



# ECONOMIC COSTS OF INTIMATE PARTNER VIOLENCE IN MONGOLIA

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FINAL REPORT  
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## LIST OF ABBREVIATIONS

<b>GBV</b>	Gender-based Violence
<b>VAWG</b>	Violence against Women and Girls
<b>DV</b>	Domestic Violence
<b>IPV</b>	Intimate Partner Violence
<b>NSO</b>	National Statistics Office
<b>UNFPA</b>	United Nations Population Fund
<b>SGDs</b>	Sustainable Development Goals
<b>OSSC</b>	One-stop Service Center
<b>OOP</b>	Out of Pocket
<b>MNT</b>	Mongolian Tögrög
<b>USD</b>	US Dollars
<b>GDP</b>	Gross Domestic Product
<b>NTH</b>	National Trauma Hospital
<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>MOJHA</b>	Ministry of Justice and Home Affairs
<b>NCAV</b>	The National Center Against Violence

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## EXECUTIVE SUMMARY

Violence against Women and Girls (VAWG) is a serious and complex problem that continues unabated worldwide. As such, the eradication of this pervasive societal issue is prioritised in the Sustainable Development Goal (SDG) 5. To date, much has been learned about the nature and multifaceted impact of VAWG, from its physical and psychological consequences for individual women, to its wider effects on families, communities and societies. Research on the social and economic costs of VAWG is currently gaining momentum, thus expanding our knowledge base, and providing data to more directly inform budgetary allocations for addressing VAWG.

Having been one of the first countries to integrate the SDGs into policy, Mongolia has undergone important legislative and policy changes with regard to addressing VAWG. For example, the State Great Khural (Parliament of Mongolia) approved its 2030 Sustainable Development Vision in 2016. This was followed by the enactment of the revised version of the Law on Combating Domestic Violence (LCDV 2004) in 2017. This legislation focuses on domestic violence (DV) prevention and response, including measures to protect survivors from further harm. It also provides for multi-sectoral coordination, which has led to the re-establishment of Coordination Council for Crime Prevention chaired by the Minister of Justice and Home Affairs (MOJHA) as well as a special unit at the National Police Agency (NPA) for GBV/DV to enhance the implementation of the Law to Combat Domestic Violence (LCDV). In addition, important steps have been taken to provide services to survivors, yet funding continues to be a significant challenge.

To engender a better understanding of the problem, the National Statistical Office of Mongolia (NSO), with UNFPA technical assistance, conducted the first large-scale study on GBV/VAW in Mongolia in 2017 (NSO & UNFPA, 2018). Both lifetime prevalence (ever IPV) and current prevalence (IPV in last 12 months) of Intimate Partner Violence (IPV) were measured. More than half of the women who participated in the survey (57.9 per cent) reported some form of violence (physical, sexual, emotional, controlling behaviors, economic) by any partner during their lifetime. Data was also collected on injuries women incurred as a result of physical and/or sexual IPV, their health status, lost workdays and their help-seeking behavior.

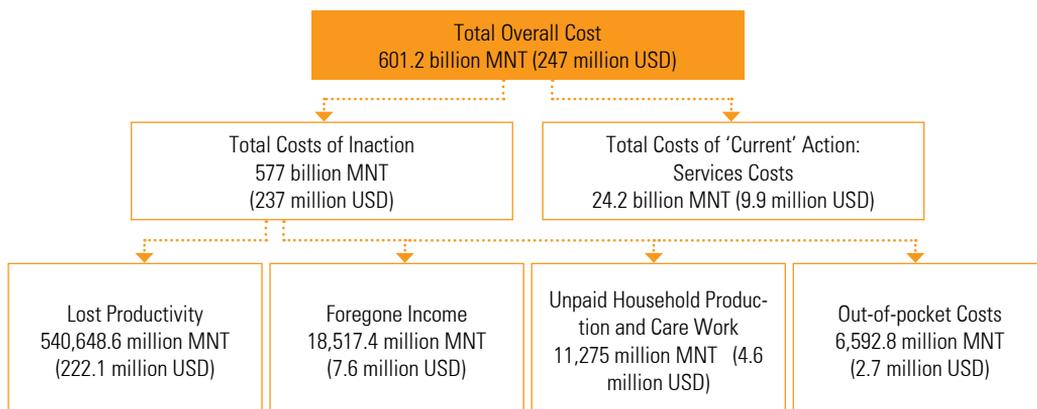
The current research employed this data to estimate the economic costs of IPV for women, households, communities and the economy as a whole. Focusing primarily on tangible monetary costs, estimates of out-of-pocket costs, foregone income, care work loss, and productivity loss due to any form of IPV have been produced. In addition, the resource requirements for addressing DV, which is inclusive of IPV, are estimated.

## KEY FINDINGS

### The following are the key findings of the research:

- Violence against women and girls has significant economic consequences for Mongolia's economy and society.
- The overall total cost is estimated at 601.2 billion MNT (247 million USD) (see Figure 1 below)
  - The total cost of action (current expenditure on services) is 24,167.9 million MNT (9.9 million USD)
  - The total cost of inaction is 577 billion MNT (237 million USD), which equates to almost 24 times the current level of expenditure on service provision.
    - Productivity loss, often an invisible cost, accounts for nearly 90 per cent of the overall costs of IPV for Mongolia.
    - Foregone income of survivors amounts to 18,517.4 million MNT (7.6 million USD).
    - Unpaid household production and care work amounts to 11,275 million MNT (4.6 million USD).
    - Out-of-pocket costs come to 6,592.8 million MNT (2.7 million USD).
- Projected resource requirements: increasing current service users by 75 per cent would result in an expanded resource requirement equivalent to only 7.3 per cent of the cost of inaction. Services can be significantly expanded to reach all survivors of IPV without a significant drain on the resources.

Figure 1: Breakdown of Costs



Source: Authors' own

## RECOMMENDATIONS

### **The following are the key recommendations of this study:**

- Expand investment in prevention efforts to reduce the high prevalence of IPV and its related economic costs to the country.
- Increase funding in health and social services available to the survivors of violence.
- Dedicate greater resources to strengthen the police and judicial sectors to ensure effective prosecution of perpetrators, and protection of victims.
- Ensure monetary supports are provided to IPV survivors to access the required services to mitigate the consequences of violence, and to rebuild the lives of women and their children.
- The Government of Mongolia should commit, at a minimum, 1 per cent of its annual budget to violence related funding, which would be approximately 5 times the current spending on services.
- The Government must include an analysis of IPV related impacts in the economic and social policies, focused on economic growth and well-being of the country.
- The Ministry of Labor and Social Welfare to engage private sector businesses to build a comprehensive workplace response to IPV, including provision of special paid leave to IPV survivors.
- UNFPA and the Ministry of Labor and Social Protection to consider conducting research on the costs of IPV and workplace GBV for workplaces with private businesses (see Asante et al., 2019; Vara Horna, 2013, 2015).
- Build a deeper understanding of the significant links between VAWG, poverty and economic growth to effectively address VAWG, and achieve the SDGs.



# 1. INTRODUCTION

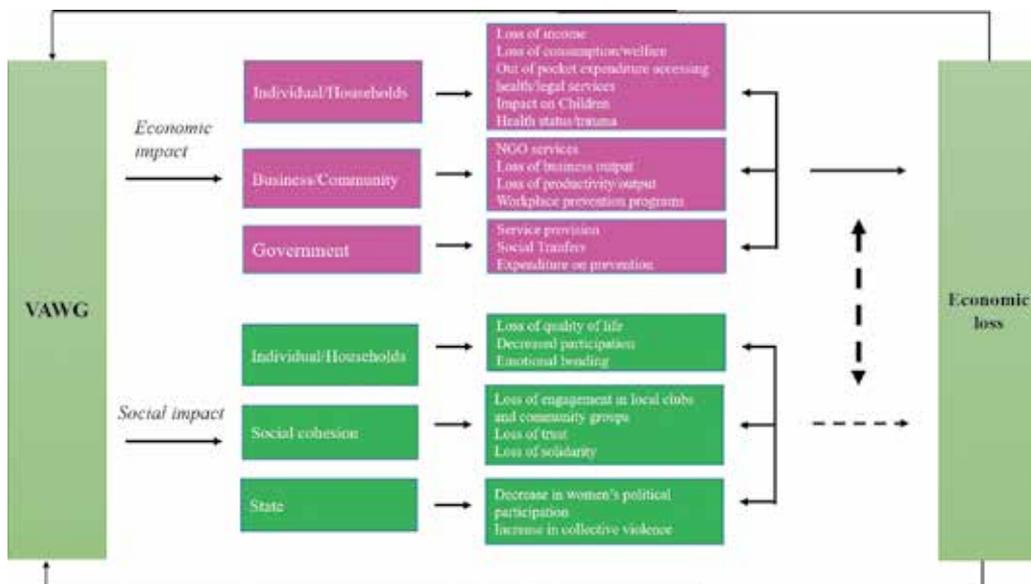
The elimination of all forms of Violence against Women and Girls (VAWG) is prioritised in the Sustainable Development Goal (SDG) 5. Despite the progress achieved to date, this goal remains a universal priority because of the persistence of VAWG in the home, in public spaces and in the workplace, as well as the acknowledgement that VAWG and gender inequality also hinders the achievement of the other SDGs. According to the World Health Organization's global estimates published in 2013, one in three women report experiencing some form of physical and/or sexual violence, predominantly perpetrated by a partner or ex-partner, over their lifetime (WHO, 2013). VAWG has been recognised as a human rights violation and public health problem for many years. A large body of research has established the profound and multifarious impact of VAWG on the physical and psychological health of women, resulting in numerous short and long-term consequences. Moreover, there is a ripple effect for children, the family as a unit, communities, the workplace and society in general. More recently, there is a growing awareness of the significant economic costs of VAWG for individuals and families, as well as for the national economy in low, middle and high-income countries.

To establish the forms, prevalence, causes and effects of VAW/gender-based violence (GBV) in Mongolia, the National Statistical Office of Mongolia (NSO), with the support of UNFPA and the Swiss Agency for Development and Cooperation (SDC), conducted a national study in 2017 (NSO & UNFPA, 2018). This is the first large-scale mixed-methods research (quantitative and qualitative) on VAW in Mongolia. As such, it has addressed the dearth of knowledge on this topic and provides a robust evidence-base to inform policy decisions. The household survey measured five types of Intimate Partner Violence (IPV): physical, sexual, emotional, economic and controlling behaviors. More than half of the women who participated in the survey (57.9 per cent) reported some form of violence by any partner during their lifetime. In addition, 1 in 3 women (35 per cent) had experienced some form of IPV in the last 12 months. More specifically, 31.2 per cent of women reported physical and/or sexual violence in their lifetime, which is similar to the global average. The survey also collected data on injuries women incurred as a result of IPV, help-seeking behavior and lost workdays. This data was employed to estimate the economic costs of IPV for women in Mongolia.

## 1.1 CONCEPTUAL FRAMEWORK

It is widely acknowledged that VAWG has multiple impacts that translate into losses for women, their families, and communities/businesses, as well as macro losses for the society. The conceptual framework provided below outlines the range of economic and social costs of VAWG at the individual/household level, the community/business level, and the government/state level<sup>1</sup>. It also depicts the pathways through which economic and social costs at each of these levels contribute to national losses. Economic costs, such as lost personal and household income, undermine economic growth.

Figure 2: Conceptual Framework of the Economic and Social impacts of VAWG



Source: Scriver et al., 2015

## 1.2 STUDY OVERVIEW

Research on costing VAWG is commonly acknowledged as essential to establishing the enormous socio-economic costs of violence, which is important for policy advocacy on greater investment by governments to prevent, treat and prosecute violence experienced by women. It is equally important to understand the magnitude of resources required to implement laws and policies, as well as the associated national action plans. Costing studies can thus focus on the costs of inaction<sup>2</sup>, the costs of action<sup>3</sup>, or on both aspects.

This project focuses on establishing the economic costs of IPV for individual women/ households and

1 It is recommended that government expenditure to prevent and mitigate the impacts of violence should not be viewed as a 'cost', but rather as 'due diligence' to fulfil the government's human rights obligations to prevent VAWG, protect women and prosecute perpetrators.

2 Costs incurred as a result of governments failing to adequately address the problem of VAWG.

3 Resource requirements for responding to VAW.

for the larger economy of Mongolia, deriving robust estimates of costs to highlight the magnitude of loss in the context of existing service provision. The study also estimates the resources required for the provision of services, as well as assessing the current government spending on these services. The gap between the resources required and those currently allocated will provide a clear message on the need for urgent action on the issue of IPV.

### 1.3 OBJECTIVES OF STUDY

To achieve the overall project aim, the focus was placed on the following three objectives:

- 1) To estimate the economic costs of IPV for women/households, including the estimated cost of productivity loss in the labour market, and the impact on the Mongolian economy.
- 2) To estimate the resources required for preventing and responding to IPV.
- 3) To train and build the knowledge of the national technical working group, partners and stakeholders on the economic costs of IPV.

To meet the first objective, the following estimates have been calculated: A) Out-of-pocket (OOP) costs, B) Household Income Loss/National Loss, C) and Aggregate loss (see Table 1). (see Table 1). To realise the second objective, resource requirements have been estimated based on the existing data on expenditure incurred in the provision of services for DV survivors in the health, social and justice sectors.

*Table 1: The Costs of Inaction*

Cost category	Type of costs
A) Out-of-pocket costs	Health services
	Social services
B) Household income/national loss	Divorce
	Unpaid household production and care work loss
	Foregone income
C) Aggregate loss	Lost productivity
	Overall Costs
	Distribution of Costs
	Percentage of GDP

*Source: Authors' own*

To achieve the third objective, the national technical working group participated in a workshop on consultation and training provided by Dr. Mrinal Chadha on October 17th, 2019 in Ulaanbaatar. Employing a tailor-made manual that explained the various costs and methodologies for estimating these costs, as well as presentations on the categorisation of costs, types of costing exercises and methodologies, this workshop generated new knowledge, expanded skills, and enhanced active participation of the key stakeholders and national research partners. The key national stakeholders and the national tech-

nical working group finalised the parameters of the costing analysis, which facilitated both ownership of the exercise, as well as deeper hands-on knowledge of the costing methodologies. A series of deadlines were agreed to progress and finalise the project, which have been duly met.

## 2. CONTEXT

### 2.1 SOCIAL, POLITICAL AND ECONOMIC CONTEXT

#### 2.1.1 Social and Economic Context

Located in North-central Asia, Mongolia is a vast country dominated by pasturelands, with a population of 3,314,070 (NSO, 2020a). This population is concentrated in the North-central region of the country, which has the richest pasturelands, the main crop area and the most developed transportation infrastructure. Administratively, the country is divided into 21 aimags (provinces), with the provinces subdivided into soums (districts) and baghs (subdistricts). There is also the Ulaanbaatar hot (municipality), the capital city, which has independent administrative status and consists of several duureg (urban districts). Due to unemployment, a growing number of rural families have relocated to the growing city of Ulaanbaatar. However, agriculture and forestry continue to play an important role in the Mongolian economy. Since the 1960s, there has also been an emphasis on developing Mongolia's various mineral resources, such as coal, copper, gold and silver. New sectors that have contributed to economic growth include mining, cashmere production and tourism. In addition, the service sector has developed significantly since 1990.

As of the 4th quarter of 2019, the working age population of Mongolia (aged 15+) was 2,132,102 (NSO, 2020b). Over 1 million people (1,293,579) were in the labour force (current supply of labour for the production of goods and services in exchange for pay or profit), with a labour force participation rate of 60.7 per cent - 69.0 per cent for men and 53.2 per cent for women. Of the total number of employed individuals in 2019, the majority (52.5 per cent) were working in the services sector, with 26.1 per cent employed in agriculture and 21.4 per cent employed in the production sector. In January 2020, more women (53 per cent of the registered unemployed) were unemployed than men.

#### 2.1.2 Law and Policy on VAWG

*'Social norms of acceptability of domestic violence create a culture of silence, resulting in low disclosure, hesitancy to approach the legal system, and minimal utilization of legal protection or other services' (Dandar and Jigmiddash, 2018, p. 10).*

Mongolia was one of the first countries to incorporate the 2030 Sustainable Development Goals (SDGs) into its long-term development policy (Government of Mongolia 2019). In 2013, the government approved a midterm strategy (2013-2016) for implementation of the 2011 Law on Promotion of Gender Equality. This was followed by the State Great Khural's (Parliament of Mongolia) approval of its 2030 Sustainable Development Vision in 2016. The NSO, in conjunction with the ministries, developed indicators for the collection of sex-disaggregated data on GBV/VAW. However, translating this data into effective service provision continues to be a challenge.

In Mongolia, the revised version of the Law on Combating Domestic Violence (LCDV 2004) was enacted in 2017. This legislation focuses on DV prevention and response, including measures to protect survivors from further harm. It also provides for multi-sectoral coordination, which has led to the re-establishment of Coordination Council for Crime Prevention chaired by the Minister of Justice and Home Affairs (MOJHA) as well as a special unit at the National Police Agency (NPA) for GBV/DV to enhance the implementation of the Law to Combat Domestic Violence (LCDV). The LCDV operates in conjunction with the Law on Witness Protection, the Criminal Proceedings Code, Family Law and the Law on Child Rights. The MOJHA is the leading government department for implementing the 2017 law and for developing standard operating procedures, though other line ministries have likewise created their own SOPs for their areas of responsibility.

The National Center Against Violence (NCAV) has conducted two assessments of the implementation of the LCDV, one in 2018 and one in 2019. The 2018 assessment, which focused on the duties of the police, commended the good practices, standards and initiatives put in place, while identifying areas for improvement regarding capacity building and prevention. The 2019 review assessed the implementation of the mandatory perpetrator rehabilitation programme. While notable progress is evident, the overall quality and availability of training and rehabilitation services are not yet at the level required to ensure long-term changes. The findings of these assessments guided the development of the draft amendment to the Law on Misconduct, which has been submitted to MOJHA. At the policy level, the National Development Strategy 2008-2021 has also placed DV on the agenda and Mongolia further signed the “UN COMMIT” Initiative in 2014, which affirms DV’s status as a crime and urges immediate action to end VAW. These legislative and policy frameworks have placed a vital focus on the need to effectively address GBV and DV in the Mongolian society.

Effective budgetary allocations for the provision of essential services is central to addressing VAW, yet funding continues to be a significant challenge. Since 1995, the NCAV has sought to put pressure on the government to provide safe and equitable support services for survivors of domestic and sexual violence against women and children. They have also established a nationwide system of prevention and protection, operating 5 DV shelters. In addition, the government set up a victim hotline and three one-stop service centres (OSSC) providing health, psychosocial, protection and legal aid services in Ulaanbaatar in 2009 with the support of UN agencies. Three additional OSSCs were set up by the government with support from UNFPA in Zavkhan, Gobi-Altai, and Bayankhongor provinces in 2013-14, and measures are underway to establish shelter homes. In response to the preliminary findings of the 2017 GBV/VAW study (NSO & UNFPA, 2018), a further nine OSSCs were established in seven provinces and two districts of Ulaanbaatar under the joint project of the Mongolian Government, UNFPA and SDC on Combating GBV. This is an important step towards implementing the UN Essential Services Package for Women and Girls Subject to Violence (UN Women, UNFPA, WHO, UNDP & UNODC, 2015).

## 2.2 VIOLENCE AGAINST WOMEN AND GIRLS IN MONGOLIA

To establish a much-needed evidence base, the National Statistics Office (NSO), with the assistance of UNFPA and the SDC, undertook the first large-scale study on the nature and impact of GBV/VAW in Mongolia in 2017 (NSO & UNFPA, 2018). This national research comprised a quantitative component based on the methodology developed for the WHO Multi-Country Study on Women’s Health and Domestic Violence against Women (WHO, 2005), and a qualitative component adapted from available methodologies. The study focused on the following areas: prevalence and incidence of VAW; the associations between IPV and a range of health and other outcomes; protective and risk factors for IPV; women’s help-seeking and coping strategies. As such, it has addressed the dearth of knowledge on this topic and produced important data in relation to the UN SDG indicators, particularly SDG 5 (5.2.1 and 5.2.2), in the Mongolian context.

First, a population-based household survey was conducted with a representative sample of 7,920 women (aged 15-64), covering all 21 Mongolian provinces and 9 districts. This was followed by 64 focus groups with 392 participants, 87 in-depth interviews, and 59 key informant discussions, which built on the preliminary results of the survey. The household survey was comprised of five parts, including the Woman’s Questionnaire, and measured five types of IPV: physical, sexual, emotional, economic and controlling behaviors. Both lifetime prevalence (ever IPV) and current prevalence (IPV in last 12 months) were measured. In this study, partner refers to male intimate partners, whether married, cohabiting, separated, divorced, or widowed.

More than half of the women who participated in the survey (57.9 per cent) reported some form of violence (physical, sexual, emotional, controlling behaviors, economic) by any partner during their lifetime, with 35 per cent of women reporting some form of IPV in the last 12 months. Given common practice in terms of the most robust definitions used for analysis and international comparison, the questions relating to costs focused on physical and sexual violence. Almost one-third (31.2 per cent) of women reported experiencing physical and/or sexual violence in their lifetime, which is just over the global estimate (30 per cent; WHO, 2013). The significance of emotional and economic violence is acknowledged, as well as the difficulties with measuring these types of violence in a survey. Nonetheless, it was established that 40.3 per cent of women reported lifetime emotional abuse, with 22.4 per cent reporting current emotional abuse. In addition, 19.9 per cent of ever-partnered women reported economic violence in their lifetime.

The survey also collected data on injuries women incurred as a result of IPV, their health status, lost workdays and help-seeking behavior. Almost half of the women who experienced physical and/or sexual lifetime IPV (42.8 per cent) were injured as a result. Most of these injuries were severe. Indeed, women who reported physical and/or sexual IPV were consistently more likely to report “poor” or “very poor” health, to have multiple symptoms of mental health conditions and suicidal ideation. The findings revealed that the majority of women (73.5 per cent) told someone about the IPV they experienced. Of those who ever sought help for physical and/or sexual IPV in her lifetime, most (23.9 per cent) reported the violence to the police. More than one in ten (13.2 per cent) women accessed a health facility,

while 12.5 per cent of women sought assistance from monks or religious leaders. A lesser number of women (less than 1.5 per cent) accessed a shelter and other care services. Data on lost workdays due to lifetime IPV was also recorded. This data was employed to estimate the economic costs of IPV for women in Mongolia, expanding the knowledge base established in 2007 by a smaller-scale DV costing study (UNESCO, 2007). The current findings also complement those from Dandar and Jigmiddash's (2018) research on budgetary allocations for the provision of GBV essential services.

## 3. METHODOLOGY

This section describes the methodology used in the estimation of OOP costs, foregone income, unpaid household production and care work, productivity loss, and the resource requirements for addressing GBV/VAW, primarily based on Duvvury et al. (2019). The 2017 GBV/VAW survey dataset was the primary dataset used for estimating costs. Given the gaps in the 2017 GBV/VAW dataset, other sources of data including, but not limited to, the Labour Force Survey (LFS) 2017, 1212.mn, findings from similar previous research, and figures provided by UNFPA Mongolia were explored and used. The data sources and the methodology for each type of cost with the assumptions made are outlined below.

### 3.1 OUT OF POCKET COSTS

#### 3.1.1. Health Costs

OOP health costs are estimated for women who reported physical and/or sexual IPV resulting in an injury that required healthcare in the last 12 months. These estimates are based on the following questions (805a and 805b) in the 2017 GBV/VAW survey<sup>4</sup>:

*In your life, were you ever hurt badly enough by (any of) your husband/partner(s) that you needed health care (even if you did not receive it)? Has this happened in the last 12 months?*

Due to the already expected underreporting of IPV prevalence and help seeking, it is assumed that survivors who answered 'yes' to the above questions did access healthcare services. This assumption, to a certain extent, accounts for the under-reporting of help seeking behavior. As the 2017 GBV/VAW survey only focuses on help-seeking and not the intensity of the help sought by the survivor, data from the National Trauma Hospital (NTH) is used to include intensity in the calculation of OOP health costs. The data available from the NTH covers initial first-aid, repeated consultations due to psychological trauma, hospitalisation and surgery.

According to the figures provided by the NTH<sup>5</sup>, out of a total of 1,054 women who accessed their health services in 2017, 694,694 (65.9 per cent) went for a consultation on average 4 times over the last 12 months, spending 4,250 MNT (1.7 USD<sup>6</sup>) each time. The remaining 320 (30.4 per cent) women were discharged following first aid, and it can be assumed that they also incurred an average one-time consultation OOP cost of 4,250 MNT (1.7 USD). In addition, 21 women (2 per cent) had surgery, spending on average 1,738,650 MNT (714.2 USD), while 19 (1.8 per cent) were in-patients who did not have surgery, spending on average 800,000 MNT (328.6 USD). It is assumed that the survivors who

4 The 2017 GBV/VAW survey questionnaire can be accessed from [http://web.nso.mn/nada/index.php/catalog/117/related\\_materials](http://web.nso.mn/nada/index.php/catalog/117/related_materials)

5 The figures were provided by the NTH during the first workshop from the official unpublished records.

6 The value of 1 USD has been taken as 2434.4849 MNT in 2017 based on [exchangerates.org.uk](http://exchangerates.org.uk).

reported seeking help in the 2017 GBV/VAW sample received healthcare in the same proportion and at the same unit cost as survivors who accessed the NTH in 2017.

### **3.1.2 Costs of Accessing Social Services**

This study uses the previous cost of service provision report by Dandar and Jigmiddash (2018) which details the number of DV survivors accessing services to derive the estimates of out of pocket costs incurred by survivors. In 2017, 2,316 survivors of DV accessed shelters<sup>7</sup> and the 108 help centers. In addition, 1,612 survivors of DV accessed OSSCs<sup>8</sup>. Therefore, a total of 3,928 female survivors accessed social services in 2017 (Dandar & Jigmiddash, 2018).

The following costs provided by UNFPA Mongolia have been applied for each of these 3,928 women: obtaining health insurance (45,000 MNT or 18.5 USD), medicines (35,000 MNT or 14.4 USD), transportation cost (17,500 MNT or 7.2 USD), re-issuing documentation (50,000 MNT (20.5 USD), including fine of 30,000 MNT (12.3 USD) and documentation of 20,000 MNT (8.2 USD), moving home or building a ger (yurt) (80,000 MNT or 32.9 USD), reference from TUTS (public services) machine (1000 MNT or 0.4 USD), migration (7,500 MNT or 3 USD), communication and hygiene products (30,000 MNT or 12.3 USD). As there is no available information on the proportion of these women who have children, the proportion of ever-partnered women from the 2017 GBV/VAW survey who had at least one child (80.8 per cent) has been applied (NSO & UNFPA, 2018). Due to a similar lack of data concerning the percentage of children who attend private school, it is assumed that half of ever-partnered survivors' school going children attend a private school at a cost of 2,000,000 MNT (821.5 USD). The costs have been adjusted for inflation.

### **3.1.3 Divorce Costs**

It appears that divorce is a common coping strategy in Mongolia, with 69.81 per cent of ever divorced women experiencing lifetime IPV. An attempt has been made to estimate the economic loss associated with divorce for survivors.

The number of adjudicated divorce cases is recorded in administrative records (Dandar & Jigmiddash, 2018). In 2017, there were 2,791 adjudicated divorce cases with 24 decisions that excluded parental rights (Dandar & Jigmiddash, 2018). As there is no data on the number of divorces as a result of IPV, the 2017 GBV/VAW survey data has been used for these estimates. The proportion of women who divorced in the last 12 months due to IPV at some point in their relationship is based on the proportions of survivors who were ever divorced and experienced any violence in their lifetime (69.8 per cent).

The expenses associated with divorce were calculated using the divorce costs in 2019 provided by UNFPA Mongolia as follows: filing for divorce (70,200 MNT or 28.8 USD), applying for child support (70,200 MNT or 28.8 USD), applying for child maintenance (52,650 MNT or 21.6 USD), notary fee

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7 NCAV based shelter in Chingeltei district in Ulaanbaatar, NCAV shelter in Tuvaimag, Metropolitan police based shelter and Khan-Uul district FCYDD based shelter.

8 There are a total of 6 OSSCs supported by UNFPA. Three are currently based in Ulaanbaatar: Trauma hospital, Sukhbaatar District hospital, and the Forensic hospital. The other three are located in the aimags (provinces): Bayankhongor (government based OSSC), Gobi-Altai aimag's hospital, and ZavkhanAimag's Police cent.

(3,500 MNT or 1.4 USD), printing and copying fee (10,000 MNT or 4.1 USD), attorney fee (1,200,000 MNT or 492.9 USD), reference, archive inquiry (5,500 MNT or 2.3 USD). As these are 2019 figures, the loss estimates due to divorce are adjusted for inflation. For the 24 decisions that excluded parental decisions, the costs for applying for child support and maintenance are excluded. Court fees and application for receipt of the co-owned property share have been excluded due to unavailability of data.

### **3.2 UNPAID HOUSEHOLD PRODUCTION AND CARE WORK**

An attempt has been made to assume care work days lost in Mongolia by approximating the days lost to another country where care work hours by women and prevalence rates of IPV are similar. Having assessed the availability of data from the limited number of countries that have established the costs of care work due to IPV, Ghana was selected as the closest match. This is because in Mongolia women spend 3.4 hours caring for children, elderly and sick people, and serving guests, as well as 0.9 hours doing house chores (NSO, 2015). In Ghana, women spend an average of 3 hours and 29 minutes doing household and care work (GSS, 2009). The prevalence rates of IPV are also similar in the two countries. In Mongolia, 35 per cent of women experience any form of partner violence in the last 12 months: physical and/or sexual violence, economic violence, emotional violence, and controlling behaviours (NSO & UNFPA, 2018). In Ghana, approximately 43 per cent women experience any form of partner violence in the last months (Asante et al., 2019). Such assumptions to approximate results for one country based on another similar country are common in the costing literature (Fearon & Hoeffler, 2014; Raghavendra, Chadha, & Duvvury, 2018).

As found by Asante et al. (2019), in Ghana, 15 per cent of women experiencing IPV report missing care work, on average 21 days. The same proportion and mean days lost are used to estimate the unpaid household production and care work days lost for Mongolia. To monetize the estimated days lost, the minimum wages in Mongolia have been used.

### **3.3. FOREGONE INCOME**

Using the 'missed workdays in lifetime due to women's lifetime experiences of sexual and/or physical partner violence' question (907a) asked in the GBV/VAW survey, household income loss was estimated and extrapolated to the national level. To estimate missed workdays in the last 12 months, it is assumed that currently working survivors of physical and/or sexual violence in the last 12 months missed the workdays reported in the last 12 months. One currently working survivor of physical and/or sexual IPV in the last 12 months reported missing 365 days; these days were reduced to 250 as this is the maximum number of working days in a year. If a participant responded 'don't know/remember' to the question, the average number of missed workdays in the sample was applied. However, if a survivor refused to answer, she was excluded from the analysis.

While the 2017 GBV/VAW survey collected information on working women's occupation and sector of work, it did not collect information on wages. The 2017 LFS dataset was thoroughly explored in the hope of assigning wages by matching age, location, education level, employment status, occupation and work sector. However, this was not possible as there are too few samples in the LFS dataset to assign

a generalized wage based on these characteristics. Assigning wages by matching just occupation and sector also proved unsuccessful for the same reason. Therefore, average female sectoral wages sourced from the official NSO website<sup>9</sup> were employed to estimate foregone income.

### 3.4 PRODUCTIVITY LOSS

Productivity loss is often more than simple absenteeism (i.e. missing work). It reflects the accumulated impact of not working, working irregularly, or working less productively (also known as presenteeism) as a result of IPV. This loss can be captured by the difference in earnings between women who have no experience of violence and those who have a history of violence, given that earnings are a reflection of difference in the marginal product of a worker, controlling for variations in age, education, skill, location, etc. The authors have thus estimated productivity loss due to violence by exploring the earnings difference between women who experience lifetime IPV and those who have had no experience of IPV.

Due to data unavailability (see Limitations section), this study has used previous costing work in Vietnam which suggests that survivors of IPV tend to receive approximately 35 per cent less wages than women who have not experienced IPV in their lifetime (Duvvury, Carney, & Nguyen, 2012). The Vietnam cost study estimate has been applied here because of its close cultural proximity to Mongolia, as well as the fact that both are lower middle-income countries. They also report a similar hourly wage distribution for women (proportions at 2nd–10th centiles and 91st–99th centiles; ILO 2018). Other studies have also suggested earning differentials between these two groups. For example, Morrison and Orlando (1999) found that, in Santiago and Managua, survivors of severe physical partner violence earn 61 per cent and 43 per cent less respectively than never abused women. Similarly, Vyas (2013) reported that Tanzanian survivors of current physical and/or sexual violence earn 29 per cent less than never abused women. For current physical (severe) and/or sexual violence, the differential is 43 per cent.

Based on the number of working women who have experienced lifetime violence by sector nationally, productivity loss is estimated using a sensitivity analysis with the assumption that survivors would have obtained higher earnings by 15 per cent, 20 per cent and 25 per cent, compared to the average earnings in their sectors. An increase of 35 per cent, as in Vietnam, is not estimated as this is approximately the difference between earnings of survivors and women who have not experienced violence, which does not indicate that IPV survivors have 35 per cent lower earnings compared to the average wage in their respective sector. This potential increase in earnings of the survivors is then extrapolated to the national level to project a potential productivity loss, which is expressed as a percentage of GDP for purposes of illustration.

### 3.5 RESOURCE REQUIREMENTS TO ADDRESS GBV/VAW

The authors build on the calculations of Dandar and Jigmiddash (2018) to estimate the resource requirements for service provision in the health, social and justice sectors. Two key inputs are

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9 [www.1212.mn](http://www.1212.mn)

employed: unit cost of each service accessed by survivors in the last 12 months and the number of survivors accessing services in 2017 (Dandar & Jigmiddash, 2018). In 2017, 2,316 survivors of DV accessed shelters and the 108 help centers at a unit cost of 317,165 MNT or 130.3 USD. In addition, 1,612 survivors of DV accessed OSSCs at a unit cost of 31,575 MNT or 13 USD.

As Dandar and Jigmiddash (2018) do not provide a unit cost for accessing justice services, the unit cost has been estimated on the basis of available information in the report (see Table 2). To estimate the unit cost of police services, data of both victims and administrative offences was used. Of the 1,120 victims of DV in 2017, 784 were female partners or wives, implying 70 per cent (784/1120) were survivors of IPV. In addition, there were 4,369 cases of DV administrative offences. Assuming the same proportion as in the case of women DV victims, 3,058 survivors have accessed police services, assuming that the number of victims (784) are included in the administrative figures.

*Table 2: Unit Costs of Accessing Services*

Type of Personnel	No of Personnel	Salaries (Million MNT)	Admin Expenses (Million MNT)	Total Expense on DV against Women (Million MNT)	Number of Survivors Accessing	Unit Cost (Million MNT)	Unit Cost (USD)
Police	8,774	28,606	2,194 (250,000 MNT each)	21,560 (70 per cent of total DV)	3,058	7	2,896
Prosecutors	585	1,532	291 (497,206 MNT each)	1,823	114	16	6,568

*Source: Authors' own estimated using figures from Dandar and Jigmiddash (2018)*

In addition, based on the approximate allotted time for handling DV cases and the number of operational staff, approximately 28,606 million MNT or 11.8 million USD is spent annually on salaries for 8,774 police personnel handling DV cases. Moreover, approximately 250,000 MNT or 102.7 USD is spent per police officer on non-salary administrative costs, giving a total of approximately 2,194 million MNT or 0.9 million USD. This results in a total cost of 30,800 million MNT or 12.7 million USD incurred by the police. As there is no sex-segregation of costs in the report, the same proportion of 70 per cent is taken to estimate the cost incurred by the police due to IPV against women. The total cost for 3,058 survivors thus equates to approximately 21,560 million MNT (8.9 million USD) or a unit cost of approximately 7 million MNT (2,896 USD).

There were also 114 adjudicated court decisions in 2017, with 1,532 million MNT (0.6 million USD) spent on salaries. In addition, there were 585 prosecutors spending, on average, 497,206 MNT (204.2 USD) each on administrative costs. The total costs for the 114 adjudicated decisions equal 1,823 million MNT (0.7 million USD) or a unit cost of approximately 16 million MNT (6,568 USD).

As most survivors do not access health, social and judicial services due to stigma, a sensitivity analysis is conducted, factoring in an increase in service utilization by increasing the percentage of survivors accessing services by 25 per cent, 50 per cent and 75 per cent.

### 3.6 TOTAL COSTS DUE TO IPV

As discussed in the introduction of this report, the costs due to violence consist of the costs of inaction and the costs of action. Overall, costs to Mongolia due to DV have thus been estimated as following:

Overall Costs=A (OOP Costs+Unpaid Household Production and Care Work Loss+Foregone Income+Productivity Loss)+B(Costs of Existing Service Provision)

where;

A=Cost of inaction

B=Cost of 'current' action

## 4 RESULTS

Just over thirty-six percent (36.1 per cent) of ever partnered working women report experiencing IPV in the last 12 months, with 13.2 per cent of ever partnered working women reporting physical and/or sexual violence in the last 12 months.

### 4.1 OUT OF POCKET COSTS IN THE LAST 12 MONTHS

#### 4.1.1 Health Expenses

The proportions and costs from the NTH noted in the methodology section were applied to the national population of women (11,891), based on the GBV/VAW survey, who reported having been “*hurt badly enough by (any of ) your husband/partner(s) that you needed health care (even if you did not receive it) in the past 12 months*” (questions 805a and 805b).

Table 3 below provides the results of OOP health expenses in the last 12 months incurred by these survivors. Almost 66 per cent of the survivors went for a consultation an average of 4 times at a unit cost of 17,000 MNT (7 USD). A small proportion (2 per cent) of the survivors required surgery, spending on average 1.7 million MNT (714.2 USD), whereas only 1.8 per cent of the survivors needed inpatient services at a unit cost of 800,000 MNT (328.6 USD). The total OOP health expenses come to approximately 733 million MNT (301,161.4 USD).

Table 3: Out of Pocket Health Costs

Type of Health Service Accessed	Percentage of Survivors Accessing (N=11,891)	Unit Cost (MNT)	Total Cost of Survivors (Million MNT)	Total Cost of Survivors (USD)
Consultation (4 times)	65.9%	17,000	133.1	54,678.4
First-Aid	30.4%	4,250	15.3	6,302.3
Surgery	2%	1,738,650	413.5	169,845.3
Inpatient	1.8%	800,000	171.2	70,335.4
			733 Million	301,161.4

Source: Authors' own

### 4.1.2 Social Services Expenses

As reported in the methodology, 3,928 female survivors accessed social services in 2017 (Dandar & Jigmiddash, 2018). Of these, 3,174 were women with children attending school, half of which (1,587) were women whose children attended private school. Based on the unit cost information provided by UNFPA Mongolia, the authors estimated the OOP costs separately for 1) women survivors without children and those with children attending public school and 2) women survivors with children attending private school.

The OOP costs for 2,341 survivors without children or with children attending public school come to approximately 223,663 MNT (91.9 USD) each, after adjusting for inflation (see Table 4). This includes the costs of health insurance, medicine, transportation, re-issuance of documentation, moving home or building ger (yurts), reference from TUTS machine, migration, communication and hygiene products. For 1,587 survivors with children attending private school, the costs come to approximately 1.9 million MNT (782.6 USD). The total costs of survivors accessing social services thus amount to approximately **3,547.4 million MNT (1.5 million USD)**.

Table 4: Social Services Costs

Women Accessing services	Number	UNIT OOP (MNT)	UNIT OOP (USD)	Total Costs (Million MNT)	Total Costs (USD)
With No Children	754	223,663.4	91.9	168.6	69,272.2
With Children attending Public School	1,587	223,663.4	91.9	354.9	145,802.5
With Children Attending Private School	1,587	1,905,343.4	782.6	3,023.8	1,242,061.5
Total	3,938			3,547.4	1,457,136.2

Source: Authors' own

### 4.1.3 Divorce Expenses

Administrative records show that there were 2,767 adjudicated divorce decisions with parental rights and 24 adjudicated divorce decisions without parental rights in Mongolia in 2017 (Dandar & Jigmiddash, 2018). As per the GBV/VAW survey data, 69.8 per cent divorced women experienced some form of IPV in their lifetime. Due to a lack of data on divorces due to IPV, it is assumed that in 69.8 per cent of divorces IPV was a factor or cause for divorce. Applying the unit costs outlined in the methodology, the OOP divorce costs, adjusted for inflation, come to 1.2 million MNT (487.7 USD) each for 1,932 divorce cases involving parental decisions. For 17 cases not involving parental decisions, the OOP divorce costs amount to approximately 1 million MNT (445.3 USD), after adjustment for inflation. The total costs for 1,949 adjudicated divorce cases are thus estimated at approximately **2312.3 million MNT (949,813.9 USD)**.

## 4.2 UNPAID HOUSEHOLD PRODUCTION AND CARE WORK LOSS

As discussed in the methodology, this study uses data from Ghana costing research (Asante et al., 2019) to calculate these estimates. The prevalence rate of women who reported experiencing any IPV (physical, sexual, emotional, controlling behaviors and economic) in Mongolia in the last 12 months is 35 per cent (328,079). Applying the Ghanaian proportions and mean unpaid household production and missed care workdays as a result of IPV, there are 49,212 Mongolian women missing an average of 9 to 33 days each. The total missed unpaid household production and care work can thus range from 442,908 days to 1,623,996 days. This estimate of missed workdays is multiplied by the minimum daily working wage in Mongolia of 10,910 MNT<sup>10</sup> (240,000 MNT/22) or 4.5 USD, resulting in a total monetary loss ranging from **4,832 million MNT (2 million USD) to 17,718 million MNT (7.3 million USD)** in the last 12 months. Table 5 provides the mean missed care workdays as well as the lower and upper limits of these missed days based on 95 per cent confidence intervals.

*Table 5: Number of Care Workdays Missed by Survivors*

	Mean Days Missed (N=49,212)	Total Days Missed	Total Monetary Loss (Million MNT)	Total Monetary Loss (Million USD)
Lower Limit	9	442,908	4,832	2.0
Average	21	1,033,452	11,275	4.6
Upper Limit	33	1,623,996	17,718	7.3

*Source: Authors' own*

## 4.3 FOREGONE INCOME

As outlined in the methodology, foregone income was estimated and extrapolated to the national level by utilizing the average female earning wage in each sector. Just over five per cent (5.31 per cent) of ever partnered currently working women reported missing an average of 19 days each in the last 12 months due to IPV. To estimate foregone income, the average wage of the sector in which each woman worked was multiplied by the number of missed workdays reported by the individual woman.

Extrapolating to the national level, 26,611 Mongolian survivors lost, on average, 695,855.2 MNT (285.8 USD) each in foregone income due to physical and/or sexual violence in the last 12 months, resulting in a total loss of approximately **18,517 million MNT (7.6 million USD)**. Table 6 also shows the lower and upper limits of foregone income based on 95 per cent confidence intervals.

<sup>10</sup> Minimum monthly wage in Mongolia in 2017 was 240,000 MNT. Therefore, the daily minimum working wage is 10,910 MNT (240,000/22).

Table 6: Foregone Income by Survivors due to Physical and/or Sexual Violence in the Last 12 Months

	Mean Days Missed (N=187)	Total Days Missed (N=26,611)	Average Foregone Income Loss (MNT)	Total Foregone Income Loss (Million MNT)	Total Foregone Income Loss (Million USD)
Lower Limit	13.9	370,691	442,658.8	11,780	4.8
Average	18.8	500,021	695,855.2	18,517	7.6
Upper Limit	23.6	629,084	949,051.7	25,255	10.4

Source: Authors' own

#### 4.4 PRODUCTIVITY LOSS

In-keeping with the costing literature discussed in the methodology, productivity loss due to IPV is estimated by exploring the earnings differential between two wage earning cohorts. The Vietnam study suggests that women IPV survivors tend to receive approximately 35 per cent less wages than those who have not experienced IPV (Duvvury et al., 2012). On this basis, it is assumed that women experiencing IPV in Mongolia are currently receiving lower earnings than they would have received in the absence of IPV. There are 294,729 ever-partnered working survivors of any lifetime violence (physical, sexual, emotional, controlling behaviors, economic) in Mongolia (see Table 7).

A sensitivity analysis was conducted to account for the potential earnings loss for survivors of IPV by assuming that the earnings of survivors would be higher by 15 per cent to 25 per cent than the average sectoral wages, in the absence of IPV. This captures the current productivity loss in the economy due to earnings differential currently experienced by IPV survivors. If the earnings of survivors are assumed to be 15 per cent higher, the mean loss in earnings is approximately 1.3 million MNT (565.1 USD). An upper limit of a 25 per cent increase in earnings would result in a mean earnings loss of approximately 2.3 million MNT (941.8 USD). This potential increase in earnings represents an invisible productivity loss due to the violence experienced by women, which is not recognised by the households or the government. The national estimate of the loss comes to a staggering 405.4 billion MNT (166.6 million USD) in 2017, assuming a potential increase of just 15 per cent in earnings. This loss increases to almost 675.8 billion MNT (277.6 million USD) with a 25 per cent potential increase in earnings. The significance of this productivity loss comes into sharp relief when we consider this as a percentage of GDP – the loss ranges from 1.5 per cent to 2.4 per cent of 2017 GDP.

Table 7: Productivity Loss

Number of Working Survivors of Lifetime Violence	Assumed Increase in Earnings	Mean Loss in Earnings (MNT)	Mean Loss in Earnings (USD)	Ag-gre-gate Loss (Million MNT)	Aggre-gate Loss (Million USD)	2017 GDP (Billion MNT)	2017 GDP (Bil-lion USD)	Per-cent-age of 2017 GDP
294,729	15%	1,375,794	565.1	405,486	166.6	27,876.3	11.5	1.45%
294,729	20%	1,834,392	753.5	540,649	222.1	27,876.3	11.5	1.94%
294,729	25%	2,292,990	941.9	675,811	277.6	27,876.3	11.5	2.42%

Source: Authors' own

#### 4.5 RESOURCE REQUIREMENTS

The estimate of resource requirements for service provision builds on the unit costs of health and social services accessed by survivors, as well as the number of survivors accessing these services, in 2017 (Dandar & Jigmiddash, 2018). For the justice sector, the unit cost has been estimated on the basis of administrative offences and the number of DV victims recorded, as detailed in the methodology. Salary and administrative costs from Dandar and Jigmiddash's report are also employed.

Table 8 below provides the current spending to address IPV, as well as the required increase in resources if the number of survivors accessing the relevant services increase by 25 per cent, 50 per cent and 75 per cent respectively. The resource requirements for accessing various services range from 30.2 billion MNT (12.4 million USD) to 42.3 billion MNT (17.4 million USD), depending upon the percentage increase in survivors accessing these services from the current base. For example, if the current number of users increases by 50 per cent, the total resource requirement rises to 36.3 billion MNT (14.9 million USD). What is important to note is that even with a 75 per cent increase (highest level) in the number of women accessing the services, the proportion of physical and/or sexual violence survivors actually accessing services would only be 10.5 per cent of all survivors (118,804 in 2017 as per the GBV survey).

Table 8: Resource Requirements

Type of Service	No of Survivors	Unit cost (MNT)	Unit cost (USD)	Total Cost: Present (Million MNT)	Total Cost- 25% (Million MNT)	Total Cost- 50% (Million MNT)	Total Cost- 75% (Million MNT)
Shelters and 108 help center	2,316	317,165	130	735	918	1,102	1,285
OSSCs	1,612	31,575	13	51	64	76	89
Police	3,058	7,050,236	2,896	21,560	26,950	32,339	37,729
Court	114	15,989,872	6,568	1,823	2,279	2,734	3,190
				24.2 Billion MNT (9.9 Million USD)	30.2 Billion MNT (12.4 Million USD)	36.3 Billion MNT (14.9 Million USD)	42.3 Billion MNT (17.4 Million USD)

Source: Authors' own

## 4.6 OVERALL COSTS AND DISTRIBUTION OF COSTS

The overall results of the cost estimation consist of OOP costs, unpaid household production and care work loss, foregone income, productivity loss and the costs of existing service provision to the government and donors. Importantly, productivity loss, which is often not perceived as a visible cost, accounts for 90 per cent of the total cost to Mongolia (see Table 9). More importantly, government and donor expenditures on services for survivors of physical and/or sexual violence are only equivalent to 4 per cent of the overall loss for the Mongolia economy. **This highlights, in no uncertain terms, that the cost of inaction (which comes to 577 billion MNT (237 million USD, including OOP expenses, unpaid household and care work days, foregone income and productivity loss) is nearly 24 times the current level of expenditure on service provision.** A clear message to the government is that the current response is neither comprehensive nor adequate to the scale of the problem. The continued prevalence of DV in Mongolia will result in a sustained drain on the economy, health and societal well-being of Mongolia if not adequately addressed.

Table 9: National Estimates

Cost Category	Total Cost (Million MNT)	Total Cost (Million USD)	Percentage of Total Cost	Percentage of GDP
Out of Pocket Expenditures	6,592.8	2.7	1.1	0.02
Foregone Income	18,517.4	7.6	3.1	0.1
Unpaid Household Production and Care Work	11,275	4.6	1.9	0.04
Productivity Loss	540,648.6	222.1	89.9	1.9
Cost of Inaction	577,033.8	237	96	2.1
Expenditure on Services (Government and Donor)	24,167.9	9.9	4	0.1
Total	601,201.7	247		2.2

Source: Authors' own

## 5. LIMITATIONS

The costs produced are underestimates as OOP costs and foregone income only cover those women who experience physical and/or sexual violence. Emotional abuse and controlling behaviors also lead to substantial costs. In addition, elements of OOP costs such as legal expenses and replacement of property could not be incorporated in these estimates as the requisite data is not available.

Significant challenges were also faced in the calculation of various estimates due to discrepancies in the data or data unavailability. As the 2017 GBV/VAW survey was not focused on the economic costs of violence, assumptions were made in virtually all estimates based on available secondary sources. For example, the GBV/VAW survey collected data on accessing social services and missed work in the woman's lifetime, rather than the last 12 months. Calculating costs based on lifetime expenses is not robust due to recall bias and changes in the value of the local currency over the years due to inflation. Similarly, the GBV/VAW survey in Mongolia did not collect information on care work or the wages of survivors.

To estimate lost productivity, the authors had planned to use a two state least squares instrumental variable regression to calculate the earnings differential between women experiencing IPV and those not experiencing IPV, as in the Vietnam costing study (Duvvury et al., 2012). This is a standard econometric method to reduce endogeneity between wage and violence. Endogeneity is a common problem encountered in such econometric analysis, as violence influences wage, but equally, wage itself may result in violence. The coefficient of the regression is extrapolated to provide an estimate of the national loss of income due to the difference in wages. Frequency of quarrels between spouses was identified as the most appropriate instrumental variable in the Vietnam estimation.

The GBV/VAW survey in Mongolia did have key variables for this regression exercise - lifetime experience of IPV (primary independent variable), intensity of quarrels (instrumental variable) and covariates such as location, self-reported health status, age, education, and wealth. However, as previously noted, data for the key dependent variable "earnings" is not available in the GBV/VAW survey nor could it be derived from the LFS survey data. In contrast to the estimation of foregone income, an average wage by sector alone cannot be assumed and much more detailed wage data is needed by matching age, location, education level, employment status, occupation and work sector.

To produce more robust estimates of foregone income and productivity loss, wage data by age, location, education level, employment status, occupation and work sector would be needed. For future estimations of these costs, it is suggested that a large nation-wide primary survey is conducted in Mongolia focused on the economic costs of violence against women and girls.

## 6. KEY RECOMMENDATIONS

The Prime Minister of Mongolia, Khurelsukh Ukhnaa, has acknowledged the need for comprehensive and coherent policies that reflect a “whole of government” and “whole of society” approach to achieving the SDGs by 2030. In a recent national review of Mongolia’s progress towards these goals, the stagnation of the country’s economic growth was highlighted, as persisting poverty impedes further advancement (Government of Mongolia, 2019). In addition, poor implementation of gender equality policy and legal frameworks has hampered efforts to address VAWG (Government of Mongolia, 2019). Robust data on VAWG is essential in this respect. The 2017 GBV/VAW study has addressed the dearth of knowledge on VAWG in Mongolia. The current findings expand the evidence base by establishing a range of economic costs of IPV, from OOP costs to lost productivity.

In addition to being a human rights violation and public health issue, VAWG has a significant economic impact on individuals, the community and wider society. As the findings show, survivors of IPV incur substantial OOP costs. They also experience losses such as missed care work and foregone income, with productivity loss accounting for almost 85 per cent of the total costs of IPV for Mongolia. Productivity loss not only affects individual women and families, it impedes economic growth. This is a serious issue, particularly for a country striving to address poverty, achieve the SDGs and implement the UN essential services for women and girls subjected to violence (UN Women, UNFPA, WHO, UNDC and UNODC, 2015). Individualised country plans developed to roll out these essential services require significant financial investment.

Estimating the economic costs of VAWG is important to clearly illustrate the systemic loss to Mongolia’s economic potential to government planners. By estimating the costs of inaction, the current data highlights the need for effective investment in comprehensively addressing VAWG. With regard to economic planning, the estimate of leakage from the system provides the basis for understanding the potential gain from increased investment in policies and programmes to prevent and respond to VAWG. Establishment of the costs of VAWG enables a better understanding of the scale of the problem and provides a knowledge base that can better inform budgetary allocations, thus realising Mongolia’s desired “whole of government” and “whole of society” approach to achieving the SDGs.

### **The following are the key findings of the research:**

- Violence against women and girls has significant economic consequences for Mongolia’s economy and society.
- The overall total cost is estimated at 601.2 billion MNT (247 million USD) (see Figure 1 below)
  - The total cost of action (current expenditure on services) is 24,167.9 million MNT (9.9 million USD)
  - The total cost of inaction is 577 billion MNT (237 million USD), which equates to almost 24

times the current level of expenditure on service provision.

- Productivity loss, often an invisible cost, accounts for nearly 90 per cent of the overall costs of IPV for Mongolia.
  - Foregone income of survivors amounts to 18,517.4 million MNT (7.6 million USD).
  - Unpaid household production and care work loss amounts to 11,275 million MNT (4.6 million USD).
  - Out-of-pocket costs come to 6,592.8 million MNT (2.7 million USD).
- Projected resource requirements: increasing current service use by survivors by 75 per cent would result in an expanded resource requirement equivalent to only 7.3 per cent of the cost of inaction. Services can be significantly expanded to reach all survivors of IPV without a significant drain on the resources.

On the basis of the key findings, the following are the key recommendations of this study:

- Expand investment in prevention efforts to reduce the high prevalence of IPV and its related economic costs to the country.
- Increase funding in health and social services available to the survivors of violence.
- Dedicate greater resources to strengthen the police and judicial sectors to ensure effective prosecution of perpetrators, and protection of victims.
- Ensure monetary supports are provided to IPV survivors to access the required services to mitigate the consequences of violence, and to rebuild the lives of women and their children.
- The Government of Mongolia should commit, at a minimum, 1 per cent of its annual budget to violence related funding, which would be approximately 5 times the current spending on services.
- The Government must include an analysis of IPV related impacts in the economic and social policies, focused on economic growth and well-being of the country.
- The Ministry of Labor and Social Welfare to engage private sector businesses to build a comprehensive workplace response to IPV, including provision of special paid leave to IPV survivors.
- UNFPA and the Ministry of Labor and Social Protection to consider conducting research on the costs of IPV and workplace GBV for workplaces with private businesses (see Asante et al., 2019; Vara Horna, 2013, 2015).
- Build a deeper understanding of the significant links between VAWG, poverty and economic growth to effectively address VAWG, and achieve the SDGs.

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## ANNEXURE: ASSUMPTIONS EMPLOYED FOR ESTIMATIONS

Type of Cost Estimate	Assumptions
OOH Health	<p>a. a.) Due to the already expected underreporting of IPV prevalence and help seeking, it is assumed that survivors who answered 'yes' to needing healthcare due to IPV (though not always received), did access healthcare services.</p> <p>b. Survivors who reported seeking help in the 2017 GBV/VAW survey received healthcare in the same proportion and at the same unit cost as survivors who accessed the NTH in 2017.</p>
OOH Social Services	<p>a. As there is no available information on the proportion of the survivors in OSSCs or other shelters who have children, the proportion from the 2017 GBV/VAW survey has been used, as per which 80.8 per cent of ever-partnered women had at least 1 child.</p> <p>b. Due to a similar lack of data concerning the per-centage of children who attend private school, it is assumed that half of ever-partnered survivors' school going children attend a private school.</p>
OOH Divorce	The proportion of women who divorced in the last 12 months due to IPV at some point in their relationship is based on the proportions of survivors who were ever divorced and experienced any violence in their lifetime (69.8 per cent).
Unpaid Household Production and Care Work	Care work days lost in Mongolia have been approximated based on the days lost in another country (Ghana), where care work hours by women and prevalence rates of IPV are similar.
Foregone Income	<p>a. In the GBV/VAW survey, lifetime survivors of physical and/or sexual partner violence were asked about their missed work days in lifetime due to their experience of violence (Q907a). Therefore, it is assumed that currently working survivors of physical and/or sexual violence in the last 12 months missed the answered workdays in the last 12 months.</p> <p>b. One currently working survivor of physical and/or sexual violence in the last 12 months reported missing 365 days; the days of this survivor were reduced to 250 as these are the maximum working days a survivor can miss.</p> <p>c. If a participant responded 'don't know/remember' to the question, the average number of missed workdays in the sample was applied. However, if a survivor refused to answer, she was excluded from the analysis.</p>
Productivity Loss	Due to unavailability of rigorous wage data to run a regression model, this study has used a previous costing work in Vietnam which suggests that survivors of IPV tend to receive approximately 35 per cent less wages than women who have not experienced IPV in their lifetime (Duvvury, Carney, & Nguyen, 2012). The analysis was done assuming a range of 15 % to 25% increase in earnings compared to the average sectoral wage.
Resource Requirements	To estimate the proportion of administrative offences due to IPV out of total DV cases, the proportion of criminal offences due to IPV out of total DV criminal cases was used.