

Country Report

Mongolia

EFA National Plans of Action

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PART I: Legal Framework

The Law of Education (2002)

Article 4. Purpose of Education

- 4.1 The purpose of education is to provide the citizen with appropriate intellectual, moral and physical skills, and develop respect to the principles of humanism and ability to learn, work, and live independently.

Article 5. Basic Principles of Education

- 5.1.1 Education shall be developed as a priority sector and shall be under the state patronage and co-ordination, and state and public supervision.
- 5.1.2 Education in Mongolia shall be humanistic, democratic, continuous, and accessible to all citizens and shall be based on mankind's cultural and historical heritage, and progressive traditions and science.
- 5.1.4 Education shall be accessible to the citizen regardless of nationality, language, colour of skin, age, sex, social and property status, work and official position, religion, and opinions; the citizen shall be provided with conditions to learn in his/her native language.
- 5.1.6 Educational organisations shall be treated equally regardless of the type and form of ownership.

Article 7. Education System

- 7.1 The education system of Mongolia shall include formal and non-formal institutions and consist of pre-school, primary, secondary and high education.
- 7.2 The formal education programme and standards shall be defined in accordance with regulations stipulated by laws. The non-formal education program shall be complementary.

Article 8. Methods and Forms of Education

- 8.1 The citizen may obtain official or non-official education. The official education may have full-time, part-time, distance and accelerated forms.

Article 17. Non-Formal Educational Institutions

- 17.1 Non-formal education research and methodological institutions shall act under supervision of the State Central Administrative Authority in charge of education.
- 17.2 Non-formal educational centres shall implement independently or on a basis of an educational institution informal training in aimags (=provinces), soums (=sub-provinces),

and districts and shall assist self-trained students.

PARTII: NFE Components of National Plan of Action and UNLD

1. Overall review of the literacy/NFE components of EFA National Plans of Action

In February, 2001 Mongolian Government, MOSTEC, UNESCO and UNICEF coorganized a meeting for EFA. They have outlined the projects for Mid-Term plan for EFA and it was the first step of implementation of the World Education Forum of Dakar.

Then in April, 2002 the National Forum for EFA was held by MOSTEC (Ministry of Education, Culture and Science), National Centre for Non Formal and Distance Education, in cooperation with UNICEF in which they made an approval of Mid-Term National Plan for EFA for 2002-2005. National Forum for EFA included 26 member organizations and had working groups, monitoring and assessment. Among these 26 members have a participation such organizations as MOSTEC, Ministry of Finance and Economy, Ministry of Health National Centre for Non-formal and Distance Education, Institute of Education, National Commission for UNESCO, UNDP, UNICEF, UNFPA and other international organizations.

Three main objectives are planned in the Mid-Term National Plan for EFA that cover, except for 5th, all 6 goals of EFA Dakar Framework. The followings are the main components of literacy and NFE included in the Mid-Term Action Plan of EFA.

Goal 1: Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children and children from herder families

- Increase the enrolment rate of disadvantaged and vulnerable children in pre-school education by 13.3 %
- Establish a home-based system for developing pre-school age children from herder families

Goal 2: Providing quality basic education for all children

- Percentage of school drop-outs will be decreased by 0.6% by 2004
- 40 percent of school children dropped out from basic education will be provided with remedial basic education
- Identify ways of preventing children from dropping out from schools, and organize and implement activities for out-of-school children to enroll them in schools
- Organize remedial basic education training for school drop-out children aged below 15 and re-enroll capable students in formal schools.
- Strengthen “Gegeerel” non-formal education centers in the local areas.
- Revise and upgrade curriculum standards of primary and secondary education (including the Equivalence programme standards on NFE)
- Develop and distribute textbooks and learning/training materials according to the basic education equivalence curriculum

Outcomes and outputs:

- About 2700 school drop-outs will be provided with remedial basic education services and capable students will transfer to formal schooling.

Goal 3: Reducing illiteracy and ensuring the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes

- 58.8% of illiterate population will become literate.

- 80.5% of Vocational Training and Production Center (VTPC) school buildings, 60.0% of VTPC dormitories will be renovated
- New/revised curriculum and standards for VTPC will be developed.
- Livelihood skills and life skills training will be conducted meeting the market demands
- Non-formal education centres will be strengthened in terms of physical and human resources capacities.
- Participation of adolescents in learning and communicating with other people will be increased.
- Distance education training system will be established

Outcomes and outputs:

- More than 20,000 illiterate adult population will become literate
- Technical, technological and methodological renovation will be made at VTPCs. 26 VTPC school buildings and 15 VTPC dormitories will be renovated.
- Highly skilled technical and vocational staff will be trained meeting the market demands
- Professional skills of 660 Non-Formal and Distance Education teachers will be improved.
- The National Centre for Non-Formal and Distance Education and 50 local Non-Formal Education centres will be provided with equipment and facilities to develop and re-develop about 100 kinds of audio and video materials
- Strategy for developing a non-formal and distance education network will be developed.
- Adolescents' Development Centers will be established at 16 pilot schools and their activities will be carried out on a permanent basis. Problem solving skills of adolescents will be improved.

Results:

- Literacy, remedial basic education, livelihood skills, life skills, business/ professional orientation, and vocational training will contribute to reducing poverty and unemployment rate.
- More people will be able to meet their needs through non-formal education.

In the implementation process of the Mid Term Action Plan of EFA the governmental and Non-governmental organizations' linkage and coordination mechanisms are vitally important, however participation of the private sectors is very limited currently due to the lack of private sectors' formation in Mongolia.

Support from external agencies in preparing NPA is necessary and the main supporters are expected to be UNESCO, UNDP, UNICEF, UNFPA, Mongolian Foundation for Open Society.

All these activities are planned to be implemented in cooperation with MOSTEC, MOSWL, NCNFDE, Science and Technology Foundation, Employment Agency, ILO, INFPA, UNESCO, UNICEF, WHO, SAM, MOH, MFOS, Save the Children UK and Local governments.

2. Major literacy/NFE programmes of NPA

There are two major national programmes determined to contribute to achieving the goals of EFA: one is the *National NFE Programme, 1997-2004*, which determines the directions for NFE development, and the other is the *National Literacy Programme*, which has just drafted and is currently under review in the state authorities.

The *National NFE Programme* is the first national programme formulated for NFE in Mongolia. The *Programme*, which was established in order to respond to new educational demands emerging in the

transition period, has been playing a certain role for the development of NFE structure in the country. The details of the *National NFE Programmes* are shown in the table:

National NFE Programme, 1997-2004	
Duration	1997-2004. Expected to be renewed after completion or second phase
Objectives	<p><i>Long-term:</i> To establish a non-formal education system in Mongolia with particular regard to identification of the content, form and methodology of non-formal training concordant to the population's needs and interests, to train the teaching staff, and create a favourable learning and teaching environment in the field.</p> <p><i>Short-term:</i> Based on the established non-formal education system organize implementation activities throughout the country, to satisfy the increasing needs of the population in the field, create sustainable national network of non-formal education, and ensure its services at the required level.</p>
Beneficiaries/ target group	All citizens
Funding sources and amount	<p>Funding sources are planed to be the following six:</p> <ol style="list-style-type: none"> 1. The annual budget of the ministries, city and local governments 2. The city and aimag governments for implementing small projects to satisfy local needs 3. Loans and foreign aids received from donor countries and international organizations 4. Funding or aid received from domestic and foreign organizations and individual people 5. Certain amount of funding spent by business entities and organizations 6. Tuition fees for non-formal education trainings <p>One data shows the total amount of 4,037,605,472 tugrug (approx. 4 million US\$) was expended for NFE during 1997-2001. The break down is as follows: 59% = international agencies 33% = NGOs 8% = Local public spending</p>
Implementing partners	So far, UN agencies such as UNESCO, ILO/IPEC, UNICEF and UNFPA and various national and international NGOs have been worked for development of NFE in cooperation with national/local NFE centers.
Supporting external agencies	UN agencies such as UNESCO, ILO/IPEC, UNICEF and UNFPA. Various national and international NGOs

The Government of Mongolia has paid priority to the Literacy Decade and decided to develop the National Literacy Programme to implement International Plan of Action for UNLD. The *National Literacy Programme* is to get approved and issued by the year of 2004 after suggestions and opinions are gathered by the MOSTEC and relevant organizations.

3. Specific programmes/activities planned for the promotion of the UNLD which link to NPA

There are two active programmes that promote the UNLD. One is the *National Distance Education Programme, 2002-2010*, which aims at increasing the efficiency, quality and sufficiency of formal and non-formal education by formulating the distance education structure nationwide. Its establishment by the Government can be regarded as a part of progress in implementation of the DAKAR Declaration, reaffirming its commitment to achieving EFA.

Objectives of the Distance Education Programme are:

- To establish DE policy co-ordination and management system
- To create DE service structure and activity mechanism
- To prepare DE specialists and develop human resource capacity
- To establish DE accessible, efficient DE material environment with quality
- To develop DE training content and methodology, to implement choosing appropriate form

The other is the *Equivalency Programme*, which started to be developed in 2000 as the national standard for NFE learning contents equivalent to that of formal schools. Through the Programme, out-of-school population can acquire basic education in a non-formal scheme and receive official certification to get re-integrated into formal school.

In addition to these, *Literacy Assessment and Monitoring Programme (=LAMP)*, which is implemented by Statistical Institute for UNESCO, is also expected to promote UNLD in the country. Mongolia is one of the four countries where the Programme has been launched. The main initial output of the programme will be literacy estimates for the pilot countries by proficiency level, age group, gender, education and other variables. Another most important outcome is refining the methodology to guarantee comparability across countries.

Concerning Mongolia, it has comparatively high rate of literacy even during the socialist time the country's literacy rate achieved almost 100%. However, by the census of 2000, the literacy rate was 97.2% occupying 98.0% among men and 97.9% among women. The survey was made by self-declaration method which makes a little sense of reliability. Since LAMP will use interviewing and testing sample for adults, the most important output of the programme is to equip the country with new tools that can be used and determine the activities to be implemented within the UN Literacy Decade. The NCFDE will be the main Implementing Agency for the LAMP at national level. Currently the national team to implement LAMP is established and it developed the work plan and prepares for the implementation process, moreover, it is making the literacy estimates by proficiency level, age group and gender. The first activities are expected to be carried out in January 2004.

Within the framework of UNLD, the Mongolian government has been undertaking the task to improve literacy education, trying to achieve 99% of literacy. By the census of 2000 there are 44891 illiterate persons in Mongolia. So in order to liquidate illiteracy Mongolian Government set an objective to enrol certain percent of illiterate population in literacy training every year. In the subsequent years (until 2010) the following number of illiterate persons will acquire literacy education:

Year	2003	2004	2005	2006	2007	2008	2009
Number	8978	6000	5983	5983	5983	5983	5980

For 2003's literacy training we enrolled 20% of all illiterate population, which was 8978. Moreover, the first literacy textbook for adults was developed by the National Centre for Non-Formal and Distance Education and was utilized in this year's literacy training.

4. Capacity of the Government and status of international cooperation

The followings are the financial resources for supporting Non Formal and Adult Education:

- State centralized and local budget
- International organizations, credits from donor organizations, free grants
- Receipts from vocational training
- Service payment
- Aid from companies, state organizations and citizens

In 1997-2001, 4.037.605.472 tugrics or approximately 4 million US\$ were spent for Non-Formal Education. However, NFE activities implemented within the government's budget are very much limited. The state budget covers the personnel and management expenses of the National Center for Non-Formal and Distance Education, not including expenditure on projects. In addition, the amount of 750,800 tugrug (=approx. 700 US\$) of the state budget has started to be allocated to each NFE centre in soum since the 2003 fiscal year.

The local government is responsible for the management of NFE activities, including personnel and training. There is a general guideline that 1 % of local educational budgets should be devoted to NFE. However, since this was not a legal requirement, it was not universally applied, though exceeded in some places.

The activities such as training on literacy education and life skills implemented within the literacy and NFE, learning materials on income generation and training of trainees mostly need external support.

These can be implemented through the different projects with the support from donor organizations especially UNESCO.

Exchange of information and experiences and having the technical assistance from international communities with high professional standards on literacy and NFE for either short or long terms would be useful. As well as the translation of the learning materials from countries with similar life style and tradition can be considered one of the options. For instance: The learning materials used for rural people in Central Asian countries like Kazakhstan and Uzbekistan can be utilized in Mongolian environment.

The biggest overseas donor organizations supporting the non-formal and literacy education are UNESCO, UNICEF, World Vision-Mongolia, ILO/ IPEC, Save the Children UK, Save the Children Norway and UNFPA.

5. What are the remaining key issues that are not included in NPA?

Although the gender issue is not included in EFA National Plan of Action, it has considerable attention lately. In Mongolia the gender issue is completely different and reversal from the other countries in the region: the biggest number of dropouts is among boys and the number of boys decreases in higher grades making the female-students' number in Universities more than half. So there is a possibility to have the negative phenomena such as increase of women-headed families and decrease of birth rate due to the high level of education of women to compare to men. Today the *National Gender Commission* works in decision-making level and the *National Programme on Gender* has been developed.

The National Commission on Gender works in cooperation with WHO, Nat Com for UNESCO, Mongolian Foundation for Open Society and UIS and collaborates with the Mongolian Parliament members and decision makers. The national level surveys on gender issues were conducted in 2003 and as representatives from ethnic minority group the reindeer people from Khubsgul aimag were enrolled in it.

PART III: Review of Major ACCU/APPEAL Regional Literacy /NFE Programmes/Projects (2002-2003)

Programme/ project title	Main activities	Strength	Weakness	Suggestions
Meetings/Workshops				
Asia-Pacific Forum for UNESCO	<ul style="list-style-type: none"> • Roundtable meeting (Apr 2003) • Literacy training (June-Aug 2003) • Literacy Week • International Conference on ESD (Sep 2003) 	<ul style="list-style-type: none"> • Commercialize UNLD throughout the country attract public attention to it. • Improve the quality of the education based on Education for Sustainable Development. • Develop various education programs for promoting ESD 	<ul style="list-style-type: none"> • Discussions were very academic and out of practice 	<ul style="list-style-type: none"> • To held every year • To change information and experiences
National EFA Coordinators Meeting	<ul style="list-style-type: none"> • National Seminar on Literacy and NFE (Oct 2003) • Publishing the UNLD booklet in Mongolian and English • UNLD Poster 	<ul style="list-style-type: none"> • Identify the tasks to be implemented on NFE and Literacy Education to achieve the goals of UNLD and EFA and attract the public attention to these big events 	<ul style="list-style-type: none"> • Issues on Literacy and NFE's activities were covered in National Plan of Action differently in each countries 	<ul style="list-style-type: none"> • No same level criteria to monitor National Plan of FEA
Regional WCB for NFE Facilitators	<ul style="list-style-type: none"> • Capacity building for NFE facilitators (Oct 2003) • WCB for NFE facilitators in grassroot level by 7 regions (planned) 	<ul style="list-style-type: none"> • Acquiring new ideas and methods to make the Master Plan and Curriculum and Material Development 	<ul style="list-style-type: none"> • Workshop duration was quite long 	<ul style="list-style-type: none"> • To increase the exchanging of best experiences within countries
Materials developed in Each Country				
Handbook for Adult Learning Materials Development at Community Level	Translated and adopted into Mngolian Published 1000 copies and was disseminated to all levels including the grassroots level.	Can be used as a guideline for NFE for adults	Due to the lack of financing the Handbook was published in insufficient numbers.	To include the samples from the Central Asian countries that have very different climate from the tropical countries

Literacy Clip Art	A “Literacy Clip-Art” CD Rom was developed and distributed to CLCs along with the guidelines in the Mongolian language.	It serves as a guideline on the material development at local level	For rural areas since there is a very poor access to the Internet even the computers, the CD Rom usage is not sufficient as it is expected.	More pictures on local content should be included
Package Learning Materials on Environment-ACCU	PLANET 1 Water, PLANET2 Forest are being translated.	Sensitizing the protection of surrounding environment, the way of the Package material to introduce the Sustainable Development through NFE is very efficient	Information is not rich.	In other to improve the target group’s general level of Education it should cover more academic language and more information as much as possible
APPEAL NFE Facilitator Handbook	It was translated into Mongolian language and adopted them into Mongolian environment. 1000 copies and was disseminated to all levels including the grassroots level.	Is used as a teachers handbook for NFE	The training for facilitators of CLC, who conduct the training on Literacy education and organize many kinds of activities in grassroots level, was not held due to the financial problem	
Projects				
CLC -APPEAL	Provide the lifelong education for all local residents	Its activities meet the local residents’ needs since it works close to the local people	The target group is very limited and the sustainability is not good.	It should be one of the components of the National NFE system
Handbook “ <i>CLC Planning and Management</i> ”	To translate and adapt the Handbook will be distribute to all CLC facilitators and NFE methodologists	Since it was written in modules it is easy for used		