
National Report on the Situation of Adult Learning and Education (ALE) – Mongolia

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Abbreviations

ACCU	Asia-Pacific Cultural Centre for UNESCO
ADB	Asian Development Bank
ALE	Adult Learning Education
EFA	Education for All
GDP	Gross Domestic Product
ILO	International Labour Organization
HDI	Human Development Index
HDR	Human Development Report
JICA	Japanese International Cooperation Agency
MDGs	Millennium Development Goals
MECS	Ministry of Education, Culture and Science
MPRP	Mongolian People's Revolutionary Party
NFDE	National Centre for Non Formal and Distance Education
NFE	Non-Formal Education
NGO	Non-Governmental Organization
NHRC	National Human Right's Commission
NSO	National Statistical Office
UB	Ulaanbaatar
UNDP	United Nations Development Proramme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNLD	United Nations Literacy Decade

I. General Overview

Mongolia is a landlocked country between the Russian Federation and People's Republic of China (PRC). Its territory is 1.5 million square kilometers ranks 17th in the world, and it has a population of 2.6 million as of 2006. It is divided into 21 aimags (provinces) and the capital city. Over 60 percent of the population resides in urban areas. While the capital city Ulaanbaatar – occupies only 0.3 percent of the total territory, it houses over one million residents.¹

Aimags vary and range between 12,500 and 122,000, covering as much as 165.4 square kilometers of territory. Aimag is comprised of up to 27 soums, including the aimag centre while soums are composed with baghs. In total there are 331 soums and 1,550 baghs in Mongolia. The capital city, Ulaanbaatar, is subdivided into 121 service districts called khoros¹ (Figure 1). Bagh residents mainly lead a nomadic life style migrating with their herds in four seasons in extremely severe weather circumstances.

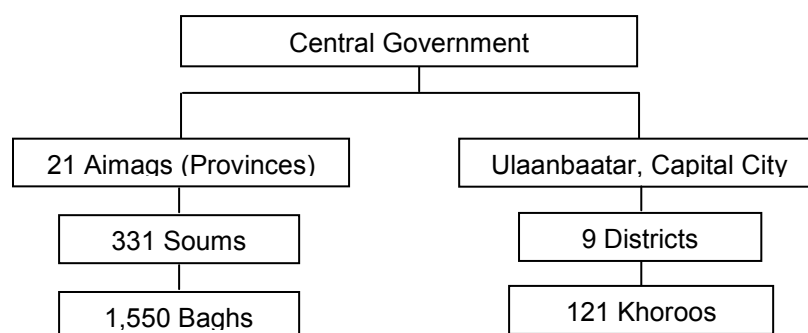


Figure 1. Administrative Structure of Mongolia
Source: NSO, Mongolian Statistical Yearbook 2006.

Of the total population, 50.4 percent are women and 49.6 percent are men, and 35.8 percent of the population is children aged 0-14. The population density is 1.5 persons per square km, making Mongolia one of the least densely populated countries in the World. Before 1990s average growth rate was 2.7, but this indicator has been declining to 1.3 by 2006 with the total fertility rate remaining around 2.1 children. Nomadic style livestock is the most influencing area on the country's economy. Currently there are 10 heads of livestock per capita.

The current State Great Hural (the Parliament) was elected in 2004, and its Government (the Cabinet) is in the process of implementing the 2004-2008 Action Plan. Parliamentary and presidential elections are held every four years. In 2006, Mongolia's per capita GDP was just over USD 1,000 placing it in the low income country category. The Human Development Index (HDI) reached 0.691 ranking it 116th out of 177 countries, the medium level development stratum. In 2006, 32.2 percent of total population in Mongolia lived in poverty. By achieving 3.16 out of 7 in Global Competitiveness Index, Mongolia ranked 96th out of 117 countries.¹

¹ Millennium Development Goals – Second National Report-2007. p.6

Table 1. Human Development Indicators, Mongolia, 1990–2006

Year	Life expectancy at birth (years)	Adult literacy rate (15 years and above), %	Combined primary, secondary and tertiary gross enrolment ratio) %	GDP per capita (PP US\$)	Life Expectancy index	Education index	GDP index	Human Development Index
1990	63.7	96.5	60.4	1,640	0.645	0.845	0.467	0.652
1992	62.8	97.7	54.3	1,266	0.638	0.824	0.424	0.626
1995	63.8	98.9	57.0	1,267	0.647	0.849	0.424	0.635
1998	65.1	96.5	62.0	1,356	0.669	0.850	0.435	0.651
1999	63.2	97.8	66.0	1,706	0.636	0.872	0.472	0.661
2000	63.2	97.8	69.6	1,783	0.636	0.884	0.481	0.667
2001	63.4	97.8	69.6	1,740	0.639	0.884	0.477	0.667
2002	63.5	97.8	69.7	1,710	0.642	0.884	0.474	0.667
2003	63.6	97.8	76.9	1,850	0.644	0.908	0.487	0.680
2004	64.6	97.8	78.0	2,056	0.660	0.912	0.505	0.692
2005	65.2	97.8	80.4	2,408	0.670	0.920	0.531	0.707
2006	65.9	97.8	79.4	2,823	0.681	0.916	0.558	0.718

*GDP for the period from 2000 to 2006 changed due to results of Establishment Census 2006.

Source: NSO. Calculation for Mongolia HDR 2007

According to statistics compiled by the labour and social welfare offices, unemployment has remained stable at around 3.7 percent for the last five years. The most recent data in the Mongolian Statistical Yearbook count 32,928 registered unemployed in 2006, of whom 43.0 percent were male and 57.0 percent were female. This equals an unemployment rate of 3.2 percent of the labour force, a number that, on the surface, seems to suggest unemployment is not a problem in Mongolia.

However, as is the case in many countries of Asia, various measures of unemployment alone are not sufficient to “diagnose” the situation of the labour market. Most women and men work for at least a few hours each week to meet basic needs and are thus classified as employed rather than unemployed or inactive.

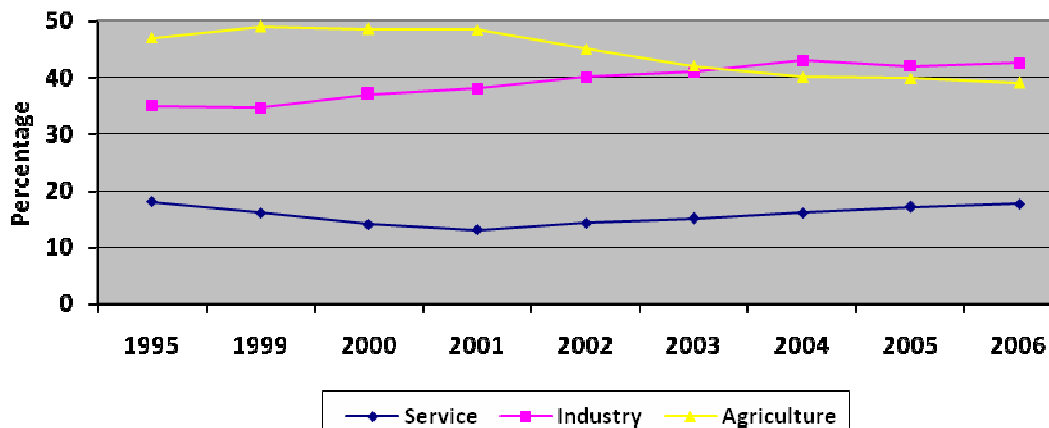


Figure 2. Percentage distribution of employment by major sector, Mongolia, 1995-2006

Source: NSO. Mongolian Statistical Yearbooks 2001, 2002 and 2006.

Table 2. Currently employed population 15+ years employed in non-agricultural private enterprise, partnership and self employed as a main occupation, Mongolia, 2002-2003

	Total		No regular employees		1-4 paid employees		5-9 paid employees		10+ paid employees	
	Number	%	Number	%	Number	%	Number	%	Number	%
Urban										
Private enterprise	9.900	10.4	3.300	4.3	3.600	38.3	1.200	36.4		30.0
Partnership	2.000	2.1	100	0.1	600	6.4	500	15.2	800	13.3
Self-employed	83.300	87.5	73.100	95.6	5.200	55.3	1.600	48.5	3.400	56.7
Total	95.200	100.0	76.500	100.0	9.400	100.0	3.300	100.0	6.000	100.0
Rural										
Private enterprise	4.500	15.1	1.800	7.1	1.900	55.9	600	75.0	200	40.0
Partnership	200	0.7	-23.400	-92.9	200	5.9	-200	-25.0	-300	-60.0
Self-employed	25.200	84.3	25.200	100	1.300	38.2	800	100.0	500	100.0
Total	29.900	100.0	25.200	100	3.400	100.0	800	100.0	500	100.0
Total										
Private enterprise	14.400	11.5	5.100	5.0	5.500	43.0	1.800	43.9	2.000	30.8
Partnership	2.200	1.8	100	0.1	800	6.3	500	12.2	800	12.3
Self-employed	108.500	86.7	96.5	94.9	6.5	50	1.800	43.9	3.700	56.9
Total	125.100	100.0	101.700	100.0	12.800	100.0	4.100	100.0	6.500	100.0

Source: NSO, ADB. 2004. Main report of the Labour Force Survey 2002-2003, Table 13, p.117.

Ethnic Mongols consist of Khalkha and other groups, all distinguished primarily by dialects of the Mongol language. The Khalkha make up 90% of the ethnic Mongol population. The remaining 10% include Buryats, Durvud, Bayad, Zahchin Mongols and others in the north and Dariganga Mongols in the east. Turkic peoples (Kazakhs, Tuvans, and Chantuu (Uzbek) constitute 7% of Mongolia's population, and the rest are Tungusic peoples, Chinese, and Russians.

The official language of Mongolia is Khalkha Mongolian, which uses the Cyrillic alphabet, and is spoken by 90% of the population. However, about 20 ethnic groups reside in Mongolia as Khalkha, Kazakh, Durvud, Bayad, Buriad, and they speak same language, and use same writing, except the Kazakh people. The Kazakh people who take 4.2 per cent of population are bilingual of mongolian and kazakh, and use Kazakh Cyrillic alphabet.

II. Adult Learning and Education in Mongolia

1. POLICY, LEGISLATION AND FINANCING

1.1. Legislative and policy frameworks of ALE

In Mongolia the state centralized formal education system was dominated and in the 1990s when the country has changed its social system, the Non-Formal Education system started to be developed in line with formal education system. Due to the transition to free market economy, the privatization in all sectors, unemployment and school-dropouts were the new social phenomena that proved the formal education's inability to serve fully meeting the newly emerged social demands and there was need for more flexible educational structure that is non-formal settings, furthermore, the adult educational demands were addressed through this educational system in Mongolia.

The legislation and policies on Adult Education are being supported through the following laws and policy documents:

- The Constitution of Mongolia of 1992 states “Everyone has the right to education, the Government provides free basic education for all” and it ensures all with the opportunities to have educational access appropriate for them time, form and place.
- With the renewed Education Law of 1991, the legislative environment for formal and NFE was ensured as a dual system.
- The Education Master Plan of 1993 states the goal and priority areas of adult education and the needs for developing the state policy toward adult education.
- Regulation to organize training for those who do not have basic Resolution # 55, 1995 by the Government,
 - Coordinate the activities to organize the training for those who do not have basic education
 - Investigate the training targeted population and regulate the coordination and management
 - Provide NFE methodologists and teachers with working environment, Define the organizational form for NFE training
- Mongolian Action Plan 21 by Government Resolution of 1998
 - Develop sustainably by protecting the nature and environment
 - Provide with quality education for accelerating the poverty alleviation, human development, and social cohesion, Learn for life skills, Improve the value for education
 - Strengthen the educational role for sustainable development, Raise the public awareness on the education and learning

- Government Midterm Strategy (1998-2000)
 - Establish the new educational system that can meet the needs of all people and penetrate it into the curriculum and learning
 - Promote an open and flexible learning
- Strategy to promote the economic growth and poverty alleviation by Government Resolution of 2003
 - Improve the quality of education, Establish the educational structure that equally provides the educational services in the remote areas
 - Strengthen the capacity for educational institutions at the administrative or management level
 - Strengthen the administrative capacity, Reduce the dropout, Promote literacy and remedial education as well as the livelihood trainings, Improve the teachers' skills and capabilities
 - Promote the private business initiatives and create good environment for business as well as determine the priority areas of education and development
- The Government of Mongolia has started to place an attention on promoting adult education by adopting *Government Action Plan* in 2004 - 2008, in which government was committed to support civil society initiatives towards provision of compulsory education for school dropouts and adults who had no opportunity to study at school while continuing their employment.
- The newly amended Education Law of 2006 widened the coverage of NFE and stated its mission as to serve all population outside the formal education system.

The Amendments in the Education Law:

Article 8. Methods and Forms of Education

8.1. Education shall be accessible to all citizens either through formal or non-formal way...

8.2. Primary, basic, and upper secondary education can be obtained through equivalency programme of non-formal education for retraining a certain term education, self-learning, and learning skills for employment. The content and regulation of the Equivalency Programme shall be developed and implemented by a State Central Administrative Authority in charge of education.

Article 39. Education Financing

39.6. Financing of part-time, evening, and other form of training courses for on primary, basic, and upper secondary education, and literacy and post literacy education shall be covered from the State central budget and local funds.

Article 40. Funding of Government Owned Educational Institution

40.2. Fixed expenditures of the universities, institutes and colleges, total expenditures of dormitories, and normative expenditures per capita/student of formal and non-formal schooling, and normative expenditures per capita/student in spite of the form of ownership of kindergartens and general education schools shall also be financed from the state budget.

- Regulation of the Equivalence Programme for Primary, Secondary and Upper Secondary Education is developed and approved by Minister of Education, Culture and Science in 2007.

Organizing the Adult Learning and Education

Education Law of Mongolia formulates the organization and management structure for NFE and Adult Learning as below. (Figure 3).

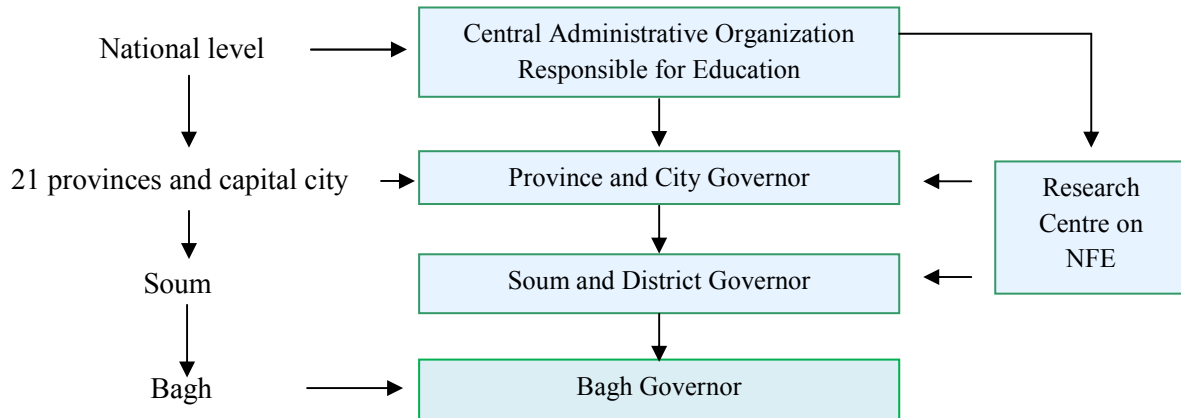


Figure 3. Organization and Management Structure for NFE and ALE

The above described organization and management structure for Adult education takes all responsibilities and the policies and regulations are issued through.

- National Centre for Non-Formal and Distance Education (NFDE) under the Ministry of Education, Culture and Science is the responsible agency for Adult Education and Learning including policy development, survey conducting, provision with information and provisional consultancy, material development and human capacity building at national level.
- At province level the responsible agency for adult education is the Governor’s office, however, its provision is lead by Education and Cultural Departments while it is realized at grassroots level in NFE centres and their teachers working there. Currently there is one officer at the Minsitry level, 21 methodologists at province level and 349 teachers in local area.
- Furthermore, other ministries, government and non government organizations give a service of adult learning education. For instance, agricultural extension centres, environmental centres, health centres, and etc.

The Policy and Implementation strategies on ALE.

There is no systematic data on policy and implementation strategies on other sectors. NFE and Adult learning institutions differ depending on the activity directions and coverage (Figure 4). The mission of all level NFE institutions is to eradicate illiteracy, increase the

educational level of the population, provide a quality education, organize trainings on life or livelihood skills so that they could contribute to the poverty alleviation.

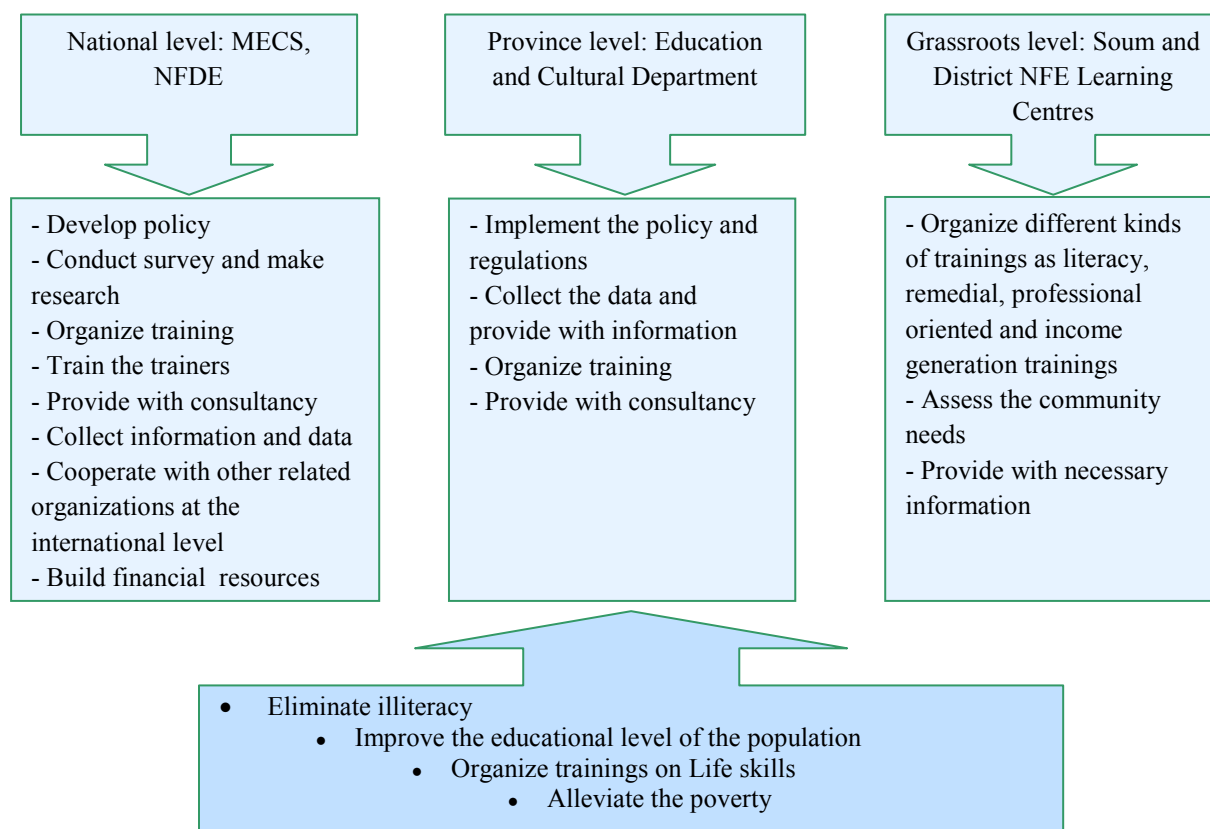


Figure 4. Activity framework for Adult Education and NFE Institutions

According to the Global Human Development Report 2006, Mongolia's international ranking in terms of GDI was 87 out of 136 countries, and its ranking in terms of GEM was 65 out of the 76 countries for which this index could be calculated. (Source: NSO, Calculation for Mongolia HDR 2007)

In 2006, the value of the GDI in Mongolia was estimated at 0.719, almost exactly the same as the HDI for that year. This would appear to indicate the absence of any serious discrimination against women in Mongolia. But this picture is not entirely accurate, though it is undoubtedly true that the extent of gender discrimination in Mongolia is less compared to many lower and middle income countries. (Source: NSO, Calculation for Mongolia HDR 2007)

Looking separately at the three components that together constitute the GDI, one finds that women are disadvantaged in some areas but not in others. Compared to male life expectancy of 62.6 years, female life expectancy in Mongolia was 69.4 years in 2006. The proportion of the children and youth aged 7-22 attending school was 75.5 percent for males compared to 83.2 percent for females. The PPP-adjusted per capita incomes of men and women were US\$3,045 and US\$2,611 respectively. Thus, while women generally have better social indicators, they lag behind significantly in the economic sphere.

No systematic data exist on differences in the poverty of women and men, but as seen in Table 3, the 2002-2003 HIES/LSMS found that female-headed households are far more likely

to be in poverty than households headed by men. A total of 43.8 percent of households headed by women fell under the poverty line, while only 34.8 percent of male-headed households were poor. The gap between male- and female-headed households was particularly large in urban areas. Moreover, women work longer hours than men, given that families rely more on subsistence production and casual employment to meet household needs.

Table 3. Inequality trends, 1998, 2002–2003 and 2006, GINI coefficient for consumption, Mongolia

Regional coverage	1998	2002-2003	2006
National average	0.350	0.329	0.380
Urban		0.331	0.386
Rural		0.313	0.360
Region			
West		0.306	0.342
Khangai		0.320	0.354
Central		0.314	0.393
East		0.317	0.399
Location			
Ulaanbaatar		0.332	0.367
Aimag centers		0.324	0.389
Soum centers		0.318	0.373
Countryside		0.309	0.346

Source: NSO, WB, UNDP. HIES/LSMS 1998, 2002-2003; Mongolian Statistical Yearbook 2006.

Since Mongolia use one language, a favorable condition is created to promote literacy. 92.3 percent of the total population of Mongolia are Khalkha Mongols, 4.2 percent are Kazakh people, who is the national minority, from the furthest province Bayan-Ulgii aimag. Although there are more 20 different dialects like. However, for Kazakh housewives, unemployed youth, school drop-outs are of particular attention, though educated Kazakhs are bilingual. Primary schools are running on their mother tongue-Kazakh. School coverage is 3.5 percent lower than state's average in Bayan-Ulgii aimag. Especially further development of textbooks and learning materials in Kazakh language is to be considered. Consequently, the development of bi-literacy programs needs to be taken into account.

Education and training are logically linked to employment and poverty. Legacies of the socialist system are high levels of adult literacy and educational attainment. Although ground was lost during the early years of the economic transition, levels of education and literacy have now reached new highs. According to the HIES/LSMS 2002-2003, only 1 out of 20 adults had not completed primary school and more than 8 out of 10 had finished at least lower secondary school (Grade 8). However, considerable differences exist in rates of enrolment and completion according to geographical area and quintile groups based on household poverty, with gaps between rural and urban areas, remote areas and the capital, and rich and poor.

1.2. Financing of ALE

Public Investment in ALE

Presently, there is no systematic and fixed budget for non formal and adult learning education by the Government except for the budget for The Equivalency Programme on primary, basic,

and upper-secondary education. To satisfy and sustain activities of ALE and develop non formal education it needs participation and support from public and NGOs, and civil society.

Table 5. Local government, NGOs and individuals supporting NFE/ALE

№	Organizations and individuals	Activities and supports
1	Aimag's Civil Representative Meeting	– Making a budget for NFE/ALE and monitoring
2	City and Aimag's Governor	– Monitoring NFE/ALE activities and supplying managing at the city and aimag level
3	State Monitoring Inspector for Education	– Monitoring quality and result of short and mid-term vocational and other trainings
4	Social Policy Unit of City and Aimag's Administrative	– Monitoring and advising NFE/ALE operation, and managing with other activities
5	City and Aimag's Department of Education and Culture (DEC)	– Managing and monitoring NFE/ALE activities at the local level, and supplying with daily management
6	A NFE methodologist of DEC	– Managing, monitoring and make assessment NFE/ALE daily activities – Being responsible for NFE/ALE development at the local area
7	District and soum's Governor	– Monitoring NFE/ALE activities and supplying managing at the district and soum level
8	Director of NFE "Enlightenment" center at the District level	– Managing, monitoring and make assessment NFE/ALE daily activities at the district level, and organizing trainings
9	School principals	– Supporting NFE "Enlightenment" center activities, cooperating and participating to organize trainings
10	NFE teacher/facilitator	– Conducting trainings, working with learners, and evaluating and monitoring learning process
11	Private Sectors	– Conducting a vocational pre-service and in-service training and supplying with a job vacancy
12	International Development Agencies, and International and National NGOs	– Giving heart and material support to learners, conducting a training – Capacity building human and technical resource – Advocating on NFE/ALE policy and participating to develop a legal documentation

Sector: NFE sector analyses, 2005

International development agencies and NGOs had funded totally 9,640,7 thousand USD for NFE/ALE activities in Mongolia between 1992-2005. 4,327,6 thousand USD or 44,8 per cent of the fund had been supported by International Development Agencies, and 55,2 per cent of the rest fund had been supported by international NGOs.

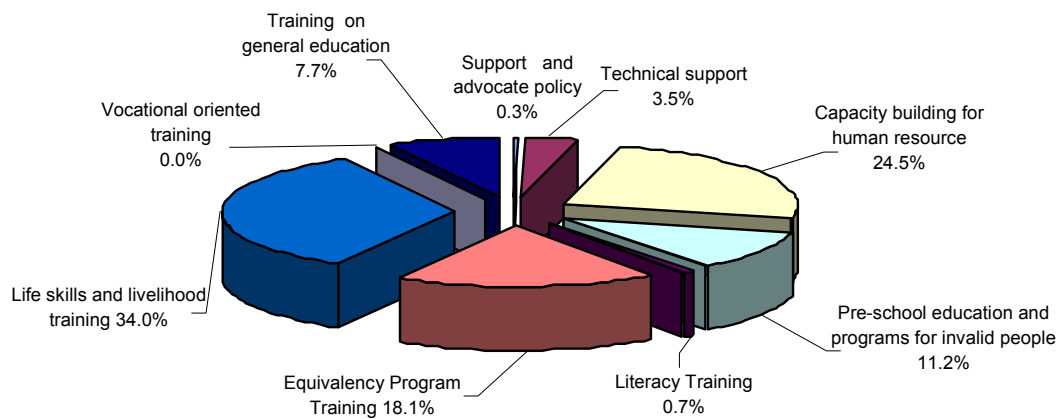


Figure 5. Budget allocation by International development agencies and NGOs for NFE/ALE

2. QUALITY OF ADULT LEARNING AND EDUCATION: PROVISION, PARTICIPATION AND ACHIEVEMENT

2.1. Provision of ALE and institutional frameworks

Responsible institutions for managing and coordinating ALE at national level

The National Centre for Non Formal and Distance Education under MECS (NFDE) is a responsible agency for coordinating ALE at national level (Figure 6). NFDE conducts following activities to promote NFE/ALE:

- To develop documentation and implement the state policy on NFE/ALE
- To conduct survey on NFE/ALE level and needs assessment
- Develop curriculum and teaching and learning materials on NFE/ALE
- To make an investigation on the theory and methodology of NFE/ALE
- To conduct a capacity building training for human resource at national level

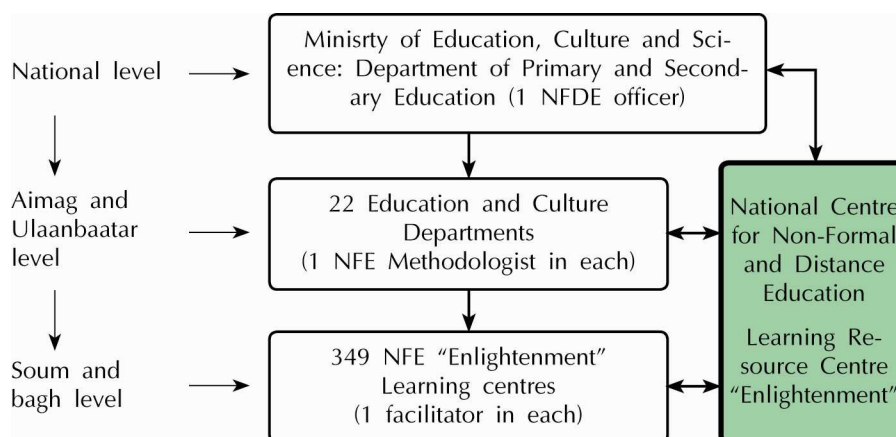


Figure 6. Management structure for ALE at national level

Moreover, NFE/ALE learning centres, called "Gegeerel" (Enlightenment) centres functioning nationwide play a crucial role to provide literacy education and retraining for the out-of-school children and youth, as well as to provide post-literacy programs for adults on life skills, income generation activities, health, ecology education and so on.

The "Gegeerel" centres started to operate with the National Program on NFE Development (1997-2004) and strengthened their capacities with the implementation of the UNESCO project "Learning for Life" and currently 349 NFE learning centres are operating nationwide.

ALE programmes

Today, a number of programmes related to NFE/ALE are being implemented by different ministries. (Table 6.)

Table 6. Policy framework to develop educational activities and services on NFE and Adult Education

	Programme (term)	Resolution type (date)	Mission	Strategy and activities	Impact and outcome
1	National Programme on Basic Education Provision for All (1995-2005)	Resolution # 19, 1995 by the Government	Set up an appropriate form of NFE and main directions as well as the create the structure	<ul style="list-style-type: none"> - Create NFE structure to improve the educational level of adults and rural population - Provide remedial education for dropout children - Provide remedial education for adults and illiterate people - Develop NFE curriculum and textbooks 	<ul style="list-style-type: none"> - Improve the educational access for basic education and form the NFE methodology
2	National Programme on NFE (1997-2004)	Resolution # 116, 1997 by the Government	Set up the NFE system and define the training content, form and material base	<ul style="list-style-type: none"> - Identify the NFE development directions - Define the implementation measures for training content and form - Train the NFE professionals 	<ul style="list-style-type: none"> - Identify the priority areas for NFE - Create the coordination and management structure for NFE activities at all levels
3	National Programme on Distance Education (2002-2010)	Resolution # 14, 2002 by the Government	Set up national system for Distance Education	<ul style="list-style-type: none"> - Create the system for policy regulation and management - Create the environment for service and activity provision as well as information technology - Develop the appropriate the form, content and methodology 	<ul style="list-style-type: none"> - Introduce the distance learning methods into formal and NFE and create an open and flexible learning environment for education
4	National Programme “Green Revolution”		Every family	-	-
5	National Programme on Gender 2003-2015	Resolution # 274, 2002 by the Government	Ensure the equal participation in the development process and improve the quality of life	<ul style="list-style-type: none"> - Promote the family education - Ensure the gender equality both for male and female so that they could improve their educational levels and get an access to information 	<ul style="list-style-type: none"> - Reduce the dropout from school - Create the boy friendly school environment and policy
6	National Programme on Reproductive Health (2002-2006)	Resolution # 281, 2001 by the Government	Disseminate information on health and increase the health education level in general	<ul style="list-style-type: none"> - Provide the dropouts with information and consultancy on health 	<ul style="list-style-type: none"> - Solve the means and methods of service dissemination - Develop and implement the strategy for information dissemination and consultancy - Establish the legislative environment

					for social health education
7	National Programme on Literacy Education (2004-2012)	Resolution # 244, 2004 by the Government	Ensure the effectiveness of the literacy education, eradicate the illiteracy and increase its application in the everyday lives, support the lifelong learning as well	<ul style="list-style-type: none"> - Coresponsibility - Unified policy for the development - Support an equal opportunity, public participation, ICT and international cooperation 	<ul style="list-style-type: none"> - Enhance the government policy on literacy education - Increase the literacy level of adults and eradicate illiteracy
8	National Programme on English Language (2002-2005)	Resolution # 260, 2001 by the Government	Create a good environment for English learning	<ul style="list-style-type: none"> - Organize out of school trainings - Use the NFE and distance learning for teacher education especially for in-service trainings - Create a favourable conditions for supporting English learning for All 	- Create the legislative environment for English education
9	National Programme on Ecology Education (1998-2005)	Resolution # 255, 1997 by the Government	Establish a system to ensure the ecology education for all by means of both formal and NFE	<ul style="list-style-type: none"> - Ensure the easy and open access to ecology education - Train the trainers and develop the the training content and methodology - Enhance the individual and institutional participation 	<ul style="list-style-type: none"> - Increase the access to ecology education - Train and retrain the NFE teachers and facilitators - Strengthen the human and institutional capacity for NFE
10	Equivalency Programme on Primary, Basic and Secondary Education	Resolution # 159, 2001 by the Minister of Education, Culture and Science	Legislative environment for conducting the training through Equivalency Programme on Primary Education to be created	- Organized trainings on literacy education and remedial training for dropouts	- Create an opportunity to acquire the primary education through Equivalency Programme training

Linkages between formal and non-formal approaches

The first initiative of the NFE development was forwarded by the 1995 statement in the Law of Education as “the education system of Mongolia will be composed with formal and non-formal education system...” In a referential sense, policy support mechanism on Equivalency Programmes in Mongolia would be dated back since we established NFE system under the framework of the National Programme on NFE Development implemented from 1997 up to 2004.

The Minister of Education, Culture and Science signed an order² to adopt the *Equivalency Program* in 2001 which differ from the formal education content in terms of methodology. These programs aim at providing basic education to out-of-school youth in an appropriate form and according to their time availability. They are developed on the basis of formal education standards to meet the specific needs of its target group and based on the open and flexible principle. The content includes 75 percent of formal education standards and the main advantage is that people could choose the time according to their availability. 1/3 of the content is delivered in classrooms and the remaining part is acquired independently or according to relevancy of the learners.

The equivalency programs consist of 5 packages which are *humanitarian science, mathematics and computer science, natural science, social science and technology*. There are three levels of EP in Mongolia: primary, lower secondary and upper secondary education through which the learners are offered to study the specific EP modules. After completing the program, the learners have opportunity to be transmitted to formal schooling if they pass the exam.

2.2. Participation in ALE

Statistical data on participation

Ministry of Education, Culture and Science uses special forms on NFE as “NFE-1”, “NFE-1a” and “NFE-2” sheets for compiling the data on evening and correspondence course students, out of school children aged 8-15, students enrolled in literacy, primary and basic education trainings aged 8-15 and over 16 years old. The data through above mentioned sheets or questionnaires are compiled first by the formal schools and then sent to Education and Cultural Departments. MoECS after receiving this data sends to Statistical office. Currently, there is no other official statistical data compiling system on NFE and Adult learning.

NFDE receives the NFE and Adult education programme implementation report from province Educational and Cultural Departments. Mostly data covers the information about activities and learners participating in various education related organizations. However, the trainings and activities organized outside the education sector are not included in the data and reports of NFE methodologists and teachers.

Data on population’s educational level, literacy and dropouts are considerably good and reliable since they sourced on the population and housing census, statistical data compiled by the formal schools and kindergardens and reports of NFE methodologists and teachers, bagh and khoroo

² Order of the Minister of Education, Culture and Science. #283. 5 Sept. 2001.

social workers. However, the methods of data compiling on Adult education and learning has to be developed.

The data still lacks to provide with information for identifying the educational needs of the population and determining the services required to be implemented by NFE. Furthermore, the methodology for data compiling and survey taken still can not ensure the appropriate needs oriented planning for trainings and activities.

Two types of target groups are preferred for the ALE provision: *1)* out-of-school children, youths, adults, school drop outs and vulnerable and disadvantaged groups to improve their educational level; *2)* children and adults who want to study through EP or Alternative way of the education.

2.3. Monitoring and Evaluation Programmes and Assessing Learning Outcomes

The quality assessment system for NFE is currently underdeveloped in Mongolia. The access to education is still is being assessed by the quantity rather than the quality. It is necessary to assess the NFE training in terms of whether it could meet the learners' needs at the local level and further develop the quality indicators for NFE based on the researches and studies.

NFDE develops and distributes the learning materials and textbooks for adults based on the needs assessment survey. At the same time, NFE Centres at local level develop the training programme and contacts the training. However, due to the lack of finance for monitoring and assessment, the NFE assessment system was not developed well enough. Therefore, it is crucial to change the currently state-centralized NFE system's responsibilities to the local authorities or communities so that it could make NFE system being decentralized.

2.4. Adult educators/facilitators' status and training

Educational qualifications/training for adult educators/facilitators

There are no specially trained adult educators and facilitators currently. However, within the NFE framework in 1997, the National Non-formal Education Centre (NFEC) was set up and the non-formal education delivery system was established. Under the professional guidance of the NFEC, the NFE Gegeerel centres in all aimags and districts were established to provide literacy and NFE training and assist with information and advocacy.

NFE teachers or facilitators work in the "Gegeerel" Centres in each district and soum. As of 2008, 497 NFE facilitators and teachers work in 349 NFE Gegeerel centres around Mongolia. The funding for these teachers is also the responsibility of the government. The facilitators of the NFE centres are highly educated either graduated from teacher training college or higher education institute and conduct the trainings on literacy, EP and life skills trainings.

In 2003 the MoECS issued a resolution to legislate the roles and responsibilities of the NFE methodologists and facilitators and the functioning for "Gegeerel" Centres. The NFDE is responsible for training and retraining for NFE methodologists and facilitators and developing the learning and teaching materials as NFE curriculum and textbooks at national level.

The below figure to show the share of adult educators and teaching personnel.

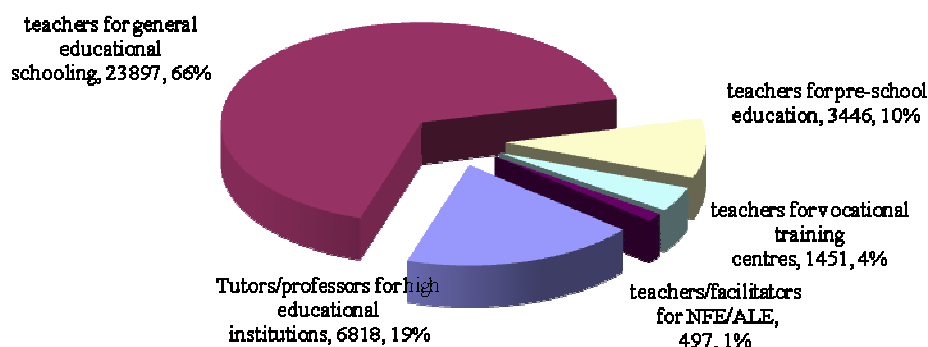


Figure 7. Proportion of adult educators/facilitators and teaching personnel

Adult education in higher education institutions

According to the academic year 2007-2008, totally 150326 students are studying at 162 higher education institutions in Mongolia (47 – state universities, 109 are private, and 6 are branches of foreign higher education institutions). After finishing upper-secondary schools, the students take entrance exam and enter the higher education institutions so the post 18 year olds are engaged in different kinds of educational institutions composing the adult learners.

Table 8. Number of students in higher education institutions

No	Area of Study	Educational Degree				Total Amount
		Diploma	Bachelor	Master	Doctor	
	Total	3577	137486	7153	2110	150326
1	Pedagogy	134	17314	663	138	18249
2	Humanity	45	11917	638	269	12869
3	Social science	265	53669	3234	637	57805
4	Natural science	15	9241	513	249	10018
5	Technology	90	23259	628	439	24416
6	Agriculture	176	3414	405	120	4115
7	Medical science	2754	9585	624	185	13148
8	Service	98	8041	200	73	8412
9	Others	0	1046	248	0	1294

However, significant number of graduates from tertiary institutions is unable to find decent works due to the lack of skills necessary at the labour market and disconnection between vocational training institutions and the workplace. Addressing these problems will require a sustained cooperative effort involving all the key parties as educational institutions, training providers, employers, workers and Government.

Vocational and technical skills have a lower status and little recognition in the country, while academic education is seen, in many cases *mistakenly*, as a more helpful path toward lucrative

employment and social status. As a result, most young people choose academic education rather than vocational training despite emerging opportunities in trade occupations and technical jobs.

Table 9. Graduates from secondary and tertiary institutions, Mongolia, 2005–2006

Number of graduates	2005-2006
General Secondary school, in thousands	100,4
Percentage of female	53.0
Technical and vocational schools, in thousands	7,1
Percentage of female	47.9
Colleges, universities and other institutions of higher education, in thousands	23,6
Percentage of female	65.3
Total	131,1
Percentage of female	54.9

Source: NSO. 2007. Mongolian Statistical Yearbook 2006, Table 19.3, p. 291.

Data from the Labour Force Survey indicates that educational attainment for the unemployed in 2002-2003 places 33.5 percent for lower secondary education graduates and 31.6 percent for upper secondary education occupying 28.2 and 35.3 percent respectively. However, the data presented in Table 2.4, partially reflect the overall pattern of educational attainment and do not show unemployment rates at each level of educational attainment.

Data from the School-to-Work Transition Survey indicate that, among young people aged 15-29 unemployment rate was lower for vocational education (15.3 percent) than for general secondary (21.9 percent) and lower for those with technical diplomas (8.1 percent) than for a tertiary degree (11.6 percent).

Table 10. Percentage distribution of unemployed population by educational attainment, Mongolia, 2002–2003

Educational level	Percentage distribution		
	Total	Male	Female
None	2.6	2.8	2.4
Primary	6.4	7.0	5.8
Lower secondary	33.5	38.3	28.1
Upper secondary	31.6	28.3	35.3
Initial technical/vocational diploma	8.2	9.0	7.3
Technical/vocational diploma	8.9	6.9	11.1
University education	8.8	7.7	10.0
Total	100.0	100.0	100.0

Source: NSO, ADB. 2004. Main report of the Labour Force Survey 2002 -2003, Table 52, p. 62.

On the other hand, there is no special curriculum and programme on adult education even among educational institutions. In order to sustain and develop NFE/ALE programmes it is necessary to include the adult education into the pedagogical institution' curriculums and programmes.

Educational level of adults and their employment

Employers in newly emerging sectors are trying to recruit skilled workers but have difficulty in finding the qualified applicants due to lack of skills for young people. A 2004 survey by the Labour and Social Welfare Agency found that 71 percent of companies had difficulties

recruiting employees; 80 percent thought applicants did not have suitable skills; and 67 percent replied that job seekers lacked experience.

The same survey predicted a big demand by employers on construction sector such as bricklayers, decorators, carpenters, welders, plumbers and assembly workers. Even while a significant number of Mongolian people are unable to find good employment, Mongolia faces significant gaps in filling key jobs critical to economic development, and foreign workers make up a significant proportion of the active workforce in the rapidly growing mining, construction and road sectors.

An interesting development is that employers are offering their own training on the job. According to the School-to-Work Transition Survey 70 percent of employers provide training to new hires. Most training is for practical skills needed for a particular job. This suggests that on-the-job training may be job-specific. The below figure demonstrates the educational attainment for employment among adults.

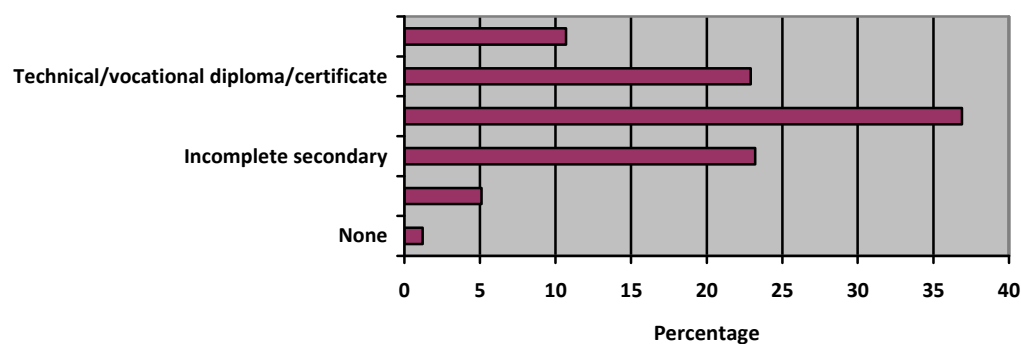


Figure 8. Educational attainment of current employment in the informal sector
 Source: NSO, ADB. Labour Force Survey 2002-2003

3. RESEARCH, INNOVATION AND GOOD PRACTICE

When NFE was introduced firstly in Mongolia several surveys and researches were conducted on NFE methodology and content and currently no profound survey on non formal and adult education.

The ongoing Labour Force Surveys with comparable statistics to analyze trends in the labour market attempts for acquisition of information on the specific needs in emerging sectors to improve vocational training for adults looking for new jobs or better employment. Recent surveys by the Mongolian Employers’ Federation have found high levels of dissatisfaction among employers regarding the quality and usefulness of training received through existing training centres. To solve the above problems and bring the non-formal/adult learning and education and workplace training into new phase Mongolia needs a national strategy and legal framework for policy coherence, with greater participation by employers’ organizations and trade unions together with the Ministry of Education, Culture and Science, Ministry of Social Welfare and Labour, other line Ministries and Government agencies, and non-Government organizations. It will require legal frameworks and policy coordination for education and training. While progress has been made still there is a need to continue strengthening coordination between line ministries, employers’ organizations, trade unions, private training

providers, non-government organizations and other partners. In addition, vocational education and training must find new sources of financial support not only for training but also for the research and innovation.

4. ADULT LITERACY

4.1. Definition of literacy in Mongolia. Changes since 1997

CONFINTEA V

Although the clear indicator and criteria does not exist to define terms of “*literate*” and “*illiterate*” in Mongolia, the Human Development Report defines an *Adult Literacy Rate* as “the percentage of people aged 15 and above who can read and write a short, simple statement” and *Illiteracy Rate* is “percentage of people aged 15 and above who can not read and write a short, simple statement”³. According to the sole definition which was used in Population and Housing Census of 2000 the term *Literacy* is defined as “ability to read and write a short simple statement in Mongolian or any other language with understanding”⁴. Usually, research works and literature refer to the following definitions, namely *illiterate*, *neo-literate*, *literate*, *functionally literate*.

Illiterate is a person who is not able to read and write, but in Mongolian case major part of illiterates could perform simple mathematical functions to use in their daily life.

Neo-literate signify a person who is able to perform very basic tasks like to read a sentence word by word and to make a copy of what is written without fully understanding of its meaning. In other words, this is a person who got acquainted with the basic principles of reading, writing and numerating techniques, but who is unable to continue further training without teacher or instructor.

Literate is a person who has strong willingness to improve his/her educational level, e.g. one who has reached a certain level of education to make use of his/her skills regardless how much time is passed.

Functionally literate person is one who is capable to take advantage of his/her acquired skills in daily life.

As a result of the surveys to measure literacy level of population, it was classified into *elementary*, *advanced*, *practical or pragmatical levels* within the framework “*Literate*” project in 1998⁵. If we compare these different definitions, literacy levels is classified as *illiterate*, *elementary level or neo-literate*, *pragmatical level or literate and functionally literate*. Those 4 literacy levels are currently used by the Government as a national classification.

In the census of 2000, the adult literacy rate was 97.8 percent, but it was identified by self-declaration and a specific test was not used. Recently, in January-February 2005, the National Non-Formal and Distance Education Centre (NFDE), conducted literacy assessment survey based on tests among the poorly educated adults aged above 15 in 6 selected aimags and in UB. According to the preliminary results, 44.7 percent of total 1030 involved people are illiterate, 28.0 percent are neo-literate, 17 percent are literate and only 10.3 percent are functionally

³ Human Development Report 2003, P.78

⁴ Internal Migration and Urbanization in Mongolia: Analysis based on the 2000 Census.UB., 2002. P.141

⁵ Report of the project “*Literate*”, Ulaanbaatar., 1998

literate⁶. Therefore, 97.8 percent is a hesitant rate. Moreover, some surveyor could not read and write though they declared to have completed 8th grade of general secondary school. Thus, it witnesses that the school completion grade does not represent a certain literacy level.

This test includes exercises like to fill letter or number blanks, read and write a word, make a simple calculation, compose a sentence according to a picture, answer to questions after reading a drug instruction etc.

Nevertheless, in the last years the researchers define the literacy in a broader sense, as “not only one’s ability to read and write, but also the ability to communicate with others” In other words, literacy is defined not only from the linguistic perspective, but also as a necessity for every civilized person to collaborate and live in harmony with others. The new era of globalization demands the highest level skills and in this connection, literacy includes also science literacy, mathematics literacy and computer literacy concepts. For example, under the concept “science literacy” is understood someone who is well acquainted with the basic principles of natural sciences and who is able to make good use of his/her knowledge⁷.

Table 12. Adults’ educational level by age and sex, 2000

Age category	Illiterate			Literate but no educational background			Primary education			Lower secondary education		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
15-19	4.3	2.1	3.2	5.7	3.2	4.5	32.0	24.5	28.3	36.5	38.1	37.3
20-24	1.6	1.0	1.3	1.9	0.9	1.4	16.7	7.7	12.2	40.1	32.1	36.1
25-29	1.2	0.9	1.0	1.0	0.6	0.8	5.4	2.9	4.1	38.3	25.6	32.0
30-34	1.3	1.1	1.2	1.2	0.8	1.0	5.5	3.4	4.4	35.7	23.6	29.5
35-39	1.3	1.3	1.3	1.5	1.2	1.3	8.0	6.9	7.4	35.0	23.3	29.1
40-44	0.9	1.0	0.9	1.4	1.3	1.4	12.4	12.9	12.6	35.8	26.6	31.1
45-49	1.0	1.3	1.1	1.4	1.9	1.7	16.5	20.8	18.7	29.6	23.9	26.7
50-54	1.0	1.6	1.3	1.9	3.0	2.4	19.0	28.1	23.8	23.7	20.5	22.1
55-59	1.5	3.5	2.5	3.6	7.0	5.3	26.3	40.6	33.7	21.0	17.6	19.3
60+	3.7	13.7	9.2	12.7	19.7	16.6	37.2	45.5	41.8	15.6	9.2	12.1
Total	2.0	2.5	2.2	3.1	3.4	3.2	17.0	15.8	16.4	34.0	26.2	30.1

Source: National Statistical Office. (2000). Population and housing census 2000. Education and Literacy: Analysis based on the 2000 census. Ulaanbaatar.

4.2. New policies and implementation

The Government of Mongolia has committed itself in promoting the literacy education by adopting several National Programmes. The most important one is “**Government Action Plan**” which is adopted every 4 years. In the Action Plan of 2004-2008 there was introduced a special item on the school drop-out and retraining issue, more precisely, the Government is committed to support civil society initiatives towards provision of compulsory education to school dropouts and adults who had no opportunity to study at schools;

The second document, entitled “**National Programme on NFE Development**” (1997-2004). One of the main objectives was to improve the literacy education of population. The program

⁶ Preliminary report of literacy assessment by NFDE.UB.,2005

⁷ Jadamba.B. Literacy education. “Open School” Newsletter. No 4, 2004.

states as its mission the establishment and development an educational structure that enables each citizen to continue the learning process throughout their lives. According to the program, following 6 main directions were set up to promote the NFE: 1. to provide literacy education, 2. to provide retraining, 3. to improve general knowledge in different areas like legal, health, ecology education etc., 4. to provide vocational education, 5. to assist people to enhance the creative activities and life skills, 6. to help people to learn independently.

The third new policy is “**National Programme on Literacy Education**” (2004-2012) was adopted in December 2004 within the framework of UNLD. As a main reference document to promote literacy education in Mongolia, following objectives were set-up:

- to eradicate the illiteracy by reaching 99,9% of adult literacy rate by 2008; establish gender balance; to reach 99% of school enrollment rate by 2012
- to set-up an effective mechanism of monitoring and evaluation based on existing information data base and survey results
- to strengthen the partnership among stakeholders and increase public participation; enhance international co-operation
- create a favorable social and cultural environment to promote literacy
- conducting wide range of studies and surveys related to literacy issues
- developing relevant training materials, organizing wide range of training and capacity building

The forth and the most recent one, entitled “**Master Plan to Develop Education of Mongolia in 2006-2015**” which was included “Non-formal and Adult Education” as an independent chapter as same as importance with other four fields of “pre-school, primary & secondary”, “vocational” and “higher education” (it is worth to notice that the first phase of EP project has great impact on the inclusion of the chapter). It is becoming a great outcome to support of the NFE environment. The following three main objectives related to NFE were presented in the mid-term Action Plan, 2006-2010 of the Master Plan to Develop Education of Mongolia.

- Provide continuous educational services in conformity with needs to study and live and improve access of the non-formal and adult educational services
- Improve quality of training in technical education and vocational training, to meet market demands
- Improve policy and strategies of non-formal education and develop information and financial systems /see further information in

Connection with the new Education Law, Master Plan to Develop Education and coherent to the policy changes made regarding secondary schools in 2007 and converting to the 12 years school system, a new policy and strategy for NFE was also needed to be developed. Primary version of “Strategy for NFE development” is in stage of finalization. The most important aim of this version is to institutionalization of Equivalency Programme for NFE. “Strategy for NFE development” is including type of EP training, final exams and certification system, target groups and duration of the EP training etc. Several review meetings and discussions were

organized for finalizing the “Concept of NFE” as well as Regulation on Equivalency Programme and NFE institutionalization.

According to the decision of first discussions on the “Strategy for NFE development”, we have decided that even after earning secondary education through NFE Equivalency Programme, the final exams ought to be similar to those of formal schools and the certificate should be identical. In high populated developing countries of Asia Pacific Region (such as Philippines, India), the NFE and formal educations having different final exams and certificates are practical but we have identified this as an unsuitable in our case. Wide range discussion including NFE facilitators, formal school teachers, school principles, educators from university and teacher training colleges, as well as parental and NGO’s participators were made and majority of the participants have agreed.

4.3. Effective practice and innovative literacy programmes

The following practices for adult literacy programme have being used.

Literacy education programs focused on working and daily life

In Mongolia the literacy programmes mainly targeted to those illiterates who dropped out from school or never enrolled in schooling. These illiterates differ from the 1st grade children, and it is impossible to force since they do not have a motivation or stimulus on learning. So the most appropriate approach to make them interested in is that the literacy programmes should meet their needs and focused on working and daily lives. Therefore, the content of basic literacy textbooks and post literacy learning materials has been focusing on working and daily lives still giving the chance to learn at the work place and the family. One good example of this is the UNESCO supported project “Literacy through Distance Learning” which has been implemented last 3 years. Within the framework of the project the following stages of the activities were conducted:

- 1st stage: Conduct a survey on estimating the educational level and assess the needs for target group
- 2nd stage: Material development
- 3rd stage: Training of the trainers for literacy classes
- 4th stage: Face-to-face training for illiterates
- 5th stage: Post literacy training on distance learning
- 6th stage: Monitoring and evaluation

Needs assessment was conducted in order to assess the literacy level of target group and to develop the new literacy teaching/learning materials that meet their needs. The most important thing to pay attention on conducting the survey is to develop the survey questionnaire. Though the survey questionnaire and literacy level tests development team does not hesitate on appropriateness of the questionnaire, it was demonstrated that to make pre-testing would give the most reliable result. In other words the respondents’ living environment, life style and local condition should be taken into account. After the pilot pre-testing the survey questionnaire and the test was redeveloped.

The survey on the literacy level was developed also taking into account the living circumstances of target group. The reading, writing and arithmetic exercises are based on their daily life followed by the pictures

Since the survey on the literacy level itself does not guarantee the reliability of the learning material development, the needs assessment test was conducted as well. It helped to understand the interest and area of learning of target group so that the learning format and option could be chosen properly. From this survey it was clear that most of the learners could afford the radio and CD based learning materials which made to develop the audio and video lessons together with printed materials.

Based on the needs assessment the literacy textbooks were developed in 2 stages. First one was the basic literacy textbook for illiterates while the second ones were targeted for the post literacy training for neo-literates. The literacy textbook for illiterates was developed in the integrated way including reading, writing and mathematics basic skills and examples or cases were taken from the real life to meet the adults' needs. The title of the textbooks also was given as "Eye to wisdom 1, 2" hoping to open the eyes of the people to the knowledge and attract more illiterates to learning.

Post literacy learning materials were developed in about 24-32 pages that making them easy to carry and use. Radio and video lessons were copied and distributed to learners as they requested. Regarding the appropriateness, most of the learners who need literacy training are the people from rural area, so the content is mostly on their life and work style. Especially the post literacy learning materials focused intensively on their needs such as veterinary, conserving the vegetables and fruits, making kimchi, sewing the traditional dressing etc. Through studying the content and experiencing to make them the learners are expected to improve the literacy level and to learn for life skills.

Competence-based literacy education in terms of reading, writing and arithmetic

In Education system in Mongolia academic-oriented system was dominant until the 1990s and was limited on "schooling". In other hand, the scientific knowledge of the students which was in the center of attention not relevant in the daily life of learners and there were not competence-oriented learning. As of other sectors reform after 1990s, education system needed to make a reform on the curriculum as well as a content of the subject matter, textbooks and teacher training system. The first Education Standards developed in 1998, however this was still subject based standards. Therefore, the competency-based Education Standards to replace the academic-oriented education is being implemented successfully since 2003-2004 academic year.

The vision of the newly developed Education Standards is also relevant for literacy education provision and adult literacy education learning/teaching materials development. For instance, the first adult literacy textbook "Eye to wisdom" (2004) was developed on the needs and capabilities of the learners such as medicine instruction, weather forecasting and TV programmes are targeted to develop reading and writing skills while the exercises on shopping are focused on the mathematics or arithmetic skills. However, the content of the post literacy learning materials is more skills and competence based. The example can be stated from the

“Eye to wisdom-2” post literacy textbook to include the learning to cook through instructions and purchasing the materials based on their own calculation and sewing the clothes by them. “You can be a lawyer for your own” which attempts to provide legislative education through literacy includes the borrowing contract and applying for the job, while “Life needs” textbook guides learners to learn how to build the houses which has big demand in connection with the increased flow of migration to urban areas. In general main strategy for literacy education is to be 1) competence-based, 2) family- based, 3) needs-relevant, 4) focused on working and daily life, 5) learner-centered, 6) elf-motivated, and 7) participation-oriented

4.4. Policies and programmers to focus on gender

The gender situation in Mongolia in comparison with other Asian countries is quite unique. In 1921, the first literacy school for women was set up with 20 students in UB. By 1931, about 40 percent of children enrolled in primary schools was female, 75 percent by 1969. The gap between male and female literacy rates narrowed from 16 percent in 1963 to 3 percent in 1989. Since transition, there has been a widening 'reverse gender gap' at all of levels of education.

In 2004, net school coverage rate was 91.6 percent for female and 88.5 percent for male (Table 13). The boys' attendance of all level educational institutions is lower in Mongolia, placing 65.5 percent for female and 49.1 percent male in secondary school, 41.6 percent for rural boys and 58.3 percent for girls (UNDP, 1997).

In 2000, the illiteracy rate amongst 15-19 year olds was 3.2 percent meaning 8.4 thousand. Of this figure, 5.6 thousand are boys and 2.8 thousand are girls. According to the census of 2000, gender disparity is not large among illiterates (male 2.0 per cent and female 2.5 per cent). It is apparent that males are more educated than females, but the detailed analysis made on the census results revealed that gender and age disparities are becoming larger. For instance: Age of illiterate population is becoming younger. Therefore, policy to support boy's education” was issued by Government of Mongolia from 2004 in order to reduce the reverse gender gap.

In conclusion, there is no any serious discrimination against women or men in Mongolia. In order to support the gender equality “National Programme on Gender equality”.

5. EXPECTATION OF CONFINTEA VI AND FUTURE PERSPECTIVES FOR ALE

The expectations from CONFINTEA VI can be summarized as:

- Have a clearer vision on the Adult education development trends in the region and globally
- Learn more about the cultural enrichment and diversity on the adult education from conference participating countries and communities
- Develop the monitoring and evaluation mechanism to follow the achievements in the Adult education field
- Broaden the linkage and networks among adult educators to share the experiences and researches

The main challenges and future perspectives for the development of policies and practices in adult education and adult learning are as followed:

- To set up a suitable legal environment to support adult learning and continuing education
- To broaden methodology and survey on pedagogy, psychology of adult learning education
- To prepare adult educators in pedagogical institutions
- To improve linkages between formal and non formal education
- To lobby and take a measurement to increase a budget allocation and support for adult learning education
- To set up a database of adult learning education on short-term trainings and courses of a foreign language and profession-oriented trainings with good qualities

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