

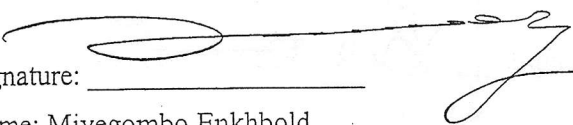
**UNITED NATIONS TRUST FUND FOR HUMAN SECURITY**  
**COMPREHENSIVE COMMUNITY SERVICES TO IMPROVE HUMAN  
SECURITY FOR THE RURAL DISADVANTAGED POPULATIONS IN  
MONGOLIA**

**Project registration number: SCO-AF-08-068**

**FULL PROPOSAL**

Comprehensive Community Services to Improve Human Security for Rural Disadvantaged Populations in Mongolia

Government of Mongolia

Signature: 

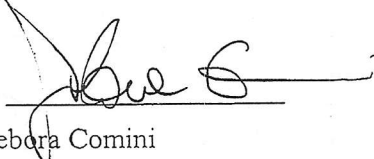
Name: Miyegombo Enkhbold

Title: Deputy Prime Minister

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

UN Mongolia

Signature: 

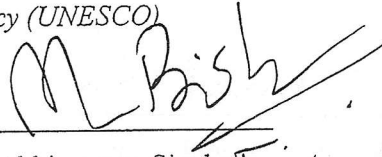
Name: Debra Comini

Title: United Nations Resident Coordinator

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

Lead Agency (UNESCO)

Signature: 

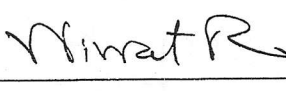
Name: Abhimanyu Singh

Title: Director and Representative

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

WHO

Signature: 

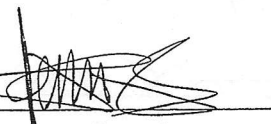
Name: Wiwat Rojanapithaykorn

Title: Representative

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

WHO

Signature: 

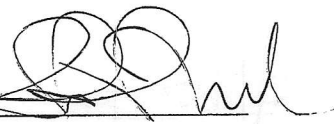
Name: Yameen Mazumder

Title: Officer-in-charge

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

UNDP

Signature: 

Name: Shoko Noda

Title: Deputy Resident Representative

Place: Ulaanbaatar, MONGOLIA

Date: 25 August, 2009

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Section I. Basic Data/Summary

<b>Date of Submission:</b>	23 January 2009
<b>Benefiting Country:</b>	Mongolia
<b>Project Title:</b>	<b>Comprehensive Community Services to Improve Human Security for the Rural Disadvantaged Populations in Mongolia</b>
<b>Project duration:</b>	30 months <i>Year 1 and Year 2 for project activities</i> <i>Year 3 for project evaluation, policy development and follow-up</i>
<b>UN organization responsible for management of the project:</b>	United Nations Educational, Scientific and Cultural Organization UNESCO Office Beijing Waijiaogonguy 5-15-3, Jianguomenwai, Beijing, 100600 People's Republic of China
<b>Executing agencies:</b>	United Nations Educational, Scientific and Cultural Organization UNESCO Office Beijing Waijiaogonguy 5-15-3, Jianguomenwai, Beijing, 100600 People's Republic of China  United Nations Children's Fund UNICEF Mongolia Building II, UN House United Nations Street -12 Sukhbaatar District, Ulaanbaatar, Mongolia  World Health Organization WHO Mongolia Room 301, 3 <sup>rd</sup> Floor Bldg of Ministry of Health Olympic Street – 2 Ulaanbaatar, Mongolia  United Nations Development Programme Mongolia UNDP Country Office UN House United Nations Street -12 Sukhbaatar District Ulaanbaatar, Mongolia
<b>Non-UN executing partners:</b>	Ministry of Education, Culture and Science of Mongolia (MECS) Ministry of Health Mongolian National Chamber of Commerce and Industry (in partnership with Ministry of Food, Agriculture and Light Industry) National Centre for Non-formal and Distance Learning (NCNFDL) Information Communication Technology Post Authority
<b>Project budget:</b>	USD 2,989,000.06 (including 7% project support cost)

## Acronyms

ACCU	Asia-Pacific Cultural Centre for UNESCO
ADB	Asian Development Bank
BBC	British Broadcasting Corporation
AGFUND	Arab Gulf Programme for United Nations Development Organizations
CEDAW	Convention on Elimination of all Forms of Discrimination Against Women
CERD	Committee on the Elimination of Racial Discrimination
CLC	Community Learning Center
CRC	Convention on the Rights of the Child
CSO	Civil Society Organization
ECD	Early Child Development
EDCM	Education Donors' Coordination Mechanism
EFA	Education for All
EMP	Enterprise Mongolia Project
EPI	Environmental Performance Index
ESD	Education for Sustainable Development
FTI	Fast-Track Initiative
GDP	Gross Domestic Product
GMP	Good Manufacturing Practice
HSU	Health Service Union
HDR	Human Development Report
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICT	Information and Communication Technologies
ILO	International Labor Organization
IEC	Information, Education and Communication
IMCI	Integrated Management of Childhood Illness
JICA	Japanese International Cooperation Agency
MDGs	Millennium Development Goals
MECS	Ministry of Education, Culture and Science
MFALI	Ministry of Food, Agriculture and Light Industry
MGT	Management
MIT	Ministry of Industry and Trade
MNCCI	Mongolian National Chamber of Commerce and Industry
MNT	Mongolian Togrk
MOH	Ministry of Health
MoCUD	Ministry of Construction and Urban Development
MOU	Memorandum of Understanding
IMR	Infant Mortality Rate
MMR	Maternal Mortality Rate
MNRTV	Mongolian National Radio and Television
MNPR	Mongolian National Programme of Radio
MNT	Mongolian National Television
MNCCI	Mongolian National Chamber of Commerce and Industry
NCNFDL	National Centre for Non-formal and Distance Learning
NFDE	National Centre for Non-formal and Distance Education
NFE	Non-formal Education
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission
NPM	National Project Manager

NSO	National Statistical Office
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OVOP	One-Village One-Product Programme
PIT	Project Implementation Team
PMC	Project Management Committee
PPP	Purchasing Power Parity
SPIT	Soum Project Implementation Team
SME	Small and Medium Enterprise
TOR	Terms of Reference
TTVS	Tactical Terrain Visualization System
UB	Ulaanbaatar
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESS	UNESCO National Education Support Strategy
UNICEF	United Nations Children's Fund
UNLD	United Nations Literacy Decade
UNTFHS	United Nations Trust Fund for Human Security
USAID	United States Agency for International Development
WHO	World Health Organization



## Executive Summary

Mongolia is going through rapid social changes that are similar to many post-socialist countries. Rich in natural resources and bordering two rapidly developing countries (Russia and China), Mongolia is being quickly integrated into the global economy. The country has overcome the initial turmoil of the social, economic and political transition in the 1990s. However, social discrepancies between the urban and rural populations are visibly widening. Poor social infrastructure in rural areas is one of the key causes to the vicious cycle of poverty.

Living mostly in rural areas isolated from the majority of the population, ethnic/linguistic minorities in Mongolia are among the most disadvantaged and the vulnerable. The Mongolian Government recognizes this particular challenge and has launched several national programmes. However, due to insufficient human and financial resources, implementation of such programmes has been slow and ineffective.

Building upon the existing and past experiences, participating UN Agencies therefore intend to support Mongolia to improve Human Security situation among rural and disadvantaged populations through an inter-sectoral mechanism.

This Project primarily aims to improve the human security situation of ethnic/linguistic minorities whose needs remain largely unmet. The Project will also benefit the majority Mongolian people living in these isolated rural areas. This will be done by adopting a multi-sectoral approach to ensure long-term self-sustainability of the ethnic/linguistic minorities and other disadvantaged groups. This will then lead to increasingly improved status of human security in terms of empowerment for taking charge of their own lives through improved access to basic services, and also better understanding and communication between the majority and minority populations. Communication & Information, Education, Health, and Livelihood Sectors were selected for interventions among crucial social services that (1) are strongly linked to individuals' well-being, (2) are among the Government's priorities in order to ensure sustainability, and (3) have insufficient provision of minority languages. The Project aims to address the following challenges facing ethnic/linguistic minorities and rural populations:

In order to enhance access to information, a TV and radio transmitter will be installed in Bayan-Ulgii *aimag*, bringing live information previously unavailable in this area. Local capacity to create and disseminate linguistically and culturally appropriate publications and programmes will be enhanced through capacity building and upgrading of a local printing house.

In order to break the cycle of poverty, ensuring opportunities for education is crucial. The Project targets young school dropouts and adult illiterates, who were most severely affected by the economic transition. The training will consist of literacy, life skills and equivalency programme for primary education certificate.

Without health, no development and human security can be sustained. The Project also aims to improve the condition of healthcare services in rural Mongolia and disseminate health-related information through linguistically and culturally appropriate materials.

Due to lack of knowledge among the entrepreneurs and local business support service providers, as well as lack of access to the market, the entrepreneurship in rural area is lagging

behind of their urban counterparts. The Project will target local potential entrepreneurs who can start up their own business, using the local knowledge and materials.

At the end of the Project, support will be provided to the Government to develop policies that recognize the unique needs of the ethnic/linguistic and disadvantaged groups for their sustainable development based on the lessons learned from this Project.

The Project will be implemented using an integrated interagency approach between participating Agencies with the support of national and local working groups in order to ensure synergy between the project activities and those funded by other donors. The UNTFHS funds will be disbursed through the “parallel fund management” arrangement in line with the UN Development Group Office Guidance Note on joint programming.

## **Section II: Introduction and rationale for funding from the UNTFHS**

Mongolia is a vast landlocked country of approximately 1.56 million square km with a scattered nomadic population of 2.6 million. Mongolia is bordered by the Russian Federation in the north and the People’s Republic of China (PRC) in the south. The country has 20 mostly rural dwelling ethnic populations: the largest is the Halh or “Mongolian” (85 %), followed by the Kazakh (7%), mostly living in Bayan-Ulgii *aimag* (province). The rest (8%) are divided into small groups of the Tsaatan, the Darkhad and the Buriad. Among them, major linguistic minorities are Kazakhs and Tuva-speaking Tsaatans. Other groups speak varying dialects of Mongolian. Most of the ethnic/linguistic minorities live in rural areas in the Western Mongolia. These groups have maintained unique lifestyles, including reindeer herding among Tsaatans.

The vastness of the country and transition from the state-controlled economy to the market economy have contributed to people’s vulnerability. High rates of unemployment, slow expansion of job opportunities, limited access to health and educational opportunities, poor skills, limited access to safe drinking water, food and nutritional security are challenges that affect the population of the entire country. These challenges are exacerbated in the ethnic minority and rural areas due to their remote situation, lack of access to information and basic services, language barrier, lifestyle and cultural differences.

The country went through a painful transition of reform from a planned socialist economy to a market-based economy in the 1990s. After initial economic turmoil in early 90s, its economy started to slowly expand especially in the areas of agriculture, mining and construction. The country is also currently nurturing its new multi-party democracy.

Recently, Mongolia experienced the first sustained strong economic growth since Mongolia launched its transition to a market economy, with annual growth in Gross Domestic Product (GDP) averaging 8.7 percent from 2004 to 2006, which in turn doubled the Government’s budget from 2003 to 2006, including the spending in key sectors. Substantial progress has been made to achieving MDGs<sup>1</sup>. However, there is robust evidence that poverty still prevails in Mongolia and 32% of the population remains under poverty line<sup>2</sup>. Insufficient funding for social services and privatization, in many rural *soums* (districts), resulted in discontinuation of the basic social services (including closure of small rural schools) and deteriorating quality of such services. Among the poor rural areas, ethnic/linguistic minorities living there were

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<sup>1</sup> Human Development Report Mongolia 2007, UNDP

<sup>2</sup> Mongolia: Education Sector Reform Project, Technical Assistance Consultant’s Report, 2008. ADB

most notably disadvantaged due to the language differences and isolation from the mainstream Mongolian society. For example, in Bayan-Ulgii *aimag*, a family with no stable income must choose between buying flour for cooking or coal for heating, both costing USD20, both options being extremely important during the harsh winter months.

Subsequently, measures are needed to accelerate economic growth by stimulating additional investments, encouraging industrial and trade expansion and improving infrastructure in the most disadvantaged area. Entrepreneurship support and development initiatives are needed especially in rural areas. The State needs to adopt a more comprehensive approach to ensuring adequate and universal social protection for its vulnerable populations and improving the quality of basic social services. Income and employment assurance need to be extended to vulnerable families through a combination of measures that could include employment guarantee schemes, price support measures and subsidized credit and insurance programmes<sup>3</sup>. In the below part, four sectors that need particular attention are further elaborated.

### **Access to Information**

The communication and information services in Mongolia suffered from the downfall of the Socialist Regime in the early 90s.

“During communism, the rural areas had good access to the widely distributed national print media as well as to radio and television for those households with radio and TV receivers. Furthermore, all *aimags* had a government-run local newspaper that was distributed to all *soums* and many *baghs* (villages). Many of the *aimag* centers had a local radio and/or TV station too, and some of them also took the opportunity to cut away from the *Mongolian Radio* transmission for four half-hours a week for local programmes (Simering 1999). This well-organized, top-to-bottom dissemination of information from the different government levels broke down after the collapse of communism. The national print media are no longer distributed to the same extent, and many of the local media outlets have closed, so national radio and television play a more significant role. (Myagmar and Nielsen 2001)”

The National Human Rights Action Programme of Mongolia adopted in 2003 states that “Actions will be taken to improve the dissemination and exchange of information among members of ethnic minorities in their mother language” (article 2.2.5.7. “Right to information and freedom of expression”). However, the implementation of such actions in remote areas of the country currently faces a number of challenges, such as harsh weather conditions, absence of roads, electricity, obsolete or sub-standard equipment, lack of trained staff at the existing and emerging broadcasting stations, as well as lack of funds at the central level to remediate those problems. Implications of inequality of access to information resources means nothing less than exclusion of minority groups from economic, social, educational and political life.

Separated from Mongolia’s capital, Ulaanbaatar by thousands of kilometers and with no direct route, the ethnic minorities experience a specific form of information deficiency. Technological backwardness, censorship by local government and availability of programmes from neighboring countries (Russia, China and Kazakhstan) via satellite in minority areas result in the absence of information relevant to the local development in local languages.

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<sup>3</sup> Common Country Assessment Mongolia, 2005-2007,

For instance, in Bayan-Ulgii *aimag*, the Governor supports and controls the sub-branches of the national public radio MNPR, a temporarily closed local television station, and an irregularly published newspaper (twice in three months). In Dornod, the local TV broadcaster was suspected of political bias and the local government confiscated its equipment causing the station to come on halt for almost a year.

According to the assessment in Bayan-Ulgii by Tandem TTVS experts: “As a matter of fact, there is no local audiovisual production base available, only relaying”. The national public service broadcaster, the Mongolian National Radio and TV, is present in the *aimag* only through radio. The national TV in Mongolian language is no more available due to the obsolete conditions of the *aimag*’s Transmission Station. Established in 1965 using Tesla equipment from Czechoslovakia, the station is functioning half of its power (30Kwt) transmitting 1 hour radio programmes in Kazakh produced by the local Information Technology Office (former Media center) and 17 hours of radio in Mongolian from Ulaanbaatar daily.

Low quality and out-dated broadcasting equipment, transmitters without electromagnetic compatibility certificates, unstable power supply poses specific challenges in remote minority areas. *Aimag*’s centers often demonstrate ineffective use of radio frequency range, high level of noise, interference of radio broadcasting. In the case of a competent audit, all the above mentioned conditions would lead to the closing of broadcasting companies and withdrawal of licenses.

The visual information vacuum is filled in by satellite transmissions of television channels from neighboring countries such as Russia, Kazakhstan and China, as well as local FM radio stations which broadcast mainly music and paid announcements. Meanwhile, the local weather forecast, price up-date on meat, wool and livestock at the local market as well as news from the Governor’s Office would be of much more relevance to the development of the local economy and community life.

Printing press also suffers from the economic hardship and lack of trained journalists in local languages. For example, established in 2002, Khentii Newspaper claims only 100 subscribers. Originally its’ two pages were published 2-3 times a month. However, due to limited finance, it now only publishes when it receives enough advertising funding or is paid for content. This newspaper is published in Mongolian, not in languages of the local ethnic minority.

Not all *aimags* are in such a dire situation. For instance, in Khovd, according to a report by the UNESCO-commissioned Media Sector Analysis: “The local media scene in the *aimag* center is comprehensive, and the already significant output of local media will increase since the people behind the newly established printing house plan to launch a FM radio and a television station”. However, no viable media outlets in Kazakh language are observed in this *aimag* which has a substantial Kazakh minority.

Despite the many media and communication initiatives that exist in the country, the Mongolian Government does not have a comprehensive media and communication policy for minorities that in a systematic way deals with the huge challenges facing the various remote populations, such as the lack of infrastructure and the creation of a viable market for media and communication products in local languages.

## Education

Education has traditionally been one of the priorities of the Mongolian society. However, similar to other social sectors, the education sector suffered substantially during the economic transition. For example, education budget was 12% of the GDP in 1990, which declined to 6%<sup>4</sup> during the 1993-1999 period. Many families and teachers had to leave their villages to urban areas in search for better jobs. Privatization of livestock also encouraged the families to keep boys at home to help herding. Net Enrolment Ratio (NER) at the primary level has decreased over the past 15 years from 98% in 1990, to 91 – 95% (depending on source) in 2000, to 90% in 2005<sup>5</sup>.

Recent years have experienced some revival in education, notably in urban areas with the benefit of the economic growth. School enrolment, literacy and educational achievement are all higher in urban than in rural areas. Primary education is virtually universal, except in rural areas. According to the 2002-03 Labor Force Survey, the school enrolment rate among 7 to 19 year-olds was 89% in the more affluent urban areas and 68% in rural areas<sup>6</sup>. Of the total number of children aged 8-15 years who were not enrolled in school, 4 out of 5 children were from rural areas, and rural areas accounted for 5 out of 6 total school drop-outs<sup>7</sup>. Factors that explain higher drop-out rates in rural area include (1) higher poverty level, (2) need to help family in herding and (3) long distance from schools. Students have to travel to the centers where there are schools, health care and other social services and have to stay over in dormitories which are filled well beyond their capacity, forcing many children to share beds.

Since most of the ethnic/linguistic minorities live in rural areas, they suffer from the double disadvantages. A Save the Children report<sup>8</sup> points out that special educational needs of the Kazakh population are largely neglected and unmet. As a result, children face both direct and indirect barriers to education. The same report revealed that lower literacy rates are mostly in remote areas, often among ethnic minority populations. For example, while the Halh or “Mongolian” majority over the age of 7 has an average illiteracy rate of 4.6%, for the Kazakh population, this rate stands at 6.8%. In addition to lower literacy rates in Bayan-Ulgii *aimag*, the only *aimag* that is predominantly Kazakh, is also reported to have the highest drop-out rates in the country, raising particular concern about whether Kazakh children are being provided with equal educational quality and equal opportunity to learn. Children in Bayan-Ulgii *aimag* are three times more likely to drop-out of school compared to their classmates across Mongolia (6.2% compared to 1.9% nationally). Similar trends were also reported in an ADB Report<sup>9</sup>. Quoting from National Statistics Office, the report points out that Kazakh population has the highest percentage of the uneducated population with substantially lower level of access to secondary education. Kazakhs also show poorer performance in the School Leaving Exams. Among the 10 subjects, except English and Russian, Bayan-Ulgii scored the lowest or the 2<sup>nd</sup> lowest.

It has been empirically reported, among Darkhad and Tsaatan people, that although these two groups have managed to maintain their specific lifestyle, culture, language and dialect, they are facing challenges to their self-preservation. It is also critical to reduce the information gap not only between the capital of Mongolia and the remote *aimags*, but also between *aimag* centers (Provincial Capital) and remote *soums*, which are left out of any information field at

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<sup>4</sup> World Bank (2006). EdStats ([www.devdate.worldbank.org/edstats](http://www.devdate.worldbank.org/edstats)), Washington, D.C., USA

<sup>5</sup> National Statistics Office, 2005

<sup>6</sup> National Statistics Office and Asian Development Bank, 2005

<sup>7</sup> MECS, 2004

<sup>8</sup> Kazakh Education and Learning – Situation Analysis (2005). Save the Children UK.

<sup>9</sup> Mongolia: Education Sector Reform Project, Technical Assistance Consultant’s Report, 2008. ADB

the moment due to the electricity shortages and economic duress. The project points out that the economic transition during the 90s largely left ethnic and linguistic minorities further marginalized and that limited state representation in these remote areas resulted in deteriorated education services for them.

The education level of the Tsaatan people is also low. In the taiga, where most of the Tsaatans live, a person possessing specialized vocational qualifications is considered highly educated. There are a number of illiterate people even though they claim that they have graduated from secondary school. The ones who possess higher education live in the *soum* center. 64% of the survey respondents possessed primary and basic education. There are 102 children aged from 0-16 living in western and eastern taiga and out of these 102, the majority of school-aged boys are school drop-outs who live in the taiga. As much as they help their families raise reindeer, hunt and do every hard work required in the taiga life, they pick up bad habits such as smoking and drinking at an early age.

Because of their isolation, Tsaatan children often have to stay in the taiga all their lives before commencing school. As a result, they encounter language and communication difficulties in understanding and expressing themselves which discourage them from learning and effectively participating in social activities. Tsaatan children use mixed language for communication within their families, both Tuva and Mongolian, until they go to school. Yet they live in a condition where they cannot attend pre-school institutions for wider communication. When they enter secondary school they speak both Tuva and Mongolian language with a very limited knowledge of the both languages.

The poor quality of education provided by the *soum* secondary school also has negative impact on students to obtain higher education in subsequent years should they decide to continue their education.

### Health

The rural poor are seriously disadvantaged in securing access to health services<sup>10</sup>. As a result of the social change, there is an increasing gap between the health status of the people living in remote areas and minority ethnic groups and that of the average Mongolian people. The evidence is reflected in the key health indicators such as the Infant Mortality Rate (IMR) and the Maternal Mortality Rates. The IMR in the proposed project *aimags* are much higher than the national average of 22.8 per 1000 live birth. In certain remote provinces and minority groups IMR is twice that of national average (Dornod: 42.6, Khuvsgul: 30.4). Similarly, there is a wide gap in Maternal Mortality Ratio (MMR) between the national average (98.6 per 100,000 live birth) and that of *aimags* with ethnic minority groups (Bayan-Ulgii: 144.72, Khuvsgul: 227.17).

Many of the health interventions targeting these ethnic/linguistic minority populations need special information, education and communication materials and skilled health care workers who are culturally sensitive to deliver them for effective results. If these are not addressed successfully, then it will be difficult for Mongolia to reduce child mortality, improving maternal mortality and access to safe water and sanitation for majority of its rural population and especially the ethnic minority population.

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<sup>10</sup> Human Development Report Mongolia 2007, UNDP

Mongolia still faces challenges in MDG achievement. The percentage of population using adequate sanitation facility is in the "slow" category MDGs target indicators (achievement will be possible, but difficult)<sup>3</sup>. There is a gap in access to safe water and sanitation for the poor and marginalized populations. The study on "Access to water and sanitation services in Mongolia" showed that 62.1% of the urban population has access to an improved water supply and 42.6% have access to an improved sanitation provision. This share is equal to 17.3% and 4.8% respectively, for the rural population<sup>11</sup>.

The burden of disease and growth retardation associated with unsafe water and poor hygiene in the rural areas is significant. National health statistics data 2004 shows that gastrointestinal infectious diseases such as: viral hepatitis A, shigellosis, typhoid fever, dysentery, salmonellosis, food poisoning and infectious diarrhea count 29% of the total cases infectious diseases registered in the country. The incidences of these diseases increased in 2007 compared to 2003 (25.3%). Viral hepatitis A (74.8%) and shigellosis (20.1%) are prevailing diseases in the structure of gastrointestinal infectious diseases<sup>12</sup>. These data show the need to take effective actions to improve water supply and sanitation facilities for remote populations and strengthen efforts to achieve MDGs in Mongolia.

Therefore, a high priority should be accorded to targeting spending on education, training and health in poor areas and reduce the urban-rural gap in core public services such as education, health, sanitation and water.

### Economy and Poverty

After the initial turbulence of the early 1990s and a period of economic fluctuation, Mongolia's recent economic performance shows steady improvement.

Macroeconomic indicators have improved substantially in recent years. The Mongolian GDP growth rate was 10.6% in 2004, but decreased to 7.3% in 2005, and increased again to 8.6% in 2006 and 9.9% in 2007. These impressive growth rates have been the result largely of the extraordinary expansion in the mining sector that has benefited from sustained increases in international gold and copper prices. As a consequence of the economic expansion, Mongolia's per capita GDP in purchasing power parity (PPP) increased from USD 1,706 in 1999 to USD 2,823 in 2006<sup>13</sup>.

Recently, microfinance Institutions (MFIs) have expanded their outreach and started serving poorer segments of the population. The main financial services of the major MFI in Mongolia are loans and savings. However, it should be noted that vulnerability of the poor is not eliminated by only accessing to loans and savings. The poor and vulnerable people have limited risk management options in cases of emergencies and/or unexpected incidents with their lives such as death, illness, disability, theft, bad weather conditions and even in a macroeconomic instability.

However, Mongolia's economic expansion aspects need careful attention. Despite the national economic growth especially in recent years, large segments of Mongolia's population remain vulnerable and insecure. According to the National Statistics Office (NSO), 29.7 % of the population still lives below the income poverty line as of the end of

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<sup>11</sup> Access to Water and Sanitation Services in Mongolia, UNDP 2004.

<sup>12</sup> Health Indicators 2007, Ministry of Health, Mongolia and National Center for Health Development

<sup>13</sup> NSO and National Human Development Report 2007

2008<sup>14</sup>. A gap between the rich and the poor as well as urban and rural areas has widened and the disparity in distribution of incomes measured by GINI coefficient has increased to 0.38<sup>15</sup>. The poorest and marginalized men and women in Mongolia have been left behind the economic growth. Most of them live in rural and remote areas where available income-generating resources and employment opportunities are still limited.

The review of the progress of implementing MDG Target 1 (MDG 1) concludes that it will be difficult to achieve the income poverty target set for 2015 if the current rate of poverty reduction continues.

#### Relevant priorities of the national authorities and the UN country team

Mongolia ratified a number of international human rights treaties including CERD (1969), ICCPR (1974), ICESCR (1974), CRC (1991), CEDAW (1981) and others that create significant obligations on the part of the Government to protect and provide rights of the minority. Moreover, the Constitution of Mongolia stipulates that *“no person may be discriminated on the basis of ethnic origin, language, race, sex, social origin or status, property, occupation or post, religion, opinion or education. Everyone is a person before the law”*.

The Mongolian Constitution as well as the Media Law of 1998 guarantees freedom of expression and the right to receive information to all its citizens including minorities. The Draft Law on Freedom of Information of May 2006 (available at: <http://www.article19.org/pdfs/analysis/mongolia-foi-law.pdf>) incorporates a clear and unequivocal statement of the right of access to information.

The National Human Rights Action Programme of Mongolia, approved by the Mongolian Parliament in 2003, states that “Actions will be taken to improve the dissemination and exchange of information among members of ethnic minorities in their mother language” (article 2.2.5.7. “Right to information and freedom of expression”). The Programme also has specific provisions on the rights of minorities to preserve the heritage of native language and scripts, customs, history and cultural traditions.

The new additions to the Education Law of Mongolia approved on 8 December 2006, recognize the importance of education for all children including ethnic minority population in wider scope as it is committed “to create a favorable learning condition for ethnic/linguistic minority children”. The Educational Master Plan adopted in 2006 also focuses on inclusive education of all children including the ethnic/linguistic minority populations.

The national authority, as shown above, recognizes the potential human security challenges among the ethnic/linguistic minorities in Mongolia. However, they also admit that in the past the issue of ethnic/linguistic minorities has not received sufficient attention. No official statistical data disaggregated by ethnic groups is available. National Programmes for ethnic/linguistic minorities (Kazakh and Tsaatan) were launched in 2007, but the implementation has been slow mainly due to the lack of financial and human resources. The Mongolian Government will welcome and support the UN agencies’ effort to support these minorities.

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<sup>14</sup> NSO, 2008

<sup>15</sup> National Human Development Report 2007



In July 2006, a Memorandum of Understanding (MOU) was signed between the Mongolian Minister of Education, Culture and Science and the Director-General of UNESCO. In this document, UNESCO was requested to support the Government to implement projects benefiting ethnic/linguistic minorities in Mongolia.

At the same time, the UN Country Team in Mongolia decided, in 2005, that the UN agencies will pay particular attention to the Western *aimags* where most of the minorities live. The UN has set up an office in Khovd in order to coordinate the implementation of project activities in the region.

### Need for the Project

Despite the Government's commitment as mentioned above, rural populations, especially ethnic/language minorities, are still suffering from lack of information, training and education, basic health services, and access to the market. Even when the information and services are available, they are rarely in local languages. These people lead their lives as their ancestors have done for thousands of years, being isolated from the country's integration to the global market economy. The Government has not had sufficient human and financial resources to tackle this problem. Bilateral donors and I/NGOs are often reluctant to work with these groups, since the total target population will be too small to justify a large scale project. Many donor-funded projects are concentrated in the Ulaanbaatar city and *aimag* centers and are targeted at interventions which reach average Mongolian population, not the ethnic minorities. Special programmes and interventions for ethnic minority populations need additional skills and inter-sectoral coordination and such projects are costly to develop and implement. It is, therefore, extremely important for the UN agencies to specifically target these people in order to support Mongolia to reduce poverty, achieve EFA and Millennium Development Goals (MDGs), and ensure human security and dignity of these people.

Their needs are unique in a sense that their linguistic and cultural traditions are endangered not by violence but by poverty and neglect. Experiences from the history show us that the exclusion of any group from a society can lead to many long-term conflicts. The political and social costs of long-term exclusion can be multiple and painful. This Project aims to empower the isolated and foster understanding between the majority and the minorities, which is the key to long-term human security of the whole country. This Project especially requires a multi-sectoral and multi-agency approach in order to address the Human Security issue from political, economic and social aspects. In this regard, UNTFHS will be the most appropriate funding source.

It is important to build the Mongolian Government's capacity in developing, implementing and monitoring policies related to minorities' rights to education, information and safe environment, and to promote transparency in the media in relation to minorities. It is expected that on the basis of concrete activities implemented under this Project, practical recommendations on successful carrying out of minority-friendly policies will be drawn.

### Relevance to the Guideline of the UN Trust Fund for Human Security

Human security of isolated rural populations in Mongolia is at risk, especially among ethnic/linguistic minorities. Their limited access to basic social infrastructure (e.g., information, education, health, and capital or means of income generation) pushes them into the vicious cycle of their poverty, leading to their further isolation from the society. In order to improve their human security, conventional projects that focus on limited and/or a single sector are not sufficient. Inter-sectorality of their poverty and isolation needs to be first of all

acknowledged by all stakeholders and then tackled appropriately. It will take a joint effort from the UN agencies as well as the Government at all levels. This is the first project that specifically targets sustainable development of ethnic/linguistic minority areas in rural Mongolia through providing comprehensive, inter-sectoral and integrated social services in order to equip ethnic/linguistic minorities with the knowledge, information, and skills needed to participate in the wider society. The Project also provides concrete policy recommendations for the Government, while building the capacity of the Government at all levels throughout the Project.

Hence the Project directly contributes to parameters a, d, e, f (V. 1) and a, d, e, f (V. 2) defined in the UNTFHS Guideline.

### **Section III: Context**

#### **a) Past and current activities**

Since the transition period, the Mongolian Government has been suffering from insufficient funding for social services. Under this circumstance, ethnic/linguistic minorities are often further left behind. Even with Mongolian economy finally picking up in recent years, these minorities tend to be left out from such prosperity due to their isolation from the majority of the society. The Government and its development partners including the UN agencies have been active to address the issues related to poverty alleviation and urban-rural gaps in basic social services. However, there has not been a comprehensive approach especially targeting ethnic/linguistic minorities.

The proposed Project will draw from experiences of each agencies listed below in order to provide comprehensive and integrated interventions to improving human security among ethnic/linguistic minorities in Mongolia. The focus will be given to the complexity and inter-sectorality of the human security issues of the target group.

#### UNESCO

##### *UNESCO's support in Communication and Information*

UNESCO has recently established a Reindeer Radio FM station radio for Tsaatan and Darkhad minorities. The recent survey among radio-listeners showed that the most popular programmes are the weather forecast, news, science and educational programmes, ads, programmes for children and the Mongolian popular songs and other types of music. When asked what kind of programmes they would like to listen to more frequently, minority representatives mentioned related to the ethnic language and culture, lawyers' advice, literature and the local market news. UNESCO conducted trainings on Public Service Broadcasting for media practitioners in Bayan-Ulgii *aimag* in April 2005 with the participation of BBC and local NGO experts. Subsequently 4 selected trainees from Bayan-Ulgii went for studies at the journalist department of the Kazakh State University. Three community radio stations in Kazakh and Mongolian have been established in remote *soums*. In cooperation with the National Library of Mongolia, UNESCO translated, published or purchased thousands of books in minority languages of Buryad and Kazakh. Media Sector Analysis conducted by UNESCO-selected experts in 2006 reflected challenges in the development of media in the ethnic minority areas within the overall national assessment.

### *Best practices/innovations in NFE supported by UNESCO*

UNESCO has been supporting non-formal education in Mongolia through its Community Learning Center (CLC) scheme through its various projects. The government of Mongolia in collaboration with UNESCO has implemented the first non-formal education project. The UNESCO supported project “Nonformal Education for Gobi Women” covered by 6 *aimags* of the Gobi desert region between 1992 and 1996. As a result of the achieved implementation of this project, Education law by stating the education system will be composed of either formal or non-formal education in 1996, made the literacy education to be considered in the policy level. Furthermore, in 1997 the Mongolian Government approved the “National Programme on Non-formal Education Development” and established the Non-formal Education Centre (former name) at the Ministry of Education, Culture and Science (MECS) in same time. The National programme on NFE had 6 main directions and among them literacy education and upgrading for drop-outs were the most importance. Part of funding provided by the Government to education sector is spent on literacy education through NFE. The NFE sector is mainly funded by donor agencies from 1997, especially the 3 UNESCO projects: “Gobi Women” (1992-1996), “Learning for Life” (1997-2001) and “Adolescents” (2001-2004), played a considerable role to promote NFE.

In Mongolia, the literacy programmes are mainly targeted to those illiterates who dropped out from school or never enrolled in schooling. Needs of the adult illiterates differ from those of the 1<sup>st</sup> grade children. Quality and relevance of the contents of the literacy programmes are the keys to bring adult learners to the literacy programs. Therefore, the content of basic literacy textbooks and post literacy learning materials has been focusing on working and daily lives still giving the chance to learn at the work place and the family. One good example of this is the UNESCO supported project “Literacy through Distance Learning” which has been implemented from 2005 to 2007.

During the implementation of a number of projects UNESCO considered to support ethnic/linguistic minority population improving their education and encouraging their study in their own languages. For instance, in Bayan-Ulgii aimag, the number of illiterate and poorly educated people and school drop-out cases is comparatively large, the poorly educated people cannot speak Mongolian, and there is a high level of poverty.

Within this framework, literacy materials for adults and literacy training materials (Bilgiin nud-1, Expanding the Mind, Life Necessities, Healthy Food is More Important than Medicine, You Are Your Own Lawyer, etc), as well as audio, video materials were supplied to Educational Centers of all soums of the aimag for use in training, it was discovered during the assessment that some poorly educated people find it hard to use them in Mongolian.

Therefore, taking into consideration the trainees’ request, the following NFE materials were translated into their native kazakh language.

- Bilgiin Nud-1 literacy textbook for adults-1000 copies
- 1000 copies of “Mathematics” textbook for primary education equivalency training
- 1000 copies each of “Ecology”, “Social studies”, “Mathematics and Informatics” for basic education

These textbooks were published and distributed to Educational centres of all *soums*. However, during this process, the lack of human resources to translate the textbooks from Mongolian to Kazakh language, and a lack of printing houses in kazakh language posed a problem.

*Conclusion and lessons learnt from the NFE activities funded by the Japanese Government.*

External aid has remained instrumental in promoting literacy education in Mongolia. UNESCO has played a crucial role in this regard. The Government of Mongolia implemented, with the support of UNESCO and the Government of Japan, the project: *Provision of Comprehensive Mobile Educational and Cultural Services for Herders in Mongolia* from 2004 to 2006. The project successfully combined three sectors (non-formal education, pre-school education and culture). It was the first of such initiative and provided opportunity and essential technical and financial support to the soum project team to work with other sectors, providing comprehensive social services to herders.

The implementation of the project was very successful and highly appreciated by the project beneficiaries and the Mongolian authorities. H.E. Mr. Nambaryn Enkhbayar, the President of Mongolia met with Mr. Koichiro Matsuura, the Director-General of UNESCO at the EFA High Level Group Meeting, held in Beijing from 27 to 29 November 2005. During the meeting the President requested that UNESCO extend the implementation of the project by covering all *aimags* of Mongolia in the future. Currently, UNESCO is running a second phase of this project aiming to provide the mobile educational and cultural services to ethnic/linguistic minority herders.

The main activities of the project include the establishment and operation of mobile educational and cultural services, and the introduction of the concept of home-based pre-school education to herder families. The project also deals with improving literacy and life skills to better meet the needs of isolated populations and households from each of the 10 project *aimags*, such as Arkhangai, Bayan-Ulgii, Bayankhongor, Dornod, Zavkhan, Selenge, Tuv, Khovd, Khuvsgul, Gobisumber, with 50 pre-school aged children in every *aimag*. In other words, total 500 children of 400 households are included in project activities. For the 2<sup>nd</sup> phase of the project UNESCO works with ethnic/linguistic minority populations of Western region of Mongolia.

Furthermore, the project “Non-Formal Education Capacity Building for ESD in Mongolia” was implemented in 2006-2008 by the National Centre for Non-formal and Distance Education. Financed by the Japan Fund in-Trust, the project was implemented in cooperation with ACCU for UNESCO. Since the curriculum and contents related to the ESD were very insufficient, even non-existent in both formal and non-formal schooling, it was crucially important to develop and produce learning and teaching materials. Thus, this project aimed to raise public awareness through NFE and implemented following activities: (1) development of ESD curriculum on NFE; (2) development and dissemination of 8 booklets and 6 posters to NFE Enlightenment Centres; (3) organization of National Capacity building workshop for NFE methodologists and directors of district NFE Centres; and (4) training of the trainers for 5 selected areas to organize the ESD training at grassroots level.

UNESCO thus has gathered substantial experience of working at the grass-roots level, in addition to its special role in upstream work. This grass-roots work mainly relates to designing and implementing educational and cultural programmes for disadvantaged groups, especially ethnic and linguistic minorities.

#### UNICEF

In order to assist the Government to achieve the MDGs and EFA goals in primary education, UNICEF is collaborating with the Ministry of Education, Culture and Science and its agencies in implementing the Basic Education Programme. The key objectives of UNICEF’s

support is to improve the teaching and learning environment through promoting Child Friendly Schools with the aim of improving access, quality and content of pre-school, primary and basic education and in reducing school drop-outs by re-educating them through non-formal education and introduction of multi-grade teaching methodologies for schools located in remote rural areas. Since 2003, UNICEF has been supporting the Government in strengthening the non-formal education system, development of teaching and learning materials for non-formal primary and secondary education including Equivalency Programme, life-skills based education, organizing the non-formal and multi-grade classes for school drop-outs and out-of-school children. Many children who attended non-formal, multi-grade classes have completed their primary education or re-entered into formal schools. Textbooks in Mongolian language, mathematics, science, handbook on multi-grade teaching methodologies and multi-grade class organization, manuals on life-skills education have been developed, disseminated and used nationwide.

To improve early childhood development for herders' children, UNICEF has been implementing the Early Childhood Development Project and assisted the Government to formulate a National Policy on Integrated Early Childhood Development and subsequently in developing early childhood learning and development standard. In addition, UNICEF assisted the local governments to develop and implement the Family Empowerment Strategy which is focused on community involvement in improving and facilitating young child participation and development. Also the mobile teacher system has been established with appropriate training programme and a handbook developed. As a result, community involvement at local levels to assess, analyze and take action regarding children's growth and development has been established. Mobile teachers selected by the communities have been trained by the Ministry of Education, Culture and Science and conduct training for parents at their respective places.

## WHO

WHO supports the Government's health policies to facilitate sustainable health system development, with implementation of interventions to reduce the burden of disease and promote healthy lifestyle. Strengthening of primary health care service is one of the main objectives of WHO support. Most recently, WHO is supporting the local fellowship programme on Integrated Primary Health Care and organizing the fellowship trainings in the three regional medical colleges for doctors, nurses and midwives working at the primary health care level. There is a need to improve the curriculum and training manuals for the local fellowship programme and expand this programme to remote areas.

WHO has been contributing to the improvement of water supply and sanitation conditions in Mongolia. In the framework of the Healthy Springs project (2005-2006) supported by AGFUND and WHO was conducted a survey on springs and 28 springs in 21 *aimags* were upgraded and protected as models. With a small grant supported by USAID, WHO and Ministry of Health implemented a pilot project in selected *soum* health facilities to improve water, sanitation and hygiene practices. More than 75% of *soum* hospitals and schools do not have safe and adequate water and sanitation facilities<sup>16</sup>. This makes it very difficult for health

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<sup>16</sup> Report on "Survey on *soum* hospital water, sanitation and hygiene status in Mongolia", 2006, Ministry of Health

facilities to provide essential health care and act as models for the community. Improvement of water and sanitation facilities carried out at two *soum* hospitals followed by educational seminars for health and community leaders demonstrated best practices on usefulness of safe water and sanitation practices.

The proposed Project will complement the WHO local fellowship programme on Integrated Primary Health Care, WHO/AGFUND Project on Water, Sanitation and Hygiene in Rural Health Facilities; and UNICEF Community Mobilization Project. Different aspects of lessons learnt, both successes and failures of previous programmes, have been taken into account while developing the current proposal. Experiences from these projects shows that multisectoral approach in designing and implementing projects is essential in any community projects and ownership of the project should rest with local government and health facility. Training of health care staff and community leaders on safe use of water, sanitation and hygiene practices and in infection control adds value to physical structures.

## UNDP

Since the 1990s, UNDP Mongolia Office has implemented several projects in the field of entrepreneurial development and microfinance and contributed to the sustainable development of private sector for the poor and disadvantaged people. The MicroStart-Mongolia project which was implemented from 1997 to 2003 successfully resulted in the nation's first-ever non-bank financial institution which has a special mandate in provision of microfinance. Later, the non-bank financial institution became a commercial bank (Xac Bank). While the Enterprise Restructuring Project and ICT for Human Development Project have contributed to the sustainable development of micro, small and medium-sized enterprises (SMEs) in Mongolia.

The Government of Mongolia and UNDP has implemented the Enterprise Mongolia Project-Phase 1 (EMP-1) since 2005 in partnership with the Government of Japan, aiming to provide support for implementation of a government initiative to reduce poverty (MDG 1), particularly in rural and remote areas in Mongolia by developing and promoting entrepreneurial capacity of small and micro producers at the ground level. The project has supported more than 1,300 individuals/entrepreneurs over the 3-year project period.

### **b) National and local government commitments**

As mentioned in the earlier sections, the Government has committed itself to raising the living standards of all Mongolian, regardless of their ethnic origin, sex, location or income level. The Government will be fully involved in every aspect of this Project. The Project also intends to work closely with the Governments at the local levels.

## Communication

Since January 2005, a new law on Public Radio and Television was adopted and in January 2006 the state-run Mongolian Radio and Television Station was turned into a public broadcaster. The law states that "local radio and television shall be established in conformity with the principles provided in this law, serve local citizens' interest, and be responsible to them, and operate under their control". "Budget and operation procedure for the local radio and television shall be established by the citizens' representative Hural of *Aimags*". For this reason many local media still remain controlled by the local aimag government. Editorial control, outdated equipment and high transmission rates hamper the development of public

service broadcasting in local languages in minority areas. UNESCO has been and will continue addressing these issues by federating legislative and administrative efforts of the civil society, the government and donor agencies.

Having obtained licenses and registration for four community radio stations (Reichinlhumbe *soum*, Hovsogol *aimag*, Bulgan, Deluun and Tsengel *soums* of Bayan-Ulgii *aimag*), UNESCO is familiar with application procedures and coordination mechanisms at the Communication Regulatory Commission of Mongolia which issues the authorizations for the establishment of radio stations. The license holder must be a local enterprise or an NGO, however, UNESCO rules concerning the equipment ownership state that the equipment can be reclaimed by UNESCO if not used by project beneficiaries according to the stated purpose it was purchased for with UNESCO or donor funds. To make sure this does not happen, all UNESCO-established community stations are supplied with the Community Radio-Code of Practice which contains guidelines on how to make distinctive and sometimes controversial issues into programmes with the highest ethnical and editorial standards. UNESCO will be working with all above-mentioned partners to establish the most adequate modalities of ownership and functioning of the facilities.

With regard to the replacement of the aging transmission station in Bayan-Ulgii, the senior management of *aimag*'s Telecom's office and the Transmission Station as well the Radio and Television Network Department of Information Communication Technology Authority in Ulaanbaatar which is the national coordinating body for transmission equipment across Mongolia voiced an urgent need to replace the obsolete transmission equipment and pointed out the lack of funds, both at the local and national level, as the main reason for delay.

The sustainability of facilities must be considered along the survival strategies deployed by media outlets in the overall economic and political context of today's Mongolia. While UNESCO disapproves and sanctions "paid-for-news" which often results from alliances between media and politics in Mongolia, it encourages the stations staff to supplement the development-focused radio-programming with paid audio-services to their communities such as advertisement of local products, music-on-demand, announcements and so on.

The new printing facility to be established under the Project is expected to serve the needs of local communities in print products in local languages. It is also expected to shift the benefits of this economic activity from commercial printing houses in Ulaan-Baator to the provinces, allowing for faster and cheaper options for printing textbooks and media in minority languages.

### Education

The Education sector is considered a priority sector in Mongolia. The Second Education Sector Master Plan was adopted in 2006 which focuses on creating a favorable environment to achieve the MDGs on education. Mongolia has qualified for the FTI and has developed the MDG-based National Development Strategies. Within the framework of the MDGs and the EFA Strategic Plan, the Government is committed to achieve the universal primary and general secondary education targets by 2015 with particular emphasis on meeting the needs of underserved, disadvantaged and disabled children; improving the quality and relevance of education; strengthening management capacity, including improved education policy analysis, development and implementation. The Government's initiative on school feeding for primary school students will go a long way in achieving high enrolment and in reducing drop-outs. The Government is making substantial progress in the education sector reform and in

keeping spending on education at an average of about 20% of total education expenditure in 2002-2004 and has been successful in attracting increased investment from donors and bilateral agencies.

The Government has signed and is implementing the Third Education Development Programme supported by ADB and within the framework of the programme document, UNICEF is collaborating with ADB and the Government to develop the early childhood learning and development standards and supporting the development of a standard design for Child Friendly Schools (CFS)

The Mongolian Government has introduced New Education Standards and Education Law since the academic year of 2004-2005. The Law has made provision of instruction in mother tongues in early years. The Project aims to transform this policy commitment into a reality.

The Mongolian National Commission for UNESCO, the Ministry of Education, Culture and Science and the National Center for Non-Formal and Distant Learning will be the national counterparts of the non-formal education component of this Project. At the local levels, *aimag* Departments of Education and Culture and the *soum* Education Directors will provide necessary assistance to the Project, as members of Working Committees (national), *aimag* Project Implementation Teams, and *soum* Project Implementation Teams.

The local Governments, especially at the *soum* level will be a key player to organize community members and facilitate their participation in the project.

By the end of the project funding, the Government of Mongolia will be committed to ensure sustainability of project outcome by:

- 1) Approving the alternate forms of pre-school education standards and contents as part of pre-school education programme and ensuring continuation of allocating per child cost as part of the government budget to education regardless of whether child is attending formal kindergarten or not, which only started in January 2009.
- 2) Strengthening the non-formal education system and legalizing its funding as part of education budget; and
- 3) Developing and approving a comprehensive policy on sustainable development of ethnic/linguistic minorities.

## Health

The Government endorsed the “Health Sector Strategic Master Plan Implementation Framework” to implement the Health Sector Strategic Master Plan 2007-2010 as a medium-term planning document. Poor coverage and accessibility of services, especially for the poor and the vulnerable is addressed in the Implementation Framework. The issues of improving access and coverage by bringing the health services closer to the rural and remote populations and through better supervision of the *bagh feldshers*, increase outreach activities such as EPI, Reproductive Health Services, IMCI, Nutrition and Micronutrient Services, etc. The strong provider orientation of the health services delivery system is addressed by refocusing the primary and secondary health services along primary health care lines as described in the Essential and Complementary Package of Services.

The Government of Mongolia stresses the importance of water and sanitation, human settlement issues by demonstrating its efforts to mainstream the global targets into national



development policies and strategies. The Government Action programme (2004-2008) includes provisions on “Implementation of activities for improving public urban services and provision of safe water supplies in the cities and province centers”

The National Environmental Health Programme (2005) focuses on increasing the supply of clean water to the population of provinces and the outskirts of Ulaanbaatar and conducting a complex of activities in order to increase the number of and access to hygienic facilities that meet sanitary norms. In 2006, the Ministry of Health established an intersectoral technical working group on Water, Sanitation, Hygiene and Waste Management, which will provide technical and professional support in the implementation of the Project and secure continuity (or sustainability) of work on improving rural water and sanitation.

The Ministry of Health will be the national counterpart of the health component of this Project. At the local levels, *aimag* Health Departments and the *soum* health facility will provide necessary assistance to the Project, as members of Working Committees (national), *aimag* Project Implementation Teams, and *soum* Project Implementation Teams.

By the end of the Project, the Government of Mongolia will be committed to ensure sustainability of project achievements by strengthening primary health care service; allocating funds for improving water, sanitation and hygiene conditions for health facilities and enhancing intersectoral collaboration and coordination.

#### Livelihood/Entrepreneurship Development

To achieve the Millennium Development Goals (MDGs), especially to reduce poverty, the Government of Mongolia has undertaken a number of policy measures to accelerate private sector-led growth. Among these policy measures, SME development is one of the key priorities of the Government. In particular, the Government has focused on the provision of business conducive environment and means of income generation for the poor. In April 2005, the Government approved the *Programme for Support of Small and Medium Enterprises* which aims to promote the robust growth of SMEs, improve SMEs’ competitiveness, and create favorable conditions to encourage the formalization of informal sector and foster creation of new employment opportunities.

Prior to the National Programme for Support of SMEs, the Government passed pioneering resolutions including the Resolution 92 in 2002 that directed the establishment of business incubation centers in each region of the country. The first business incubation center was established in 2003 with the support from the Government. To fortify private sector initiatives at the institutional level, the Government has established the National Council for the Promotion of SMEs with the participation of the key ministers and representatives, and created the Small and Medium Enterprise and Technology Development Division in the Ministry of Industry and Trade (MIT). The MIT drafted the Governments special fund for SME support. The MNT 2 billion was channeled through intermediaries and major commercial banks to offer soft/discounted loans to qualifying SMEs. The MIT is also responsible for organizing or co-organizing policy dialogues relevant to the ethnic/linguistic minorities and ethnic businesses, mobilizing resources within other line ministries of the Government and donors, as well as overseeing local Government poverty reduction initiatives.

Moreover, the Government of Mongolia approved the National One-Village One-Product Programme 2005-2012 and established the National OVOP Committee under the Deputy Prime Minister’s Office. The National OVOP Programme is a strategic effort designed to

assist regional development in Mongolia by identifying local products which have greater market potential.

### **c) Project Identification and Formulation**

#### UNESCO

This project was identified and initiated by UNESCO, which has past experiences in designing and implementing projects for ethnic/linguistic minorities in Mongolia. Information for preparing the documents was gathered from multiple sources. In particular, UNESCO gathered information from its national counterparts such as the Mongolian National Commission for UNESCO) and the Ministry of Education, Culture and Science. A Kazakh representative of the Mongolian Parliament also provided valuable information pertaining to the local realities and needs. UNESCO also gathered information from the beneficiaries through its fact-finding missions to the project sites where UNESCO projects are under implementation. UNESCO has prepared UNESCO National Education Support Strategy (UNESS) for Mongolia, which discusses the key challenges facing the sector and identifies priority actions to be undertaken, especially in terms of ensuring quality education for ethnic and linguistic groups and rural populations. Many activities proposed in the project are consistent with the UNESS which is recognized by the Government of Mongolia.

#### UNICEF

As part of Project preparation, discussion meetings were held with the Ministry of Education on the main challenges in education in Mongolia to achieve the MDGs and EFA goals. The issue of ethnic minority education and school readiness of young children came up as some of the key challenges towards achieving the goals. Based on the discussion, each of UN agencies worked on their comparative advantages to support the education needs of ethnic minorities, particularly among Kazakh and Tsaatans in remote areas.

During the project formulation process discussions were held, ideas and opinions exchanged with the Ministry staff, local leaders, non-formal education teachers and kindergarten teachers, parents and between the participating UN agencies.

#### WHO

In the framework of USAID supported *soum* hospital water and sanitation project, a questionnaire survey was conducted to evaluate water, sanitation, hygiene facilities and health status of *soum* population in 260 *soum* hospitals of the 21 *aimags*. It revealed that in 75% of *soum* hospitals it is necessary to improve water and sanitation facilities. The hospitals also suffered due to severe shortage of funds. .

During the project identification and formulation process, meetings and discussions were held with the Ministry of Health counterparts for primary health care, investment planning and environmental health, heads of *aimag* Health Departments and *soum* health workers.

Strengthening of primary health care services and improving water, sanitation and hygiene conditions especially in remote rural health facilities was thus identified as a priority area within the UNTFHS project.

#### UNDP

UNDP have had a series of dialogues with the Government of Mongolia and private business support organizations such as Mongolian National Chamber of Commerce and Industry, and agreed to better the livelihood of the selected groups through the Project. People in rural areas mostly live away off economic and business infrastructure such as the market, information and technologies and, therefore, tend to get left behind by the rapidly growing market economy in Mongolia. The project aims to offer more opportunities to those people to acquire sufficient entrepreneurial skills for the purpose of more diversified means of income-generation.

#### **d) Beneficiaries**

The Project will initially cover both minority and majority Mongolian populations in 20 *soums* of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii, and/or Dornod *aimags*, where most ethnic minority people live. The target *soums* will be identified on the basis of (1) poverty level of the *soum* (capacity and infrastructure of local economies), (2) a comparatively large ethnic minority population within that particular *aimag* and where herders are living in the most isolated areas with no or limited information coverage, (3) quality of operations of the Department of Education and Culture in each *aimag*, (4) high illiteracy and drop-out rates, (5) lack of or insufficient other external support and (6) geographic distance from the major domestic markets and business opportunities. In addition to the target *soums*, a TV and radio transmitter will be installed in the Capital of Bayan-Ulgii *aimag* to ensure maximum information coverage in the area.

The Project will reach out-of-school children and adult illiterates and semi-literates by providing linguistically and culturally appropriate non-formal education services.

Selected health care workers from the target *soums* (e.g., midwives) will be trained in carefully specially designed and tailor-made courses which are culturally sensitive and address the needs of the ethnic minority populations. These health workers will then return to their place of work and deliver appropriate health interventions, including health promotion to their people.

In addition, all people in the target *soums* will have access to their community radio stations, operated by community people themselves, broadcasting in their own languages. As in other UNESCO media projects training of media practitioners is focused on empowering women and young people by equipping them with journalist and technical skills, necessary to run a community radio station. Traditionally, community radio stations have been giving voice to women, young and elders. The establishment of the printing facility, which produces books and periodicals in local languages, will significantly increase the readership in minority languages, thus contributing to the intellectual development and cultural awareness of the project beneficiaries.

The Project provides key services for girls and women in the targeted areas. Women and girls will particularly benefit from improved reproductive health services at local health centers and parental training. In addition, women and girls, depending on their needs, will receive training in income-generating skills and business development which will improve their livelihood in a sustainable manner.

Among the 6 *aimags* which the project initially covers, UNDP will identify one or two primary target *aimag(s)* to provide a comprehensive support for entrepreneurship and

livelihood development with a particular emphasis on the linguistic minority population. The project provides selected entrepreneurs in the target *aimag(s)* with business development services and/or business skill and entrepreneurship training in partnership with local business service providers as well as local governments. Although the primary target *aimag(s)* and direct target beneficiary groups are to be identified by a need assessment and baseline survey which are planned to be conducted during the early stage of the project in Year 1, UNDP aims to enhance the entrepreneurial capacity of, at least, 100 community members in the primary target *aimag(s)* in order to provide more income-generating opportunities in the community. In addition, UNDP aims to strengthen the capacity of local branch(es) of the Mongolian National Chamber of Commerce and Industry (MNCCI) in the target *aimag(s)*, as local implementation partners. As most of the project beneficiaries are expected to be engaged in family-based production and/or businesses, the project expects to indirectly support family members of the direct beneficiaries of the project. The detailed information and analyses on the current status of those direct and indirect beneficiaries will be provided after the baseline survey.

### **List of direct and indirect beneficiaries by Goals**

	<u>Direct beneficiaries</u>	<u>Indirect beneficiaries</u>
<p>Goal 1</p> <p>Improve Access to Information among Rural Populations, especially Ethnic/Linguistic Minorities</p>	<ul style="list-style-type: none"> <li>• A total of 20 young local journalists (gender balance to be respected)</li> <li>• A total of 10 technicians</li> <li>• Local staff of the Bayan-Ulgii TV station</li> <li>• Local staff of the Bayan-Ulgii printing house</li> </ul>	<ul style="list-style-type: none"> <li>• At least 80,000 TV viewers in Bayan-Ulgii <i>aimag</i></li> <li>• Readers in Bayan-Ulgii</li> <li>• Radio listeners in target <i>soums</i></li> </ul>
<p><u>Goal 2</u></p> <p>Improve Access to and Quality of Formal and Non-formal Education in Rural Areas</p>	<ul style="list-style-type: none"> <li>• A total of 2000 adult herders from minority and majority Mongolian population in 20 <i>soums</i> of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii and/or Dornod <i>aimags</i> (18-49 years, 70% intended to be female who are from single-headed mother and families with low income and remaining 30% will be herders of male representatives</li> <li>• A total of 40 NFE facilitators of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii and/or Dornod <i>aimags</i> (35-60 years, 20% male and 80% female)</li> <li>• A total of 2,000 adult learners from most disadvantaged 20 <i>soums</i> of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii and/or</li> </ul>	<ul style="list-style-type: none"> <li>• Family members of the adult learners</li> <li>• Staff of <i>aimag</i> and <i>soum</i> level education methodologists</li> <li>• Community leaders and members at <i>soum</i> and <i>bagh</i> level</li> <li>• Specialist support staff (agricultural extension workers, health workers, communication workers, non-formal education methodologists) in areas ethnic minority</li> </ul>

	<p>Dornod <i>aimags</i></p> <ul style="list-style-type: none"> <li>• A total of 1600 drop-out and out-of-school adolescents from minority and majority Mongolian populations in 20 soums of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii and/or Dornod <i>aimags</i> (12-17 years, 60% boys and 40% girls)</li> <li>• A total of 60 parents from most disadvantaged 15 <i>soums</i> of Bayan-Ulgii, Khuvsgul, Khovd, Uvs, Khentii and/or Dornod <i>aimags</i> (20-45 years, 50% men and 50% women)</li> </ul>	<p>population</p> <ul style="list-style-type: none"> <li>• Families of drop-outs and out-of-school adolescents who attend equivalency education training</li> <li>• Pre-school age children whose parents attend parental training</li> </ul>
<p><u>Goal 3</u></p> <p>Improve Access to Basic Healthcare Services for Rural Populations</p>	<ul style="list-style-type: none"> <li>• A total of 20 soum health facilities in Bayan-Ulgii, Khuvsgul, Uvs, Khentii or Dornod aimags.</li> <li>• A total of 40 medical workers from the target soums participated in the training programme on Integrated Primary Health Care.</li> <li>• A total of 2000 households for health intervention IEC activities.</li> </ul>	<ul style="list-style-type: none"> <li>• All the community served by the 20 primary health care centres.</li> <li>• Staff of aimag and soum health facilities.</li> <li>• Local government and community leaders</li> </ul>
<p><u>Goal 4</u></p> <p>Improve Income-Generating Opportunities and Livelihood of Rural Populations in the Target <i>Aimag</i></p>	<ul style="list-style-type: none"> <li>• At least 100 community members</li> <li>• Local staff of Mongolian National Chamber of Commerce and Industry</li> </ul>	<ul style="list-style-type: none"> <li>• Family members of the trained community members</li> <li>• Community members benefitting from increased economic activities in the target <i>aimag(s)</i>.</li> </ul>
<p><u>Goal 5</u></p> <p>Develop Comprehensive Policy Recommendations on Sustainable Rural Development and Improve the Government's Capacity to Implement such</p>	<ul style="list-style-type: none"> <li>• 10 Mongolian policy-makers</li> <li>• National and provincial government staff</li> </ul>	<ul style="list-style-type: none"> <li>• All people in Mongolia</li> </ul>

Policies		
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#### Section IV. Project details (Goals, Objectives, Outputs, Activities, Indicators and Risks)

##### a) Goal statement and project objectives

##### i) Goals and objectives

##### Overarching Human Security Goal

The overarching goal of the Project is to improve human security in the vulnerable communities in rural Mongolia by fostering their sustainable political, social and economic development. The project is also designed to initiate and foster dialogue between the Mongolian majority and minorities at all levels.

Education, Health, and Livelihood Sectors have been selected for interventions among crucial social services that (1) are strongly linked to individuals' well-being, (2) are among the Government's priorities in order to ensure sustainability, and (3) have insufficient provision of minority languages. Information dissemination (TV, radio and printing) is selected as an integral part of the project activities. Through the expanded channels, information on education, health, and livelihood will be disseminated among the disadvantaged populations.

Understanding the complexity and inter-sectorality involved in tackling poverty and isolation, the Project takes an integrated approach. The project aims to strengthen the provision, quality, and coverage of educational and information services, as well as the extent of dissemination of and access to new knowledge for the ethnic/language minority people living in remote rural areas. Printing houses will be able to print materials in minority languages and educators will have more knowledge and skills in education for minorities. The regional development strategy of the Mongolian Government will also be enhanced.

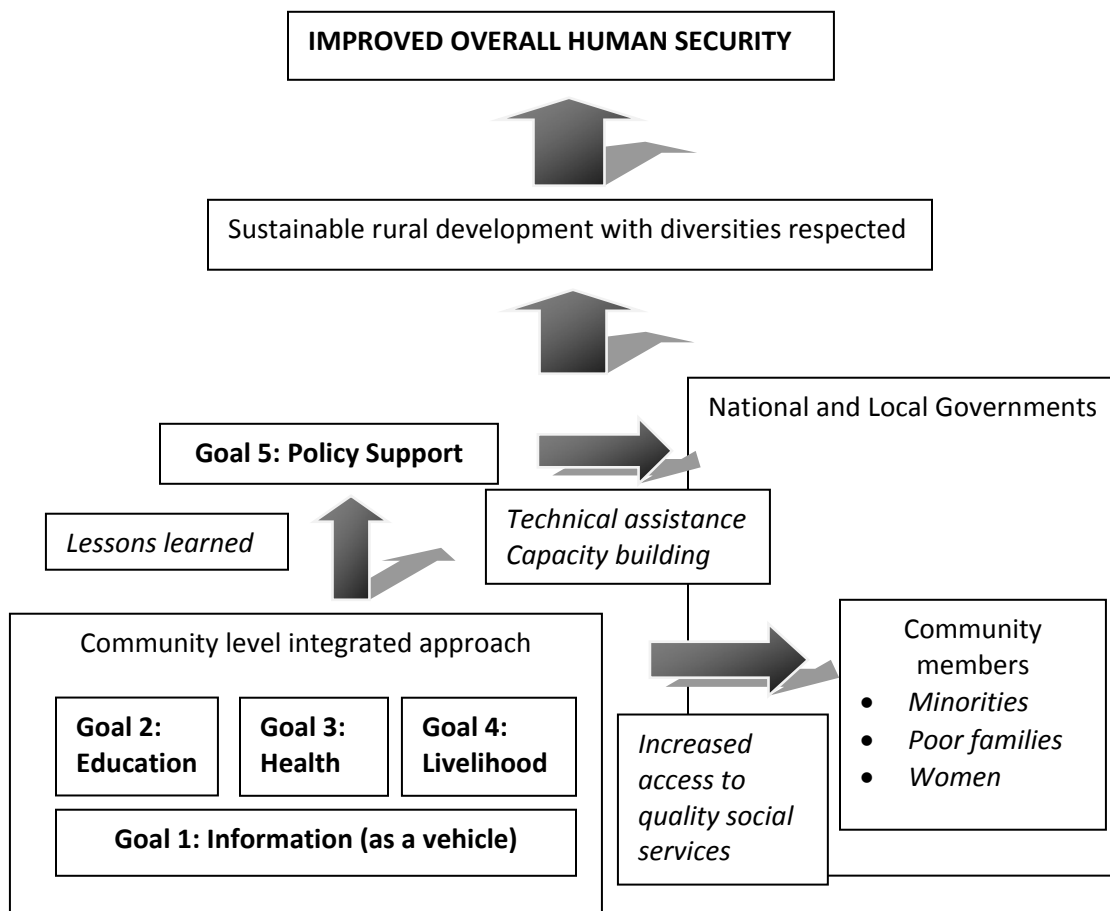
Support from UNTFHS will address the below principal sources of human insecurity in rural Mongolia and will target the following specific objectives:

Goals	Objectives
Goal 1: Improve Access to Information among Rural Populations, especially Ethnic/Linguistic Minorities	1.1: Build-up the broadcasting capacity of local communities/minorities  1.2: Boost intellectual development and cultural awareness through readership among minorities in their languages
Goal 2: Improve Access to and Quality of Formal and Non-formal Education in Rural Areas	2.1: Improve rural populations' access to non-formal education and other information services improved through community learning centers and reduce their illiteracy rate  2.2: Support school drop-outs to return to formal education system through equivalency programmes

	2.3: Improve access of young children from herder families to alternate forms of early childhood development programmes
Goal 3: Improve Access to Basic Healthcare Services for Rural Populations	<p>3.1: Enhance knowledge and skills of health workers on integrated primary health care</p> <p>3.2: Improve knowledge on health among ethnic minorities and marginalized populations through specific IEC materials and health intervention activities</p> <p>3.3: Improve water, sanitation and hygiene conditions and health care waste management in selected <i>soum</i> health facilities</p>
Goal 4: Improve Income-Generating Opportunities and Livelihood of Rural Populations in the Target Aimag	<p>4.1: Enhance the capacity of the selected micro and small entrepreneurs/producers in the target <i>aimag</i>(s) to be engaged in income-generating activities and/or start their own businesses</p> <p>4.2: Improve the quality of locally available business support services for business management, marketing, information dissemination, and referral services</p> <p>4.3: Improve the local coordination among existing business development/support service providers in the target <i>aimag</i>(s)</p>
Goal 5: <b>Develop Comprehensive Policy Recommendations on Sustainable Rural Development and Improve the Government’s Capacity to Implement such Policies</b>	<p>5.1: Analyze existing policies on sustainable rural development and identify gaps</p> <p>5.2: Increase awareness among key policy-makers</p> <p>5.3: Improve capacity of the Government to make evidence-based decisions informed by a data</p>

**The relationship among the above-mentioned goals is presented in the below *Diagram 1*.**

Diagram 1. Relationship among the project goals



**ii) Outputs and activities**

This section describes activities planned to achieve objectives set under specific goals and their related outputs. *Detailed outputs and activities for respective objectives are provided in the Outputs and Activities by Objectives in Annex I.*

**Goal 1: Improve Access to Information among Rural Populations, especially Ethnic/Linguistic Minorities**

Objective 1.1: Build-up the broadcasting capacity of minorities

A TV and radio transmitter will be installed in Ulgii, the capital city of Bayan-Ulgii *aimag* to provide access to national radio and TV as well as increase by at least 10 hours local broadcasting in minority languages. 10 community Radio Stations will be established where there is no provision of radio transmission, and programming in ethnic minority languages will increase by 70%. To achieve these objectives, UNESCO will engage *aimag* and *soum* authorities, relevant telecommunication agencies in Ulaanbaatar, NGOs and communities in the partnership building exercise in order to identify:

- Composition of the Community Radio Board Members to oversee operations of the 10 radio stations.



- License holders for 10 radio station and the transmission facility, responsible for submitting the technical application and obtaining the license from the Communication Regulatory Authority of Mongolia. License holders will be also responsible for hiring the staff, purchasing and installing equipment as well as running the daily operation of the broadcasting facilities.
- Management plan for setting up and operating transmission station and 10 radio stations. The plan shall detail mechanisms to establish and maintain the following principles of community broadcasting: community-ownership, self-sustainability, relevance to local education, cultural and economic issues, no fee per view, no political engagement or propaganda.
- Business development plan to ensure long-term sustainability of the these stations taking into account income generating activities such as advertisement to cover daily operating costs and staff salaries.

A telecommunication consulting company will conduct the two-fold technical assessment:

a) Quantitative and qualitative analysis of existing facilities and human resources in project locations, including assessment of studio recording and editing equipment, transmitting stations, electrical power availability, number of technical staff and journalistic and their qualifications/skills, current status of in-house and MNRTV programme production and daily transmission hours (radio and TV), as well as calculation of the coverage area. Experts shall also conduct audience sampling in each location to establish profile and expectations of media consumers as well as those who have no access to media.

b) Recommendations and specs for transmission station in Ulgii and a plan for setting-up of ten new radio stations in the project locations, which should:

- List and quantify recording and editing equipment: cameras, tape recorders, editing deck, antenna, microphones - and periphery and miscellaneous items: cabling, rack-mount solutions, batteries, tapes, etc.
- List specs for receiving and transmission equipment: positioning (longitude, latitude, altitude), effective radiated power, carrier power, radius of coverage, possible radio frequency band, gain coefficient, propagation type, polarization type, mark of cable, impedes, duration of service, etc.
- Provide a detailed budget for technical up-grade specifying at least 3 reputed manufacturers and system integrators for each type of equipment with the price range taking into account compatibility and interoperability of the equipment.
- Include graphical layout of broadcasting facilities which will host three radio facilities
- Outline training needs of technical staff and details on installation, after-sales service and maintenance.

In the process of the study, the experts will consult with heads and staff of broadcasting stations, representatives of the MNRTV (Mongolian National Radio and Television) and representatives of ethnic minority communities. Furthermore, the experts will assist UNESCO and *aimag* authorities in conducting a fair bidding process and selecting the best bidders for equipment observing the quality-price balance.

Staff for 10 radio stations (30 journalists and technicians) will be trained for disseminating information on radio in their own languages. A common training plan, to be conducted locally and/or at the UNESCO-supported Press Institute in Ulaanbaatar, will consist of three

training sessions. The first training will formulate basic concepts and principles for running community radio station, as specified in UNESCO training materials. The second training will focus on journalist and editing skills, such as computer and radio operations, radio genres, stations ID, etc. The third training will cover health, husbandry, literacy, gender, traditional culture and gathering of voice actualities. Whenever appropriate and necessary, the Project will organize individual and/or group training sessions at partner institutions' training institutions such as the Mongolian Public Service Broadcaster, Asian Institute for Broadcasting Development, Radio Television of Malaysia and BBC. Depending on availability of funds, the Project will translate relevant UNESCO Community Media Toolkits to Mongolian, for dissemination among station's staff. Upon completion of the training, the journalists at the 10 stations must elaborate the radio broadcasting grill: titles of programmes, duration per day, as well as list of content providers including other project partners from UNDP, UNICEF and WHO. UNESCO and Mongolian NGOs will conduct an evaluation survey among radio listeners and collect feedback from journalists and technical personnel in order to provide mid-term recommendations for re-adjustment to the operation and broadcast of the radio stations.

#### Objective 1.2: Boost readership in native languages of minorities

To achieve the above objective, printing facilities in the target area will be upgraded and periodicals as well as textbooks in minority languages will thus increase by 50%. To enhance the daily printing capacity, the Project will provide equipment to a selected printing house.

It is expected that other partner agencies (UNDP, UNICEF and WHO) will take advantage of printing project-related materials through the printing facility improved by the Project, rather than in commercial printing houses in Ulaanbaatar, where the costs for the minimum print run of 500 copies is further augmented by travel and mailing costs.

### **Goal 2: Improve Access to and Quality of Formal and Non-formal Education in Rural Areas**

#### Objective 2.1: Improve rural populations' access to non-formal education and other information services through Community Learning Centers (CLCs) so as to reduce illiteracy rate in rural areas

In a rapidly changing society like Mongolia, it is crucial for individuals to constantly upgrade their knowledge and skills. Activities proposed under this objective will support specifically the improvement of non-formal adult educational services in poorer rural areas, where quality and access to non-formal education has lagged behind other areas. 20 CLCs, which are accessible to the poor, will be established to improve learning environments, guarantee operations during winter, and provide decent learning environment on literacy, life skills and income generation skills. The CLCs will be used as a hub of learning of the Project. The centers will be equipped with the equipment and materials listed in Annex 5. Depending on the target *soum*'s situation (e.g., availability of electricity), the centers can be located in different settings. Schools and *soum* government's buildings may be among the choices, but the *soum* Project Implementing Team will decide the location of the center in their *soums*. At least one person from each *soum* will be identified as a manager of the center and he/she will be responsible for the day-to-day management of the center, including maintenance and keeping the record of activities.

The lack of relevant learning materials can be attributed to high illiteracy rate and eventual higher poverty incidence among ethnic/linguistic minorities living in remote isolated areas. To tackle this, culturally and linguistically appropriated curriculum and materials for non-formal education (literacy, lifeskills and equivalency programmes) will be developed in six subjects in the beginning of the project implementation, based on the needs identified. The existing materials in Mongolian will be analyzed and adapted/translated into two major minority languages, namely Kazakh and Tuva. A group of NFE experts including anthropologists will be involved in the development. Based on the curriculum, printed and distance learning materials will be developed. Medium of the distance learning materials will be determined by the infrastructure available in the target *soums*, and it will use Community Radio Centers and TV station as a distribution hub. At least 2,000 copies of the materials, both printed in distance learning media, will be distributed among the target population.

Training courses for adult herders will be provided in their mother languages. It is expected that at least 4,000 adult herders will receive literacy and lifeskills training during the implementation of the Project. Target population will be identified during the needs assessment through testing their skills. A total of 36 teachers from the target *soums* will receive the Training of Trainers (TOT) in the beginning. For herders who reside in extremely remote areas, “Mobile” classes (teachers visiting their settlements from the *soum* center) will be considered. As a result, illiteracy rate in the target *soums* will be reduced by 50%. Trainees will evaluate the quality and relevance of training programme at the end of each session. It is expected that more than 80% of the trainees will be satisfied with the quality of training.

The sustainability and replicability of these activities will also be addressed through a capacity building programme for teachers and educators. Community Radio Centers and a TV station, established under Goal 1, will be used to disseminate learning materials to the wider population. The TV will cover all population in Bayan-Ulgii *aimag* while radio stations will cover all population in the target *soums*.

#### Objective 2.2: Support school drop-out children to return to formal education system through equivalency programmes

Non-formal Education – Equivalency education will be organized for those school-age children who are out of school. A special non-formal course will be developed in addition to the existing ones, taking into consideration the specific living conditions of ethnic minorities which will allow for fewer drop-outs. In addition, non-formal courses on livelihood skills, such as making clothes and gardening, making toys for kindergarten children will be supported to help youth gain skills for income generation. A total of 1,600 drop-out children in the selected areas will be involved in the NFE/MGT and 50% of them will complete primary education and 30% of them will be re-enrolled into the formal schools. Capacity among local non-formal education facilitators will be improved at a rate of 20 per year and non-formal education curricula and materials in the context of rural situations will be developed and widely used. Twenty training modules on equivalency education programme will be developed.

#### Objective 2.3: Improve access of young children from herder families to alternate forms of early childhood development programmes

Minimum of 30 parents from 15 selected *soums* will be trained annually who would be able to provide necessary support to their children’s development through alternate forms of early

childhood development programmes that will contribute to improved school readiness. ECD counseling centers for parents in 3 *aimags* (Dornod, Huvsgul and Bayan-Ulgii) will be established. Monitoring and process documentation will be carried out to ensure the quality of the programmes. Regular field monitoring will be conducted jointly with counterparts and UN agencies to monitor implementation of the activities. Best experiences, lessons learned and case studies will be collected by the local partners as well as UNICEF and the Government staff to disseminate the news to other project areas and nationwide.

### **Goal 3: Improve Access to Basic Healthcare Services for Rural Populations**

The following outputs and activities are expected for respective objectives under Goal 3. A technical working group will be formed involving technical people who were involved in previous projects, so that their experiences can be brought into the planning, design, implementation and evaluation of this Project. Many local people whose capacity was built at the *soum* level through previous projects will be involved in this Project as resource persons and advisors.

#### Objective 3.1: Enhance knowledge and skills of health workers on integrated primary health care

At least 40 medical workers (doctors, nurses and midwives) from the target *soums* participated in this specially designed courses and will then deliver appropriate health interventions including health promotion to their people. Pre and post-training evaluation will be carried out and the trainees will evaluate the effectiveness of the programme. It is expected that more than 80% of the trainees will be satisfied with the training.

#### Objective 3.2: Improve knowledge on health among ethnic minorities and marginalized populations through specific IEC materials and health intervention activities

Needs assessment will be conducted to identify the type and scope of specific IEC materials for ethnic minority and marginalized populations. The IEC materials will be tested and improved and subsequently health interventions will be carried out for 2000 households.

#### Objective 3.3: Improve water, sanitation and hygiene conditions and health care waste management in selected *soum* health facilities

The Project will also address upgrading of water, sanitation conditions and waste handling practices at selected *soum* health facilities which will directly lead to prevention of environmental contamination and improvement of health service quality. Site visits for needs assessment and detailed engineering design for improving water, sanitation and hygiene conditions in *soum* health facility will be carried out. Following this, construction, installation or upgrading of water and sanitation facilities will be performed in approximately 4-5 selected health facilities based on decision of the project team. In total, 20 *soum* health facilities will be provided with basic supplies for collection, storage and disposal of health care wastes.

### **Goal 4: Improve Income-Generating Opportunities and Livelihood of Rural Populations in the Target *Aimag***

In the early stage of the Project in Year 1, a baseline survey on local business environment and current economic situation of minority population in the project target *aimags* is to be conducted. Based on the result of the baseline survey, UNDP will identify one or two primary target *aimag(s)* out of the 6 *aimags*. An in-depth need assessment will be conducted for the identified primary target *aimag(s)* to identify the direct project beneficiaries and prioritize the project's assistance. Based on the results of the above mentioned two assessments, the Project will customize activity packages for respective *aimag(s)* and prepare work plans.

The following outputs and activities are expected for respective objectives under Goal 4. The activities are to be conducted in line with the work plans based on the above mentioned baseline survey and need assessment.

Objective 4.1: Enhance the capacity of the selected micro and small entrepreneurs/producers in the target *aimag(s)* to be engaged in income-generating activities and/or start their own businesses

A series of entrepreneurship training will be provided to the project beneficiaries for the purpose of increasing the number of small and micro businesses including the self-employed individuals in the target *aimag(s)*. The training will provide the selected beneficiary groups skills and knowledge on business start-up and business development including the business cluster development approach. By forming business groups (business clusters), small and micro enterprises can take advantage of economy of scale which enables them to enhance their power in the market, access to the information, access to financial resources and their efficiency in production

The subjects of the training and technical assistance cover a range of business management issues as well, such as business plan development, book keeping, good manufacturing practice (GMP), etc, so that the project beneficiaries built their capacity in sustainable business management. Consultancy/advisory services are also provided to the selected project beneficiaries to assess current business status and the technical capacity, analyze the market, identify areas of improvement, and to support their business plan development. Based on the result of a market analysis, the project will provide technical assistance and advisory services to the selected business groups to develop more added-value products.

The project coordinates with the national executing agency, related government departments at the both national and local levels to make the selected project beneficiaries to participate in local and national trade fairs and exhibitions. Also, the Project will facilitate referral services in partnership with existing local and national business service providers.

The project will collect, advocate and disseminate the information on the local business environment, existing business development service resources as well as microfinance programs accessible in the target *soums* in order to create synergy among the Project intervention and existing business development resources.

In principle, all the supports and services will be eventually provided for a fee. The required level of service fees and an installment plan will be set after the local needs and market prices of the similar business development services are assessed in the early stage of the Project.

Objective 4.2: Improve the quality of locally available business support services for business management, marketing, information dissemination and referral services

Without quality support provided in an appropriate manner, sustainable income-generating and business activities would be quite difficult in rural areas. Objective 2 provides complimentary activities to strengthen the local implementation partner(s) for that purpose. Training and advisory services will be provided to the local implementation partner(s) and other local business support service providers identified by the baseline survey in order to strengthen their capacity in supporting small and micro entrepreneurs on product development, marketing, sales promotion, and information collection. It is expected that the trainings, workshops and technical assistance for the project beneficiaries under objective 1 will be eventually designed and implemented in partnership with the local implementation partner(s).

Objective 4.3: Improve the local coordination among existing business development/support service providers in the target *aimag(s)*

Whereas needed and appropriate, local implementation partner(s) will function as a local hub of business support/development service providers in the target *aimag(s)* to ensure smooth implementation and coordination among the project activities and other locally available business support services.

By the end of the Project, at least 100 micro and small entrepreneurs in the target *soums* will form 10 professional or geographic clusters. These business clusters will receive business training provided or facilitated by the Project. The Project will focus on provision/facilitation of class-room training in Year 1 and gradually shift to one-on-one consultancies to ensure greater impact and the most efficient knowledge transfer. Quantitative target indicators for outputs will be verified and confirmed in the preparation stage of the Project (Year 1) after need assessment.

It is possible to consider introduction of a microfinance facilitation scheme in the Project in order to increase a possibility of success in business and ensure sustainability of the Project intervention. The Project will review the possibility upon the timing of the mid-term evaluation.

**Goal 5: Develop Comprehensive Policy Recommendations on Sustainable Rural Development and Improve the Government's Capacity to Implement such Policies**

Objective 5.1: Analyze existing policies on sustainable rural development and identify gaps

The progress made as a result of this Project will not be sustained unless the Government is committed and equipped with necessary capacity. As the first step, the existing Government laws and programmes will be reviewed and gaps will be identified. Working Committees on Information, Non-formal Education, Health and Business Development will recommend experts to conduct a review on existing policies. The groups of experts will identify gaps and need for reform in policies that recognize specific needs and vulnerabilities of ethnic/linguistic minorities in rural development.

Objective 5.2: Increase awareness among key policy-makers

Based on the findings from the previous activity, information materials will be developed and disseminated targeting key stakeholders including the policy-makers from the Parliament and the President's Office. A group of policy-makers will also be invited to a neighboring country where there is a national system of supporting minorities. The group will visit relevant

ministries as well as a national body responsible for minority affairs to learn from their experiences. After the visit, the group will draft a set of policy recommendations.

Objective 5.3: Improve capacity of the Government to make evidence-based decisions informed by a data

The final step of the Goal 5, and therefore the project itself, is the information dissemination and capacity building. Following the study visit, a training workshop will be held in Ulaanbaatar, inviting Government officials from various line ministries and development partners, including NGOs and academia. The participants will discuss the policy recommendations prepared by the study group participants. The policy recommendations will be finalized at the end of the meeting and will be endorsed by the participants.

A national advocacy workshop will be held to present the finalized policy recommendations to the Government officials from relevant ministries. The meeting will also include sessions on evidence-based policies and statistics on ethnic/linguistic minorities.

### **iii) Performance indicators, baseline data and risks**

#### Performance indicators and baseline data

Each activity, linked to specific objectives, has a set of performance indicators specifically designed to correspond to specific outcomes and objectives. Indicators (both qualitative and quantitative) and means of verification are provided in the *Result Framework in Annex II*. Where baseline data is not available, the information will be collected during the 1<sup>st</sup> phase of the project implementation through needs assessment to be conducted in target *soums*.

#### Risks

Slow economic development in the target region and possible natural disasters such as *Dzud* (combination of draught in summer and extremely cold weather in winter) and droughts, which have caused devastating damages to the livestock in the past, may influence the overall project implementation, mainly due to migration of the population. Past experiences of UNDP and other UN agencies both in Mongolia and other countries, will be used to minimize the impact of the risk.

Mongolia has a multi-party democracy. Political environment in Mongolia has been relatively peaceful and stable, but at times there has been political turmoil. The parliamentary procedures in Mongolia are often characterized as being too detail-oriented, hence, time-consuming. For the last several years, there have been frequent changes in the government. Thus, political instability due to frequent changes in the government may cause delays in the implementation of the Project. The 2008 General Elections resulted in massive protests and demonstrations. The Presidential election is scheduled to take place in 2009. The risks that are likely to arise due to political reasons can be mitigated by preparing and signing clear legal documents and work plans guaranteeing Government support to the Project and by developing the capacity of the local implementing officials.

Risks specific to each objective is provided in *Annex II, Result Framework Matrix*.

### **b) Project Approach**

## **Section V: Sustainability**

The key to sustainability is the involvement of the National Government and its willingness and capacity to sustain the gains of the Project without external funding after the Project is completed. The Project has been designed within the framework of the National Development Plans and it will support in the translation of government plans into concrete results. It is expected that the Project will succeed in evolving a model for future policy-making in education and information fields. The database of the minority populations will be set up for evidence-based policy-making and interventions. Policy-makers as well as government officials of all levels will be trained in order to mobilize national and provincial resources. *Soum* Project Implementation Team members will also be trained in local resource mobilization.

Activities under the Goal 5 (Develop Comprehensive Policy Recommendations on Sustainable Rural Development and Improve the Government's Capacity to Implement such Policies) are designed to ensure sustainability of the project. After 2.5 years of project implementation, (1) the Government will be fully equipped with the framework to support sustainable development for rural populations including ethnic/linguistic minorities, (2) the Government staff's capacity will be increased to address specific social needs of rural populations in national development plans, and (3) the national commitment to achieve sustainable development for rural populations will be strengthened.

In combination with the local human capacity strengthened by this project, the project will ensure successful merge between top-down policy supported complemented by the local expertise.

## **Section VI: Implementation and partnership strategy**

Participating UN Agencies have agreed that UNESCO will serve as the project coordinating agency, providing overall coordination for all partners through its antenna office based in Ulaanbaatar, Mongolia. Following the example of successful implementation of UNESCO-UNICEF joint project "Rehabilitation of Boarding Schools and Provision of Refresher Training Course for Headmasters and Teachers in the Dzud affected Gobi Desert Provinces in Mongolia" (also funded by the UN Trust Fund for Human Security), a full-time National Project Manager (NPM) will be stationed in Ulaanbaatar, Mongolia, for day-to-day project operations, management and communication (TOR provided in the Annex III). Administrative and financial backstopping will be provided to the NPM by the UNESCO Office Beijing. Overall supervision, coordination, and reporting to the Donor will be done by a programme officer in the UNESCO Office Beijing. The programme officer is expected to travel to Mongolia (to Ulaanbaatar and to the project sites) frequently in order to ensure smooth coordination among project components and participating agencies.

Project Management Committee will be established in Ulaanbaatar, Mongolia, and a project team will be formed at the local level. The committee consists of representatives of UNESCO, UNICEF, WHO, UNDP, and the national partners including Ministry of Education, Culture and Science (MECS), Ministry of Health, Mongolian National Chamber of Commerce and Industry, and National Center for Non-formal and Distance Learning (NCNFDL). The Committee will meet at least once a year to review the progress of the project and plan for subsequent year. UNESCO (Ulaanbaatar Antenna Office) will act as the Secretariat to the



PMC and will be in charge of day-to-day management and coordination of the Project. The PMC will be responsible for overall monitoring and evaluation of the Project.

Under the PMC, 5 small Working Committees will be established at the national level for specific themes: (1) information, (2) education, (3) health, (4) livelihood/entrepreneurship development and (5) policy development as shown in the below table. The Working Committees will consist of the project managers of the participating UN agencies as well as their counterparts in the respective fields and representatives of the minority populations. The Working Committees will meet regularly to design the activities and monitor the progress throughout the Project. Each Working Committee will select a leading agency which will play a key role in coordination within the component. The Working Committees will also be responsible for providing technical support to the *aimag* and *soum* implementation teams as necessary, preparing annual workplan of the component, and coordinating activities, assessing progress of the project and making recommendations to the Project Management Committee.

#### National level Working Committees

<b>Working Committee</b>	<b>Leading Agency</b>	<b>Partner Agencies</b>
Information	UNESCO	ICT Authority, UNICEF, WHO, UNDP, Ulgii TV, Globe International NGO, and Press Institute of Mongolia
Education	UNICEF	UNESCO, Mongolian National Commission for UNESCO, MECS, NCNFDL EDCM (Education Donors' Coordination Mechanism) Save the Children (TBC)
Health	WHO	UNICEF, MOH, MoCUD, Public Health Institute, Health Sciences University, University of Science and Technology
Livelihood/entrepreneurship development	UNDP	Mongolian National Chamber of Commerce and Industry, in partnership with Ministry of Food, Agriculture and Light Industry and the private sector
Policy Development	UNESCO	President's Office, Line ministries, MNCCI, UNICEF, WHO, UNDP, NGOs, Universities

At the local level, the Governor's Office will provide overall coordination, supervision and support. In order to implement project activities at the *aimag* levels, Aimag Project Implementation Teams (APITs) will be set up for each of the following project components as shown in table below.

#### *Aimag* Project Implementation Team

Overall coordination	Governor's Office
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Information	<ul style="list-style-type: none"> <li>• Director, Information Centers and Telecommunication Centers under <i>aimag's</i> Administrations</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Director, <i>Aimag</i> Department of Education and Culture</li> <li>• <i>Aimag</i> Methodologists</li> </ul>
Health	<ul style="list-style-type: none"> <li>• Representative, <i>Aimag</i> Governor's office</li> <li>• Director, <i>Aimag</i> Health Department</li> <li>• Environmental health inspector, <i>Aimag</i> Professional Inspection Agency</li> <li>• Construction inspector, <i>Aimag</i> Professional Inspection Agency</li> </ul>
Livelihood/entrepreneurship development	<ul style="list-style-type: none"> <li>• Representative, Local branch of MNCCI</li> <li>• Heads of Policy Coordination and Strategic Planning Departments of the <i>Aimag</i> Administration</li> </ul>
Policy Development	<ul style="list-style-type: none"> <li>• Heads of <i>aimag</i> government departments</li> </ul>

The APITs will be responsible for the following:

- Supervising activities at the *soums* and report to the Project Committee,
- Providing technical, financial and logistical assistance to *soum* project implementation teams to implement the activities,
- Ensure coordination and synergy amongst various Project components,
- Ensure that the most vulnerable groups are benefitting from the Project,
- Advocating for project sustainability at the *aimag* level.

At the *soum* level, Soum Project Implementation Teams (SPITs) will be established whose composition will be as stated below.

#### *Soum* Project Implementation Team

Overall coordination	Governor's Office
Information	<ul style="list-style-type: none"> <li>• Local media outlets</li> <li>• <i>Soums'</i> Senior citizen Union</li> <li>• School Principal</li> <li>• <i>Soum</i> doctor</li> <li>• Youth representatives</li> </ul>
Education	<ul style="list-style-type: none"> <li>• School Principal</li> <li>• Kindergarten Principal</li> <li>• School teachers</li> <li>• Librarian</li> <li>• Non-formal education teacher</li> <li>• Parents' representatives</li> <li>• Youths representatives</li> </ul>
Health	<ul style="list-style-type: none"> <li>• <i>Soum</i> governor</li> <li>• Head, <i>Soum</i> health facility</li> <li>• Health workers</li> <li>• Community representative</li> </ul>
Livelihood/entrepreneurship development	<ul style="list-style-type: none"> <li>• Heads of <i>soum</i> Administration and local business community</li> </ul>

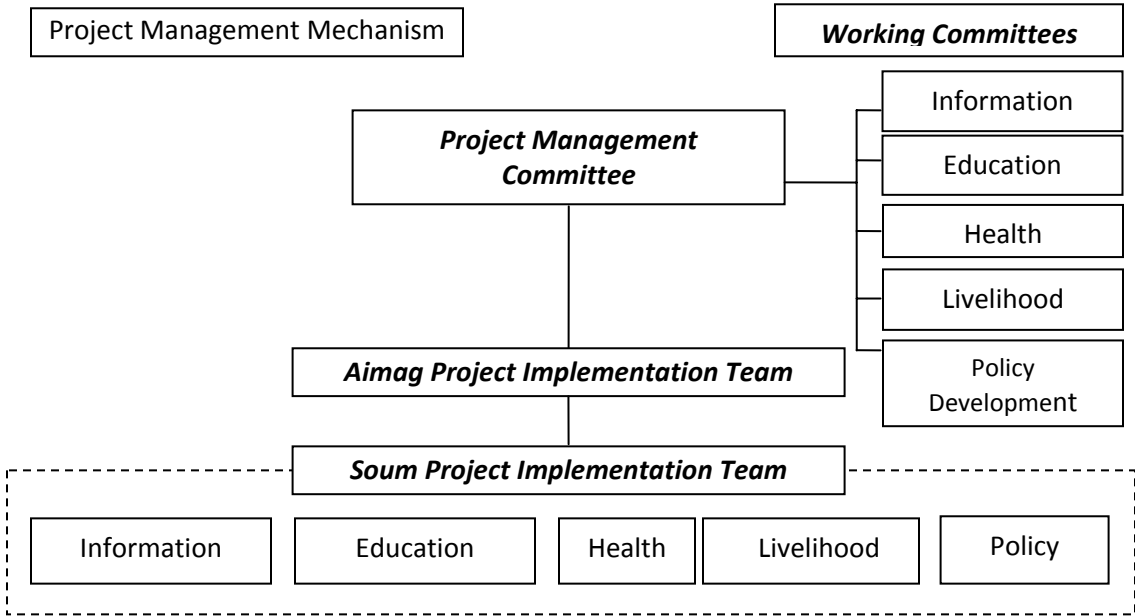
Policy Development	• Heads of <i>soum</i> Administration
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The SPITs will be responsible for the following:

- Mobilizing grass-roots participation of the community members in (1) needs assessment survey, (2) implementation of project activities, and (3) monitoring and evaluation,
- Based on the needs identified, identify the beneficiaries to reach the most vulnerable people in the community,
- Build understanding of the Project among the community members in order to ensure effective implementation and sustainability of the Project activities.

The project management mechanism is presented in the below *Diagram 2*.

Diagram 2: Project management mechanism



**Section VII: Public affairs and communications**

The Project Management Committee, assisted by the Project Coordinator, will be responsible for overall coordination of Public Affairs and Communications. Under the coordination of the Project Management Committee, each Working Committee will prepare the materials. Partner agencies with significant experiences in this area will play key roles in order to maximize the effectiveness of the information campaign.

The project message (vision, experience, achievements) will be disseminated to the target beneficiaries as well as to the key stakeholders (Government, NGOs and other CSOs, and development partners) and the general public throughout the project site through various public activities. The Project will be formally launched in Ulaanbaatar, Mongolia, inviting all stakeholders including the Donor. A Project launch will also be organized by *aimag* and *soum* Project Implementation Teams at the local level. The Project will produce information materials (e.g., brochures and CD-ROMs) introducing the UN’s multi-sectoral approach to human security in rural Mongolia. Results from monitoring and evaluation will be used for these materials. A end-of-the-Project workshop will be planned at the end of the project

implementation in order to share the lessons learned and best practices among the stakeholders.

Maximum media exposure will also be planned throughout the implementation of the project. TV, newspapers, radio, conferences and other advocacy activities will be used for this purpose. Documentary films may be produced and aired on TV to introduce the Project to the general public.

The community radio stations and other facilities built under the Project will also contribute to the dissemination of information at the grass-roots level.

### **Section VIII: Monitoring and evaluation plan**

To ensure that the Project activities are being implemented as scheduled and objectives achieved as planned, needs assessment, mid-term evaluation and final evaluation will be carried out jointly by all partner agencies, headed by the Project Management Committee. Each Working Committee, managed by the respective UN agency, will provide necessary inputs to the Project Management Committee. Working Committees will be responsible for collecting information from *aimag* and *soum* Project implementation Teams that carry out regular monitoring of the project activities.

#### Needs Assessment

A needs assessment team will be formed by the Project Management Committee at early stage of the project implementation. The members of the assessment team will be recommended by the Working Committees. The Project Management Committee will select the team leader, who will be responsible for producing the assessment report. The assessment will include: (1) literature review, (2) interviews with the national government officials and other partners (including NGOs and CSOs), (3) interviews with the *aimag* government officials, (4) site visits for interviews with the beneficiaries and other stakeholders at the local level. The needs assessment will identify the project beneficiaries in accordance with the detailed guideline prepared by the Project Management Committee. The assessment will also make changes to the Result Framework (e.g., changing performance indicators), if necessary.

#### Mid-term Evaluation

A mid-term evaluation (MTR) will be carried out after 12 months of the project implementation. The MTR is to assess the progress achieved and challenges faced in the first year of the project implementation. The information will be collected by participatory approach at the *soum*, *aimag*, and national levels, coordinated by the Working Committees. Evaluations will be made against the performance indicators agreed in the Result Framework. The Project Management Committee will produce a consolidated annual progress report and submit it to the Donor. An annual review meeting will be held attended by members of the Project Management Committee and the Working Committees. Informed by the annual progress report and the outcomes of the annual review meeting, the Project Management Committee may decide to propose adjustments to the Annual Workplan and the Result Framework in close consultation with the Donor.

#### Final Evaluation

A team of independent evaluators will be engaged for undertaking the final evaluation of the Project. A Terms of Reference (TOR) of the evaluation team will be prepared by the Lead Agency and approved by the Project Management Committee, with relevant inputs from the Working Committees. In order to build the capacity of the national professionals and/or research firms, the evaluation team will consist of the Mongolian nationals. Where appropriate experts cannot be found within the country, alternative arrangements will be made. The evaluation will use a participatory approach, focusing on intensive discussions and dialogues with the direct and indirect beneficiaries. The final outcomes of the Project will be evaluated based on the Results Framework. The evaluation will also include recommendations for the future projects and programmes.

## **Section IX: Administration and financial management**

### **a) Management structure and financing arrangements**

#### Management structure

UNESCO will act as the Lead Agency to provide overall coordination with its branch office (also called as Antenna Office) based in Ulaanbaatar, Mongolia as the field-level entity for day-to-day operation. The Antenna Office will be provided with technical backstopping from UNESCO Office Beijing. As the Lead Agency, UNESCO will be the focal point for communicating with the Donor (OCHA HSU and the Government of Japan). UNESCO will also act as a Secretariat for the PMC and will be responsible for consolidating the project reports and for submitting such reports to the Donor. The Working Committees will be responsible for coordination of day-to-day management of the project activities in the respective fields at the national level. The Working Committees will submit progress reports to the PMC bi-annually and maintain close communications with the PMC Secretariat (UNESCO).

A full time NPM based in Ulaanbaatar will coordinate all the Project components to ensure smooth implementation. The NPM will be responsible for day-to-day project operations, management and communication (TOR provided in the Annex III).

Both the PMC and the Working Committees will be established in Ulaanbaatar, Mongolia. Newly established UN Khovd Office will act as a regional hub of the project activities in the Western Mongolia and provide logistical and technical support as needed.

Prior to the project implementation, official project counterpart(s) will be identified within the Government of Mongolia. Memorandum of Understanding (MOU) will be signed between the project counterpart(s) and the participating UN agencies which will describe the modalities of cooperation, tasks to be undertaken, and conditions and terms guiding the cooperation.

#### Financial arrangement

In order to minimize the transaction cost and maximize efficiency, this Project will be funded through parallel fund management modality<sup>17</sup>.

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<sup>17</sup> Annex 7, Guideline for the United Nations Trust Fund for Human Security

Each participating agency will sign a contribution agreement with the UNTFHS. Each participating agency will be entitled to recover indirect costs in accordance with its financial regulations and rules, at a fee of 7% of the amount received.

The single installment of the funds is requested in order to ensure timely and efficient implementation.

#### Financial reporting

Financial reports will be submitted to the UN Controller from the Headquarters of the each Participating Agency as required and in accordance with the agency's policies and procedures.

Titles of the officials responsible for reporting to the UN Controller on behalf of the UN implementing organizations

Organization	Title
UNESCO	Controller / Chief Accountant
UNICEF	Controller / Chief Accountant
WHO	Controller / Chief Accountant
UNDP	Controller / Chief Accountant

#### Substantive reporting

Working Committees, led by a respective leading agency, will be responsible for preparing substantive or narrative reporting on its respective Goal. The Project Management Committee and Lead Agency will be responsible for consolidating the reports.

In conformity with the UNTFHS Guideline, annual progress reports and the final report will be submitted by the Lead Agency to the UN OCHA.

#### Workplan

A summary workplan for the entire Project is attached to this proposal (Annex VI). Annual workplan will be discussed and developed by Project Management Committee. Any changes to the workplan will be submitted, along with the annual progress report, to the HSU for its approval.

#### **Section X: Budget**

Total budget request from UNTFHS is USD 2,989,000.06. Detailed breakdown of the budget is provided in the Annex IV.