



# NON-FORMAL EDUCATION SECTOR ANALYSIS (Mongolia)



Ulaanbaatar

2009

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## **LIST OF ACRONYMS**

ACCU	Asia/Pacific Cultural Centre for UNESCO
ADRA	Adventist Development & Relief Agency
APPEAL	Asia-Pacific Programme of Education for All
CLC	Community Learning Centre
DSA	Department of Social Affairs
ESD	Education for Sustainable Development
GDP	Gross Domestic Product
HDI	Human Development Index
MGT	Multigrade Teaching
MIS	Management Information System
MoECS	Ministry of Education, Culture and Science
NCNFDE	National Centre for Non-Formal and Distance Education
NFE	Non Formal Education
NSO	National Statistical Office
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund

## FOREWORD

A key reform of the Mongolian educational sector in the last 10 years has been the introduction of the Non-Formal Education (NFE) system. Policies to promote NFE were put forward through the "*Law on Education*" (1991) (which legalized NFE as an education subsystem), the "*Education Master Plan*" (1993), the "*Government Policy on Education*" (1995), the "*National Programme on Non-Formal Education*" (1997-2004), and the "*Master Plan to Develop Education of Mongolia, 2006-2015*". Since the NFE sector in Mongolia is still developing, the collection and analysis of data concerning the direction of NFE, in addition to NFE policy, management, access, quality and financing have great importance on the sector's advancement.

To take stock and set direction for future NFE progress in Mongolia, the National Centre for Non-Formal and Distance Education (NCNFDE), in collaboration with UNESCO, carried out an analysis of the NFE sector in 2007-2008. Data for the analysis had accumulated since 1997 when the "*National Programme on Non-Formal Education*" (1997-2004) was launched. Information was collected from a broad scope of stakeholders, including NFE staff, beneficiaries and learners, local community members and local government officials and administrators in order to gather a wide range of input and opinions on Mongolia's NFE system.

The NFE sector analysis provides data on central subsector areas, such as NFE management, NFE access and NFE quality. As an initial analysis of the NFE system in Mongolia, information presented in this report is intended to inform further NFE policy development and implementation; it will be a useful resource for policy makers, institutions conducting NFE activities, researchers working in the field, as well as students and professors of higher educational institutions.

This analysis was made possible thanks to the support of the UNESCO Office Beijing. The study also received support from local and national NFE institutions and other related organizations who contributed to data collection and information sharing processes. Those conducting the study wish to express our sincere gratitude and acknowledge all who helped contribute to this analysis.

Prof. Batchuluun Yembuu



Director of the National Centre for  
Non Formal and Distance Education

## INTRODUCTION

The main purpose of the “*NFE Sector Analysis*” is to analyze the current status of the NFE sector in Mongolia and to identify gaps and challenges that will further guide the development of the national NFE system. The analysis was carried out in 2007-2008 in an effort to assess the progress and advantages of NFE since the sector’s formulation in the 1990s, during the country’s transition to a market economy. The analysis is intended to provide a reference for stakeholders at all levels to direct future NFE policy development at the national, provincial and local level.

The analysis was carried out through a wide scope of activities that assessed NFE progress and challenges throughout the sector. Information was collected and analyzed on the establishment and development of the sector; field work was conducted in NFE Enlightenment Centres to identify challenges and lessons learned in NFE implementation; surveys were administered among NFE target groups, including learners, direct and indirect beneficiaries and NFE teachers/facilitators; a study was carried out on the appropriateness of NFE training content, methodologies and the provision of teaching and learning materials; and finally, policy recommendations were developed in collaboration with key stakeholders in an effort to enhance NFE sector activities in the years to come.

### **Methodology**

The NFE Sector Analysis focused on four core areas: NFE access, quality, appropriateness and management. Those contributing to the analysis included NFE staff working at the national level, local NFE teachers/facilitators, NFE beneficiaries and learners, local community members and local government officials and administrators. Data was gathered through: 1) questionnaires administered to learners enrolled in the Equivalency Programme and other NFE training programmes, in addition to parents and NFE teachers/facilitators; 2) individual interviews and focus group discussions with learners, NFE teachers/facilitators, community members and soum and local authorities; and 3) a SWOT analysis with NFE teachers/facilitators and soum and local authorities.

*Table 1. Target groups involved in the field survey*

#	Survey covered population	Questionnaire	Individual and focus group discussion	SWOT analysis
1	NFE learners	202	30	
2	NFE teachers/facilitators	98	30	15
3	Soum and local authorities	17	10	17
4	School principles and managers	10		10
5	Local and community members	175	58	
Total		502	128	42

The provinces and soums where the NFE Sector Analysis was carried out were selected according to their local diversity and geography in order to gain a more accurate

representation of the wide scope of learners and contexts in Mongolia. The analysis was carried out in Ulziit, Taragt, Uyanga, Khijirt, Kharkhorin and Arvaikheer soums in Uvurkhangai province to represent the central provinces; Alag-Erdene, Tosontsengel, Bayanzurkh, Ikh-Uul and Murun soums in Khuvsgul to represent the western and furthest regions of the country; and Batshireet, Bayan-Adraga, Binder and Umnudelger soums in Khentii province and Baruunburen, Orkhon, Sant, Zuunbayan and Khashaat soums in Selenge province to represent the eastern portion of the country.

### ***Contents of the analysis report***

The information presented in the following report aims to provide a foundation for further NFE sector development.

- Chapter 1* provides readers with an overview of the Mongolian context, including recent demographic trends and macroeconomic and socio-political factors influencing the country's education system.
- Chapter 2* outlines past developments in NFE policy, current NFE policy achievements and challenges towards policy implementation.
- Chapter 3* examines the management structure of the NFE system, including the roles and responsibilities of the government, educational institutions and national and international organizations in supporting NFE at different levels throughout the country. More specifically, this section analyses the current status and needs of the NFE Management Information System in addition to NFE financing.
- Chapter 4* looks more closely at the NFE target groups, in particular youth and adults, and at the capacity of Mongolia's NFE Enlightenment Centres to provide access to education services through a variety of training programmes.
- Chapter 5* discusses the current status and challenges of NFE quality in terms of the NFE learning environment, the effectiveness of NFE teachers/facilitators and learning achievement.
- Chapter 6* provides an overall synthesis of NFE achievements and challenges and makes recommendations to enhance NFE policy, management, access and quality into the future.





## COUNTRY OVERVIEW



- 1.1. Demography
- 1.2. Macroeconomic Trends
- 1.3. Socio-political Analysis
- 1.4. Labour Market and Social Conditions: Implications for NFE

## 1.1. DEMOGRAPHY

Mongolia is a landlocked country located between the Russian Federation and the People's Republic of China (PRC). With a territory of 1.5 million square kilometers, it is the 17th largest country in the world. As of 2009, 2.68 million people resided in Mongolia's 21 aimags (provinces) and the capital city of Ulaanbaatar. Over 60 percent of Mongolia's population resides in urban areas, the majority of which live in Ulaanbaatar, an area which only occupies 0.3 percent of the country. Aimag populations vary, ranging from 12,500 to 122,000 people.

The average population density in Mongolia is 1.5 persons per square km, making the country one of the least densely populated nations in the world. Before 1990, the average growth rate in Mongolia was 2.7; this percentage declined to 1.3 in 2006 with the total fertility rate remaining at approximately 2.1. Today, females make up 50.4 percent of the total population and males 49.6 percent; 35.8 percent of the population consists of children (aged 0-14).

With regards to education, out of 172 countries, Mongolia ranks 66<sup>th</sup> in terms of school enrollment and the literacy rate in Mongolia is higher than most countries in the Asia-Pacific region. According to the House and Population Census 2000, 97.8 percent of individuals above 15 years old are literate (97.5% female; 98.0% male). The estimated number of illiterate adults is approximately 34,011 or 2.2 percent<sup>1</sup> of the population (2.5% of females; 2.0% of males) (Table 1.1).

Table 1.1. Educational level of the population by gender (%)

	Illiterate	Literate but without education	Primary education	Lower secondary education	Upper secondary and vocational education	Higher education	Graduate degree
Total	2.2	3.2	16.4	30.1	29.7	9.2	9.2
Male	2.0	3.1	17	34	27.8	6.9	9.2
Female	2.5	3.4	15.8	26.2	31.6	11.3	9.2

Population data for Mongolia point to a gradual increase of migrants in the urban population. Following the privatization of herds, many people moved to the countryside, leading to a fall in the number of people living in urban areas. This trend was sharply reversed at the time of the three *dzud*, or heavy snow fall and harsh weather, during 1999–2002 as many herders lost their livestock and moved to semi-urban and urban areas in search of more stable living conditions.

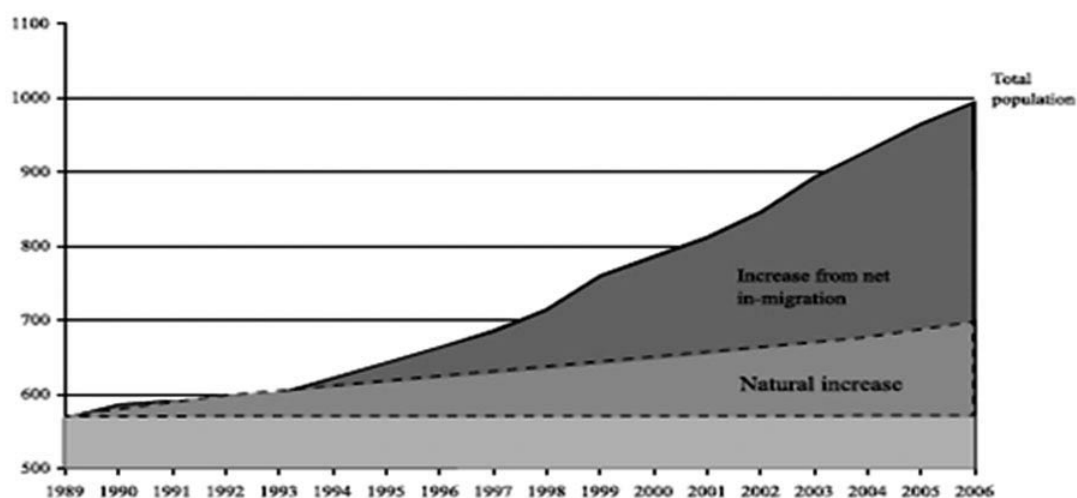
Another reason for migration was to move closer to social services, such as education services and health care. Some migrants also wanted to take advantage of land privatization in urban areas. This process of migration and urbanization continues to occur.

The educational level of migrant people in Mongolia is as follows: no schooling (12.6 percent), primary school (9.6 percent), bachelor's degree (26.7 percent) and master's degree (25.0 percent). These percentages indicate that the migrant population from rural

1 Population and Housing Census, Ulaanbaatar, 2000

areas is relatively educated, which increases the danger of an internal “brain drain.”<sup>2</sup>

Figure 1.1. Population increase in Ulaanbaatar, broken down into natural and net in-migration



## 1.2. MACROECONOMIC TRENDS

In 2009, Mongolia's per capita GDP was just over USD 3,566, placing it in the low income country category. However, according to the Human Development Report 2007, the Human Development Index (HDI) of Mongolia has gradually increased in the past decade: 0.626 in 1992; 0.651 in 1998; 0.655 in 2002; and 0.718 in 2006 (see Table 1.2). Mongolia now ranks 114<sup>th</sup> out of 177 countries and is categorized as a Medium Human Development Country.<sup>3</sup>

Table 1.2. 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

<sup>2</sup> Mongolia Human Development Report, 2007

<sup>3</sup> <http://www.undp.mn/countryinfo.html>

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

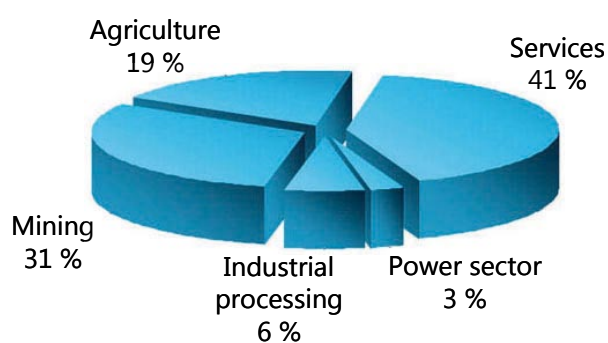
\*GDP for the period from 2000 to 2006 changed due to results of Establishment Census 2006.

Source: NSO. Calculation for Mongolia HDR 2007

As a landlocked country, industry in Mongolia is an important factor shaping the country's development. Mongolia's livestock sector is a key source of the national economy. The industrial processing of livestock products and agricultural services continue to thrive.

The agricultural sector as a whole made up 19 percent of the GDP in 2006 (Figure 1.2) and, currently, there are 10 heads of livestock per capita. In addition, the mining industry, power and energy, food and textile production continue to dominate. While GDP growth varies from sector to sector, analysis of structural changes shows that, since 2003, mining has led growth. The rise of both the price and production of gold and copper, along with an increase in new mineral extraction, has led to an expansion of this sector which is now 31.0 percent of the overall GDP. Employment in the mining sector has increased as well (Figure 1.3).

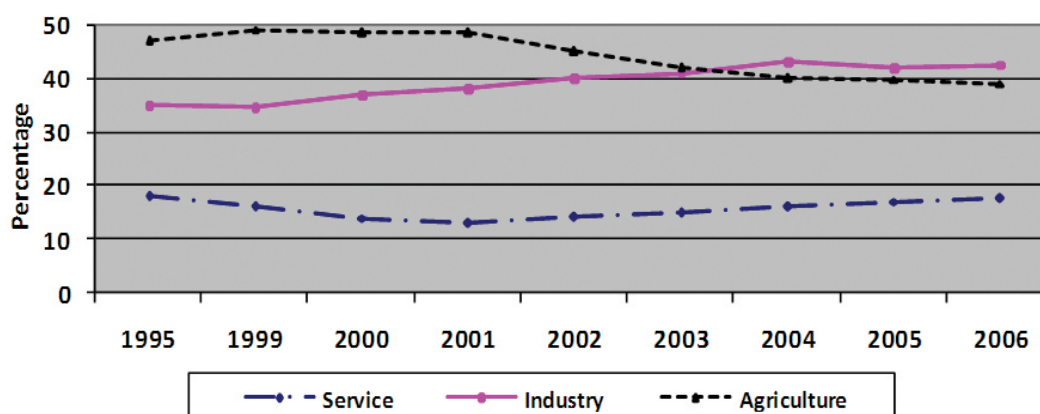
Figure 1.2. Structure of economy



Source: NSO Statistical Yearbook, 2006

The agricultural sector as a whole made up 19 percent of the GDP in 2006 (Figure 1.2) and, currently, there are 10 heads of livestock per capita. In addition, the mining industry, power and energy, food and textile production continue to dominate. While GDP growth varies from sector to sector, analysis of structural changes shows that, since 2003, mining has led growth. The rise of both the price and production of gold and copper, along with an increase in new mineral extraction, has led to an expansion of this sector which is now 31.0 percent of the overall GDP. Employment in the mining sector has increased as well (Figure 1.3).

Figure 1.3. Employment in major sectors (%), 1995-2006



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

Macroeconomic trends have complemented the expansion of the education sector. The total expenditure for the education sector occupied 4.6 percent of the GDP in 1995 and increased to 8.8 percent in 2001. With increased capacity to uphold the Law on Education which states that no less than 20 percent of the government budget should be allocated to education, in 2002, the education expenditure jumped to 18.9 percent, which is considerably high when compared with the other sectors.

Since 2002, the budget for the education sector has maintained a 19.5 percent average which is relatively high in comparison with other countries. However, the share of the government budget allocated to NFE is only 0.31 percent. In other countries such as China, in 2006, while the budget for education sector was 4.65 percent, the expenditure for NFE constituted 1.8 percent<sup>4</sup> and in North Korea, the Ministry of Education and Human Resources allocated 11.13 percent of its budget to lifelong learning and NFE<sup>5</sup>. In this regard the education budget allocated to NFE in Mongolia is relatively small, especially as the majority of the NFE budget is spent on maintenance costs, as described below in Section 3.6.

### 1.3. SOCIO-POLITICAL ANALYSIS

For the past 17 years, Mongolia concentrated on establishing solid, democratic political foundations overhauling its centrally planned economy to create a market-oriented economy and social structure. In the process, the country has encountered both the successes and challenges associated with a transitioning economy.

Favorable economic and climate conditions, as well as the implementation of a package of social welfare measures, have improved living standards. As a result, poverty decreased to 32.2 percent in 2006. However, although population growth still continues, recent years have shown a fall in the birth rate resulting in slower average annual growth. In 2006, the crude birth rate per 1,000 persons was 19.0 and the crude death rate was 6.5, resulting in a natural population increase of 12.5 persons per 1,000 individuals.

Mongolia also has high state involvement in health, social welfare services and education. This is primarily due to disparities in income, the inability of the current health insurance system to facilitate access to private health services as well as limited access to free primary and secondary education for the entire school-aged population. According to the "Migration and Poverty in Ulaanbaatar" survey, 24 percent of those who live in urban areas have limited access to social services. In other words, one quarter of the population in the capital city cannot access health and education services and lack adequate living conditions. Thinking ahead to the future, migration trends also indicate that an additional 30 percent of the rural population will migrate when opportunities arise, with two thirds moving to Ulaanbaatar city.

4 National Report Adult Education and Learning in China, 2008

5 National Report on the Development and State of Art of Adult Learning and Education, 2008

Table 1.3. Population’s internal migration by region 2006<sup>6</sup>:

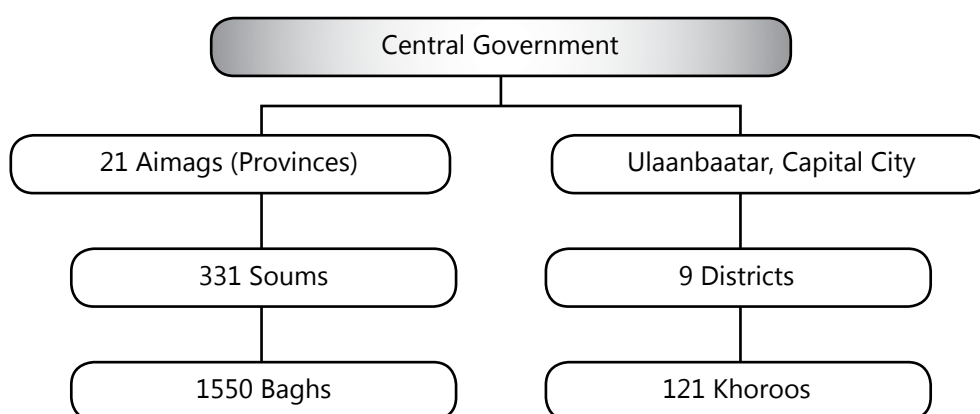
Region	Migrated from	Migrated to	Growth
Western region	2 318	8 137	-5 819
Steppe region	5 743	10 259	-4 516
Central region	9 449	13 936	-4 487
Eastern region	1 872	4 371	-2 449
Ulaanbaatar	25 877	8 556	17 321
Total	45 259	45 259	

These statistics indicate that measures are needed to improve social services and increase access to relieve overstretched schools and hospitals in suburbs through the expansion of existing services, and the construction of new facilities, in order to expand social service infrastructure and delivery.

#### 1.4. LABOUR MARKET AND SOCIAL CONDITIONS: IMPLICATION FOR NFE

During the last 18 years, as Mongolia transitioned from a state centralized economy to a market economy, it has also proceeded towards a democratic structure. Figure 1.4 provides a diagram of the administrative structure of Mongolia. Provinces, cities, soums and districts maintain governing institutions through which they organize economic and social affairs.

Figure 1.4. Administrative Structure of Mongolia



Source: NSO, Mongolian Statistical Yearbook 2006.

In 2005, the government of Mongolia approved the MDG targets for 2015, which helped steer national development goals to improve human development in the country, encourage employment and alleviate poverty.

6 National Statistical Office. Statistical data, Ulaanbaatar, 2006

The Mongolian Statistical Yearbook registered 29,945 unemployed people in 2007, of whom 43.0 percent were male and 57.0 percent were female. This equals an unemployment rate of 2.8 percent of the labour force, a number that, on the surface, seems to suggest that unemployment is not a problem in Mongolia. However, as is the case in many countries in Asia, various measures of unemployment alone are not sufficient to “diagnose” the situation of the labour market. For example, most women and men in Mongolia work only a few hours each week to meet their minimum basic needs and are thus classified as employed rather than unemployed or inactive.

As in many countries, education is closely linked to labour and poverty in Mongolia. Though the illiteracy rate declined during the first few years of the market economy, it has been slowly increasing in recent years. Linked to this issue, the gap is growing between the educational qualifications of individuals and the skills demanded by the labour market; a gap which is influenced by many factors such as family poverty, geographical location and children dropping out of school. According to national statistical data on the transfer school graduates to the labour market, in 2006, 3.3 percent of urban youth aged 15-19, and 6.4 percent of rural youth of the same age, did not complete primary school. In addition, 20 percent of youth aged 15-19, and 30 percent of youth aged 20-29 years, had dropped out of school. Without developing basic skills through education, it becomes difficult for youth to match the skill demands of changing local and national labor markets and find adequate jobs.

In connection with the education sector reform in Mongolia, students attending schools in rural areas in particular experience some hardships. For example, the closure of small soum schools and the integration of upper secondary classes with those in city and provincial schools, causes urban schools to become overloaded. This issue is also accelerated with increased migration to urban areas.

As of 2007, there were 150,326 students studying in 162 higher education institutions. However, since 2000, only 30 percent of university graduates have found adequate employment. Taking into consideration these percentages and the excessive number of students enrolled in higher education, the government introduced a stipend system to encourage additional enrollment in vocational education programmes. Vocational education also complements Ministry of Labour and Social Welfare findings from a 2004 survey in which 71 percent of companies stated that they could not find the employees that meet their labor requirements. Eighty percent also noted that graduates lacked the qualifying professional skills and 67 percent noted that graduates lacked adequate work experience. As a result, many companies have developed their own training programmes, established employee standards and now conduct in-job-training programmes. According to the National Statistics Bureau survey 2006, 70 percent of the employers organize training for their newly hired employees.

On the job training, however, may only focus on enhancing specific skills for certain positions as opposed to developing a well-rounded set of skills for increased employability. In order to fill the gaps between education and the labor market, in 1995, the Law on Education was amended to include NFE as a compensatory system to formal education. This change marked the starting point for NFE in Mongolia. In 2004, the formal education standard was again renewed and a year later the standard for an NFE Equivalency Programme was developed. Figure 1.5 provides an overview of the current education structure of Mongolia.

Figure 1.5. Mongolian Education System

Age	Duration	Educational level and stages for obtaining				Age		
27<		Formal Education	Graduate Programme	Doctor of Science		NFE Equivalency Programme training Non-Formal Education	27<	
26	3			Doctor of Philosophy (3-4 years, 60 credits)			26	
25	2						25	
24	1				24			
23	2		Graduate degree (1-2years, 30 credits)		23			
22	1				22			
21	4		Higher education	Bachelor degree (4-5 years, 120 credits)			21	
20	3						20	
19	2						19	
18	1						18	
17	3		Secondary education (6+3+3)	Upper secondary education (3 years)			Education for special needs	17
16	2			Lower secondary education (3 years)				16
15	1							15
14	3		Primary education (6 years)				14	
13	2						13	
12	1						12	
11	6		ECE				11	
10	5						Kindergarten	10
9	4							9
8	3		Home based or nursery education				8	
7	2						7	
6	1	6						
5	3				5			
4	2				4			
3	1				3			
2	2				2			
1	1				1			

Note: bachelor degree for Medical science have 6 years of study





# NON FORMAL EDUCATION POLICIES AND CURRENT TRENDS



- 2.1. NFE Policy
- 2.2. Policy Implications and Achievements
- 2.3. Policy Implementation and Challenges
- 2.4. Policy Measures

## 2.1. NFE POLICY

As explained in Chapter 1, the NFE system was established in Mongolia throughout the 1990s as the country transitioned into a market economy. Throughout the transition process, which featured privatization of the industrial, agricultural and social sectors, the unemployment rate and school dropout rate increased. The previously dominating formal education sector proved unable to respond to the overload of changing education needs and requirements and a need grew to establish a more flexible educational system.

Policy documents shaping Mongolia's education system since the transition can be viewed on two different levels: 1) national plans and programmes such as the Law on Education (1991), the Master Plan to Develop Education of Mongolia 2006-2015, as well as National Programmes approved by the Government; and 2) orders, resolutions and regulations adopted by the Ministry of Education, Culture and Science.

These policy documents can be divided into two main categories related to NFE, each of which will be discussed further. Categories include: a) documents directing the establishment of the NFE system and ensuring a legislative environment for NFE services; and b) documents enabling NFE activities and services to be carried out.

### ***The Law on Education:***

- In 1991, the first article on NFE in Mongolia was incorporated into the Education Law which states that "citizens of Mongolia can acquire an education through formal and non-formal settings."
- The first initiative supporting NFE development was forwarded by a 1995 amendment to the Law of Education which states that "the education system of Mongolia will be composed of formal and non-formal systems..."
- In 2002, the Law on Education was amended with the following statement linking formal and non-formal education: "Education system of Mongolia to be composed of both formal and non-formal education, and NFE is to supplement formal education activities."
- Amendments in the Education Law (2006) also legalized the possibility of obtaining a primary, lower secondary and upper secondary education certificate through the Equivalency Programme<sup>7</sup> and allocated a normative expenditure per learner for Equivalency Programme training.<sup>8</sup>

### *The Amendments in the Education Law 2006:*

8.2. Primary, basic, and upper secondary education can be obtained through a non-formal education equivalency programme for retraining a certain term of education, for self-learning, and for 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.

<sup>7</sup> Article 8.2, Law on Education, 2006

<sup>8</sup> Article 40.2, Law on Education, 2006

40.2. Fixed expenditures of 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."

### ***Master Plan to Develop Education of Mongolia, 2006-2015:***

The first Master Plan to Develop Education of Mongolia was formed in 1993 by the Mongolian government. While the 1993 Master Plan determined the goals, objectives, priority areas, structure and roles and responsibilities of NFE, the updated "*Master Plan to Develop Education of Mongolia, 2006-2015*" clarifies the direction of activities and focus areas for NFE, such as access, quality and management. The 2006 Master Plan also includes "Non-formal and Adult Education" as an integral part of education plan, indicating its equal importance with three other key areas of education, "pre-school, primary & secondary", "vocational" and "higher education."

The following main goals related to NFE are presented in the mid-term Action Plan (2006-2010) of the Master Plan:

1. Provide continuous educational services in conformity with the needs of learners and improve access to NFE and adult learning;
2. Improve the learning environment and quality of education and strengthen human resources; and
3. Improve policies and strategies for NFE and establish an information and financing system.

In order to implement the above goals the Action Plan sets out the following objectives:

- To achieve a literacy rate of 97.7-99.0 percent by 2008;
- To enroll 40 percent of formal school dropouts in non-formal and multigrade teaching programmes and provide compensatory education;
- To increase financing for the NCFDE and soum and district NFE Enlightenment Centres by 8.0 percent each year;
- To allocate budget for NFE teacher training; and
- Establish an information and monitoring system for NFE.

### ***National Programmes:***

The "*National Programme on Lower Secondary Education for All*" (1995-2005) identified NFE as an alternative to formal education for obtaining a lower secondary education qualification. However, the first main policy document adopted by the Government that provided direction for NFE was the "*National Programme on NFE Development*" (1997-2004). The objective of the programme aimed to improve literacy education. The programme mission strived to establish and develop an education structure that enabled each citizen to continue learning throughout life. The programme set up six main directions for NFE: 1) to provide literacy education; 2) to provide retraining; 3) to improve general knowledge in different areas such as law, health, ecology, etc.; 4) to provide vocational education; 5) to assist people to enhance creativity and life skills; and 6) to help people learn independently.

### **Additional NFE Guiding Documents:**

In addition to the core NFE developments above, several additional National Programmes, Plans and legal documents have emerged that support the NFE sector. These include:

- Policy documents that were developed to support NFE activities and its structure, such as the *"National Programme on Distance Education"* (2002-2012) and the *"National Programme on Literacy Education"* (2004-2012) which support open and flexible learning and implementation of the Goals of the UN Literacy Decade;
- National Programmes that indirectly relate to NFE such as the *"National Programme on English Language"* (2002-2005), *"Ecology Education for All"* (1998-2005), etc. Approximately 20 national programmes relate to NFE indirectly;
- Government Action Plans that include articles which support NFE activities, for example: Expanding correspondence and distance learning training, Supporting civil organizations working with dropout children, or adults who had no chance to go to school, to participate in educational activities (Government Action Plan, 2004); Promoting compensatory education, Improving boys' education, Elevating the literacy level to 99.0 percent by 2010 (National Development Policy, 2008);
- Legal documents adopted by MoECS such as, the *"Job description of NFE teacher/facilitator"* (2003), the *"Statute of NFE Enlightenment Centre"* (2006); and the *"Regulation to organize Equivalency Programme training on primary, lower secondary and upper secondary education"* (2007 – see below); and

Training is organized by the individuals themselves or in cooperation with related agencies after the soum and bagh governor's approval based on the province and city Education and Cultural Department (Regulation on the organization of Equivalency training. 2.1)

- Additional programmes such as the *"National Programme on Reproductive Health"* (2002-2006), and the *"National Programme on Child Care and Development"* (2002-2010) which can contribute to the promotion of NFE.

Table 2.1. Legal and Policy Papers on NFE

<b>To ensure the legal basis for NFE</b>	<b>To be implemented in the delivery of NFE services</b>	<b>To influence on NFE activities indirectly</b>
<ul style="list-style-type: none"> <li>- Constitution of Mongolia</li> <li>- Sustainable Development -21</li> <li>- MDG-based Comprehensive National Development Strategy of Mongolia, 2007</li> <li>- Government Midterm Strategy Paper (1998-2000)</li> <li>- Government Action Plan (2004-2008)</li> </ul>	<ul style="list-style-type: none"> <li>- Law of Education</li> <li>- Master Plan to Develop Education Sector in Mongolia, 2006-2015</li> <li>- National Programme on Literacy, (2004-2012)</li> <li>- National Programme on Distance Education (2002-2012)</li> <li>- Statute of NFE Enlightenment Centre (2003)</li> <li>- Job Definition of NFE teacher/facilitator (2003)</li> <li>- Job Definition of NFE methodologist (2003)</li> </ul>	<ul style="list-style-type: none"> <li>- National Programme on Gender Equity (2003-2015)</li> <li>- National Programme on Child Development and Care (2002-2010)</li> <li>- National Programme to Promote Bagh Development (2008)</li> </ul>

<ul style="list-style-type: none"> <li>- Strategy paper for Promoting the Economic Growth and Poverty Alleviation (2003)</li> <li>- Equivalency Programme Standard on primary and secondary education (2004)</li> </ul>	<ul style="list-style-type: none"> <li>- Statute of NFDE (2002)</li> <li>- Equivalency Programme on Primary, Lower Secondary and Upper Secondary Education (2005)</li> <li>- Guideline to Organize the Equivalency Programme Training on Primary, Lower Secondary and Upper Secondary Education (2007)</li> </ul>	<ul style="list-style-type: none"> <li>- Guidelines for organizing the ECE alternative training and literacy and civil education trainings in bagh (2008)</li> <li>- Guideline to Ensure the Equal Access to Basic Education for All School Aged Children (2008)</li> </ul>
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All these national programmes and policy documents aim to provide access to education to those in need in an effort to improve living standards, alleviate poverty and ensure a sustainable future.

## 2.2. POLICY IMPLICATIONS AND ACHIEVEMENTS

The previous section on the NFE Policy demonstrates that the NFE system in Mongolia has developed to certain extent in line with the formal education system and has achieved some promising results. For example:

- A **legislative environment** for NFE has been created – 12 documents support the NFE legislative environment and 23 documents support NFE activities and services;
- An **NFE structure and system** has been established at the national, provincial and local levels (refer to Chapter 3 on “NFE Management”);
- **Capacity building for human resources** has been strengthened. Though a special programme to prepare NFE teachers/facilitators is currently lacking, approximately 400 teachers/facilitators have been trained through short term trainings;
- Initiatives for a **teacher training mechanism** are under development. Teachers/facilitators are trained through in-service training and, starting from 2008, students from higher education institutions have participated in lectures on NFE theory and methodology;
- **NFE training content and methodology** has been developed on issues such as literacy education, Equivalency Programme training and multigrade teaching (MGT) (refer to Chapters 4 and 5 on “NFE Access” and “NFE Quality”);
- **Learning materials and resources** have increased in number with more than 100 modules and handbooks developed and distributed;
- **Teaching and learning** are conducted through face-to-face and self learning phases, which was a new experience and practice in NFE teaching methodology;
- **Distance learning** increased in popularity and experience has accumulated over the years. Though online training remains underdeveloped, printed, audio, video and CD materials are used extensively;
- **Partnerships and collaboration** with related organizations such as UNESCO, UNICEF, ILO and other national and international NGOs has increased;

- **Links among government and NGOs** with NCFDE and NFE Enlightenment Centres have been strengthened through collaborative trainings and materials development. As of 2008, 15 NGOs were working in the NFE field in Mongolia;
- The concepts of **lifelong learning and adult education** have been introduced and NFE's crucial role towards alternative approaches to education in line with formal schooling has been demonstrated;
- **Financial issues** have been resolved to a certain extent. Even though the budget for NFE has yet to exceed 0.5 percent of the national education expenditure, it is a positive step compared to the past when NFE relied solely on international assistance. From 2003 teacher salaries have been paid from the state budget and, from 2008, learners enrolled in Equivalency Programmes have received the same subsidies as formal school students; and
- An **information database** is being created for NFE. From 2005, MoECS began collecting data on NFE training and target groups. NCFDE will establish the NFE data base to complement this process.

### 2.3. POLICY IMPLEMENTATION AND CHALLENGES

In spite of many positive implications and achievements in NFE policy, many challenging issues still exist which need to be overcome to move NFE forward in Mongolia. These include:

- Policy implementation at the local level is still insufficient. Since NFE capacity and its legislative environment are not at the same level as that of formal education, many school age children are still left out of school. Furthermore, although governors have a responsibility by law to provide educational access to all community members and decrease dropout rates, they are not always able to fulfill this responsibility. Confirming this issue, 80 percent of the NFE Sector Analysis Survey participants assessed the support from local authorities as insufficient;
- NFE financing still requires more clarification and research, especially concerning the job category and salary of NFE teachers. For instance, Government resolution #354 of 2007 did not include a salary for NFE teachers as a separate category which results in many NFE teachers having to work on a part-time basis. As a result, training outcomes and teaching quality cannot be assured. In addition, although the allocation of expenditures per learner enrolled in Equivalency Programmes is legalized, the financing for other training programmes is not;
- NFE teachers lack the opportunity to enjoy the same social care services as do formal school teachers. While by law formal school teachers receive remuneration every 6 years and are paid the equivalent of 18 month's salary when they go on pension, NFE teachers do not have these incentives; and
- Though NFE covers a much broader area in terms of content, currently NFE in Mongolia focuses mainly on literacy and recurrent education. In addition, the uncertain legal status of NFE teachers, along with inadequate financing, hinders the development of NFE by limiting quality and access. These challenges also have a negative impact on the capacity of the teaching staff, management and

learning environment as well as on public understanding and attitudes toward NFE. Moreover, it leads to the undervaluing of NFE among decision makers and the education sector.

Underlying these challenges, many NFE policies still have yet to be put into action. For instance, the *"Programme to Promote Bagh Development"* (approved by Government resolution #7 of 2008) includes a component on literacy education promotion for rural nomadic people and, the *"Regulation to organize alternative ECCE, civil education and literacy training in baghs"* (Minister's resolution #88, 2008) which aims to assure the coordination of the programme, has not yet been implemented and no noticeable improvements have been made.

## 2.4. POLICY MEASURES

To overcome the above challenges, the following measures can be carried out to ensure that NFE policy is implemented efficiently and successfully:

- Develop efficient and appropriate financing mechanisms and increase the budget allocation for NFE;
- Renew the Job Description of the NFE teacher/facilitator in connection with their job category and salary;
- Develop policy with regard to the salary and social welfare services for NFE teachers to offer them the same incentives as formal education teachers. For example, the remuneration for remote area teachers (kindergarten and formal school teachers receive remuneration equal to 6 months salary every 5 years<sup>9</sup>) is not allocated to NFE teachers since NFE institutions are considered to be research organizations<sup>10</sup> - this issue needs to be addressed;
- Determine a reasonable workload for NFE teachers, establish an NFE training programme and develop regulations for evaluating teacher's work and salary;
- Establish the NFE teacher training system by developing curricula for higher education institutions and include NFE in their training programmes;
- Establish an assessment system for NFE training;
- Advance NFE data collection and develop a monitoring and evaluation system with the National Statistical Agency to assess the contribution of NFE towards achieving national education goals;
- Improve the learning environment for NFE through the supply of the computers and other facilities in order to develop online and internet based approaches to learning;
- Carry out theoretical and methodological research on NFE with special emphasis on adult learning and implementing projects for developing content and methodology;
- Establish "support for NFE activities" as one of the criteria for assessing governors' work in an effort to ensure the participation and support of local authorities;

9 Article 43.1.7, Law on Education

10 Article 17, Law on Education

- Organize advocacy campaigns and use mass media to raise awareness of NFE and increase support among the public and policy makers;
- Coordinate individuals and organizations working in NFE and improve collaboration to avoid overlapping activities; and
- Develop a policy on adult and continuing education so as to make them an integral part of NFE.

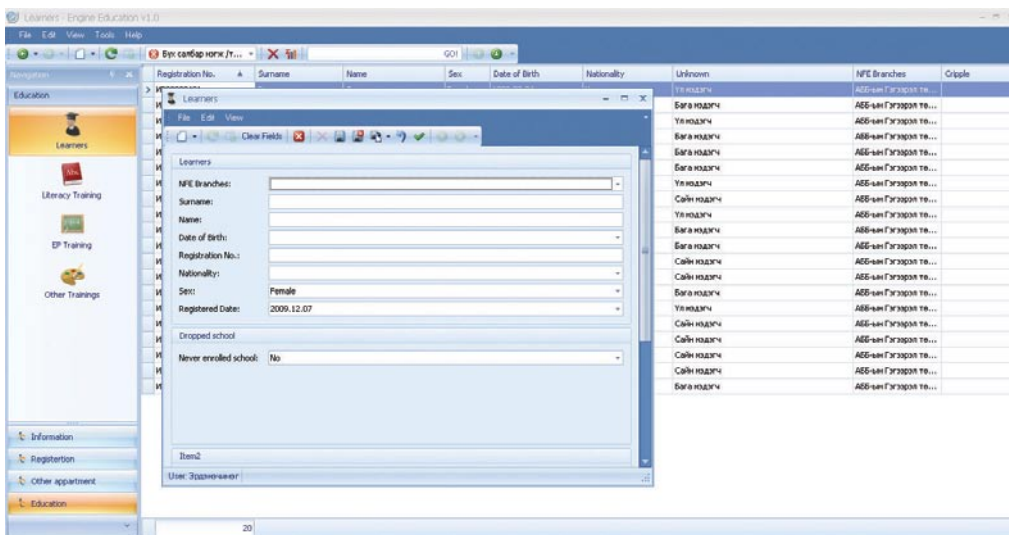
**Conclusion**

- The legislative and learning environment for NFE policy on human resources and financing needs to be improved in order to provide continuing and quality education to all and ensure linkages between NFE activities and national education programmes;
- All related programmes on economics, politics, legislature, health, ecology, literacy, distance learning, information technology and more specific programmes such as “Bagh Development Promotion” and the “National Programme on Civil Education” could be coordinated by the “Education Programme” outlined in the “MDG-based Comprehensive National Development Strategy of Mongolia”;
- Through linking policies and programmes, the NFE system can better ensure the development of a learning society and help improve the quality of life for Mongolians throughout the country.





# NON FORMAL EDUCATION MANAGEMENT

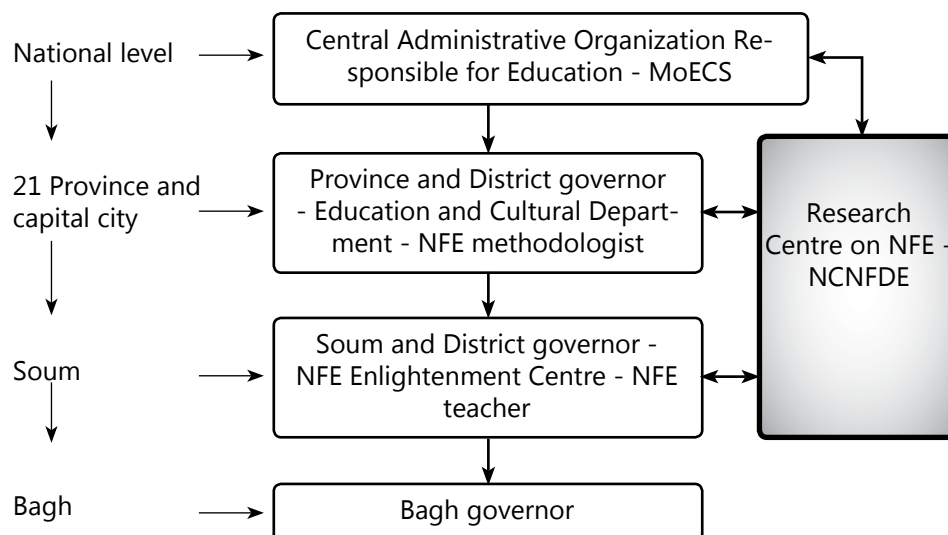


- 3.1. Organization and Management Structure
- 3.2. Roles and Responsibilities of Government and Educational Institutions
- 3.3. Contributions of Local Government Organizations
- 3.4. Contributions of International and National NGOs
- 3.5. Management and Information Systems
- 3.6. Cost and Finance
- 3.7. Monitoring and Evaluation

### 3.1. ORGANIZATION AND MANAGEMENT STRUCTURE

The NFE Organization and Management Structure can be considered on three levels: national, provincial and local. *At the local level*, NFE Enlightenment Centres operating in soums and the districts of Ulaanbaatar are the primary institutions serving NFE. *At the provincial level*, the Education and Cultural Department is the authority on NFE, with responsibilities facilitated by the NFE specialist (formerly called the *NFE methodologist*). Currently one NFE specialist works in each province though he/she may also be responsible for other subject areas. *At the national level*, the MoECS Primary and Secondary Education Department maintains the responsibility for NFE. The Department facilitates NFE policy making and management and collaborates with the NCFDE which oversees NFE methodology and other activities. NCFDE works in close collaboration with MoECS and provincial Education and Cultural Departments as well as NFE Enlightenment Centres (Figure 3.1.1).

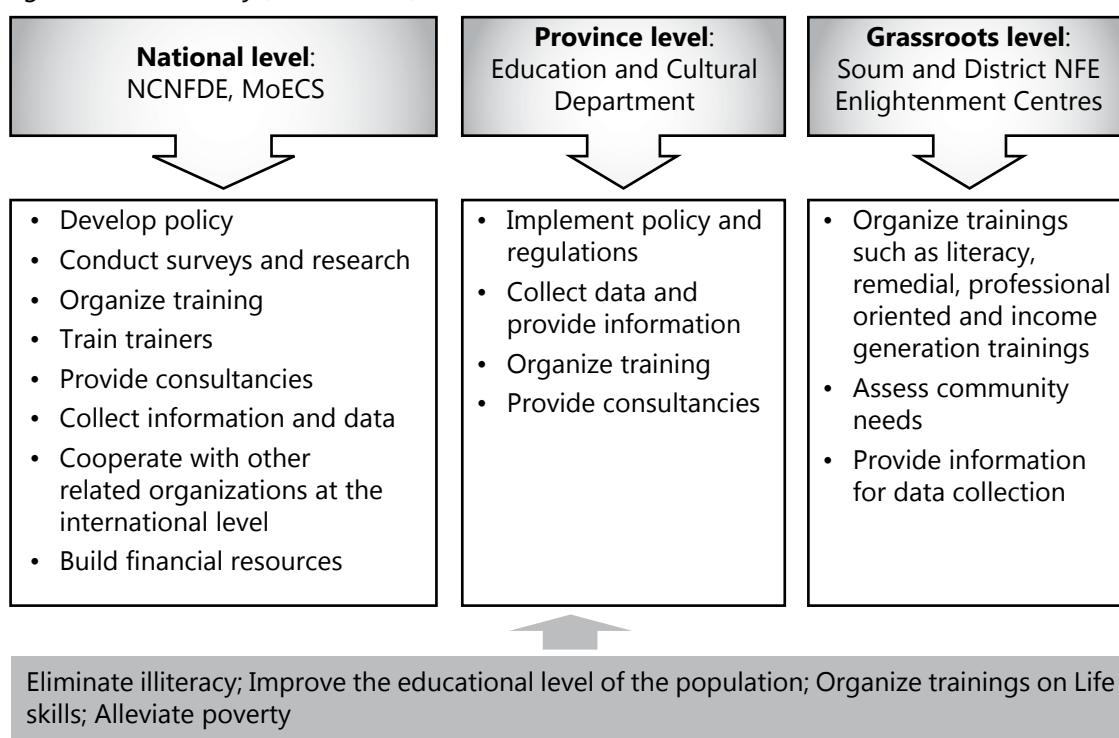
Figure 3.1.1. Organization and management Structure for NFE and Adult Learning



NFE Enlightenment Centres operate independently of NCFDE with regards to their management and organization. NCFDE, however, does provide guidance on methodology. The Enlightenment Centres and NCFDE are linked through the Education and Cultural Departments which organize trainings, distribute learning materials and implement of NFE projects and programmes. Decisions on appointing and changing staff in NFE Enlightenment Centres are made at the provincial level by the Education and Cultural Departments. However, for those Enlightenment Centres located in formal schools (especially in soums), the schools have the authority to appoint NFE staff. In Ulaanbaatar district, where NFE Enlightenment Centres operate under the NCFDE, staff are appointed under the authority of the NCFDE.

The mission of NFE institutions at all levels is to eradicate illiteracy, increase the educational level of the population, provide quality education, and organize trainings on life or livelihood skills in order to contribute to poverty alleviation as well as social cohesion and economical development. The activity framework of the national and local NFE agencies differs depending on their coverage (Figure 3.1.2).

Figure 3.1.2. Activity framework for NFE Institutions



### 3.2. ROLES AND RESPONSIBILITIES OF GOVERNMENT AND EDUCATIONAL INSTITUTIONS

#### **Ministry of Education, Culture and Science:**

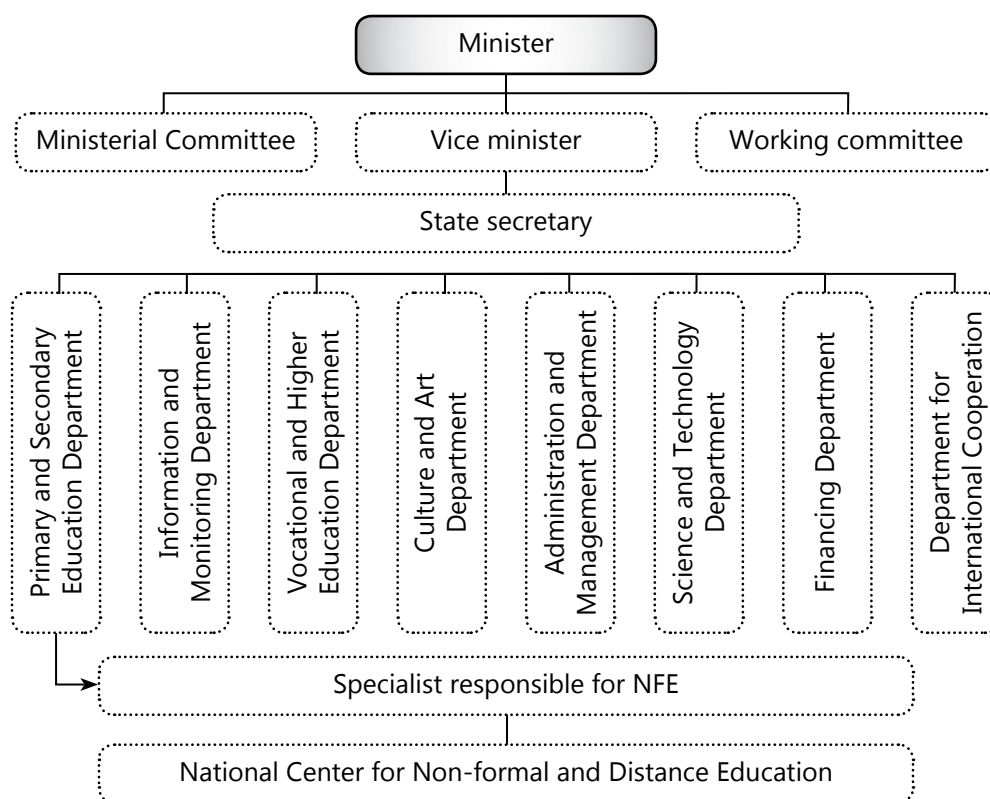
The NFE management structure in Mongolia is different from that of other Asia Pacific countries. For example, Thailand, Bhutan, and the Lao PDR have NFE Departments or Centres affiliated with the Ministry of Education and have an extensive amount of NGO involvement in their national NFE programmes, such as the case of Dhaka Ahsania Mission in Bangladesh.

As stated in the Law on Education (Article 7.1), MoECS is responsible for NFE in terms of support for policy development, approval of policy papers and monitoring and assessment. However, the MoECS does not have a specific department responsible solely for NFE activities. NFE at the ministerial level is managed under the Primary and Secondary Education Department which traditionally focuses on activities related to ECE and formal education. Within this department, NFE is managed only by one specialist who is responsible for both NFE and EFA activities. See the Figure 3.2. for a diagram of the Organizational Structure of MoECS.

The activities of other departments in the MoECS do not relate to NFE except those linked to the Monitoring and Evaluation Department, which collects data on dropout rates and NFE enrollment, and the Finance Department, which allocates NFE funding. Other departments such as Vocational and Higher Education Departments do not participate in explicit NFE activities through ministerial channels.

The Minister’s Steering Committee of the MoECS does include representatives from NFE, though they come from other sectors which demonstrate that NFE issues may not be included in decision making process as much as they could be. Since understanding and attention for NFE are lacking in higher levels of government, it is easy to assume that public awareness about NFE is limited as well.

Figure 3.2. Organizational Structure of MoECS



**National Centre for Non-Formal and Distance Education:**

As stated in the Law on Education (Article 17.2), to establish a research and methodology organization for NFE under the Ministry of Education, the NFE Department of Education Institute was restructured in 1997 to act as a centre for NFE in the Ministry of Enlightenment (the former name of MoECS). During the first few years of operation, the centre focused on NFE through open schooling. It studied the NFE experiences of Asian countries and applied appropriate models to Mongolia. One example of the benefits of this research is the Equivalency Programme for dropout children which is now a key NFE activity contributing to increased access to education for all in Mongolia.

The centre was extended as the National Centre for Non-formal and Distance Education (NCFDE) in 2002 and now serves as the responsible agency for non-formal and distance education. The Centre oversees NFE policy development, NFE surveys, the provision of information and consultancies, materials development and human capacity building at the national level. NCFDE’s regulation and organizational structure are approved by MoECS.

Though being a nationwide institution on NFE, the Centre has only 10 staff, out of whom only 5-6 are responsible for NFE activities. Other employees include staff assistants and technicians. Since the NCNFDE has no legal mandate to act as policy making body, the Centre develops recommendations and policy drafts for MoECS elaboration and potential approval.

### ***Education and Cultural Departments:***

At the provincial level, the Education and Cultural Department, working under the Governor's office, takes all responsibility for education affairs. It has 15 specialists, one of whom is the specialist for NFE. The NFE specialist provides soum NFE teachers/facilitators with professional and methodological support, monitors training activities and the implementation of regulations related to NFE training, conducts evaluations and reporting, and coordinates projects and programmes implemented by NCNFDE and MoECS. However, the job responsibility for NFE specialists is not limited only to NFE; they also look after other subject areas. For example, in Bulgan province the NFE specialist also assumes the responsibility for science; in Sukhbaatar province, the NFE specialist also covers the Mongolian language; in Khovd province, the specialist also oversees primary education depending on his/her specialization. All together 23 NFE specialists are working in 21 provinces and the capital centre Education Department; however, only in two provinces, Bayankhongor and Selenge, are NFE specialists solely responsible for NFE. This phenomenon is due to the limited number of human resources and relatively small number of people taking part in NFE services. However, since NFE is a much broader field compared with other subject areas, there is a practical need to have specialists in the Education and Culture Departments whose sole responsibility focuses on NFE.

The case of Arkhangai province in the central region of the country helps demonstrate this need. The total population of the province is 90,000, an average population for provinces in Mongolia. In formal education there are 20,684 students studying in 36 schools with 816 teachers; the province also has 30 kindergartens with 2,609 children and 88 teachers. Looking at the ratio of the population out of school, the opportunities for NFE are enormous. To further examine the need for additional NFE support one can observe the situation in Arkhangai's Erdenemandal soum. Erdenemandal has a population of 6,000 people. The 12 year secondary school has 1,200 students with 53 teachers. The NFE Enlightenment Centre, however, only has one teacher. If the teacher serves the 3,210 people living in the soum centre, not including herders and dropouts, one can imagine the extensive workload the NFE teacher/facilitator has and conclude that more support is needed in the Education and Cultural Department and NFE Centre to carry out NFE responsibilities effectively.

### ***NFE Enlightenment Centres:***

According to the Law on Education, at the soum and district level, governors serve as the authority for implementing the articles and regulations related to NFE, while the activities are conducted through the NFE Enlightenment Centres. The overall direction of NFE activities is determined by the Education Law and the "Statute of NFE Enlightenment Centre" adopted by Minister's resolution #169. As stated in article 17.2 of the Law on Education, NFE Enlightenment Centres carry the responsibility for organizing trainings at the provincial, soum and district levels and assisting people with their self learning. NFE Enlightenment Centres can be established either at existing schools or independently. At

the national level, out of 375 NFE Enlightenment Centres, 13 act as independent centres (those in Ulaanbaatar and Orkhon provinces), 343 are located at schools and 19 of them work under the facilities of other organizations.

With regards to NFE management structure, nine NFE Enlightenment Centres operate under the Governor's office or Education Department but daily activities are managed by the Enlightenment Centre director. Other NFE Enlightenment Centres work under the supervision of formal school directors. When assessing the current NFE structure through a sector analysis survey, most participants acknowledged that this structure is appropriate for the Mongolian context, including 98.6 percent of the school principals, 92.3 percent of the learners and 100 percent of the NFE teachers/facilitators. Most interestingly, staff from Governors' offices also replied that the appropriate location for NFE Enlightenment Centres is at the school, as opposed to an independent location or closer to Governors' offices where Centres were located in the past.

Analyzing the NFE survey there are both advantages and disadvantages of organizing activities within the school structure:

*Advantages:*

In general, NFE Enlightenment Centres do not have their own facilities, such as Kominkans in Japan, and do not receive funding from the local government budget. Therefore, NFE Enlightenment Centres established on formal school premises are financially supported by the school. These Enlightenment Centres also benefit from collaborating with the school through, for example, the appointment of NFE teachers in the Centres, school monitoring of NFE activities and general collaboration between NFE and formal school teachers.

During the UNESCO supported "*Learning for Life*" project (1997-2001) most NFE Enlightenment Centres were established under the Governor's office. However, when a Governor changed, the sustainability of the Centres suffered – attention to NFE activities decreased and finances were often affected. To alleviate these issues, this structure was replaced in 2003 by school-based NFE Enlightenment Centres.

*Disadvantages:*

Being located in school buildings, NFE Enlightenment Centres are not always accessible to adults and housewives – i.e. access to Centres often seems limited, not because of the location, but due to a misconception that a school is only for children.

Usually in NFE Enlightenment Centres located in soums, there is only one teacher/facilitator implementing the Centre's activities, and in provincial Centres, there may be 2-3 teachers. However, in the NFE Enlightenment Centres in Ulaanbaatar and Orkhon province, which function independently, the picture is quite different. These Centres have a director, a methodologist and several teachers (the number depends on the number of learners and amount of financing). For example, Songino-Khairkhan district of Ulaanbaatar has a population of 256,000 which is 4 times larger than the provincial population. This number increases every year due to in-migration as well as the number of school dropouts. In 2008, there were 368 illiterates and 195 children enrolled in the Equivalency Programme, which is 6-7 times greater than the average number of learners enrolled in soum Programmes. For this reason, more teachers are needed in urban NFE Enlightenment Centres. In the Songino-Khairkhan district Enlightenment Centre, aside from the director, there are two methodologists responsible for ECE and NFE, in addition to 13 teachers out of whom

two are visiting teachers and two are part-time teachers specializing in subject areas. In Bayanzurkh district, the situation is similar. Bayanzurkh has a population of 235,192 with 310 school dropouts who are studying through Equivalency Programmes. This NFE Centre has a director, an accountant, a methodologist, 14 teachers, 7 part-time or subject specialized teachers and 6 staff whose salaries are sponsored by NGOs. These numbers provide a general, and very different picture, of the structure of an independent NFE Enlightenment Centre compared to Centres located in schools.

The responsibility and activity framework for NFE Enlightenment Centres and their staff, namely the "*Job definition for NFE methodologist*" and the "*Job definition for NFE teacher/facilitator*," were adopted in 2003 by the Minister of Education, Culture and Science under Resolution #169. However, not all of these duties can be fulfilled easily by Enlightenment Centres and their staff. According to the survey teachers have less access to learners, especially in remote areas. Moreover, the absence of an NFE teacher category in the "Category and salary scheme of state servants" (Resolution #354, 2007) leads to payment difficulties in some provinces.

To help alleviate these challenges, some initiatives have taken place to establish volunteer groups in NFE Enlightenment Centres. As of 2008, approximately 100 such groups were actively involved with various NFE Centres, including Enlightenment Centres in Bayankhongor province, and some Enlightenment Centres in Dornod, Khentii, Khuvsgul, Selenge and Tuv provinces<sup>11</sup>.

Another form of NFE centre is the CLC (Community Learning Centre) established in 1998-2001 by the Information and Research Centre within the framework of the UNESCO Bangkok APPEAL Unit. CLCs are established under the supervision of the Governor's office and located in soum Cultural Centres. They have specialists for cultural activities, NFE teachers and 4-5 people responsible for social welfare and sports. One of these individuals also manages the Centre. Since CLCs include people from different disciplines, they are able to establish partnerships and broaden their activities beyond education into culture and sports<sup>12</sup>. CLCs are implemented in all soums in Uvurkhangai province, several soums in Zavkhan, Bulgan, Gobi-Altai provinces and Songino-Khairkhan districts of Ulaanbaatar city but due to the lack of financial and management support they are currently inactive.

### **Formal schools:**

As mentioned, most NFE Enlightenment Centres are located in formal school buildings, called "school-based" centres. The school authority provides the NFE teacher/facilitator with a training venue and approves and evaluates lesson plans. NFE trainings starting from lower secondary education are provided by formal school teachers since most NFE teachers specialize in formal primary education. The normative expenditure per learner for Equivalency Programmes through the formal school system also encourages school authorities to participate in NFE activities and be conscious of NFE learners. During a 2008 policy workshop to discuss the current situation and challenges of NFE, participants expressed the appropriateness of locating the NFE Enlightenment Centres on formal school premises. They also pondered the possibility of centralizing NFE management at the school.

11 Activity report by provinces, 2006

12 Evaluation report on CLC project. By Kiichi Oyasu, 2002

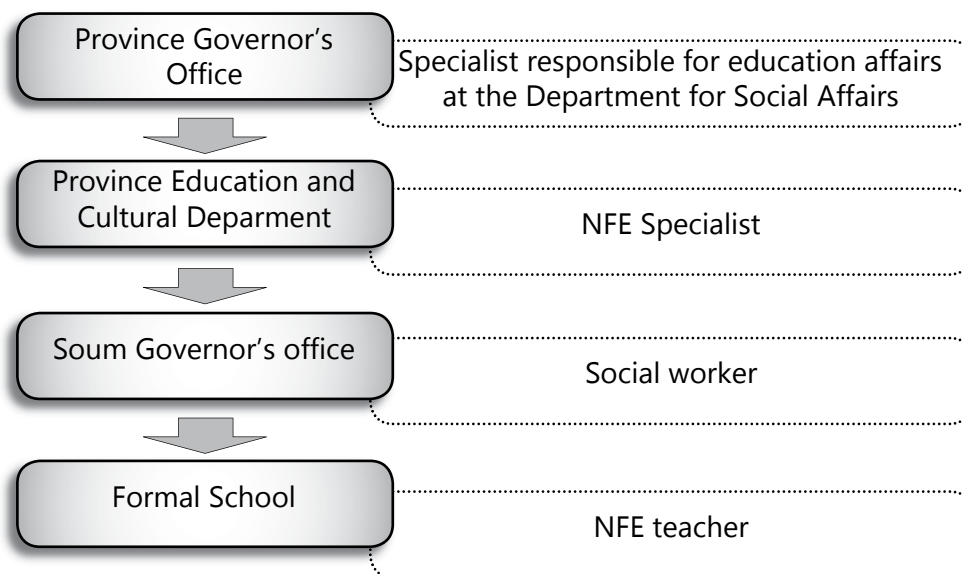
To do so, disadvantages of locating Centres in formal schools need to be overcome, such as overcoming the barrier of adult participation due to traditional ways of thinking which associate school services only with children.

Furthermore, renewing the “Statute for NFE Enlightenment Centre” is needed to guide the establishment of independent NFE Enlightenment Centres to meet the demand of larger populations. The number of staff working in independent Centres and their responsibilities require clarification. In addition, NFE legislation needs consider how many hours to spend for specific NFE activities, such as mobile and face-to-face training and monitoring. Clarification is also required as to the social care services NFE teachers/facilitators receive and a salary scheme if teachers do not work on a full-time basis.

### 3.3. CONTRIBUTIONS OF LOCAL GOVERNMENT ORGANIZATIONS

The main agency responsible for NFE affairs at the local level is the Education and Cultural Department which works under the Department for Social Affairs (DSA) in the Governor’s office (Figure 3.3). There is one specialist responsible for education, who assumes responsibility for both formal and non-formal education affairs by raising and addressing related issues in the Citizen’s Representative Meeting.

Figure 3.3. Local Government Structure



The roles of the provincial and soum Governor’s Office, the Department for Social Affairs, the Education Inspection Agency and schools are very important for ensuring the sustainability of NFE and developing its management structure (Table 3.3.1).



Table 3.3.1. Role and Participation of the Government Organizations and state servants

	<b>Organizations and Individuals</b>	<b>Role and Participation</b>
1	Province and City Governors	Monitoring and coordination of National Programmes at the province level
2	Education inspectors	Monitoring vocational training, Equivalency Programmes and other trainings
3	Department for Social Affairs at the Province and city Governor's office	Monitoring programme implementation, providing consultancies, and linking and coordinating activities
4	Education and Cultural Department	Ensuring NFE development, organizing and monitoring programme implementation and providing daily coordination of activities
5	NFE specialist	Organizing and monitoring the programme implementation, ensuring NFE development, and assessment and evaluation of NFE activities
6	Soum and district governor	Monitoring the programme implementation at the soum and district level, providing coordination and support
7	School authority	Supporting NFE Enlightenment Centre activities, cooperating, organizing training and monitoring impacts

According to the renewed regulation on public organizations<sup>13</sup>, provincial and city governors make an annual output contract with the Central Government. The Activity plan on NFE is included in the contract between the province and the city Education and Cultural Department directors and the Minister of Education, Culture and Science. Contract implementation then relies on the NFE Enlightenment Centre to carry out the appropriate balance of activities. For example, the 2008 contract states that 12,319 persons will be enrolled in Equivalency training and 5,947 persons will be included in the literacy training<sup>14</sup>. The contract is assessed on all managerial levels according to quantitative measures (quality measures are still under assessed). The survey also reveals that the participation of government servants in NFE processes needs to improve. The perceived participation of the soum governors, representatives of the Citizen's Representative Meeting and school directors is assessed by NFE teachers below (Table 3.3.2).

13 Renovation of the state organization's management and financing, 2002, Ulaanbaatar, p-126

14 Statistical booklet of Monitoring and inspection, MoECS

Table 3.3.2. Participation of the soum and local authorities and school directors in NFE

Questions	Number of enrolled teachers	Answers										Not answered	
		Very bad		Bad		Medium		Good		Very good		Quantity	Percentage
		Quantity	Percentage	Quantity	Percentage	Quantity	Percentage	Quantity	Percentage	Quantity	Percentage		
1. How is the role of the soum governor in the NFE affairs?	98	19	19.4	19	19.4	27	27.6	23	23.5	7	7.1	2	0.02
2. How is the participation of representatives and members of the Citizen's Representative Meeting?	98	24	24.5	29	29.6	30	30.6	10	10.2	2	2.0	3	0.03
3. How is the role and participation of the school directors?	98	3	3.1	11	11.2	30	30.6	37	37.8	16	16.3	1	0.01
4. How is the role and participation of the bagh governor?	98	16	16.3	17	17.3	33	33.7	24	24.5	6	6.1	2	0.02

Out of a total of 98 persons involved in the survey, 19 persons or 19.4 percent assessed the soum governors' role in NFE as very bad, 24 persons or 24.5 percent evaluated the participation by the representatives and members of the Citizen's Representative Meeting as very bad, 16 persons or 16.3 percent assessed the bagh governors' participation as very bad, and 3 persons or 3.1 percent replied that school directors' participation was very bad. Most of the respondents or 27.6-33.7 percent evaluated the director and governor's role and participation as medium, and 6.1-16.3 percent assessed them as good.

According to this survey, the participation of most school directors was perceived to be relatively good while the participation of governors was perceived as medium. These percentages coincide with the traditional vision that education is mainly carried out by education institutions and teachers. On the other hand, governors and school authorities may have a limited understanding of NFE due to a lack of available information. For example, almost all respondents (94 persons) who participated in the NCFDE-organized "Managerial participation in NFE" workshop for Tuv, Uvs and Dornod provinces, answered that information on NFE was generally inadequate.

In the "Managerial participation in NFE" workshop, respondents gave the following answers on "How they get information about NFE" and "How often they receive services

from NFE Enlightenment Centres" (Table 3.3.3).

Table 3.3.3. Survey result on the NFE information and services by the citizens

<b>1. Do you know about NFE and, if yes, how do you know?</b>	
Number of respondents	150
From the bagh Governor	30 persons or 20.0%
From the NFE Enlightenment Centre	106 persons or 71.0%
From the Governor's office	14 persons or 9.0%
<b>2. How often do you receive services form the NFE Enlightenment Centres?</b>	
Number of respondents	150
Always	36 persons or 24.0%
Sometimes	60 persons or 40.0%
Never	54 persons or 36.0%

Out of 150 persons participating in the survey, 106 individuals, or 71.0 percent, received information on NFE from teachers working in NFE Enlightenment Centres, but only 20.0 percent received information from the bagh governor and only 9.0 percent received information from the Governor's office. These numbers may reflect the need for more government support for NFE. Supporting this notion, survey results also show that only 24.0 percent of the respondents participate in NFE Enlightenment Centre services on a regular basis. These numbers demonstrate an insufficiency in NFE coverage. Since one of the main objectives of NFE is to provide educational services to the whole population, the participation of government institutions in supporting NFE is very important. However, the output contract in 2008 reveals that 70.9 percent of the soum and bagh governors did not include specific NFE activities in the contracts. It is, therefore, important to increase the participation of the local authorities in NFE affairs. One way to encourage additional participation may be to establish NFE-related criteria for evaluating their jobs, such as "the number, coverage, quality and outcomes of NFE services provided" under the local and provincial leadership.

### 3.4. CONTRIBUTIONS OF INTERNATIONAL AND NATIONAL NGOs

The participation of donor organizations and international and national NGOs in NFE mainly concentrates on areas such as training for school dropouts and vulnerable children and NFE policy advocacy. For instance, "World Vision Mongolia" concentrates most of their activities on out-of-school and, especially, vulnerable children, ADRA targets unemployed youth and adolescents with limited specializations, and "Save the Children UK" works to improve access to education for out-of-school children. These organizations implement their activities in collaboration with NFE Enlightenment Centres. For example,

one NFE Enlightenment Centre was established in 1998 within a “World Vision” project in Murun soum of Khentii province. In addition, the “Ekhlel” NGO works to build the capacity of NFE Enlightenment teachers. As of 2008, there are 6,300 NGOs in Mongolia and 10 percent of them conduct NFE-related training activities<sup>15</sup>, including the “Rural Women Development Fund”, the “Child Right Centre” and “Tegsh mur” (see Appendix 3 and 4 for more organizations working in NFE in Mongolia).

Religious and humanitarian organizations also conduct activities in NFE in Mongolia. For instance, the Korean NGO, “KAHAAH”, conducts training on English and Korean languages, as well as math for street children, “SOS Child Town” helps orphan children, and then there are “Saint Paul” primary schools in Ulaanbaatar and Tuv provinces which organize upgrading training for orphan and vulnerable children.

Though NGO activities are crucial for improving access to NFE and mobilizing community participation and financial support, the quality and outputs of training can be insufficient due to a lack of coordination, monitoring and participation from the government. In addition, many children attend various NGO trainings because they receive lunch and stationary making young people dependent and passive citizens. As most NGOs rely on support from donor organizations, such activities can also be unsustainable. These cases demonstrate the limited linkage between many NGOs and the Government and difference in management structure. Successful NGOs working in the field of NFE may benefit even more if they are supported by the Government. It is, therefore, necessary to establish an NFE department or agency in MoECS to guide different NFE programmes.

The registration and licensing of different organizations can also be supported within this agency. As an alternative, such a management structure could be established with the NCFDE.

### 3.5. MANAGEMENT AND INFORMATION SYSTEMS

The NFE Management and Information System (MIS) in Mongolia follows an “upstream model.” Data is collected from NFE Enlightenment Centres, then compiled at the provincial level and sent to NCFDE for national-level formulation and submission to the Ministry of Education, Culture and Science. Currently, data collected mainly focuses on the number of learners and type of trainings organized, for example, the number of students enrolled in evening and correspondence courses, the number of school-aged dropouts, the number of people enrolled in the Literacy training, and the number of learners transferred to formal schooling. In addition, data necessary for conducting grassroots level activities such as literacy levels, education levels of community members and activity reports are already kept by NFE Enlightenment Centres.

At the national level, NCFDE compiles all data including policy and legal documents, activity reports sent by soums and districts, data about NFE staff, project implementation and other necessary documents. To complement the role of the NCFDE, additional NFE-related statistics are calculated through the Information and Monitoring Department of MoECS (Table 3.5.).

From the table it can be seen that NFE statistics compiled by the Information and Monitoring Department changes each year. Changes may emerge as a result of inconsistent indicators

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and the currently underdeveloped status of the Management Information System (MIS) for NFE which is still evolving in Mongolia.

*Table 3.5. NFE data compiled by the MoECS Information and Monitoring Department*  
MoECS's Statistical Pamphlet for Education Sector on NFE <sup>16</sup> (covering the year of 1997-2007)

School year	Data Types and Indicators
2004-2005 (Statistical Pamphlet for Education Sector, MoECS, 2005)	2.9. Migration of school age children: number of dropouts by grade and reasons
	2.15. Dropouts: Number of dropouts by province, sex and reasons
	2.16. Completion rate: number of persons enrolled in the literacy training by sex; number of persons taken Equivalency Programme training on primary, lower secondary and upper secondary education by age and gender
	2.22. Full time teacher: number of NFE teachers by province and city
2005-2006 (Administration Data, MoECS, 2006)	BDB (Primary and Secondary Education) -3. Migration of school age children: number of dropouts by grade and reasons
	BDB -12. Learners on Equivalency Programme training on primary, lower secondary and upper secondary education: learners by age and gender
2005-2006 (Administration Data, MoECS, 2006)	BDB -15. Out of formal school children (7-15 years old): children by age, sex and reason
	BDB -20. Formal school completion rate: number of literates aged 8-15 and above 16 by sex; number of persons taken Equivalency Programme training on primary, lower secondary and upper secondary education by age and gender
2006-2007 Statistical Pamphlet for Education Sector-I, MoECS, 2007)	2.11. NFE enrollment: (Equivalency Programme) by province, capital city, age and sex
	2.13. Dropouts: number of dropouts by province, sex and reasons
	2.14. Dropouts: number of dropouts in that school year by province, capital city, age and sex

<sup>16</sup> Reference:

Statistical Pamphlet for Education Sector, MoECS, 2005, Ulaanbaatar

Administration Data, MoECS, 2006

Statistical Pamphlet for Education Sector-I, MoECS, 2007

Statistical Pamphlet for Education Sector, MoECS, 2008

2007-2008 Statistical Pamphlet for Education Sector, MoECS, 2008)	2.11. Learners enrolled in Equivalency Programme training on primary, lower secondary and upper secondary education by age and gender
	2.13. Out of formal school children (7-15 years old): children by province/ city age and sex
	2.14. Out of formal school children (7-15 years old): children by province/ city age and sex

In connection with the implementation of the Education Master Plan and "Guidelines to Organize Equivalency Programme Training on Primary, Lower Secondary and Upper Secondary Education", the administrative data collected from educational institutions and individuals conducting education activities was adapted and, in October 2008, new NFE evaluation forms were added. These forms include:

- *Form BDB-1 "Number of orphan children in formal school"* on the number of orphan children studying through Equivalency Programmes
- *Form BDB-3 "Migration of school age children"* on the number of dropout children and school transfers by sex, grade and reason
- *Form BDB-7, 7a "School staff"* on NFE teachers by gender
- *Form BDB-7b "NFE Enlightenment Centre staff"* on the number of staff by age, sex, and degree or education level
- *Form BDB-12 "Number of classes and learners studying through Equivalency Programme"* on enrollment numbers by educational level, age and gender
- *Form BDB-15* on the number of 6-14 year-old out-of-school children by age, sex and reason
- *Form BDB-16 "Formal school students"* on the learners studying through Equivalency Programmes at formal schools by number and school
- *Form BDB-20b "Completion rate for Equivalency training"* on the number of learners enrolled in Equivalency Programmes, literacy and upgrade training by age and sex

Data collected from these forms are utilized for organizing trainings, reporting on NFE activities and planning programmes and projects; however, challenges arise as data is sometimes unreliable, data collection methods can be inadequate and guides and indicators provided by the Ministry can be insufficient. In addition, due to the remote location of NFE Enlightenment Centres in rural areas and lack of internet access, it can be difficult to collect all appropriate and necessary data related to those not enrolled in education services.

Given the limitations of the Management Information System for NFE data collection, NCFDE has implemented a project from 2007, with support from UNICEF, to improve the system. The improved MIS includes the following package of information related to the NFE Enlightenment Centre:

- Number of NFE Enlightenment Centres
- Learning environment
- NFE staff

- Training (Equivalency Programme, literacy and other trainings) and learners
- Financing
- Projects and programmes implemented
- Information on those not enrolled in education services

Further, NCFDE needs to clarify indicators, pilot the data system and build human resource capacity to work with the MIS in order to use the system efficiently and enable proper planning of activities, advocacy, information sharing, monitoring and assessment (see Figure 3.5.1.).

Figure 3.5.1. Application of NFE Data base

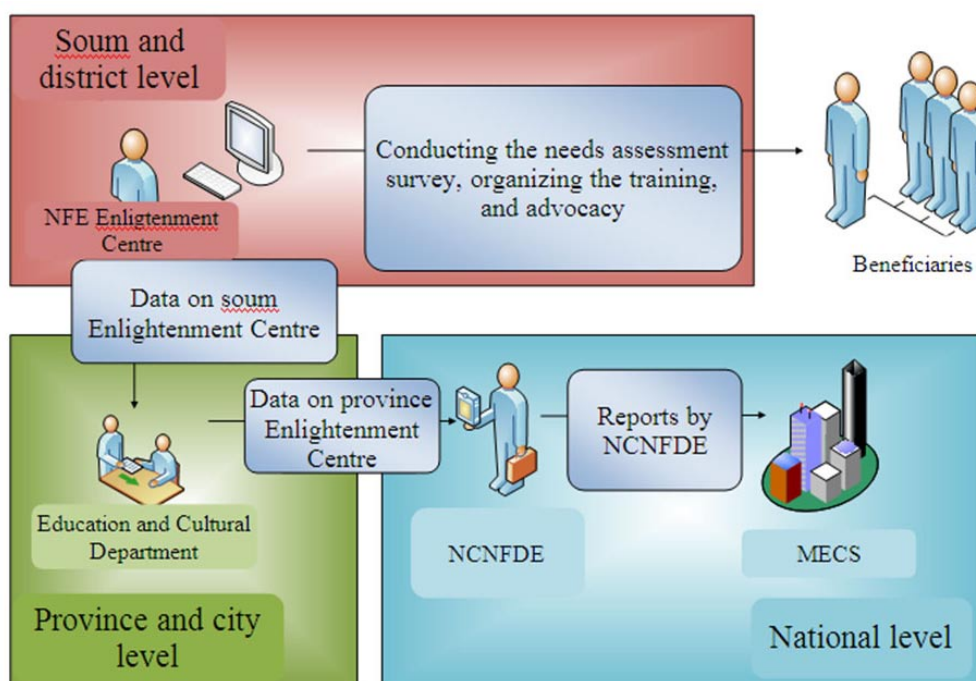
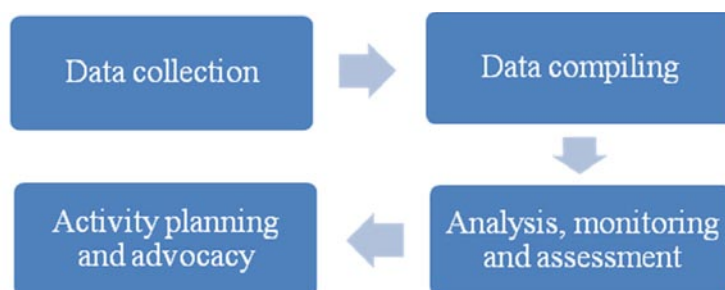


Figure 3.5.2. Information Management system processing<sup>17</sup>



Collecting and compiling data throughout these stages and analyzing and hosting information on a website, it is expected enhance the MIS to better support NFE (Figure 3.5.2).

<sup>17</sup> "Management Information System is the computer based data provision service to be utilized as collecting, compiling, analyzing, reporting and disseminating of the different kinds of data", MIS for NFE, 2007, Ulaanbaatar p. 5

In conclusion, due to limited coordination of MIS policy, NFE activities are often carried out without planning. Therefore, it is quite necessary to advance NFE data collection methods. Mongolia still lacks the opportunity to collect appropriate data on the educational needs of target groups and evaluate NFE activities to meet learner needs as well as coordinate NFE activities organized by other related Ministries and agencies. Integrating NFE data into current MoECS statistics would be useful for public, national and international NGOs to understand more about how NFE activities contribute to the achievement of the Education Master Plan objectives, to advance NFE policy and strategies and to establish an NFE information and financial system.

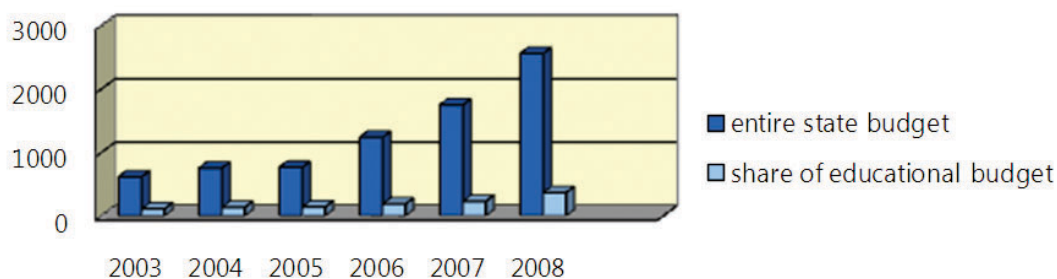
### 3.6. COST AND FINANCE OF NFE

#### 3.6.1. Education Sector Financing

The Government of Mongolia aims to keep the share of educational expenditures in the state budget as stable as possible. The Law of Education states that the share of educational expenditure should be no less than 20 percent of the state budget, resulting in increased investment in education every year (Figure 3.6.1).

Figure 3.6.1. Investment in the education sector

Share of educational expenditure in the State budget  
(billion tugrics)



Reaching the 20 percent target has taken time. At the outset of the transition period, the percentage fell. However, since 1997, the share increased steadily and, in 2008, reached the intended 20 percent (7.6 percent of GNP)<sup>18</sup>.

The annual increase of the educational budget by the government demonstrates the relatively high level of importance the government gives to the Education sector. The diagram below shows government expenditure for Education in comparison with the GDP and the overall government budget (Table 3.6.1).

18 World Bank report, Educational Financing: efficiency and equal access. 2006



Table 3.6.1. Government expenditure for Education against GDP and the overall government budget (million tugrics)

Indicators		Year	2004	2005	2006	2007	2008
GDP			1910880.90	2266505.50	3715000.00	4557500.00	7095300.00
Government Income	Total		580930.80	832584.70	1203555.10	1290692.60	1968512.20
	Percentage in GDP		30.40	36.73	32.40	28.32	27.74
Expenditure for education	Total		136609.30	143573.30	189691.50	243712.20	432980.50
	Out of which	Expenditure	132661.30	136727.20	180863.20	216393.00	391032.20
		Investment	3948.00	6846.10	8828.40	27319.10	41948.30
	Percentage in GDP		7.15	6.33	5.11	5.35	6.10
	Percentage in Government income		23.52	17.24	15.76	18.88	22.00
Expenditure for NFE	Total		430.25	433.25	469.25	456.25	2122.95
	Percentage in Education sector		0.31	0.30	0.25	0.19	0.49

The data indicates a 73 percent increase in GDP between 2004 and 2008, an average of 40.2 percent per year. In 2006, it reached its highest annual increase at 63.9 percent. The average government income also increased substantially, by approximately 43 percent from 2005 to 2006, and increased substantially again by 52.5 percent in 2008. Such changes in the GDP and government income have influenced the budget allocation for the education sector, in particular, for NFE. The budget expenditure for NFE in 2004 which was 136,609.3 million tugrics, rose by 37,014.5 million tugrics from 2002, a 37.2 percent increase; between 2004 and 2008 it increased again by 31.5 percent.

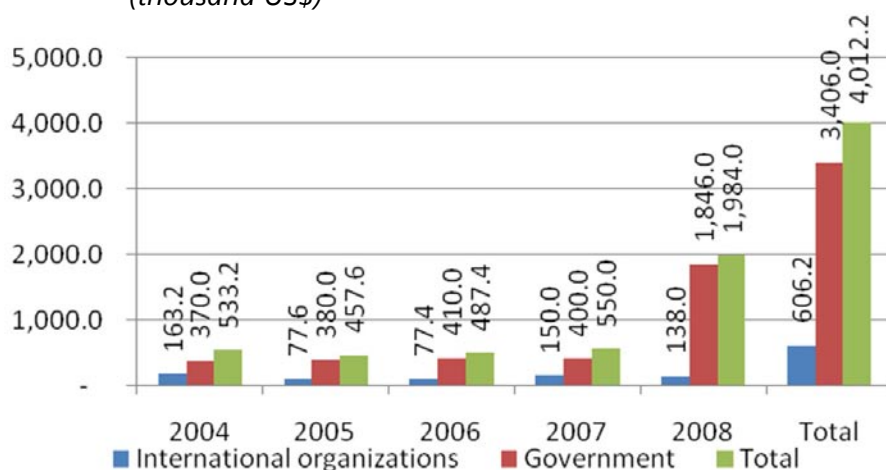
### 3.6.2. NFE Financing

However, the educational expenditure for NFE has not been sufficient enough. The financing for NFE is composed of two primary sources: 1) the state budget; and 2) international donor financing for programmes and projects (Table 3.6.2.). The Government and International Donor expenditures for NFE in 2003-2008 are shown in the Figure 3.6.2.

Table 3.6.2. Financial resources and expenditures

Source	Spent for
State budget	Training for the Equivalency Programme, NFE institutional expenditure (building, heating, communication cost, staff salary etc.)
Science and technology project	Theoretical and methodological study on NFE and distance learning
International projects and donor assistance	Other expenditures for NFE activities (human resource capacity building, publication and distribution of the learning materials)
Local budget	Literacy and livelihood training, and other activities

Figure 3.6.2. Government and International organization expenditures on NFE (thousand US\$)



The Government budget expenditure for NFE is higher than the funds contributed by international organizations. However, the two categories of funding are complementary. The government budget is spent on teachers' salary and other maintenance cost while the donor expenditures are often used to carry out capacity building activities for NFE teachers and to develop learning materials.

### 3.6.2.1. Central and Local Government Budget

Staff salaries and social insurance, as well as costs for building facilities and equipment, utilities and communication (from 2007 for the normative expenditure per learner enrolled in Equivalency Programmes), studies and research, training expenditures for teachers/facilitators and methodologists and the implementation of national programmes are covered by the state budget. In 2006-2007, 53 million tugrics were also allocated to the National Programme on Literacy.

Following UNESCO's support of the Learning for Life project implemented in 1997-2002, the NFE Enlightenment Centres found themselves in a difficult financial situation. The Minister of Education, Culture and Science issued Resolution #1/3016 to allocate 750,000

tugrics per soum for staff salaries. Unfortunately, this budget was spent for different activities other than NFE or mixed with expenditures for formal education. However, in most instances, the situation has improved and this budget is now allocated for NFE Enlightenment Centre activities and spent on learning materials development and to support of visiting teachers.

The article in the Law of Education in 2006 to allocate a normative expenditure per learner for the Equivalency Programme<sup>19</sup> was a significant step for NFE financing in Mongolia. For the school year 2008-2009 the NFE budget was US\$256,500. This allocation makes it possible to monitor trainings, including the number of the learners participating in afternoon, evening, correspondence and Equivalency Programmes.

For the delivery of NFE services at the grassroots level, local government support is very important. Though the 2006 Law of Education states that the expenditures for evening, correspondence and NFE training is to be financed either by the central or local government<sup>20</sup>, this budget was allocated only from the 2008 school year. The normative expenditure for learners enrolled in Equivalency Programmes is calculated by the multiplier/quotient approved by the joint order 3007/236 of 2007 by the Minister of Education, Culture and Science and the Minister of Finance. The multiplier for training and social insurance for teachers affiliated with Equivalency Programmes is 0.7 and the multiplier for other expenditures is 0.5. In accordance with these multipliers, 1599.70 million tugrics (approximately US\$1,400,000) were allocated to Equivalency Programme training in 2008.

### ***Financing for NCNFDE***

The annual government budget for NCNFDE ranged from 22 million to 61 million tugrics in 2004-2007 and, in 2008, it increased to 75.0 million tugrics. However, this budget is allocated primarily to staff salaries, social insurance, rent for rooms, postage and communication and very little is left to support nationwide NFE activities. Most trainings organized at the national level and the learning materials developed since 2003 (about 200 learning materials) have been financed through programmes and projects funded by international organizations and donors.

### ***Financing for NFE Enlightenment Centres***

Since most NFE Enlightenment Centres are located in school buildings they are not required to pay for the facilities, heating and electricity; however, the independent NFE Enlightenment Centres in Ulaanbaatar city have to pay for rent, teacher salaries and purchase training materials for livelihood, literacy and Equivalency Programme training. In 2008, from the government budget a total of a total of 200 million tugrics were allocated to Ulaanbaatar city NFE Enlightenment Centres, for example, 40 million tugrics and 70 million tugrics were allocated to Khan-Uul and Bayanzurkh districts, respectively.

The total expenditure for NFE, including all NFE Enlightenment Centres and NCNFDE in 2008 was 2,122.95 million tugrics (US\$ 1,850,000) which demonstrates a drastic increase before 2003.

<sup>19</sup> Law of Education, 40.2

<sup>20</sup> Law of Education, 39.6

Table 3.6.2.1. Government budget allocated for the NFE sector (million tugrics)

Expenditure		Year				
		2004	2005	2006	2007	2008
Total expenditure		430.25	433.25	469.25	456.25	2122.95
Out of which	In provinces	248.25	248.25	248.25	248.25	248.25
	In UB districts	160.0	160.0	160.0	160.0	200.0
	For Equivalency Programme training					1599.70
	For NCNFDE	22.0	25.0	61.0	48.0	75.0
	Out of which					
	NFDE activity and maintenance cost	22.0	25.0	28.0	28.0	75.0
	Literacy Programme			33.0	20.0	

Table 3.6.2.2. Educational and NFE expenditures (2004-2008) (million tugrics)

Expenditure		Year				
		2004	2005	2006	2007	2008
Entire educational expenditure		136609.3	143573.3	189691.5	243712.2	432980.5
Expenditure for NFE		430.25	433.25	469.25	456.25	2122.95
Percentage of NFE expenditure in the entire education expenditure		0.31	0.3	0.25	0.19	0.49

The “Master Plan to Develop Education of Mongolia in 2006-2015” advocates for improved government financing for NFE and an increase in the budget allocation for NCNFDE and soum and district NFE Enlightenment Centres by 8.0 percent each year, including expenditures for NFE teacher training and professional skills training.

**State financing relations of NFE:**

- Include a financing mechanism in the Law of Education and budget
- Increase funding for NFE services and allocate a separate budget line for NFE
- Funding for NFE to be allocated optimally at national and local levels

Source: Master Plan to Develop Education of Mongolia in 2006-2015

Though the budget expenditure for NFE has increased compared to other Asia-Pacific countries, the 0.5 percent of the entire education budget which is allocated to NFE

is considerably low. Many countries spend 1-3 percent of their education budget on NFE. In accordance with the allocation of the normative expenditure per learner for the Equivalency Programme, some policy documents are in need of review, especially the budget allocation for literacy and life skills as well as that for livelihood training. The 2009 budget estimates that 8,195 learners will be involved in the Equivalency training in the coming 3 years.

In addition, the NFE analysis survey reveals that due to ambiguities in NFE financing and human resources, formal schools where NFE Enlightenment Centres are located can experience an additional burden. One misunderstanding about NFE is that it is intended to be a short term activity implemented within a given period of time and that NFE teachers/facilitators are the implementers of programmes and projects. It can also be perceived that the budget allocated for Equivalency Programmes is enough to cover all NFE activities resulting in difficulty in institutionalizing NFE as a system equal to formal education. However, the total expenditure for NFE in 2009 is expected to be 3,148,130 billion tugrics, an increase from 1.2 billion in 2008. These finances may help improve the quality and efficiency of educational services and better reach the Master plan objectives to ensure the stability of NFE Enlightenment Centre activities, but some policies may still need to be amended.

### **3.6.2.2. Share of NFE financing by International Organizations**

The programmes implemented by the Mongolian government and UN agencies provide substantial contributions to NFE financing. Between 2004 and 2008, international financing totaled approximately US\$ 605,000, which occupied 15.0 percent of the overall NFE expenditure for this period.

Since the 1990s, programmes and projects funded by international agencies have had substantial impact on the development of the NFE sector. For example, the "Gobi Women" (1992-1996) and "Learning for Life" (1997-2001) projects implemented by UNESCO were the some of the initial NFE projects in Mongolia. The "Learning for Life", project with a budget of US\$1.7 million, established NFE Enlightenment Centres in all provinces and districts of Ulaanbaatar and trained over 37,000 people. The role of this project shares great importance in establishing a foundation for NFE in Mongolia.

Moreover, since 2004 NFE activities have broadened with the "Basic Education" joint programme, implemented by the Mongolian government, MoECS and UNICEF, and the "Non-Formal Education-Multigrade Teaching" subproject. These initiatives contributed an estimated US\$158,000 to support NFE activities in Mongolia.

The "Literacy Education through Distance Learning" and "Promotion of Equivalency Training for Lifelong Learning" projects implemented by UNESCO in 2004-2008 also contributed a total of US\$102,320 to NFE. ACCU, World Vision and ADRA also made substantial contributions to NFE activities.

In 2003-2008, international development agencies and NGOs financing was US\$602,800, and from this US\$202,400 (33.6 percent) was spent for NFE capacity building, US\$251,300 (41.6 percent) for learning materials development, and the remainder, US\$149,100 (24.7 percent), for monitoring and equipment supply – financing for policy and planning occupied the smallest percentage.

From the above it is clear that most of the activities are financed by programmes and projects implemented by the Mongolian government and UN agencies. According to

the “Master Plan to Develop Education of Mongolia” (2006-2015), the chapter “Goal and Strategy for NFE and Adult Learning” aims to improve the financing policy for NFE, the monitoring system for its expenditure and outcomes, and increase financing for NCFDE and NFE Enlightenment Centres. Except for Equivalency Programme training, literacy training and training for adults may best be financed by the government to ensure the smooth transition of NFE Enlightenment Centre activities and guarantee linkages between national and local training organizations’ through planning and coordination.

### 3.7. MONITORING AND EVALUATION

#### 3.7.1. NFE monitoring and Evaluation Mechanism

The objectively verifiable indicators for education include qualitative and quantitative indicators, for which NFE indicators have been developed according to the objectives of the Master Plan (see Table 3.7.1.1)

Table 3.7.1.1. NFE quality and quantitative indicators

Code	Items	Quality indicators		Quantitative indicators	
		Verifiable indicators	Objectively verifiable indicators by 2009	Verifiable indicators	Objectively verifiable indicators by 2009
1.2.5.1	Equivalency Programme training	Certification, percentage of formal school transferred students, percentage of standard implementation	13	Number of the learners	8195
1.2.5.2	Literacy training	Decreased number of illiterates	60	Number of literates	3985
1.2.5.3	Livelihood training for adults	Decreased the unemployed rate	100.0	Number of learners involved in the training	10825
1.2.5.4	NFE Enlightenment Centre activities	Implementation of the planned activities	71.4	Number of centres	340

Currently, a formal monitoring and evaluation system for NFE has not been established in Mongolia; however, monitoring and evaluation activities are still carried out. They can be considered on the three levels: macro, mezzo and micro.

#### **Macro level monitoring and evaluation**

Macro level monitoring and evaluation are conducted through the following two channels:

1. Monitoring and evaluation of NFE programmes and projects. This channel uses the reporting format shown in Table 3.7.1.2.

*Table 3.7.1.2. Monitoring and Evaluation for Programme Implementation*

#	Programme	Implementation							
1	Resolution # and date of the Programme approval								
2	Programme goal								
3	Programme objectives (phases and periods)								
4	Budget spent	Budget (required budget)							
		Implementation (in increased budget), out of which is...							
		Spent on that fiscal year							
5	Programme implementation (percentage)	Percentage of implementation							
		Number of objectives in the programme							
		Total	100	90	70	50	30	10	0
6	Implementation of the Indicators (by each indicator)								
7	Main activities and outputs								
8	Conclusion (programme outcome, efficiency and impact)								
9	Reasons and factors of influence in cases where the expected result is not reached								
10	Measures to be taken								
11	Evaluation on the counterparts to implement the programme								
12	Ministry's comment on the programme (programme improvement and provision of the support, etc.)								
13	Comments from the local government agencies on the Programme implementation (whether to have subprogramme or not, etc.)								

The monitoring and evaluation of the "National Programme on Non-Formal Education" (1997-2004) carried out by MoECS and discussed in the Government session in 2005 was the largest scale evaluation of the NFE sector to date.

2. Monitoring and evaluation at the provincial and city level. The channel focuses on the monitoring and evaluation of NFE activities conducted by NCFDE. Reporting takes place on a semi-annual basis.

### **Mezzo level monitoring and evaluation**

Monitoring and evaluation at the *mezzo* level is carried out locally. One example of mezzo level monitoring and assessment is the external evaluation conducted by researchers from Education University<sup>21</sup>. The goal of this evaluation was to assess the current situation of NFE and develop recommendations to submit to MoECS and other government organizations and NGOs. The assessment focused on the following:

- Implementation of the “National Programme on Non-Formal Education”, the development of NFE in Mongolia and the activities of NCFDE;
- Content and methodology of trainings organized by World Vision, Save the Children UK, and the Child and Youth Department of Ulaanbaatar;
- Content and methodology of NFE programmes, policy documents and the Standard of Equivalency education and their relevance; and
- Trainings for dropouts and educational access for these children.

Quantitative data collection was based on the assessment of training organizations, learners, learning materials and accessibility, such as the needs of the learners, training impacts and quality and content of the training. The evaluation utilized methods such as desk research, group and individual discussions, questionnaires, case studies, test and a SWOT analysis. The expected outcomes from the Evaluation were formulated as follows:

1. Current situation of NFE assessed as well as the strengths and weaknesses of the system and impacts on reducing the number of dropout children;
2. Recommendations drafted for MoECS to link the government and NGOs working in NFE;
3. Continue the survey on NFE that was initiated with the evaluation; and
4. Advocacy of the evaluation results using educational journals and newspapers such as “Education” and “Lavai”.

Except for the above assessment, monitoring and evaluation was conducted in Uvs, Khovd, Bayan-Ulgii, Zavkhan and Bayankhongor provinces in 2004-2005; and in Gobi-Altai, Tuv, Dundgobi, Umnugobi, Dornogobi and Khentii provinces in 2006-2007. The monitoring and evaluation in these provinces focused on the training curriculum, planning, documentation, training duration, materials as well as the learning achievements, support from local authorities and testing, observation and interview methods<sup>22</sup>.

The monitoring and evaluation of the project, “Provision of Comprehensive Mobile Education and Cultural Services for Herders in Mongolia” implemented by the Mongolian government and UNESCO in 2005-2009, was also crucial in evaluating NFE activities in 20 soums of 20 provinces. The project goal was to improve the quality, access and efficiency of education and social services for the herder families and enhance early childhood development, literacy and life skills. The methodology of the project monitoring and evaluation was developed in consultation with MoECS and the UNESCO Beijing office. The criteria for evaluating the project were:

1. Relevance of the project
2. Efficiency of the project
3. Project impact

21 NFE assessment and Recommendations, Ulaanbaatar, 2008

22 “Literacy education through distance learning” project report, Ulaanbaatar, 2005, 2007



4. Effectiveness of the project
5. Project sustainability

The project "effectiveness" and "impact" components were evaluated through a questionnaire for beneficiaries, while "relevance" and "sustainability" components were assessed through desk research and interviews with project team members.

*Table 3.7.1.3. Monitoring and evaluation criteria for the Mobile Project*

<b>Monitoring and evaluation criteria</b>	
Relevance of the project	<ol style="list-style-type: none"> <li>1. Relevance of the project to educational policies and strategies</li> <li>2. Whether the project met the educational and social needs of the target groups</li> </ol>
Project activities	<ol style="list-style-type: none"> <li>1. Whether the project was implemented within the planned period</li> <li>2. Whether it reached the expected goals quantitatively and qualitatively</li> </ol>
Project efficiency	<ol style="list-style-type: none"> <li>1. Whether it reached the goal</li> <li>2. Factors influencing implementation</li> <li>3. Obstacles and challenges</li> </ol>
Project impact	<ol style="list-style-type: none"> <li>1. Project goal and objectives</li> <li>2. Social impacts of the project</li> <li>3. Other positive and negative impacts</li> <li>4. Direct and indirect consequences</li> </ol>
Project sustainability	<ol style="list-style-type: none"> <li>1. Need for implementation</li> <li>2. Possibility for implementation</li> <li>3. How it is going to be implemented</li> </ol>

Using the above criteria the project evaluation concluded that the project increased access to education for young and school dropout children, youth and adults<sup>23</sup>.

### **Micro level monitoring and evaluation**

Micro level monitoring and evaluation is carried out at the soum and grassroots level by local authorities and the NFE commissions. Though NFE teachers/facilitators have a responsibility to monitor daily activities including the quality, impacts and obstacles, support from local authorities for NFE activities is often insufficient which can impact evaluation outcomes. For instance, 9.2 percent of the survey participants acknowledged a lack of support from local authorities which negatively influences the stability of activities; 19.4 percent evaluated support as bad, 27.6 percent as medium, and 19.4 percent as very good.

### **3.7.2. Learner and External Evaluation**

Within the framework of NFE, different trainings on primary, lower secondary, upper secondary, compensatory, literacy, vocational, life skills and livelihood trainings are organized. The quality of the activities and services should be assessed on how the

<sup>23</sup> "Provision of comprehensive mobile education and cultural services for herders in Mongolia" project

learners are using the skills acquired from trainings to improve their livelihood. Since a system to assess such outcomes does not currently exist in Mongolia, only the quality of training for primary, lower secondary and upper secondary education through Equivalency Programme is assessed and examined. The learners of this Programme take an exam at the formal school and if they pass the exam they receive a Certificate.

The training outcomes for literacy, life skills and livelihood trainings are assessed through quantitative data. By 2007 there were 14,313 people who participated in vocational training<sup>24</sup>; however, there is no data on how many learners utilized their knowledge to improve their income; i.e. there is no criteria and standard for assessment of these training outcomes.

Since there is no criteria and standard for assessing of NFE activities, the participation of the NGOs and the public is not encouraged either. Public participation in NFE monitoring and evaluation is limited to needs assessment or training evaluations. In addition, even though the educational monitoring agencies have a responsibility to monitor the teaching and learning activities implemented in schools and NFE centres, they often do not take the initiative to collect data for out-of-school and dropout school children.

### **3.7.3. Assessment Needs**

Though monitoring and evaluation for NFE is conducted at the *macro*, *mezzo* and *micro* levels, a system for evaluating NFE activities, teaching staff, learning achievement, learning environment and financing is still not established in Mongolia. Therefore, a need exists to develop criteria and indicators for monitoring and evaluating NFE in the following four main areas:

- Training (teaching and learning)
- Learning environment (material base)
- Human resources for programme development, implementation and assessment
- Financing (whether the budget is spent according to the initial proposal)

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24 Quantitative data on NCFDE, 2007



# NON FORMAL EDUCATION ACCESS



- 4.1. NFE Target Groups
- 4.2. NFE Enlightenment Centres
- 4.3. NFE Programmes

### 4.1. NFE TARGET GROUPS

There are many different target groups for NFE as stated in the “National Programme on Non-Formal Education”. Target groups can be divided into two main groups, “basic” and “special” (Table 4.1.1.). The *basic* target group consists of out-of-school and school drop-out children and youth, illiterates and low-educated adults. The *special* target group is composed of adults, the unemployed, house-wives and migrants who want to improve their education level, ECE-aged children and their parents, people with disabilities, and all others who want to enhance their education and skills.

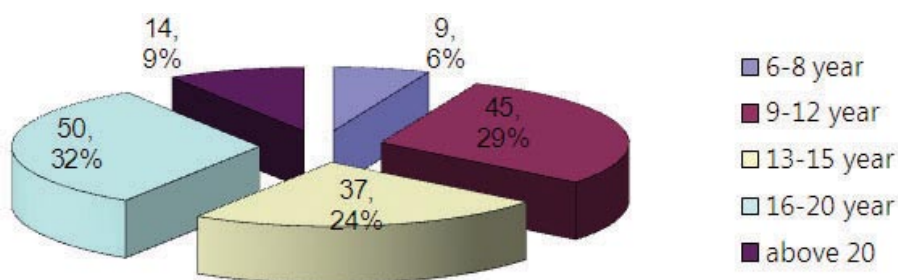
Table 4.1.1. NFE Target Groups

Basic	Special
<ul style="list-style-type: none"> <li>• Illiterates, low-literates, and un-educated individuals</li> <li>• School drop-outs</li> <li>• Children, youths, and adults who want to study through Equivalency Programmes</li> </ul>	<ul style="list-style-type: none"> <li>• People who want to learn about income-generation and business</li> <li>• Unemployed</li> <li>• Disabled people</li> <li>• People living overseas</li> </ul>

Most of the *basic* target group learners are youth (18 to 20 years old) and adults. School drop-out children and youth who want to be retrained through Equivalency Programmes and adults who want to improve their literacy education compose the largest percentage of the NFE target population. This trend is due to the high drop-out rates during the 1990s, which is also a contributing factor to illiteracy.

According to the NFE Sector Analysis survey in 2008, out of 155 learners who took the survey, 50 percent were 16-20 year old youth (see Figure. 4.1.1).

Figure 4.1.1. Number and percentage of NFE learners



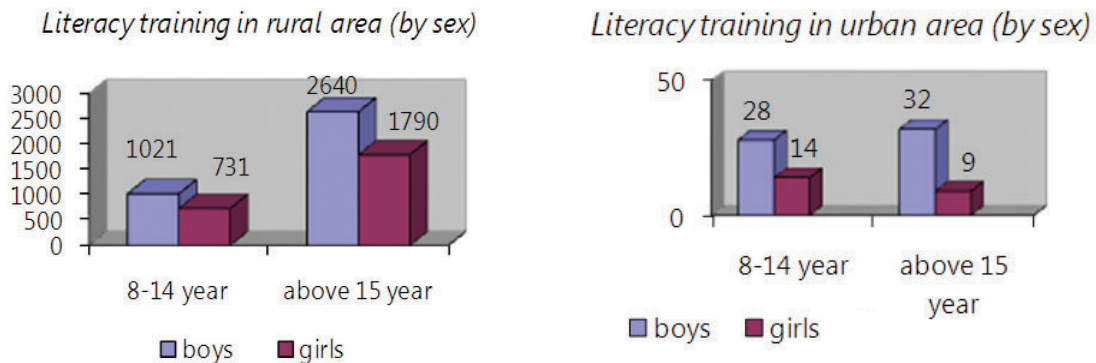
Source: NFE Sector Analyse” Survey Report, 2008

Due to the privatization of livestock in the 1990s and several years in a row of natural disasters, the number of dropout children increased resulting a considerably young NFE population today.

The data in Figures 4.1.2 show that male learners outnumber females in both rural and urban literacy training programmes. Based on trends, the number of the children in the literacy training has also been decreasing while adult participating is increasing. These

patterns may be explained by a decrease in the number of school dropout children. In the early 1990s, the dropout rate reached its highest point at 8.8 percent. However, since the attitude toward education and learning has been changing among the public, dropout rates have decreased every year. In the 2007-2008 school year, the rate went down to 1.6 percent; in total there were 8,775 out-of-school children registered.

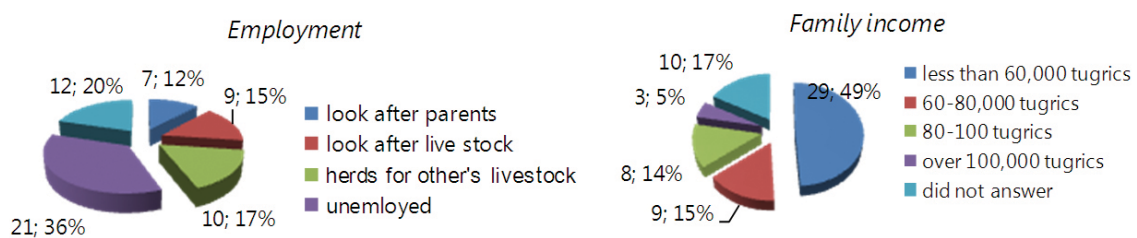
Figure 4.1.2. Age and sex categories of learners in literacy training



Source: NFE Statistics, 2007

As poverty and unemployment are mainly caused by low education levels and illiteracy, employment and family income among NFE learners are relatively low. According to the NFE analysis survey, 48 percent of the survey participants replied that they do not have a job, and 49 percent receive a family income of less than 50,000 tugrics/month (approximately US\$44.00). 38 percent also said they were involved in NFE training in order to improve their literacy skills. The family income and employment status of these learners are described in the Figures 4.1.3.

Figure 4.1.3. Family income and employment status of the learners



Source: NFE Sector Analyse" Survey Report, 2008

The number of out-of-school children and youth, and their enrollment in NFE services, are one of the main indicators for NFE access. The formulations for "out-of-school" and "school drop-out" indicators are mixed and the statistical data related to each indicator are different in each resource. By combining these two formulations the statistics for "out-of-school children" have been calculated and are listed below for each province (Table 4.1.2).

The table shows that 91.7 percent of out-of-school children between 7-15 years of age come from rural areas. In general the category of "out-of-school children" includes

dropouts and children that never enrolled in school. The number of school dropouts increased in the early 1990s and, in 1992-1993, reached a peak. However, every year 8 to 10 thousand children remain in the pool of out-of-school children for various reasons. In the 2007-2008 there were 8,775 out-of-school children registered.

*Table 4.1.2. 7-15 years old out-of-school children by province and gender (2007-2008 school year)*

Province	Dropouts	Total	Of which			
			Female		Male	
			Number	Percentage	Number	Percentage
<b>Total</b>		<b>8775</b>	<b>3583</b>	<b>41</b>	<b>5192</b>	<b>59</b>
Arkhangai		809	273	34	536	66
Bayan-Ulgii		2423	1293	53	1130	47
Bayankhangor		170	63	37	107	63
Bulgan		36	16	44	20	56
Gobi-Altai		107	32	30	75	70
Dornogobi		181	61	34	120	66
Dornod		189	65	34	124	66
Dundgobi		277	77	28	200	72
Zavkhan		160	44	27	116	73
Uvurkhangai		597	197	33	400	67
Umnugobi		150	53	35	97	65
Sukhbaatar		118	46	39	72	61
Selenge		89	22	25	67	75
Tuv		288	91	32	197	68
Uvs		726	245	34	481	66
Khovd		656	326	50	330	50
Khuvsugul		669	259	39	410	61
Khentii		278	82	29	196	71
Darkhan-Uul		98	42	43	56	57
Orkhon		12	5	42	7	58
Gobi-Altai		12	3	25	9	75
City		730	288	39	442	61
Countryside		8045	3295	41	4750	59

Source: Statistical data of MoECS, 2007

Determining the different reasons children drop out of school, among the data collected from the many governmental and non-governmental organizations, depends on the survey, content, type and method. In general, the reasons for dropping out of school can be categorized into three types: 1) poverty and unemployment; 2) child labour; and 3) migration.

During the 2007-2008 school year, 34 percent of those children who dropped out of school did so due to family living conditions. 36.1 percent of the Mongolian population still lives below the poverty line. The net enrollment ratio in primary school for children from poor households is 87 percent, and the net enrollment ratio in secondary school is 67 percent. These ratios are 8.5 percent lower than from non-poor households, mainly because those from poor families were not able to enroll in a school at the appropriate age or study continuously, either never enrolling in primary school or dropping out after primary school was complete.

When the education level of adults who were categorized as "poor" were compared, 21.3 percent were uneducated or low-educated, 59 percent had only received basic and secondary education, while only 9.0 percent had received vocational and technical training and 10.4 percent had acquired a higher education degree. If education level of the head of these families increases, the poverty level could decrease<sup>25</sup>.

With regards to child labor, which results from poverty and unemployment, some children drop out of school to join the labor force to help earn income for their families. This is especially common among herder families in rural areas. During the time of livestock privatization, for instance, more than 30 thousands children dropped out of school per year; 70 percent were boys.

According to the population census in 2000, the number of illiterates in Mongolia occupies 2.2 percent (34,011 people)<sup>26</sup> of the overall population, with greater illiteracy among males (see Table 4.1.3). During the transition period illiteracy among adults has increased due to an increase in the dropout rate (Figure 4.1.4).

*Table 4.1.3. Percentage of Population's Educational Level (by gender)*

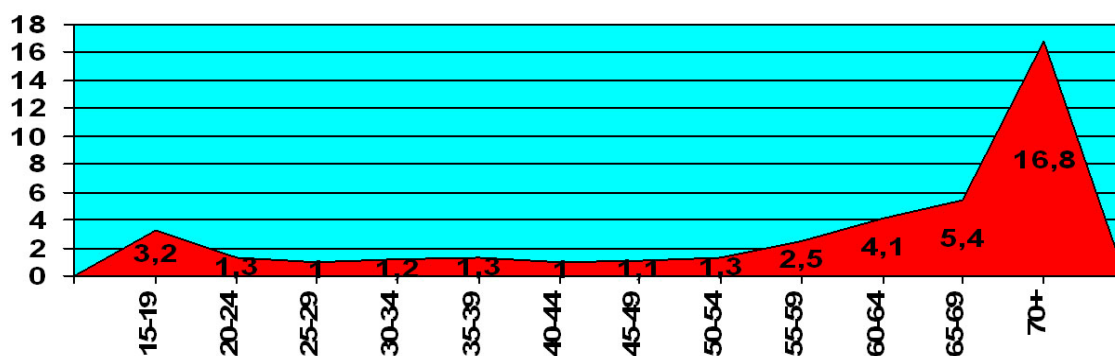
Indicators Population	Illiterates	Unedu- cated	Primary education	Basic education	Secondary education	Vocational education	High education
Total	2.2	3.2	16.4	30.1	29.7	9.2	9.2
Male	2.0	3.1	17	34	27.8	6.9	9.2
Female	2.5	3.4	15.8	26.2	31.6	11.3	9.2

Source: Population and Census, 2000

25 National Statistical Department. World Bank report. UB. 2006

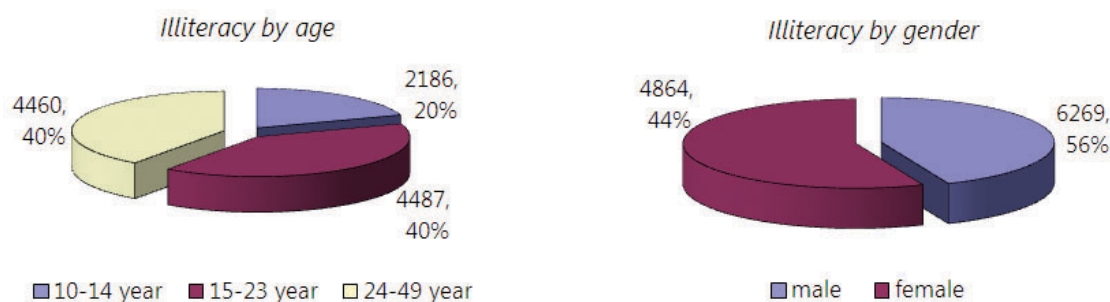
26 Population census, 2000

Figure 4.1.4. Illiterates (by percentage and age category)



Source: Population and census, 2000

Figure 4.1.6. Illiterates by age and sex



Source: NFE Statistics, 2008

As of 2008, 80 percent of the illiterate population in Mongolia was 15-49 years old and 20 percent were 10-14 years old (Figure 4.1.6). Illiteracy correlates with dropout rates and access to education. The higher illiteracy rate among the male population, can partially be attributed to the high dropout rate for boys during the live stock privatization in the 1990s.

The number of illiterates in rural areas is three times higher than that in urban areas while the number of uneducated or low educated people is two times lower than in urban areas.<sup>27</sup> These ratios show the gap in the educational level among rural and urban population and can help direct NFE services to the main target groups, namely adults and rural people.

## 4.2. NFE ENLIGHTENMENT CENTRES

As guided by Article 17 of the Law of Education “to organize NFE training in provinces, the capital city, soums and districts and assist self learners either through independent NFE centres or NFE centres acting at other institutions”, the NFE Enlightenment centres were established. As of August 2008, there were 375 NFE Enlightenment Centres in 331 soums of Mongolia’s 21 provinces and Ulaanbaatar districts. The centres work to provide literacy and NFE training and assist with NFE information and advocacy. The teachers/

<sup>27</sup> Population and census, Ulaanbaatar, 2000



facilitators of the NFE centres are highly educated individuals who have graduated from teacher training colleges and higher education institutions; they conduct trainings on literacy, Equivalency Programmes and life skills.

In 2003, MoECS issued a resolution to legislate the roles and responsibilities of NFE methodologists and facilitators and the functions of NFE Enlightenment Centres. Thirteen Enlightenment Centres (3.5 percent) have their own training venue; 320 centres (85.3 percent) are located in school buildings; 35 centres (9.3 percent) organize their activities in Governor office buildings; and 7 centres (1.9 percent) operate out of local libraries.

Most NFE Enlightenment Centres are located in soum centres and have the capacity to hold approximately 25 people. Trainings are organized on the following basis:

- Literacy training
- Civil education or life skills trainings
- Equivalency Programme for primary, lower secondary and upper secondary education
- Training to increase one's educational level

The distance a herder family must travel to a soum centre can average up to 60-70 kilometers, which is highly influential on NFE enrollment rates.

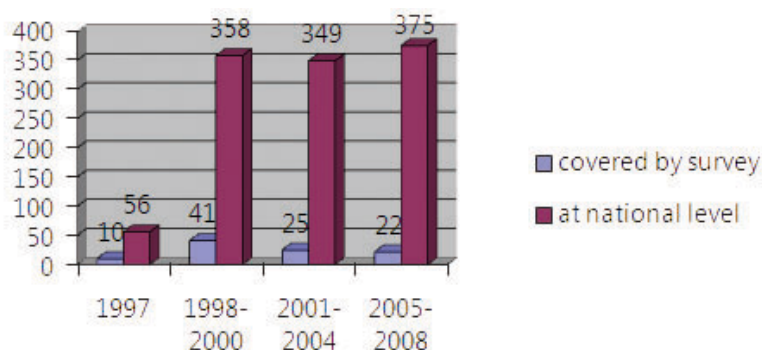
The "NFE Sector Analysis" respondents answered the following about the time it takes to travel to the soum Centre:

Less than hour -	9.8 percent
1 hour -	82.1 percent
2-3 hours -	9.8 percent
4-5 hours -	3.6 percent
More than 6 hours -	1 percent

Some families live 200 kilometres from the soum centre and most commute to the Enlightenment Centres by horse, camel and motorcycle to attend the face-to-face meetings. Alternatively, soum teachers conduct mapping exercises and visit the learners at their family locality to offer NFE services. If a family lives a nomadic lifestyle, however, it makes it difficult for visiting teachers to reach them. Therefore, during the summer months, most provinces organize a seasonal NFE training period. The time period depends on the type and length of training and the soum or provincial context.

Figure 4.2.1 shows the number of NFE Enlightenment Centres that were established between 1997 and 2000. Out of the 98 NFE Enlightenment Centres that participated in the NFE Sector Analysis survey, 51 centres (52 percent) were established during the UNESCO "Learning for Life" project from 1997-2002. However, after the project concluded, the centres experienced some difficulties as the human and material resources established through the project received little support from the local government, especially as local government authorities were replaced through elections. In addition, due to a lack of policy on the salary provision for NFE teachers/facilitators, more than 50 centres were closed and about 100 teachers were discharged.

Figure 4.2.1. Years of NFE Enlightenment Centre establishment<sup>282930</sup>



From 2003, the situation improved as a result of the finances allocated to NFE in the state budget. The number of NFE Enlightenment Centres and teachers increased and NFE activities became more stable<sup>31</sup>.

The "NFE Sector Analysis" identified the following set of activity frameworks that operate under the different NFE Enlightenment Centres. 40.8 percent of the centres try to cover all areas of NFE, while 44.8 percent focus mainly on Equivalency Programme training in combination with literacy and livelihood content.

Table 4.2.1. Activity frameworks for NFE Enlightenment Centers

Activity Framework (trainings offered)	Number of Centres	Percentage
Literacy Training	10	10.3
Equivalency Programme	23	23.4
Vocational training	2	2.1
Training to upgrade the educational level of the community	1	1.0
Integration of literacy training with the Equivalency Programme	17	17.3
Integration of Equivalency Programme training with vocational trainings	4	4.1
Other areas	1	1.0
All training areas	40	40.8

Source: "NFE Sector Analyse" Survey Report, 2008

28 "NFE Sector Analysis" survey, 2008

29 "National Programme on Non-Formal Education" implementation report 1<sup>st</sup> phase", 2000

30 "National Programme on Non-Formal Education" implementation report", 2005

31 "National Programme on Non-Formal Education" implementation report", 2005

This comparatively “good” balance demonstrates a strong consideration for the needs and demands of the target population in addition to the budget allocation for NFE learners starting from the 2007-2008 school year. It is important to conduct NFE activities based on a needs assessment to ensure good quality and relevant trainings and to meet the expected outcomes of organized activities. To meet the needs of the target group, the “NFE Sector Analysis” further revealed that 54 NFE Enlightenment Centres (55.1 percent) collect data on the population education level and renew the data on a regular basis, while 25 centres (25.5 percent) collect data, but not sufficiently, and 19.4 percent organize their activities without surveys or research<sup>32</sup>.

### 4.3. NFE PROGRAMMES

NFE programmes and trainings mainly cover three areas: literacy programmes, equivalency programmes and other programmes and trainings.

Trainings are organized based on learner needs assessment surveys. According to a survey conducted among NFE Enlightenment Centres, most learners expressed interest in participating in Equivalency Programmes, life skills training, livelihood training and health education programmes. According to NFE teachers/facilitators, there is also a need for vocational oriented trainings such as hairdressing, felt making, carpentry, driving, shoe making and cooking since 34 percent answered that they organize training on hairdressing, 33 percent on felt making, 30 percent on baking, 35 percent on sewing and 22 percent on carpentry and shoe making. Further the survey revealed that training through Equivalency Programmes and on livelihood, literacy and other vocational-oriented trainings are conducted in most NFE Enlightenment Centres.

The following information elaborates more on each NFE programme:

#### 4.3.1. Literacy Programme

The literacy programme is composed of two types of trainings such as literacy and post literacy. They are generally organized for learners aged 10 years and above. School age children are trained through face-to-face training, while adults are trained through short-term seasonal trainings during summer. Though the time duration for literacy training is relatively short for acquiring good literacy skills, the possibility for organizing longer-term training is very limited because of the target group’s living and working style, teachers/facilitator availability and limited financing.

Since the majority of literacy programme learners are rural residents and herders, the organization type and duration differ in most provinces. NFE teachers also carry out mapping of learner households and visit learners at their homes depending on the availability of time and transportation. For literacy programme training, 10 textbooks and handbooks are utilized which were developed through UNESCO supported projects. Some of these learning materials have radio and video versions that enable learners to study on their own. Currently, there is no national curriculum for literacy education and trainings use the NFE curriculum developed in 2005.

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32 “NFE Sector Analysis” survey, 2008

### 4.3.2. Equivalency Programme

The MoECS signed an order<sup>33</sup> to adopt the *Equivalency Program* in 2005 which differs from formal education content in terms of methodology. The programme aims to provide basic education to out-of-school youth in an appropriate form and according to their time and availability. Trainings are developed on the basis of formal education standards to meet the specific needs of the target group and based on the principle of open and flexible learning. The content includes 75 percent of the formal education standards, the main advantage being that people can choose time to study according to their availability. One-third of the content is delivered in classrooms and the remaining part is acquired independently or according to the relevance of learners.

In the early 1990s when the country had a high dropout rate, the evening and correspondence schools started to close having only 789 learners during the 1992-1993 school year. Because of this trend, adult illiteracy became another challenge, adding to the need to improve literacy skills and provide primary and secondary education.

The Equivalency Programme was developed based on the four Pillars of Learning (learning to know, learning to do, learning to be, learning to live together) and covers three education levels: primary, lower secondary and upper secondary, through which learners are offered to study specific Equivalency Programme modules. After completing each level, learners have the opportunity to be transmitted to formal schooling if they pass the formal school exam.

Learning materials for the Equivalency Programme have been developed since 2001 in accordance with programme implementation. Two textbooks on primary education (Mongolian language and Mathematics) and seven textbooks on lower secondary education (Mathematics and Informatics, Mongolian language and Literature, English and Russian language, Drawing, Science, Social science, and Technology) were developed with the support of UNICEF and ILO. As of 2005, there was a need to develop about 200 more modules for the Equivalency Programme due to the renewal of the Education Standards. Currently 112 modules have been developed. In the 2007-2008 school year, 10,069 learners enrolled in Equivalency Programme trainings out of which 3,552 learners were under the age of 15 and 6,537 were 15 and above<sup>34</sup>.

The Regulation of the Equivalency Programme for Primary, Secondary and Upper Secondary Education, approved by the Minister of Education, Science and Culture in October 2007, achieved the following:

1. The normative expenditure for learners of equivalency training is allocated from the state budget starting from 2008 and in that year 1599.70 tugrics were allocated for 12,319 learners involved in Equivalency Programme training;
2. The regulation to assess the training curriculum, planning, processes and outcomes was developed to enhance the quality of training and the responsibilities of NFE teachers and related bodies;
3. Motivation and interest to organize equivalency trainings increased;

33 Resolution # 387 of the Minister of Education, Culture and Science, Dec. 2005.

34 Statistical pamphlet of MoECS, 2007

4. According to the Regulation, the governors at the local level will make decisions related to launching NFE training and financing in order to increase their participation in NFE coordination and monitoring; and
5. To create an appropriate learning environment for alternative learning, NCFDE developed more than 100 modules, distributed them to NFE Enlightenment Centres and organized training of trainers workshops.

However, some obstacles have occurred during implementation, such as:

1. In some soums, the number of learners per class is very small and the statement in the Regulation that requires 15 learners per class during face-to-face trainings, and 10 or more learners in self learning or distance learning, needs to be reconsidered (Article 4.5);
2. Knowledge and information understood about the Equivalency Programme among local authorities is often insufficient; and
3. The allocation of normative expenditures per learner to the Equivalency Programme is understood by school authorities as if it is only for school age children.

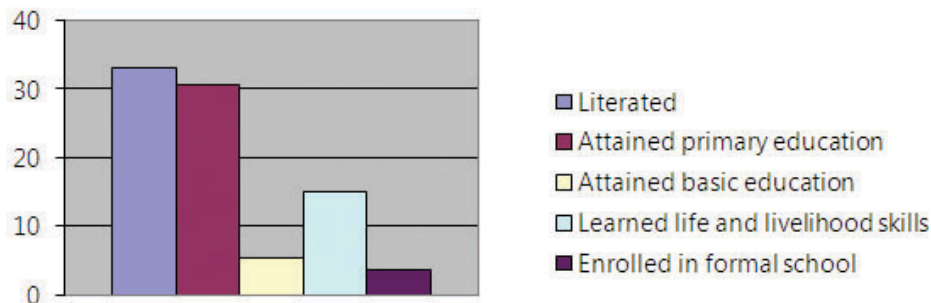
The following measures could be taken to improve implementation of the Regulation, enhance Equivalency Programme training and ensure good quality and outcomes:

1. Organize public awareness activities on NFE through mass media;
2. Conduct monitoring and evaluation on the implementation of Equivalency Programme training and its quality;
3. Before registration begins for the school year, send an official letter to all Education and Cultural Departments to guide Equivalency Programmes, including:
  - Developing guidelines to implement the Regulation;
  - Revising the lower limit on the number of learners to be more flexible (not 10 or 15 persons) and ensuring that all people have access to learning no matter how many of them there are; and
  - Clarifying that the normative expenditure per learner for the Equivalency Programme includes both children and adults.

However, only 3.7 percent of the learners involved in the Equivalency Programme were transferred to formal schools (Figure 4.1.8). The survey also reveals a low rate for those wanting to transfer to formal school for various reasons. 31.3 percent said that they do not want to transfer to formal schools because of discrimination against NFE children, 14.5 percent answered that the school authorities do not like to accept them, 29.8 percent lack information about transfer possibilities and, in general, 47.3 percent expressed that they preferred to study through NFE<sup>35</sup>.

35 "Methods of providing educational services for out-of-school children" survey report, 2008

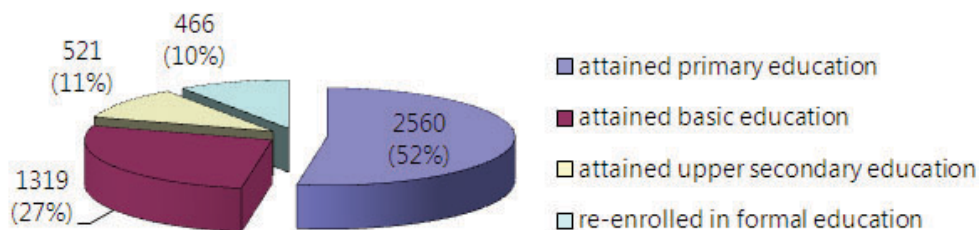
Figure 4.3.1. Knowledge acquisition of Equivalency Programme learners (learners' self estimation)



Source: NFE Sector Analyse" Survey Report, 2008

Out of 10,069 learners participating in the Equivalency Programme in the 2007-2008 school year 4,749 learners were children aged 8-15 years old and 466 (9.8 percent) were transferred to formal school<sup>36</sup>.

Figure 4.3.2. Completion rate for learners of Equivalency Programme



Source: NFE Statistics, 2008

The above figure includes both the number of learners transferred to formal schools and the number of adults involved in Equivalency Programme training.

### 4.3.3. Life Skills and other NFE Programmes

In this category all NFE programmes are included except for Literacy and Equivalency Programmes. They include trainings for upgrading the educational level of the population, life skills, livelihood, ecology, health, legislature, ESD and MGT. Trainings are organized mostly through a short term face-to-face format.

Trainings are dependent on learners' needs and interests. According to the NFE Sector Analysis survey, children tend to be more interested trainings to upgrading their educational level, while adults are more interested in vocational oriented and income generation trainings. Moreover, the residents from tourism oriented provinces express their desire to have trainings on English language.

We want to learn English. Since we could not find the self learning textbook for English in the soum centre we asked our relative to bring the book from the province centre. The availability of the English textbooks is insufficient.

(A herding couple, Bayanzurkh soum of Khuvsgul province)

36 NFE Statistics, 2007

Based on the survey, 67 percent of the respondents answered that they could receive necessary information from the NFE Enlightenment Centre activities and 89.3 percent expressed their satisfaction with the learning. However, there is no sophisticated data on the learners who improved their living standard and get jobs. Trainings also need to ensure the economic efficiency and social cohesion of the target group.

*Table 4.3.1. Number of NFE training involved persons (2004-2007)*

#	Training	Number of learners (by year)			
		2004	2005	2006	2007
1	Literacy training	6 800	7 632	8 912	7031
2	Training for upgrading the educational level	167 830	171 374	171 988	152 600
3	Equivalency Programme training	7 941	8 133	8 794	10 069
4	Vocational oriented training	16 459	19 405	14 313	12 774
Total		199 030	206 544	204 007	181 708

*Source: NFE Statistics, 2007*

The above table does not include the number of the short term courses and NCFDE has no legal mandate to collect data on these activities and related human resources.

#### **Challenges for NFE Management:**

- The policy documents to support NFE activities especially Equivalency training have good influence on training organization and quality;
- Interest and willingness of male adults who have little or no educational background to learn literacy, upgrade their educational level and obtain a secondary education Certificate have increased;
- NFE encounters some difficulties with regards to human resources such as: 1) the constant change of local authorities; 2) limited technical and logistical knowledge of NFE Enlightenment Centre staff; 3) the insufficiency of incentives for NFE teachers; and 4) a lack of resource mobilization by community;
- It is necessary to strengthen the linkages between formal education and NFE at the higher policy levels;
- Though NFE training is based on the needs and educational level of the population, national standards to assess NFE do not exist. For instance, since there is no agreed criteria for assessing the literacy level, teachers organize trainings relying only on their experience and skills;

- Except for the Equivalency Programme, other programmes still require more training and learning materials to better meet the needs of different target groups and improve livelihood and vocational skills;
- Partnerships and linkages between the government and NGOs are lacking; more coordination is needed to improve cost effectiveness. In some cases different programmes organize similar trainings in the same provinces and soums while other soums have no activities;
- Limitations still exist for Equivalency Programme learners to transfer to formal school due to formal qualification requirements; and
- Funding is allocated only for the Equivalency Programme, but the coverage of other NFE activities is still insufficient.





# NON FORMAL EDUCATION QUALITY



- 5.1. NFE Learning Environment
- 5.2. NFE Teacher and Facilitators
- 5.3. Learning Achievement

The main goal of NFE is to provide compensatory education to dropouts and out-of-school children and youth and organize training for adults to improve the educational level of the population. However, ensuring access alone is not enough. The quality of education is also a significant issue. Providing all children with access to schooling is the primary focus of Education for All, and many insights have been learned about education since 1990, such as: 1) access to education of poor quality is the same as no access; 2) the quality of education children receive is critical to genuine learning and human development; and 3) quality is influenced by what goes on in the classroom and beyond.

Quality Education is defined by five key dimensions: 1) what learners bring, 2) the learning environment, 3) content, 4) processes, and 5) outcomes<sup>37</sup>. This definition of quality education begins with a focus on an adequate number of schools, books, pencils, trained teachers and the number of children who finish school. Then it moves beyond this to consider what goes on inside and outside of school. It encompasses education for human security, for community development and for national progress. However, within the NFE Sector Analysis, NFE quality is assessed on the following areas to include the five dimensions above:

1. Learning environment (facility, curriculum and standards, and learning materials)
2. Teaching capacity
3. Learning achievement

## 5.1. NFE LEARNING ENVIRONMENT

The learning environment is a critical dimension of educational quality. This section covers the NFE Enlightenment Centre facility, learner-teacher ratio, the supply of learning materials, curriculum and standards as well as the learning environment outside of the centres.

### 5.1.1. NFE Enlightenment Centres

Located in Education and Cultural Departments, Governors’ offices and school buildings, there are 375 NFE Enlightenment Centres operating throughout the country (Table 5.1). To support the sustainability of NFE Enlightenment Centre activities, adequate funding and learning materials are needed in addition to human resources. The location of the NFE Enlightenment Centres also greatly influences the coverage of NFE activities.

*Table 5.1.1. Location of NFE Enlightenment Centre*

Location of NFE Enlightenment Centres	Number NFE Enlightenment Centres
Governor’s office	26
Formal school	331

<sup>37</sup> Quality Education for All-From a Girl’s Point of View, 2002, UNICEF

Education and Cultural Department	8
Independent centres	10
<b>Total</b>	<b>375</b>

Due to the increased number of dropouts and illiterates in the 1990s, NFE Enlightenment Centres target the majority of trainings on literacy and primary and secondary education Equivalency Programmes. As a result, 87.5 percent of the centres were established in formal schools. (Additional information on the background of NFE Enlightenment Centre is described in Chapter 3 on “NFE Management”.)

### 5.1.2. Room facilities

Out of the 375 NFE Enlightenment Centres (97.2 percent) conduct their training activities only in one-room with a holding capacity of 10-20 persons. Seven Enlightenment Centres (2 percent) have 2-5 room facilities, while three centres (0.8 percent) – in Bayangol district of Ulaanbaatar, Orkhon province and Choibalsan soum of Dornod province – carry out their NFE activities in 6-10 rooms which are considerably adequate to conduct a variety of training activities including livelihood and vocational training.

Based on this evidence, it is clear that NFE Enlightenment Centres have limited capacity to conduct different kinds of activities. Moreover, 60 percent of the centres are located in hygienically poor environments and do not meet the required standard for desks and chairs. Some Enlightenment Centres even conduct activities in school hallways or are located in very old buildings. The capacity of rooms that hold an average of 20 people in most NFE centres could be an appropriate size for soum NFE Enlightenment Centres, but larger facilities are needed for centres located in Ulaanbaatar and provincial capitals.

With regards to the student-teacher ratio and teacher workload, the number of learners per class in rural areas averages 15-20 persons and 20-25 persons in urban areas. These numbers are considerably less than the class size in formal schools; however, NFE teachers must teach learners of different ages and education levels in multi-grade classes. They are required to have a specific understanding of teaching methodology to cater to the needs of learners at different levels. This difference can create an overwhelming workload for NFE teachers/facilitators.

### 5.1.3. Collaboration among local authorities and parents

According to the “NFE Sector Analysis” survey carried out among NFE teachers, only 30.6 percent of the local authorities support NFE activities, while 71.4 percent suggest parent and family support to be sufficient. Though family provides relatively good support for education, the local authorities provide less support due to limited collaboration. Therefore, to help improve NFE quality, it is necessary to increase awareness for NFE among local authorities by involving them in training and ensuring collaboration among both parents and local authorities.

#### 5.1.4. Learning materials

Quality content includes relevant curriculum and learning materials developed in the context of the national goals for education. The Law on Education of Mongolia does not recognize a separate standard for NFE since it aims to reach the same goal and level of learning both for formal and non-formal settings. However, Mongolia does have the Equivalency Programme Curriculum for primary, lower secondary and upper secondary education. The curriculum is based on the 4 Pillars of Learning: learning to know, learning to do, learning to be and learning to live together. The Pillars are integrated in an appropriate and flexible manner to meet the demands of the learners and criteria for quality education, for example, in NFE curriculum on "Literacy Education", "Life skills," "Ecology," "Health Education," "Legislation" and "Education for Sustainable Development."

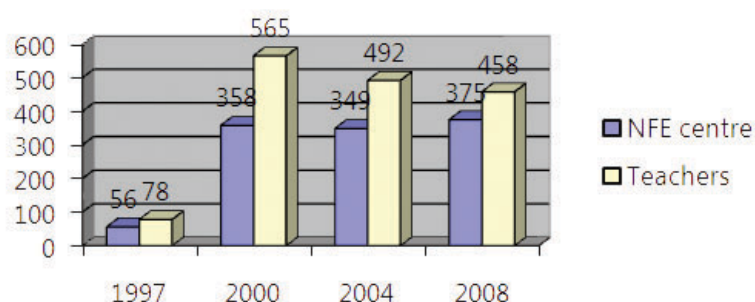
For the Equivalency Programme, NFE Enlightenment Centres utilize textbooks and learning materials, modules and handbooks on primary, lower secondary and upper secondary education as well as formal school textbooks. As of 2008, 190 modules had been planned out of which 102 had already been developed and 84 published. Published textbooks were printed in copies of 500 making only 1-2 available textbooks for each Enlightenment Centre. Compared to the number of learners, one module must be shared among 15-25 persons. For other curricula, supplementary textbooks and handbooks are being planned. As of 2008, 1000 copies of 30 handbooks had been developed and distributed, providing each NFE Enlightenment Centre with 2-3 copies each, or one handbook for 7-13 learners.

The main instrument for enhancing quality learning outcomes is for each individual learner to have their own textbook. In this regard, NFE quality could be assessed as unsatisfactory. On the other hand, NFE requires different kinds of textbooks and learning materials for different classes. For this reason, the teachers/facilitators are expected develop learning materials and handbooks at the local level. However, due to a lack of computers, copy machines and other basic equipment (93 percent of soum NFE Enlightenment Centres have no computers, 98 percent have no copy machine, 98.5 percent have no screen, 99.4 percent have no video player and 89.2 percent have no audio player), developing local materials proves difficult. In some cases, teachers' computer skills are also limited. To increase the capacity of centres to develop locally appropriate learning materials, additional financing is needed in addition to strengthening teachers' computers skills.

## 5.2. NFE TEACHERS AND FACILITATORS

As of 2008, 458 teachers/facilitators worked in soum and district NFE Enlightenment Centres (Figure 5.2.1). Out of these, 220 are fulltime teachers (62.5 percent) and rest are part time teachers. The part time teachers include those teachers working in formal schools in addition to social workers. The activity framework and job responsibilities for teachers are coordinated in line with the "NFE Teachers' Job Description" document issued in 2003.

Figure 5.2.1. Number of NFE Enlightenment Centres and teachers

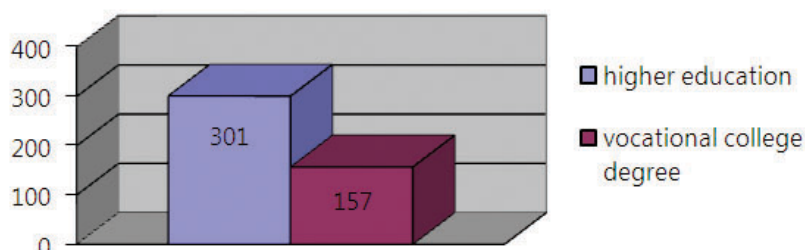


Furthermore, out of all NFE teachers 130 teachers/facilitators (28.4 percent) work in the 10 independent NFE Enlightenment Centres<sup>38</sup>. The other centres have only 1 teacher/facilitator. These numbers indicate an insufficiency of NFE activities in the community. Though independent NFE Enlightenment centres have difficulty providing training for adults in their current capacity, trainings for children and youth are being carried out efficiently and sustainably. In order to improve the quality of NFE services it is necessary to increase the number of teachers in the NFE centres, especially in rural areas.

### 5.2.1. Educational Qualification of NFE Teachers

The educational qualification of NFE teachers/facilitators is at the same level as formal school teachers (Figure 5.2.2). The educational level of NFE teachers in Mongolia is generally higher than in other countries in the Asia-Pacific region. 65.7 percent hold university degrees and 34.3 percent have vocational college degrees.

Figure 5.2.2. Educational level of NFE teachers/facilitators



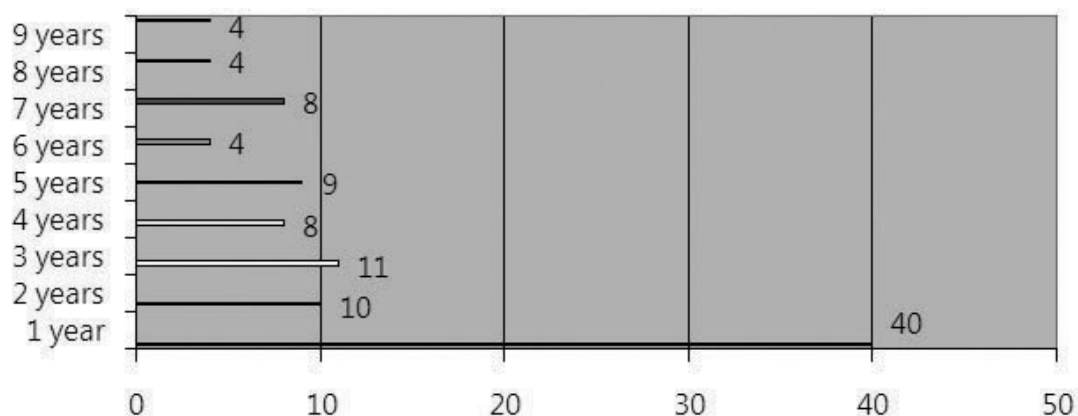
### 5.2.2. Sustainability of Teaching Staff

Another factor that influences NFE quality is the sustainability of teaching staff. Out of the total number of teachers working in NFE Enlightenment Centres, 163 people (65 percent) work up to 3 years<sup>39</sup>. According to the "NFE Sector Analysis", 62.2 percent also say they are working 1-3 years (Figure 5.2.3). Teachers tend to work for shorter periods either after their retirement from the formal school or while they are on the wait list to become a formal school teacher. Out of the 1,529 teachers/facilitators involved in trainings organized by NCFDE between 1998-2004, less than 20 percent remained working in NFE. The high teacher turnover rate can be attributed to low salaries and the poor reputation and social welfare services available to NFE teachers/facilitators.

38 "Statistical data on NFE teachers", 2008

39 "NFE teachers"-2008

Figure 5.2.3. Working years of the NFE teachers/facilitators



### 5.2.3. NFE Teacher Salary

It is necessary to clarify the salary of an NFE teacher/facilitator, including those in the government service category since their salary currently depends on the local authority, or formal school director, who can earn less than a formal school teacher.

Table 5.2.1. Monthly salary for NFE teachers taking the “NFE Sector Analysis” survey

Amount of salary	Number of teachers	Percentage
170,000-200,000	27	27.6
201,000-230,000	3	3.1
231,000-260,000	46	46.9
261,000-290,000	21	21.4
more than 300.000	1	1.0
<b>Total</b>	<b>98</b>	<b>100.0</b>

The average salary of formal school teachers is 200,000-300,000 tugrics/month (approximately US\$165-265). The table above shows that the average salary of an NFE teacher is relatively the same, however, they do not receive the subsidies that formal school teachers do. 73.5 percent of the teachers in the NFE Sector Analysis expressed their dissatisfaction about the salary. In addition, 35-45 percent of the current NFE teachers/facilitators are paid by international NGOs such as Save the Children UK, World Vision, ADRA and Ekhlel. This arrangement is unsustainable.

### 5.2.4. Teacher Training

Currently, higher education institutions in Mongolia do not specifically train teachers on NFE, nor is there a curriculum that prepares teachers for NFE training programmes, even in teacher education institutions such as the State University of Education and the Pedagogical Institutes of Khovd, Arkhangai and Dornot provinces. NFE teachers are only

trained through short term trainings organized by NCNFDE mainly with the support of donor and international development agencies. From 2003-2007, a total of 2,514 persons participated in teacher training, including NFE methodologists/specialists, NFE teachers/facilitators, primary education teachers from baghs, social workers from prisons, and teachers conducting livelihood and health education. As a result of these trainings, 380 teachers were trained as NFE teachers/facilitators and 1000 people received a Certificate and obtained two credits after attending the 2-3 day training.

However, the training and re-training of teachers/facilitators are often organized depending on financing, which makes teacher training unsustainable and negatively influences the quality of services provided to learners. For instance, in a survey conducted among NFE teachers in 2006, 58.2 percent said they did not receive any NFE training; the figure was 52 percent in 2007. In addition to a need for more professional teacher training, teacher salaries and social services for NFE teachers as well as public awareness for NFE need to be improved to enhance quality.

*Table 5.2.2. Number of teacher/facilitators involved in training*

Training	Number of teachers	
	In 2006	In 2007
At national level	116	21
At local level	25	26
Never involved in the trainings	57	51
<b>Total</b>	<b>98</b>	<b>98</b>

### 5.3. LEARNING ACHIEVEMENT

The learning achievement of NFE learners within the Equivalency Programme is assessed through examinations. The qualification for receiving a primary, lower secondary and upper secondary education certificate is the main criteria for assessing the learning achievement of NFE. However, the achievement of the learners involved with other curricula is evaluated by the change in the learners' life and the learners' satisfaction. This is not always a reliable assessment. Currently Mongolia has not developed an appropriate assessment system for these trainings. It is also difficult to assess the short-term life skills and livelihood trainings at the same level as long-term trainings.

Referring to the number of the learners involved in NFE trainings and those who have graduated, in 2007, 6,265 people were involved in literacy training out of whom 3,020 (48.2 percent) had neo-literacy skills and 3,134 people (51.8 percent) increased their literacy level. In Equivalency Programme training, 9,986 children were enrolled. 4,267 learners (42.7 percent) acquired a primary education certificate, 1206 learners (12 percent) obtained a lower secondary education certificate, and 3,002 learners (30 percent) obtained an upper secondary education certificate.

In addition, 544 school-age children were sent from NFE training to formal school<sup>40</sup>. According to these numbers, 84.7 percent of the learners enrolled in the Equivalency Programme improved their educational level. If we compare this percentage with that of formal schooling, in the 2005-2006 school year, 161,159 children were enrolled at the primary, lower secondary and upper secondary levels of education. Of these, 97.7 percent went onto the next grade of schooling<sup>41</sup>, 13.0 percent more than those enrolled in the NFE Equivalency Programme. This is a considerably good indicator for NFE learning achievement based on the following: a) the primary purpose of the NFE learners is not to receive a Certificate; b) the NFE target group generally includes dropouts, out-of-school children and youth who were not involved in education training for several years; and c) the duration of training is shorter than formal schooling.

Therefore, out of the three dimensions taken to measure NFE quality, the dimension of learning achievement indicates the highest result for NFE quality. The other two dimensions, the learning environment and teaching staff, show unsatisfactory results. In order to ensure better quality NFE in Mongolia, it is necessary to improve the learning environment and enhance capacity building for NFE human resources, including increased collaboration and partnerships among local officials, school authorities and teachers as well as parents.

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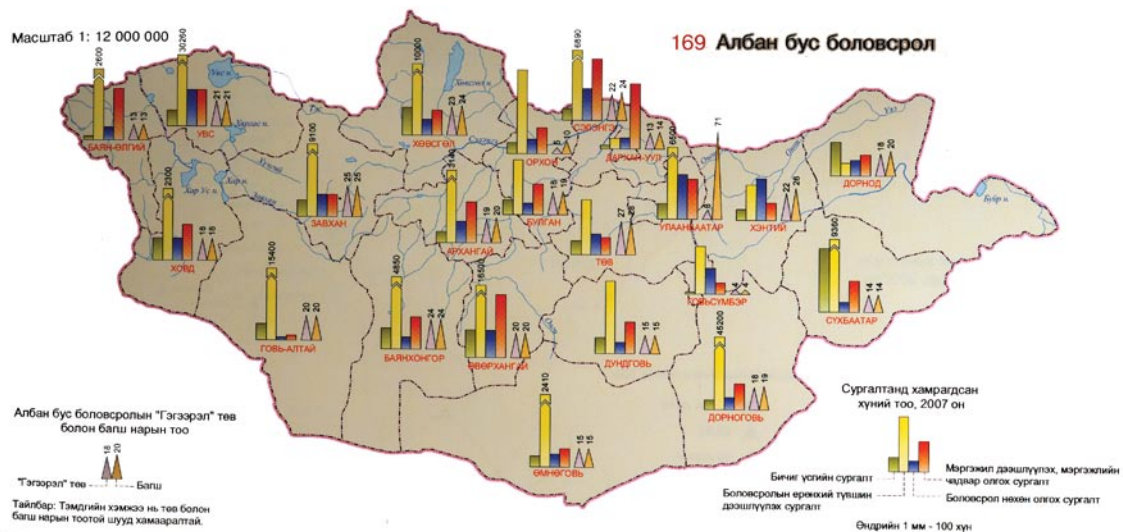
40 Implementation Report on National Programme on Literacy Education, NCFDE, 2007, Ulaanbaatar

41 Statistical data, Form-20, <http://www.meecs.gov.mn>





# CONCLUSIONS AND POLICY RECOMMENDATIONS



Source: Non-Formal Education, Mongolian National Atlases, Second edition, UB., 2009

- 6.1. NFE Achievements
- 6.2. NFE Challenges
- 6.3. Policy Recommendations

## CONCLUSIONS AND POLICY RECOMMENDATIONS

The NFE Sector Analysis in Mongolia reviewed the current status of NFE. In this chapter, the key recommendations and conclusions are recapitulated.

### 6.1. NFE ACHIEVEMENTS

Looking back to 1991, when Mongolia issued the first article supporting the possibility to receive an education through non-formal settings, this recognition became a historical point for educational development in Mongolia. NFE offers more open and flexible educational services and educational activities that are accessible to anyone, anywhere and anytime. The new NFE system was developed, on one hand, in connection with social phenomena such as illiteracy, dropping out of school and non-attendance. On the other hand, it emerged with a change in attitude toward education and the introduction of new education concepts such as "continuing education," "open and distance learning" and "lifelong learning."

Achievements on NFE policy, management, access and quality of NFE can be identified as followings:

1. **The legislative environment for NFE** improved as the Education Law amendments in 1996, 2002, 2006 ensured support for NFE, including the "provision of primary and lower secondary education through the Equivalency Programme", the "financial provision of normative expenditure per NFE learner from the state budget", the "responsibilities and activity framework for school directors and bagh governors", in addition to other documents such as the "Job Description for NFE Methodologists", the "Statute of NFE Enlightenment Centre," the "Equivalency Programme for primary, lower secondary and upper secondary education", "Guidelines to organize training on Equivalency Programme", the "Inclusion of Adult education in the Master Plan to develop Education in Mongolia as an independent chapter", the "National Programme on Non-Formal Education", the "National Programme on Distance Education" and the "National Programme on Literacy Education."
2. **An NFE and distance learning system** has been established at the national level along with human resources. Currently at the local level there are 375 NFE Enlightenment Centres and about 458 teachers with NCFDE at the national level.
3. **NFE training content and methodology** have been developed. Curriculum on literacy, post literacy, the Equivalency Programme, life skills, health education, education for sustainable development and multigrade teaching (MGT) were developed. These curricula act as guides for organizing NFE trainings. The methodology on MGT is being practiced in all NFE trainings and methodology handbooks and guidebooks have been developed for teachers. In addition, approximately 60 percent of all NFE teachers/facilitators were have participated in trainings on MGT methodology and skills.
4. **Capacity for developing learning materials** is strengthened. Printing materials on literacy, post literacy, life skills and livelihood, as well as audio, video, CD and VCD formatted materials are being utilized in NFE. In addition, experiences for

developing distance learning materials have also accumulated and a materials development team, consisting of professionals from the Education Institute, Teacher's College and State University of Education, has been established.

5. **The learning environment** to provide open and continuing education is supported through NFE Resource Centres in Uvs and Tuv provinces.
6. **A management information system** is being established. Data on dropouts and learners enrolled in Equivalency Programme training can now be compiled in the MoECS database.

The achievements above have resulted in the following outcomes that support NFE in the Mongolian education system:

- An environment to support **lifelong education** is being established. Education used to be understood only within the school system; however, now this perspective has changed and NFE is considered to serve all who are in need of education and learning. NFE reaches out-of-school children and adults enabling them to study at their work place or at home.
- **Self-learning** has developed. Learning without a teacher, or "self-learning," enables learners to be more independent within their learning level and subject area; they learn how to learn and acquire skills for creative thinking and competence.
- Using **radio and TV** for distance learning has changed people's understanding about radio and TV. Many are now more aware of their role and purpose in educational provision.
- NFE and **distance learning** are promoted through training with visiting teachers, face-to-face training and family learning, which also promotes **team work and collaboration**.
- Learner selection of training content and learning materials makes training and learning more **fruitful and practical**.
- **Participation of different agencies and individuals** in NFE has increased. In line with NFE Enlightenment centres, different organizations and individuals conduct trainings in various areas. International organizations such as ADRA and World Vision, and national NGOs such as Ekhlel and the Child Right Centre, organize Equivalency Programmes in selected provinces in collaboration with NFE Enlightenment Centres.

## 6.2. NFE CHALLENGES

In addition to the above achievements and outcomes, NFE in Mongolia, faces many challenges.

### 1) **NFE policy:**

- Though there are several policy and legislative documents on NFE, their implementation is not sufficient and the legislative environment to support them is still limited. Government programmes state that a portion of NFE programme financing be paid by the state budget. However, the how, who

and with which coordinating mechanism needs to be clarified.

- Though NFE financing was solved to a certain extent, it still needs more clarification. Currently the budget allocated for NFE is spent mostly for maintenance, and activity costs rely upon the projects and funding of international and donor organizations. Except for the allocation of the normative expenditure per learner for the Equivalency Programme no other programmes receive government financing. In addition, only 0.5 percent of the educational budget is allocated to NFE.
- Policies on social services for NFE teachers, teacher professional development as well as the NFE learning environment require further development.

## **2) Access to NFE:**

- The participation of local and school authorities in NFE is insufficient. Even though their responsibilities and roles are legalized within the Law on Education, they require more motivation to become involved in NFE.
- Linkages among the government, NGOs, businesses and individuals need to be enhanced within coordinating bodies and institutions. There is little support from policy makers with regards to the salary, social welfare, learning environment and materials for NFE. NFE is still considered a second chance or second grade education.
- In order to improve the management information system for NFE and carry out NFE planning effectively, reliable data is crucial. Aside from the data on NFE learners provided by teachers, appropriate NFE data is lacking and the methods for collecting and compiling this data need to be redeveloped.

## **3) NFE management:**

- Since NFE activities still focus mainly on the literacy and Equivalency Programme training for primary, lower secondary and upper secondary education, the goals forwarded by the "Master Plan to Develop Education of Mongolia in 2006-2015" are not all being realized. More adult training is especially needed.
- Local authorities and school directors pay little attention to adult literacy education.
- Providing access to NFE by people in remote areas is still difficult. Therefore, trainings are mostly organized for settled populations. Those who live far from soum centres, such as herders who live a nomadic lifestyle, remain unreached.
- Services provided by NFE Enlightenment Centres do not yet satisfy the needs of some community members since they lack the skills and capacity to organize locally-appropriate content and trainings.
- The linkages between formal and non-formal education need to be made more concrete and explicit at all levels.

#### **4) NFE quality:**

- The quality of NFE needs to be improved, especially in the direction of providing education for all people and diversifying activities.
- Currently learners enrolled in the Equivalency Programme take exams in the formal education system to transfer to formal schooling. Further monitoring and evaluation mechanisms are needed to assess the learning achievement of all NFE programmes.
- The provision of learning materials to NFE Enlightenment Centres is insufficient. The centres must be equipped with the necessary equipment to organize trainings and develop local materials.
- A theoretical and empirical study on NFE is lacking, especially in the area of adult education.

### **6.3. POLICY RECOMMENDATIONS**

To improve access, quality and the management of NFE in Mongolia, the following recommendations are recapped to enhance the development of national, provincial and local policies for NFE:

#### **1) NFE policy:**

- The NFE financing and monitoring system should be improved to assure adequate policy implementation.
- Ensure equal social services for NFE teachers/facilitators to those received by formal school teachers by redeveloping the "Job Description for NFE Teachers/facilitators" and establishing norms for NFE teachers.
- Link programmes on NFE and coordinate the activities of related organizations, projects and individuals.
- The "Policy on NFE" and the Law on Education needs to include an amendment on lifelong learning for all which determines the principles, content, management, role and responsibilities of education institutions.

#### **2) NFE management:**

- Take measures to ensure the implementation of NFE policies and legislation by authorities at all levels; and further assess their job based on the education service provision to their communities.
- Advance data collection methods for NFE and establish MIS policy for compiling appropriate data on the educational needs of NFE target groups, evaluating the impact of NFE activities on learner needs, as well as coordinating the activities organized by other related Ministries and agencies. Furthermore, integrate NFE data into the statistical data of MoECS.
- Enhance the cooperation with mass media agencies such as Education Channel TV, Mongolian National Radio and TV and other agencies in the delivery of NFE activities. Take measures to encourage educational organizations to broaden their activities beyond training.

- Expand the activity framework for NFE Enlightenment Centres to include, for example, information dissemination and education provision. In addition, strengthen the capacity of human resources and stimulate community participation through NFE Centre activities.
- Establish an independent agency or department on NFE within MoECS which will be responsible not only for NFE, but also for adult education.

### **3) NFE access:**

- Policy coordination to link formal and non-formal education activities, such as human resource mobilization, should be supported.
- Expand activities organized by existing NFE programmes and develop other in-demand projects and programmes while improving the supply of learning materials.
- Improve NFE access and apply ICT in NFE service delivery; further transfer training materials to an online database to develop online learning.
- Determine literacy assessment criteria and pilot it during the 2010 population and census.
- Expand livelihood and vocational training provisions for adults and improve the participation of local authorities, formal schools, communities and civil organizations.

### **4) NFE quality:**

- Improve the capacity of NFE Enlightenment Centres through the establishment of centres and the provision of teachers/facilitators in accordance with the local population. For instance, a soum centre that caters to a population of 6,000, a provincial centre that targets 10,000-20,000 people and centres in city districts with more than 200,000 residents should have a different status with clear job descriptions, including the number of staff, centre capacity and activity framework.
- Establish a teacher training system for NFE and offer a course on NFE in teacher education institutions so that pre-service teachers can acquire the knowledge and skills to work in the NFE sector.
- Develop an assessment system for the Equivalency Programme based on the modules developed for each educational level.
- Strengthen the NFE Enlightenment Centres' capacity for technical resources to improve the learning environment, such as the supply and operation of computers, copy machines and printers.
- Broaden the area of ESD to support sustainability in all aspects of development.
- Diversify NFE training content to ensure quality and increase the number of targets beyond the literacy and Equivalency Programme; promote different types of trainings such as "family based training" and "Ger schooling" in accordance with the different context of soums, provinces and city districts.

# **APPENDIX**

1. Policy framework to create the legislative environment on NFE provision
2. Policy framework to develop educational activities and services on NFE and Adult Education
3. International Development Agencies and NGOs involved in NFE-related activities
4. National NGOs involved in NFE-related activities

Appendix 1

**Policy framework to create the legislative environment on NFE provision**

#	Policy and Programme (term)	Resolution type (date)	Mission	Strategy and activities	Impact and outcome
1	Constitution of Mongolia	1992.01.13	Everyone has the right to education, the Government provides free basic education for all	-	- Ensure all with the opportunities to have educational access appropriate for them time, form and place.
2	Education Law	Parliament 2002.05.03	NFE as one of the component of Mongolian education system to be legislated and other policies and programmes to be developed	- Legislated the forms of NFE - NFE system was accepted at the policy level - The form and methodology for NFE as well as the institutional status was identified	- Role of NFE in the education system was defined raised the awareness - Form the NFE structure and raise the public awareness
3	Equivalency Programme on Primary 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
4	Equivalency Programme on Basic Education	Resolution # 283, 2001 by the Minister of Education, Culture and Science	Acquire the basic education meeting the educational standard and prepare for the next level of education and labour market	- Provide with the Basic education certificate in case the learner meets the basic education standard requirements	- Create an opportunity to acquire the basic education through Equivalency Programme training
5	NFE Centre Activity Regulation	Resolution # 169, 2003 by the Minister of Education, Culture and Science	Coordinate the NFE Learning Centre activities	- Management and coordination - Duties and responsibilities - The financial source	- Clarify the status management and coordination of NFE Centres
6	Job Definition for Non-Formal and Distance Learning Methodologists and Teachers	Resolution # 169, 2003 by the Minister of Education, Culture and Science	Set up the job responsibilities and requirements for NFE methodologists	- Job responsibility, requirements	- Clarify the job responsibility, requirements and main features of the job
7	Job Definition for teachers at NFE Learning Centres	Resolution # 169, 2003 by the Minister of Education, Culture and Science	Set up the job responsibilities and requirements for teachers at NFE Centres	- Job responsibility, requirements	- Clarify the job responsibility, requirements and main features of the job



## Appendix 2

**Policy framework to develop educational activities and services  
on NFE and Adult Education**

#	Policy and 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"> <li>- Create NFE structure to improve the educational level of adults and rural population</li> <li>- Provide remedial education for dropout children</li> <li>- Provide remedial education for adults and illiterate people</li> <li>- Develop NFE curriculum and textbooks</li> </ul>	<ul style="list-style-type: none"> <li>- Improve the educational access for basic education and form the NFE methodology</li> </ul>
2	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	<ul style="list-style-type: none"> <li>- Investigate the training targeted population and regulate the coordination and management</li> </ul>	<ul style="list-style-type: none"> <li>- Provide NFE methodologists and teachers with working environment</li> <li>- Define the organizational form for NFE training</li> </ul>
3	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"> <li>- Identify the NFE development directions</li> <li>- Define the implementation measures for training content and form</li> <li>- Train the NFE professionals</li> </ul>	<ul style="list-style-type: none"> <li>- Identify the priority areas for NFE</li> <li>- Create the coordination and management structure for NFE activities at all levels</li> </ul>
4	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"> <li>- Create the system for policy regulation and management</li> <li>- Create the environment for service and activity provision as well as information technology</li> <li>- Develop the appropriate the form, content and methodology</li> </ul>	<ul style="list-style-type: none"> <li>- Introduce the distance learning methods into formal and NFE and create an open and flexible learning environment for education</li> </ul>

5	Mongolian Action Plan 21	Government Resolution, 1998	Develop sustainably by protecting the nature and environment	<ul style="list-style-type: none"> <li>- Provide with quality education for accelerating the poverty alleviation, human development, and social cohesion</li> <li>- Learn for life skills</li> <li>- Improve the value for education</li> </ul>	<ul style="list-style-type: none"> <li>- Strengthen the educational role for sustainable development</li> <li>- Raise the public awareness on the education and learning</li> </ul>
6	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		<ul style="list-style-type: none"> <li>- Promote an open and flexible learning</li> </ul>
7	Government Action Plan (2000-2004)		In cooperation with international organizations strengthen the capacity for NFE Centres in order to provide the literacy and professional oriented trainings as well as to promote lifelong learning	<ul style="list-style-type: none"> <li>- Organize the literacy training</li> <li>- Organize the professional oriented training</li> <li>- Implement the NFE programmes and projects</li> </ul>	<ul style="list-style-type: none"> <li>- Establish the NFE system and strengthen its capacity</li> <li>- Implement the international projects in NFE</li> <li>- Organize the distance learning trainings in NFE</li> </ul>
8	Government Action Plan (2004-2008)		Support the civil society activities working with dropout children and adults who could not have schooling	<ul style="list-style-type: none"> <li>- Enhance the professional oriented and distance learning trainings</li> <li>- Promote the in-service trainings</li> </ul>	<ul style="list-style-type: none"> <li>- Use the distance learning</li> <li>- Promote the civil society and NGOs participation</li> </ul>
9	Strategy to promote the economic growth and poverty alleviation	Government Resolution, 2003	<ul style="list-style-type: none"> <li>- Improve the quality of education</li> <li>- Establish the educational structure that equally provides the educational services in the remote areas</li> <li>- Strengthen the capacity for educational institutions at the administrative or management level</li> </ul>	<ul style="list-style-type: none"> <li>- Strengthen the administrative capacity</li> <li>- Reduce the dropout</li> <li>- Promote literacy and remedial education as well as the livelihood trainings</li> <li>- Improve the teachers' skills and capabilities</li> </ul>	<ul style="list-style-type: none"> <li>- Promote the private business initiatives and create good environment for business as well as determine the priority areas of education and development</li> </ul>

10	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"> <li>- Promote the family education</li> <li>- Ensure the gender equality both for male and female so that they could improve their educational levels and get an access to information</li> </ul>	<ul style="list-style-type: none"> <li>- Reduce the dropout from school</li> <li>- Create the boy friendly school environment and policy</li> </ul>
11	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"> <li>- Provide the dropouts with information and consultancy on health</li> </ul>	<ul style="list-style-type: none"> <li>- Solve the means and methods of service dissemination</li> <li>- Develop and implement the strategy for information dissemination and consultancy</li> <li>- Establish the legislative environment for social health education</li> </ul>
12	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"> <li>- Co responsibility</li> <li>- Unified policy for the development</li> <li>- Support an equal opportunity, public participation, ICT and international cooperation</li> </ul>	<ul style="list-style-type: none"> <li>- Enhance the government policy on literacy education</li> <li>- Increase the literacy level of adults and eradicate illiteracy</li> </ul>
13	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"> <li>- Organize out-of-school trainings</li> <li>- Use the NFE and distance learning for teacher education especially for in-service trainings</li> <li>- Create a favorable conditions for supporting English learning for All</li> </ul>	<ul style="list-style-type: none"> <li>- Create the legislative environment for English education</li> </ul>
14	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"> <li>- Ensure the easy and open access to ecology education</li> <li>- Train the trainers and develop the training content and methodology</li> <li>- Enhance the individual and institutional participation</li> </ul>	<ul style="list-style-type: none"> <li>- Increase the access to ecology education</li> <li>- Train and retrain the NFE teachers and facilitators</li> <li>- Strengthen the human and institutional capacity for NFE</li> </ul>

Appendix 3

**International Development Agencies and NGOs  
involved in NFE-related activities**

#	Name of Organizations	Area of Priority	Target Group	Project/Programmes through NFE and its outcomes
<b>UN Organizations</b>				
1	DANIDA	<ul style="list-style-type: none"> <li>- To promote development of rural women</li> <li>- To promote development of schools in rural area</li> <li>- To re-enroll the drop-outs in formal school</li> <li>- To decrease school-drop-out</li> <li>- Capacity building of educational organizations</li> </ul>	<ul style="list-style-type: none"> <li>- Rural women</li> <li>- Rural children</li> <li>- Out-of-school children and drop-outs</li> <li>- School teachers</li> </ul>	<ul style="list-style-type: none"> <li>- "Non formal education for Gobi's Women" (1993-1995), 15000 of herding family of 6 provinces involved in distance learning.</li> <li>- Developed and prepared 15 printing materials of distance learning and 30 radio-lessons</li> <li>- Implemented more than 60 micro-projects on income generation 2000-2004 and 845400 persons involved in.</li> <li>- 5500 persons involved in trainings to improve general education level</li> <li>- More than 80 schools in rural area covered and more than 30000 teachers involved in-service training</li> <li>- Supported with 21 jeeps UAZ, 32 portable printing-shops, and 32 copier-machines</li> <li>- "Committee of schools and kindergarten" conducts activities to decrease school drop-out and income generation for poor family.</li> </ul>
2	UNICEF	<ul style="list-style-type: none"> <li>- To satisfy child's right and participation</li> <li>- To conduct trainings</li> <li>- Capacity building for NFE personnel and equipments</li> <li>- To promote development documentation for NFE policy</li> </ul>	<ul style="list-style-type: none"> <li>- Street children</li> <li>- Children of vulnerable groups</li> <li>- School-out-of and drop-out children</li> </ul>	<ul style="list-style-type: none"> <li>- Since 2003, "Non formal Education" project has been implemented</li> <li>- Developed EP 2 textbooks on primary education, 5 handbooks on Multi-grade-teaching (MGT), more than EP 60 modules, and 2 guidelines on EP training</li> <li>- Conducted regional trainings on MGT 7 times and 410 NFE teachers involved in.</li> <li>- NFE 167 teachers had participated in experience sharing meeting/competition since 2004</li> <li>- 435 NFE teachers involved in trainings on life skills and life skills based health education</li> <li>- 353 local governors and school principals involved in training to improve public awareness.</li> </ul>
3	UNFPA	<ul style="list-style-type: none"> <li>- Health education for all</li> </ul>	<ul style="list-style-type: none"> <li>- Public</li> </ul>	<ul style="list-style-type: none"> <li>- Trained NFE 50 teachers</li> <li>- 200 persons involved in training to improve general education level</li> </ul>

4	ILO	<ul style="list-style-type: none"> <li>- To conduct trainings on EP</li> <li>- Capacity building for NFE personnel and equipments</li> <li>- To promote development documentation for NFE policy</li> </ul>	<ul style="list-style-type: none"> <li>- School-out-of children at work</li> <li>- Street children</li> </ul>	<ul style="list-style-type: none"> <li>- NFE 420 teachers were trained</li> <li>- Developed EP 7 textbooks on basic education</li> <li>- Promoted to develop EP on primary and basic education, and regulation on EP training</li> <li>- More than 5000 children trained on EP</li> <li>- Conducted a survey on challenges for school-out-of children to educate and 1021 persons involved in.</li> <li>- Developed "Direction on full enrollment of school aged children in educational service"</li> </ul>
5	KOICA	<ul style="list-style-type: none"> <li>- To prepare specialists</li> <li>- To invest in education sector</li> </ul>	<ul style="list-style-type: none"> <li>- Educational organization</li> </ul>	<ul style="list-style-type: none"> <li>- NFE 4 specialists involved in-service training in Republic of Korea</li> <li>- Established tele and radio studio, and printing shop in NFDE center</li> </ul>
<b>International NGOs</b>				
1	ADRA	<ul style="list-style-type: none"> <li>- To educate on EP</li> <li>- To conduct trainings on vocational orientation</li> <li>- To conduct trainings on life and livelihood skills</li> <li>- To improve youth's talent and ability</li> <li>- To give aids, supports, and donations</li> </ul>	<ul style="list-style-type: none"> <li>- Pre-school aged children</li> <li>- School drop-outs</li> <li>- Disabled children</li> <li>- Poor family</li> <li>- The unemployed</li> </ul>	<ul style="list-style-type: none"> <li>- NFE 500 teachers were trained</li> <li>- 380 persons involved in literacy training</li> <li>- 8473 persons involved in EP training</li> <li>- 7800 persons involved in life skills training</li> <li>- 3448 persons involved in training to improve general education level.</li> </ul>
2	Save the Children, Great Britain	<ul style="list-style-type: none"> <li>- To promote development of pre-school aged children</li> <li>- To conduct literacy training</li> <li>- To conduct inclusive education training for disabled children</li> </ul>	<ul style="list-style-type: none"> <li>- Pre-school aged children</li> <li>- Disabled children</li> </ul>	<ul style="list-style-type: none"> <li>- Implemented more than 20 projects/ programs</li> <li>- 6400 children and 450 parents involved in</li> <li>- 2848 children who out-of educational service involved in alternative trainings</li> <li>- 926 teachers involved in-service training</li> <li>- Conducted surveys on "Children' view" and "Analysis of educational situation for Kazakh children" and lobbied policy makers</li> <li>- 500 teachers and 5210 children trained on methodology for disabled children</li> <li>- 200 persons involved in EP training</li> <li>- 25519 persons involved in training to improve general education level.</li> </ul>

3	World Vision (USA)	<ul style="list-style-type: none"> <li>- To educate on EP</li> <li>- To conduct trainings on vocational orientation</li> <li>- To conduct trainings on life and livelihood skills</li> <li>- To conduct literacy training</li> <li>- To promote library service</li> </ul>	<ul style="list-style-type: none"> <li>- School drop-outs</li> <li>- Adults</li> <li>- Herder</li> </ul>	<ul style="list-style-type: none"> <li>- 800 persons involved in training on vocational orientation</li> <li>- 5000 persons involved in EP training</li> <li>- Within frame of the project "Herder livelihood diversification", 7500 persons had involved in trainings on producing and processing agricultural products and marketing knowledge since 2005</li> <li>- 750 persons involved in literacy training</li> <li>- Established a library in NFE Enlightenment center of Khan-Uul district</li> </ul>
4	Norway Aids Organization	<ul style="list-style-type: none"> <li>- To educate on EP</li> <li>- To conduct training on felt art</li> <li>- To give aids, supports, and donations</li> </ul>	<ul style="list-style-type: none"> <li>- Children</li> <li>- The unemployed</li> </ul>	<ul style="list-style-type: none"> <li>- Implemented "NFE for school drop-outs" project since 1999</li> <li>- 500 children involved in EP training</li> <li>- Supported with equipments for felt making to NFE Enlightenment center of Khan-Uul district</li> </ul>
5.	SIDA	<ul style="list-style-type: none"> <li>- To improve general education level</li> <li>- To develop learning materials</li> <li>- To protect and rehabilitate environment</li> </ul>	<ul style="list-style-type: none"> <li>- All people</li> </ul>	<ul style="list-style-type: none"> <li>- Within frame of the project "Environmental education and rural development", 887 persons involved in trainings on environmental evaluation, technical ability, eco-tourism, and small business</li> </ul>
6	Peace Wind, Japan	<ul style="list-style-type: none"> <li>- To conduct literacy training</li> </ul>	<ul style="list-style-type: none"> <li>- Illiterates</li> <li>- Out-of school children</li> </ul>	<ul style="list-style-type: none"> <li>- 225 children involved in EP training</li> </ul>
7	Ekhlel-AOM –(Asian Outreach-NGO)	<ul style="list-style-type: none"> <li>- To conduct basic education training</li> <li>- To conduct training on income generation</li> </ul>	<ul style="list-style-type: none"> <li>- School drop-outs</li> </ul>	<ul style="list-style-type: none"> <li>- Since 1996, Implemented the project "Non formal Education" and 3937 school drop-outs involved in trainings</li> </ul>
8	Sun Rise (Germany)	<ul style="list-style-type: none"> <li>- To improve general education level</li> </ul>	<ul style="list-style-type: none"> <li>- All people</li> </ul>	<ul style="list-style-type: none"> <li>- 581 persons involved in training to improve general educational level</li> </ul>

## Appendix 4

**National NGOs involved in NFE-related activities**

#	Name of Organizations	Area of Priority	Target Group	Project/Programmes through NFE and its outcomes
1	Education Alliance for Cooperation	<ul style="list-style-type: none"> <li>- To conduct training on pre-school education for children and their parents</li> <li>- To prepare teachers</li> <li>- To organize brain-storm club</li> </ul>	<ul style="list-style-type: none"> <li>- Parents of children out-of pre-school education service</li> <li>- Primary school teachers</li> </ul>	<ul style="list-style-type: none"> <li>- To prevent from school drop-out cause of communication of teachers</li> </ul>
2	Fund for Development of Rural Women	<ul style="list-style-type: none"> <li>- To conduct trainings on promotion for rural women's development</li> <li>- To conduct training on health education for school drop-outs</li> </ul>	<ul style="list-style-type: none"> <li>- Rural women</li> <li>- Girls, adolescents</li> </ul>	<ul style="list-style-type: none"> <li>- Implemented "Girls' health" project between 1994-2006 and 600 girls involved in training, and 800 children advocated</li> <li>- 800 service people involved in training on women's right, maternal and child's health, family planning, and girl's health</li> <li>- 15 women were trained on hair-dressing and cosmetics</li> </ul>
3	MIDAS	<ul style="list-style-type: none"> <li>- To educate on ICT</li> </ul>	<ul style="list-style-type: none"> <li>- Rural school teachers</li> </ul>	<ul style="list-style-type: none"> <li>- Within project of "IREM", 145 teachers trained</li> </ul>
4	Tegsh Mur	<ul style="list-style-type: none"> <li>- To educate on EP</li> </ul>	<ul style="list-style-type: none"> <li>- Out-of-school children at work</li> </ul>	<ul style="list-style-type: none"> <li>- Within project of "To eradicate the child labour" between 2006-2009, 270 children trained on EP</li> <li>- 40 children involved in vocational training</li> </ul>
5	Union of Mongolian Scout	<ul style="list-style-type: none"> <li>- To improve adolescents' general educational level</li> <li>- To educate on EP</li> </ul>	<ul style="list-style-type: none"> <li>- Adolescents</li> <li>- Out-of school children</li> </ul>	<ul style="list-style-type: none"> <li>- 160 persons trained within project of "To promote small and mid business" since 2005</li> <li>- 24 persons trained on life skills in 2008</li> </ul>
6	Union of Disabled Child's Parents	<ul style="list-style-type: none"> <li>- To prepare teachers and social workers for teaching disabled children</li> </ul>	<ul style="list-style-type: none"> <li>- Parents</li> <li>- Hard disabled children</li> </ul>	<ul style="list-style-type: none"> <li>- More than 400 teachers and social workers are trained per a quarter</li> <li>- Cooperated with 40 parents of hard disabled children</li> </ul>
7	Mongolian Red Cross Association	<ul style="list-style-type: none"> <li>- To support school drop-outs and vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>- Out-of school children and drop-outs</li> <li>- Poor family</li> </ul>	<ul style="list-style-type: none"> <li>- Supports with clothing, drugs, and humanitarian aids</li> </ul>
8	National Centre for Children and Youths' Development	<ul style="list-style-type: none"> <li>- To assist children and youths to spend their free time and to get new knowledge</li> </ul>	<ul style="list-style-type: none"> <li>- Children and youths</li> </ul>	<ul style="list-style-type: none"> <li>- Organized variety of meeting and competition</li> </ul>
9	Child Right's Center of Mongolia	<ul style="list-style-type: none"> <li>- To educated on EP</li> <li>- To protect child's right</li> </ul>	<ul style="list-style-type: none"> <li>- All children</li> </ul>	<ul style="list-style-type: none"> <li>- Since 1993, within project of "Education of Gobi's herds-children", 11 textbooks developed, 80 teachers trained, and 450 children involved in trained on primary education, re-enrolled them in secondary school</li> <li>- 400 children trained on EP since 2006</li> </ul>

## GLOSSARY

Access to education	A condition in which education is equally accessible and sufficient for all people
Adult	Persons above 15 years old
Adult education	NFE training activities intended to increase the educational level and skills of adults
Aimag	A province
Bagh	A rural settlement, or subdistrict, of a soum
City	Ulaanbaatar and aimag centers
Distance education	Education that focuses on the pedagogy, technology and instructional systems designed to deliver education to learners who are not physically onsite
Dropout children	School age children who leave formal schooling before completion
Dzud	Natural disaster in Mongolia caused by heavy snow fall and harsh weather which occurs in certain years with high frequency
Enlightenment Centre	An educational institution in Mongolia that provides non-formal educational services such as literacy, equivalency and vocational training, disseminates information to local citizens and involves them in local community development
Equality in education	Equal opportunities to participate in learning through the development and delivery of education content and methodology which allows each student to develop further than their current level of education
Equivalency Programme	An NFE Programme for primary, lower secondary and upper secondary education for school dropouts, out-of-school children and adults who can't attend formal school
Formal education	The structured, chronologically graded 'education system', running from primary school through university and including general academic studies



Gross enrollment ratio	The ratio of the total number of children who are enrolled in education, regardless of age, and the total number of children of the official school age population
Human development index	A general measure for human development based on 3 main indicators: life expectancy, educational level (literacy rate of adults, percentage of involvement in primary, secondary and higher education) and GDP per capita
Literacy education	Education which helps learners read, understand and write short sentences. There are 4 levels of literacy: illiterate, semi-literate, literate and functional literate
Low-educated	Refers to individuals with an educational background equivalent to, or less than, basic vocational or general education
Management information system	A statistical database which stores and provides information to project planners and managers for making rational decisions based on realistic information
Multigrade teaching	Teaching or training that caters to a group of individuals of various education levels
Net enrollment ratio	The ratio of the number of children of official school age who are enrolled in education and the total number of children of the official school age population.
Non-formal education (NFE)	Education outside of the established formal system - whether operating separately or as an important feature of some broader activity - that is intended to serve identifiable learning clientele and learning objectives
NFE teacher/facilitator	A teacher working in the non-formal education sector either on a full-time or part-time basis
Out-of-school children	School age children outside the established formal education system
Post literacy education	NFE training activities organized to increase the literacy level of learners in line with the improvement of income generating and vocational skills

Relevance of education	Quality education and learning that meets the needs of learners in their cultural, environmental and socioeconomic context
Rural	Soums and baghs in rural areas
Soum	A county
Vocational training	Training which offers basic and intermediary education to develop skills for a specific career or trade