3.17	1.04	1.04
Local currency cost	0.00	0.02	0.00	0.00
Total	3.20	3.19	1.04	1.04

^a Including government financing.

2. Cost breakdown by project component (\$ million)

Component	Estimate at Approval	Actual
A. Base Cost		
1. Multidisciplinary response and livelihood assistance services to domestic violence survivors delivered	1.14	1.36
2. Capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved	0.51	0.59
3. Behavior of key stakeholders on prevention, reporting, and protection of survivors improved	0.96	1.12
Effective project implementation	1.00	0.89
B. Contingencies	0.39	0.03
Government funding	0.24	0.24
Total	4.24	4.23

3. Financing plan and actual (\$ million)

Cost	Estimate at Approval	Actual
Implementation cost		
Recipient financed	0.24	0.24
Asian Development Bank financed	4.00	3.99
Total implementation cost	4.24	4.23

4. Disbursements

a. Disbursement dates by product

	First Disbursement	First Disbursement, Excluding Capitalization	Final Disbursement
Grant 9198	23 July 2019	23 July 2019	28 June 2024
Grant 9221	28 March 2022	28 March 2022	5 July 2024

b. Grant disbursed amount (\$ million)

Category	Original Allocation (1)	Increased/ (Decreased) during Implementation (2)	Canceled during Implementation (3)	Last Revised Allocation (4=1+2-3)	Amount Disbursed (5)	Undisbursed Balance (6=4-5)
A. Grant 9198						
1. Goods	0.352	0.280	0.000	0.632	0.569	0.063
2. Small-scale grants	0.275	(0.031)	0.000	0.244	0.240	0.004
3. Other investment & project management costs	2.373	(0.249)	0.000	2.124	2.183	(0.059)
Subtotal	3.000	0.000	0.000	3.000	2.992	0.008
B. Grant 9221						
1. Goods	0.411	0.083	0.000	0.494	0.484	0.010
2. Other investment & project management cost	0.451	(0.045)	0.000	0.406	0.423	(0.017)
3. Small scale grants	0.100	0.000	0.000	0.100	0.091	0.009
4. Unallocated	0.038	(0.038)	0.000	0.000	0.000	0.000
Subtotal	1.000	0.000	0.000	1.000	0.998	0.002
Total	4.000	0.000	0.000	4.000	3.990	0.010

() = negative.

Note: Numbers may not add up because of rounding.

D. Project Implementation

1. Project Schedule

Item	Estimate at Approval	Actual
Output 1: Multidisciplinary response and livelihood assistance services to domestic violence survivors delivered.		
Date of contract with consultant	Q4 2020	26 October 2020
Civil works contract		
Date of award	Q2 2020	27 May 2020
Completion of work	Q3 2022	21 June 2023
Equipment and supplies		
Dates		
First procurement	Q2 2021	20 May 2021
Last procurement	Q3 2023	14 December 2023
Completion of equipment installation	Q4 2023	25 December 2023
Output 2: Capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved.		
Date of contract with consultant	Q3 2021	15 October 2021
Output 3: Behavior of key stakeholders on prevention, reporting and protection of survivors improved.		
Date of contract with consultant	Q2 2020	8 July 2020
Equipment and supplies		
Dates		
First procurement	Q1 2023	7 March 2023
Last procurement	Q3 2023	14 December 2023
Completion of equipment installation	Q4 2023	25 December 2023

Q = quarter.

2. Project Implementation Indicators

Project Indicator	Description	
	Grant 9198	Grant 9221
Project readiness	None	None
Concept approval to first disbursement (days)	533	216 ^a
Signing to first disbursement (days)	215	202
Grant closing to financial closing (days)	186	187

^a Days counted from Board approval as concept approval does not apply to additional financing.

3. Project Performance Ratings

Year	Q	Overall	Contract Awards	Disbursement	Financial Management	Output	Safeguards
2019	Q1	On track	100.0%	100.0%	Yes	Yes	S
	Q2	Potential problem	91.5%	0.0%	Yes	Yes	S
	Q3	On track	91.4%	100.0%	Yes	Yes	S
	Q4	On track	79.8%	100.0%	Yes	Yes	S
2020	Q1	For attention	44.6%	100.0%	On track	For attention	On track
	Q2	For attention	33.7%	89.1%	On track	On track	On track
	Q3	For attention	52.9%	95.5%	On track	On track	On track
	Q4	For attention	63.5%	100.0%	On track	On track	On track

Year	Q	Overall	Contract Awards	Disbursement	Financial Management	Output	Safeguards
2021	Q1	For attention	59.1%	100.0%	On track	On track	On track
	Q2	For attention	54.8%	75.7%	On track	On track	On track
	Q3	On track	100.0%	100.0%	On track	On track	On track
	Q4	On track	100.0%	95.3%	On track	On track	On track
2022	Q1	On track	94.2%	100.0%	On track	On track	On track
	Q2	On track	77.0%	100.0%	On track	On track	On track
	Q3	On track	82.8%	97.4%	On track	On track	On track
	Q4	For attention	73.9%	91.1%	On track	On track	On track
2023	Q1	On track	99.8%	100.0%	On track	On track	On track
	Q2	On track	93.1%	87.3%	On track	On track	On track
	Q3	On track	94.2%	85.0%	On track	On track	On track
	Q4	On track	99.8%	100.0%	On track	On track	On track
2024	Q1	On track	100.0%	99.8%	On track	On track	On track
	Q2	On track	99.8%	99.8%	On track	On track	On track
	Q3	On track	100.0%	100.0%	On track	On track	On track

Q = quarter.

4. Asian Development Bank Missions

Name of Mission	Date	No. of Persons	No. of Person-Days	Specialization of Members	Virtual Mission (Yes/No)
Reconnaissance	7–20 Jun,	3	36	a, d, f	No
	28 Jun 2017	3	3	a, d, f	No
Consultation	25 Jan–9 Feb 2018	5	80	a, n, c, h, l	No
Fact-finding	26 Feb–5 Mar,	7	63	a, n, c, d, f, h, i	No
	22 Mar 2018				
Consultation	18–20, 29 Mar 2019	2	8	a, m	No
Project inception	27 Jun–4 Jul 2019	3	18	a, n, g	No
Project review 1	24–28 Sep, 6 Oct 2020	7	42	a, f, k, n, c, e, g	No
Midterm review	9–10 Aug 2021	2	4	a, n	No
Project review 2	26 Apr–4 May,	4	26	a, n, g, o	No
	7–10 Jun 2022				
Project review 3	21–25 Aug,	6	72	a, b, n, k, j, g	No
	12–19 Sep 2023				
Project completion review	8–17 May 2024	5	40	a, f, j, n, o	No

a = mission leader/project officer, b = head of portfolio administration unit, c = environment officer/consultant, d = social sector officer, e = gender officer/consultant, f = economist/consultant, g = operations assistant, h = external relations officer, l = social development specialist (gender), j = financial management officer/consultant, k = procurement officer/consultant, l = development communications officer/consultant, m = information technology assistant, n = project analyst, o = project assistant.

I. PROJECT DESIGN AND IMPLEMENTATION

A. Rationale

1. Gender-based violence (GBV),¹ especially domestic violence, is a severe and potentially life-threatening violation of human rights in Mongolia. According to a 2017 national prevalence study, more than half (57.9%) of Mongolian women aged 15–64 have experienced at least one of the five types of domestic violence in their lifetime: physical, sexual, emotional, and economic violence, and controlling behaviors.² This translates to over 500,000 women nationwide. Additionally, 31.2% of women in Mongolia have experienced physical or sexual violence from a partner during their lives. Survivors tend to suffer frequent acts of violence rather than one-off incidents. However, only 8.3% of women have reported partner violence to the police because of victim-blaming attitudes and social norms that tolerate abuse. More than half (51.2%) of the abused women left their homes for at least one night, but nearly three-quarters returned, often forgiving their partners for the sake of their family or because they lacked other viable options (footnote 2). Legal and social barriers also prevent victims from leaving violent relationships.

2. Domestic violence has significant socioeconomic consequences for Mongolia. Its impact on health care, legal, and social costs directly affects the country's economic growth. A study by the United Nations Population Fund (UNFPA) in 2020 estimated that the total cost of intimate partner violence, including lost productivity, foregone income, unpaid household production and care work, and out-of-pocket costs, amounts to MNT601.2 billion (\$247 million equivalent).³ People living in poverty are at higher risk of violence, with women disproportionately affected because of unequal power dynamics between men and women. Gender-based inequalities fuel violence against women, creating a cycle of poverty and violence with far-reaching consequences for well-being and empowerment. Moreover, there is a lack of awareness and communication about how to recognize and prevent GBV and how to protect survivors. Most messaging is aimed at women, with little focus on men and boys to identify abusive behavior and understand the impact of domestic violence on communities.

3. Against this background, the Government of Mongolia revised the Law to Combat Domestic Violence (LCDV),⁴ effective from 1 February 2017. The revision was a significant step toward addressing domestic violence. However, staff at shelters and one-stop service centers (OSSCs), multidisciplinary teams (MDTs),⁵ frontline service providers, and law enforcement agencies (including prosecutors, judges, and government officials) were not adequately equipped or prepared to implement the new legislation. This lack of preparedness was mainly because of a limited understanding of domestic violence and their specific roles in addressing it. Consequently, enforcement of the law and the availability of services to support domestic violence survivors remain limited. Social, legal, and medical staff are often unprepared to respond to domestic violence effectively, and the capacity of shelters to provide safe havens is insufficient. Shelters do not meet international standards and lack basic facilities for children and persons with

¹ GBV occurs because of the normative role expectations associated with each gender, along with the unequal power relationships between the two genders. It is an umbrella term that highlights the gendered elements of all forms of violence perpetrated against women and girls, including sexual and domestic violence.

² National Statistics Office of Mongolia and United Nations Population Fund. 2018. [Breaking the Silence for Equality: 2017 National Study on Gender-based Violence in Mongolia](#).

³ UNFPA. 2020. [Economic Costs of Intimate Partner Violence in Mongolia](#).

⁴ Major revision features include criminalizing acts of domestic violence, improving intersectoral coordination, specifying measures to protect survivors and witnesses, and accrediting nongovernment organizations to train service providers and run shelters.

⁵ According to the revised LCDV, MDTs consist of police, medical, and social workers at primary administrative levels and are led by *soum* and *khoro* leaders.

disabilities (PWDs). In addition, pre-existing poverty and inequality have worsened because of the impacts of the coronavirus disease (COVID-19) pandemic, leading to increased unemployment, income loss, and heightened public stress, resulting in higher rates of alcoholism and domestic violence.⁶

4. At the request of the government, the Asian Development Bank (ADB) approved a grant on 15 October 2018 (the original project) for the Combating Domestic Violence Against Women and Children project.⁷ This grant aimed to support the government's implementation of the LCDV by addressing poverty reduction. An additional financing grant was approved on 24 August 2021 to support the government in addressing the sharp increase in domestic violence associated with the COVID-19 pandemic.⁸ Both grants were financed by the Japan Fund for Prosperous and Resilient Asia and the Pacific (JFPR) and administered by ADB. The overall project targeted two districts in Ulaanbaatar City (Songinokhairkhan and Nalaikh) and three *aimags* (Uvs, Selenge, and Sukhbaatar).

5. The project contributed to the implementation of the LCDV and the achievement of Sustainable Development Goal 5 (achieve gender equality and empower all women and girls), in particular, target 5.2 (eliminate all forms of violence against all women and girls). By supporting efforts to reduce GBV and domestic violence, ADB reinforced Mongolia's commitment to gender equality and inclusive economic growth. The project supported strategic development goals for Mongolia, particularly Mongolia's Sustainable Development Vision–2030,⁹ which aims to develop comprehensive preventive and rehabilitation services that advance the elimination of GBV. The project was consistent with ADB's country partnership strategy for Mongolia, 2017–2020, which emphasizes the need for investment to address GBV,¹⁰ and it was included in ADB's country operations business plan for Mongolia, 2017–2019.¹¹ The project also contributed to three operational priorities (OPs) of ADB's Strategy 2030 (para. 45).¹²

B. Project Impact, Outcome, and Outputs

6. The project aligned with the following impacts: (i) gender equality in political, legal, economic, social, cultural and family relations substantially achieved, and (ii) non-traditional risks to the peace and safety of citizens and society reduced. The outcome was the quality of and access to prevention and multidisciplinary response to domestic violence strengthened. All three outcome indicator targets were exceeded. The project had three outputs with 16 performance targets, of which 6 were exceeded and 10 were achieved. The design and monitoring framework (DMF) was first revised following the additional financing approval in August 2021. The revisions included updates in two outcome indicators (b and c) and two output indicators (1e and 3a), and additional 4 output indicators (1f, 2e, 3d, and 3e). Outcome 2b target was slightly reduced to set a realistic indicator given the pilot nature of the Women Economic Empowerment (WEE)

⁶ ADB, National Committee on Gender Equality and United Nations Development Program. 2021. *COVID-19 Impact on Women and Girls in Mongolia*.

⁷ ADB. 2018. *Report and Recommendation of the President to the Board of Directors: Proposed Grant to Mongolia for Combating Domestic Violence Against Women and Children*.

⁸ ADB. 2021. *Report and Recommendation of the President to the Board of Directors: Proposed Grant to Mongolia for Additional Financing for Combating Domestic Violence Against Women and Children*.

⁹ Government of Mongolia. 2016. *Mongolia's Sustainable Development Vision–2030*.

¹⁰ ADB. 2017. [Country Partnership Strategy for Mongolia, 2017–2020: Sustaining Inclusive Growth in a Period of Economic Difficulty](#).

¹¹ ADB. 2017. [Country Operations Business Plan for Mongolia, 2017–2019](#).

¹² ADB. 2018. [Strategy 2030: Achieving a Prosperous, Inclusive, Resilient, and Sustainable Asia and the Pacific](#).

program.¹³ The second DMF change approved in October 2022 covered a minor revision in output indicator 2d to include PWDs' caregivers in the target groups, following executing agency's (EA) request. Details of the target achievements at completion are in Appendix 1.

7. Output 1: Multidisciplinary response and livelihood assistance services to domestic violence survivors delivered. This output was achieved, with all its six performance indicators either exceeded or achieved: (i) constructing five new shelters with at least 50 beds in three *aimags* and two districts, (ii) refurbishing two out of five shelters according to universal access design specifications, (iii) training at least 90 women domestic violence survivors in five project sites on financial and legal literacy and business proposal development, (iv) piloting an economic empowerment program and disseminating lessons learned among government agencies and policymakers, (v) improving safety features and/or child-friendly facilities of five existing shelters or OSSCs and increasing the understanding of at least seven communities (total of around 560 persons, with 40% men) on GBV and domestic violence as a result of community-based initiatives, and (vi) increasing the shelter capacity of a municipal police department to 54 beds.

8. Five new shelters were constructed and refurbished in three *aimags* and two districts of Ulaanbaatar city, increasing shelter capacity in Mongolia by 61 beds: 14 in Nalaikh, 13 in Uvs, 7 in Selenge, 8 in Sukhbaatar, and 19 in Songinokhairkhan. The shelter in Uvs *aimag* features universal access design specifications, including an accessible entrance, bathroom facilities, ramps, smooth handrails along corridors, and wheelchair-friendly amenities. Similarly, the shelter in Songinokhairkhan district offers an accessible entrance, bathroom facilities, ramps, and accommodations for wheelchair users. Under additional financing, the project increased the physical capacity of a shelter managed by the municipal police department to 54 beds by purchasing the required furniture and equipment items. This is a new shelter being constructed under ADB's Ulaanbaatar Urban Services and Ger Areas Development Investment Program (Tranche 2).¹⁴ The national police agency and relevant government organizations are safekeeping the purchased goods to be transferred to the new shelter expected in March 2025.

9. As part of the WEE program implemented under the project, a total of 115 women domestic violence survivors in five project sites were trained in 2021 and 2022. Post-training surveys indicated an improved understanding of financial and legal literacy and business proposal development. Out of the 115 women, 50 were selected as grant recipients under the program, which aimed to support household livelihoods and improve the economic independence of women domestic violence survivors. The pilot program was successfully completed in 2022, and a final report, including lessons learned, was submitted to the three implementing agencies and the Ministry of Labor and Social Protection (MLSP).

10. The project provided small-scale grants to support existing MDTs, OSSCs, shelters, and local civil society organizations (CSOs). It improved safety features and child-friendly facilities in 23 existing shelters and OSSCs. By 2023, through 50 community-based initiatives supported by the project, 27 communities, including 9 local CSOs to advocate GBV prevention and raise public awareness, with a total of 16,292 persons (6,047 or 37% men), reported improved understanding of GBV and domestic violence based on participant self-assessments.

¹³ This included revising to 60% of 50 domestic violence survivors benefiting from WEE program are able to start a new business or find employment (original target is 70%). The achievement is 88% (44 of 50 women) which exceeded the original target.

¹⁴ ADB. Mongolia: Ulaanbaatar Urban Services and Ger Areas Development Investment Program - Tranche 3. <https://www.adb.org/projects/45007-009/main>.

11. **Output 2: Capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved.** This output was achieved, with all five performance indicators exceeded or achieved: (i) training 830 officials, including 700 MDT members and 130 officials of crime prevention coordination sub-councils in project sites, on effective multidisciplinary responses to domestic violence; (ii) developing e-learning modules on GBV and domestic violence based on existing police curricula, accessible via the police intranet; (iii) improving the knowledge of at least 70 out of 100 trained staff of shelters, OSSCs, helplines, and selected psychologists in projects sites on psychological counseling, communication first response, and law enforcement procedures; (iv) training at least 30 PWDs and caregivers as peer educators on peer counseling, the use of communication tools, and the GBV and domestic violence legal framework, and establishing 25 support groups; and (v) increasing the knowledge of at least 70% of 345 MDTs (2,650 members) on prevention and effective multidisciplinary response to domestic violence.

12. The project significantly achieved in building the capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors. From July to December 2023, capacity building training was organized for 915 officials (512 or 56% women) in five project sites, including 767 MDT members and 148 officials of crime prevention coordination sub-councils. All participants (100%) reported increased knowledge of prevention and effective multidisciplinary response to domestic violence in line with newly approved guidelines for MDTs. Moreover, 110 staff (101 or 92% women) of shelters, OSSCs, helplines, and selected psychologists in the project sites attended a two-day workshop on psychological counseling, communication first response, and law enforcement procedures. This was jointly organized with MLSP and Good Neighbors, an international non-government organization. They also participated in two local study visits to project-supported shelters to learn best practices and share experiences. Per the post-training surveys, all participants (100%) reported improved knowledge of the subject. From July to December 2023, the project also trained 4,581 members from 771 MDTs (2,908 or 63% female) on prevention and effective response to domestic violence. All participants (100%) reported increased knowledge of the subject matter.

13. Based on existing police curricula, e-learning modules on GBV and domestic violence were developed and uploaded to the integrated online training portal of the General Authority of Police. These self-paced modules consist of e-lessons, knowledge tests, and questionnaires for self-check. By the second quarter of 2024, 1,654 police officers (776 or 47% female) had completed the e-learning modules.

14. Thirty PWDs and their caregivers were trained as peer educators on peer counseling, the use of communication tools, and the GBV and domestic violence legal framework. These 30 peer educators led the establishment of 25 support groups with 125 members in 2022. The support groups are actively advocating domestic violence initiatives and providing peer counseling among PWDs.

15. **Output 3: Behavior of key stakeholders on prevention, reporting, and protection of survivors improved.** This output was achieved, with all five performance indicators either exceeded or achieved: (i) training all operators of the “107” domestic violence hotline on communication first response, psychosocial and legal counseling, and digital platform services; (ii) engaging at least 100 men in behavior change communication (BCC) activities in two urban and rural project sites through 10 community-based support groups to increase their understanding of domestic violence consequences and promote positive role modeling behavior; (iii) involving at least 200 adolescent girls and boys (100 each) in BCC campaigns in two urban and rural project sites to increase their awareness of domestic violence recognition, reporting

lines, and survivor protection; (iv) adopting ISO 27001, an internationally recognized standard for information security management systems, for the hotline operations; and (v) training 130 social workers, psychologists, and officers of detention centers to increase their knowledge of mandatory training programs on behavior change for perpetrators. The engagement of Press Institute and Mongol Urkh CSOs in implementing BCC activities under the project played a key role in achieving this output.

16. In 2021, all 255 operators of the “107” hotline were trained in communication first response, psychological methods to respond to emergency cases, counseling techniques to use over the helpline, and emergency case analysis. With the project’s support, the hotline system was integrated with the National Information and Operational Management Center hotline operations. The ISO/IEC27001:2022 standard for information security management systems was also adopted for all hotline operations. Following the adoption of the new ISO standard, all staff underwent training on digital platform services with GBV protocols. As a result, 12,027 callers received service information, psychosocial support, and legal counseling referrals through the “107” helpline in 2022–2024.

17. Training for social workers, psychologists, and officers of detention centers was conducted on 14–15 September 2023, involving 100 participants (65 or 65% female). Following this training, on-the-job training was held at two detention centers for 54 social workers, psychologists, and officers. In total, the project’s capacity building efforts involved 154 social workers, psychologists, and officers of detention centers, all of whom (100%) reported increased knowledge of mandatory training programs on behavior change for perpetrators, according to the post-training surveys. Additionally, 112 men participated in BCC activities in two urban and three rural sites, and 91 (81%) of them reported increased awareness of the consequences of domestic violence and improved positive attitudes and behaviors. The project also supported BCC campaigns in one urban and one rural project site, reaching 200 adolescent girls and boys. According to the post-campaign assessment, all of them (100%) reported increased awareness of domestic violence recognition, reporting, and survivor protection.

C. Project Costs and Financing

18. At appraisal, the project was estimated to cost \$3.2 million, funded by a \$3.0 million grant from the Japan Fund for Prosperous and Resilient Asia and the Pacific (JFPR) and a \$0.2 million in-kind contribution from the Government of Mongolia. The grant funds were allocated to finance civil works, goods, training, consulting services, project management, and small-scale grants. The counterpart funding covered six premises, rehabilitation designs and drawings with cost estimates for five shelters and a helpline center, office space for the project implementation unit (PIU), workshop venues for field coordinators, staff time and operations, and variable costs for the five shelters and the helpline center. The Ministry of Finance (MOF) exempted value-added taxes on goods purchased for the project. In 2021, additional financing was approved, including a \$1.0 million grant and \$0.04 million in-kind contribution from the government, to cover value-added taxes and duties on goods within the recipient’s territory, facilities for delivery of training programs, psychosocial counseling, and health care services at the detention centers, operation and maintenance costs of the shelter, four detention centers and a helpline center, office space for the PIU, meeting venues and counterpart staff time.

19. In May 2023, ADB approved a reallocation of funds between cost categories for both grants to (i) correct the negative balance and finance the increased estimated value of three existing goods packages and (ii) finance five new packages for goods to provide comprehensive

services for domestic violence survivors, enabling long-term sustainability and merging all stakeholders in this field.¹⁵

20. At project completion, the total actual cost was \$4.23 million, representing 99.7% of the appraisal estimate. This comprised \$3.99 million from two grants and \$0.24 million from government contributions. Detailed costs at appraisal and completion are in Appendix 2, and the project cost breakdown by financier is in Appendix 3.

D. Disbursements

21. The project disbursed \$2.99 million (99.6%) of the original grant proceeds and \$0.998 million (99%) of the additional financing, leaving a total undisbursed amount of \$0.01 million from both grants. Disbursement projections at project effectiveness were realistic (Appendix 4). Grant proceeds were disbursed following ADB's Loan Disbursement Handbook (2017, as amended from time to time). Statements of expenditures and direct payment procedures were used. The project maintained an advance account in United States dollars and subaccounts in local currency and United States dollars at the State Bank of Mongolia (a commercial bank). Following new government regulations, MOF transferred the subaccounts and the advance account from the commercial bank to the Treasury Fund in 2020–2021. There were no material issues related to disbursements during project implementation.

E. Project Schedule

22. The original grant project was expected to be completed on 30 June 2022. However, the project closing date was extended for 1 year, from 31 December 2022 to December 2023, to allow completion of all planned output activities and to align with the approval of the additional financing. The additional financing grant agreement was signed on 21 September 2021, with a closing date of 31 December 2023. The actual project completion was on 31 December 2023.

F. Implementation Arrangements

23. The Ministry of Justice and Home Affairs (MOJHA), the project's executing agency, was responsible for project implementation. The Secretariat of Coordination Council for Crime Prevention (SCCCP) under the MOJHA, the Authority for Family, Child and Youth Development (AFCYD) under MLSP, and MLSP were the implementing agencies for both the original and additional financing projects. In August 2019, MOJHA set up the Project Steering Committee (PSC), which was chaired by its vice-minister and comprised one MOJHA department director and representatives from implementing agencies, Ministry of Health, General Police Department, National Committee on Gender Equality, and Mongolian Women's Fund (CSO representative). In 2021, MOJHA changed the PSC's composition to include more directors of MOJHA departments: Department of Policy Implementation and Coordination, Department of Finance and Investment, and Department of Information and Technology. Meeting at least twice a year, the PSC (i) approved the project implementation plan, including procurement and financial plans, (ii) reviewed the project implementation progress, (iii) provided guidance on issues affecting the project implementation, and (iv) coordinated with other ministries and stakeholders. The PIU was responsible for daily implementation. A technical advisory group (TAG), was established in March 2022. The TAG comprised seven technical specialists from MLSP, AFCYD, SCCC, the General

¹⁵ For G9198-MON, cost categories 2701 Small-Scale Grants and 2702 Other Investment & Project Management Cost were reduced to increase cost category 1801 Goods. For G9221-MON, cost categories 2400 Other Investment and Project Management Costs and 9300 Unallocated were reduced to increase cost category 1500 Goods.

Authority for Development of PWDs, and the General Authority of Police. The TAG met three times during 2022–2023 and provided technical guidance and methodological support for developing BCC content and campaign products. The implementation arrangements were adequate to deliver the project outputs and outcome.

G. Procurement

24. The procurement of goods, works, and consulting services followed the ADB Procurement Policy (2017, as amended from time to time) and Procurement Regulations for ADB Borrowers (2017, as amended from time to time). Under the original project, ADB financed 2 civil works packages, 11 goods packages (procured through open competitive bidding with national advertisement and request for quotations), and 12 consulting services packages (procured through quality- and cost-based selection, consultant qualification selection, and individual consultant selection methods). During implementation, the procurement plan was revised 13 times. The number of procurement packages increased by 2 civil works, 19 goods packages, and 6 consulting services packages because of the need for (i) separate packages for a detention center and shelter, (ii) furniture and equipment for the new shelter and child-friendly interview and psychological counseling rooms in nine police stations, and (iii) licensed chatbot software for family center operations. At completion, the project procured a total of 30 goods packages, 4 civil works packages, and 18 consulting services packages, which consisted of 7 consulting firms and 11 individual consultants (1 international and 17 national). The performance of the consultants, suppliers, and contractors is generally satisfactory. There were no issues on contract execution and no implementation delays.

25. The original contract award projections were realistic, and contract awards were largely carried out as projected- despite national COVID-19 lockdowns. All contracts were successfully completed, achieving a disbursement rate of 99.7% within project closing date.

H. Poverty, Social, and Gender Equality

26. **Poverty and social.** The project aimed to address and reduce domestic violence by piloting the WEE program for domestic violence survivors at five project sites and improving the quality of and access to protection, medical, psychological, social, legal, and intermediary services for women and children from urban and rural areas. This includes women with disabilities and women and girl survivors of domestic and/or sexual violence. It specifically benefitted poor, vulnerable, and disadvantaged women, including those with disabilities and children, as over 80% of those who received services through shelters and OSSCs were below the poverty line.

27. **Gender equality.** The project is categorized as *gender equity theme*. After retrofitting the original and additional financing projects in ADB's eOperations system in 2021, the gender action plans (GAPs) of the two projects were combined into one GAP, with a total of 21 activities and 27 gender quantitative targets. Overall, GAP implementation was successful, with all 27 quantitative gender targets (100%) fully achieved (Appendix 6). Three GAP targets aligned with the design and monitoring framework (DMF) outcome-level indicators, and 15 GAP targets aligned with the DMF output-level indicators and were fully achieved. Key accomplishments included (i) increased national capacity to provide a multidisciplinary response to domestic violence by constructing and refurbishing five domestic violence shelters, (ii) piloted and tailored the WEE program for survivors of domestic violence, (iii) strengthened national capacity for frontline service providers offering protection and rehabilitation services in response to domestic violence, (iv) delivered BCC activities targeting men and adolescent boys and girls, and (v) adopted the ISO standard for information security management systems for domestic violence hotline operations by upgrading

the police and ambulance hotlines. The GAP contributed to ADB's Strategy 2030 OP 2 on promoting gender equality and women's empowerment by (i) helping 44 women survivors start businesses (OP 2.1.3), (ii) providing multidisciplinary services from nationwide capacity building with new and refurbished shelters reaching 918 women and girls (OP 2.1.4), and (iii) and implementing six solutions to prevent and address GBV in Mongolia (OP 2.1.4). It also contributed to OP 6 by training 7,669 officials (4,393 or 57.3% female) through various trainings and workshops on implementing the LCDV (OP 6.1.1).

I. Safeguards

28. **Environmental safeguards.** The project is classified as category C for environmental safeguards according to ADB's Safeguard Policy Statement (2009). An Environmental Management Checklist was prepared and implemented. Contractors received guidance on the Safeguard Policy Statement and their compliance obligations. They developed site-specific environmental management tables to mitigate potential negative impacts. Environment officers were appointed for each site. The implementation process was regularly monitored by the project environment specialist, local coordinators, and state environment inspectors from specialized inspection agencies. Training on the Environmental Management Checklist was provided to construction contractors, local stakeholders, and field coordinators. Meaningful consultations were held with women, affected persons, nongovernment organizations, and social workers, facilitated by PIU environment specialists. A project grievance redress mechanism (GRM) was functional and accessible to affected people throughout the project implementation. No issues or complaints were reported during project implementation.

29. **Social safeguards and involuntary resettlement.** The project was originally classified as category C for involuntary resettlement during project preparation. However, the construction of a new shelter for domestic violence survivors in Songinokhairkhan district of Ulaanbaatar city was expected to affect a part of the fence and some trees of a neighboring monastery. The project was then reclassified as category B for involuntary resettlement. A resettlement plan was developed and cleared by ADB in August 2022, but it was not disclosed because of the confidentiality of shelters. The PIU submitted social monitoring reports in July 2022, January 2023, and July 2023. The second social monitoring report, covering June–December 2022, stated that the trees did not have to be relocated. Therefore, only the 30-meter fence was moved and reconstructed. There were no resettlement-related issues during the construction period, and the local government issued a cadastral map with updated information to the monastery. Consultations with the affected monastery and local government ensured they were informed and compensated as per the approved resettlement plan. The project grievance redress mechanism was functional and accessible, and no grievances or complaints were received during project implementation.

30. **Indigenous Peoples.** The project is classified as category C for Indigenous Peoples. Of the five project sites, only the Nalaikh district in Ulaanbaatar city has a Kazakh community settlement. The new shelter in Songinokhairkhan district was constructed in a residential area where Kazakh people account for only 0.4% (1,354) of the total population (327,580). Only 18 Kazakh people live in Khoroo 10 of Songinokhairkhan district, so there is no concentrated settlement of Kazakh people. Therefore, the construction of the shelter in Songinokhairkhan does not trigger the Safeguard Policy Statement requirements on Indigenous Peoples.

J. Other Applicable Themes

31. **Japanese visibility and coordination.** Guidelines for donor visibility were complied with. The project-funded goods, equipment, training materials, toolkits, events, forums, multimedia campaigns, and reports featured the logos of JFPR. The support of JFPR was acknowledged by ADB, government agencies, particularly MOJHA and MLSP, and beneficiaries during project implementation. Officials from the Embassy of Japan in Mongolia and the JFPR team visited two of the five domestic violence shelters during the project completion review mission.

K. Monitoring and Reporting

32. The project complied with all covenants of the original and additional grants (Appendix 7), including two specific covenants listed in Article 4 and 15 specific covenants listed in Schedule 3 of the original and additional financing grant agreements. These covenants were relevant and practical, and none were modified, suspended, or waived.

33. ADB regularly monitored the project's implementation progress, compliance with grant covenants and ADB guidelines and requirements, and achievement of DMF and GAP targets. The PIU, on behalf of the executing agency and implementing agencies, provided ADB with (i) quarterly progress reports, (ii) consolidated annual progress reports featuring (a) progress by outputs and indicators and (b) key implementation issues and solutions, (iii) an updated procurement plan, (iv) quarterly social gender action plan reports, and (v) the executing agency's project completion report. As the oversight body, the PSC regularly monitored the project's progress, while MOJHA was responsible for overall monitoring. ADB fielded regular grant review missions, including midterm review and completion review missions.

34. The project's financial management performance and arrangements were satisfactory. Independent auditors, appointed by the National Audit Office of Mongolia and acceptable to ADB, audited the project's annual financial statements. The audited project financial statements (APFS) for fiscal year (FY) 2019 to FY2023 had unqualified audit opinions and were submitted to ADB on time. All APFSs were disclosed on the ADB website, and all issues and follow-up actions raised in the management letters were resolved as of 31 December 2023. The management letter for the 2023 APFS confirmed no significant deficiencies or material weaknesses in internal control. The final APFS for FY2024 was submitted to ADB on 24 October 2024. ADB has reviewed the final APFS and provided the comments to the EA to be addressed on or before 15 December 2024.

II. EVALUATION OF PERFORMANCE

A. Relevance

35. The project is rated *relevant*. At approval, it aligned with Mongolia's Sustainable Development Vision–2030, focusing on developing comprehensive preventive and rehabilitation services that advance the elimination of GBV and contribute to the implementation of the LCDV. The project was included in ADB's country operation business plan, 2017–2019, and its outcome was aligned with the country partnership strategy, 2017–2020. It directly contributed to the three OPs of ADB's Strategy 2030, particularly OP 2, by accelerating gender equality. The project empowered women and children at risk of violence and established domestic violence shelters with international standards in Mongolia.

36. At completion, the project remained fully aligned with government development priorities and ADB's strategies. When the original project was approved in 2018, Mongolia had only 11

shelters and six OSSCs.¹⁶ By 2023, the availability and accessibility of shelters and OSSCs had expanded to 34 nationwide.¹⁷ This was ADB's first project focused on GBV and the first collaboration between MOJHA and ADB. All project stakeholders made significant efforts to adhere to government policies on GBV and effectively coordinate with development partners, such as UNFPA and the International Development Law Organization. Additionally, the project design was highly appropriate for achieving the desired outcomes and outputs. Moreover, the DMF outcome-level targets and indicators were measurable, logical, clear, and achievable to directly contribute to LCDV implementation. Aside from the DMF changes given the additional financing, the DMF had other two minor revisions to set realistic indicators which are assessed to be appropriate (para. 6). Furthermore, the project included innovative features in the design by creating an emergency reporting system that introduced the ISO standard for the expansion of the domestic violence hotline operations.

37. The grant modality was well-suited for piloting the WEE program, which targeted populations at risk of GBV and supported community initiatives through 50 small-scale grants. WEE significantly improved public understanding of the complexities of domestic violence, especially in remote areas where the issue was often taboo. Thus, the project is rated *relevant*.

B. Effectiveness

38. The project is rated *highly effective*. It met or exceeded all outcome and output targets and had no issues with the design and implementation of safeguards and GAP despite the COVID-19-related restrictions. The outcome of “quality of and access to prevention and multidisciplinary response to domestic violence strengthened” was achieved by (i) establishing five shelters and expanding the capacity of existing shelters with the addition of 61 beds (against a target of 50 beds), (ii) strengthening the capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors, and (iii) upgrading hotline operations that play a pivotal role in emergencies. The three outcome indicators exceeded their targets by the first half of 2024: (i) in total, 1,512 people (918 or 61% women and girls) benefitted from six types of multidisciplinary services (263% increase) in the project sites (against a target of 30%); (ii) 44 or 88% women survivors of domestic violence, who benefited from the WEE program, started a new business (against a target of 60% of 50 women survivors); and (iii) in total, 12,027 callers received service information, psychosocial, and legal counseling referrals (142% increase from 2019 baseline) through the “107” helpline from 2022 to the first half of 2024 (against a target of 30% increase). The project achieved all 16 output performance targets. In particular, the project exceeded eight performance targets, which contributed to a more significant impact and benefits for the overall domestic violence prevention and protection system. The scope and coverage of the project’s capacity building efforts mostly exceeded the targets, playing an instrumental role in strengthening the system, which is extremely labor intensive. The GAP and safeguard measures were effectively implemented.

39. The project effectively piloted the WEE program and BCC campaigns in the project sites through community-based support groups, both novel for the country. Beneficiaries of the WEE program saw their income increase by 20–300%, reaching MNT500,000–MNT3,000,000 per month. Additionally, 91%–100% of the BCC campaign participants reported an increased understanding of domestic violence recognition, and its consequences, reporting lines, and

¹⁶ ADB. 2017. [Initial Poverty and Social Analysis for Mongolia: Combating Domestic Violence Against Women and Children](#).

¹⁷ ADB. 2023. [Project Completion Report for Technical Assistant Project on Addressing and Preventing Domestic Violence in Mongolia during COVID-19 Crisis](#). Note: Also, please see the [Brief introduction about the numbers of shelters and OSSCs prepared by MLSP](#).

survivor protection. The project was also very timely as it supported the government in addressing and responding to sharp increases in domestic violence cases when the COVID-19 pandemic hit the country in 2021.

C. Efficiency

40. The project is rated *highly efficient*. At project completion, the recalculated economic internal rates of return (EIRRs) for the small-scale grants program (also referred to as the WEE program) were higher than the EIRRs at appraisal. This was despite the program not intending to set up and run women-led small and medium-sized enterprises. In particular, the EIRRs at completion were 15.1% for sewing/knitting, 14.1% for semi-processed food products, and 24.9% for hairdressing, which are all well above the economic opportunity cost of capital, 6% per annum. The higher EIRR was attributable to the increased production and service capacity of goods and services. A sensitivity analysis undertaken at completion revealed that home-cooked meals and semi-processed food products are sensitive to increases in operation and maintenance (O&M) costs, while hairdressing is sensitive to increases in O&M costs and decreases in revenue. On the contrary, sewing/knitting had a robust recalculated EIRR. Detailed economic and financial reevaluation is presented in Appendix 9.

41. The project generated broader economic benefits beyond the incremental revenues of the WEE program beneficiaries, including (i) reducing the economic costs of GBV expenditures associated with the direct costs of police, health care services, legal costs, and housing, social, and support services; and (ii) averting some of the economic losses from reduced employment and productivity and the diminished value of a life lived with violence. In addition, WEE program participants benefited in many non-economic ways, including raised self-esteem, positive relationships with partners and children, and overall well-being of families. By considering these unquantified benefits, the actual economic impact is much higher. Regarding process efficiency, the project had no cost overruns and was extended through an additional financing grant.

D. Sustainability

42. The project is rated *likely sustainable*. The project constructed and refurbished five shelters in two districts of Ulaanbaatar (Nalaikh and Songinokhaikhan) and three *aimags* (Uvs, Selenge, and Sukhbaatar). While their O&M costs are covered by the local budget, service costs are funded by the state budget based on a normative variable cost per survivor. This cost covers food, clothing, toiletries, and services provided by shelters, including legal support, referrals, situational assessments, psychological services, health care, and child protection and development services. However, the variable cost does not cover wages and salaries of shelter staff or fixed costs such as electricity, heating, water supply, and wastewater management, which are funded by local governments.¹⁸ The Citizens' Representative *Khurals* of the districts and *aimags* approved a decree to fund the O&M costs of the shelters from local budgets, with required services funded by and rendered from the Child, Family Development and Protection Department, a local agency under MLSP's General Authority for Child, Family Development and Protection.¹⁹ All five shelters are now locally operated as part of the total network of assets operated and funded through local budgets. The share of shelter O&M costs in *aimag* budgets is expected to remain

¹⁸ Ministry of Labor and Social Protection. 2020. *Regulation on Variable Cost per Survivor for Shelter Services*.

¹⁹ Citizen's Representative *Khural* of Uvs *aimag*. 2023. *Resolution on the Measure for the Shelter*; Governor of Songinokhaikhan District. 2024. *Order on the Funding for the Shelter*; and Citizen's Representative *Khural* of Selenge *aimag*. 2024. *Resolution on the Measure and Funding for the Shelter*.

less than 3% of the total local budget until 2027. Thus, the budgetary impact of the shelters is considered minimal and unlikely to place an excessive burden on local budgets.

43. The project contributed to Mongolia's GBV legislation by revising and developing more than 20 standards, national guidelines, and regulations for operating shelters and providing social, legal, and emergency services for domestic violence survivors. These revisions aligned with the enforcement of the LCDV and the Criminal Code. The project's contributions to strengthening the national capacity of law enforcement and frontline service providers to address and respond to domestic violence are likely to be sustainable. Through nationwide capacity building efforts, which included the development of 12 training manuals and toolkits, more than 7,669 key officials, MDTs, and staff of shelters, OSSCs, and helplines gained a deeper understanding of the dynamics of domestic violence. This has ensured more effective implementation of the LCDV at the grassroots level. Thus, institutional sustainability has been strengthened significantly with the establishment of proper guidelines and policies during the implementation of key project activities.

E. Development Impact

44. The project is rated *highly satisfactory* for its development impact, as it has significantly contributed to improving the quality of social and legal services addressing freedom from violence in Mongolia. From 2018 to 2022, the project contributed to gender equality by helping to reduce the Gender Inequality Index from 0.320 to 0.297. A lower index value indicates less inequality between women and men. The project's contributions will have a long-term positive impact on expanding and enhancing the availability of quality services, law enforcement, and social justice for survivors of violence at all levels. The establishment and renovation of five domestic violence shelters have increased the country's ability to prevent and respond to emergency services for women and children. It has also strengthened multisectoral collaboration between justice, law enforcement, and social protection services, which played a crucial role in identifying and responding to all forms of GBV during the COVID-19 crisis. As a result, the project supported the government to provide comprehensive services to 1,512 domestic violence survivors by (i) increasing income generation, (ii) reducing potential economic costs from domestic violence, and (iii) increasing overall well-being with improved multidisciplinary services.

45. The project contributed to three OPs of ADB's Strategy 2030: (i) OP 1, addressing remaining poverty and reducing inequalities; (ii) OP 2, accelerating progress in gender equality; and (iii) OP 6, strengthening governance and institutional capacity (Appendix 8). It contributed to OP 1 by (i) improving the quality and safety of emergency domestic violence services with a survivor-centered approach and (ii) piloting the WEE program, targeting 112 women at high risk of domestic violence in project areas. The project supported OP 2 and women's empowerment by building the economic capacity of women survivors to end abusive relationships and break the cycle of abuse. In total, 507 adult survivors (408 or 80.5% women) and 1,005 children (510 or 51% girls) directly benefitted from improved domestic violence shelters that were built and refurbished in line with international standards. Furthermore, 50 community-based initiatives were implemented through small-scale grants to increase the outreach capacity and service quality of MDTs, OSSCs, and local CSOs, particularly for rural women and girls with limited access to information and services. The project contributed to OP 6 by (i) establishing five shelters and upgrading domestic violence service-related regulations and standards across the country to maintain and allocate them into state and local budgets; (ii) upgrading the national capacity and multisectoral response to domestic violence to implement the LCDV by developing GBV-focused manuals and training toolkits; (iii) building the capacity of law enforcement officers, MDTs, and OSSCs to improve protection and rehabilitation services for survivors; and (iv) introducing the ISO standard for information security management systems for the domestic violence hotline

operations by upgrading the police and ambulance hotline systems to expand accessibility and capacity.

F. Performance of the Recipient and the Executing Agency

46. The performance of the recipient (MOF), the executing agency (MOJHA) and the implementing agencies (SCCCP and AFCYD) is rated *highly satisfactory*. MOF and MOJHA provided adequate ownership, willingness, and responsibility during project preparation and approval. MOJHA demonstrated a strong commitment to the successful implementation of the project and provided full support to ADB's regular and high-level missions. The government contributed in-kind counterpart support, such as office space, staff time, and rehabilitation design drawings and workshop venues, in a timely manner. MOJHA showed strong leadership in coordinating with government agencies and GBV-focused projects run by other development partners. This included organizing quarterly donor meetings and regular meetings of the PSC. MOJHA handled the project's key deliverables despite frequent changes in government that resulted in high staff turnover in the executing agency and PIU. MOJHA also handled all in-person activities within a tight schedule despite the constant restrictions and disruptions caused by the COVID-19 pandemic. Moreover, the government took critical action to respond to the sharp increase in domestic violence during the COVID-19 crisis in close collaboration with ADB. MOJHA's leadership was evident in its coordination among local governments and sectoral agencies at the *aimag* and districts, which helped maximize project outcome achievements. All covenants of the grant project were complied with accordingly.

G. Performance of the Asian Development Bank

47. ADB's performance was *satisfactory*. ADB promptly processed the government's request for the original grant to support the implementation of the LCDV, which had been newly revised in 2017. During the COVID-19 pandemic, ADB responded promptly to the government's urgent request for an additional financing grant to address the sharp increase in domestic violence. All proceedings, including original and additional financing grant agreements and deliberations, followed ADB and JFPR regulations. During project implementation, ADB conducted one to two regular review missions per year to assess progress; identify and solve challenges; improve coordination among the executing agency, implementing agencies, and PIU; and conduct social, safeguard, and anticorruption due diligence. All review mission reports were produced timely and distributed and contributed to the comprehensive and accurate documentation of the project. Throughout the project, ADB ensured continuity by retaining the same staff primarily responsible for overseeing the project.

H. Overall Assessment

48. Overall, the project is rated *highly successful*. The project is rated *relevant* because it was fully aligned with government development priorities and ADB's strategies at appraisal and completion, and it piloted innovative features in addressing domestic violence in Mongolia. It is rated *highly effective* as all outcome and output targets were either achieved or exceeded, and it had no issues with safeguards and GAP implementation. The project is rated *highly efficient* because of the economic viability of the WEE program, demonstrated by (i) the overachievement of EIRR and (ii) the reduced economic costs for survivors who were also engaged with secondary prevention and received multidisciplinary services. The project is rated *likely sustainable* because the O&M of all shelters are included in local budgets. Furthermore, it supported the implementation of the LCDV and associated regulations and standards and improved accessibility to services by adding 61 beds nationwide. The project's conception was timely, as it helped to

improve service quality in shelters during the COVID-19 pandemic and thus contributed to the country's efforts to prevent and respond to GBV.

Overall Ratings

Criteria	Rating
Relevance	Relevant
Effectiveness	Highly effective
Efficiency	Highly efficient
Sustainability	Likely sustainable
Overall Assessment	Highly successful
Development impact	Highly satisfactory
Recipient and executing agency	Highly satisfactory
Performance of ADB	Satisfactory

ADB = Asian Development Bank.

Source: ADB.

III. ISSUES, LESSONS, AND RECOMMENDATIONS

A. Issues and Lessons

49. **Scale up WEE piloting.** The pilot WEE program, designed for survivors of domestic violence with a survivor-centered approach, demonstrated a positive impact and long-term benefits, helping women to end abusive relationships even though it required a lot of effort. To further advance women's empowerment in Mongolia, it is crucial to continue the WEE program as a best practice. This can be achieved by expanding ADB's projects in various sectors, such as health, education, water and urban development, and transport in future operations and conducting impact assessments from social, legal, and economic perspectives.

50. **Consultancy and procurement.** The large number of consultancy and procurement packages, including small-scale grants, WEE grants, and shelter equipment, added to the project's complexity during the COVID-19 pandemic. A more flexible approach with fewer firms and procurement items, along with a more realistic scope and costing, would have been preferable.

51. **High staff turnover.** While the project had multidimensional interventions to address domestic violence, which are essential for addressing bottlenecks related to human resources and staff sustainability, it faced multiple challenges because of high staff turnover. These included the replacement of the project director from the executing agency and the coordinator and financial officer from PIU. Moreover, Mongolia faces high staff turnover in MDTs, shelters, OSSCs, and the law enforcement sector, especially in rural areas. The executing agency should focus on the preparedness of human resources, such as social workers, psychologists, and shelter staff nationwide, to maintain continuity.

52. **Beyond GBV response.** The project made significant efforts to improve the quality of multidisciplinary responses to domestic violence, including upgrading shelters to be accessible for PWDs. In Ulaanbaatar, shelters are often overcrowded, particularly with children who have experienced various types of domestic violence, such as physical and sexual abuse, and neglect. Although service provision costs are covered by district and *aimag* AFCYD, and shelter O&M costs are covered by local government budgets, a clear strategy is needed to enhance prevention (primary and secondary) and response activities to break the cycle of domestic violence.

53. **CSO collaboration.** Through small-scale grants, WEE, and BCC activities, CSO collaboration during project implementation led to tangible outcomes. To further strengthen CSO collaboration on GBV, GBV-focused CSOs should be included in the TAG in the future.

B. Recommendations

54. In 2024, Mongolia scored 90.6 out of 100 in gender equality legislation, partly because of the adoption and revision of the LCDV and Child Protection Law, according to the World Bank's Women, Business, and Law indicators.²⁰ However, effective implementation of these laws is essential to eliminate GBV. This requires continuous collaboration across multiple sectors and a strong commitment with an intersectional lens to address the rural–urban divide. Project-focused interventions alone are insufficient to address GBV. Thus, the following recommendations should be explored for future GBV interventions:

55. **Future monitoring and additional assistance.** During the project completion review mission, it was noted that high alcohol consumption, unemployment, and internal migration linked to natural disasters in Mongolia, contributed to increased domestic violence and child neglect. To address these issues, the government should consider developing a national strategic plan that recognizes the connection between violence against women and children and climate change. It is also important to estimate the costs of GBV, including both prevention and response measures at the local and national levels. This can be achieved by integrating GBV into various sectors, including education, health, law, social protection, labor, and disaster risk management.

56. **Interrelation between GBV and the labor market.** Despite higher levels of education, women are underrepresented in the labor market because of the disproportionate burden of unpaid care work. Women are at increased risk of GBV when they are financially dependent on their partners. Therefore, social protection and employment programs should specifically target women and young people who are vulnerable to violence, as this can effectively prevent GBV.

57. **Strengthen accountability mechanisms and prevention for men.** The project launched BCC activities aimed at men, adolescent boys, and girls peer support groups to raise awareness of domestic violence and encourage positive role-modeling behavior. These efforts led to some positive changes in men's behavior, but further research is needed to explore men's overall experiences of violence in Mongolia, not just focusing on perpetrators. This will help strengthen accountability mechanisms and prevent violence before it happens.

58. **Further action or follow-up.** The government should continue to (i) support and monitor the O&M of domestic violence shelters to ensure compliance with national standards and regulations; (ii) maintain the ISO standard system introduced for hotline operations, ensuring accessibility for PWDs; and (iii) follow up on the training of key officials to ensure they regularly use GBV-focused training materials, handouts, and e-GBV modules. The government should also monitor the upcoming civil works for the shelter in Bayanzurkh district under ADB's Ulaanbaatar Urban Services and Ger Areas Development Investment Program (footnote 14), where goods and equipment were procured through this grant project.

59. **Timing of the project performance evaluation report.** A project performance evaluation report is recommended for 2025. By that time, domestic violence shelters will have been operating for 4–5 years, and there will be more evidence to demonstrate the social impacts of the project.

²⁰ The World Bank Group. 2024. [Women, Business and the Law 2024](#).

REVISED DESIGN AND MONITORING FRAMEWORK

Impacts the Project is Aligned with Gender equality in political, legal, economic, social, cultural and family relations substantially achieved (National Program on Gender Equality 2017-2021) ^a Non-traditional risks to peace and safety of citizens and society reduced (Mongolia's Vision-2050) ^b			
Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
Outcome Quality of and access to prevention and multi-disciplinary response to domestic violence strengthened	<p>By 2023:</p> <p>a. Number of beneficiaries benefitted from six types of multidisciplinary services (i.e., safety protection, social welfare, psychological, health, child protection, and referral services) in project sites increased by 30% (2017 baseline: 416 beneficiaries)</p> <p>b. 70% of the 50 women survivors of domestic violence who benefitted from the economic empowerment program are able to start a new business or find employment (2018 baseline: 0)</p> <p>c. At least 30% increase in utilization of hotline by domestic violence survivors receiving service information, psychosocial and legal counseling, and referrals (2017 baseline: 2,068)</p>	<p>By 2024: (no change)</p> <p>b. 60% of the 50 women survivors of domestic violence who benefitted from the economic empowerment program are able to start a new business or find employment (2018 baseline: 0)</p> <p>c. At least 30% increase in utilization of hotline by domestic violence survivors receiving service information, psychosocial and legal counseling, and referrals (2019 baseline: 4,968)</p>	<p>Exceeded. In Q2 2024, the number of beneficiaries that benefitted from six types of multidisciplinary services in project sites increased by 263% from 416 (2017) to a total of 1,512 beneficiaries (918 female). Source: <i>Data from shelters in project sites.</i></p> <p>Exceeded. As of Q2 2024, 44 out of 50 women survivors of domestic violence who benefitted from the economic empowerment program, started their new businesses. Source: <i>Final report of the Women Economic Empowerment program 2023.</i></p> <p>Exceeded. As of Q2 2024, the utilization of "107" hotline by domestic violence survivors receiving service information, psychosocial and legal counseling, and referrals increased by 142% from 4,968 (2019) to 12,027. Source: <i>Helpline 107 administrative records from 1 January 2022 to 30 June 2024.</i></p>
Outputs 1. Multidisciplinary response and livelihood assistance services to domestic violence survivors delivered	<p>By 2022:</p> <p>1a. Five new shelters with at least 50 beds operational in three <i>aimags</i> and two districts (2018 baseline: 11 shelters; 106 beds)</p>	<p>By 2023: (no change)</p>	<p>Exceeded. In Q2 2024, five new shelters were constructed and refurbished and operational in three <i>aimags</i> and two districts increasing the number of shelters from 11 (2018) to 16, and increasing the total shelter capacity by 61 beds (Nalaikh-14; Uvs-13; Selenge-7; Sukhbaatar-8; and Songinokhairkhan-19) from 106 (2018) to 167. Source: <i>Final project annual report 2023</i></p>

Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
	1b. Two out of five shelters refurbished according to universal access design specifications established (2018 baseline: 0)	(no change)	<p>Achieved. In 2023, out of five shelters, two shelters (located in (Uvs <i>aimag</i> and Songinokhairkhan district)) were refurbished according to universal access design specification, featuring enhanced accessibility measures specifically designed for people with disabilities. Source: <i>Final project annual report 2023</i></p>
	1c. At least 90 women domestic violence survivors in five project sites report improved understanding on financial and legal literacy, business proposal development (2018 baseline: 0)	(no change)	<p>Exceeded. In 2023, a total of 115 women domestic violence survivors significantly improved their knowledge on financial and legal matters, as well as business proposal writing. Source: <i>Final report Economic empowerment program. 2023.</i></p>
	1d. A pilot for economic empowerment program tested and lessons learned disseminated among relevant government agencies and policy makers (2018 baseline: 0)	(no change)	<p>Achieved. In 2022, the pilot testing for economic empowerment program was completed with report and lessons learned disseminated to three implementing agencies and MLSP. The information and related data of 50 beneficiary women was submitted to the MLSP beneficiary database for future inclusion in potential empowerment and support activities. Source: <i>Final report Economic empowerment program. 2023.</i></p>
	1e. Additional two existing shelters or OSSCs have improved safety features, and/or child-friendly facilities as a result of the community-based initiatives (2018 baseline: 0)	1e. Additional five existing shelters or OSSCs have improved safety features, and/or child-friendly facilities and at least seven communities (total of around 560 persons, with 40% men) have increased understanding on GBV/domestic violence as a result of community-based initiatives (2020 baseline: 0)	<p>Exceeded. In 2023, a total of 23 existing shelters and OSSCs have improved safety features and child-friendly facilities in six locations, and 27 communities with total of 16,292 persons, including 10,216 (62.7%) women and 6,076 (37.3%) men have increased understanding of GBV/domestic violence, as a result of 50 community-based initiatives. Furthermore, 1,288 (861 or 67% women) MDT members also underwent training.</p>

Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
		1f. Physical capacity of a shelter of municipal Police Department increased to 54 beds (2020 baseline: 30 beds)	<p>Source: <i>Final project annual report 2023</i>.</p> <p>Achieved. In 2023, physical capacity of a shelter of municipal police department increased from 30 (2020) to 54 beds. These beds along with other purchased equipment items were handed over to the National Police Agency and the relevant government organization as planned. These items will all be transferred to the said shelter once the construction work of the shelter is completed under GADIP expected in March 2025. Source: <i>Final project annual report 2023</i>.</p>
2. Capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved	<p>2a. 830 officials with responsibilities for protection and rehabilitation, including 700 MDT members and 130 officials of crime prevention coordination sub-councils in project sites trained; of whom 70% report improved knowledge of effective multidisciplinary response to domestic violence (2018 baseline: 0)</p> <p>2b. E-learning modules on GBV and domestic violence based on existing police curricula developed and available in the police intranet (2018 baseline: 0)</p>	<p>(no change)</p> <p>(no change)</p>	<p>Exceeded. In July to December 2023, a total of 915 officials (512 or 56% female) with responsibilities for protection and rehabilitation participated in the capacity building training, in the five project sites, including 767 MDT members and 148 officials of crime prevention coordination sub-councils. All participants (100%) reported increased knowledge on prevention and effective multidisciplinary response to domestic violence in line with newly approved guidelines for MDTs and 12 types of handbooks for MDT members developed under the project. Source <i>Final training report</i></p> <p>Achieved. In 2023, GBV and domestic violence e-learning modules with e-lessons, knowledge tests and questionnaires were developed and uploaded to the police intranet under General Authority for Police. As of Q2 2024, a total of 1,654 (776 female) police officers have accessed the e-learning modules. Source: <i>Final project completion report</i></p>

Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
	<p>2c. At least 70 of 100 trained staff of shelters, OSSCs, helplines, and selected psychologists in the projects sites report improved knowledge in psychological counseling, communication first response, and law enforcement procedures (85% of participants are female) (2018 baseline: 0)</p> <p>2d. At least 30 PWDs are trained as peer educators on peer counseling, use of communication tools, and GBV and domestic violence legal framework, and 25 support groups are established (2018 baseline: 0)</p>	<p>(no change)</p> <p>2d. At least 30 PWDs and caregivers are trained as peer educators on peer counseling, use of communication tools, and GBV and domestic violence legal framework, and 25 support groups are established (2018 baseline:0)</p> <p>2e. At least 70% of trainee 345 multidisciplinary teams (2,650 members) report increased knowledge on prevention and effective multidisciplinary response to domestic violence (2019 baseline: 55.8% of MDTs/2,431 members trained)</p>	<p>Achieved. In 2023, a total of 110 (101 or 91.8% female) staff of shelters, OSSCs, helplines, and selected psychologists in the project sites reported improved knowledge in psychological counseling, communication first response, and law enforcement procedures. The staff attended a two-day classroom workshop on methodology of the 6 types of comprehensive psychological service program and participated in two local study visits to project-supported shelters to learn best practices and share experiences. Source: <i>Final training report</i></p> <p>Achieved. In 2023, the selected 30 PWDs and their caregivers were trained as peer educators on peer counseling, use of communication tools, and GBV and domestic violence legal framework. The 30 peer educators led the establishment of 25 peer support groups with 125 members in five project sites in 2022. Source: <i>Final report</i></p> <p>Exceeded. In 2023, the number of MDT trainees that reported improved knowledge on prevention and effective multidisciplinary response to domestic violence increased from 55.8% of MDTs with 2,431 members (2019) to 100% of 771 MDTs with 4,581 members. This was implemented through regional workshops, MDT's national forum (online and offline) and targeted trainings. Source: <i>Final training report</i></p>

Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
3. Behavior of key stakeholders on prevention, reporting, and protection of survivors improved	3a. All 107 domestic violence hotline operators trained in communication first response, psychosocial and legal counseling and other support services (2017 baseline: 2)	3a. All 107 domestic violence hotline operators trained in communication first response, psychosocial and legal counseling and digital platform services (2017 baseline: 2)	Achieved. In 2023, all “107” domestic violence hotline operators (a total of 255 staff) were trained in communication first response, psychosocial and legal counseling and digital platform services through a series of 11 training activities. Source: <i>Final consultancy report</i> NGNEX LLC
	3b. At least 70 of 100 men engaged in BCC activities in two urban and rural project sites through 10 community-based support groups report increased understanding of domestic violence consequences, and promoted positive role modeling behavior (2018 baseline: 0)	(no change)	Achieved. In 2023, 91 (81%) of 112 men who participated in BCC training activities in two urban and three rural project sites reported increased understanding of domestic violence consequences and improved positive attitudes and behaviors. Source: <i>Final assessment report</i> . MMCG research institute.
	3c. At least 200 adolescent girls and boys (100 each) in BCC campaigns in two urban and rural project sites demonstrate increased awareness on domestic violence recognition, reporting lines and survivor protection (2018 baseline: 0)	(no change)	Achieved. In 2023, 94% out a total of 200 adolescent girls and boys (100 each) who attended BCC training activities in one urban and one rural project site increased awareness on domestic violence recognition, reporting lines, and survivor protection . Source: <i>Final assessment report</i> . MMCG research institute.
		3d. The ISO standard (ISO: 27001) on information security management system adopted for the hotline operations (2020 baseline: 0)	Achieved. In 2023, the ISO/IEC27001:2022 standard on information security management system was adopted for the hotline operations. This was a collaborative effort between the consulting team and National Information and Operational Management Center. Source: <i>Final project annual report 2023</i> .
		3e. At least 80% of trainees 130 social workers, psychologists and officers of detention centers report increased knowledge of mandatory training programs on	Exceeded. In 2023, 100% of 154 trainees (96 or 62.33% female) consisting of social workers, psychologists and detention center officers reported increased

Results Chain	Performance Indicators	Revised DMF Indicator (Additional Financing) ^c	Project Achievements
		behavior change for perpetrators (2020 baseline: 0)	knowledge of mandatory training programs on behavior change for perpetrators. Source: <i>Final training report</i>

ADB = Asian Development Bank; AFCYD = Authority for Family, Child and Youth Development; BCC = behavior change communication; CSO = civil society organization; GADIP = Ulaanbaatar Urban Services and Ger Areas Development Investment Program, GBV = gender-based violence; IA = Implementing Agency; MDT = multidisciplinary team (composed of medical doctor, police, school social worker, community social worker and local governor who work for prevention, response and referral services for domestic violence victims); MOJHA = Ministry of Justice and Home Affairs; MLSP = Ministry of Labor and Social Protection; OP = operational priority; OSSC = one-stop service center; PIU = project implementation unit; PWDs = persons with disabilities; Q = quarter, R= risk.

^a Government of Mongolia. 2011. Law of Mongolia on Promotion of Gender Equality. Ulaanbaatar.

^b State Great Khural. 2020. Mongolia's Vision-2050. Ulaanbaatar.

^c ADB. Mongolia. Combating Domestic Violence Against Women and Children - Additional Financing. <https://www.adb.org/projects/51217-002/main>

Source: ADB.

PROJECT COST AT APPROVAL AND ACTUAL
(\$ million)

Item	Estimate at Approval			Revision ^a			Actual		
	Foreign Exchange	Local Currency	Total Cost	Foreign Exchange	Local Currency	Total Cost	Foreign Exchange	Local Currency	Total Cost
A. Base Costs									
1			0.348			0.348	0.520		0.520
2									
2a			0.039			0.039	0.041		
2b			0.348	0.452		0.800	1.088		
			0.387	0.452		0.839	1.129		1.129
3			0.347	0.238		0.585	0.643		0.643
4									
4a			0.521	0.067			0.755		
4b			0.029					0.019	
			0.550	0.067		0.617	0.755	0.019	0.774
5									
5a			0.776	0.146		0.922	0.669		
5b			0.165				0.165		
			0.941	0.146		1.087	0.834		0.834
6									
6a			0.125			0.125	0.111		
6b			0.150	0.100		0.250	0.220		
			0.275	0.100		0.375	0.331		0.331
			2.848	1.003		3.851	4.212	0.019	4.231
B. Contingencies									
			0.039	0.008		0.047	0.000	0.000	0.000
			0.313	0.030		0.343	0.000	0.000	0.000
			0.352	0.038		0.390	0.000	0.000	0.000
C. Total Project Cost (A+B)			3.200	1.041		4.241	4.212	0.019	4.231

ADB = Asian Development Bank; MDT = multidisciplinary team (composed of medical doctor, police, school social worker, community social worker and local governor who work for prevention, response and referral services for domestic violence victims); OSSC = one-stop service center.

Note: \$165,000 of in-kind contribution of the government included six premises, rehabilitation designs/drawings with cost estimates of five shelters and helpline center, office spaces for PIU and field coordinators, workshop venues, staff time, and operations and variable costs of the five shelters and helpline center. \$76,254 of VAT is financed by the government.

^a Additional financing was approved in August 2021.

Source: Asian Development Bank (ADB) estimates.

PROJECT COST BY FINANCIER
Table A3.1: Project Cost at Approval by Financier
(\$ million)

Item	ADB (G9198)		Government (G9198)		ADB (G9221) ^a		Government (G9221) ^a		Total
	Amount	% of Total Cost	Amount	% of Total Cost	Amount	% of Total Cost	Amount	% of Total Cost	Amount
A. Base Costs									
1	Civil works	0.348	100.0						0.348
2	Goods and Services								
2a	Equipment	0.036	90.9	0.003	9.1				
2b	Other goods and Services	0.316	90.9	0.032	9.1	0.411	90.9	0.041	9.1
	Subtotal for goods and services	0.352		0.035		0.411		0.041	9.1
3	Training	0.347	100.0			0.238	100.0		0.585
4	Consulting Services								
4a	Local	0.521	100.0			0.067	100.0		
4b	International	0.029	100.0						
	Subtotal for Consulting Services	0.550				0.067			0.617
5	Project Management								
5a	ADB financing	0.776	100.0			0.146	100.0		
5b	Government financing			0.165	5.2				
	Subtotal for project management	0.776		0.165		0.146			1.087
6	Small-scale Grants (SSGs)								
6a	SSGs for economic empowerment program	0.125	100.0						
6b	SSGs for shelters, OSSCs, and MDTs	0.150	100.0			0.100	100.0		
	Subtotal Small-scale Grants	0.275				0.100			0.375
	Subtotal A	2.648	93.0	0.200	6.3	0.962	95.9	0.041	4.1
B. Contingencies									
	Physical	0.039	100.0			0.008	100.0		0.047
	Price	0.313	100.0			0.030	100.0		0.343
	Subtotal B	0.352				0.038	100.0		0.390
C. Total Project Cost (A+B)		3.000	93.7	0.200	6.3	1.000	96.1	0.041	3.9

ADB = Asian Development Bank; MDT = multidisciplinary team; OSSC = one-stop service center.

Notes:

- \$165,000 of in-kind contribution of the government included six premises, rehabilitation designs/drawings with cost estimates of five shelters and helpline center, office spaces for PIU and field coordinators, workshop venues, staff time, and operations and variable costs of the five shelters and helpline center. \$76,254 of VAT is financed by the government.
- Other investment and project management costs in the allocation table of G9198 are comprised of civil works, training, consulting services, project management costs, and contingencies. Other investment and project management costs in the allocation table of G9221 are comprised of training, consulting services, and project management costs.
- Includes estimated audit fees of \$16,463.44 for the audit of the annual project financial statements for 2019-2024 to be financed by ADB grant resources.

^a Additional financing was approved in 2021.

Source: ADB estimates.

**Table A3.2: Project Cost at Completion by Financier
(\$ million)**

Item	ADB (G9198)		Government (G9198)		ADB (G9221) ^a		Government (G9221) ^a		Total	
	Amount	% of Total Cost	Amount	% of Total Cost	Amount	% of Total Cost	Amount	% of Total Cost	Amount	Taxes and Duties
A. Base Costs										
1	Civil works	0.520	12%						0.520	
2	Goods and Services									
2a	Equipment	0.038		0.003					0.041	0.003
2b	Other goods and Services	0.531		0.032	1%	0.484	11%	0.041	1.088	0.073
	Subtotal for goods and services	0.569	13%	0.035	1%	0.484	11%	0.041	1.129	
3	Training	0.421	10%			0.222	5%		0.643	
4	Consulting Services									
4a	Local	0.685				0.070			0.755	
4b	International	0.019							0.019	
	Subtotal for Consulting Services	0.704	17%			0.070	2%		0.774	
5	Project Management									
5a	ADB financing	0.538				0.131			0.669	
5b	Government financing			0.165	4%				0.165	
	Subtotal for project management	0.538	13%	0.165	4%	0.131	3%		0.834	
6	Small-scale Grants									
6a	Small-scale Grants for economic empowerment program	0.111							0.111	
6b	Small-scale Grants for shelters, OSSCs, and MDTs	0.129				0.091			0.220	
	Subtotal Small-scale Grants	0.240	6%			0.091	2%		0.331	
	Subtotal A	2.992	71%	0.200	5%	0.998	24%	0.041	4.231	
B. Contingencies										
	Physical	0.000				0.000		0.000	0.000	
	Price	0.000				0.000		0.000	0.000	
	Subtotal B	0.000	0%			0.008	0%	0.000	0.000	
C. Total Project Cost (A+B)		2.992	71%	0.200	5%	0.998	24%	0.041	4.231	0.076

ADB = Asian Development Bank; MDT = multidisciplinary team; OSSC = one-stop service center.

Notes:

- \$165,000 of in-kind contribution of the government included six premises, rehabilitation designs/drawings with cost estimates of five shelters and helpline center, office spaces for PIU and field coordinators, workshop venues, staff time, and operations and variable costs of the five shelters and helpline center. \$76,254 of VAT is financed by the government.
- Other investment and project management costs in the allocation table of G9198 are comprised of civil works, training, consulting services, project management costs, and contingencies. Other investment and project management costs in the allocation table of G9221 are comprised of training, consulting services, and project management costs.
- Includes estimated audit fees of \$16,463.44 for the audit of the annual project financial statements for 2019-2024 to be financed by ADB grant resources.

^a Additional financing was approved in 2021.

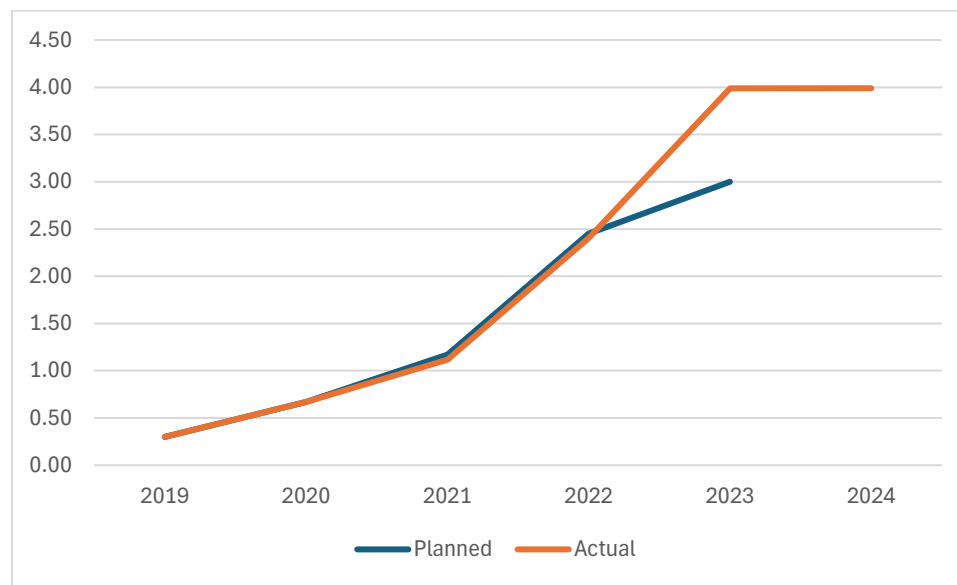
Source: ADB estimates.

DISBURSEMENT OF ADB GRANT PROCEEDS

Table A4: Annual and Cumulative Disbursement of ADB Grant Proceeds

Year	Annual Disbursement		Cumulative Disbursement	
	Amount (\$ million)	% of Total	Amount (\$ million)	% of Total
2019	0.30	7.5	0.30	7.5
2020	0.37	9.3	0.67	16.8
2021	0.45	11.2	1.12	28.0
2022	1.29	32.2	2.40	60.2
2023	1.59	39.8	3.99	100.0
2024	0.00	0.0	3.99	100.0
Total	3.99	100.0	3.99	100.0

ADB = Asian Development Bank.
Source: ADB.

Figure A4: Projected and Actual Cumulative Disbursement of ADB Grant Proceeds (\$ million)

ADB = Asian Development Bank.

Note:

The disbursement baseline projections were revised three times: (i) in August 2021 following the midterm review mission, (ii) in September 2021 for eOps data retrofitting given the approval of the additional financing, and (iii) in October 2022 following approval of the grant extension by one year from 31 December 2022 to 31 December 2023.

Sources: ADB Grant Financial Information System, ADB Operations Dashboard, ADB eOperations, Project Administration Manual.

CONTRACT AWARDS OF ADB GRANT PROCEEDS

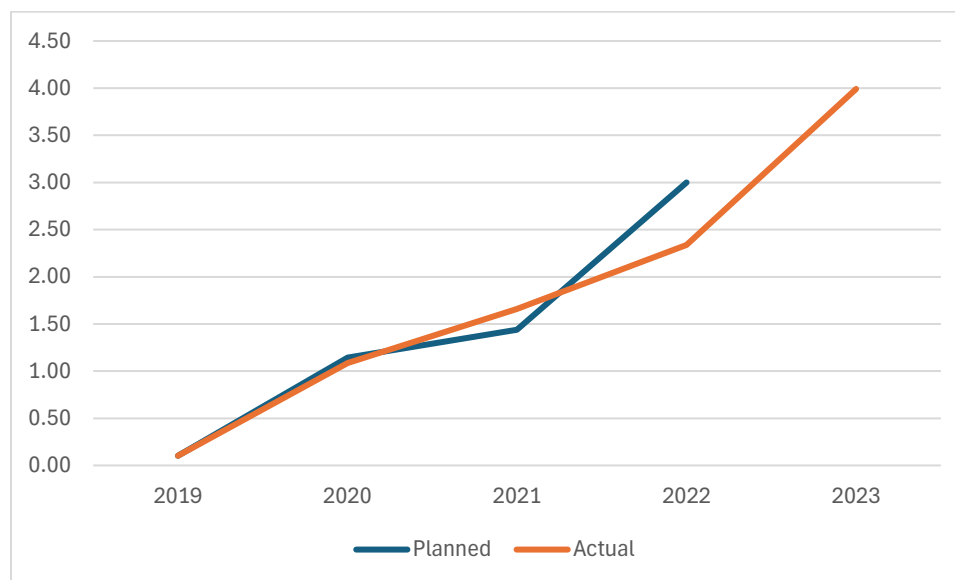
Table A5: Annual and Cumulative Contract Awards of ADB Grant Proceeds

Year	Annual Contract Awards		Cumulative Contract Awards	
	Amount (\$ million)	% of Total	Amount (\$ million)	% of Total
2018	-	-	-	-
2019	0.10	2.6	0.10	2.6
2020	0.98	24.6	1.09	27.2
2021	0.57	14.3	1.66	41.5
2022	0.68	17.0	2.34	58.6
2023	1.65	41.4	3.99	100.0
Total	3.99	100.0	3.99	100.0

ADB = Asian Development Bank.

Source: ADB.

Figure A5: Projected and Actual Cumulative Contract Awards of ADB Grant Proceeds
(\$ million)



ADB = Asian Development Bank.

Note:

The contract awards baseline projections were revised three times: (i) in August 2021 following the midterm review mission, (ii) in September 2021 for eOps data retrofitting given the approval of the additional financing, and (iii) in October 2022 following approval of the grant extension by one year from 31 December 2022 to 31 December 2023.

Sources: ADB Grant Financial Information System, ADB Operations Dashboard, ADB eOperations, Project Administration Manual.

GENDER ACTION PLAN AND ACHIEVEMENT

A. Introduction

1. At the request of the Government of Mongolia, on 15 October 2018, the Asian Development Bank (ADB) approved a grant (the original project) of \$3.0 million from the Government of Japan through the Japan Fund for Prosperous and Resilient Asia and Pacific (JFPR) and \$0.2 million of in-kind government contribution for the Combating Domestic Violence Against Women and Children Project. The additional financing grant of \$1.0 million was approved on 24 August 2021 with \$0.04 million of in-kind government support. The project aimed to establish institutionalized services for better prevention and multidisciplinary responses to domestic violence against women and children.

2. This project was ADB's first dedicated project addressing domestic violence in Mongolia. The project's envisaged impacts were (i) gender equality in political, economic, social and cultural spheres, and family relations substantially achieved, and (ii) non-traditional risks to the peace and safety of citizens and society reduced. The project outcome was the quality of and access to prevention and multidisciplinary response to domestic violence strengthened. The project had three outputs: (i) multidisciplinary response and livelihood assistance services to domestic violence survivors delivered; (ii) the capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved, and (iii) the behavior of key stakeholders on prevention, reporting, and protection of survivors improved.

B. Gender Issues

3. The project is categorized as *gender equity theme* (GEN) following ADB's Gender Strategy under operational priority 2 during its design phase and identified the following underlying issues to ensure gender equality in Mongolia by addressing domestic violence against women and children.

- (i) Over half of Mongolian women aged 15-64 have experienced at least one type of violence in their lifetime, corresponding to more than 500,000 women nationwide. Additionally, 31.2% of women have experienced physical or sexual violence from their intimate;
- (ii) Only 8.3% of women report violence to the police due to victim-blaming attitudes and other barriers. More than half of abused women have left their homes for at least one night, and nearly three-quarters eventually return to abusive relationships due to family concerns and lack of viable options. Legal and social barriers hinder survivors from leaving violent relationships;
- (iii) In 2020, Mongolian police reported 11,444 domestic violence cases, including 10,306 infringement cases and 1,138 criminal cases. Of the criminal cases, 1,043 involved injuries, 53 were rapes, and 18 resulted in deaths. However, these figures likely underrepresent the true extent of domestic violence due to underreporting caused by insufficient recognition, protection, and prevention mechanisms. Social norms discourage reporting, exacerbating the issue.
- (iv) The national capacity for protecting survivors of domestic violence is under strain due to limited shelter availability. Ulaanbaatar, with 47% of Mongolia's population, has only five shelters and seven One-Stop Service Centers (OSSCs). Remote rural areas are particularly vulnerable, with disparities in shelter and OSSC availability among *aimags*. These gaps highlight the systemic challenges in

addressing domestic violence effectively, including insufficient training and program content for service providers, impacting prevention, response, and referral services.

- (v) Domestic violence significantly increases the risk of poverty among women due to reduced productivity and higher household socioeconomic burdens. Survivors of domestic violence, often unemployed and financially reliant on perpetrators, face significant socioeconomic challenges, particularly impacting women with children or lacking familial support. The broader economic impacts include lost workdays, increased healthcare and legal costs, and emotional stress, all of which hinder economic growth at both national and household levels.
- (vi) In 2020, the hotline #107, operated by the government, saw a 4.9% increase with 10,754 calls for legal and psychosocial counseling, distress, and domestic violence issues. Meanwhile, NGO hotlines recorded a 56.08% increase to 1,239 calls compared to 2019. These official figures likely underestimate the real scale of domestic violence due to underreporting caused by societal factors and inadequate support systems, often termed as a 'shadow pandemic'. The National Human Rights Commission stressed the need to enhance mandatory behavior change programs for perpetrators, noting a 26.4% increase in detentions for domestic violence in 2020, including repeated offenses.
- (vii) Pre-existing poverty and inequality have increased with the impacts of COVID-19. Increased unemployment and income loss have escalated public stress resulting in alcoholism and domestic violence. Domestic violence survivors suffer serious physical and mental health consequences requiring urgent responses, including medical services, and safety protection. The sole use of phone-based hotlines cannot handle multiple concurrent calls, thereby limiting the ability of victims to reach services in emergencies, especially during the lockdowns.

C. Project Gender Features

4. To address adverse impacts on gender equality, the project gender action plan (GAP) included the following key features: (i) enhance multidisciplinary response and deliver livelihood assistance services to domestic violence survivors; (ii) strengthen the national capacity on protection and rehabilitation services for domestic violence survivors; and (iii) improve the behavior of key stakeholders on prevention, reporting and protection of survivors. The project was designed with strong pro-poor, socially inclusive, and gender-sensitive features. It aimed directly to assist survivors of domestic violence, including persons with disabilities (PWD) who are especially vulnerable by building shelters and providing multidisciplinary responses to domestic violence. The project also designed to reduce long-term poverty by addressing the impacts of domestic violence through extensive public awareness activities and behavior change communication (BCC) campaigns targeting men and adolescent boys and girls.

5. Moreover, measures to reduce poverty were considered through piloting women's economic empowerment program (WEE), which targeted 100 women survivors. Women, children, and vulnerable population at risks of domestic violence were also beneficiaries from pilot community initiatives with small-scale grants. The project was also designed to reach PWDs who are most susceptible to domestic violence and poverty through peer educators who can assist them in obtaining protection and accessing legal and welfare services.

6. The project target locations were selected based on poverty, unemployment, and crime rate. In 2016, The poverty rates in Sukhbaatar, Selenge, Uvs *aimags*, and Ulaanbaatar city are 47%, 36.4%, 24.2%, and 24.8% respectively, with Sukhbaatar and Selenge *aimags* exceeding

the national average of 29.6%. Unemployment rates in Uvs, Selenge, Sukhbaatar, and Ulaanbaatar are 11.4%, 8.1%, 9.9%, and 9.1% respectively, higher than the national average of 8.6%. Although local labor departments have employment programs, there is no specific support program for domestic violence survivors. In 2017, Mongolia recorded 1,286 domestic violence-related crimes, with over half reported in Ulaanbaatar, notably in Songinokhairkhan and Nalaikh districts. Selenge, Sukhbaatar, and Uvs reported 46, 42, and 21 such crimes respectively. Despite Ulaanbaatar accommodating 47% of Mongolia's population, it has only three shelters and three one-stop service centers (OSSCs). Rural areas lack sufficient protection services, as only 6 out of 21 *aimags* have shelters and 13 have OSSCs. Domestic violence in Mongolia remains underreported and inadequately addressed due to insufficient recognition, protection, and prevention mechanisms.

7. To deal with the sharp increase in GBV cases during COVID-19 outbreak, additional financing grant added value by promoting the integration of pilot advanced technologies to the national hotline services and scale up some critical interventions of the current project for wider impact. For instance, domestic violence online chatbot services, mental health and stress management for frontline service providers and ISO standards for the national hotline operations were added to increase the reporting and responding services despite the restriction associated with the pandemic.

8. All interventions were aligned with both government and ADB objectives to address significant challenges towards achieving gender equality. The project was aligned with Sustainable Development Goal 5 (achieve gender equality and empower all women and girls), in particular the target of eliminating violence against women and girls. The project was aligned with Mongolia's Vision-2050, Long-term Development Policy¹ and Cross-Sectoral Strategic Plan for Promoting Gender Equality (2022-2031)². It contributed to the implementation of Revision of the Law on Domestic Violence which was adopted in 2016 to develop comprehensive preventive and rehabilitation services that advance the elimination of GBV.³ The project is categorized as GEN as it significantly addresses gender equality and women's empowerment, actively working to narrow gender disparities in alignment with ADB's Operational Priority 2. The primary beneficiaries of the project encompass domestic violence survivor women and children, and key officials engaged in the field of GBV and domestic violence.

9. The Ministry of Justice and Home Affairs (MOJHA), the project executing agency, was responsible for implementing GAP. The project implementation unit (PIU) hired a full-time social and gender specialist to oversee the implementation of GAP. The original GAP comprised 17 activities and 22 indicators. During the processing of additional financing, the GAP underwent a review, affirming the gender-related activities, targets, and indicators of the original project with slight modifications.⁴ The revised GAP comprises 22 activities, and 27 performance indicators. GAP was changed twice following DMF minor changes regarding WEE achievement and expanding the target population groups.

¹ Parliament of Mongolia, 2020. *Vision 2050: Long-term Development Policy of Mongolia*. Ulaanbaatar.

² The Government of Mongolia. 2022. *The National Gender Committee Resolution on Approval of the Cross-Sectoral Strategic Plan on Gender Equality 2022-2031*. Ulaanbaatar.

³ Parliament of Mongolia. 2016. *Revision of the Law to Combat Domestic Violence*. Ulaanbaatar.

⁴ Upon the project midterm review mission held in August 2021, GAP was updated and comprised of 22 activities and 27 target indicators under Memorandum of Understanding dated 10 August 2021.

D. Gender Action Plan Achievements

10. As shown in the retrofitted GAP Achievement Matrix below all 27 gender-related targets were fully achieved (100%).

Table A6: Gender Action Plan Achievements Matrix

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
Outcome: Quality of and access to prevention and multidisciplinary response to domestic violence strengthened.		
Activity and target: Number of beneficiaries benefitted from six types of multidisciplinary services (i.e., safety protection, social welfare, psychological, health, child protection, and referral services) in project sites increased by 30% (2017 baseline: 416 beneficiaries) Aligned with DMF a	The project contributed to strengthening the quality of and access to prevention and multidisciplinary response to domestic violence in Mongolia and achieved its outcome target. The number of beneficiaries of six types of multidisciplinary services (i.e., safety protection, social welfare, psychological, health, child protection, and referral services) in project sites increased by 263% from 416 to 1,512 (918 female) in Q2 2024. The project's contribution will have long-term positive effects on the expansion and availability of quality multidisciplinary services at <i>aimag</i> and district level.	Target exceeded.
Activity and target: 60% of the 50 women survivors of domestic violence who benefited from the economic empowerment program are able to start a new business or find employment (2018 baseline: 0) Aligned with DMF b	The project contributed directly to poverty reduction by piloting economic empowerment program involving 50 women survivors of domestic violence, and assisted them to start a new business. As of Q2 2024, 44 (88.0%) out of 50 women survivors of domestic violence have benefited from the economic empowerment program, started their new businesses.	Target exceeded.
Activity and target: At least 30% increase in utilization of hotline by domestic violence survivors receiving service information, psychosocial and legal counseling, and referrals (2019 baseline: 4,968) Aligned with DMF c	The "107" hotline system re-developed and integrated into the Information and Operational Management Center' system based on the decision of the MOJHA and supplied by required IT equipment and electric appliances. The project supported piloting an integrated digital eco-system to expand "107" hotline and adoption of the ISO standard to the hotline operations. All of 12027 domestic violence survivors received service information, and psychosocial and legal counseling referrals through "107" helpline from 2022- 2024 and increased by 142% from 2019.	Target exceeded.
Output 1: Multidisciplinary response and livelihood assistance services to domestic violence survivors delivered.		
Activity 1: Establish 5 shelters in three <i>aimags</i> (Uvs, Selenge, Sukhbaatar) and two districts (Songinokhairkhan, Nalaikh)	The project established five shelters in specific locations, covering Uvs, Selenge, Sukhbaatar <i>aimags</i> , along with the Songinokhairkhan and Nalaikh districts of Ulaanbaatar city.	Activity 1 completed.
Indicators/targets 1: Five shelters operational for domestic violence	The project has demonstrated significant outcomes with the establishment of five shelters, each equipped with essential amenities including dedicated children's play areas and	Target 1 achieved

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>victims in three <i>aimags</i> and two districts, meeting the national standards. Aligned with DMF 1a</p> <p>Indicators/targets 2: Two out of five shelters refurbished according to universal access design specifications established. Aligned with DMF 1b</p>	<p>counseling rooms. All five shelters are currently operational and have provided services to a total of 507 adults (408 or 80.5% female) and 1005 children (510 or 51% girls) affected by domestic violence.</p> <p>Two (Uvs <i>aimag</i>, Songinokhairkhan district) out of five established shelters now feature enhanced accessibility measures specifically designed for people with disabilities. As of June 30, 2024, the Uvs shelter has delivered services to one woman with a disability, while the Songinokhairkhan district shelter had provided services to 14 children with disabilities.</p>	<p>Target 2 achieved</p>
<p>Activity 2: Train 100 domestic violence survivor women on financial and legal literacy, and business proposal development.</p> <p>Indicators/targets 3: At least 90 trained domestic violence survivor women have improved understanding on financial and legal literacy, business proposal development in five project sites. Aligned with DMF 1c</p>	<p>From October 2020 to December 2022, a pilot initiative aimed at economically empowering women survivors of domestic violence was implemented across five project locations. The initial phase involved conducting a five-day training program for 115 survivors of domestic violence distributed as follows: Songinokhairkhan - 28 participants, Nalaikh - 12 participants, Sukhbaatar - 27 participants, Selenge - 25 participants, and Uvs - 23 participants. The training curriculum covered essential topics like empowerment principles, personal development, financial and legal literacy, and business proposals.</p> <p>The initial phase of women's economic empowerment training was successfully completed in five project areas. All participants (115 or 100%) significantly improved their knowledge of financial and legal matters, as well as business proposal writing. Out of the 115 women involved, 105 (91%) have crafted and submitted small business proposals following their training, qualifying them to advance to the second phase where they will be considered for small-scale grants.</p>	<p>Activity 2 completed.</p> <p>Target 3 exceeded.</p>
<p>Activity 3: Provide a follow-up training on business development, communication skills and leadership for 50 domestic violence survivor women out of 100 survivors trained.</p> <p>Indicators/targets 4: 50 domestic violence survivor women improved their knowledge and skills on business development and management (e.g., accounting, marketing, etc.), and start-up business. Aligned with DMF 1d</p>	<p>During April-May 2022, the second phase of capacity-building activities was conducted for 50 women domestic violence survivors. This initiative included 10 participants chosen from each of the five project sites. The training sessions were designed to educate participants in accounting, marketing, and business development, while also strengthening their leadership and communication abilities.</p> <p>According to the pre and post training survey, all participants reported significant enhancement in their comprehension of accounting, marketing, business development, leadership, and communication skills. Subsequently, all 50 women successfully formulated their startup business proposals. As of 30 June 2024, 44 of these women continue to operate their businesses, achieving higher incomes and greater financial autonomy. This empowerment has not only enabled them to break free from abusive situations but has also contributed to fulfilling Operational Priority 2.</p>	<p>Activity 3 completed.</p> <p>Target 4 achieved.</p>
<p>Activity 4: Provide small grants to 50 women domestic violence survivors to pilot the women's economic empowerment program.</p>	<p>To support 50 domestic violence survivors, grants totaling MNT346,480,000 (or up to \$2,500 per person) were awarded in 2022. All participants implemented their business plans, resulting in a 20-300% increase in their monthly income (MNT500,000-3,000,000) over the six-month period. The</p>	<p>Activity 4 completed.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>Indicators/targets 5: At least 80% of women in the economic empowerment program report improved self-esteem.</p>	<p>program also improved participants' financial discipline, fostering savings habits through a joint savings group. According to pre and post test training survey with Rosenberg scale, 40 (80%) women out of 50 reported that their self-esteem has improved.</p>	<p>Target 5 achieved.</p>
<p>Activity 5: Pilot 50 community-based initiatives at grassroots level through small-scale grants aimed at increasing the outreach capacity and quality of service of MDTs, one-stop service centers (OSSC), and shelters.</p> <p>Indicators/targets 6: Additional five existing shelters or OSSCs have improved safety features and/or child-friendly facilities and at least seven communities (total of around 560 persons, with 40% men) have increased understanding on GBV and domestic violence as a result of community-based initiatives. Aligned with DMF 1e</p>	<p>Between 2020 and 2022, 30 community-based initiatives were launched with original funding. Additionally, from 2022 to 2023, an additional 20 community initiatives at grassroots level received support through two competitive small-scale grant programs. These initiatives were focused on enhancing public outreach and services offered by MDTs in rural or suburban areas of Ulaanbaatar, where access to information and services is limited. Special attention was given to improving the physical environment to ensure the safety and security of survivors and create child-friendly environments.</p> <p>Through 50 community-based initiatives, improvements were made to 21 OSSCs and shelters. These enhancements included increased safety measures in existing shelters, the establishment of child-friendly facilities in six locations, and the creation of dedicated rooms for DV/GBV survivor services in four <i>soums</i>. During the implementation of these small-scale grant programs, 1,288 members (427 men) of MDTs underwent training. Among the 50 community-based initiatives, 38 communities including 8 CSOs have increased awareness on domestic violence, reaching a total of 16,292 persons, including 10,216 (62.7%) women and 6,076 men (37.3%) exceeding the target of 560 persons (224 or 40% men).</p>	<p>Activity 5 completed.</p> <p>Target 6 exceeded.</p>
<p>Activity 6: Fully furnish a new facility that accommodates a shelter and the hotline center #107.</p> <p>Indicators/targets 7: Physical capacity of a shelter of municipality Police Department increased up to 54 beds. Aligned with DMF 1f</p>	<p>In collaboration with GADIP, the project adopted an ADB approach to harmonize similar activities and integrate GBV issues within ADB-funded urban development projects. While GADIP is constructing another shelter in the Bayanzurkh district, this grant project procured goods and equipment to enhance the capacity to 54 beds and has delivered them to the relevant government organization as scheduled.</p>	<p>Activity 6 completed.</p> <p>Target 7 achieved.</p>
<p>Output 2: Capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved.</p>		
<p>Activity 7: Improve capacity of MDTs in the original five project sites by updating and printing existing MDTs' training package and case management tool kit, and conducting follow-up workshops on case management.</p>	<p>The project conducted a thorough review and update of a training manual for MDTs, which included revising a case management toolkit originally developed by Save the Children Japan, Mongolia Office. A newly updated training package was created for MDT members, comprising 12 handbooks developed in collaboration with relevant stakeholders. Capacity-building training sessions for MDT members in the initial five project sites were successfully carried out as part of this effort.</p>	<p>Activity 7 completed.</p> <p>Target 8 exceeded.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>Indicators/targets 8: 700 MDTs' members trained in the updated MDT training package and case management toolkit by 2023 (with at least 70% women).</p> <p>Indicators/targets 9: At least 70% of trainee 700 MDT members report improved knowledge and skills on case management.</p> <p>Aligned with DMF 2a</p>	<p>The project facilitated classroom training sessions for 2,493 members of MDTs, with 1,546 (62%) women. These MDTs were composed of five members each, representing various roles such as the <i>khoroosoum</i> governor, social worker/secretary, <i>kheseq</i> police officer, family doctor, welfare officer, and school social worker, from each <i>soum</i> and <i>khoroosoum</i> within the project sites.</p> <p>All 2,493 MDT members who attended the training reported a significant increase in their knowledge of preventing domestic violence and implementing effective multidisciplinary responses.</p>	<p>Target 9 exceeded.</p>
<p>Activity 8: Improve capacity of 50% of 691 MDTs nationwide on prevention and effective multidisciplinary response to domestic violence.</p> <p>Indicators/targets 10: At least 70% of 345 MDTs (2,650 members) report increased knowledge on prevention and effective multidisciplinary response to domestic violence.</p> <p>Aligned with DMF 2e</p>	<p>The capacity-building training for MDT members took place from July to December 2023, involving 4581 officials (76.5% of 5,991 total officials) from 771 MDTs nationwide. All the participants reported increased knowledge on preventing domestic violence and executing effective multidisciplinary responses. This training was conducted through regional capacity-building workshops, a National Forum for MDTs, and 50 community-based initiatives. Additionally, 12 handbooks tailored for MDTs were developed, published, and distributed to all 771 teams to enhance their capabilities. These resources are also accessible online via the Crime Prevention Coordination Council's website.</p> <p>100% of 771 MDTs (4581 members) reported improved capacity nationwide on prevention and effective multidisciplinary response to domestic violence through regional workshops, MDT's national forum (online and offline) for MDTs and targeted trainings.</p>	<p>Activity 8 completed.</p> <p>Target 10 exceeded.</p>
<p>Activity 9: Conduct an advocacy training on MDTs' roles and responsibilities, and effective oversight for 130 managers and members of local CSCP in project sites.</p> <p>Indicators/targets 11: At least 70% of trainee 130 managers* and members of local CSCP report increased knowledge on cross-sectoral coordination of multidisciplinary response to domestic violence.</p> <p>Aligned with DMF 2a</p>	<p>The capacity-building training for MDT members in the five project sites took place from July to December 2023. A total of 915 officials participated in the training, with 512 (56%) female. Among them, 767 were MDT members, and 148 were officials from crime prevention coordination sub-councils within the project sites. All MDT members (100%) reported increased knowledge on prevention and effective multidisciplinary response to domestic violence in line with newly approved guidelines for MDTs and 12 types of handbooks for MDT members developed under the project.</p> <p>Based on pre- and post-training surveys, 148 managers and members (120 or 81% female) of local Crime Prevention Coordination Sub-Council (CSCP) members in the project sites experienced increased knowledge in cross-sectoral coordination for multidisciplinary responses to domestic violence.</p>	<p>Activity 9 completed.</p> <p>Target 11 achieved.</p>
<p>Activity 10: Train 100 staff of shelters, OSSCs and helplines nationwide, and selected psychologists of police departments and FCYDDs</p>	<p>In May 2023, the Ministry of Labor and Social Protection (MLSP) and "Good Neighbors" International NGO collaboratively organized a two-day training on "Providing Psychological Counseling to Domestic Violence Victims." The training included 40 psychologists, among whom 37 (92%) were female and represented various levels of expertise.</p>	<p>Activity 10 completed</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>in project sites on psychological counseling, communication first response, and law enforcement procedures. Indicators/targets:</p> <p>Indicators/targets 12: At least 70% of 100 trained staff of shelters, OSSCs, helplines, and selected psychologists in the project sites report improved knowledge in psychological counseling, communication first response, and law enforcement procedures (85% women).</p> <p>Aligned with DMF 2c</p>	<p>Participants mastered the methodology of six comprehensive psychological service programs through a blend of theory and practice. Subsequently, from July to September 2023, two local study visits were conducted in project sites to observe and learn from the best practices in services provided by shelters and OSSCs. Seventy staff members from shelters, OSSCs, helplines, and police departments attended these study visits.</p> <p>All 110 (101 or 91.8% female) trained staff of shelters, OSSCs, helplines, and selected psychologists in the project sites reported improved knowledge in psychological counseling, communication first response, and law enforcement procedures through the two local study visits conducted in project sites, and two-day classroom workshop on methodology of the 6 types of comprehensive psychological service program.</p>	<p>Target 12 achieved.</p>
<p>Activity 11: Pilot test comprehensive practical e-learning modules based on IDLO training curricula for police on GBV/ domestic violence.</p> <p>Indicators/targets 13: Number of police officers who took the e-learning modules on gender-based violence/domestic violence.</p>	<p>The project utilized existing police curricula to design e-learning modules centered on a victim-centered approach to address domestic violence. These modules were introduced to police officers, with continuous updates being implemented based on feedback received. E-lessons, knowledge tests, and questionnaires were developed alongside the e-learning modules. The finalized versions of these modules were uploaded to the police intranet by December 2023.</p> <p>As of Q2 2024, a total of 1654 (776 or 47% female) police officers have accessed the e-learning modules on GBV and domestic violence.</p>	<p>Activity 11 completed.</p> <p>Target 13 achieved.</p>
<p>Activity 12: Conduct gender-responsive qualitative research on domestic violence among persons with disabilities in five project sites.</p> <p>Indicators/targets 14: Research findings with sex-disaggregated data and gender analysis are reflected in the training manual and handouts for peer educators with disabilities (70% of research participants are female).</p>	<p>In 2020, the project conducted a qualitative research on domestic violence against persons with disabilities, surveying 220 participants (70% women) in five project sites.</p> <p>The research involved 220 participants, with 154 (70%) women. The survey findings revealed that 74% of PWDs experienced some form of domestic violence, predominantly psychological and controlling behavior, followed by physical, economic, and sexual violence, often overlapping. Additionally, 80% of PWDs affected by domestic violence reported experiencing three or more forms of abuse overlapping. Furthermore, the survey indicated that only 12% of participants had a full understanding of domestic violence, while 43% had no understanding of the different forms of violence. Television, social media, and peers with similar disabilities were identified as the primary sources of information on domestic violence. The research findings were presented to 25 representatives from Disabled People's Organizations (DPOs) and relevant government entities. Insights gathered were incorporated into a training manual and handouts tailored for peer educators with disabilities, aiming to enhance awareness and support among PWDs regarding domestic violence.</p>	<p>Activity 12 completed.</p> <p>Target 14 achieved.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>Activity 13: Organize a classroom training and field visit for 30 peer educator PWDs and caregivers of the project sites.</p> <p>Indicators/targets 15: 30 peer educator PWDs and caregivers have improved knowledge and skills on peer counseling, use of communication tools, concepts of domestic violence and running support groups (80% of participants are female) Aligned with DMF 2d</p> <p>Indicators/targets 16: At least 125 PWDs and 150 caregivers engaged by 25 support groups and services/activities offered by peer educators (80% women)</p>	<p>The peer educators and support groups' training program were successfully carried out from October 2021 to February 2023. The program included a 5-day classroom training held in Ulaanbaatar, attended by 30 peer educators (25 women and 5 men) from five project sites. Throughout the program, the consulting firm conducted field visits to provide ongoing support and guidance to peer educators.</p> <p>In June-July 2022, a comprehensive training program was conducted for 30 peer educators (PWDs and their caregivers), with 25 (83% female). The training focused on providing peer counseling on social and legal issues for PWDs. The curriculum covered a wide range of topics, including human rights, discrimination, disability and development, prevention of domestic violence, identification of different forms of violence, child protection, working effectively with people with disabilities, and the SASA (Start, Advocate, Support, Act) approach to community mobilization. Based on pre- and post-training assessments, all 30 participants confirmed that their understanding and skills in concepts related to domestic violence, community mobilization tools, and the use of communication tools had significantly improved because of the training.</p> <p>In October 2022, the establishment of 25 peer groups, led by these trained peer educators, was successfully completed across five project sites. These peer educators played a pivotal role in facilitating 25 support groups, providing peer counseling services to 169 PWDs (130 women, 39 men) and 152 caregivers of PWDs (126 women, 26 men). The counseling sessions addressed various issues, including legal matters, forms of domestic violence, access to relevant services, and combating discrimination.</p>	<p>Activity 13 completed.</p> <p>Target 15 achieved.</p> <p>Target 16 exceeded.</p>
<p>Activity 14: Train around 130 social workers, psychologists and officers of Detention Centers nationwide on mandatory trainings on behavior change for domestic violence perpetrators.</p> <p>Indicators/targets 17: Mandatory behavior changes training programs for perpetrators updated and published.</p> <p>Indicators/targets 18: At least 80% of 130 social workers, psychologists and officers report increased knowledge of mandatory training programs on behavior change for perpetrators. (DMF and GAP)</p>	<p>In September 2023, training sessions were conducted for social workers, psychologists, and detention center officers, involving 154 participants (with 62.33% female).</p> <p>Mandatory behavior change training programs for perpetrators were developed, and two types of handbooks covering legal and psychological aspects were created, published, and distributed. Mandatory training for these two handbooks were required and distributed to social workers, psychologists, and detention center officers of 9 districts and 21 provinces under CDEA.</p> <p>All 154 trainees reported an increase in their understanding of mandatory behavior change programs designed for perpetrators.</p>	<p>Activity 14 completed.</p> <p>Target 17 achieved.</p> <p>Target 18 achieved.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
Aligned with DMF 3e		
Output 3: Behavior of key stakeholders on prevention, reporting and protection of survivors improved.		
<p>Activity 15: Assess and train the 107 hotline operators on communication first response.</p> <p>Indicators/targets 19: All 107 hotline operators trained in communication first response, psychosocial, and legal counseling and digital platform services. Aligned with DMF 3a</p>	<p>In 2021, the project conducted and completed an evaluation of the "107" domestic violence hotline operations. The assessment identified the need to enhance first response communication skills and outlined specific requirements for capacity-building training.</p> <p>All 107 domestic violence hotline operators, totaling 255 staff members, underwent training focused on communication first response, psychosocial and legal counseling, and digital platform services. This training was conducted through a series of 11 training activities.</p>	<p>Activity 15 completed.</p> <p>Target 19 achieved.</p>
<p>Activity 16: Produce and strategically disseminate BCC products through national and local media, online and offline platforms, and community support groups.</p> <p>Indicators/targets 20: At least 5 videos crowdsourced from real-life stories of women and at least 5 audio clips from men to encourage positive role modelling produced and disseminated.</p>	<p>The "Neg Ungu" multimedia and social campaign ran from 18 September to 18 October 2023, focusing on domestic violence prevention. It involved creating and distributing 40 posters and 15 videos across multiple platforms, including the Coordination Council for Crime Prevention in Mongolia's Facebook page, the Press Institute's official social pages, the "Neg Ungu" campaign's Facebook page, and Instagram, Mongolian National Radio, and various news sites. Utilizing social media reach analytics, the campaign reached 2,009,612 people on Facebook, 21,380 on Instagram, and over 3 million on the radio (duplicated count). The Facebook page's content views revealed that 22.2% were from men and 77.8% from women. In terms of age groups, the majority of views came from women aged 25 to 44.</p> <p>Nine episodes of the short film series titled "Hultsehgui" were created to advocate for Multi-disciplinary Team services and raise awareness about these teams. They were broadcasted on ten television channels nationwide and shared through official social media pages, including the Coordination Council for Crime Prevention in Mongolia, Press Institute, and Neg Ungu on Facebook. All campaign materials were produced with subtitles and sign language interpreters to ensure accessibility and inclusivity. Additionally, under the Women's Economic Empowerment program, 50 women successfully implemented small-scale grant projects. As part of showcasing their achievements, five women whose livelihoods improved agreed to share their stories via video. These videos were distributed to project stakeholders to highlight the impact of the program. Furthermore, men's support groups produced five audio stories featuring positive role models within families. Aligned with the "Neg Ungu" campaign, these stories were broadcasted 15 times on Mongolian National Radio, with each story airing three times to reach a broader audience.</p>	<p>Activity 16 completed.</p> <p>Target 20 achieved.</p>
<p>Activity 17: Organize and train community support groups and school staff to implement BCC activities among adolescent boys</p>	<p>In 2022, a training program was conducted to prepare 15 individuals, comprising schoolteachers, social workers, and staff from the local Department of Family, Children, and Youth Development and Protection, to serve as trainers for men's and adolescents' support groups.</p>	<p>Activity 17 completed.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
<p>and girls, men and newly-wed couples.</p> <p>Indicators/targets 21: At least 10 support groups to encourage positive role modelling of adolescents and 10 support groups of men are organized at two selected project sites, and trained in peer counseling and BCC materials.</p> <p>Indicators/targets 22: At least 70% of 200 adolescent girls and boys (100 each), and 100 men in selected rural and urban areas demonstrate increased understanding of domestic violence consequences and positive behavior. Aligned with DMF 3c</p>	<p>In 2022, the support group trainers established 10 men's support groups across five project sites, engaging 112 participants. They also formed 10 adolescents' support groups, involving 200 adolescents in two project sites. These groups conducted training sessions focusing on topics such as healthy family relationships and understanding the consequences of domestic violence. Additionally, capacity-building training on domestic violence recognition, bullying prevention, reporting procedures, role modeling, and self-esteem enhancement was provided to 200 school-based adolescents during the same year.</p> <p>In January 2023, the MMCG Research Institute completed the final assessment on the increased understanding of domestic violence consequences and the promotion of positive role-modeling behavior. According to the evaluation report by MMCG research company, 94% of 200 adolescent girls and boys (100 each) who attended BCC training activities in urban and rural project sites recognized domestic violence, and increased their awareness of reporting domestic violence. It also noted that 81% of 112 men in two urban and three rural sites reported increased awareness of the consequences of domestic violence and improved positive attitudes and behaviors.</p>	<p>Target 21 achieved.</p> <p>Target 22 exceeded.</p>
<p>Activity 18: Produce BCC products targeting women and children with disabilities.</p> <p>Indicators/targets 23: BCC materials targeting women and children with disabilities produced and disseminated.</p>	<p>The "Neg Ungu" social campaign included the creation and distribution of 40 posters and 15 videos aimed at raising awareness about domestic violence. Among these, 5 posters were specifically tailored to target women and children with disabilities. Five videos were sourced from real-life stories, and 1 video addressing domestic violence forms developed by peer educator persons with disabilities included sign language interpretations.</p> <p>As part of the "Neg Ungu" social campaign, 5 posters were specifically created for women and children with disabilities and were disseminated. Additionally, 5 videos were developed based on real-life stories, and 1 video addressing different forms of domestic violence was created by peer educators who are PWDs. These videos, which included sign language interpretations, were produced and utilized internally within the project. Overall, the campaign reached 2 million people through its posters and videos across various platforms and channels.</p>	<p>Activity 18 completed.</p> <p>Target 23 achieved.</p>
<p>Activity 19: Launch an integrated digital ecosystem for the hotline operations.</p> <p>Indicators/targets 24: At least two universal access features for people with hearing and visual impairment integrated into a website of the hotline center.</p>	<p>On 28 February 2023, a new helpline software was developed and integrated into the National Information and Emergency Management Center. This upgrade greatly enhanced the helpline staff's capacity to provide full support to domestic violence survivors. The new system facilitated the delivery of service information, psychosocial support, and legal counseling referrals efficiently through the integrated digital hotline ecosystem.</p> <p>The ISO/IEC27001:2022 standard on information security management system was adopted for the hotline operations. The new system enabled manual-based call service to the integrated digital hotline ecosystem. A total of 12,027 callers received service information, and psychosocial and legal counseling referrals through "107" helplines in 2022-2024</p>	<p>Activity 19 completed.</p> <p>Target 24 achieved.</p>

Gender Activities and Targets	Achievement at Project Completion	Status at Project Completion
	<p>and increased by 142% from 2019. Before the introduction of the integrated digital system, operators were unable to receive double calls, often missed calls, could not register missed calls, and could not call back due to the manual system. But now they do not miss a single call, and all calls are automatically registered.</p> <p>The universal access application was developed and integrated to the hotline center of the National Information and Emergency Management Center for people with hearing and visual impairment. The virtual sign language translator, location service detector, video call and text message service is available to provide service through the application.</p>	
<p>Activity 20: Launch the ISO standard (ISO: 27001) on information security management system for the hotline #107 operations.</p> <p>Indicators/targets 25: The ISO standard (ISO: 27001) on information security management system adopted for the hotline operations. Aligned with DMF 3d</p>	<p>The adoption of ISO standard have been fully completed. As a result of the second stage external audit conducted by "TNV system certification P Ltd.", it was successfully evaluated and fully met the requirements for ISO/IEC27001:2022 standard certification.</p> <p>The adoption of ISO standard have been fully completed. A series of 10 training activities occurred twice to integrate the new ISO standard system. This took place from 22 September to 23 October 2023, involving a total of 241 staff (115 or 48% female) from the National Information and Operational Management Center.</p>	<p>Activity 20 completed.</p> <p>Target 25 achieved.</p>
Project Management		
<p>Activity 21: Recruit Social and Gender specialist to implement the Gender Action Plan and oversee consultancy works.</p> <p>Indicators/targets 26: Quarterly and annual project progress reports include the GAP implementation status.</p>	<p>A full-time social and gender specialist was employed to oversee the implementation of GAP and consultancy works.</p> <p>Throughout project period all quarterly and annual project reports included the GAP implementation status.</p>	<p>Activity 21 completed.</p> <p>Target 26 achieved.</p>
<p>Activity 22: Ensure gender-inclusive monitoring, evaluation and reporting throughout project implementation, with sex-disaggregated data as relevant.</p> <p>Indicators/targets 27: Sex-disaggregated data is collected and analyzed and reported for all relevant activities and training programs.</p>	<p>The project ensured gender-inclusive monitoring, evaluation and reporting including baseline/endline for behaviour change communication activities, qualitative research on domestic violence among PWDs, and all implementation reports of the consultancy works.</p> <p>All relevant activities and training programs consistently collected, analysed, and reported sex-disaggregated data, ensuring a comprehensive understanding of gender-specific impacts and outcomes.</p>	<p>Activity 22 completed.</p> <p>Target 27 achieved.</p>

ADB = Asian Development Bank; BCC = Behaviour Change Communication; CSCP = Coordination Sub-Councils for Crime Prevention; DMF = Design and Monitoring Framework; DV = Domestic Violence; EA = Executing Agency; FCYDD = Family, Children, and Youth Development Department; GADIP = Ulaanbaatar Urban Services and Ger Areas

Development Investment Program; GAP = Gender Action Plan; GBV = Gender-Based Violence; IA = Implementing Agency; ICT = Information and Communications Technology; IDLO = International Development Law Organization; ISO = International Organization for Standardization; MDT = Multidisciplinary team; MMCG = Mongolian Marketing Consulting Group; MOJHA = Ministry of Justice and Home Affairs; OSSC = One-Stop Service Center; PWD = Persons With Disability; SASA = Start, Advocate, Support, Act; UB = Ulaanbaatar.
Source: ADB.

E. Evidence on Gender-Related Benefits

11. The project aimed to achieve significant impacts, including gender equality across various spheres and reduced non-traditional risks to peace and safety. Its main outcome strengthened the quality and accessibility of prevention and response to domestic violence. The project's three outputs ensured delivery of multidisciplinary services and livelihood assistance to domestic violence survivors, improved the capacity of officials handling protection and rehabilitation services, and enhanced stakeholder behavior towards prevention and protection measures.

12. Under output 1, the project focused on multi-disciplinary response and livelihood assistance services to domestic violence survivors. It established five model shelters across targeted areas, with four shelters renovated and one newly built in Songinokhairkhan *district*, totaling 61 beds. These shelters offer comprehensive services including safety protection, social welfare, psychological support, health care, child protection, and referrals in compliance with national gender equality legislations and GBV-focused service standards. By Q2 2024, 1,512 (918 or 61% female) domestic violence survivors had received services at these shelters. Specifically, two shelters are accessible to PWDs and a total of 15 PWDs (5female adults; 1 male adult, 14 children) received services. All five shelters are managed sustainably by local administrations. Additionally, through small-scale grants, 50 community-based initiatives were implemented nationwide, enhancing public awareness and service quality through OSSCs, shelters, and MDTs. Training and facility improvements significantly bolstered service capabilities, benefiting hundreds of adults and children with safety protection services and MDTs.

13. Project's output 2 focused on the capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors. Key achievements include the training of national trainers and MDT members, updating training manuals and case management tools, and developing e-learning materials and videos. In total, 7,769 key officials (4393 or/57.5% female) were trained, significantly improving their knowledge and skills in prevention and multidisciplinary response across project sites and various provinces. Additional capacity building efforts targeted staff of shelters, OSSCs, helplines, and psychologists, enhancing their proficiency in psychological counseling and law enforcement procedures. Notably, e-learning modules tailored for police officers on GBV, and domestic violence were integrated into national training platforms, benefiting 1,654 (776/ or/47% female) police officers. Moreover, an innovative peer educator program for PWDs trained 30 educators (PWDs and their caregivers) who established 25 peer groups, providing essential counseling and support to 169 PWDs and 152 caregivers, emphasizing human rights, domestic violence prevention, and community mobilization.

14. Output 3 of the project improved the behavior of key stakeholders regarding the prevention, reporting, and protection of domestic violence survivors through BCC campaigns. These efforts successfully met all performance indicators by engaging in nationwide BCC activities. The project enhanced the domestic violence helpline center #107 by adopting ISO 27001:2022 standards for information security management, integrating it into an advanced digital ecosystem supported by new IT equipment. The BCC campaign, named One Color, included the creation and dissemination of 9 short films and numerous posters and videos aimed at increasing

public awareness and challenging stereotypes in society. It also established men's and adolescents' support groups in project sites, engaging 112 men and 200 adolescents (50% girls), respectively. This significantly raised awareness and promoted positive behavioral changes. Mandatory training programs were developed for perpetrators under additional financing, benefiting social workers, psychologists, and detention center officers, further strengthening the project's impact on domestic violence prevention and response.

15. The project was pivotal in addressing ADB's Strategy 2030, focusing on OP 1, 2 and 6. It significantly contributed to reducing poverty in Mongolia, particularly benefiting 115 domestic violence survivors, impoverished individuals, and marginalized groups in high-poverty areas like Sukhbaatar, Selenge, Uvs *aimags* and two districts of Ulaanbaatar. With Mongolia's population standing at 3.447 million in 2023, the project's efforts to enhance institutional capacity, including MDTs capabilities and expanded access to domestic violence helplines and model shelters, resulted in a more effective response to domestic violence. These measures not only increased nationwide access to social services but also mitigated the socioeconomic impacts of domestic violence, improving prevention, reporting, and survivor protection at project sites.

16. Under OP 2, the project advanced women's economic empowerment, particularly for survivors of domestic violence. Through initiatives like financial literacy, micro-business development, and asset allocation, the project enhanced livelihoods and economic independence. The WEE program also alleviated poverty reduction among beneficiaries by providing productive assets, fostering stronger bonds among domestic violence survivor women and positively impacting their well-being, including reduced healthcare costs. Contributions to OP 2 are: (i) 2.1.3; Women owned or-led loan accounts opened or women or -led SME end borrowers reached (44 women survivors started businesses out of 50); (ii) 2.1.4. Women and girls benefitting from new or improved infrastructure (507 adult with 408 or/80.5% female and 1005 children with 510 or/51% girls benefitting from shelters; and 12,027 callers received counseling and information through domestic violence hotline; and (iii) 2.2.3. Solutions to prevent or address GBV implemented (6 initiatives delivered, such as WEE pilot, building shelters, providing small-scale grants for community initiatives, national capacity building for key officials, BCC activities targeting men and adolescents, and introducing ISO standard for hotline expansion). The project also trained 7,669 key officials through a series of different types of training workshops which notably contributed to OP 6.1.1 on strengthening governance and institutional capacity.

17. Moreover, the project challenged traditional gender norms contributing to domestic violence through BCC campaign and peer support groups with engagement of men, adolescents, and PWDs through skills training and awareness programs. It promoted gender equality and led to behavioral changes, thereby contributing to the prevention of GBV. According to the BCC evaluation report, 8 out of 10 men (80%) reported positive changes in family relationships because of attending support group training. The final survey indicates that men are now more likely to discuss issues with their partners and work towards understanding, showing positive changes among both military personnel and those in the risk group. The project's GAP, encompassing 22 activities with robust 27 gender-related targets, underscored its commitment to narrowing gender disparities and empowering women, survivors, and stakeholders involved in combating GBV.

18. The project's primary beneficiaries, including the staff of shelters and OSSCs and MDT members, emphasized the significance of the project's capacity building activities. These activities focus on improving shelter infrastructure, community initiatives supporting gender-sensitive facilities, and public awareness and outreach programs through small-scale grants. Women survivors who participated in WEE piloting stressed the importance of such initiatives locally. As

a result of these activities, the project significantly contributed to women's empowerment and challenged gender stereotypes. The in-depth interviews have shown that the project beneficiaries utilize new knowledge and skills to transform their lives (Boxes 1-3).

Box 1: Domestic Violence Survivors are Benefitting from Improved Protection and Rehabilitation Services

Impact of shelters for domestic violence survivors. Many women and children who have experienced domestic violence and sought help from us have been sent to different shelters at various locations due to our limited shelter capacity. Since the shelters are built and refurbished, and accessible to persons with disabilities, we are able provide timely emergency services directly to survivors. For example, we received over 92 women and children in 2023 and around 54 survivors in Q1 2024 since the shelter was established in September 2023 in Songinokhairkhan district, a sub-urban area where the most vulnerable population settled due to internal migration. This shelter is the first and only domestic violence shelter for this district, which we are very grateful for. This shelter became operational, with improved multidisciplinary response services from police, social welfare, and FCYDD at district level. Police became collaborative with us to identify GBV cases and prevent actions targeting parents with many children. Moreover, we have been receiving young survivors with disabilities because this building was designed with universal access to PWDs which is helpful for our staff working with them. The project's impact was highly effective, garnering strong government support for sustaining its operations. The Citizens' Representative *Khural* and the Department of Family, Child Development, and Protection in target locations have allocated the necessary budget for these operations in their annual budgets. All five shelters built under the grant project also created new jobs for local experts, such as social workers, shelter coordinators, caregivers, cooks, drivers and guardians. This commitment ensures the continuity and success of the initiatives established with the project's support.

In-depth interview with shelter coordinators at Songinokhairkhan and Nalaikh districts and Selenge, Khentii, Sukhbaatar aimags.

Box 2. Domestic violence survivors are benefitting from Women's Economic Empowerment Program with small grants

Impact of the women economic empowerment program (WEE): The WEE program was implemented to support domestic violence survivors to run small-scale businesses for improving their self-confidence and reduce the power imbalance within the household. The grantees expressed that they improved their knowledge and understanding of legal and financial literacy and business proposal development. They also received psychosocial counseling services, and their self-esteem improved. For instance, the WEE grantee found her passion for hairdressing while raising her four daughters with her husband. After completing two years of vocational training, she worked in other people's barbershops for seven years. Then, she took a big step and rented her own space with a hairdressing chair, which she managed for thirteen years. She got a small 16 m² space and opened her own salon called "Pearl." Later, she expanded the salon and even partnered with other two women. "I am delighted to finally have a workspace of my own," The grantee expressed with joy. But more than just her business, her personal life changed too. She said, "Before, when my husband gets angry and says hurtful things, I'd go to work to avoid fights. Now, we talk more, understand each other better, and he supports my business."

We learned a lot from the WEE program. We formed a cooperative with eight members who attended the program from Nalaikh district. Before attending the program, we each tried different things on our own but didn't have much success. Now, we're more confident and better understand about starting and managing a business. We became financially secured and we are excited to run our cooperative and make a profit. We often collaborate on large orders for clothing and personal protective equipment for our workers, but we also handle smaller tasks individually. Thanks to what we learned, we've set up an emergency savings fund. Our family members, including both husbands and children, have also been incredibly supportive throughout the process.

In-depth interview with beneficiaries of WEE program.

Box 3. Multi-Disciplinary Teams are Effectively Working to Prevent Domestic Violence.

Our team is focused on addressing several critical issues affecting the community. Our team members often face challenges related to high crime rates and sedentary lifestyles. Many cases involve children whose parents are frequently dependent on alcohol. This leads to significant peer bullying and domestic violence, particularly affecting women and children from alcoholic families. Research indicates that individuals who struggle with alcohol addiction often come from families with similar issues. In response to concerns about peer bullying, children proposed creating a dedicated counseling room where they meet with each other and with a psychiatrist. After securing approval for this project, we equipped the room with all necessary resources. Recently, there has been a growing awareness of mental health issues, and our psychologist now provides regular support. Progress is promising, but there remains an urgent need for additional psychological services and resources. We are working on furnishing psychological rooms for the primary team and addressing the shortage of qualified psychologists. Social psychology and mental health support are critical priorities that require immediate attention.

In-depth interview with governor of Darkhan soum, Leader of MDT of Darkhan soum.

F. Conclusions and Recommendations

19. GAP implementation demonstrated strong evidence of the effectiveness, efficiency and sustainability of the project outcome with significant improvement of national capacity on the quality of and access to prevention and multidisciplinary response to domestic violence. All three components of the project effectively targeted the beneficiaries, including women and children who are at high risk to violence and frontline services providers who directly work with survivors to deal with domestic violence cases at grassroots level. Furthermore, 100% of GAP's quantitative gender targets were fully achieved with a substantial contribution to the effectiveness of the project. Thus, GAP implementation is rated *successful*.

20. Significant progress has been made in combating domestic violence by supporting government enforcing LCDV and piloting WEE for survivors, as well as BCC activities for men, boys, and girls, and improving the capacity of service providers. However, following best practices and some lessons have been learned, and areas that require further action and improvement have been identified.

21. This project was ADB's first dedicated project addressing domestic violence. As a result of the project, the capacity of shelters increased by 61 beds nationwide, with model shelters meeting international standards established in three *aimags* and two districts. These shelters can accommodate approximately 500 women and children annually. The increase in capacity is particularly crucial in two districts of Ulaanbaatar city, where the demand for such social services is notably high. This experience taught ADB, the executing agency, the PIU and contractors valuable lessons in conducting social, gender, and safeguard due diligence for GBV stand-alone project. This is in particular to those involving the construction of shelters, with a focus on maintaining confidentiality and ensuring a survivor-centered approach. Therefore, project progress reports on GAP, environment and social safeguards, were not disclosed at ADB website and publicly.

22. The project was implemented at the right time because the LCDV was revised in December 2016 and enforced by January 2017, coinciding with the approval of the original project in 2018. Also, the additional financing grant was approved in 2021, which coincided with a surge in domestic violence cases when the COVID-19 outbreak hit the country. With this regard, ADB

used the One ADB Team approach collaborating with different departments, divisions and sector projects. For example, the project collaborated with gender equality division and communication department for organizing a few knowledge events and knowledge production.

23. The first-ever pilot program for WEE designed for survivors of domestic violence achieved significant success. The beneficiaries of WEE not only launched successful businesses and increased their income but also reported improved self-esteem and mental health, with support from their spouses in their entrepreneurial efforts. Some women even created multiple job opportunities as their businesses grew. The use of small grants tailored to individual recipients was particularly effective in promoting sustainable outcomes. To further advance women's empowerment in Mongolia, it is important to continue the WEE program as a best practice by expanding the ADB's various sector projects in future operations.

24. The project conducted nationwide public awareness campaigns and organized BCC activities targeting men, adolescent boys, and girls to promote behavioral change and deepen understanding of the impact of domestic violence. Despite these efforts, reported cases of domestic violence and hotline calls have continued to rise in recent years, exacerbated by the COVID-19 crisis and natural disasters. Addressing domestic and GBV issues requires sustained efforts beyond single-project interventions. Future BCC activities should be further explored to ensure their effectiveness.

25. The Government of Mongolia has demonstrated commitment by allocating budgets for sustainable operations for the shelter and service provisions aimed at addressing domestic violence. Continued government funding is crucial for the long-term sustainability of the project's impacts, outcomes, and outputs, including operational maintenance, staff training, and public awareness campaigns. However, there is still a need for a comprehensive and sector-specific approach that focuses on prevention in addition to response.

26. High turnover within the executing agency and PIU has posed challenges, particularly in adhering to ADB's Procurement Guidelines and causing delays in project implementation. For instance, the project director changed four times, the coordinator five times, and the financial and administrative assistant three times during implementation. The executing agency should consider this issue by mitigating turnover-related disruptions and encourage PIU staff to attend ADB's comprehensive capacity-building training in procurement, financial management, and safeguards. This is to familiarize the executing agency with ADB's project implementation procedures.

27. In future efforts focused on domestic and gender-based violence, it is important to think about how climate change interacts with gender issues. Climate change tends to impact women more severely and can make them more vulnerable. Factors like displacement, lack of resources, and natural disasters can worsen gender inequalities and lead to more GBV cases. To tackle this, it is essential to include strategies that consider gender and climate change together. These approaches can help reduce risks, strengthen resilience, protect vulnerable groups, empower women, and support sustainable development goals.

STATUS OF COMPLIANCE WITH GRANT COVENANTS

Covenant	Reference in Grant Agreement	Status of Compliance
In the carrying out of the Project and operation of the Project facilities, the Recipient shall perform, or cause to be performed, all obligations set forth in Schedule 3 to this Grant Agreement.	Article IV Section 4.01	Complied.
<p>(a) The Recipient shall, and shall cause the Project Executing Agency to, (i) maintain separate accounts and records for the Project; (ii) prepare annual financial statements for the Project in accordance with financial reporting standards acceptable to ADB; (iii) have such financial statements audited annually by independent auditors whose qualifications, experience and terms of reference are acceptable to ADB, in accordance with auditing standards acceptable to ADB; (iv) as part of each such audit, have the auditors prepare a report, which includes the auditors' opinion(s) on the financial statements and the use of the Grant proceeds, and a management letter (which sets out the deficiencies in the internal control of the Project that were identified in the course of the audit, if any); and (v) furnish to ADB, no later than 6 months after the end of each related fiscal year, copies of such audited financial statements, audit report and management letter, all in the English language, and such other information concerning these documents and the audit thereof as ADB shall from time to time reasonably request.</p> <p>(b) ADB shall disclose the annual audited financial statements for the Project and the opinion of the auditors on the financial statements within 14 days of the date of ADB's confirmation of their acceptability by posting them on ADB's website.</p> <p>(c) The Recipient shall, and shall cause the Project Executing Agency to enable ADB, upon ADB's request, to discuss the financial statements for the Project and the Recipient's financial affairs where they relate to the Project with the auditors appointed pursuant to subsection (a)(iii) hereinabove, and shall authorize and require any representative of such auditors to participate in any such discussions requested by ADB. This is provided that such discussions shall be conducted only in the presence of an authorized officer of the Recipient, unless the Recipient shall otherwise agree.</p>	Article IV Section 4.02	<p><u>Complied.</u></p> <p>The executing agency/PIU maintained separate accounts by funding source for all expenditures incurred on the project. For ADB funding, advance account (USD) was opened at the State bank and sub-account (MNT), PIU operating account (MNT) were established at the Treasury Fund. These accounts and related financial statements (2019-2023) were audited annually by independent audit firms in accordance with International Public Sector Accounting standards. Certified copies of audited project financial statements and audit reports were furnished to ADB every year by 30 June, after end of each related fiscal year, accepted by ADB and disclosed on ADB website.</p>
The Recipient shall enable ADB's representatives to inspect the Project, the Goods, Works, and Services, and any relevant records and documents as they relate to the Project.	Article IV Section 4.03	<u>Complied.</u>
The Recipient and the Project Executing Agency shall ensure that the Project is implemented in accordance with the detailed arrangements set forth in the PAM. Any subsequent change to the PAM shall become effective only after approval of such change by the Recipient and ADB. In the event of any discrepancy between the PAM and this Grant Agreement, the provisions of this Grant Agreement shall prevail.	Schedule 3, para. 1	<p><u>Complied.</u></p> <p>The project was implemented in accordance with the detailed arrangements set forth in the PAM.</p>
The Recipient and the Project Executing Agency shall ensure that:	Schedule 3, para. 2	<p><u>Complied.</u></p> <p>The Recipient and MOJHA ensured that the procurement of Goods, Works and Services was carried out in</p>

Covenant	Reference in Grant Agreement	Status of Compliance
<p>(a) the procurement of Goods, Works and Services is carried out in accordance with the Procurement Policy and the Procurement Regulations;</p> <p>(b) Goods, Works and Services shall be procured based on the detailed arrangements set forth in the Procurement Plan, including the procurement and selection methods, the type of bidding documents, and ADB's review requirements. The Recipient may modify the detailed arrangements set forth in the Procurement Plan only with the prior agreement of ADB, and such modifications must be set out in updates to the Procurement Plan; and</p> <p>(c) (i) all Goods and Works procured and Services obtained (including all computer hardware, software and systems, whether separately procured or incorporated within other goods and services procured) do not violate or infringe any industrial property or intellectual property right or claim of any third party; and (ii) all contracts for the procurement of Goods, Works and Services contain appropriate representations, warranties and, if appropriate, indemnities from the contractor, supplier, consultant or service provider with respect to the matters referred to in this subparagraph.</p>		<p>accordance with the Procurement Policy and the Procurement Regulations, and procured based on the detailed arrangements set forth in the Procurement Plan.</p>
<p>The Recipient shall ensure that the Project does not have any environmental, indigenous peoples or involuntary resettlement impacts, all within the meaning of the SPS. In the event that the Project does have any such impact, the Recipient shall take all steps required to ensure that the Project complies with the applicable laws and regulations of the Recipient and with the SPS.</p>	<p>Schedule 3, para. 3</p>	<p><u>Complied.</u> The bidding documents and contracts for procurement of the minor civil works contained provisions that require a contractor to: (a) comply with the measures relevant to the contractor set forth in the SPS, (b) make available a budget for such environmental measures; and (c) provide MOJHA with written notice of any environmental risk or impacts that arise during construction, implementation or operation of the project that were not considered in the SPS.</p>
<p>The Recipient shall, through the Project Executing Agency, ensure that sufficient budget and human resources are allocated during and after the Project implementation period, to ensure the sustainability of operations of the five shelters and the helpline center.</p>	<p>Schedule 3, para. 4</p>	<p><u>Complied.</u> The Recipient maintained sufficient annual expenditure for operations of the five shelters and the helpline center during project implementation and ensured their further operations.</p>
<p>The Recipient shall cause the Project Executing Agency and the Implementing Agencies to ensure that the Grant proceeds shall only be used for the purposes provided by the relevant SS Grant.</p>	<p>Schedule 3, para. 5</p>	<p><u>Complied.</u> MOJHA selected the SS Grant Recipients in accordance with the criteria and the application and evaluation process agreed between MOJHA and ADB.</p>
<p>The Recipient shall ensure that no proceeds of the Grant are used to finance an activity included in the list of prohibited investments provided in Appendix 5 of the SPS.</p>	<p>Schedule 3, para. 6</p>	<p><u>Complied.</u> The proceeds of the Grant were monitored by MOJHA and audited by the independent audit firm annually to ensure no financing of an activity included in the list of prohibited investments provided in Appendix 5 of the SPS.</p>
<p>The Recipient shall ensure that the core labor standards and the Recipient's applicable laws and regulations are complied with during Project implementation. The</p>	<p>Schedule 3, para. 7</p>	<p><u>Complied.</u></p>

Covenant	Reference in Grant Agreement	Status of Compliance
<p>Recipient shall include specific provisions in the bidding documents and contracts financed by ADB under the Project requiring that the contractors, among other things: (a) comply with the Recipient's applicable labor law and regulations and incorporate applicable workplace occupational safety norms; (b) do not use child labor; (c) do not discriminate workers in respect of employment and occupation; (d) do not use forced labor; (e) allow freedom of association and effectively recognize the right to collective bargaining; and (f) disseminate, or engage appropriate service providers to disseminate, information on the risks of sexually transmitted diseases, including HIV/AIDS, to the employees of contractors engaged under the Project and to members of the local communities surrounding the Project area, particularly women.</p>		<p>The Recipient and MOJHA complied with covenant during the execution of the minor civil works.</p>
<p>The Recipient shall strictly monitor compliance with the requirements set forth in paragraph 7 above and provide ADB with regular reports.</p>	<p>Schedule 3, Para.8</p>	<p><u>Complied.</u></p>
<p>The Recipient shall, and shall cause the Project Executing Agency to, ensure that (a) the GAP is implemented in accordance with its terms; (b) the bidding documents and contracts include relevant provisions for contractors to comply with the measures set forth in the GAP; (c) adequate resources are allocated for implementation of the GAP; and (d) progress on implementation of the GAP, including progress toward achieving key gender outcome and output targets, are regularly monitored and reported to ADB.</p>	<p>Schedule 3, para. 9</p>	<p><u>Complied.</u> The GAP activities were integrated in the project implementation plan annually and approved by the Project Steering Committee. The GAP was fully implemented and adequately resourced.</p>
<p>The Recipient shall ensure that the Project Executing Agency has sufficient funds to satisfy its liabilities arising from any Goods, Works and/or Services contract.</p>	<p>Schedule 3, para. 10</p>	<p><u>Complied.</u> The Recipient and MOJHA maintained sufficient funds to satisfy its liabilities arising from any Goods, Works and/or Services contract.</p>
<p>The Recipient, the Project Executing Agency, and the Implementing Agencies shall (a) comply with ADB's Anticorruption Policy (1998, as amended to date) and acknowledge that ADB reserves the right to investigate directly, or through its agents, any alleged corrupt, fraudulent, collusive or coercive practice relating to the Project; and (b) cooperate with any such investigation and extend all necessary assistance for satisfactory completion of such investigation.</p>	<p>Schedule 3, para. 11</p>	<p><u>Complied.</u> The Recipient and MOJHA (a) complied with ADB's Anticorruption Policy (1998, as amended to date) and acknowledge that ADB reserves the right to investigate directly, or through its agents, any alleged corrupt, fraudulent, collusive or coercive practice relating to the Project; and (b) cooperate with any such investigation and extend all necessary assistance for satisfactory completion of such investigation.</p>
<p>The Recipient, the Project Executing Agency, and the Implementing Agencies shall ensure that the anticorruption provisions acceptable to ADB are included in all bidding documents and contracts, including provisions specifying the right of ADB to audit and examine the records and accounts of the executing and implementing agencies and all contractors, suppliers, consultants, and other service providers as they relate to the Project.</p>	<p>Schedule 3, para. 12</p>	<p><u>Complied.</u> The MOJHA ensured that the anticorruption provisions acceptable to ADB are included in all bidding documents and contracts, including provisions specifying the right of ADB to audit and examine the records and accounts of the executing and implementing agencies and all contractors, suppliers, consultants, and other service providers as they relate to the Project.</p>

Covenant	Reference in Grant Agreement	Status of Compliance
<p>The Recipient shall ensure that (a) the Project Executing Agency and the Implementing Agencies comply with applicable laws and regulations of the Recipient on combating money laundering and financing of terrorism; and (b) Grant proceeds are not used, directly or indirectly, in money laundering or financing of terrorism, including payment to persons and entities that are subject to financial sanctions of United Nations Security Council resolutions on combating the financing of terrorism.</p>	<p>Schedule 3, para. 13</p>	<p><u>Complied.</u> The Recipient and MOJHA ensured that (a) the Project Executing Agency and the Implementing Agencies comply with applicable laws and regulations of the Recipient on combating money laundering and financing of terrorism; and (b) Grant proceeds are not used, directly or indirectly, in money laundering or financing of terrorism, including payment to persons and entities that are subject to financial sanctions of United Nations Security Council resolutions on combating the financing of terrorism.</p>
<p>ADB shall inform JFPR in a timely manner if, during the implementation of this Agreement, ADB becomes aware that the Grant proceeds are being used for money laundering or financing of terrorism, including any payment to persons or entities that is prohibited by a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations.</p>	<p>Schedule 3, para. 14</p>	<p><u>Complied.</u> ADB ensured that during the implementation of this Agreement, the Grant proceeds are not being used for money laundering or financing of terrorism, including any payment to persons or entities that is prohibited by a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations.</p>
<p>The Recipient shall and shall cause the Project Executing Agency to comply with the Visibility and Coordination Guidelines of JFPR. In particular, the Recipient shall cause the Project Executing Agency to include the JFPR and Japan Official Development Assistance logos in all relevant Project publications and on any equipment or facility funded by JFPR. For the purposes of this provision, Visibility and Coordination Guidelines of JFPR refers to the "Guidance Note on Coordination with the Embassy of Japan and JICA" dated 17 April 2018, as agreed between ADB and the Government of Japan and as amended from time to time.</p>	<p>Schedule 3, para. 15</p>	<p><u>Complied.</u> The MOJHA published the JFPR logos in all relevant Project publications and on furniture, equipment, and other facility funded by the project.</p>

ADB = Asian Development Bank, AIDS = acquired immunodeficiency syndrome, GAP = gender action plan, HIV = human immunodeficiency virus, JICA = Japan International Cooperation Agency, JFPR = Japan Fund for Prosperous and Resilient Asia and the Pacific, MOJHA = Ministry of Justice and Home Affairs, MNT = togrog, PAM = project administration manual, PIU = project implementation unit, SPS = Safeguard Policy Statement, SS Grant = small-scale grant.

Source: ADB.

CONTRIBUTION TO STRATEGY 2030 OPERATIONAL PRIORITIES

OP No.	Corporate Results Framework Indicators (Outputs and Outcomes)	Expected Value	Achieved Value	Expected and Implemented Method	Assessment
1.3	Poor and vulnerable people with improved standards of living (number)	90	115	WEE program evaluation targeting 115 women beneficiaries and those who received small-scale grants for their small businesses.	Exceeded. A total of 115 women domestic violence survivors in the five project sites were trained and improved their knowledge and understanding on legal and financial literacy and business proposal development and received psychosocial counseling services. Source: <i>Final report of the Women Economic Empowerment program 2023.</i>
2.1.3	Women-owned or -led SME loan accounts opened or women-owned or -led SME end borrowers reached (number)	30	44	Number of women who continued their businesses out 50 from receiving grants.	Exceeded. 50 women domestic violence survivors benefited from the women economic empowerment program, of which 44 (88%) of them started their new business. Source: <i>Final report of the Women Economic Empowerment program 2023.</i>
2.1.4	Women and girls benefiting from new or improved infrastructure (number)	1,380	11,995	Number of new and improved domestic violence shelters with number of improved capacity of service providers and increased number of women and girls benefitted from domestic violence service	Exceeded. A total 11,995 women and girls benefiting from at least 11 improved infrastructure, including one new shelter, which were all exceeded or achieved the targets as follows: (i) 1,512 beneficiaries (918 female) received six types of multidisciplinary domestic violence services at five domestic violence shelters (DMF outcome indicator a). (ii) Five new shelters were constructed and refurbished and operational in three <i>aimags</i> and two districts increasing the number of shelters from 11 (2018) to 16, and increasing the total shelter capacity by 61 beds (DMF indicator 1a). (iii) A total of 23 existing shelters and OSSCs have improved safety features and child-friendly facilities in six locations, and 27 communities with total of 16,292 persons, including 10,216 (62.7%) women and 6,076 (37.3%) men have increased understanding of GBV/domestic violence (DMF indicator 1e). (iv) 1,288 (861 or 67% women) MDT improved their capacity building to handle domestic violence cases (DMF indicator 1f). Source: <i>Final report of the Women Economic Empowerment program 2023 and Final training report.</i>

OP No.	Corporate Results Framework Indicators (Outputs and Outcomes)	Expected Value	Achieved Value	Expected and Implemented Method	Assessment
2.2.3	Solutions to prevent or address gender-based violence implemented (number)	12	12		<p>Achieved. 12 solutions implemented to prevent or address GBV through the (i) women economic empowerment program (DMF outcome indicator b), (ii) utilization of 107 hotline (DMF outcome indicator c), (iii) A lesson learnt of pilot WEE disseminated (DMF indicator 1d), (iv) existing shelters and OSSCs improved (DMF indicator 1e), (v) shelter capacity of Municipal Police Department increased to 54 beds (DMF indicator 1f), (vi) improved capacity of officials and MDTs in response to domestic violence (DMF indicator 2a), (vii) increased capacity of frontline service providers (DMF indicator 2c), (viii) increased the knowledge and capacity of MDTs on prevention and response to domestic violence (DMF indicator 2e), (ix) improved capacity of hotline operators on digital platform (DMF indicator 3a), (x) introduced BCC targeting 100 men to prevent cycle of domestic violence (DMF indicator 3b), (xi) introduced BCC targeting 200 adolescent boys and girls to prevent cycle of domestic violence (DMF indicator 3c) and (xii) introduced mandatory training programs on BCC (DMF indicator 3e) Source: <i>Final project completion report.</i></p>
6.1.1	Government officials with increased capacity to design, implement, monitor, and evaluate relevant measures (number)	2,421	7,669	Number of officials who attended the training and assessment of the pre and post training survey.	<p>Exceeded. A total 7,669 government officials increased their capacity to implement effective multidisciplinary response to domestic violence through (i) improved capacity of officials and MDTs in response to domestic violence (DMF indicator 2a), (ii) increased capacity of frontline service providers (DMF indicator 2c), (iii) increased the knowledge and capacity of MDTs on prevention and response to domestic violence (DMF indicator 2e), (iv) improved capacity of hotline operators on digital platform (DMF indicator 3a), and (v) introduced mandatory training programs on BCC (DMF indicator 3e) Source: <i>Final training report.</i></p>

BCC = behavior change communication, GBV = gender-based violence, MDTs = multidisciplinary teams; OSSC = one stop service center; OP = operational priorities, SMEs = small and medium-sized enterprises, WEE = women economic empowerment,

Source: Asian Development Bank.

ECONOMIC AND FINANCIAL REEVALUATION

A. Introduction

1. This reevaluation summarizes the results of an economic and financial reevaluation undertaken for Mongolia: *Combating Domestic Violence Against Women and Children* project and its additional financing (hereinafter, referred as the project). The economic reevaluation followed the Guidelines for the *Economic Analysis of Projects* of the Asian Development Bank (ADB).¹ The financial reevaluation was undertaken in accordance with the *Financial Analysis and Evaluation* of the Asian Development Bank.²

2. The expected project impacts were gender equality in political, legal, economic, social, cultural, and family relations substantially achieved; and non-traditional risks to peace and safety of citizens and society reduced. The expected outcome was the quality of and access to prevention and multidisciplinary response to domestic violence strengthened. The project had three outputs: (i) multidisciplinary response and livelihood assistance services to domestic violence survivors delivered; (ii) capacity of key officials and staff responsible for protection and rehabilitation services for domestic violence survivors improved; and (iii) behavior of key stakeholders on prevention, reporting, and protection of survivors improved.

3. The economic reevaluation of the project focused on evaluating the small-scale grants program to women domestic violence survivors. This was an empowerment program for 50 women domestic violence survivors who received a small grant of up to \$2,500 to improve their livelihood and income. The small grants were not to be repaid. Other social and economic costs of gender-based violence (GBV) were discussed based on literature review but not quantified as it would require a nation-wide quantitative and qualitative survey which is beyond the scope of this economic reevaluation.

4. The financial sustainability analysis was undertaken to assess if the local government budget is sufficient to cover the O&M cost on project assets for the next three years. Five shelters, renovated and constructed under the project, were considered in the financial reevaluation as these shelters would require recurrent cost to be operational.

B. Economic Reevaluation

5. **Sector context.** GBV, in particular domestic violence, remains a serious, and potentially life-threatening human rights violation in Mongolia. Among ever-partnered women in Mongolia, 57.9% have experienced one or more of physical, sexual, emotional, and/or economic violence, and/or controlling behaviors in their lifetime.³ While causes of domestic violence are related to unemployment, poverty, and alcohol abuse, the root cause is associated with unequal intra-household power relations between women and men. Domestic violence has significant socioeconomic costs, resulting in lost workdays and income for women, and reduced school attendance for children. The costs of health care and legal systems, reduced production from lost workdays, and other social costs have a direct impact on the economy. In addition, people living in poverty are more vulnerable to violence as they tend to live in more dangerous, unstable, and uncertain environments.

¹ ADB. 2017. *Guidelines for the Economic Analysis of Projects*. Manila.

² ADB. 2019. *Financial Analysis and Evaluation*. Manila.

³ ADB. 2021. *Additional Financing Report for Administration of Grant Mongolia: Combating Domestic Violence Against Women and Children Project*. Manila.

6. **Demand analysis.** The project generated goods and services through a women economic empowerment (WEE) program to improve livelihood of 50 women survivors from domestic violence, which was supported by grants from the project under output 1. The goods and services to be generated under the program were relatively small; their incremental outputs have been comfortably absorbed by the relevant markets, given the small amount of goods and services relative to the size of the markets for such goods and services. This analysis examined three representative livelihoods following the economic analysis conducted at appraisal and portfolio of livelihoods⁴: sewing/knitting, semi processed food products, and hairdressing. Sewing/knitting represents a range of small homebased livelihoods that produce various small products (e.g., clothing or accessories, souvenirs, and eco bags) to sell at local markets. The monthly average revenue is MNT2,300,000. It varies depending on orders. She received an order to produce 1,200 eco bags within 12 days with a unit price of MNT3,500-4,500. Semi processed food products represent a type of alternative income generating activity where demand is strong for prepared food such as *buuz* and dumplings. The food producer makes 20 kg *buuz* or dumplings per day and sells within 2 days each kilogram for MNT13,000. This accounts for a small portion of the market demand where in the area more than 5,000 households buy *buuz* and dumplings as a food staple. Hairdressing represents livelihood where demand is strong for services. The hairdresser serves at least 10 customers and earns MNT60,000 per day. It is also a small portion of the market as there are over 20,000 people living in the area. Since it is difficult to project demand for these goods and services, in coming years, it was assumed in the analysis that the quantity produced as of May 2024 would be kept for 20 years.

7. **Cost-benefit analysis.** The cost-benefit analysis focused on the WEE program. This is because utilization of grant funds awarded to women survivors is a unique feature of the project. Particular attention was given in this analysis as managing the program required more financial management compared to other project activities. In addition to the grant, the WEE program provided extensive capacity building activities to women survivors. Under the first phase, the training sessions on legal and financial knowledge, personal development and psychological counselling and business idea development and business proposal writing were conducted. Once the grantees were selected, they attended a 4-day in-class training on start-up business, product development, financial management and marketing sales under the second phase. The WEE program participants were selected by the local working groups with more than 50 members from local authorities, and consulting team representatives. They were selected for the WEE program based on the “Guideline for selecting the participants for the WEE program and small grant project” as officially endorsed by the project EA/IA, their genuine interest and commitment in the program, and quality of their business proposal. Except for one woman with sewing/knitting business, the representative households had run their businesses prior to the project, but on a much smaller and irregular basis due a lack of required equipment and tools (footnote 30).

8. **Methodology and assumptions for the cost-benefit analysis.** Data needed for the analysis was collected from interviews held with the WEE program beneficiaries in the project areas. The analysis was conducted with the following assumptions: (i) lifetime of the aggregate representative livelihoods is 20 years, including the assumed economic life of equipment investments;⁵ (ii) economic benefits are valued at constant May 2024 prices and actual costs are valued in domestic price numeraire and expressed in Mongolian togrog (MNT); (iii) the contract price of the WEE program contractor C008 is added to investment costs; (iv) the economic

⁴ Out of 50 women, 15 are engaged in sewing/knitting, 14 are semi processed/homemade food products, 7 are engaged in services including hairdressing and cleaning, 5 pursue boot making, 5 are in farming and 4 women pursue home-based handicrafts.

⁵ The EA at approval also assumed lifetime of the aggregate representative livelihood would be 20 years.

opportunity cost of capital (EOCC) is assumed to be 6% per annum, which is consistent with the EOCC used at appraisal; (v) shadow exchange rate factor of 1.07 was used to convert financial prices of traded goods to economic prices; and (vi) 1.00 is the shadow wage rate factor for skilled labor and 0.70 for unskilled labor.⁶

9. The projected economic benefit and cost flows of each representative business was estimated for “with” and “without” project scenarios (Table A9.1) and projected over 20 years. The “with” project scenario presented the case where representative businesses received the grant, hence purchased required equipment and tools to scale up their operations with the aim of increasing profits. In the “without” project scenario, their businesses would have proceeded as normal (business as usual) or there would have been no incremental increase in their production and sales. The economic cost comprises investment cost (minor civil works, equipment, materials, training, or consultancy); and operation and maintenance (O&M) cost (materials, labor⁷, and utility). The size of grant amounts for the analysis was MNT7.0 million for sewing/knitting, MNT7.0 million for semi processed food products and MNT6.0 million for hairdressing. Economic benefits were generated from incremental outputs of representative businesses valued at economic prices, which were converted using the conversion factors included in the above assumptions. The incremental benefit and cost flows derived by differentiating “with” and “without” project cases provided the basis for calculating the economic net present value (ENPV) and economic internal rate of return (EIRR) of each representative business.⁸

10. The economic reevaluation showed that all three representative businesses are economically viable at the EOCC of 6% due to increased revenue streams based on elevated production and service capacity of goods and services. On appraisal, only home-cooked meals business was economically viable, handicrafts and hairdressing were not. The higher EIRRs at completion were also attributable to the change in the base year of constant prices leading to increased monetary value of production and sales in addition to business growth. A sensitivity analysis at completion revealed that home cooked meals/semi processed food products are much more sensitive to increase in O&M cost while hairdressing is sensitive to both increase in O&M cost and decrease in revenue. On the contrary, sewing/knitting had a robust recalculated EIRR.

Table A9.1: Economic Viability of Representative Livelihoods

Livelihood	At appraisal		At completion	
	ENPV (MNT '000)	EIRR (%)	ENPV (MNT '000)	EIRR (%)
Sewing/knitting ^a	(1,725.3)	(2.3)	20,645.4	15.1
Home cooked meals/semi processed food products	13,653.8	11.8	23,318.9	14.1
Hairdressing	(4,901.3)	(5.4)	35,402.4	24.9

() = negative, EIRR = economic internal rate of return, ENPV = economic net present value.

^a Represented by handicrafts at appraisal.

Source: ADB estimates.

⁶ The same as at appraisal for consistency and comparability.

⁷ Note that the financial cost of labor in O&M plus any profits is the grant recipients' gross income.

⁸ A woman who has sewing business had not earned income in a sustainable manner before the program. Hence, her 'without project' revenue was estimated as 0.

Table A9.2: Sensitivity Analysis of Representative Livelihoods at Completion

Livelihood	EIRR, decrease in revenue (10%)	EIRR, increase in O&M cost (10%)
Sewing/knitting	12.5	14.4
Home cooked meals/semi processed food products	7.2	...
Hairdressing	0.1	0.1

... = not defined, EIRR = economic internal rate of return, O&M = operation and maintenance.

Source: ADB estimates.

11. **Economic costs of GBV.** As of February 2024, there were 20 registered domestic violence crimes while it was 26 a year ago. This number hit 137 as of February 2019 showing 65% increase from 83 crimes as of February 2018.⁹ Although the number has a downward trend, domestic violence against women and children has significant economic consequences for the country's economy and society. The social and economic costs of GBV are significant and long-lasting for individuals, families, and society. Survivors of violence may suffer not only loss of working days and the consequent loss of income, lack of participation in regular activities, and limited ability to care for themselves and family members, but also psychological distress. Estimates from several countries suggest that lost productivity resulting from domestic violence ranges between 1%-2% of gross domestic product (GDP). In Mongolia, a 2020 study estimated the economic costs of intimate partner violence for women, households, communities, and the economy at MNT601.2 billion (\$247 million). More specifically, the total cost of action (current expenditure on services) was MNT24,167.9 million (\$9.9 million), whereas the total cost of inaction was MNT577 billion (\$237 million). Productivity loss, often an invisible cost, accounted for nearly 90% of the overall costs of intimate partner violence for Mongolia. Foregone income of survivors amounted to MNT18,517.4 million (\$7.6 million). Unpaid household production and care work loss amounted to MNT11,275 million (\$4.6 million), and out-of-pocket costs were estimated as MNT6,592.8 million (\$2.7 million).¹⁰

12. The project also generated wider economic benefits than just incremental revenues of the WEE program beneficiaries, including (i) reducing the economic costs of GBV expenditures associated with the direct costs of police and health care services, legal costs, and housing, social and support services, and (ii) averting some of the economic losses from reduced employment and productivity and the diminished value of a life lived with violence. Increased availability of shelters has positive impacts on the years of healthy life of women and children survivors by protecting them from violence. It also facilitates timely lifesaving measures that reduce costs for treating injuries and investigating crimes. In addition, the WEE program grantees benefitted in many non-economic ways such as raised self-esteem, positive relationship with a partner and children, and overall well-being of families. By considering the unquantified benefits, actual economic benefits would be much higher. But these benefits were not quantified due to the absence of actual data to segregate the project contribution.

C. Financial Reevaluation

13. **Financial sustainability analysis.** The project renovated and constructed five shelters in two districts of Ulaanbaatar (Nalaikh and Songinokhaikhan), and three *aimags* (Uvs, Selenge and Sukhbaatar). While their O&M costs are covered by local budget, service costs are funded from

⁹ NSO. 2024. *National Statistics Information Service*. Ulaanbaatar.

¹⁰ Government of Mongolia, UNFPA and SDC. 2020. *Economic Costs of Intimate Partner Violence in Mongolia*. Ulaanbaatar.

the state budget based on variable cost normative (Ministry of Labor and Social Protection). According to the latest regulation, the variable cost normative is set MNT60,680 covering meal, clothing and toiletries, and service fees.¹¹ The current amount is deemed sufficient if not affluent.

14. Table A9.3 illustrates approved local budget for O&M costs of five shelters for 2021-2024.

Table A9.3: Local Budget for O&M Costs of Five Shelters, 2021-2024
(MNT million)

Shelters	2021	2022	2023	2024 ^a
Nalaikh shelter	N/O	N/O	No local budget	60.0
Songinokhairkhan shelter	N/O	N/O	273.9	667.1
Selenge shelter	N/O	N/O	No local budget	120.1
Sukhbaatar shelter	N/O	90.0	90.0	150.0
Uvs shelter	No local budget	No local budget	32.0	52.3

^a approved budget.

N/O = not operational.

Source: Decrees of Citizen's Representative *Khurals* of *aimags*.

15. Citizen's Representative *Khurals* approved a decree to fund operation and maintenance (O&M) costs of the shelters from the local budget and required services to be funded by and rendered from the Child, Family Development and Protection Department, a local agency under the General Authority for Child, Family Development and Protection. Table A9.4 shows the budgetary impact of the O&M costs of five shelters on respective local budgets.

Table A9.4: Total Local Budget and Budgetary Impact of Five Shelters, 2021-2027

Particulars	2021	2022	2023	2024	2025 ^a	2026 ^a	2027 ^a
	N/O	N/O	No local budget	60.0	64.1	68.4	73.1
Nalaikh shelter O&M costs, ^b MNT million							
Nalaikh district budget, ^c MNT billion	-	-	14.4	23.4	24.8	26.2	27.8
% of Nalaikh shelter O&M costs in Nalaikh district budget	-	-	-	0.26	0.26	0.26	0.26
Songinokhairkhan shelter O&M costs, ^b MNT million	N/O	N/O	273.9	667.1	712.5	760.9	812.7
Songinokhairkhan district budget, ^c MNT billion	-	15.1	24.7	24.7	26.1	27.7	29.4
% of Songinokhairkhan shelter O&M costs in Songinokhairkhan district budget	-	-	1.11	2.70	2.73	2.75	2.77
Selenge shelter O&M costs, ^b MNT million	N/O	N/O	No local budget	120.1	128.3	137.0	146.3
Selenge <i>aimag</i> budget, ^c MNT billion	-	-	-	24.1	25.5	27.1	28.7
% of Selenge shelter O&M costs in Selenge <i>aimag</i> budget	-	-	-	0.50	0.50	0.51	0.51
Sukhbaatar shelter O&M costs, ^b MNT million	N/O	90.0	90.0	150.0	160.2	171.1	182.7
Sukhbaatar <i>aimag</i> budget, ^c MNT billion	-	21.6	31.0	42.0	44.5	47.2	50.0
% of Sukhbaatar shelter O&M costs in Sukhbaatar <i>aimag</i> budget	-	0.42	0.29	0.36	0.36	0.36	0.37

¹¹ Ministry of Labor and Social Protection. 2020. *Ministerial Order on Variable Cost Normative for Shelter Service*. Ulaanbaatar.

Particulars	2021	2022	2023	2024	2025 ^a	2026 ^a	2027 ^a
Uvs shelter O&M costs, ^b MNT million	No local budget	No local budget	32.0	52.3	55.8	59.6	63.7
Uvs <i>aimag</i> budget, ^c MNT billion	70.3 ^d	18.8	24.1	38.5	40.8	43.2	45.8
% of Uvs shelter O&M costs in Uvs <i>aimag</i> budget	-	-	0.13	0.14	0.14	0.14	0.14

ADO = Asian Development Outlook, GDP = gross domestic product, N/O = not operational; O&M = operation and maintenance.

^a projection.

^b shelter O&M costs are projected taking account inflation forecast by ADO 2024.

^c district/*aimag* budgets are projected based on GDP growth forecast by ADO 2024.

^d included state budget transfer for local schools and kindergartens which is now on longer part of local budget.

Sources: Decrees of Citizen's Representative *Khurals* of *aimags* and ADB estimates.

16. All five shelters are now locally operated and part of the total network of assets operated and funded by local budget. The share of shelter O&M costs in *aimag* budget is expected to remain less than 3% of local budget until 2027. Thus, the budgetary impact of the shelters is considered as not substantial and would not cause an excessive burden on the local budget.

IMPLEMENTATION OF OUTPUT 3: BEHAVIOR OF KEY STAKEHOLDERS ON PREVENTION, REPORTING, AND PROTECTION OF SURVIVORS IMPROVED

A. Background

1. This output of the Combating Domestic Violence Against Women and Children (Grant 9198-MON/G9221-MON), financed by the Japan Fund for Prosperous and Resilient Asia and the Pacific (JFPR) and administered by the Asian Development Bank, consisted of five activities: (i) training all “107” domestic violence hotline operators on communication first response, psychosocial and legal counseling and digital platform services, (ii) engaging at least 100 men in behavior change communication (BCC) activities in two urban and rural project sites through 10 community-based support groups to increase their understanding of domestic violence consequences, and promoted positive role modeling behavior, (iii) involving at least 200 adolescent girls and boys (100 each) in BCC campaigns in two urban and rural project sites to increase their awareness on domestic violence recognition, reporting lines and survivor protection, (iv) adopting the ISO standard (ISO: 27001) on information security management system for the hotline operations, and (v) training 130 social workers, psychologists and officers of detention centers to increase their knowledge of mandatory training programs on behavior change for perpetrators.

B. Information, Education, and Communication Campaigns

2. The project conducted numerous outreach and awareness raising activities in five project locations to conduct the behavior change communication (BCC) campaign nationwide addressing domestic violence prevention, awareness of its consequences, challenging gender-based violence stereotypes, and promoting gender equality engaging specifically men, adolescents, and Persons with Disabilities.

3. The Joint Venture of Press Institute of Mongolia and Mongol Urkh Psychological Institute was selected and authorized by the Ministry of Justice and Home Affairs and ADB to implement BCC activities under the project.

4. The public awareness campaign implemented and piloted BCC activities to demonstrate increased understanding of abusive behavior and domestic violence consequences and promote positive role modeling behavior. The BCC campaign named One Color was conducted nationwide. Under this campaign, 9 short film episodes named “Hultsehgui” were created to advocate for multi-disciplinary teams services and improve recognition of these teams. Additionally, 40 posters and 15 videos were produced and disseminated addressing domestic violence prevention, awareness of its consequences, challenging gender-based violence stereotypes, and promoting gender equality. Within the scope of the campaign, training modules for MDT members, one-stop service centers staff, 107 hotline operators, teachers and school staff, young adolescents, and peer educators were developed.

5. Table A10.1 to A10.7 illustrate knowledge and media materials and events prepared under the project. To increase the donor visibility and acknowledge the Government of Japan support, all information and knowledge dissemination materials and events featured the logos of the JFPR and the Japanese Official Development Assistance.

Table A10.1: Project Short film

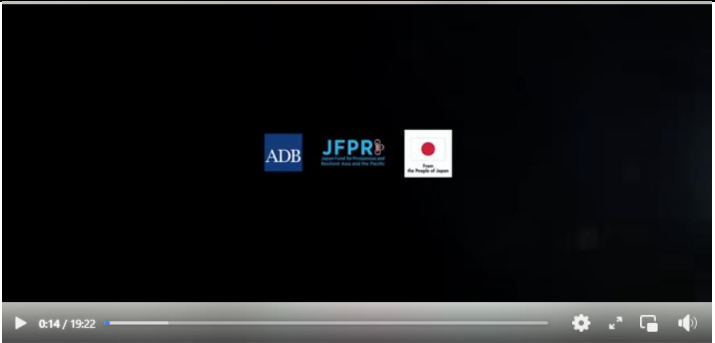
	Film name	Main message of the film	Link	Feature
1	Hultsehgui short film /9 episodes, around 20 mins each/	We must not accept any type of violence.	Link	 <p>"ХҮЛЦЭХГҮЙ" олон ангит кино I-р анги ◆ Бид хүчирхийллийн аль ч хэлбэрийг хүлээн зөвшөөрч ХҮЛЦЭХГҮЙ Гэр бүлийн хүчирхийллээ...</p>




Table A10.2: Project Videos

	Video content name	Description of Videos	Link	Content Summary
1	What color would you define your family?	Different people responded to a couple of short questions on the video.	Link	Different people responded to a couple of questions, such as what color would you define your family, and why? What would you want to say to your family etc.? All people that were a part of the video expressed that their love for their family.
2	Was there violence around you?	30 people responded to a couple of questions on violence	Link	30 people responded to a couple of questions on violence, for instance, was there violence about you? What was your response when you faced to violence etc.?
3	How to have one financial color?	Different couples responded to few questions.	Link	Couples responded to few questions on how they manage household finance etc.
4	How to argue properly?	Different couples responded to few questions.	Link	Couples responded to few questions on how they usually argue with each other respectfully, and properly etc.
5	Red Flag or Green Flag /studio version/	Couples on the street responded to few questions.	Link	Couples responded to few questions on how toxic their relationship is.
6	Red Flag or Green Flag /street version/	Couples on the street responded to few questions.	Link	Couples responded to few questions on how toxic their relationship is.
7	Red Flag or Green Flag /Instagram filter/	People responded few questions using Instagram filter	Link	People responded couple of questions whether the statements are either toxic or healthy using Instagram filter.
8	Introduction video	Short video on "One Color" campaign	Link	Narrator introduces some statistics on domestic violence and introduced the "One Color" media campaign
9	Sign Language	Short video about domestic violence (92 seconds).	Link	Mom and son communicate with each other using sign language, while watching movie muted on TV. When father goes out, they

	Video content name	Description of Videos	Link	Content Summary
				started volume up the tv, and communicate with each other not using sign language.
10	Flowers and blisters	Short video that reminds audience to take care of their children	Link	Narrator explains the phrase “flower and blister” and remind audience to take care of their children as they are lovely and vulnerable as flower and blister.
11	Unsent letter	Daughter writes letter to her father	Link	Domestic violence victim writes a letter on how difficult her life was and and threw away the letter without sending when her husband comes.
12	Psychologist's advice	Short video that professional psychologist explains violence	Link	Psychologist watched the short video called “Sign Language” and commented on the video along with professional advice on domestic violence.
13	Joint content of GangHon channel	Short video on toxic relationship	Link	Husband always ignores and does not respect his wife. Wife stood up for herself and husband understood and apologizes to his wife.

Table A10.3: Project Posters

Topic/number of posters	Content /sample/	Feature /sample/
Stereotypes /10 posters/	<p>"Housework has no gender"</p> <p>Purpose: Changing social stereotypes</p> <p>Content: it is important for everyone to participate equally in housework, not just one member of the family.</p>	

Topic/number of posters	Content /sample/	Feature /sample/
Toxic relationship between couples /6 posters/	<p>“Let’s love, not envy”</p> <p>Purpose: To introduce healthy communication methods in couples</p> <p>Content: It is wrong to be suspicious of clothes and other things and let’s encourage each other .</p>	
Neglecting the child /5 posters/	<p>"A child raised with love spreads love."</p> <p>Purpose: Encourage positive parenting methods. Change the attitude of imposing views on children based on gender stereotypes.</p> <p>Content: A child who grows up in family love learns to spread love to others.</p>	
Disability rights /5 posters/	<p>"Love begins with care."</p> <p>Purpose: Reducing domestic violence against persons with disabilities</p> <p>Content: People with disabilities need the help and assistance of their families, and the message is that it is important to take care of family members.</p>	



Topic/number of posters	Content /sample/	Feature /sample/
<p>Against violence /8 posters/</p>	<p>"Let's practice positive relationships."</p> <p>Purpose: To introduce healthy communication methods in couples</p> <p>Content : Conveys the message that family time together is productive and warm.</p>	
<p>Press poster /6 posters/</p>	<p>"What kind of reflection do you show your child?"</p> <p>Purpose: To provide information about domestic violence</p> <p>Content: A poster that provides an understanding of what a perpetrator of domestic violence looks like in the eyes of children .</p>	

Table A10.4: Project Podcasts


Topic/number of posters	Content /sample/	Feature /sample/
Men's real-life story podcast /5 podcasts/	"Men's real-life story podcast" Audio podcasts aimed to revolve around the real-life experiences shared by members of men's support groups.	 <p>The image shows a podcast cover with a purple and blue background. On the left, there is a logo with a house and the text 'ТЭГ БҮЛЭЭ ХАЙРЛАГ' (Teg BulEE HaiRlag). Below it, the title 'ААВ ХҮН' (AAV HUN) is written in large white letters, followed by the subtitle 'ЯМАР БАЙХ ЁСТОЙГ ОМЛГОСОН' (Yamar Baykh Eystoig Omlgосон). At the bottom, it says 'АУДИО ПОДКАСТ' (Audio Podcast). On the right, there is a professional microphone on a stand. At the top right, there are logos for UN Women, UNFPA, UNICEF, and UNDP, along with the text 'Хүүхэд, эмэгтэйн гурвалын эсрэг гэр бүлийн хүнмэргэлийн тэмцэх төсөл' (Хүүхэд, эмэгтэйн гурвалын эсрэг гэр бүлийн хүнмэргэлийн тэмцэх төсөл).</p>

Table A10.5: Behavioral Change Communication Training Modules and Paraphernalia

No.	Module	Contents
1	Training paraphernalia for teachers and school staff on communication first response	<ul style="list-style-type: none"> • Main concepts of the GBV, types, and impacts of GBV • Specific signs and symptoms for recognizing potential violence in families. • Strategies for preventing GBV and best practices of referral systems. • Role of teachers and school staff in addressing GBV • Challenges in addressing GBV • Behaviors/communication practices that need to avoid when dealing with GBV victims and perpetrators • Communication issues concerning recognition and prevention of GBV, communication with victims.
2	Training paraphernalia for MDTs and staff of shelters, OSSC, helplines, and selected psychologists of the project sites	<ul style="list-style-type: none"> • Main concepts of the GBV, types, and impacts of GBV • Gender stereotypes and their impact on GBV • Signs and symptoms for recognizing potential violence in families • Strategies for prevention of GBV, multisectoral response • Communication skills and guidelines for working with victims and perpetrators. • The key principle of safety for victims and their children • Best practices for preventing violence against women and their children,
3	Training paraphernalia for PWD peer educators	<ul style="list-style-type: none"> • Main concepts, types, and symptoms of GBV • Strategies for prevention of GBV, response options • Challenges of working with victims of domestic violence with disabilities, case examples, and guidelines • Integration of PWD-s in social and work life, issues of capacity building
4	Training paraphernalia for young adolescents in project sites	<ul style="list-style-type: none"> • Core concepts of GBV • Forms and impacts of GBV • Peer bullying, cyberbullying, forms, impacts, and ways to respond

No.	Module	Contents
		<ul style="list-style-type: none"> • Gender biases and stereotypes in peer communication • Smartphone production skills for gender-sensitive social media content • Gender-sensitive use of language and images on social media.
5	Training paraphernalia for 107 Hotline operators	<ul style="list-style-type: none"> • Options for safety plans to be offered to victims of domestic violence, telephone counseling techniques, practical techniques for emergency situation counseling • Psychological techniques for suicide risk prevention, suicide risk assessment, mitigation and assessment, and necessary measures in times of crisis • Rapid testing to determine the level of risk of alcohol dependence, screen addiction, alcohol consumption, preventive measures, advise options for addiction control and substitution and relevant physiology - anatomical features, symptoms, and consequences in theory and practice • The rationale for working on different cases of incoming calls • Methods of working with temporary shelter clients, emergency psychology, measures to prevent domestic violence • Psychological techniques to help focus, stabilize emotions, reduce stress levels, identify problems correctly, and select options for action.

Table A10.6: Introductory Online Training for Teachers and School Staff

Training Name	Description	Date
Introductory online training for teachers and school staff	<p>Objectives: Introduce the main terms and concepts of gender equality and domestic violence, symptoms of risky family environments and symptoms of domestic violence, and trigger referral networks for needed services and support.</p> <p>Participants: Three hundred eleven secondary school teachers, social workers, school managers, and parents from the five project sites including Sukhbaatar, Selenge, and Uvs provinces and Songinokharkhan and Naliakh districts of Ulaanbaatar city, of whom 40 (13%) were male, and 271 were female.</p>	26 May 2021
Training for hotline operators on communication first response	<p>Objective: To improve the communication first response skills of the 107 hotline operators and service providers</p> <p>Participants: A total of 14 people (2 men and 12 women) including specialists of the Human Resources and Training Division of the Capital City Police Department, psychologists receiving calls, Temporary Shelter officers of the Prevention Department of the Capital City Police Department, Bayangol, Songinokhairkhan, Sukhbaatar, Chingeltei, Khan-Uul, Baganuur, Nalaikh districts and Dornod, and Tuv <i>aimags</i>.</p>	16,17 December 2021
Online workshop for MDTs and staff of shelters, OSSC, helplines, and	<p>Objectives: Introduction to the main concept and determining factors of GBV, symptoms of domestic violence, means of communication with victims and perpetrators in a professional manner.</p>	28 May 2021

selected psychologists of the project sites	Participants: 186 people, including MDTs and staff of shelters, OSSC, helplines, and selected psychologists from Sukhbaatar, Selenge, Uvs provinces, and Nalaikh and Songinokhairkhan districts of Ulaanbaatar city (89.7% female, 10.2% male)	
Online training for young adolescents in project sites on key GBV issues and gender-sensitive communication	Objective: Develop a basic understanding of gender equality, gender stereotypes, and domestic violence, strengthen the media and information literacy among boys and girls to actively engage the participants in BCC activities at a later stage of the project. Participants: A total of 80 boys and girls aged 16 – 17 from Sukhbaatar, Selenge, Uvs provinces, and Nalaikh and Songinokhairkhan districts of Ulaanbaatar.	21-22 May 2021
Online training for PWD peer educators	Objectives: Introduce to the main concept and determining factors of GBV, symptoms of domestic violence, ways to identify and respond to violence against persons with special needs. Participants: 53 people from Sukhbaatar, Selenge, Uvs provinces and Nalaikh and Songinokhairkhan districts of Ulaanbaatar city, including PWD-s and professionals working with them. (13 persons were not able to use the online registration system. Out of the 40 registered participants, 38 were female, 2 were male)	27 May 2021

Table A10.7: 16 Days Activism against GBV

	Activity Name	Feature	Date
1	Journalists against violence! Workshop		21-22 November 2021
2	Journalists against violence! Newsroom leaders workshop.		9 December 2021

	Activity Name	Feature	Date
3	Media Watch Discussion	 <p>The poster features the title 'MEDIA WATCH' in large, bold, blue letters. To the left, there is a map of Mongolia with the text 'Хүн бүхэнд хамтаар' (For everyone together). Below the title, it says 'СЭТГҮҮЛЧИД ХУЧИРХИЙЛИЙН ЭСРЭГ! ХЭЛЭЛЦҮҮЛЭГ' (Support for journalists! Discussion). The date '2021.12.08' is prominently displayed. At the top, logos for the Ministry of Culture and Tourism, ADB, and the National Media Center are visible. The background is a vibrant green with various media-related icons like a smartphone, a camera, and social media symbols.</p>	8 December 2021