



GOVERNMENT OF MONGOLIA

ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS

FIFTH NATIONAL PROGRESS REPORT 2013

ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS



FIFTH NATIONAL PROGRESS REPORT 2013



MESSAGE FROM THE PRIME MINISTER

Mongolia is fully committed to achieving the Millennium Development Goals which Mongolia endorsed along with 188 other nations in 2001. The Government of Mongolia presents the Fifth National Progress Report of Achieving the Millennium Development Goals.

In order to achieve the MDGs, the Government of Mongolia has been taking many actions and is implementing necessary policies towards reducing poverty, increasing employment, encouraging high quality education, reducing regional inequality between the capital city and the countryside, and protecting the environment. One of the priorities of this Government is to ensure that Mongolians are employed and have decent income. Therefore, the Government is implementing “A Mongolian with a job and income” program which will also help achieve the MDGs.

Mongolia has already achieved a number of MDG targets such as reducing child mortality, improving maternal health, and limiting the spread of HIV/AIDS.

However, Mongolia still faces many challenges in achieving the other MDGs. The Government needs to make more efforts to meet the targets of the MDGs that are lagging behind. For instance, it is important to create mechanisms for strengthening the coordination and partnership of different sectors and stakeholders to eradicate poverty and adapt to climate change.

The active participation of citizens is vital to the government’s policy and decision making process. To involve citizens in this process, we need to advance our citizens’ education and deliver information more effectively and efficiently. The government’s initiative to respect citizens and listen to their concerns and complaints has been realized through establishing government service centers and one stop shops in the capital city and all provinces. This initiative has enabled citizens to receive government services faster and more easily.

Mongolia is one of the few countries to set a 9th Millennium Development Goal to “Strengthen Human Rights and Foster Democratic Governance” and it reflects the government’s commitment to improving governance for achieving the MDG targets. We need to evaluate the outcomes of what has been done in strengthening human rights and fostering democracy and move forward to reach the goal in time.

In the two years ahead, until 2015, this Government will accelerate its progress and implement effective policies to achieve MDGs, especially to reduce poverty.

In achieving MDGs, not only the role of the government but also the participation and partnership of citizens, private sector, civil society organizations, and UN agencies is crucial. Let’s all actively join together and work hard towards developing Mongolia and achieving the MDGs by 2015.



ALTANKHUYAG NOROV
PRIME MINISTER OF MONGOLIA



FOREWORD

At the onset of the 21st Century, world leaders met under the initiative of the United Nations to endorse the Millennium Development Goals (MDGs) which represent an unprecedented consensus on international development. World leaders committed their nations to a set of global goals across a range of development priorities to be achieved by 2015. These include eradicating extreme hunger and poverty, reducing maternal and child mortality, combating contagious diseases, extending primary education to all children, ensuring gender equality, protecting the environment, and fostering international trade and cooperation. Mongolia actively supported the UN initiative and signed the Millennium Declaration in 2000.

The MDGs have been approved by the State Great Khural of Mongolia and the targets and indicators were adapted to make them relevant to the national context. Mongolia has also gone a step forward by becoming one of the few countries that have added a ninth MDG. Recognizing the crucial importance of good governance structures to socio-economic development and environmental sustainability, Mongolia adopted the 9th MDG in 2005 that aims to 'Strengthen human rights and foster democratic governance.'

Actions are being taken to reach the Goals and achievements are monitored and reported to the Parliament bi-annually. The Government of Mongolia monitors progress on the MDGs and prepares a Progress Report on their achievement every two years. So far Mongolia has produced four MDG Progress Reports.

I am happy to share the fifth MDG Progress Report which has undertaken an objective assessment of progress on the MDGs. The 5th Report identifies key success factors and implementation bottlenecks and provides recommendations to accelerate progress. A distinctive feature of this report is that it undertook a number of field visits and conducted a qualitative survey to get a ground-level understanding of the challenges in achieving the MDG targets.

As the report shows, Mongolia's experience in achieving the MDGs has been mixed. The targets of reducing under-five child mortality, reversing the spread and prevention of HIV/AIDS, and developing new information communication technologies and building an 'information society' have already been achieved. Mongolia is on-track to achieve the targets of cutting malnutrition, ensuring gender equality in wage employment, providing universal access to reproductive health services, and reducing the proportion of people without access to safe drinking water and basic sanitation.

However, the targets of reducing poverty by half, increasing employment, getting all children primary education, reversing the spread of tuberculosis, protecting the environment require additional effort.

In recent years, Mongolia has gained much attention from the world due to its accomplishment in maintaining high economic growth rate, developing the mining sector and fostering democracy. In addition to implementing major mining projects, we accelerated the economic growth rate through the completion of big infrastructure projects and advancing the construction sector.

The challenge now is to ensure that all the Mongolian people benefit from economic growth and achieve the MDG targets that have shown slow progress. In order to continuously reduce poverty, we have formulated strategies to spread the benefits of economic growth more widely, as well as certain goals have been set to protect the environment and ensure environmentally-sustainable development.

I would like to acknowledge the partnership among the government, private sector, civil society organizations, and the citizens in achieving MDGs.

My sincere gratitude goes to the UNDP Office in Mongolia and my best wishes for our future cooperation. I would like to thank the representatives of the ministries, government agencies, public organizations, UN agencies, NGOs and researchers who participated actively in preparing this report.



BATBAYAR NYAMJAV
MINISTER FOR ECONOMIC DEVELOPMENT

PREPARATION TEAM

Lead Authors

Batmunkh Batsukh	Dr. PhD., Consultant, Head of the Statistics Faculty, SES, NUM
Gereltuya Altankhuyag	PhD., Consultant, Freelance Researcher
Idshinrenjin Osorgarov	Senior Officer, Integrated Planning Division, MED

Ministry of Economic Development (MED)

Batkhurel Galsandorj	Deputy Director, Department of Development Policy, Strategic Planning and Coordination, MED
Oyuntsetseg Khorloo,	Senior Officer, Integrated Planning Division, MED

Editors

Jargalsaikhan Jamba	Freelance Researcher
Saurabh Sinha	Senior Economist, UNDP

Background Paper Writers

Khashchuluun Chuluundorj	PhD., NUM, Mongolia
Munkhtseren Sharav	PhD., Executive Director, Human Development Training and Research Center

Coordination and Support Team

Darinchuluun Bazarvaani	Project Manager
Saran Samdantsoodol	Temporary Coordinator
Purevsuren Gombojav	Event Coordinator
Delgermaa Ganburged	Administration and Finance Officer
Mihi Joshi	Editorial Assistant (Temporary)

UNDP Programme Support

Doljinsuren Jambal	Programme Manager, Human Development and MDGs
Tsetsegee Puntsag	Programme Officer

Translators

Tugsdelger Sovd
Ariunaa Dashtseren
Khishigjargal Kharkhuu

Photos

Munkhiin useg LLC, Dual Zet Studio, Admon Printing,

Layout and Design

Munkhiin Useg Co.,Ltd

ACKNOWLEDGEMENT

Millennium Development Goals Fifth National Progress Report is prepared with the tremendous help and support from many individuals and organizations. The Preparation team expresses its special gratitude to the Steering Committee and members of the Technical Task Force whose comments and hard work were invaluable part of this Report; participants who attended many consultative meetings organized in 2013 and all the people who contributed to writing this Report.

The Steering Committee and the Technical Task Force

The Steering Committee and the Technical Task Force comprising the senior personnel and experts of the ministries and agencies was formed to consult on and direct the preparation of the Report and supply sectoral data and reports.

Steering Committee: G.Batkhurel, MED (Chair); A.Amarbal, NSO; D.Delgersaikhan, Bank of Mongolia; B.Gaadulam, Financial Regulatory Commission; G.Zojargal, National Human Rights Commission; D.Dulamsuren, Independent Authority Against Corruption; H.Oyuntsetseg, Cabinet Office of Government; T.Bulgan, MEGD; G.Ganbold, MOFA; T.Dorjkhand, Ministry of Finance; N.Myagmar, Ministry of Justice; R.Erdenetsetseg, MCUD; B.Nasanbayar, MESS; D.Uuganbayar, Ministry of Labor; J.Dolgormaa, P.Tovuudorj, Ministry of Energy; Ts.Tsolmongerel, Ministry of Health; E.Zolbayar, Information, Communications Technology and Post Authority; M.Bolormaa, National Committee of Gender; R.Myagmar, National Committee on Reducing Air Pollution.

Technical Task Force: N.Bolorchimeg, NSO; Z.Unurjargal, NHRC; B.Bayarsaikhan, Independent Authority Against Corruption; O.Idshinrenjin, MED; Kh.Khishigjargal, MEGD; S.Enkhmaa, National Agency of Meteorology and Environmental Monitoring; B.Tsendsuren, Climate Change Department, National Agency of Meteorology and Environmental Monitoring; B.Otgonsuren, MEGD; S.Dashdavaa, MEGD; D.Unurjargal, MEGD; D.Tumurtulga, MEGD; N.Munkh-Erdene, Ministry of Finance; G.Bayarmaa, Ministry of Justice; O.Enkhtuya, E.Purevjav, MCUD; J.Myagmar, MESS; S.Dorjdagva, MRT; Kh.Zoljargal, MIA, Ch.Erdenechimeg, Ministry of Labor; N.Bayarmaa, MPDS; B.Altantungalag, Ministry of Energy; G.Soyolgerel, Ministry of Health; D.Tsetseg, Information, Communications Technology and Post Authority; E.Irmuunjargal, National Committee of Gender; G.Battuvshin, National Committee on Reducing Air Pollution.

Consultative meetings

The Working Group would like to thank National Statistics Office, Non-governmental organizations and UN Agencies (UNDP, UNICEF, UNFPA, USAIDS, ILO, WHO) that took active participation in the consultative meetings and provided valuable comments and advice. The consultative meetings were fundamental to reach consensus on the data source for the Report on Achieving the Millennium Development Goals.

Participants of the Consultative Meetings in 2013:

N.Batnasan, UNICEF; Bishnu Pokharel, UNICEF; L.Barhas, UNDP; Ts.Davaadulam, UNDP; B.Altanzagas, WHO; R.Otgonchimeg, MCUD; N.Gerlee, MCUD; Erdenetsetseg, MCUD; E.Purevjav, MCUD; A.Amarbal, NSO; N.Bolorchimeg, NSO; B.Tsendsuren, MEGD; Tegshjargal, MEGD; D.Dagvadorj, MEGD, A.Oyunsuvd, MEGD; B.Otgontugs, MEGD, Kh.Khishigjargal, MEGD; G.Otgonsuren, MEGD; E.Erdenkhuu, MEGD; A.Enkhmaa, MEGD; A.Serchmaa, NWC; Kh.Galimek, Air Quality Department of the Capital City, G.Chimeg, UNDP; O.Odshinrenjin,

MED; S.Sanjav, MED; B.Munkhjargal, MED; L.Undes, MED; Baljinnyam, MED; O.Baigalmaa, MED; R.Baasanjav, MED; G.Bathurel, MED; L.Bolormaa, MED; J.Doljinsuren, UNDP; G.Otgonbayar, Ch.Khashchuluun, NUM; Sh.Munkhtseren, HDTRC, D.Batkishig, UNDP; D.Altanchimeg, UNAID; D.Bolorchimeg, UNICEF; D.Kurelmaa, UNICEF; N.Enkhnasan, UNICEF; U.Mandal, UNICEF; G.Urangoo, NSC; B.Tsogzolmaa, WHO; D.Nyamkhorol, WHO; S.Tugsdolgor, Ministry of Health; S.Tuvshinjargal, MED; Saurabh Sinha, UNDP; J.Narantuya, WHO.

Organizations providing data and research materials:

National Statistics Office, Bank of Mongolia, Financial Regulatory Commission, National Human Rights Commission, Independent Authority Against Corruption, Ministries, Information, Communications Technology and Post Authority, National Committee of Gender, National Committee on Reducing Air Pollution, Ulaanbaatar City Government and Provincial Governments

Participants in the qualitative survey:

E. Tsogbayar, Ministry of Economic Development; L. Ichinnorov, Ministry of Economic Development; Officers of Provincial and soum governments, officers of Citizens Representative Council, Citizen representatives of: Khujirt soum, Uvurkhangai aimag; Khotont soum, Tsenkher soum, Erdenebulgan soum, Ikh Tamir soum, Tariat soum, Arkhangai aimag; Jargalant soum, Shine Ider soum, Murun soum, Alag-Erdene soum, Khatgal soum, Khuvsgul aimag; Bulgan soum and Khutag- Undur soum, Bulgan aimag.

We thank the Ministry of Economic Development experts and specialists for their cooperation. We also express our sincere gratitude to the UNDP Country Office for its continuous support in publishing this Report.

PREPARATION TEAM

TABLE OF CONTENTS

Abbreviations	12
Figures, Tables, Map	13
SECTION ONE. Introduction	17
MDGs overview	18
Report production and consultation processes	20
Data collection methods and sources	21
SECTION TWO	
CURRENT SITUATION ECONOMIC AND SOCIAL DEVELOPMENT	23
Economic growth and structure	24
Social development indicators	26
Progress and achievements: Positive conditions for implementation of MDGs	26
MDG Implementation constraints and challenges	26
SECTION THREE. Progress on MDGs in Mongolia (Goal-by-Goal)	28
REDUCE POVERTY AND HUNGER (MDG1)	29
ACHIEVE UNIVERSAL PRIMARY EDUCATION (MDG2)	59
PROMOTE GENDER EQUALITY AND EMPOWER WOMEN (MDG3)	69
REDUCE CHILD MORTALITY (MDG4)	79
IMPROVE MATERNAL HEALTH (MDG5)	87
COMBAT STIs/HIV/AIDS AND TUBERCULOSIS, REVERSE OTHER DISEASES (MDG6)	95
ENSURE ENVIRONMENTAL (MDG7)	107
DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT (MDG8)	123
SECTION FOUR. Governance and Human Rights in Mongolia (MDG 9)	135
STRENGTHEN HUMAN RIGHTS AND FOSTER DEMOCRATIC GOVERNANCE (MDG9)	136
SECTION FIVE. General summary and recommendations	157
The unfinished agenda of the MDGs: Looking towards post-2015	158
Recommendations	159
ANNEX 1	
DATA ON MDGs PROGRESS IN MONGOLIA: LOOKING TOWARDS POST-2015	164
RECOMMENDATIONS	
ANNEX 2	
MDG MAPPING: AIMAG LEVEL RESULTS	167
Reference list	

ABBREVIATIONS

ADB	Asian Development Bank	MES	Ministry of Education and Science
ANC	Antenatal Clinic	MICS	Multiple Indicator Cluster Survey
CDM	Clean Development Mechanism	MMR	Maternal Mortality Rate
CNDS	Comprehensive National Development Strategy	MMRS	Maternal Mortality Reduction Strategy
CRC	Convention on the Rights of the Child	MoH	Ministry of Health
CSO	Civil Society Organization	MSM	Men Who Have Sex with Men
DOTS	Directly Observed Treatment - Short course	MSWL	Ministry of Social Welfare and Labor
EBRD	European Bank of Reconstruction and Development	NAPCC	National Action Program on Climate Change
EmOC	Emergency Obstetric Care	NCA	National Committee on AIDS
GDP	Gross Domestic Product	NCCD	National Center for Communicable Diseases
GHG	Greenhouse Gases	NGO	Non-Governmental Organization
GNI	Gross National Income	NHRC	National Human Rights Commission
HDI	Human Development Index	NSC	National Statistical Committee
HDR	Human Development Report	NSO	National Statistical Office
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome	ODA	Official Development Assistance
HSES	Household Socio-Economic Survey	OECD	Organization for Economic Cooperation and Development
IAAC	Independent Authority Against Corruption, Mongolia	PPP	Public Private Partnerships
ICT	Information and Communication Technology	RHS	Reproductive Health Survey
IFAD	International Fund for Agricultural Development	SME	Small and Medium Enterprises
IFI	International Financial Institution	STI	Sexually Transmitted Infection
ILDF	Integrated Local Development Fund	TB	Tuberculosis
IMR	Infant Mortality Rate	TFR	Total Fertility Rates
IPCC	Intergovernmental Panel on Climate Change	UNCTAD	United Nations Conference on Trade and Development
IRIM	Independent Research Institute Mongolia	UNECE	United Nations Economic Commission for Europe
JCM	Joint Crediting Mechanism	UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
LFPR	Labour Force Participation Rate	UNFCC	United Nations Framework Convention on Climate Change
LFS	Labour Force Survey	UNFPA	United Nations Population Fund
LGBT	Lesbian, Gay, Bisexual and Transgender	UNHRC	United Nations Human Rights Council
LSMS	Living Standards Measurement Survey	UNICEF	United Nations Children's Fund
MDG	Millennium Development Goal	UN	United Nations
MDGR	Millennium Development Goal Report	VCT	Voluntary Counseling and Testing
MDR-TB	Multi Drug-Resistant Tuberculosis	WB	World Bank
MED	Ministry of Economic Development	WHO	World Health Organization
MEGD	Ministry of Environment and Green Development	WTO	World Trade Organization
		WWF	World Wildlife Fund
		XDR-TB	Extensively Drug-Resistant Tuberculosis

FIGURES, TABLES, MAP

- Figure 2.1: Per capita Gross National Income, by income categories of the country, 2010, US\$
- Figure 2.2: Real growth rate of per capita GDP, Mongolia, at constant price of 2005, (2000=100)
- Figure 2.3: GDP structure, Mongolia, by percentage, 2012
- Figure 3.1.1: Poverty headcount and gap (%)
- Figure 3.1.2: GDP per capita* and poverty headcount, 1995-2012
- Figure 3.1.3: Growth rate of GDP per capita* and poverty headcount (%)
- Figure 3.1.4: Cumulative proportion of the number of herders' households and their number of live-stock, 2012
- Figure 3.1.5: Nutrition indicators for children aged below age five (%)
- Figure 3.1.6: Percentage of malnourished children aged below age 5, by age structure
- Figure 3.1.7: Percentage of undernourished children aged below age 5, by aimags and capital city
- Figure 3.1.8: Percentage of malnourished children aged below age 5, by age structure
- Figure 3.1.9: Labour force participation rate and unemployment rate of 15-24 year-olds, (%)..
- Figure 3.2.1: Net enrolment ratio, national average, (%)
- Figure 3.2.2: Net enrolment ratio by region, (%)
- Figure 3.2.3: Net enrolment ratio in primary education by aimags and capital city in 2012, (%)
- Figure 3.2.4: The proportion of pupils who started grade 1 and reached grade 5, (%)
- Figure 3.2.5: The proportion of pupils starting grade 1 who reach grade 5, (%)
- Figure 3.2.6: The proportion of pupils starting grade 1 who reach grade 5 by aimags and capital city in 2012, (%)
- Figure 3.2.7: Literacy rate of 15-24 year-olds by aimags and capital city in 2012, (%)
- Figure 3.2.8: Proportion of school dropouts of children aged 6-15 in the total number of children of the same age in 2010, (%)
- Figure 3.3.1: Ratio of girls to boys in primary education, (%)
- Figure 3.3.2: Ratio of girls to boys in secondary education, its trend
- Figure 3.3.3: Ratio of girls to boys in tertiary school, (%)
- Figure 3.3.4: The Proportion of Females Among Employees in Non-Agricultural Wage Employment, (%)
- Figure 3.3.5: The proportion of women employees in the total number of employees that engage in non-agricultural sector, by aimag and capital city in 2010, (%)
- Figure 3.3.6: The proportion of female candidates to be elected in the State Great Khural, (%)
- Figure 3.4.1: Under-five and infant mortality rate (per 1,000 live births)
- Figure 3.4.2: Decrease in IMR in 2012 as compared to 1990, by aimags, (% point)
- Figure 3.4.3: Under five and infant mortality rate, per 1,000 live births, by aimags, in 2012
- Figure 3.5.1: MMR (per 100,000 live births) and proportion of births attended by skilled personnel (%)
- Figure 3.5.2: Decrease (-) and increase (+) in MMR in 2012 as compared to 1990, by aimags, (% point)
- Figure 3.6.1: Number of newly infected persons with HIV and their cumulative number (persons)
- Figure 3.6.2: HIV prevalence among 15-24 year-olds (%)
- Figure 3.6.3: HIV prevalence among pregnant woman (%)
- Figure 3.6.4: Prevalence of TB (per 100,000 population) and proportion of TBs diagnosed and treated under DOTS (%)
- Figure 3.6.5: Incidence of tuberculosis (per 100,000 population) 104

- Figure 3.6.6: Increase (+) and decline (-) in incidence of TBs in 2012 as compared to 1990, by aimags, (% point)
- Figure 3.7.1: Proportion of population without access to safe drinking water sources, by aimag and capital city, 2010, (%)
- Figure 3.7.2: Proportion of population living in houses and apartments with connections to engineering service networks, by aimag and capital city, 2010, (%)
- Figure 3.8.1: Mongolia's Official Development Assistance amount, by types, US\$ million
- Figure 3.8.2: Volume of Rail Transit Freight, thousand ton
- Figure 3.8.3: Government debt outstanding, by financing institutions and types of loans, %
- Figure 4.1: Mongolia's Human Development Index
- Figure 4.2: Quartiles of Human Development Index, 2012
- Figure 4.3: Mongolia's Human Development Index
- Figure 4.4: Percentage of judicial decisions enforced
- Figure 4.5: Number of attorneys that provide services to poor citizens
- Figure 4.6: Number of state organizations that regularly present reports of their budgets and expenditures on their websites 150
- Figure 4.7: Mongolia's Corruption Index and its structure, index

Tables

- Table 3.1.1: Poverty headcount by urban and rural areas, (%)
- Table 3.1.2: Share of poorest quintile in total consumption, (%)
- Table 3.1.3: Employment statistics at the end of the year, thousand persons
- Table 3.1.4: Poverty and unemployment rates, 2009-2012
- Table 3.2.1: Net enrolment ratio in primary education, by region, sex in 2010, (%)
- Table 3.2.2: Literacy rate of 15-24 year-olds, (%)
- Table 3.3.1: Ratio of girls to boys in primary education by region, urban and rural areas in 2010, (%)
- Table 3.3.2: Gender ratio at the educational sector, (%)
- Table 3.3.3: Ration of female employees in total employed, %
- Table 3.3.4: Proportion of women in leadership positions within the government, (%)
- Table 3.6.1: Aimags with highest tuberculosis incidence, 2012
- Table 3.7.1: Percentage of forest areas, by country average (%)
- Table 3.7.2: Investment in reforestation activities countrywide
- Table 3.7.3: Percentage of areas under special protection, (%)
- Table 3.7.4: CO2 Emissions from Fuel Combustion Activities (At National Level)
- Table 3.7.5: Air pollution indicators of Ulaanbaatar
- Table 3.7.6: Percentage of Protected Headwater for River Formation
- Table 3.7.7: Proportion of Population without Access to Safe Drinking Water Sources, (%)
- Table 3.7.8: Proportion of population without access to improved sanitation facilities
- Table 3.7.9: Proportion of population living in houses and apartments with connections to engineering service networks, (%)
- Table 3.8.1: Structure of Exports, %
- Table 3.8.2: Official Development Assistance, % to GDP
- Table 3.8.3: Share of ODA in National Income and Transit Freight in Total Rail Transportation, %
- Table 3.8.4: Credit Rating of Mongolia, (%)
- Table 3.8.5: Government debt main ratios
- Table 3.8.6: Indicators of External Debt Sustainability

Table 3.8.7: Communication services and information technology indicators

Table 4.1: Expert evaluation of conformity of Mongolian laws and regulations to international human rights treaties and conventions, by type of convention

Table 4.2: Public perception of political, economic and financial independence of public media

Table 4.3: Public perception of media organizations

Table 4.4: Public perception of state organizations' activities

Table 4.5: Corruption Scope

Table 4.6: Forms of corruption, index

Table 4.7: Corruption Index, by sectors

Table 4.8: Corruption Index by aimag, capital city

Table 4.9: Corruption Risk Index, by Institutions

Table 4.10: Major Factors Associated with Corruption within Justice Organizations

Table 4.11: Perception on Corruption within Public Administration and Service Organizations

INTRODUCTION

MILLENNIUM DEVELOPMENT GOALS

OVERVIEW

The 21st century brought with it new hopes, opportunities and aspirations. The Millennium Declaration, endorsed by 189 governments at the United Nations General Assembly in September 2000, reflected those aspirations. World leaders made an unprecedented commitment to work together to ensure a more peaceful, prosperous and just world. The Millennium Development Goals advance a global vision to improve the human condition and strengthen efforts to reduce poverty, enhance human rights and democracy, and promote protection of the environment.

Despite being global goals, the MDGs were adapted by countries and aligned with their national priorities to local realization. Mongolia is one of the few countries to have a 9th MDG on 'Strengthening Human Rights and Fostering Democratic Governance' that emphasizes democratic governance and human rights as necessary conditions for the achievement of all the MDGs. The targets were revised in 2008 and there are a total of 24 targets with 67 indicators for the nine MDGs.

MDGs are strongly embedded at the policy level in Mongolia. The Parliament adopted the MDGs as development benchmarks in 2005 and then as the framework for the MDG-Based Comprehensive National Development Strategy (CNDS) of 2008-21. The first phase included aligning the country's development objectives with the MDG targets. As part of the implementation process of the MDGs and CNDS, the government has launched a number of initiatives to enhance strategic and economic planning and their coordination and management. The government established an independent agency responsible for economic development planning and introduced several changes in financing and budgeting systems. After adopting the CNDS in 2009, the government established a specialized agency – the National Development and Innovation Committee – responsible for development planning. In 2012, the responsibilities and duties of the committee were extended and the agency was upgraded into the Ministry of Economic Development (MED).

The MDGs have become an effective tool to enhance capacities in areas of policy formulation in Mongolia, as well as improve their implementation and monitoring systems. Progress on the realization of national MDGs depends greatly on their implementation at the local level. Thus it was important to localize MDGs with specific features of particular regions. During the MDG localization process, training programs on preparing medium-term plans and aligning local priorities with the MDGs were organized for local policy-makers. Currently, all aimags and Ulaanbaatar have identified local MDG targets and put in place implementation and monitoring mechanisms.

Monitoring Progress on MDGs

The Ministry of Economic Development is responsible for monitoring progress on the MDGs. To support regular monitoring, the MED web-based database was introduced in 2007-08. This database was created using DevInfo 5.0 new version software, and routine statistics from the national and regional offices were incorporated into this system. This was a significant milestone in the MDG implementation efforts, as the system facilitates various users to retrieve data on specific subjects (such as poverty reduction). At the same time, the system serves as a powerful tool to build awareness and knowledge on monitoring and evaluation processes among data users.

The National Statistical Office (NSO) of Mongolia has coordinated its data systems with global data, which allows comparison of country-specific indicators with international standards and the UN-adopted MDG indicators system. In 2009, the Manual on methodology for estimating the MDG Monitoring Indicators was developed. Poverty Mapping for the first time was drawn based on poverty benchmarks from the Population and Housing Census of 2000 and the Living Standards Measurement Survey of 2002-03. The maps were updated in 2011-12 based on findings from the Population and Housing Census of 2010 and the Household Socio-Economic Survey of 2011. Thus

the MDG-consistent data can be collected at the lower administrative units and used to formulate policies and prepare plans for achieving the MDGs.

The government passed a nationwide program to introduce the national integrated network for civil registration and convert the paper-based system into a computerized system at the State Centre for Civil Registration and Information. In addition, the project aided in connecting the basic vital data with the census and household registers, addresses, and built capacity of civil servants. Earlier, upgrading the communication and verification of vital data generated at the aimag units took one month on average; now the system performs this task within 5 – 10 minutes. Moving the population's basic information and addresses to the computerized database creates more livelihood-improving opportunities for the population. This is particularly true for the vulnerable and poor segments of the population, especially in terms of finding jobs.

Another significant advancement in the implementation of the MDGs was the institutionalization of the MDG-consistent macroeconomic model at the policy-making agency. The macroeconomic model Threshold-21 (T21) was introduced in December of 2012. This model is a dynamic macroeconomic projection tool that intends to develop long-term integrated plans. A special unit in charge of the modeling was established at the Ministry of Economic Development. In the future, the model will not just be applied at the national level, but also integrate the projections at sectoral and local levels into the national simulation scenarios.

The Law on Concessions formalizes effective means of financing the country's development process and was adopted in 2010. The medium-term development documents were upgraded to mid-term investment planning and the Development Bank of Mongolia was established in 2011. The Bank's main objective is to finance long-term strategic development projects. Additionally, the government issued the Chinggis bond in the

international market. In December of 2012, the first financing of USD 1.5 billion was flown into the country and the medium-term investment program for Mongolia for 2014-18 was developed.

Support by Development Partners

The MDGs have had a significant impact on maintaining dialogue about development issues in the international arena. International agencies have allocated a substantial amount of resources and efforts towards achieving the MDGs, while monitoring and reporting progress on a regular basis. The development partners included Mongolia-specific MDGs and their benchmarks during discussions and agreed on objectives, outcomes and areas of collaboration. They have extended financial and technical assistance to achieve a number of the MDGs.

Major international organizations that specialize in a single target or a set of the MDG targets pay increased attention to achieving the MDGs. The Global Fund with a mandate to fight HIV/AIDS primarily focuses its assistance and resources on MDGs 4, 5 and 6. A series of initiatives and activities were mandated as the "millennium" efforts and their progress reports were prepared and discussed at the UN special sessions.

International financial institutions (IFIs) such as the World Bank and the International Monetary Fund have produced their own assessments and presented at various occasions, including "G8 Summits". UNDP mobilizes the UN effort and supports the government in the preparation of MDG progress reports. So far Mongolia has produced four progress reports in 2004, 2007, 2009 and 2011.

As the fifth progress report demonstrates, Mongolia has undertaken significant steps in accelerating progress on the MDGs. However, it also documents that the government still faces challenges in achieving the MDGs and enhancing human development for all people.

REPORT PREPARATION AND CONSULTATION PROCESSES

Primary data and information required for MDG analysis were collected from sectoral ministries. In order to eliminate discrepancies in data collected from different sources, namely administrative records and official statistics, a series of consultations were conducted among the representatives from government agencies, civil society and international institutions. These consultations, particularly the tripartite technical consultations initiated by the MED in the first quarter of 2013, played an important role in revealing methodological inconsistencies and reasons for frequent changes of methodology. They also contributed to concluding long-lasting debates among experts and agreeing on ways forward.

The primary aim of the consultations was to discuss the quality and accuracy of MDG monitoring data and information and the reasons for different sources and frequent changes in applied methodologies. The main outcome was reaching a common understanding and eliminating discrepancies in the interpretation of MDG monitoring indicators. Indicators included methodology, historical series and future trends in MDGs areas such as poverty, employment, infant and maternal health, nutrition, forest area, air pollution, democracy and democratic governance.

The national forum on “MDG Acceleration Framework for 2015” was organized in March 2013. It assessed the current status of MDG achievements at the national level and identified pragmatic solutions to speed up progress on any lagging MDGs. The forum reiterated findings from previous technical consultations on indicators and MDG status preliminary assessments. It was a useful platform that engaged the ministries and other stakeholders involved in the MDG

implementation and reoriented their efforts and focus.

The Technical Task Force comprised of experts from various ministries and agencies was established. The Task Force’s main objective is to prepare the MDG Implementation Fifth National Report. The UNDP Country Office provides technical assistance and collaborates with national experts in areas of statistics and report writing.

A series of sectoral consultations was organized to review drafts of the report and case studies on lagging MDGs were commissioned. The consultations involved representatives from government, non-governmental organizations and international institutions. Feedback from senior personnel of the ministries and agencies enhanced the quality of the reports.

A key feature of the Report is that a number of field visits, covering both prosperous and poor soums, were undertaken by the team preparing the report to get a ground-level understanding of the challenges in achieving the MDGs. A sample qualitative survey was conducted in 12 soums of 4 aimags in Khangai region with the highest rates of poverty. These local-level perspectives helped complement the aggregate data analysis and provide an improved understanding of the bottlenecks in programme implementation. Lagging MDGs such as poverty and environmental protection were identified and qualitative surveys were conducted in Uvurkhangai, Arkhangai, Khuvsgul, Bulgan aimags and Songinokhiarkhan and Nalaikh districts in the capital city. The major findings of these studies are included in this report and demonstrate the commitment to passing a national perspective on MDG progress.

DATA COLLECTION METHODS AND SOURCES

Report conclusions were drawn from contextual analysis that used data compiled by various research institutions, non-governmental organizations, and development experts and presented in publications and policy documents prepared by government and international agencies. The country's poverty profile and multidimensional poverty overview was developed using assorted reports and publications such as the Living Standards Measurement Survey (LSMS) of 2002–2003, the Household Socio-Economic Survey of 2011, Poverty Mapping (2009/2011), Agricultural and Livestock censuses.

The qualitative surveys are administered among the population and households. Filling out the pre-designed questionnaires or conducting focus group discussions among the targeted groups provides the data. The focus groups discussions were designed on specific subjects, but different representatives were selected from the community in order to improve the quality of the report. The moderator plays an important role in leading the discussions. Household members fill out the questionnaires.

Functional responsibilities of the relevant ministries and other government agencies include collecting the MDG monitoring data and compiling it in a consistent and regular manner. The sectoral ministries measure the development goals in different dimensions, such as outputs, outcomes, and impact. The MDGs focus particularly on impact-oriented results. Currently the MDGs achievement monitoring, analysis and reporting are assigned to the NSO and MED and the sources of data used for this report include official statistics from national statistical authorities, administrative records of the ministries, the MDG-related database and other analytical studies.

Despite the creation of the Poverty and MDG Monitoring and Assessment National System at the NSO there are challenges in data collection that are mainly associated with discrepancies in the application of statistical methodologies. It is obvious that due to the application of differing methodologies, definitions and interpretation of statistics it is difficult to reach a definite conclusion regarding the MDG achievements. Thus in many cases the conclusions are drawn from generic

or proximate interpretations. However, due to extensive efforts to enhance data quality, the findings included in this report are quite reliable and close to the reality.

In the future there is a need to improve the performance of the comprehensive MDG monitoring system, including data collection, recording, and analysis. This system enables not only fill out data gaps and eliminate their discrepancies, but also accurately measures the progress towards the MDG targets. Improving the system would help enhance data collection and reporting, as well as contribute to monitoring and evaluation of the implementation of the MDG-based National Development Comprehensive Strategy, sectoral policies and strategies.

Assessment of Progress

The fifth MDG Progress Report 2013 assesses the progress made against the specific indicators and targets of the MDGs, the status of the current policy environment, as well as the challenges to overcome in order for Mongolia to achieve the MDGs by 2015. It demonstrates the commitment of the Government to meeting the targets and improving the welfare of its people.

The Report undertakes an objective analysis of trends and inequalities, including differences in rates of change, and the geographic variations in progress; reviews lagging and off-track indicators; and identifies key implementation bottlenecks constraining progress, their prevalence across sectors and goals, and provides indications on what the government is doing to address them.

Assessment of progress has been classified into four categories. One-third of the targets (8 out of 24) are either on-track or have been fully achieved. Seven more can be achieved by 2015 with some additional effort. Nine targets across six MDGs are difficult to achieve because of data or measurement issues.

The findings of the report need to be understood in a context that recognises that factors external to Mongolia will also have an impact on the pace with which the MDGs are achieved, notwithstanding the very committed efforts made to attain them.

Mongolia is situated in Central Asia, between the Russian Federation and China. Mongolia is the 19th largest country in the world, covering 1.5 million square kilometers, divided into 21 *aimags* (provinces) and the capital city. At the end of 2012 Mongolia had a population of 2.9 million, of which around 67 percent resided in urban areas. A total of 1.2 million people lived in Ulaanbaatar, the capital city.

ECONOMIC GROWTH AND STRUCTURE

Mongolia has witnessed significant economic progress in recent years. GDP growth averaged nearly 9 percent annually in 2004-08 largely on the back of high copper prices and new gold production. Recovering quickly from the global financial crisis in 2008-09, the economy recorded double-digit growth in 2011 and 2012. During 2000-12, GDP (at a constant price of 2005) increased by 2.4 times (Figure 2.1).

Figure 2.1: Real growth rate of GDP, Mongolia, at constant price of 2005, (2000=100)

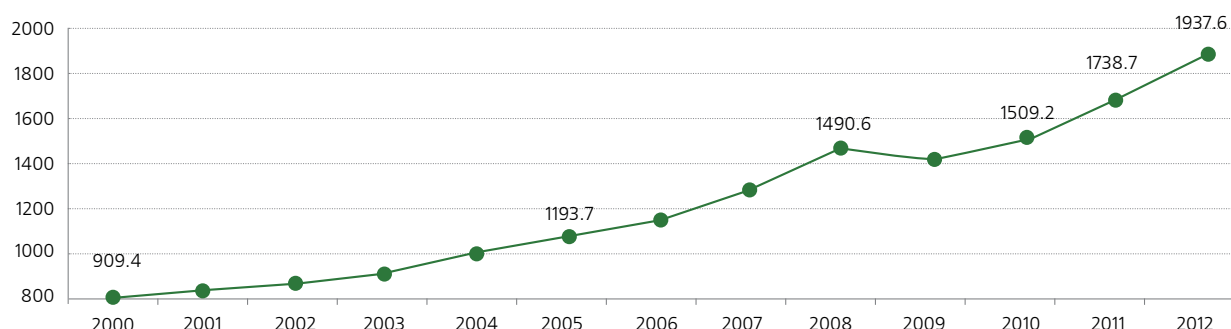


Source: Author's estimation based on data of NSC

Between 2000 and 2012 the per capita economic growth of Mongolia calculated based on GDP criteria has increased by 2.1 times or grown annually by 6.5 percent (Figure 2.2). Moreover, this growth has intensified in recent years. In 2000-05 it increased by 31.3 percent with 5.6 percent annual rise. At the same time, Gross National Income (GNI) per capita increased from USD 1,300 in 2006 to about USD 3,035 by the end of 2012, and Mongolia is now classified as a lower-middle income country.¹

'The Global Competitiveness Report, 2011-12' issued by the World Economic Forum states that according to the level of economic and social development, Mongolia is moving from the first stage of development, which is based on production factor development, to the second stage, which is based on efficiency. Since 2008, Mongolia has fallen under the category of countries with low-middle income based on GNI. Before 2008, Mongolia was one of the low-income category countries.

¹ The income categories follow the World Bank's classification of countries by GNI per capita: low-income (less than USD 1,005); lower middle-income (USD 1,006-USD 3,875); upper middle-income (USD 3,976 – USD 12,275); high-income (above USD 12,276).

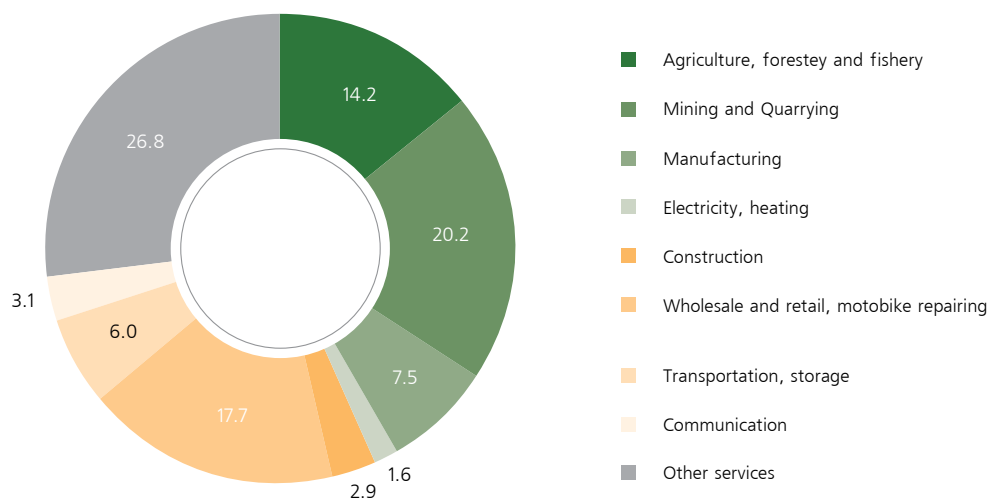
Figure 2.2: GDP per capita at constant prices, thousand tugruks

Source: Author's estimation based on data of NSC. It is estimated as ratio of annual GDP to average population.

In coming years, the economy of Mongolia is expected to grow extensively due to large-scale mining and quarrying projects. Still the economy has a narrow base. Mineral commodities account for about 80 percent of the country's exports and mining provides around 40 percent of total government revenues, though the sector employs only 3 percent of the total workforce. The manufacturing sector contributes only about

11 percent to the GDP, about half of the mining sector's contribution.

In the last 10 years the share of the mining and quarrying industries in the GDP has increased, and it is likely to continue growing in the future. High dependence on mining revenues exposes the country to fluctuations in the external environment.

Figure 2.3: Composition of GDP, 2012, %

Source: NSO

Livestock constitutes a significant part of Mongolia's economy (or 10 percent of GDP) and is the major source of livelihood in rural areas. In Mongolia harsh natural disasters like the heavy snow (*dzud*) and droughts which occurred during 2000-01 and 2009-10 brought insecurity and vulnerability to livestock breeding and thousands of herders and rural households lost their major source of livelihood. During 2000-01, a total of over 10 million livestock was lost due to the

dzud and resulted in a 20 percent decline in this sector. Global warming has resulted in increasing deforestation; currently, about 70 percent of the total territory of Mongolia is been impacted. Moreover, a number of rivers and lakes have dried out and pastures have been destroyed. All of these factors have a negative impact on the livestock-breeding sector. As a result, GDP increased only 1.1 percent in 2000 and 1.0 percent in 2001.

SOCIAL DEVELOPMENT INDICATORS

According to the “Human Development Report - 2013”, the human development index of Mongolia is 0.675 and the average human development index of countries in the Asia and Pacific Region is 0.683. The Human Development Index of Mongolia is greater than the average level of human development index of countries that have a middle-level of human development.

Compared to other developing countries, the literacy rate and level of education are relatively high in Mongolia. The literacy rate is 98.5 percent. According to The Human Development Report – 2013, the average years of schooling is 8.3 years. This is higher than the world average (7.5 years), and close to that of developed countries. However, the life expectancy of a Mongolian person is 67.3 years, which is lower than the world average (69.3 years).

Although Mongolia has experienced a relatively high level of economic growth in the last several years, the poverty level has not declined significantly. In 1995, the poverty level based on the national poverty line (or the poverty headcount ratio) was 36.3 percent, and in 2012 it has declined slightly to 27.4 percent. Unemployment in Mongolia has not declined either, according to population censuses and large-scale surveys.

PROGRESS AND ACHIEVEMENTS: POSITIVE CONDITIONS FOR THE IMPLEMENTATION OF THE MDGs

The adoption and implementation of the MDGs in Mongolia has served as a backbone for the formulation of different policies and programmes such as economic policy, development strategy and human development policy, as well as for the establishment of implementation mechanisms and to improve monitoring and evaluation of different policies and programmes. The main objectives of the Millennium Development Goals-based Comprehensive National Development Strategy of Mongolia have been incorporated into the different policy documents, programs and actions of the Government of Mongolia. The program “Employed Mongolian Citizen with Income” is underway and has created jobs for 150 thousand people. The specific interventions to

improve access and the quality of basic services for the aged and individuals with disabilities were introduced. The policy on green development was announced as one of the pillars of sustainable development. Gender disparities were addressed in multi-sectoral policies.

Mongolia has introduced a specific goal “to develop and improve democratic governance in the country” which was promulgated as the Ninth Goal of the MDGs. This goal was included in the Government Action Plan 2012-16. Based on the experience with Mongolia, the UN and a number of countries are currently discussing the inclusion of this as one of the goals for the post-2015 period.

The MDGs have been reflected in long, middle and short-term policy documents. The MDGs and their implementation were used for the development of mid-term fiscal framework, yearly guidelines of social and economic development, yearly budgets and the development of different sectors plans. In order to implement the MDGs, a monitoring and evaluation system was established in the country and it has served as an effective oversight mechanism. Under this system, larger administrative units, namely aimags/ provinces, the capital city and districts have developed their own MDG targets and monitor and evaluate the implementation of these localized MDGs. Furthermore, development of MDGs at the local level has been useful in formulating long and mid-term development policies and planning at each administrative level.

MDG IMPLEMENTATION CONSTRAINTS AND CHALLENGES

The global financial and economic crisis had a significant impact on Mongolia’s economy; in 2009, it declined by 1.3 percent more than the previous year. Since 2008, the global financial and economic crisis has negatively affected the implementation of the MDGs in Mongolia. For example, the price of oil and some food items increased during 2007-08, which resulted in an increase in Mongolia’s poverty level. Inflation also increased from 17.8 percent in 2007 to 22.1 percent in 2008.

Although the economy of Mongolia has been

growing the past several years, unemployment and poverty levels have not been declined consistently and income distribution has not been noticeably changed, and this is an indication that the poor and middle-income population's benefit from higher economic growth is inadequate. Therefore, one can conclude that economic growth of Mongolia has not been inclusive. The majority of the labor force does not participate in the productive economy, their labor value is low and sustainable jobs have not been created.

Mongolian products are produced at high cost due to factors such as poorly developed infrastructure and its land-locked location. Also the small size of the population and low demand market has a negative impact on the growth of businesses and constrains Mongolia's competitiveness in the international market. Mongolia is unable to expand its economy intensively or to create work places that can efficiently reduce unemployment and poverty. At the micro level, about 80 percent of enterprises or firms, the basis of the economy, have less than nine employees each and belong to the category of Small and Medium-size Enterprises.

In the past 10 years or more, the environment of Mongolia has been deteriorating due to human activity and this has become a major concern in the country. It has been caused by a lack of strict control over the distribution of licenses to engage in mining and quarrying. Most of these industries operate near forest areas and clean water sources and do not perform rehabilitation sufficiently, which damages the environment. This has a negative impact on the agricultural sector as livestock herders lose their pasture and water sources. Poverty and unemployment serve as another major reason for the deterioration of the environment. Unemployed people engage in mining and quarrying activities informally and engage in illegal activities that harm the environment, such as cutting and selling forest trees and hunting wild animals.

Thus, it is essential to undertake actions aimed at setting definite indicators for measuring MDGs, preparing realistic plans for implementation, ensuring inter-sectoral coherence, involving private sector, citizens and NGOs in implementation of MDGs and sustaining their coordination.



MDG 1:
REDUCE POVERTY AND HUNGER

MDG 1:**REDUCE POVERTY AND HUNGER**

- *Poverty has declined considerably since 2010, and with some extra effort, Mongolia should be able to achieve the MDG target of 18 percent by 2015. Lack of comparable data since 1995 makes it difficult to assess the long-term trend in poverty reduction.*
- *People living in rural areas, in the Khangai and the Western regions, men in rural area, and women in urban areas more likely to be poor. Children are most vulnerable members in poor households, and are affected severely by within-family disparities. Herder households with less than 100 heads of livestock are likely to be poor.*
- *The share of the poorest fifth of the population in total national consumption has changed little over the last decade.*
- *Good progress has been made in rural areas on under-five underweight children. But, it has increased for children below six months. In addition to reducing the proportion of stunting among children, gaps between rural and urban areas, and in gender, income and educational levels have also reduced. Prevalence of wasting among rural children has reduced significantly.*
- *Labour force participation rate is higher in rural areas compared to Ulaanbaatar which is explained by influx of people to the city. During 2009–12, the unemployment rate among youth declined steadily, which is associated with successful organization of employment support measures and other employment promotion programs.*
- *Accurate records of people migrating to urban settlements are unavailable and so it is difficult to track achievement of the proportion of urban unregistered residents in total population.*

Targets/Indicators	Baseline		Progress			Target
	1990	2000	2010	2011	2012	2015
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is below the minimum living standard						
1. Poverty headcount ratio (percent)	36.3 (1995)	35.6 (1998)	38.7	33.7	27.4	18.0
2. Poverty gap ratio (percent)	10.9 (1995)	11.7 (1998)	11.5	9.2	7.1	6.0
3. Share of the poorest quintile in national consumption	—	7.5 (2002)	7.9	7.8	7.7	11.0
4. Per capita GDP (at current prices, thousand MNT)	6.0	490.6	3072.5	3979.3	4883.3	6800.0
Target 2: Reduce by six times, between 1990 and 2015, the proportion of people who suffer from malnutrition						
5. Prevalence of underweight children under age five	12.0 (1992)	11.6	3.3	—	—	2.0
6. Prevalence of stunting children under five	12.0 (1992)	29.9	15.3	—	—	13.0
7. Prevalence of wasting (weight for height) children under five	—	7.1	1.6	—	—	1.0
Target 3: Increase employment rate, reduce youth unemployment rate who are newly entering to the labour market						
8. Labour force participation rate (percent)	—	62.9	61.6	62.5	63.5	70.0
9. Unemployment rate of 15-24 year-old (percent)	6.5 (1998)	4.4	19.5	15.6	14.0	2.5
Target 4: Reduce negative effects of population concentration and migration, provide migrants with basic social services						
10. Proportion of unregistered people in urban population	—	—	—	—	—	0.0

The Mongolian State Great Hural in its Resolution #13 identified 10 MDG indicators within 4 Targets to measure poverty and hunger situation in the country.

For instance, the Target 1 is measured by four indicators, namely poverty headcount, poverty gap, share of poorest quintile in the national consumption and per capita GDP at current prices, while the Target 2 is benchmarked by three indicators such as prevalence of underweight, stunting and wasting children under age five. The Target 3 is represented by two indicators on labour force participation rate and unemployment rate of 15-24 year-olds, and finally the proportion of population living in urban areas without official registration is identified under the Target 4.

Poverty reduction is one of the most important challenges facing most countries. The fact that the first of the Millennium Development Goals is

aimed at eliminating poverty and hunger is a clear example of the importance of this task.

The Government of Mongolia has consistently focused on poverty reduction. In order to successfully implement those activities it inevitably needs to estimate the data and information on poverty according to internationally acknowledged methodology and regularly update them.

This part of the report assesses the achievement of all indicators of the Goal 1 by analyzing their trends and inequalities, geographical variations, and changes across demographic and socio-economic characteristics of population. Moreover, the key bottlenecks that constrain the progress of the MDG targets are identified and recommendations that would accelerate the progress of lagging and off-track indicators are provided as well. Finally, overall assessment of Goal 1 indicators is provided and the post-2015 targets are proposed.

TARGET 1:

HALVE, BETWEEN 1990 AND 2015, THE PROPORTION OF PEOPLE WHOSE INCOME IS BELOW THE MINIMUM LIVING STANDARD

Methodological Constraints

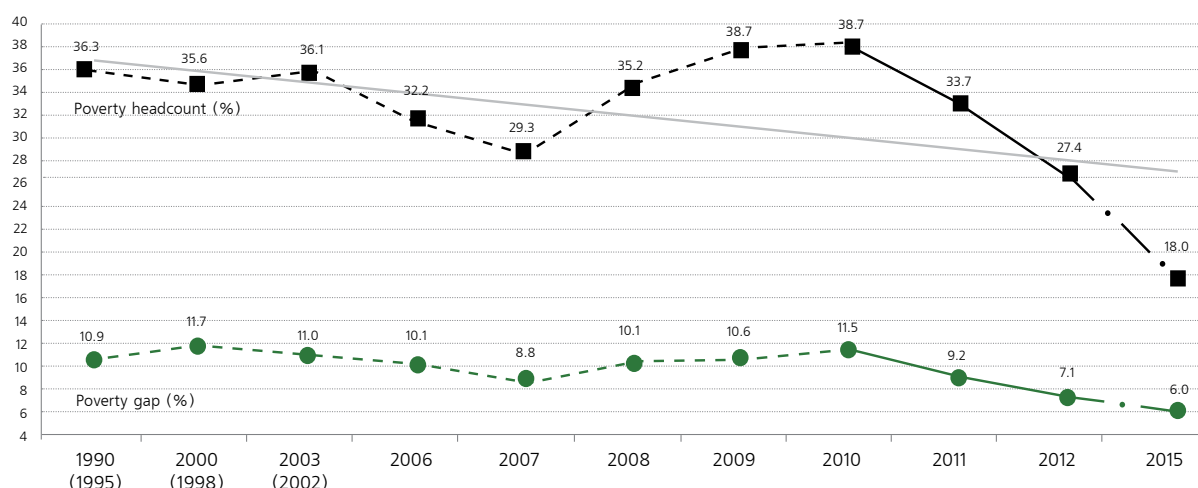
Poverty is multi-dimensional and its methodology of estimation is complex. Poverty incidence in Mongolia has been regularly estimated since 1995, with a household income and expenditure survey methodology that is being refined continually. However, poverty analysis in Mongolia has been severely affected by lack of availability of comparable estimates.

For instance, the officially published 1998 and 2002/03 poverty estimates indicated a marginal increase from 35.6 to 36.1 percent in this period, but the figures are not comparable as they were based on samples with different coverage, incompatible consumption aggregates, and inconsistent poverty lines.

Further, while there was a marginal decline in poverty headcount from 36.1 percent in 2002/03 to 35.2 percent in 2007/08, these figures were contested as the poverty rates were based on different poverty lines. The methodological issues were resolved in 2012 and now comparable poverty estimates are available since 2010.

Despite the existing methodological limitations in defining the poverty (headcount and gap) in monetary terms, the poverty level in Mongolia has declined as it shown in the Figure 3.1.1. During 1990-2000, poverty headcount has been around 36 percent and declined to 32.2 percent in 2006 but had risen to 38.7 percent in 2010. Since then it has declined steadily, and reached 27.4 percent in 2012. During 2006-09, due to economic hardships the poverty headcount had increased by 5.6 percent per annum, but has dropped since then.

Figure 3.1.1: Poverty headcount and gap (%)



Note:

- 1) - - - - - Non-comparable years
- 2) ————— Comparable years
- 3) — . — . — Towards MDG achievement

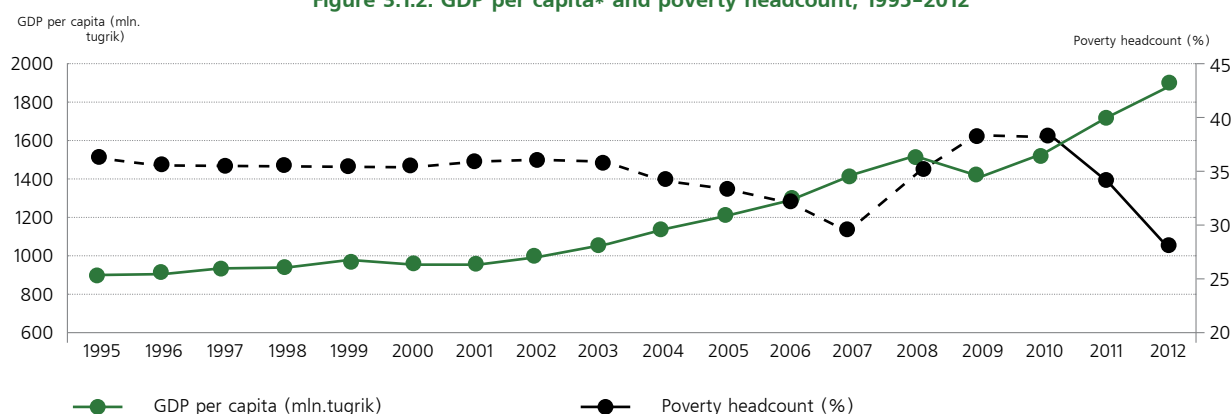
Poverty reduction in Mongolia in recent years has been achieved through a combination of economic growth and distribution of social welfare benefits among the people.

Economic Growth in Mongolia

Since 2010, Mongolia's economy has grown rapidly, and its rate of growth was 17.5 and 12.3 percent in 2011 and 2012 respectively. GDP per capita is considered as a measure of economic activity and general prosperity, and the Figure 3.1.2 shows its trends. The particular indicator has inverse correlation with the poverty level. During

2008-2010, Mongolia has witnessed double burden in its economy, the financial downturn observed globally in the world and the dzud that has occurred in winter 2009-2010. The GDP per capita has declined in 2008-2010, while a rise in poverty level was recorded. After 2010, the country has experienced sharp economic growth, and the economy has undergone the structural changes with increased share of services and industrial sectors. For instance, in 2010 the share of service sector in GDP was 49 percent, and it has risen to 52.7 percent in 2011. Similarly the share of industrial sector has an increase from 10.4 percent in 2010 to 12.9 percent in 2011.

Figure 3.1.2: GDP per capita* and poverty headcount, 1995-2012



Note:

- * estimated based 2005 fixed prices.
- 1) - - - - - Non-comparable years.
- 2) ————— Comparable years.

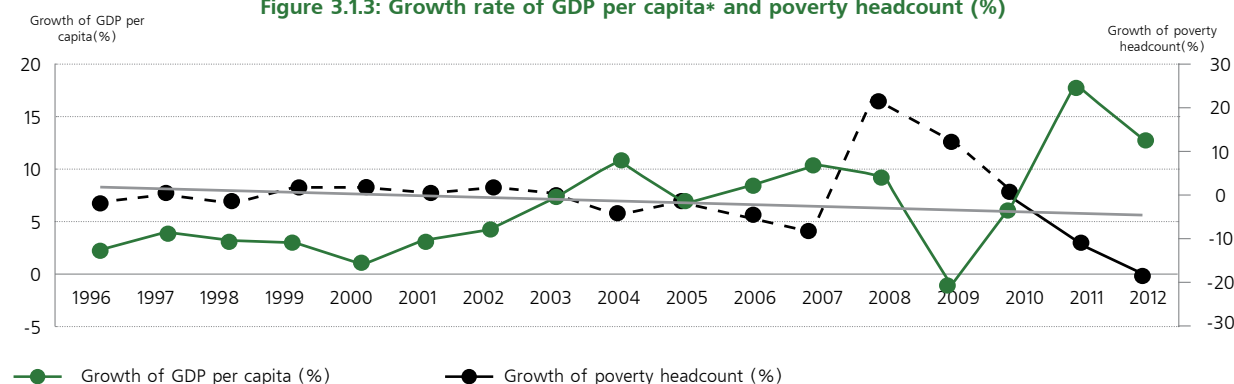
Source:

- 1) NSC, MDG data base.
- 2) www.1212.mn

Overall, the economy of the country has a steady growth since 2000 regardless of its downturn in 2009 impacted by the global economic crisis. The pace of economic growth has accelerated over the past three years, and Mongolia has reached the highest economic growth since its transition to a market economy. However, the pace of poverty reduction is far behind the economic growth (Figure 3.1.3) meaning that higher economic performance has not translated into a significant

reduction in poverty among population. It indicates that Mongolia is has not been promoted the "inclusive growth" policies with regard to poverty reduction. The general inclusive growth index for Mongolia² is 65 percent and this index will be up by 25 percent (if inclusive growth is in place, the index should be 100 percent) if the inequality and high poverty incidence in the country would be eliminated.

Figure 3.1.3: Growth rate of GDP per capita* and poverty headcount (%)



Note: * estimated based 2005 fixed prices.

1) ----- Non-comparable years.

2) ————— Comparable years.

Source: 1) NSC, MDG data base.

2) www.1212.mn

Mongolia's social welfare programmes

The sharp decline in Mongolia's poverty levels since 2010 is mainly associated with the government policy on social welfare, labour market, population food supply, and maternal and child health. In 2012 the Parliament of Mongolia adopted the amended Law on Population Social Welfare. The data base for poor individuals was introduced based on estimates from the Proxy Indicator Survey, and the Living Standards Measurement Survey. The data base covers 1,707,950 people from 450,440 households, which enabled to enhance efficiency and targeting of the projects and programs aimed at reducing the country's poverty level³.

In 2011, the project on Food Nutrition and Social Welfare funded by the Asian Development Bank conducted a pilot survey of poor population in 4 aimags and one district. It identified 26,257 poor population from 4,271 households eligible for food stamps. Later in 2012 the project was expanded to the entire country, and it covered 99,225 citizens from 16,495 households⁴.

Moreover, the procedures on provision of social welfare services for the homeless people were formalized by the order A/51, 2012 of the Minister for Social Welfare and Labour.

In 2012, a total of 59,669 people were recorded as eligible for the social welfare allowances, which

² B. Batmunkh, *Inclusive growth index of Mongolian economy and its comparison with other countries of Asia*, Research paper published in "National Statistics", March 2013.

³ MSWL, MDG report, 2013

⁴ MSWL, MDG report, 2013

was an increase by 14.1 percent compared to 2008. The pension amount was aligned with the minimum living standards and since 2010 it has been increased by stages. In 2012, the minimal pension level reached MNT 103,600 which as an increase by 51.9 percent compared to 2010. The above mentioned interventions have resulted in three-fold increase of social welfare pensions against the 2008 level⁵.

The conditional cash transfers issued from the Social Welfare Fund were increased by 28 percent from 1 February 2012 and reached MNT 40,000, and on 1 May 2012 this amount increased by another 20 percent. The current amount is MNT 48,000. As a result of these interventions social welfare pension and allowances have increased by 2-2.5 times against the 2008 level. According to the Law on Social Welfare, maternity payments are provided from the 5th month of pregnancy for duration of 12 months. The amount has been increased to MNT 32,000 from 1 February 2012 and to MNT 40,000 from 1 May 2012, which resulted in two-fold increase against 2008 level⁶.

The Human Development Fund was accumulated from the mining revenues, and to ensure equal benefits for all citizens cash transfers were provided universally. Since 2010 as one-time cash payments MNT 70,000, monthly cash transfers of MNT 10,000 (from Aug 2010) and MNT 21,000 (from Jan 2011 to Jun 2012) were paid to each citizen. In total these payments were equal to MNT 500,000 entitlements as the "wealth benefits" from the mining revenues. By June of 2012, these interventions were completed⁷.

ANALYSIS OF TRENDS AND INEQUALITIES

Nature of Poverty in Mongolia

People living in rural area, in the Khangai and the Western regions, men in rural area, and women in urban area more likely to be poor. Children are the most vulnerable members in the poor households, and they have been affected severely by within-family disparities. Herder households with less than 100 heads of livestock are likely to be poor as well.

The rural-urban divide in poverty incidence persists

Table 3.1.1 shows that rural poverty is still higher than that in urban area throughout all the years as a reflection of sharp decline of agriculture sector production and its slow recovery from the last dzud, which affected mainly on extensive migration of people from the rural areas to the urban settlements. The major reason of this migration is search for better livelihood opportunities. Mongolia has experienced severe dzud in winter 2000-01 and 2009-10, and it has negatively affected on entire sector and on the herders livelihood. Until 2010 at normal circumstances the annual livestock loss has averaged at 1.2 million of adult animals per annum, however, in winter of 2009-2010 these losses have been grown to 10.3 millions of heads. Data from the Agriculture Census of 2011 suggest that more than 61 percent of rural households that engage in agriculture activities express that the market price of their products are too cheap, and 47 percent have limited access to the market due to their isolated locations.⁸

5 MSWL, MDG report, 2013

6 MSWL, MDG report, 2013

7 MSWL, MDG report, 2013

8 NSC, Report "Agricultural census 2011", 2013

Table 3.1.1: Poverty headcount, by urban and rural areas, %

Indicator	1990 (1995)	1995	2000 (1998)	2006	2010	2011	2012	2015
Poverty headcount-Total	36.3	36.3	35.6	32.2	38.7	33.7	27.4	18.0
Out of which: Urban area	-	38.5	39.4	27.9	33.1	28.6	23.2	-
Rural area with soum center	-	33.1	32.6	37.0	49.0	43.4	35.5	-

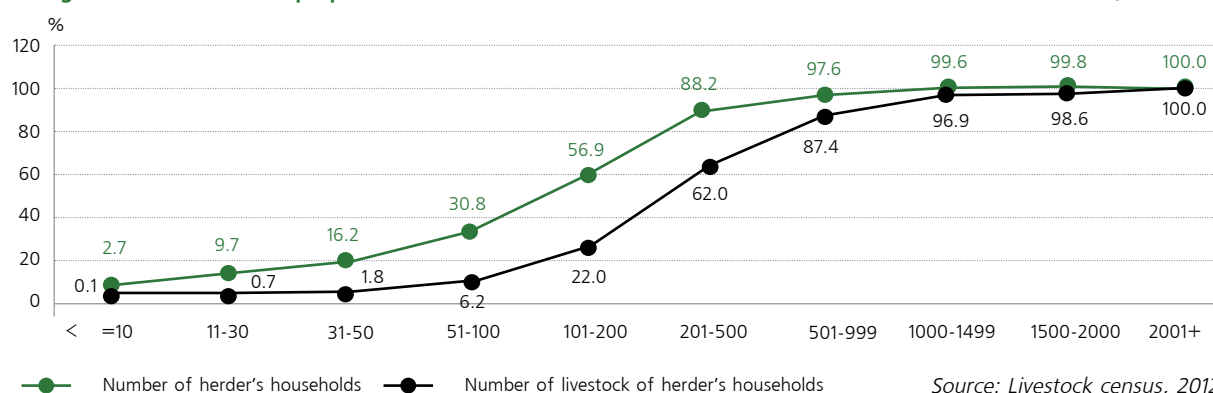
Source: MDG indicators' database, NSC

Who are the poor in rural areas?

Livestock production dominates in Mongolian agriculture accounting for 77 percent of the gross agricultural output. Livestock breeding is the main economic activity of herders' households and it is the main livelihood survivorship in rural areas. Although the total number of livestock and its production are continuously growing over the period, the number of livestock per herder household is uneven among the herders' households. For instance, in order to sustain stable livelihood over the long term, a family of herders needs at least 10 heads of cattle or yak or 70 sheep⁹.

Figure 3.1.4 depicts that the proportion of herders' households with less than 100 heads of livestock constitutes 30.8 percent of the total number of

herders' households, however these households own only 6.2 percent of the total livestock. In contrary, the share of herders' households with more than 500 heads of livestock comprises 11.8 percent of the total number of herders' households, but they own 38 percent of the livestock. Most interesting is that the proportion of households with heads of livestock between 501-999 composes 9.4 percent of the total number of herders' households, and they own more than one fourth (25.4 percent) of the livestock. This differing pattern was observed in 2009-2011. For instance, the share of herders' households with less than 100 heads accounts for average 36 percent of the total number herders' households, while they own on average only 8.3 percent of the total number of livestock.

Figure 3.1.4: Cumulative proportion of the number of herders' households and their number of livestock, 2012

Herder households with more than 500 heads of livestock are considered wealthy households while those with less than 100 heads of livestock are belong to the poor households¹⁰. These poor households highly vulnerable to dzud, often dependent on state support, and lack alternative sources of income. This outcome analysis shows

that poverty reducing interventions for rural areas should target the herders' households with less than 100 heads of livestock. The Government of Mongolia has taken a number of measures, policies and incentives to improve herders' livelihood by developing various national programs, however, they were more beneficial to the wealthy herders

⁹ International Fund for Agricultural Development (IFAD) www.ifad.org

¹⁰ World Bank, Mongolia: Livestock sector study, Volume I – Synthesis report, 2008

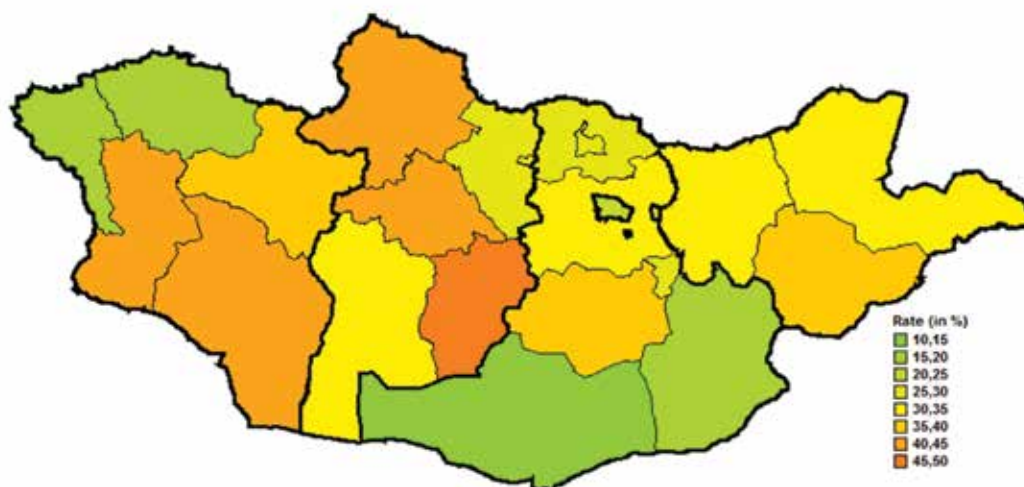
instead of being desired to the vulnerable and poor groups.

Poverty headcount rate is high in Khangai and Western regions, and its disparity is wider in Western region and at the aimag level

The regional and aimag disparity in poverty headcount and gap is also an important issue to be considered by the government. The Map 3.1.1 below presents poverty headcount variations among the regions and the aimags. It shows disaggregated data on poverty by regions and aimags, which enables to identify the general trends in poverty situation and pattern¹¹.

The Map clearly illustrates how different parts of the five regions, and 21 aimags differ in terms of poverty. The majority of aimags with poverty headcount rate higher than 40 percent are located in Khangai and Western regions, and the disparity is larger in Western region. Uvurkhangai aimag has the highest poverty headcount rate (45.1 percent), and it is followed by Gobi-Altai (44 percent), Arkhangai (43.5 percent), Khuvsgul (43.1 percent) and Khovd (40.2 percent) aimag. The lowest poverty headcount rate accounts for Umnugovi, (11.8 percent), Dornogovi (16.9 percent), Uvs (17.7 percent), Bayan-Ulgii (19.7 percent) aimags and Ulaanbaatar (23,4 percent) city.

Map 3.1.1: Poverty headcount by aimags, 2011



Poverty headcount changes across socio-economic characteristics of households

The poverty level has changed on seasonal basis, and it is high in the first season¹² and low in the third season¹³. The poverty headcount also differs across the socio-economic characteristics of the households and the individuals. For instance, the rural men and the urban women are likely

to be mostly poor, and more than 60 percent of households with eight and above members live below the poverty line, and 48 percent of households with uneducated head are poor. About 35 percent of households with head of household who engages in agriculture sector are poor¹⁴.

¹¹ Harold Coulombe and Gereltuya Altankhuyag, MDGs and Poverty map – 2011: Region, aimag, soum and district level results, Ulaanbaatar, 2012

¹² January - March

¹³ July - September

¹⁴ NSC, Household Socio-Economic Survey results, 2011

Who are poor within the households? Children have no income of their own and they are most deprived members in poor households

The most vulnerable members in the households are children, who have no income of their own, and they are most deprived members in poor households. There is evidence that children living in poverty have an elevated probability of experiencing poverty in adulthood. In Mongolia, children constitute about 35 percent of the total population hence they are dominant in the household composition as well. Therefore, the poverty reducing interventions should be started from the children. The concept of child poverty also requires multidimensional approach that children have the right to nutrition, basic education, survival, protection and right to grow up in a family¹⁵. UNICEF carried out a study on child poverty using seven dimensions (food, water, shelter, sanitation, health, education and information), and stated that child poverty rates are higher in Mongolia than the Asia-Pacific regional average. Moreover, the national poverty rate will amount to 15 percent in 2002/03 without children under 18 year-olds and to 39 percent with children¹⁶. This estimation demonstrates how children are vulnerable to poverty. The child poverty usually forces the children to be engaged in various hard types of labour.

Results of the Qualitative Survey

As a part of preparation of the 5th MDG Progress Report, a qualitative survey was conducted in 12 soums of 4 aimags in Khangai region with the highest rates of poverty. The pre-designed questionnaires with questions on household livelihood, unemployment level, environmental degradation were filled out during the focus group discussions and individual interviews with the rural residents.

Out of total survey respondents 24 percent were herders' households and remaining 76 were non-herding households. In total 136 individuals have responded on the question "Has your household livelihood level increased during the last 5 years?", and 59 percent answered "remains at the same level", 22 percent pursued as "improved" and 19 percent expressed as "worsened". These data suggest that the livelihood of not so many people has been deteriorated, and it is in line with overall poverty trends.

According to the respondents of the qualitative survey the main characteristics of the poor people and poor households are namely: unemployed, single, household heading women living in aimag and soum centres; herders in rural areas, who lost many livestock in "Zhud"; households with many children, fewer livestock, and with a child who is a student; lazy and ready-made mentality people; elderly, unemployed and invalids; and household where household head is associated with crimes.

Respondents of this qualitative survey explained and prioritized the main reasons of poverty as shown in Box 1.

¹⁵ From the Internationally recognized Convention on the Rights of the Children (CRC).

¹⁶ UNICEF, *Child Poverty in East Asia and the Pacific: Deprivations and Disparities*, 2011.

Box 1: What do the People Say? Results of the Qualitative Survey

1. Unemployment and lack of jobs is the top priority. In these aimags there are no many large scale entities and enterprises, and the small and medium size enterprises are unable to create enough jobs, which affects on increasing the number of poor or vulnerable people. This lack of jobs is persistent and more prominent in aimag and soum centres, and applies mainly to non-herders.

The high number of poor people in Khujirt soums is associated with a fact that many people were out of jobs due to closure and privatization of big state owned cooperatives and enterprises such as wooden, auto and building materials industries at the beginning of 1990s.

- Discussions with the staff of the governor's office of Khujirt soum, Uvurkhangai aimag

2. Many poor people, especially youth, are lazy, and prefer 'ready-made things', and lack working habits and look for easy lifestyle. During 2010-12, every citizen received cash transfers in the form of 'wealth benefits', which confirmed the above attitudes, and many people lived off the government subsidy. Despite lack of jobs still people have opportunities to engage in herding in the rural areas, grow crops, start small size entities, and create own household-based businesses, which helps to improve their livelihoods. In addition during summer time there are opportunities to be engaged in temporary seasonal works such road, bridge building and other construction works.

The citizens' activeness is low, do not interested in seasonal works, and prefer mentality to consume ready-made goods, and wait for the government subsidies and allowances.

- Discussions with the staff of the Governor's office of Bulgan aimag

The part time job with MNT 15,000 pay per day is available in our soum, but the youth do not interested in it. The reason is too low pay.

- Discussions with staff of the Governor's office of central soum, Bulgan aimag

The lazy people are mostly poor. The government's cash out of MNT 21,000 per month has led people to be very irresponsible. After cash distributions stopped, these people's livelihood worsened so much. Now people need to change behavior.

- Discussions with the staff of the Governor's office of Shine-Ider soum, Khuvsgul aimag

The youth attend the schools and colleges, and do not herd. The lazy people live in poverty situation.

- Discussions with a herder from Tariat soum, Arkhangai aimag

3. The agricultural sector, particularly livestock rearing is vulnerable to external shocks, including the natural disasters. The droughts and dzud affect negatively on livestock, and people tend to move to the urban settlements for better livelihood, which often create another cycle of poor people in the city. The weather situation has direct impact on herders' livelihood. The discussions reveal that a household with less 150 heads of livestock is considered to be as poor. If the number of livestock is over 300 heads, the households are considered as normal, non-poor.

4. The families whose children are students, and parents pay their tuition in many cases these families fall into poverty situation. A majority of herders' family pay the tuition by selling their livestock. The cost of a student comprises in addition to tuition accommodation, living and book expenses. Many rural families have loans at KHAN Bank.

5. Another reason of falling into poverty is illness of any family members, especially long-lasting sickness, and much expense is associated with diagnosis and treatment.

"I was diagnosed with uterine cancer, and we sold out all livestock to go for treatment to aimag and Ulaanbaatar. In addition we have incurred huge debt."

- Herder woman from Shine Ider soum, Khuvsgul aimag

6. The current educational system of Mongolia creates a line of unemployed youth. Since the number of graduates are not aligned with labour market demand, many graduates of higher educational institutions are unable to find jobs, and become unemployed.

Youth obtained educational degree diploma or certificates; unfortunately upon return to the soums they are unable to find any jobs.

- Discussions with the residents of the 1stbagh of Erdenebulgan soum, Arkhangai aimag

The educational situation affects negatively on employment. There is lack of people with right skills or profession. We cannot find engineer who can draw construction drawing and lay outs. The current system of higher education should be changed.

- Discussions with the Governor of Alag-Erdene soum, Khuvsgul aimag

The higher educational institutions which produce too many graduates who cannot compete at labour market should be closed.

- Discussions with the residents of Alag-Erdene soum, Khuvsgul aimag

Conversion of primary schooling age into 6 years old creates burden to the herding families. In order to send 6-years old child to the school the family is separated, which increases demand for extra fuel, food and other necessities. This distracts the household normal life and creates many other social problems. This issue was mentioned at all focus groups discussions and individual interviews.

7. In some soums the livestock theft has been increased, which leads to poverty as well. This phenomenon is especially persistent for Tsenkher soum in Arkhangai aimag and Alag-Erdene soum in Khuvsgul aimag. The main reason for wide spread theft is close location to the urban settlements and poor performance of local police authorities.

In terms of falling poverty the livestock theft is becoming more serious, even non-comparable with wolf eating. The local police authorities have some connections with these criminal people; simply the police officers' winter supply of meat is arranged by these criminals.

- Discussions with the residents of Alag-Erdene soum, Khuvsgul aimag

The qualitative survey obtained the peoples' perception about the government and local authority's policies as shown in Box 2.

Box 2: What do the People Say? Results of the Qualitative Survey

The most appreciated interventions are projects on restocking, wool incentives, and in many cases they are successful and helped to improve livelihood. The restocking helped to improve many livelihoods. However, there were cases when the animal losses associated with herders' responsibilities.

The restocking through bank loan was very successful. The project worth MNT 50 million, and all loans were repaid.

- Discussion with the governor of Tsenher soum, Arkhangai aimag

Lazy people tend to fall into poverty. In 2000 project provided livestock under restocking initiatives, unfortunately some of them lost their herders again.

- Discussion with the governor of Tsenher soum, Arkhangai aimag

The food stamps played an important role in improving people's livelihood. Due to shortcoming of the proxy indicators methods not all needed families benefitted. Many wealthy families benefitted from stamps, while some targeted families were excluded from the program. One of reasons was use of students in conducting surveys without involvement of soum authorities.

Targeting poor households using the proxy methods was not optimal. Out of total households 21 households were selected, and among them there were many wealthy families, and really needed one were excluded. The university students collected data and conducted surveys.

- Discussions with the Speaker of Jargalant soum, Khuvsgul aimag

Creation of job vacancies and reduction of poverty are major goals of the Soum Development Fund. The outcomes of this fund performance are poor. Too small loans distributed from the fund are insufficient to start business and obtain any good results. There are SMEs at the soum level, unfortunately due to poor access to the market their products are not sold, and the entity becomes insolvent. On other hand, procedures for obtaining loans from the Soum Development Fund are not transparent and complicated. Since the fund flow is not administered by a bank and it is transferred through the Treasury account, there are cases of fraud and misuse.

From the Soum Development Fund worth MNT 75 million, 15 million were allocated for knitting business and another 20 million - for wool industry. However, the loans were spent on commercial activities only. The usage is really bad. Transferring through Treasury account is complicated. It should flow through the bank loans.

- Discussions with staff from the governor's office of Tsenher soum, Arkhangai aimag)

Poverty Gap

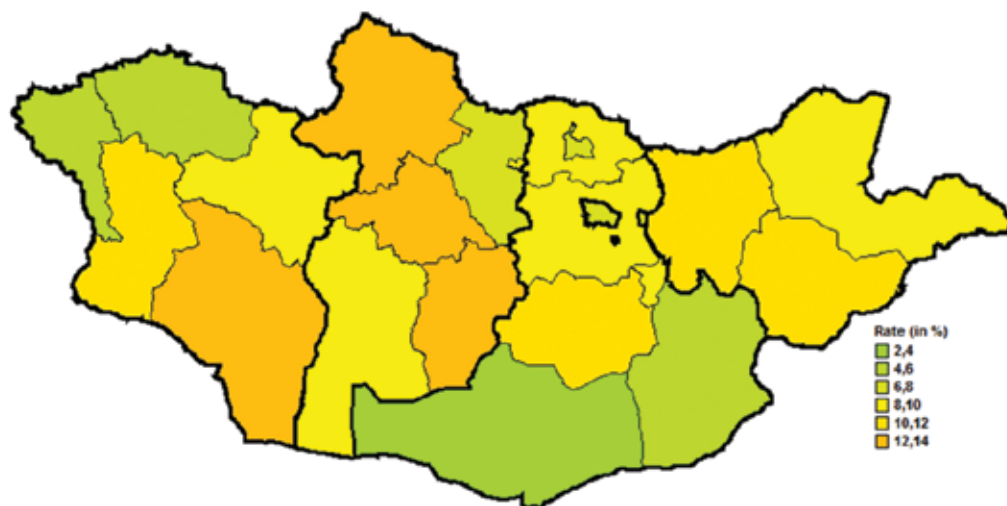
The poverty gap is the mean distance expressed in percentage, which separates the poor population consumption from the poverty line. More specifically, poverty gap defines the difference between the poverty line and the actual consumption of poor individuals, and this gap is estimated to reach 6.0 percent in 2015. Economic growth and improvements in the distribution of income or consumption reduces the poverty. In Mongolia, the poverty gap ratio remained static at about 10 percent between 1995 and 2010, whilst the ratio has been reduced to 9.2 percent and 7.1 percent in 2011 and 2012, respectively. This reduction in poverty gap ratio demonstrates that poor people are coming closer to the poverty line. However, still there are variations in the population consumption. In 2011, the average consumption of the most wealthy group (the most wealthy 20 percent of 5 income percentile groups) is higher by 5.1 times the consumption of lowest income

group (the most poorest 20 percent of 5 income groups)¹⁷. The regional and aimag variations in the poverty gap are high as well (Map 3.1.2).

The Map illustrates the groups which require the targeted interventions in area of poverty reduction by showing the aimags' variations of the percentage of people living far below the poverty line. The aimags such as Uvurkhangai, Arkhangai, Khuvsgul and Govi-Altai are the country's locations with deepest poverty level.

The consumption density per capita shows that there is a concentration of poor and non-poor people near the poverty line indicating that these people are vulnerable and mobile in terms of poverty incidence, hence they may easily fall below the poverty line. In most cases, these people constitute the middle-income groups. Therefore, in Mongolia the government needs to implement the programs targeting these middle income individuals preventing them from falling into the poverty trap.

Map 3.1.2: Poverty gap, by aimags, 2011



Share of poorest quintile in national consumption

The share of the poorest quintile in national consumption has fluctuated between 7.5 and 7.9 percent in 2002-2010, and declined to 7.7 percent in 2012 indicating that household consumption

inequality remains relatively constant without any significant decline (Table 3.1.2). The proportion of poorest fifth in the total national consumption is high in rural areas, particularly for the Western and Khangai regions with high poverty headcount rates.

¹⁷ MSWL, MDG report, 2013.

Share of poorest quintile in national consumption

The share of the poorest quintile in national consumption has fluctuated between 7.5 and 7.9 percent in 2002-2010, and declined to 7.7 percent in 2012 indicating that household consumption

inequality remains relatively constant without any significant decline (Table 3.1.2). The proportion of poorest fifth in the total national consumption is high in rural areas, particularly for the Western and Khangai regions with high poverty headcount rates.

Table 3.1.2: Share of poorest quintile in total consumption, %

Indicator	2000 (2002)	2006	2007	2007-08	2009	2010	2011	2012	2015
Share of poorest quintile in national consumption -Total	7.5	6.3	6.4	7.2	8.5	7.9	7.8	7.7	11.0
Out of which: Urban area	-	6.3	6.4	6.9	8.5	7.8	7.5	7.4	-
Rural area with soum centers	-	6.5	6.6	8.4	8.9	8.2	8.7	8.7	-
Out of which: Western region	-	6.7	-	9.2	-	8.4	8.6	8.8	-
Khangai	-	6.6	-	8.4	-	8.6	9.1	8.7	-
Central region	-	6.1	-	7.4	-	8.0	7.5	7.8	-
Eastern region	-	6.1	-	7.6	-	8.0	8.5	7.8	-
Ulaanbaatar	-	6.3	-	6.8	-	7.9	7.5	7.3	-
Out of which: Ulaanbaatar	7.3	6.3	6.4	6.8	-	7.8	7.6	7.3	-
Aimag center	7.5	6.3	6.5	7.6	-	7.7	7.6	7.7	-
Soum center	7.6	6.3	6.6	7.6	-	7.8	7.9	8.0	-
Rural	8.4	6.8	6.7	9.1	-	8.8	9.3	9.2	-

Source: NSC, MDG indicators data base.

The data of the poorest fifth consumption suggest that food consumption is dominant in their total consumption, and this tendency is consistent with the theory that poor people or poor households spend more resources on the purchase of food products. An increase in the share of the poorest fifth in national consumption could be favorable output, but the quality of consumption needs to be considered, for instance what proportion of poorest quintile accounts for food and non-food consumption. Hence, the structural analysis of food consumption of poor households would help to define the target groups and design the measures towards the improvement of poor people's nutritional status. Despite the fact that GDP per capita has increased, there is little possibility of reaching the target of 11 percent of the share of poorest quintile in national consumption by 2015.

GDP per capita

According to the statistical data, in 2012 GDP per capita in Mongolia estimated in current prices reached 4,934.7 thousand tugrugs. The World Bank's estimate is US\$ 3,335. The State Great Hural's Resolution #13 stated that this indicator's target is 6,800 thousand tugrugs in 2015. However, there is a difficulty in assessing whether this target will be achieved by 2015 as goods and services need to be estimated at prices of 2015, and it is impossible to predict the prices for 2015. Moreover, since GDP per capita is expressed at current prices, there are limitations to evaluate real changes over time.

According to the projections for 2013 GDP per capita at current prices is expected to reach MNT 5.9 million or US\$ 3,342. From 2014 the mega projects such as OyuTolgoi and TavanTolgoi are expected to start their full operations, and the government will support the industrial sectors, basic infrastructures and housing, which will be sufficient to fulfill the targets for 2015¹⁸.

18 Per Ministry of Economic Development's estimate.

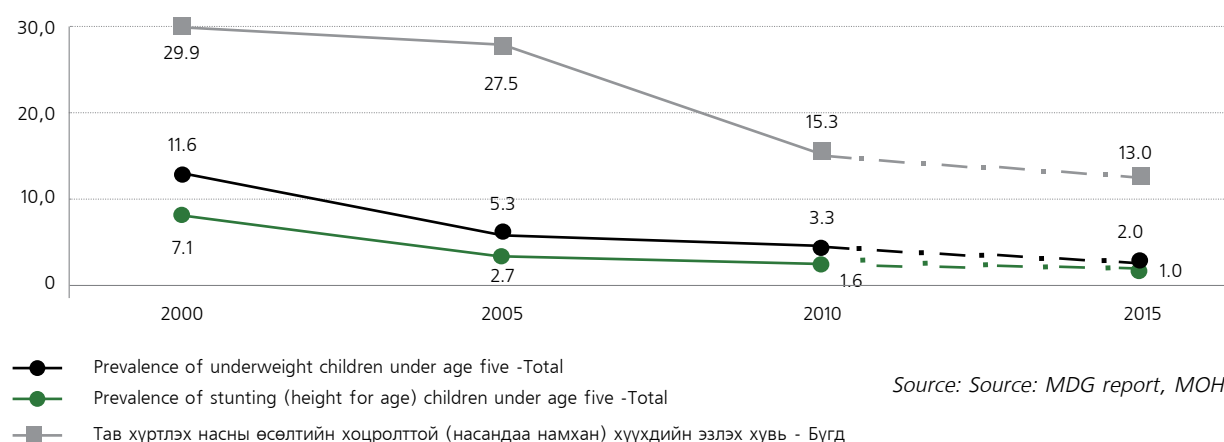
TARGET 2:

REDUCE BY SIX TIMES, BETWEEN 1990 AND 2015, THE PROPORTION OF PEOPLE WHO SUFFER FROM MALNUTRITION

In 2008, the State Great Hural introduced the amendments to the Mongolian MDGs and targets through its Resolution #13, which states the prevalence of underweight, stunting and wasting of children aged under five are indicators to assess the MDG Target 2. These indicators are non-monetary proxy measures of poverty and they are utilized alongside with monetary poverty

measures in a number of countries. The country's target for the year 2015 for the prevalence of underweight children under age five is 2.0 percent, the prevalence of stunting and wasting for the same group of children is 13.0 and 1.0 percent respectively. These targets are shown in Figure 3.1.5 alongside with their progress for the period 2000-2010.

Figure 3.1.5: Nutrition indicators for children aged below age five (%)



Note: 1) — comparable years
2) - - - - - path to 2015 target

The benchmark of the target indicators were defined on the basis of results of the first ever nationwide survey "Population Nutrition Status" undertaken in 1992. The progress of the target indicators been monitored against the target in 2015 using the results of the Multiple-Indicator Cluster Survey (MICS) which was conducted in collaboration with UNICEF in 2000, 2005 and 2010.

In 2006, the child growth standards were revised by the WHO, and these benchmarks have been utilized to assess children's nutrition around the globe. Mongolia has endorsed these standards in 2010, and started to use them in the surveys and surveillance actions. For instance, these indicators were used for the 2010 Multiple-

Indicator Cluster Survey (MICS). In order to ensure comparability data for the last decade the under-five child nutrition indicators for with 2000 and 2006 surveys were re-estimated using these new standards. Therefore, indicators and data for 2000 and 2005 included in the State Hural Resolution were revised as well.

Underweight

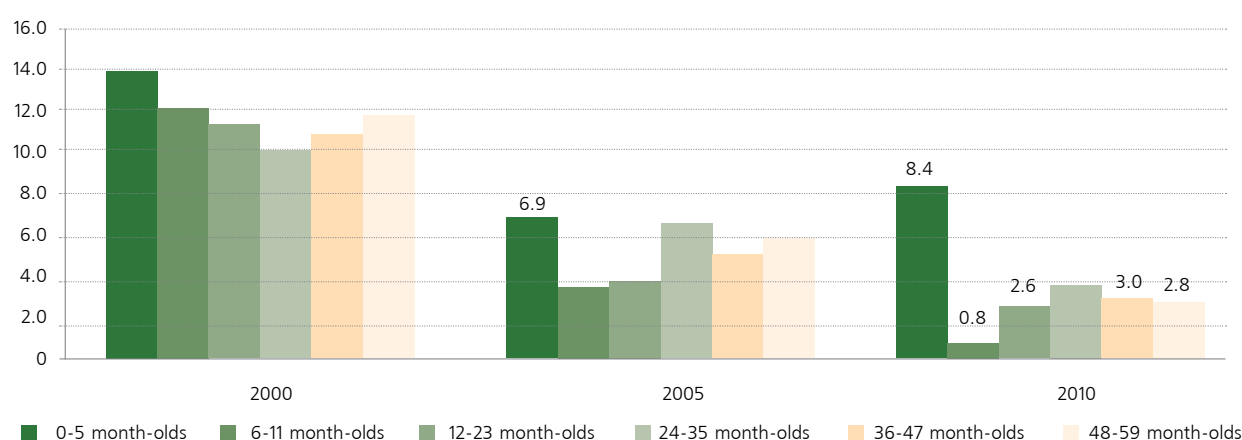
The country is on track to meet this Target by the year 2015. Good progress is made in rural area with respect to under-five underweight children. However, it has increased for the children aged below six months.

Figure 3.1.5 displays the progress of nutrition indicators of under-five children, particularly the prevalence of underweight children aged below five accounted for 11.6 percent in 2000 and it has fallen to 5.3 and 3.3 percent in 2005 and 2010, accordingly. The annual rate of reduction for the period of 2000-05 was 14.5 percent, and further in 2005-10 it has slowed down and reached 9.0 percent. There is visible reduction in the prevalence of children under five who are underweight, and

it will reach the target of 2 percent by 2015.

In 2010, the national averages of nutrition indicators of children under five and their variations across the regions and rural and urban area, gender, income and quintiles and education level of mothers have been narrowed compared to 2000 and 2005. There is noticeable progress of reduction of underweight under-five children in rural areas.

Figure 3.1.6: Prevalence of underweight children under age five by age of the child (%)



Source: MDG report, MOH.

The disaggregation of the prevalence of underweight children shows that the proportion of underweight children above 6 months has declined in 2010 compared to the 2000 and 2005 surveys, while this index has increased among babies under 6 months (Figure 3.1.6).

Moreover, in 2010 there are more visible variations in proportion of the underweight children by the different age groups. For instance, the prevalence of underweight children under 6 months was 8.4 percent, and for other age groups this proportion varies between 0.8 to 3.6 percent (Figure 3.1.6).

In 2010, the indicators for underweighting for the age under 6 months were higher and have degraded against the 2005 level. One of major reasons of such under performance is low weight birth and lack of breastfeeding for the babies. The last decade data indicate that out of total babies only 51-66 percents have been purely

breastfed, and rest have been used some kind of supplements. These children are vulnerable to the underweight problem¹⁹.

Prevalence of stunting

In 2015, the country is able to fully achieve the target of 13 percent on prevalence of stunting children. In addition of reducing the proportion of stunting children in total number, the variations in gap between rural and urban area, and gaps in gender, income and educational level have been narrowed as well.

The prevalence of stunting (height for age) for children aged below five stood at 29.9 percent in 2000, and it declined to 27.5 percent in 2005 and 15.3 percent in 2010. The annual reduction rate was 1.7 percent in 2000-2005, and then has accelerated to average of 11.6 percent in 2005-2010. The target of 13 percent on prevalence of stunting children aged below five will be achieved fully.

¹⁹ MOH, MDG progress report, 2013

In addition, the proportion of stunting among the under-five children by age groups and its variations by rural and urban area, gender, income and quintiles and education level of mothers have been reduced.

Prevalence of wasting

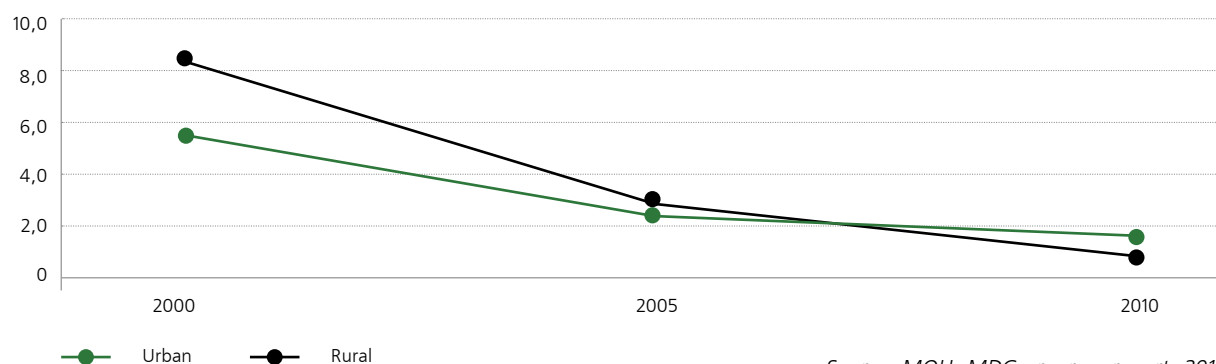
In Mongolia, the target on prevalence of wasting will be achieved fully by the year 2015. The prevalence of wasting among rural children has reduced significantly. On contrary, among the children under 6 months and living in Ulaanbaatar, whose mothers attained nine and above grade education, and income level is belong to middle or above groups are likely to fall into category of wasting.

In 2000, the prevalence of wasting among under-five children (weight for height) accounts for 7.1 percent, which was lowered to 2.7 percent in 2005, and reached 1.6 percent in 2010. The annual rate of reduction was 17.6 percent in 2000-2005, and it has declined to 9.9 percent in 2000-2010. The target of reaching 1.0 percent by 2015 will

be fully achieved²⁰. The above indicators proof that there is no hunger in Mongolia. However, it should be reminded that for a country like Mongolia with small population the factors such as sharp fluctuations in the foodstuff price, food shortage, long-lasting power and heating limitations, earthquakes and other natural disasters will have enormous and immediate impact on these indicators, which requires continuous risk assessment and monitoring²¹.

The results of the analysis on the wasting (weight to height) of children aged below five are presented in Figure 3.1.7 shows that in 2000, rural children aged below five exposed more to wasting, however it has reversed in 2005 and 2010. For instance, in 2005 this indicator's discrepancy in rural and urban settlements was eliminated, but in 2010 the proportion of children with wasting has become predominant in urban areas compared to rural settlements. The major reason is unmanaged influx of people from rural areas to urban settlements, and many of them experience hardships of movements including lack of nutrition²².

Figure 3.1.7: Prevalence of wasting (weight for height) children under age five by rural and urban areas (%)



Source: MOH, MDG progress report, 2013.

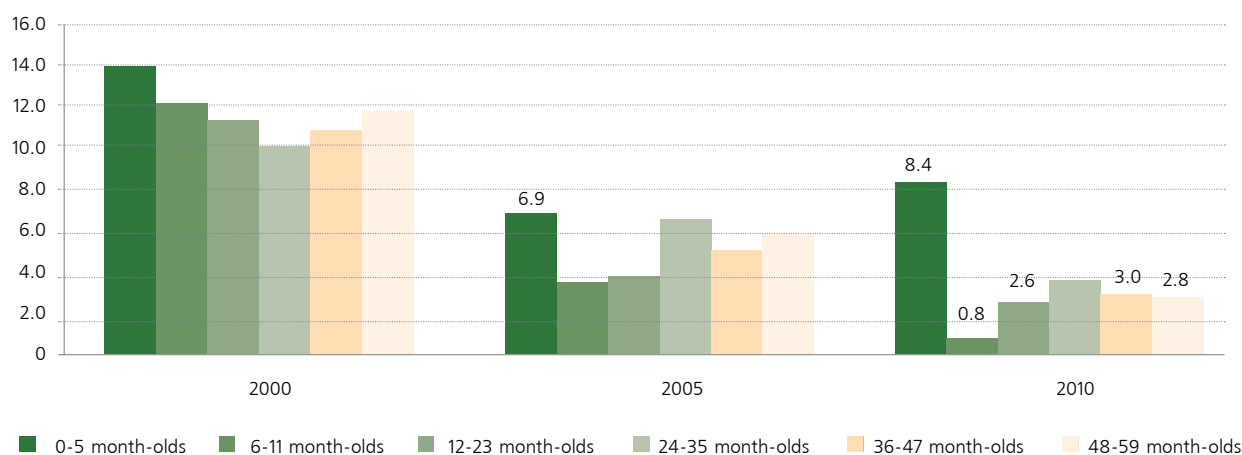
Overall there are no variations from the gender perspectives, however, in 2010 there was more prominent gender disparity in wasting among the under-five children.

The age disaggregated data on under-five wasting demonstrates the obvious progress for all children with an exception for the babies under six months. This tendency is observed continuously for the last decade, and more than 10 percent of children with wasting records are belong to this age group as well. Although the wasting prevalence of children aged below six months has dropped down by 61.9 percent in 2005 compared to 2000, however it has increased by 4.9 percent between 2005 and 2010 (Fig 3.1.8).

²⁰ MOH, MDG progress report, 2013

²¹ MOH, MDG progress report, 2013

²² MOH, MDG progress report, 2013

Figure 3.1.8: Prevalence of wasting (weight for height) children under age five by age of children (%)

Source: MOH, MDG Progress Report, 2013

This phenomenon is associated with low weight at birth and mothers' desire not breast feed fully and use supplemental items for baby food. Moreover, lack of skills regarding baby care leads to wasting among the children. During last five years, due to extensive advertisement regarding the baby milk supplements and their expanded sale young mother have been misdeemed and occurred wrong attitudes towards breastfeeding and baby care. Wasting prevalence among the children under age two compared to the age above two is higher. This age group requires the most care from mothers, and unfortunately in many instances these children do not receive this proper care and other additional supplements²³.

The children whose mothers are uneducated tend to be in this category. In 2000 and 2005, among the under-five children the probability of being wasted was higher for children with uneducated, however in 2010 it has become obvious only for children with mothers with nine and above years of schooling.

Moreover, the children under five who belong to poorest quintile households constitute the highest likelihood to be wasted in 2005, while in 2010 the highest probability of wasting accounts for children who live in households that belong to middle or above income groups.

Overall, the under-five children prevalence is higher among the children residing in Ulaanbaatar, having the children with mothers with nine and above years of schooling, living in households with middle or above income, and belong to the age group under 6 months.

The Fourth National Nutrition Survey has introduced some selected nutrition indicators for age groups beyond the scope of the Target 2. According to the survey findings the prevalence of stunting and wasting in school-age (7-11 year-old) children was 11.7 and 3.3 percent, respectively. The prevalence was above the national average in Western and Eastern regions, and rural children were 1.6 times more likely to be stunted compared to their urban peers. The prevalence of malnutrition in adult women, adult men and pregnant women was 6.0, 7.7 and 2.1 percent, respectively, and the rate was relatively homogenous across different groups²⁴.

Analysis of statistical data on population nutrition demonstrated that per capita daily energy consumption was 2,798.3 kcal (2,603.6 kcal in urban and 3,040.7 kcal in rural areas) in 2010, which was higher than the recommended daily average energy consumption per average person (2,500 kcal) approved by the Health Minister's Order # 257 of 2008. Nonetheless, the poverty headcount in rural areas is higher than in urban settings because the energy consumption of people living below the poverty line is not likely

²³ MOH, MDG Progress report, 2013

²⁴ MIA, MDG Progress Report, 2013

to meet their needs. Poor households use only flour and meat in their diet, and they are prone to diseases ensuing from vitamin and mineral deficiencies²⁵.

In 2012 the Law on Food Supply was amended, and the Law on Food Security was endorsed by Parliament.

Meat and dairy products constitute 45-50 percent of daily food consumption of rural population, and 35-40 percent of urban residents respectively. Thus the meat and dairy products were stipulated as strategic food items, and their supply will be coordinated by the government²⁶.

In Mongolia, there were no cases of sudden changes of production and supply of meat and dairy products resulting in wide spread hunger among the population due to the number of livestock greatly exceeding the population. Despite the growth of livestock there is a trend indicating the declined supply of meat products per capita. This is associated with the higher rate of growth of population compared to the livestock, and overall increase of population size²⁷.

Since the 1990s, the crop industry has been deteriorated, particularly the wheat growing industry. During this collapsing period, in 2007 the industry has declined to its minimum level, and 80 percent of crop, including wheat was imported from other countries. As response to this decline, the government of Mongolia has announced the 3rd Agricultural Campaign aimed at revitalizing the crop industry. As result by 2011, wheat and vegetables were supplied 100 percent by the domestic producers²⁸.

However, it is noticeable that agricultural raw materials required for domestic production and to supply entire market are inadequate. This is partly explained that food consumption per

capita is higher than domestic production, which shows that some raw materials for domestic consumption were imported.²⁹

Since 2002, Mongolian population have consumed an adequate amount of nutrition. However, food consumption volume, calorie intake and other nutritional indicators vary among the rural and urban residents significantly³⁰.

The decomposition of food consumption reveals that urban residents consume more flour, sugar, eggs, fruits, potato and other vegetable, while rural people prevail in terms of consumption of meat and dairy products. In contrast, rural residents experience minimal consumption of fruits, potato and other vegetables, which creates risk of being malnutrition from vegetable origin minerals and vitamins. However, urban people tend suffer from overweight caused by sugar and potato. Detailed analysis suggest that the reason of low consumption of vegetables, eggs, and fruits by the rural people is not consumer preference or dislike, but availability of these products year around due to weak logistics and access to the market and absence of refrigerator for all families³¹.

The availability and supply of foodstuff differs for rural and urban areas, and existence of wholesale network and different pattern of consumption among population leads to variations in nutrition, cholesterol and water intake³².

One of major challenges in assessing the achievement of the Target 2 is lack of data because the Multi-Indicators Cluster Survey is conducted in five years intervals, which constrains comparison and progress monitoring on the annual basis. Moreover, data on children nutritional status is not compiled at lowest administrative units, which does not provide any insights of children's status health well being at khoroo, soum or aimag levels.

25 MIA, MDG Progress Report, 2013

26 MOH, MDG Progress Report, 2013

27 MOH, MDG Progress Report, 2013

28 MOH, MDG Progress Report, 2013

29 MOH, MDG Progress Report, 2013

30 MOH, MDG Progress Report, 2013

31 MOH, MDG Progress Report, 2013

32 MOH, MDG Progress Report, 2013

TARGET 3:**INCREASE EMPLOYMENT RATE OF POPULATION, REDUCE YOUTH UNEMPLOYMENT RATE WHO ARE NEWLY ENTERING TO THE LABOUR MARKET**

The target for labour force participation for 2015 is 70 percent, and unemployment rate for 15-24 years old youth will be 2.5 percent, unfortunately due to methodological discrepancies these indicators are difficult to assess. The labour force participation rate is higher in rural areas compared to Ulaanbaatar which is explained by influx of people to the city. During 2009-2012, the unemployment rate among youth has been declined steadily due to successful organization of employment support measures and other employ ability programs.

In 2012, the proportion of working age population has decreased by about three percent in 2012 compared to 2009 and 2010, however it has risen by 0.8 percent against 2011 (Table 3.1.3). The labour force participation rate was highest in 2009 for the period 2009-2012, it has reached 61.1 percent in 2010, and it has recovered again during 2011 and 2012. The labour force participation rate in 2009 was high, which was associated with the implementation of the crisis response programs and creation of job vacancies with 1 position occupied by 2 people on a part time basis, and provision of incentives for creating employment opportunities for the unemployed people. The share of economically active females in the total female working age population was 62 percent in 2009, however it has dropped to 56, 57 and 58 percent in 2010, 2011 and 2012 respectively. In contrast, the male were more economically active in 2009-12. It is explained by the grown number of women working in the informal sector and many female graduating from the higher educational institutions have been continued to study other professions. Due to expansion of mining activities during 2009-12 labour force participation for male has increased.

The population employment rate represents the country's ability to create new jobs, and in 2009 it was 88.4 percent, which later increased to 92.3 percent and 91.8 percent in 2011 and 2012 respectively. The expansion of mining and services sectors in the economy has impacted on employment rate growth in 2011-2012. Over the past 4 year period, the lowest employment rate and the highest unemployment rate account for 2009, which was a reflection of global economic crisis and strong negative effect of dzud that happened in 2009-2010. The most favorable results are recorded for 2011, when the country experienced recovery in its economy.

Unemployment rate stood at 11.6 percent in 2009, and it has dropped down to 9.9 and 7.7 percent in 2010 and 2011 respectively. In 2012, the Law on Employment Support was amended, which enabled to implement a number of job creating interventions through the various programs. In addition, the special measures were introduced for some target groups who experience difficulties to find jobs. However, the number of unemployed people in Ulaanbaatar city has increased, which resulted in growth of unemployment rate to 8.2 percent in 2012. The unemployment rate for male has exceeded the female rate throughout 2009-12.

Out of the total 139 respondents of the above mentioned qualitative survey 61 percent answered the question on "Has unemployment rate declined during last 5 years?" as "increased", and other 50 percent pursued as "remain stable", and only 28 percent said "declined". The above data suggest that there is perception among the public that unemployment has not declined at all.

Table 3.1.3: Employment statistics at the end of the year, thousand persons

	2009	2010	2011	2012
Population of working age	1853.5	1863.4	1798.4	1812.1
Economically active population	1137.9	1147.1	1124.7	1151.1
Labour force participation rate (%)	66.8	61.6	62.5	63.5
Of which: Females	61.8	56.2	56.8	58.4
Males	61.0	67.2	68.7	69.0
Employment to population ratio (%)	88.4	90.1	92.3	91.8
Of which: Females	88.4	90.8	92.6	91.9
Males	88.4	89.5	91.9	91.6
Unemployment rate (%)	11.6	9.9	7.7	8.2
Of which: Females	11.5	9.2	7.4	8.1
Males	11.6	10.5	8.1	8.4

Source: NSC, Statistical yearbook 2012

Table 3.1.4 reveals that unemployment rates are generally higher in Western, Khangai and Eastern regions than the national average in 2010-2012, which could be attributed to the high poverty

rates and low participation of women and youth in the labour force. Unemployment rates are on decline in the Central region and Ulaanbaatar in 2011, however it has grown in 2012.

Table 3.1.4: Poverty and unemployment rates, 2009-2012, %

Regions	Poverty headcount (%)			Unemployment rate (%)		
	2010	2011	2012	2010	2011	2012
National average	38.7	33.7	27.4	9.9	7.7	8.2
Western region	52.6	40.3	32.5	10.1	10.8	9.8
Khangai region	52.0	49.1	38.6	11.9	8.3	8.3
Central region	29.8	28.2	28.1	9.3	6.8	7.7
East region	42.4	40.1	33.3	10.5	11.1	10.8
Ulaanbaatar	31.0	25.7	19.8	8.7	5.6	7.1

Source: NSC, Statistical yearbook 2012

According to the State Great Hural's Resolution #13 issued in 2008, the Target 3 on employment contains two indicators to monitor the progress, namely labour force participation rate and unemployment rate of 15-24 year-olds. Prior to the analysis of employment figures it is worth to mention that there is a difference in methodology used for the estimation of employment related indicators such as labour force participation rate and youth unemployment rate. For instance, prior 2008 unemployment rate and labour force participation level were calculated based on the

annual employment statistics, while later they were converted into data from the Labour Force Survey (LFS).

Due to this shift in methodological approach, the unemployment and labour force participation among youth of age 15-24 years old has increased sharply as indicated by the Figure 3.1.9. In 2008, youth unemployment rate was 3.0 percent, which has increased to 22.0 percent in 2009. Due to loss of comparability the analysis of employment indicators will focus on two periods of time, 1998-2008 and 2009-12.

Methodological Issues

Prior 2009, the number of registered unemployed was included in the total number of economically active population and was used to calculate the labour force participation level and unemployment rate among 15-24 years old youth.

Since 2009, the number of economically active population is calculated from the Labour Force Survey using both registered and un-registered unemployed.

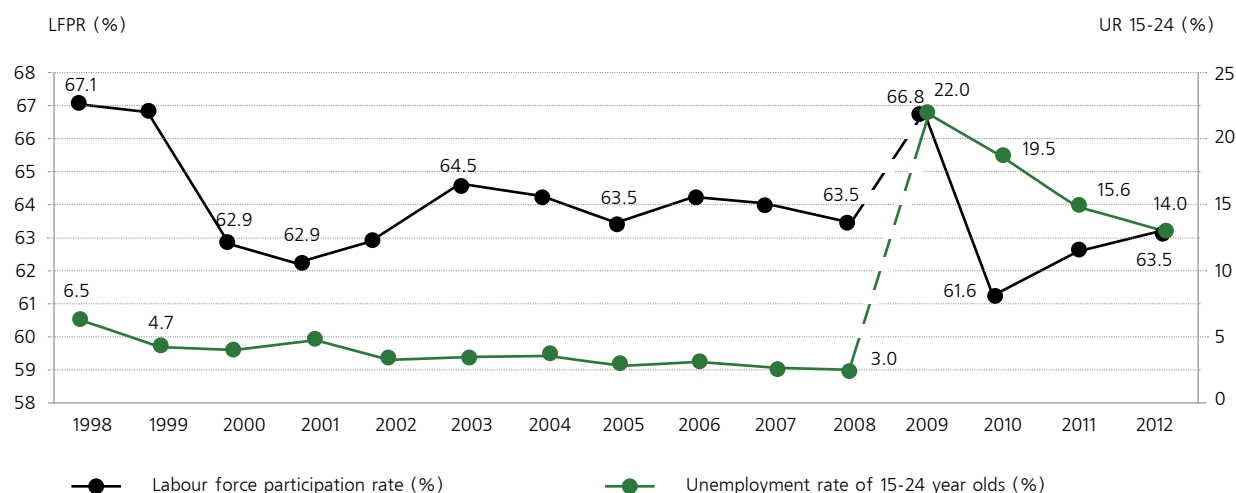
Labour Force Participation Rate (LFPR)

The labour force participation rate shows the proportion of working age people in total economically active population. This rate was highest in 1998, and it has dropped to 62.7 percent by the year 2000. The main contributors

for this national level decline are Ulaanbaatar, Bayan-Ulgii, Darkhan-Uul, Orkhon, and Khovd. During 2000-2008 LFPR has fluctuated between 62.3 and 64.5 percent with slight increase for 2003, 2004, 2006 and 2007. The Labour Force Survey (LFS) results indicate that LFPR stood at 66.8 percent in 2009 and declined sharply to its lowest level 61.6 percent in 2010. The major reason of becoming unemployed was associated with the economic crisis and dzud. There has been gradual growth in 2011 and 2012 with an annual rate of 1.5 percent is a result of policy interventions including the declaration of 2011 as "The Year of Employment".

The change in methodology enables to assess progress of reaching 70 percent of employment by the year 2015. There is a need to review the Target indicators for 2015.

Figure 3.1.9: Labour force participation rate and unemployment rate of 15-24 year-olds (%)



Source: MDG indicators' database, NSC

Data for 1998-2008 derived from annual employment statistical reports

Data for 2009-2012 derived from the Labour Force Surveys

Note: 1) - - - - Non-comparable years

2) ——— Comparable years

LFPR at the regional and aimag levels exhibit substantial variations. In 2009 -2011, the low LFPR was recorded for the Eastern region and Ulaanbaatar city, and in 2012 all regions except the capital city Ulaanbaatar experience the higher LFPR than the national average. In 2012, out of 22

aimags and the capital city for which comparable data are available, 17 aimags have high LFPR than the national average. The high LFPR in aimags could be due to declining number of working age population resulted from increasing internal migration from aimags to the urban areas, in

particular to the capital city Ulaanbaatar. The low LFPR in Ulaanbaatar could be a result of rising number of working age population resulted from increasing influx of people. The most of the people who migrated from aimags to Ulaanbaatar or urban areas engage in the informal sector.

Despite the changes in the methodology of calculations, with the additional efforts from the government the target on labour force participation rate for 2015 will be reached. The main reason is expected rapid expansion of the country's economy.

Unemployment rate among youth of age 15-24 years old

Currently, the youth aged 15-24 constitute about 30 percent of the working age population of Mongolia, and at the same time their age economically active population comprise 16 percent of the total economically active population. Youth unemployment rate calculated based on registered unemployed was quite high in 1998-2001, which stabilized in 2002-08. However, the Labour Force Survey conducted in 2009-12 revealed the number of hidden unemployed. Thus, in 2009 the unemployment rate of youth aged 15-24 increased to 22.0 percent, and from the next year it started to decline steadily by around 14 percent per annum. By 2012 it reached 14 percent. This declining trend in the youth unemployment rate is attributable to the implementation of various programs such as "Pre-employability Program for Youth", and "Sub-program to support youth and students' employment". The target of 2.5 percent of youth unemployment rate was defined on the basis of registered unemployed youth, therefore this target is subject to re-estimation.

Obvious disparities in youth unemployment are observed across the regions and aimags. As of 2012, the youth unemployment rate is high in

Eastern region and Ulaanbaatar and in 11 aimags as compared to the national average. Youth unemployment is major issue in Darkhan-Uul (30.9 percent), Orkhon (26.2 percent), Khentii (21.6 percent), Govisumber (19.8 percent), Bulgan (19.3 percent), Khuvsgul (18.8 percent) aimags and Ulaanbaatar (17.1 percent) as these aimags and the city comprise the largest share of youth in total population. In addition, these locations suffer from low economic diversification and increased migration of people to the city and towns.

The qualitative survey participants have mentioned that there are too many unemployed youth in the soum and aimag centers, and most disappointing that many of them have higher education. A number of respondents complained about the employers' attitude to discriminate the job seekers based on gender, age and reluctance to hire women.

A majority of youth became lazy. Unemployed youth consume much alcohol. Youth are too lazy to have jobs of cleaning roads with MNT 12,000 pay per day.

- Discussions with the residents of the 1st bagh of Erdenebulgan soum, Arkhangai aimag

Alcohol abuse is becoming very common. There are many young people who spend all money on vodka. Many people with higher education are unemployed.

- Discussions with the speaker of Jargalant soum, Khuvsgul aimag

Everyone wants to go for higher educational institutions, and the family is bankrupting. Youth are like white collar workers. Graduates from colleges and universities serve as waitress at restaurants. We need old technical and vocational schools.

- Discussions with the residents from Murunsoum, Khuvsgul aimag

TARGET 4:**REDUCE NEGATIVE EFFECTS OF POPULATION CONCENTRATION AND MIGRATION, PROVIDE MIGRANTS WITH BASIC SOCIAL SERVICES**

There is a need to establish centralized data base with the records of un-registered population.

The share of urban residents in the total number of population has been increased. According to the 2010 Population and Housing Census the share of urban population was 67.9 percent or two third of Mongolian population live in urban settlements. During the last decade the annual growth of urban population is similar to the rate which was 30 years back³³.

In terms of urbanization Ulaanbaatar is the most populated settlement followed by the Central region and Darkhan-Uul, Dornogobi, Umnugovi aimags, where the mining industry and services are developing, the infrastructure, including paved roads are developing and close proximity to the Chinese border. Moreover, better basic services such as education, health are better in Ulaanbaatar and other urban settlements, which attract many people to move to these locations, thus leading to continues growth of urban population³⁴.

Internal migration towards cities and urban settlements has increased since 2000, mainly caused by a harsh winter that is resulted in the loss of animals which is the main income source of a number of herding families. There have been notable changes in the share of urban population as a result of severe winter “dzud”. The herders who lost their livestock migrated extensively to urban areas in a search of livelihood.

There is a tendency of un-managed expansion of Ulaanbaatar city, and many people concentrated in the Central region. Many people settle in Ulaanbaatar and the Central region, and the remote parts of the country has become less populated. In 2011, the population of Ulaanbaatar

has increased by 55.2 thousand persons, of whom 44.8 percent were official migrants from the rural areas. The mechanic growth per annum was 50.1 percent. As the 1st of January of 2012, out of total Mongolian population 1,206.6 thousand or 45.8 percent or out of 306.8 thousand households 40.4 percent were belong to the Ulaanbaatar city³⁵.

The majority of migrants have settled in Ulaanbaatar, and due to low income and lack of housing connected to the central infrastructures many of them start to settle in ger districts. During last 5 years, due to rapid migration to the city, the number of population and households residing in ger districts has been increased drastically. Currently, 60 percent or 184.2 thousand of Ulaanbaatar population live in gers. Many of migrants live in rented accommodations. For the migrants the accommodation is a major challenge, followed by the high cost of living³⁶.

The mining sector and associated industries create a new but very extensive migration flow. The industry which accommodates a majority of labour is construction, and it employs three times more men compared to women. The mining activities rely on men’s dominated labour as well. In 2000, the majority of migrants tend to be engaged in informal activities, while now they are mainly employed in formal sector. Since the labour market of the capital city is able to absorb all migrants many of them and poor individuals are becoming unemployed. The main reason is mismatch between the number of new jobs and the number of migrants to the city. Despite that migration is one of ways to cope with poverty and other social issues, the opportunities for the migrants are limited³⁷. The main reason is lack of skills, therefore the majority of them involve in informal sector hence it contributes to expansion of hidden economy. Rapid growth of urban ger area population overloads urban socio-economic and administrative units, further aggravating poverty.

³³ MSWL, MDG Progress Report, 2013

³⁴ MSWL, MDG Progress Report, 2013

³⁵ MSWL, MDG Progress Report, 2013

³⁶ MSWL, MDG Progress Report, 2013

³⁷ MSWL, MDG Progress Report, 2013

Many migrant families do not have access to safe drinking water, are not connected to centralized waste and wastewater treatment facilities, and rely on stove heating; thus, contributing significantly to urban air and soil pollution which result in poor living conditions thus becoming impediments to the human development. Furthermore, many migrant families do not have electricity. Moreover, they are not registered with the local administrative organizations in urban areas which lead them to social exclusion by not getting the benefits provided by the government to vulnerable population. The un-registered people have limited access to primary health services and medical insurance, and their children drop off from schools and kindergarten.

The internal migration has negative effects not only for destination areas it also has unfavorable impact on socio-economic development of the sending areas. The loss of human resources, increasing share of aged population in the aimags' total population, decline in market capacity and loss of traditional cultures are examples of negative effect of internal migration for sending or origin areas.

The government of Mongolia has revised the existing legislation and puts efforts to protect the new comers from the negative consequences of the migration. One of examples is amendment to the procedures on social welfare and welfare pensions. These procedures enable the newcomers to be covered by the social welfare system.

The data to assess migration and registration of the migrants, their demand for the basic services are limited. Thus assessment of the Target 4 achievement is impossible due to data availability. However, despite that the vital registration electronic network is improving it is difficult to reach 0 percent of people unregistered with vital registration in Ulaanbaatar city by the 2015. Therefore, it is vital to find other options for solving this issues and reaching the target.

Despite the above mentioned negative consequences of the internal migration the people's concentration

in one settlement – Ulaanbaatar capital city – triggers demand and needs for the products and services, which result in expansion of economic opportunities.

Attention to population density reduction and provision of better living conditions for the rural people in their locations along with a policy on balancing rural and urban population will reduce one-way migration to the city. On other hand, it is vital to increase investment in infrastructure to reduce urban – rural disparities, enhance favorable conditions to increase population and economic concentration, promote environmentally friendly industries, and promote technological advances, which enable more inclusive and accelerated economic growth³⁸.

IDENTIFICATION OF KEY IMPLEMENTATION BOTTLENECKS CONSTRAINING PROGRESS

The methodologies for estimating poverty headcount and gap in monetary terms, labour force participation rate and youth unemployment rate need the revision.

There is a lack of systematic analytical research on the root causes of poverty in the country and the distinct lack of good quality poverty data over the years³⁹.

Apart from the external causes such as harsh winter (*dzud*) and drought, the root causes of rural poverty in Mongolia are fewer number of animals per herder household, limited economic opportunity such as weak access to markets, cheap prices of agricultural products, limited access to market to purchase agricultural products as well as disadvantages associated with the social inequalities.

The main challenges in youth employment are high turn-over of young employees due to young people's attitude towards works and duties on one hand, but also due to poor working conditions and low wages insufficient for maintaining one's livelihood on the other hand. The difference in youth unemployment rate across aimags could

³⁸ MSWL, MDG Progress Report, 2013

³⁹ Ms. Magdalena Sepulveda Carmona, Report of the Special Rapporteur on extreme poverty and human rights, December 2012

reflect the lack of social protection, which forces the young people into low-productivity employment, especially in the informal sector. In addition, labour force skills and profession, lack of technological knowledge prevent the youth to be involved in the productive labour market.

Despite the growing number of vacancies and increased demand on labor market, the number of citizens admitted for job has been fallen down. The unemployed citizens, particularly youth actively seeking employment often do not meet employer's requirements. Specifically, knowledge and skills of labor force fail to match contemporary technological advances.

Economic growth is not translated into greater income generation for the general population and has little impact on employment policies in the country. In other words economic growth fails to create labor market demand, which matches growing supply of labor force. Labour force absorption, productivity and wages remain uneven as the country's economy diversifies. More than 90 percent of all employers are small and medium-size enterprises with 1-9 employees and limited economic, human resource and management capacity to create proper workplace environment.

The loss of livestock in dzud, followed by increasing poverty in rural area, underdeveloped infrastructure facilities, declining employment opportunity, limited access to and low quality of education and health services, remoteness from markets are the dominant factors associated with rising number of migrants from rural areas to urban areas. Moreover, disparity in the development across aimags is the foundation of increasing migration towards the urban areas.

The majority of migrants settles down in ger districts in Ulaanbaatar and do not receive essential socio-economic support in adapting to new environment, generating livelihood opportunities, and receiving education and health services.

RECOMMENDATIONS TO ACCELERATE PROGRESS

- Revise poverty data aligned with inflation for 1995-2009, and revisit 2015 target;
- Undertake impact assessment of poverty reduction policies and measures;
- Establish National Poverty Reduction Committee at the Government level with participation of local authorities;
- Develop multi-sectorial strategy and to set up cross sectorial coordination mechanism of poverty reducing interventions amongst stakeholders;
- Support academic research studies to explore the root causes of poverty;
- Strengthen the rural population's capabilities through better education, access to information and greater participation in dialogue and decision-making;
- Amend the Law on SMEs to enable greater participation of herder households;
- Increase household income through expansion access to finance, establishment of regional networks and access to market;
- Enhance establishment of cooperatives in the rural areas by supporting ideas and initiatives raised on cooperatives taking into account the fact that cooperatives are one of the factors for poverty reduction in rural areas ;
- Build awareness among the herders on government policies through advocates originated from the herding community (peers education);
- Provide efforts to move the economic concentration in urban areas to rural settlements.
- Create opportunities for absorption of graduates from the higher and vocational institutions by the labor market, and improve educational program curriculum to meet labour market demand;

- Invest in the youth in aimag and soums is an important strategy to transform the demographic challenge that occurs in some aimags and cities into economic opportunities, social inclusion and poverty reduction;
- Improve legal framework for developing new businesses and facilitating innovation, make transparent their financing mechanisms.
- Revise the 2015 indicators for labour force participation rate and youth (aged 15-24 years) unemployment rate ;
- Develop a national action plan for youth employment. This action plan should examine and address the key barriers to youth employment at local and national levels and be ready to scale up interventions that are proving to be innovative in the promotion of youth participation and private sector involvement;
- Establish centralized data base with the records of un-registered population;
- Establish legal environment for coordinating settlement issues for migrants to Ulaanbaatar city;
- Incorporate the issue of building temporary leasehold estate for homeless migrants into urban planning policies;
- Contain internal migration through establishing small and medium-size enterprises and technological parks matching local needs and demand, and developing local production;
- Provide remote and regional incentives, and establish legal environment for financial, tax and loan policy support to the residents of remote, poorly developed regions and aimags;
- Limit population migration by introducing "New soum" project aimed at building and renovating schools, hospitals, offices and other buildings connected with engineering;
- Undertake measures to coordinate migration to mining development areas, create conditions for family-friendly settlement for the mining workers, and incorporate policies for migrants in regional development plans.

OVERALL ASSESSMENT OF PROGRESS ON GOAL 1

The assessment of the progress of Goal I indicators was carried out using the methodology⁴⁰ described in "Analysis of current MDG indicators".

Out of ten indicators seven need to be recalculated or methodology needs to be reviewed. Out of benchmarks the indicators on Prevalence of stunting children under age five (%) by 2015 is fully achieved, and Prevalence of wasting of children under age five (%), Prevalence of underweight of children under age five (%) and GDP per capita are most likely to be achieved by 2015.

⁴⁰ Ch. Khashchuluun and Sh. Munkhtseren, *A review of MDGs progress in Mongolia, 2013*

SUGGESTIONS ON POST 2015 GOALS AND TARGETS

Suggestions for the post-2015 national level targets and indicators are as below.

Goal	Possible indicators
Goal 1: Halving poverty and hunger	1. Reduce the share of people living below poverty line by x % at the national level. This indicator needs to be disaggregated by region and aimags;
Target 1: Improve livelihood of people below the poverty line	2. Increase GDP per capita by x %; 3. Increase innovation-based economic growth by x %; 4. Reduce the share of children living in poor households by X % at the national level; 5. Reduce the average annual number of livestock lost in dzud by x%; 6. Increase the share of people who lifted out of the poverty in the total number of poor people by X %.
Target 2: Ensure food security and good nutrition	1. Reduce stunting by z%, wasting by z%, and anemia by x % for all children under five; 2. Ensure food security; 3. Increase organic food provision to population through sustainable agriculture development;
Target 3: Create jobs, sustainable livelihoods and equitable growth	1. Decrease the number of young people not in educational institutions or employment by x%; 2. Increase number of business entities which export own goods and services; 3. Increase new start-ups by x% and value added from new products by creating an enabling business environment and boosting entrepreneurship; 4. Increase LFPR to x %; 5. Increase employment rate to x %; 6. Reduce unemployment rate among youth of age 15-24 by x %.



MDG 2:
ACHIEVE UNIVERSAL PRIMARY EDUCATION

MDG 2:**ACHIEVE UNIVERSAL PRIMARY EDUCATION**

- *The net enrolment ratio increased during the period 1997–2012 in all aimags except Ulaanbaatar.*
- *More girls than boys are enrolled in primary education in all aimags except Orkhon. Increasing the enrolment of boys requires targeted attention.*
- *School dropouts that occur during the first grades of primary school comprise the majority of total school dropouts.*
- *Extensive rural-to-urban migration leads to a decline in the number of pupils in soum schools and a low utilization of school capacity in the soums.*
- *With additional efforts, the target for 100 percent net enrolment ratio in primary education can be fully achieved.*

Targets/Indicators	Baseline	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 5: Provide primary education for all children by 2015						
11. Net enrolment ratio in primary education	95.9 (1997)	95.0	94.7	94.8	95.2	100.0
12. Proportion of pupils starting grade 1 who reach grade 5	91.0	83.6	92.9	93.2	94.5	100.0
13. Literacy rate of 15-24 year-old	99.0 (1989)	97.7	98.5	—	—	100.0

Education is a basic human right; it provides opportunities to an individual to participate in a country's socio-economic, political and cultural activities. Education plays a decisive role in a country's development, as it creates potential to reduce poverty, sustain development and provide equality in society.

Mongolia has adopted the global targets of universal net enrolment ratio in primary education, pupils that start grade 1 and reaching grade 5, and the literacy rate of 15-24 year-olds by 2015.

ANALYSIS OF TRENDS AND INEQUALITIES

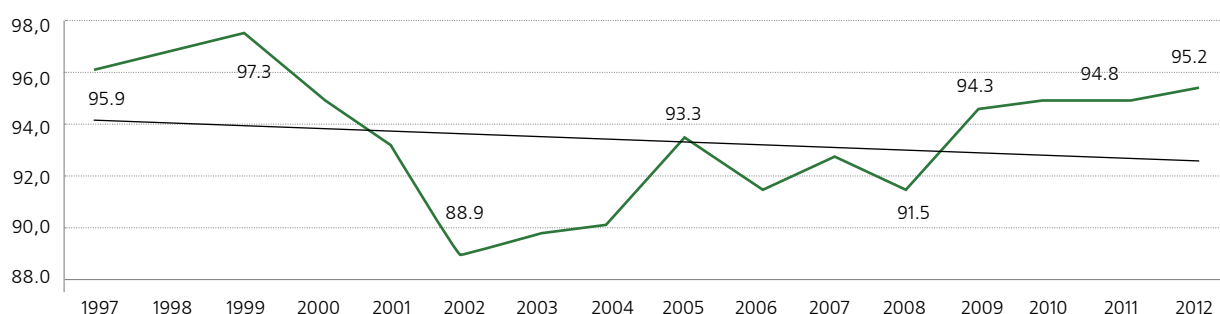
Net enrolment ratio in primary education

On average the net enrolment ratio has been unstable (Figure 3.2.1). From 1997-2012 this

indicator declined in a linear pattern. There was a sharp fall in the net enrolment ratio from 1999-2002 accounted for mainly by the drop in Ulaanbaatar (Figure 3.2.2). Since January 2008, primary students have been covered by the "Lunch program", which has had a positive impact on the net enrolment ratio. Clearly, this measure has leveraged enrolment among dropouts and those children who are not in school.

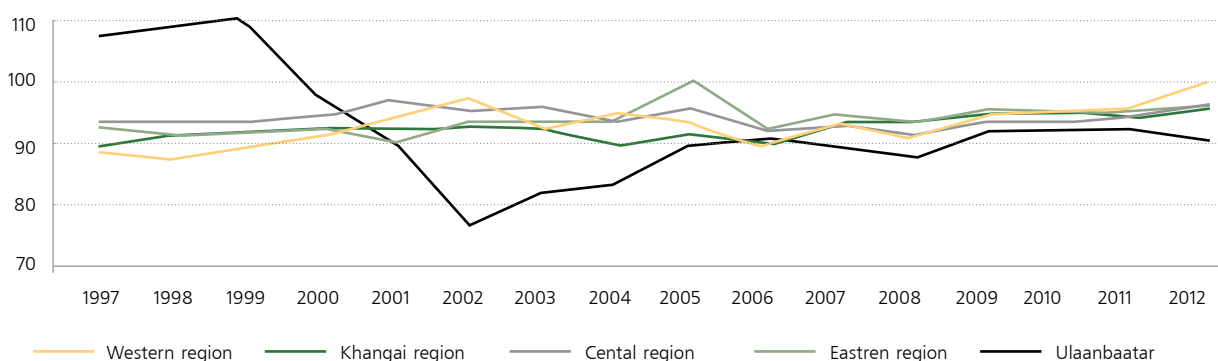
The net enrolment ratio varies by region (Figure 3.2.2). From 1997-2012 there was progress in the net enrolment ratio in most *aimags*, especially in the Western region. In contrast, there has been a notable decline in Ulaanbaatar since 1999 compared to the national average, which requires more focus and attention.

Figure 3.2.1 Net Enrolment Ratio, National Average, %



Source: MSC, MDG indicator's database

Figure 3.2.2: Net Enrolment Ratio, By Region, %

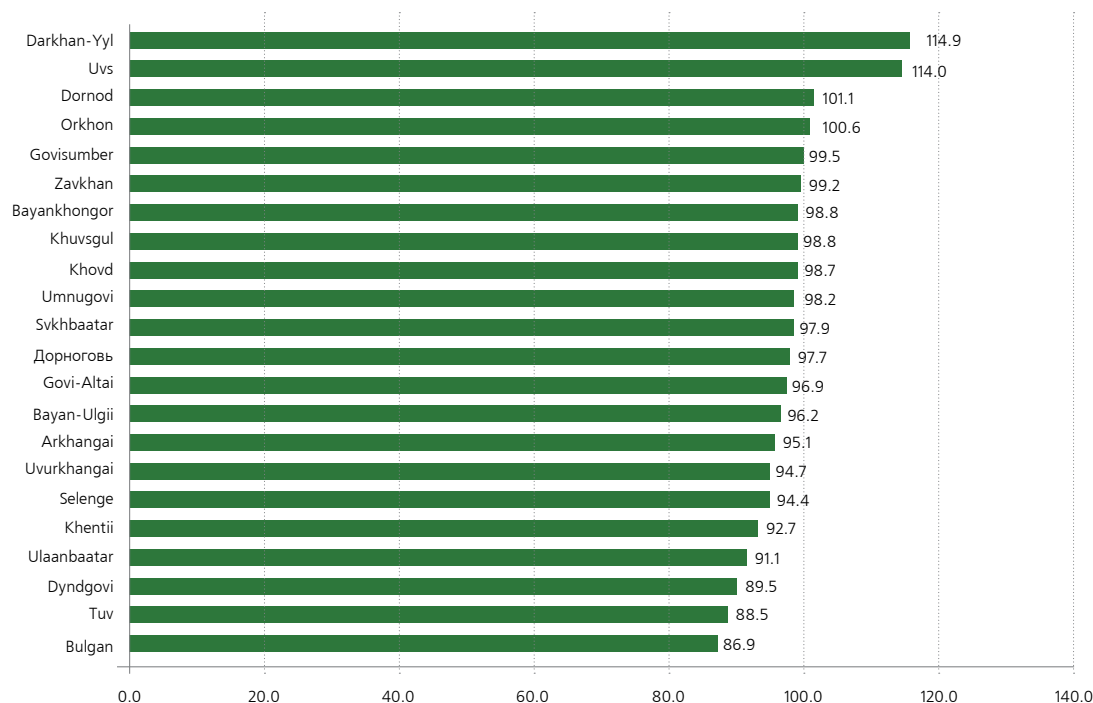


Source: MDG indicators database of the NSC based on administrative records of the Ministry of Education and Science.

The net enrolment at primary educational institutions also varies by *aimags* and the capital city (Figure 3.2.3). As of 2012, Darkhan-Uul, Uvs, Dornod and Orkhon *aimags* have achieved the 100 percent target whereas in Bulgan, Dundgovi and Tuv *aimags* the enrolment is below 90 percent. These latter *aimags* geographically

neighbor *aimags* or cities that have a high-density population and well-developed infrastructure. According to the Ministry of Education and Science, this leads to a higher level of migration to urban settlements, which in turn results in a lower net enrolment ratio in primary education⁴¹

Figure 3.2.3: Net Enrolment Ratio in Primary Education by *Aimags* and Capital City in 2012, (%)



Source: MDG indicator's database of the NSC based on administrative data of the Ministry of Education and Science

Table 3.2.1: Net Enrolment Ratio in Primary Education, By Region and Gender, 2010, %

	Бүгд	Эрэгтэй	Эмэгтэй
National average	97.4	97.1	97.7
Western	95.4	94.8	96.0
Khangai	97.1	96.6	97.6
Central	98.0	97.7	98.3
Eastern	98.1	97.8	98.4
Ulaanbaatar	98.1	98.0	98.3

Source: NSC, Thematic report, Indicators of MDG targets, 2010 Population and Housing Census, page 15.

⁴¹The MDG Implementation National Progress Report, 2011.

Boys' enrolment in schools, especially in the Western region, requires targeted attention.

Proportion of Students Who Started Grade 1 and Reached Grade 5

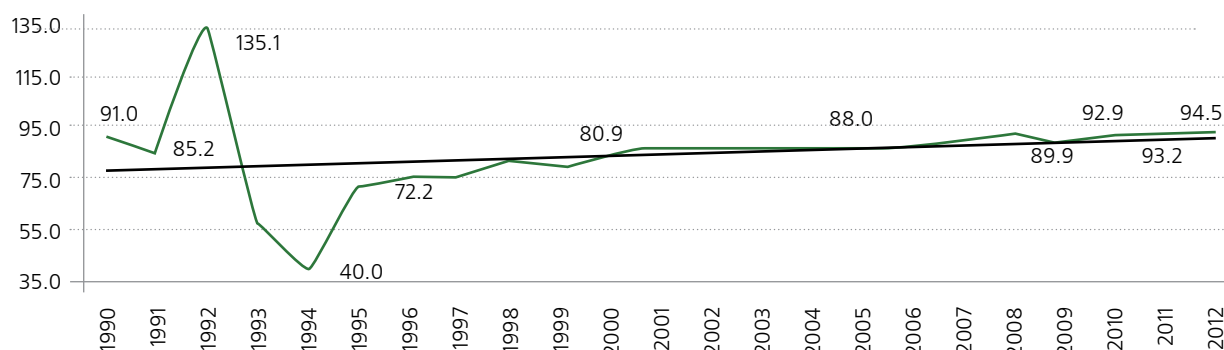
The proportion of pupils starting grade 1 who reach grade 5 measures success in retaining the students from one grade to the next one, and is produced by the Ministry of Education and Sciences. In other words, it measures the extent of out-migration from a school, and it should not be over 100 percent.

This proportion was unstable during the early

1990s when it dropped from 135.1 to 40 percent between 1991 and 1994 (Figure 3.2.4). This could be a result of the transition when children may have dropped out of school to look for employment after their parents lost their jobs. But after 1995 the completion rate steadily rose to 94.5 percent in 2012. In order to achieve the target of 100 percent by 2015, additional policy efforts and interventions are required to be undertaken.

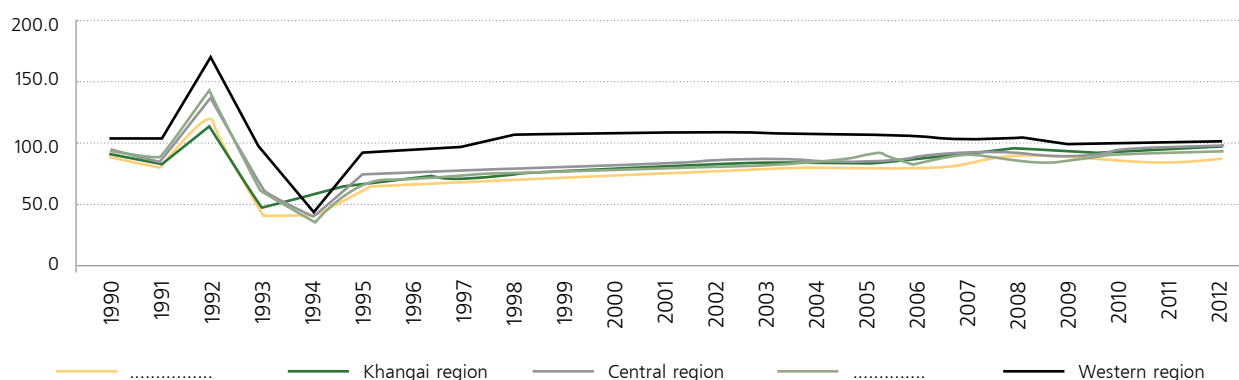
The changes in the long-term trend of this indicator have been illustrated in Figure 3.2.5. This growth has been relatively high in Ulaanbaatar as compared to other regions.

Figure 3.2.4: Proportion of Pupils in Mongolia Who Started Grade 1 and Reached Grade 5, %



Source: MDG indicator's database of the NSC based on administrative records of the Ministry of Education and Science.

Figure 3.2.5: Proportion of Pupils Starting Grade 1 Who Reach Grade 5 By Region, %

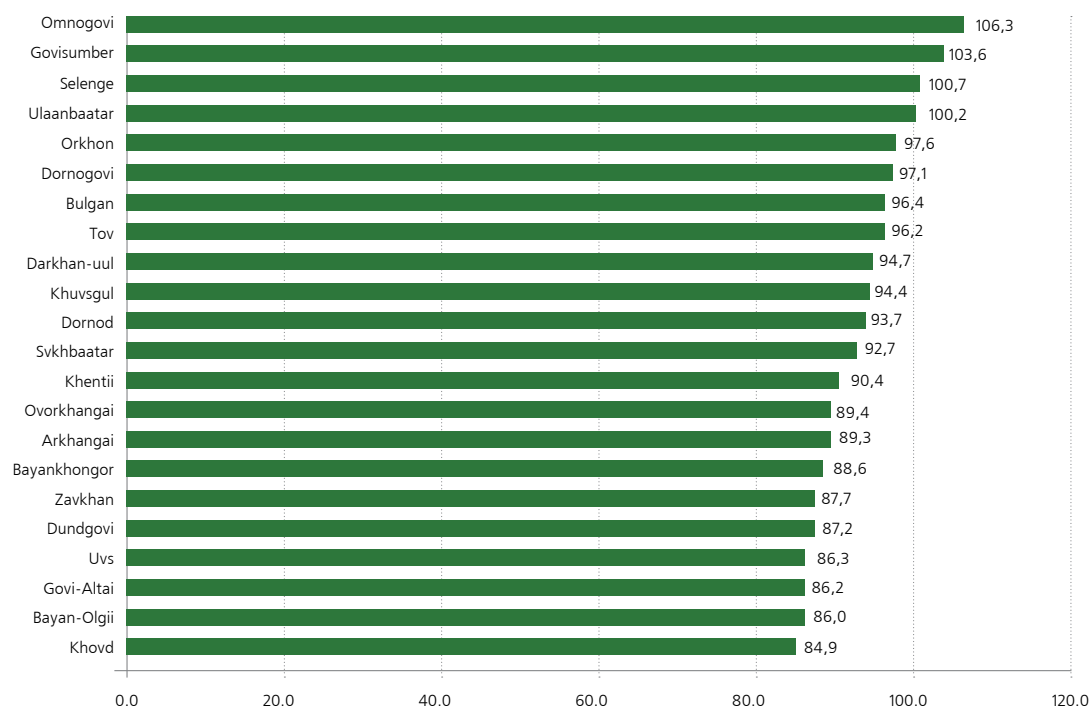


Source: MDG indicator's database of the NSC based on administrative records of the Ministry of Education and Science

The disaggregated data for primary completion rate (Figure 3.2.6) shows that in 2012 this proportion was higher than 100 percent in Umnugovi, Govisumber, Selenge *aimags* and Ulaanbaatar whereas in Khovd, Bayan-Ulgii, Govi-Altai, Uvs, Dundgovi, Zavkhan, Bayankhongor, Arkhangai and Uvurkhangaigai *aimags* this proportion was less

than 90 percent. A major factor associated with this trend is a high number of dropouts and poorly performing students that are unable to advance into the subsequent grade. If these *aimags* result in certain achievement in that indicator, it is possible to meet the 2015 targets.

Figure 3.2.6: Proportion of Pupils Starting Grade 1 Who Reach Grade 5, by *Aimags* and Capital City, in 2012, %



Source: MDG indicator's database of the NSC based on administrative data of the Ministry of Education and Science

Literacy rate of 15–24 year-olds

The results of the last three rounds of the Population and Housing Census indicate that the literacy rate of 15-24 year olds dropped in

2000 compared to 1989; however it increased in 2010 reaching the level of 1989 (Table 3.2.2). The indicator is lowest in the eastern region..

Table 3.2.2: Literacy Rate of 15–24 Year Olds, %

	1989	2000	2010		
			Бүгд	эрэгтэй	эмэгтэй
National average	99.0	97.7	98.5	98.0	98.9
Western	99.0	97.0	97.3	96.7	98.0
Khangai	98.7	96.5	97.0	96.4	97.7
Central	98.8	97.5	98.3	97.8	98.8
Eastern	97.8	95.1	95.9	94.9	97.0
Ulaanbaatar	99.6	99.5	99.5	99.4	99.7

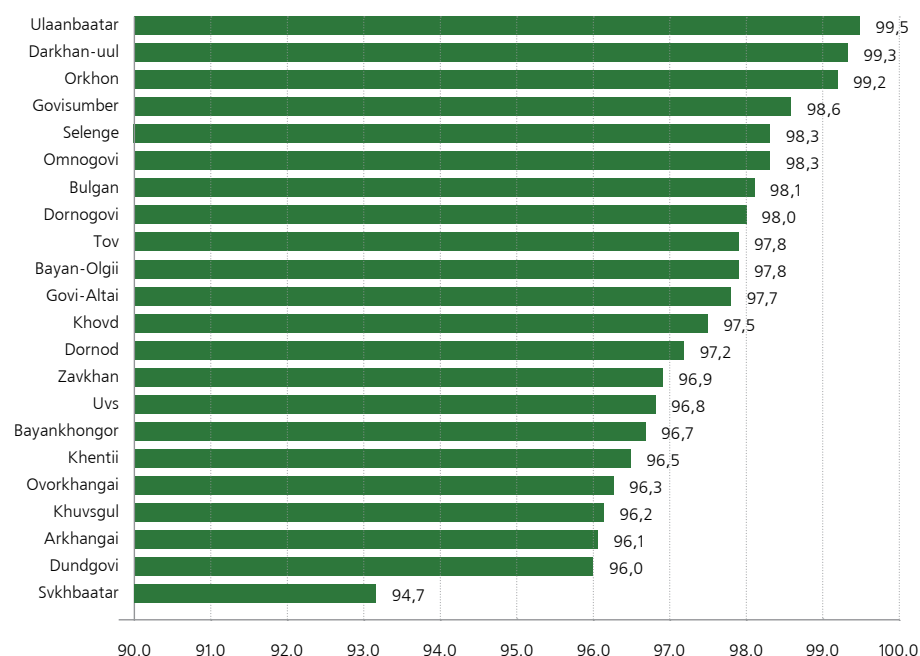
Source: NSC, Thematic report, Indicators of MDG targets, 2010 Population and Housing Census, page 20

The disaggregated data for youth by rural and urban settlements does not vary much, though literacy is greater among the female population.

In 2012, the highest literacy rate was observed in Ulaanbaatar, Darkhan-Uul and Orkhon aimags

while the lowest rate was in Sukhbaatar *aimag* and requires special attention. The literacy rate of 15-24 year-olds is relatively lower in the Dundgovi, Arkhangai, Khuvsgul, Uvurkhangai, Khentii and Bayankhongor *aimags*.

Figure 3.2.7: Literacy Rate of 15–24 Year Olds, By *Aimags* and Capital City in 2010, %



Source: MDG indicator's database of the NSC based on administrative data of the Ministry of Education and Science.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

School dropouts and migration have a negative impact on the progress of Goal 2. A review of the aimag reports suggests that extensive migration to urban or central areas leads to a declining number of pupils in *soum* schools. This results in a low utilization of school capacity in *soums* and causes a reduction in net enrolment ratio in *soums* and smaller *aimags*. This frequent transfer of children to new places of study leads to complications in covering all children and accurately gathering data.

Another impediment for success is the number of students that drop out from school. The results of the 2010 Population and Housing Census revealed that a total of 16,500 children aged 6-15

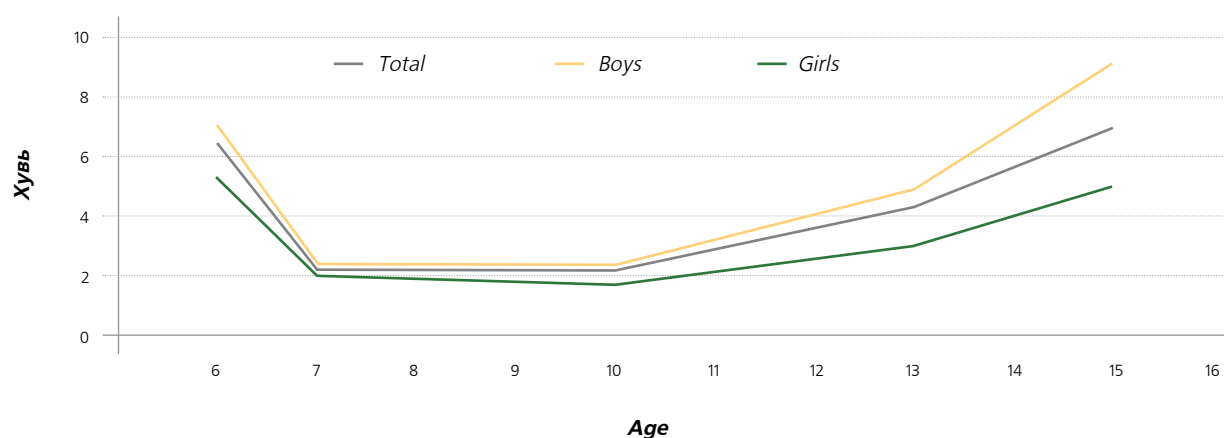
are out of school, and they constitute about 3.8 percent of the total number of children of that age. This proportion is 8.5 percent in Bayan-Ulgii, 5.8 percent in Khuvsgul, 5.7 percent in Uvs and 5.6 percent in Uvurkhangai *aimag*, which are all higher than the national average. Although the age range used in the census differs from that of administrative records, the increasing number of dropouts in primary school is one of the primary factors that affect the indicator.

Boys are more likely to drop out of school than girls and this is also a leading cause for the low net enrolment ratio of boys in primary schools.

Many children from our soum go to study in Erdenet and live there with relatives, which decreases the primary enrolment rate. An increase in the number of children means the allocated school budget is accordingly increased. After completing secondary school, however, they are not admitted to the general graduation tests and the children return to the soum to take the tests.

From discussions with the school principal, Khutag-Undor Bulgan aimag

Figure 3.2.8: Proportion of School Dropouts of Children Aged 6-15 in the Total Number of Children of the Same Age in 2010, %



Source: NSC, Thematic report, Education and literacy, 2010 Population and Housing Census, page 25.

In Mongolia, the secondary school system was changed to a 12-year schooling system in the 2008-09 academic year. Due to this, 6 year-old children were enrolled in primary schools, which resulted in a reduction of the net enrolment. The leading causes of the falling net enrolment ratio in primary education is admission of children who have not reached 6 years of age and children who have dropped out from school during the school year.

Some parents are reluctant to enroll their children in primary school although they are of legal age. Children from herder families who are 6 years old should stay in dormitories in *soums* but these children are unable to live and study at schools on their own; therefore some of them do not enroll in primary school. Moreover, some of the 6 year-olds enroll in more developed towns, which

affects the net enrolment ratio of children in primary education.⁴² In addition, unemployment and poverty affect the number of school dropouts, and a number of herder-parents prefer to convert their children into herders.⁴³

Although attending school in Mongolia is free, there are additional expenses required to send pupils to schools, particularly for schools located in soums. The expenses include school repair, renovation of classes, school equipment and books and uniforms. Extremely poor parents are reluctant to send their children to school, as they cannot afford these expenses. In addition, children of poor families tend to distant from schools as they feel ashamed of their clothing.

Data indicates that the literacy rate is falling in Ulaanbaatar every year, which affects the national average as well. Statistics show that every year a

⁴²Bulgan aimag, MDG implementation report, 2013.

⁴³Dornogovi aimag, MDG implementation report, 2013.

large number of citizens migrate to Ulaanbaatar from rural areas, which causes a greater burden on the capital city's schools, especially those that are located in the suburbs. Children from poor families are unable to afford studying at schools and some children leave school to engage in child labor. The mayor's office of Ulaanbaatar and the education department needs to pay serious attention and take proactive steps to improve the situation.

Quality of data

There is often a discrepancy in the data from administrative sources and the census. For instance, the statistics derived from the MDG indicators' database of the NSC which is based on the administrative statistics of the Ministry of Education and Science show that the net enrolment ratio in primary education in Ulaanbaatar amounts to 93.4 percent in 2010 (Figure 3.2.2), while the 2010 Population and Housing Census provide higher rates at 98.1 percent.

Also, the proportion of students who started grade 1 and reached grade 5 for some *aimags* was higher than 100 percent in 2012, which suggests poor quality of available data.

Thus, there is a need for the Ministry of Education and Science to reconcile the discrepancies in the methodology of estimation of this indicator with the National Statistical Committee.

RECOMMENDATIONS TO ACCELERATE PROGRESS

It is possible to attain the goal on universal primary education by undertaking a wide range of actions such as implementation of the program on enrolment of dropout children under auspices of the Government, participation of NGOs and retired teachers on a voluntary basis with some incentives.

Targeted measures need to be organized to increase literacy among low-literacy *aimags*, military squads and detention centers for children. Sukhbaatar, Dundgovi, Arkhangai, Khuvsgul, Uvurkhangai, Khentii and Bayankhongor *aimags* need to pay special attention to areas where the

illiterate youth population is high.

The number of dormitories in *soums* should be enlarged to increase school enrolment of herders' children.

Ulaanbaatar and its education department need to take definite measures to improve the net enrolment ratio in primary education in the capital city where this ratio is lower than the national average. Since this indicator is lagging in Bulgan, Tuv, Dundgovi *aimags*, the Ministry of Education and Science and relevant *aimag* governments should take steps towards improving the net enrolment ratio in primary education.

In order to improve the study environment, the number of seats at primary schools should be increased and school dormitories should be constructed and upgraded with modern facilities and supplies. Actions aimed at reducing 3 shifts to 2 shifts per day by the year 2015 will be undertaken.

A special program needs to be developed in Ulaanbaatar to deal with dropout children, particularly poor and homeless.

As the rate of children who started Grade 1 and reached Grade 5 is very low in Khovd, Bayan-Ulgii, Gobi-Altai, Uvs, Dyndgobi, Zavkhan, Bayankhongor, Arkhangai and Uvurkhangai *aimags*, indicating the higher number of children being graded for the second time and dropped out, the governors and education departments should analyze the situation and undertake actions.

The Government will specify certain actions and responsibilities aimed at MDG implementation in the Governor's Action Plans of the above-mentioned *aimags*. The MoES needs to take same actions to be included in contracts with education departments of the *aimags*.

OVERALL ASSESSMENT OF PROGRESS

On average, 4.8 points are required to reach a 100 percent net enrolment ratio in primary education. With additional policy efforts and interventions, the target for 2015 can be fully achieved.

Mongolia already had very high levels of primary enrolment and youth literacy rates at the start

of the transition in 1990 (97.5 and 99 percent respectively), and moving from this high base level to universal primary education can take a long time.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

According to the Constitution of Mongolia every citizen is entitled to primary education, and efforts will continue on Goal 2, particularly to increase net enrolment at a primary educational level.

Improving the quality of education and implementing international standards in education is a vital issue in the long-term agenda of the

Mongolian education sector. Here it is crucial to enlarge training curriculum aimed at providing professional orientation, technical and vocational education and skill to children from a young age. It's also important to develop university training systems to meet the requirements of the industry.

Unskilled labor force has become the most challenging issue in Mongolia in regards to business. These results illustrate the importance of preparation for the skilled professional labor force in Mongolia.

Suggestions for the post-2015 national level targets and indicators are displayed in the table below.

Goal	Indicators
Goal 2. Achieve universal primary education	<p>2a. Increase the proportion of young and adult men and women who are trained in technical and vocational education by X %,</p> <p>2b. Increase the proportion of students who study engineering by X %</p> <p>2c. Increase the proportion of professional staff trained in technical and vocational education by X %,</p> <p>2d. Follow international standards and teach technology at all levels of schooling.</p>



MDG 3:

PROMOTE GENDER EQUALITY AND
INCREASE WOMEN'S PARTICIPATION IN
POLITICAL DECISION-MAKING

MDG 3:

PROMOTE GENDER EQUALITY AND EMPOWER WOMEN

- *At the primary education level, the number of boys in school is higher than girls.*
- *Since 1997, the number of girls outnumbering boys at the secondary education level has declined gradually.*
- *The number of females in tertiary education institutions is remarkably higher than the number of males.*
- *The percentage of women engaging in non-agricultural paid jobs has decreased, partly because of the boost in the mining sector with its predominantly male workforce.*
- *Although the proportion of female candidates nominated to the State Great Hural has been rising since 1992, the proportion of females elected declined before 2011. This changed in the 2012 election.*
- *It is anticipated that the appropriate gender ratio at all levels of education will be reached by 2015 with additional policy interventions.*

Targets/Indicators	Base-line	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 6: Achieve appropriate sex ratio in primary and secondary education preferably by 2009 and in all levels by 2015						
14. Ratio of girls to boys in primary education	1,03 (1995)	1.01	0.96	0.95	0.95	1.00
15. Ratio of girls to boys in secondary education	1,33 (1997)	1.20	1.07	1.06	1.07	1.00
16. Ratio of female to male students in tertiary education	—	1.72	1.48	1.43	1.40	1.00
Target 7: Ensure gender equality in wage employment						
17. Share of women in wage employment in non-agri sector	51.1	50.4	47.5	46.5	47.8	50.0
Target 8: Increase participation of women in politics and decision-making						
18. Proportion of seats held by women in Parliament	24.9	11.8	3.9	3.9	14.7	30.0
19. Proportion of women candidates in Parliamentary election	7.7 (1992)	10.9	18.5 (2008)	18.5	32.0	30.0

Gender equality plays an important role in promoting sustainable economic development and social progress, as well as the optimal utilization of human resources. Mongolia aims to achieve equal participation of women and men in education, employment and political spheres. As a part of this, women's participation in politics and decision-making processes has been targeted for 30 percent by 2015.

ANALYSIS OF TRENDS AND INEQUALITIES

The new Constitution of Mongolia, adopted in 1992, ensures that all citizens of Mongolia - men and women - are entitled to equal political, social, economic, cultural and social participation as well as equal roles in the family.

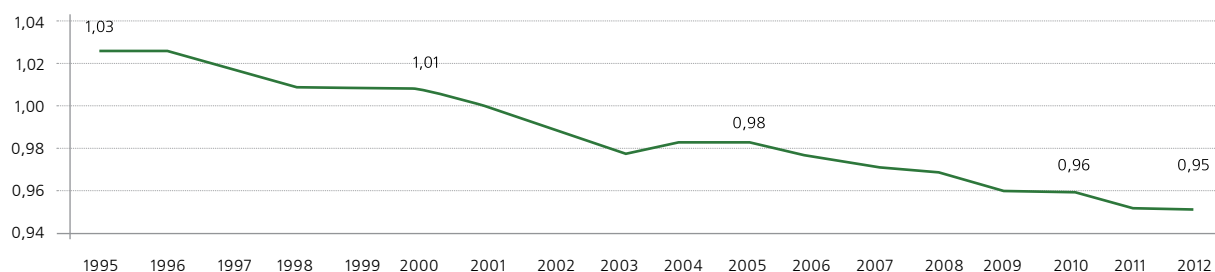
The Gender Equality Law, enacted by the State Great Hural in 2011, has become a legal

foundation for ensuring equal participation of men and women and embedding gender-sensitive practices in these areas. Adopting this law was a crucial step for the protection of human rights and implementation of development goals. It specified and legalized that at least 20 percent of the candidates must be female.

Eliminate gender disparity in all levels of education

The review of gender disparities between 1995-2012 revealed that the ratio of girls to boys in primary education was 103 girls to 100 boys in 1995 (Figure 3.3.1). The ratio equalized in 2000 but since 2001, the balance of girls to boys has reversed and in 2012, the ratio has dropped to 95 girls to 100 boys.

Figure 3.3.1: Ratio of girls to boys in primary education, %



Source: Database of MDG indicators based on administrative records of the Ministry of Education and Sciences.

At the primary education level, the ratio of girls to boys is still unbalanced. In the previous chapter it was noted that dropout rates are higher among boys. However, at the primary education level, the number of boys in school is higher than girls.

Disparity in the ratio of girls to boys at the primary education level varies remarkably by

region (Table 3.3.1). For instance, the ratio is deeply imbalanced in the Eastern region with 94 girls to 100 boys, whereas in the settlements of the Western and Khangai regions the ratio of girls to boys is reported to be fairly equal. The disparity is consistently larger in rural areas than in urban areas.

Table 3.3.1: Ratio of Girls to Boys in Primary Education by Region, Urban and Rural areas in 2010, %

Region	Country level	Urban areas	Rural area
National average	0.97	0.97	0.96
Western region	0.97	1.00	0.96
Khangai region	0.98	0.99	0.97
Central region	0.97	0.97	0.97
Eastern region	0.94	0.95	0.94
Ulaanbaatar	0.96	0.96	-

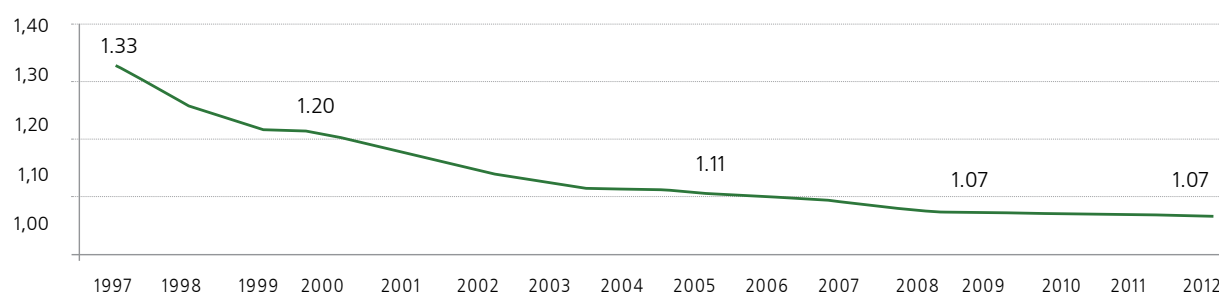
Source: Population and Housing Census of 2010: "Some MDG indicators" thematic study, page 26.

Since 1997, the ratio of girls to boys at the secondary education level has improved. The number of girls outnumbering boys has declined gradually, and currently this ratio is close to stabilization. However, Figure 3.3.2 depicts that the optimal ratio target to be reached by 2009 has not been achieved.

In 2006, the Ministry of Education and Sciences issued Resolution No. 486, which stated that at least 80 percent of 9th grade graduates had to be enrolled in 10th grade during the 2006-07

academic year, while maintaining a girl-to-boy ratio of 48 percent. Since 2008, this decision has had a positive effect on reducing the disparity at all educational levels.

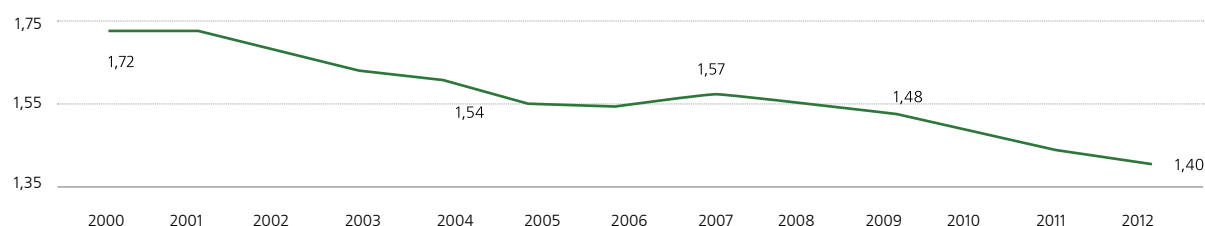
The comparison of boys to girls in primary and secondary education shows that Uvs and Hovsgol, Dornogovi, Bayankhongor, Ovorkhangai and Arkhangai *aimags* have more girls than boys, but Govisumber *aimag* has more boys than girls.

Figure 3.3.2: Ratio of Girls to Boys in Secondary School, (%)

Source: Database of MDG indicators based on administrative records of the Ministry of Education and Sciences

A similar pattern in the ratio of female to male students has been observed for the tertiary education level; the number of female students

was much higher than male students in 2000, and has declined gradually. However, in this case, the ratio for 2012 is still 140 females to 100 males.

Figure 3.3.3: Ratio of Female to Male Students in Tertiary Education

Source: Database of MDG indicators, National Statistics Committee.

There is a tendency to close the gap between girls and the boys, but the number of girls entering primary school is higher than boys, and this later

affects the gender ratio at the tertiary education level (Table 3.3.2).

Table 3.3.2: Gender ratio at the educational sector, (%)

Ratio of girls to boys completing:	1990	2000	2005	2010	2011	2012
Primary education	1.03 (1995)	1.01	0.98	0.96	0.95	0.95
Secondary education	1.33 (1997)	1.20	1.11	1.07	1.06	1.07
Higher education	-	1.72	1.54	1.48	1.43	1.40

Source: MSC, Database of MDG indicators based on administrative records of the Ministry of Education and Sciences.

Ensuring gender equality in paid employment

In 2005 the ratio of women in the total workforce reached 50 percent (Table 3.3.3).

Table 3.3.3: Ratio of Female Employees in Total Employed, %

	1995	2000	2005	2010	2011	2012
Number of employees (thousand)	767.6	809	968.3	1033.7	1037.7	1,056.4
Number of female s	360.6	392.1	489	490.6	490.2	506.1
Percentage of female employees in the total number of employees	46.9	48.5	50.5	47.5	47.2	47.9

Source: NSC, Statistics Yearbook, 2000, 2005, 2012

In 2012, the labor force participation rate for males was 69.0 percent whereas it was 58.4 percent for females. This is influenced by factors such as the high number of female students at tertiary educational institutions, the high number of women engaged in household activities and the fact that women retire earlier than men.

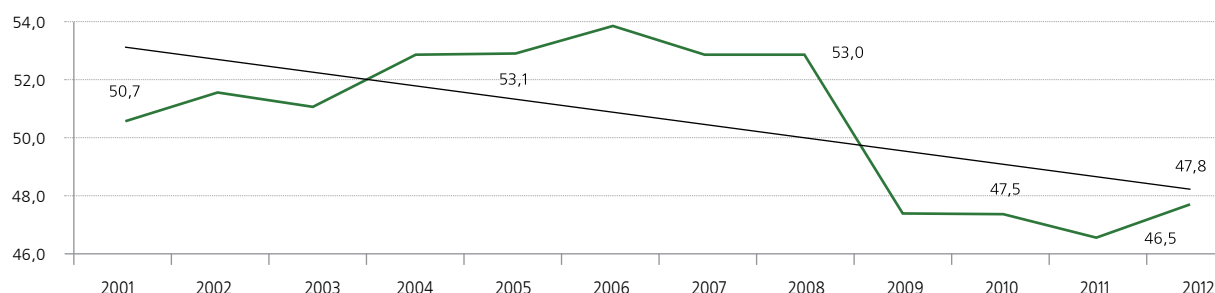
The percentage of women engaging in non-agricultural paid jobs has decreased (Figure 3.3.4). This decline is associated with the economic crisis that began in 2008. Additionally, the boost in the mining sector with its predominantly male

workforce has had a negative impact on this indicator's trend. The target female employment share in non-agricultural wage employment is 50 percent by 2015 and it is likely to be achieved.

Job recruiters take gender and age into consideration; they are reluctant to recruit female employees.

- Focus group discussions, Murun soum, Khuvsgul aimag

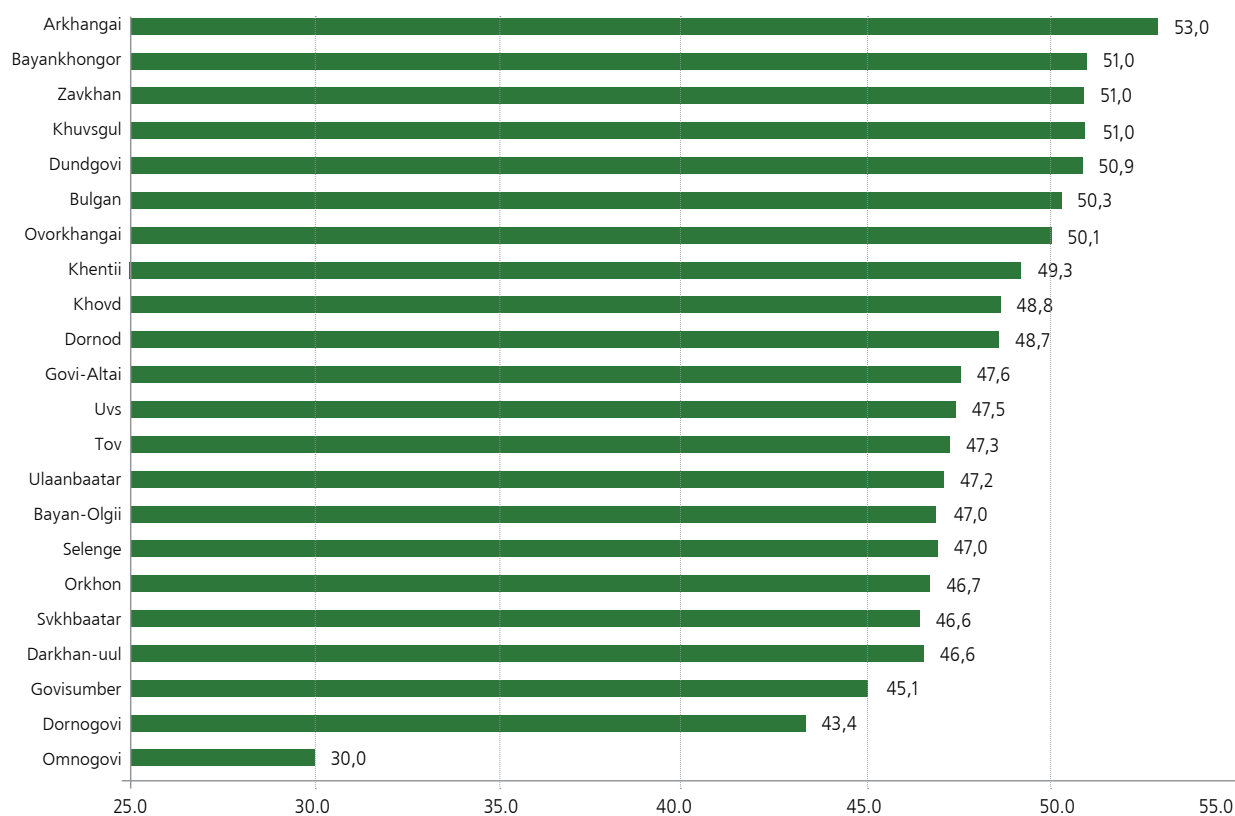
Figure 3.3.4: The Proportion of Females Among Employees in Non-Agricultural Wage Employment, (%)



Source: Database of MDG indicators, National Statistics Office.

The share of women engaged in non-agricultural sectors varies by *aimag* (Figure 3.3.5). Due to the extensive development of the mining sector in Umnugovi, for instance, the male population employment rate is much higher than its female counterpart.

Figure 3.3.5: Proportion of Female Employees in the Total Number of Employees That Engage in Non-Agricultural Sector, by Aimags and Capital City, 2010, %

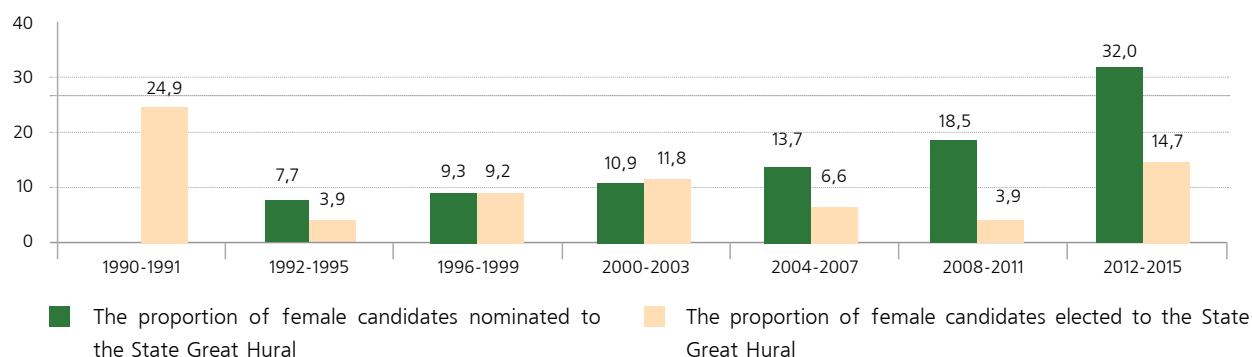


Source: Population and Housing Census of 2010, "Some indicators MDGs" thematic study, page 33.

Empower women in political and decision-making levels

Although the proportion of female candidates nominated by political parties or independently nominated to the State great Hural has been rising since 1992, the proportion of females elected declined between 1992 and 2011 (Figure 3.3.6).

The target of nomination of 30 percent female candidates in the State Great Hural election, meant to be achieved by 2015, was achieved in the 2012 election.

Figure 3.3.6: Proportion of Female Candidates Nominated and Elected to the State Great Hural, (%)

Source: NSC, Database of MDG indicators

*Data on number of female candidates for the parliamentary elections in 1990- 1991 are unknown.

The 2012 election results favored female candidates, as opposed to the results of the 1992-1995 and 2008-2011 elections, where the proportion of elected female parliamentarians was negligible. Eleven of seventy-six members, or 14.5 percent of the newly formed Parliament of Mongolia are female. This increase in female members was partly associated with factors such as continuous awareness building activities by the National Gender Committee, women's NGOs aimed at changing stereotypes regarding women, amendment of the Law on Elections with an explicit quota of 20 percent female candidates and hosting the Asian International conference on "The ways to promote female

political participation" in April 2012. Despite this election, the target of 30 percent seats being held by women in the State Great Hural is difficult to achieve by 2015.

At the end of 2011, the average share of women in parliament (if two chambers, in the lower chamber) stood at 19.6 percent worldwide, while the proportion of female parliamentarians in Asian countries was 18.3 percent⁴⁴. Hence, the current ratio of Mongolian female parliamentarians is relatively lower than Asia and the rest of the world.

Women are also underrepresented in higher leadership positions in state organizations, and this share has declined steadily (Table 3.3.4).

Table 3.3.4: Proportion of Women in Leadership Positions Within the Government, %

	2003	2005	2010	2011	2012
Leading officers	12.3	7.7	8.5	7.8	12.2
Senior officers	17.0	20.4	36.0	26.8	29.0
Officers	31.1	40.8	45.6	47.8	38.0
Junior officers	51.9	58.5	59.1	59.8	61.7

Source: Statistics yearbook of Mongolia, National Statistics Office, 2005, 2011.

⁴⁴ UNDP, "Gender equality in politically appointed positions in Asia Pacific region", 2012

The proportion of women in top ranking positions or leading offices in government agencies had been declining since 2003, but it increased sharply in 2012. On the other hand, the proportion of women in medium- and low-level officers' positions has increased. There is a growing gender disparity in the junior officers' positions of the government that requires attention.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

Boys outnumber girls at the primary education level, the number of girls exceeds boys at the secondary school level, and this continues with a larger female population at tertiary educational institutions. The primary reason for this phenomenon is that some students, mostly boys, enter vocational educational institutions after 9th grade. Additionally, gender disparity in tertiary education is fueled by the traditional perception among parents that higher education should be secured for girls rather than boys. Mongolia's recent economic development, stimulated mainly by the mining boom and implementation of large-scale infrastructure projects, has increased demand for skilled workforce. To meet this demand, the government has been creating and expanding vocational educational institutions and encouraging an increase in the number of students studying at such centers. The fall in the women's labor force participation rate is associated with the fast-paced development of the mining sector, which employs more men than women.

In Mongolia, women are underrepresented on all political and decision-making levels. This under representation in decision-making and political spheres that link this situation with human development outcomes. However, in a country like Mongolia, where women outnumber and outperform men in education, this is not unacceptable. Thirty two percent of the candidates for the 2012 parliamentary elections were female, but women won only 11 seats, which demonstrates that women have yet to obtain support among the public.

Based on these identified bottlenecks, the government, civil society organizations and

political parties need to undertake extensive measures to reduce gender disparities.

RECOMMENDATIONS TO ACCELERATE PROGRESS

To achieve the appropriate sex ratio in primary and secondary education, review of the gender ratio at vocational education centers needs to be undertaken and measures promoted to equalize this ratio. To ensure gender equality in the labor force, women must be trained and engaged in so-called "male" jobs.

The Ministry of Education and Sciences, educational organizations at *aimag* centers and the capital city should design and implement policy interventions to promote gender equality among the boys and girls studying in primary and secondary schools.

Imposing a quota for male students admitted to universities and colleges will help reduce the gender disparity at the tertiary educational level.

A significant number of the male population works in the mining sector in Umnugovi *aimag*, and their female family members have no opportunities to find jobs. Therefore, big mines such as OyuTolgoi and TavanTolgoi operating in Khanbogd and Tsogttsetsii *soums* should create opportunities to involve these women in non-mining industries such catering, sewing, laundry, and other services.

The legal quota requiring 20 percent of all parliamentary candidates to be female should be increased further, and a certain number of seats should be reserved for female members.

OVERALL ASSESSMENT OF PROGRESS

The gender inequality index summarizes inequality in reproductive health, women's empowerment and participation in the labor market. In 2012, this index was 0.328 and Mongolia was 56 out of 146 countries. This is higher than countries with high human development.

Despite the fact that Mongolia's Gender Disparity Index is relatively positive, women's representation at decision-making levels has declined since the

1990s. Since 2003, the women's ratio in the senior officers or top positions at government and other organizations has declined steadily. Although the proportion of women in parliament has visibly increased as a result of 2012 elections, it is still lower than the average of the world and other Asian countries. There is a wide gap in the gender ratio at primary, secondary and especially tertiary educational levels, which usually favors women.

The overall assessment of progress towards meeting three targets under Goal 3 indicates that ensuring gender equality in wage employment is achievable, and the appropriate sex ratio in primary and secondary education will be reached if additional policy efforts and interventions are introduced. However, an increase in the number of women in decision-making levels and politics will not be achieved by 2015.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

Mongolia has to support and enforce the Action Plan to expand women's empowerment⁴⁵ identified

by the UNDP in a localized manner. The Plan has 6 measures, among which the priority areas of interventions are building the capacity of political parties' membership and reforming parliament. The government and political parties need to place more focus on enhancing women's political education and accelerating their motivations and innerves. This is vital to prevent discrimination, and additionally they need to promote actions to create legal bases for such interventions.

Another growing challenge that needs immediate attention is violence against girls and women, and women trafficking.

Mongolia needs to continue its endeavor to promote gender equality and ensure women's participation in decision-making beyond 2015 as well.

Suggestions for the post-2015 national level targets and indicators are in the table below.

Goal	Possible indicators
Goal 3: Empower girls and women and achieve gender equality	<p>3a. Eliminate all forms of discrimination against women in political, economic and social arenas;</p> <p>3b. Prevent and eliminate all forms of violence against girls and women;</p> <p>3c. Ensure equal compensation for similar jobs of the same value for female and male employees;</p> <p>3d. Legalize the quota for female seats at parliament which will ensure a greater representation of women in political decision-making;</p> <p>3e. Extend the female retirement age, and make it equal to the male retirement age;</p> <p>3f. Eliminate gender-based discrimination in areas of domestic violence and human trafficking;</p> <p>3g. Introduce gender-sensitive training programs for formal and life-long education;</p> <p>3h. Increase the proportion of women at decision-making levels to X%.</p>

⁴⁵ UNDP, "Gender equality in senior positions in Asia Pacific Regions", 2012



MDG 4:

REDUCE CHILD MORTALITY

MDG 4: REDUCE CHILD MORTALITY

- *There has been a remarkable decline in the under-five and infant mortality rates in 1990–2012.*
- *There has been considerable regional variation in both indicators in 2012 the under-five mortality rate is higher than the national average in eleven aimags and the infant mortality rate is higher than the national rate in nine aimags.*
- *In Mongolia, the causes of high under-five mortality rate are neonatal disorders, respiratory diseases and child injuries.*
- *The coverage of infants against measles has increased sharply since 1991, indicating a high level of access to health services for infants in Mongolia.*

Targets/Indicators	Baseline	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 9: Reduce by 4 times, between 1990 and 2015, the under-five mortality rate						
20. Under five mortality rate (per 1000 live births)	97.2	44.5	25.6	20.2	18.9	21.0
21. Infant mortality rate (per 1000 live births)	65.4	32.8	20.2	16.5	15.5	15.0
22. Proportion of children immunization against measles	82.3 (1991)	92.4	96.9	98.1	98.8	99.0

According to the World Health Organization, almost 90 percent of all child deaths can be attributed to just six conditions: neonatal disorders, pneumonia, diarrhea, malaria, measles and HIV/AIDS. In its resolution #13, Target 9, the State Great Hural of Mongolia declared it would reduce the under-five mortality rate by four times in 2015 as compared to 1990 and reach 21 deaths per 1000 live births, reduce infant mortality to 15 deaths per 1000 live births and immunize 99 percent of infants under one year of age against measles.

Target 9 was achieved by 2012. This was a result of the promotion of effective public policies towards the strengthening health systems. Examples include introducing state payments for health insurance for children less than 18 years of age, successful implementation of a national program on Expanded Immunization, a global campaign promoting breastfeeding, controlling Upper Respiratory Tract Infections and diarrheal diseases with support from the WHO and UNICEF, and the establishment of the Integrated Management of Childhood illnesses. At the High Level Meeting of the UN General Assembly in 2011, it was declared that "Mongolia has achieved the MDG target on child mortality"⁴⁶.

Despite these achievements, and due to the fact that most child deaths are preventable, Mongolia needs to improve primary health care services and strengthen its health system.

ANALYSIS OF TRENDS AND INEQUALITIES

Reduce the under-five mortality rate

Mongolia recorded a decline in the under-five

mortality rate from 97.2 deaths per 1,000 live births in 1990 to 18.9 in 2012 representing an 80.5 percent reduction over a period of 22 years. This reduction translates into an annual average reduction of 7.2 percent, which is sufficient to meet the Target of 4 times reduction in the under-five mortality rate by the year 2015. In the number of infant deaths, there has been remarkable decline of 76.1 percent from 4,789 in 1990 to 1,143 in 2012 or 15.5 deaths per 1,000 live births.

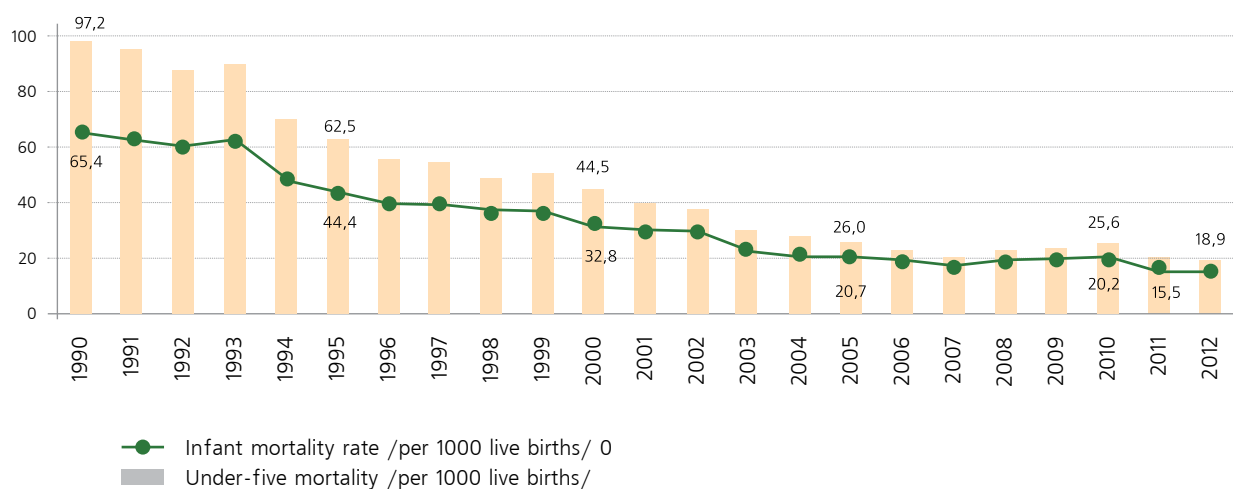
According to research studies, about 60-75 percent of under-five mortality accounts for infant mortality and neonatal deaths account for 40-60 percent of infant deaths. Results of the Reproductive Health Survey 2008 (RHS) indicate that the under-five mortality rate was 24.9 deaths per 1,000 live births over a three-year period preceding the survey, while the infant mortality rate per 1,000 live births was 22 and the post-neonatal mortality rate was 12 deaths.

There was a notable gap between under-five and infant mortality rates in the early 1990s, but this gap has decreased since 2005 (Figure 3.4.1). This indicates that one third of under-five deaths constituted the deaths of children aged between one and four years old in the early 1990s, and this share has declined since 2005 and reached 18 percent by 2012.

Thus, most of the under-five mortality rate accounts for infant deaths. Figure 3.4.2 reveals that the IMR in all *aimags* has declined in 2012 compared to 1990. Highest progress was in Bayankhongor, Dornod, Darkhan-Uul, Arkhangai, Selenge *aimags* and Ulaanbaatar as they reduced their infant mortality rate by more than 50 percent between 1990 and 2012.

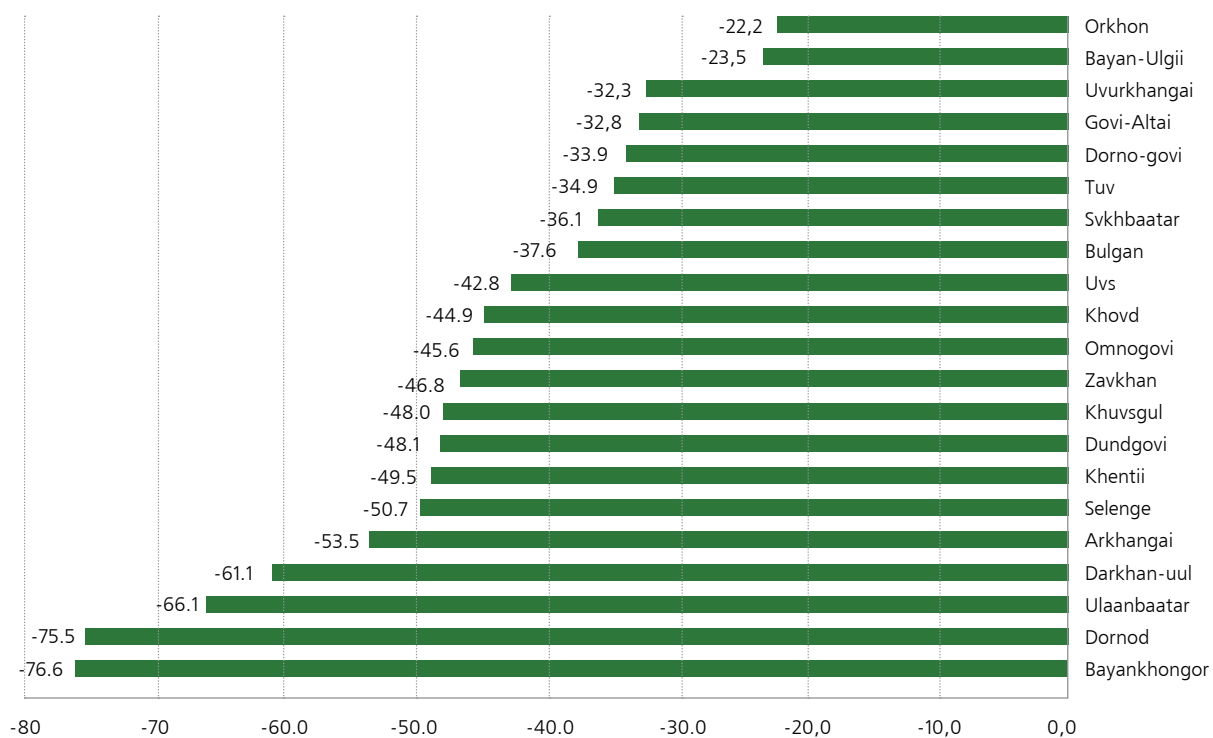
⁴⁶ The Ministry of Health, Report on MDG Progress, 2013

Figure 3.4.1: Under-five and infant mortality rate (per 1,000 live births)



Source: MDG indicators' database, NSC.

Figure 3.4.2: Decrease in IMR in 2012 as compared to 1990, by aimags, (%point)



Source: MDG indicators' database, NSC

The slowest progress has been observed in the Orkhon and Bayan-Ulgii *aimags*, although in 2012, the infant death rate in Orkhon *aimag* was still below the national average. Bayan-Ulgii *aimag*, conversely, is still the *aimag* with the highest under-five and infant mortality per 1000 live births (Figure 3.4.3).

The data depicts that the under-five mortality rate is higher in the Western region, followed by the Khangai region with 20.7 and 19.4 deaths per 1,000 live births respectively. The region with the lowest under-five mortality rate is the Central region with 10 deaths per 1,000 live births.

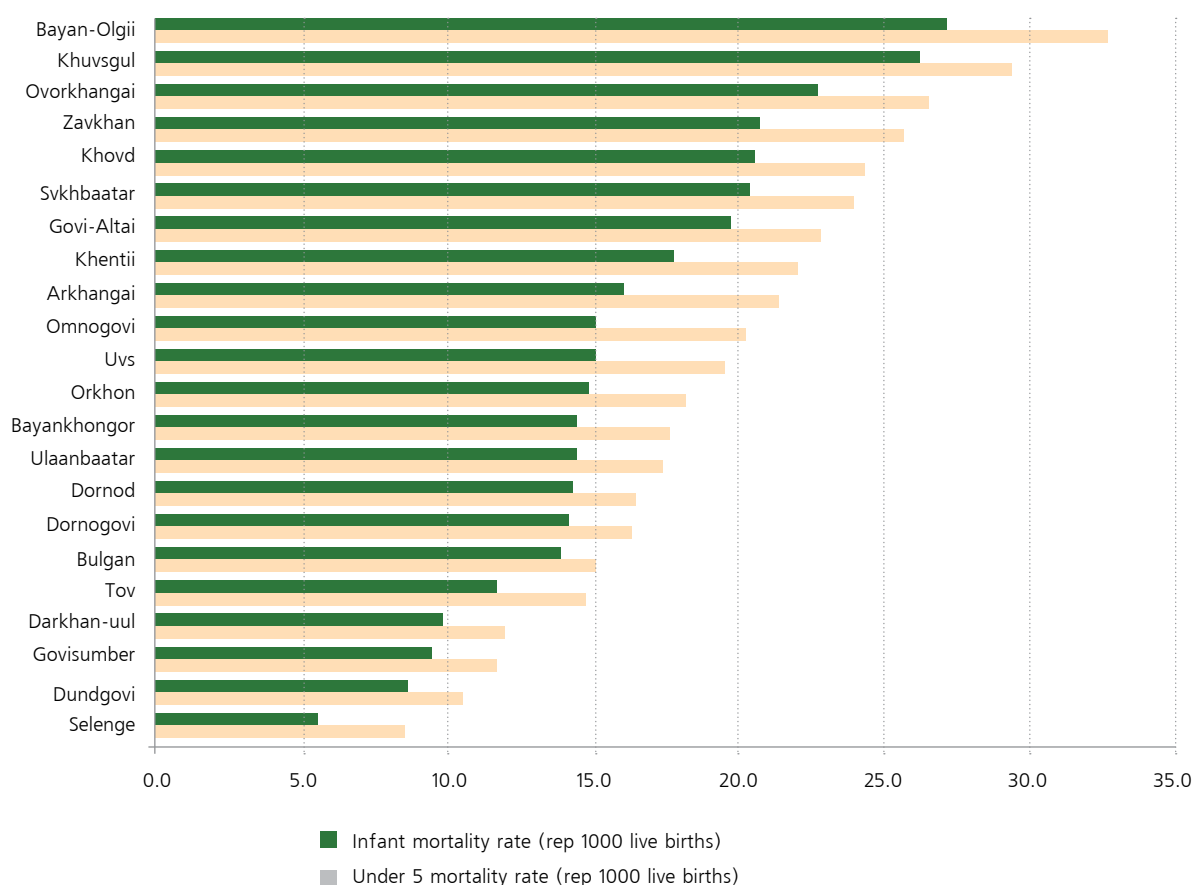
It has been documented that under-five deaths are most likely to occur in *aimags* that are distant and exposed to harsh winters (zhud)⁴⁷. Figure 3.4.3 exhibits disparities in infant mortality

rate by *aimags*. Arkhangai, Bayan-Ulgii, Gobi-Altai, Khovd, Khuvsgul, Khentii, Uvurkhangai, Sukhbaatar, and Zavkhan *aimags* are higher than the national average (15.5 deaths per 1,000 live births) and most of these *aimags* are located in the Khangai and Western regions.

In Mongolia, early neonatal mortality and respiratory diseases have been the main causes of infant mortality for the past three years. The congenital malformations are responsible for 12.4 percent of all infant deaths⁴⁸. Although these are the major causes of infant mortality nationwide, there are *aimag*-specific causes that are reflected in the *aimag* level MDG Progress Reports.

For instance, Bayan-Ulgii is the western-most *aimag* and has poorly developed infrastructure, transportation and communication, harsh

Figure 3.4.3: Under five and infant mortality rate, rep 1000 live births, by aimag, in 2012



⁴⁷The Ministry of Health, Report on MDG performance, 2013

⁴⁸Safe childhood,; Mongolia, 2009, page 15

Source: MDG indicators' database, NSC

climatic conditions, and a distinctive lifestyle and culture, all of which are implicated in high child mortality. The aimag's general hospital's maternity department lacks equipment and supplies for maternal and neonatal care. Although the National Strategy on Improving Maternal and Child Health has been approved by the Health Minister's Order and is currently being implemented, its coverage and implementation level are inadequate due to financial constraints. In Uvurkhangai *aimag*, high child mortality rates are associated with high rates of extra genital diseases in pregnant women and ensuing fetal retardation, poor maternal and child medical follow-ups due to increased internal migration and under-registration, maternal and child malnutrition, childhood injuries associated with parental negligence, delayed referral to health services, shortage of neonatologists and inadequate skills and responsibility of health professionals. In Sukhbaatar *aimag* the majority of under-five mortality cases are due to household injuries. The low retention rate of medical personnel leads to poor medical follow-ups. Child mortality in Arkhangai *aimag* is aggravated by increased congenital malformations and childhood injuries associated with parental negligence.

Selenge is the strongest-performing *aimag* at reducing child mortality and the *aimag* with the lowest under-five and infant mortality rates. It has implemented a number of good practices to reduce child deaths. For instance, the gynecology and delivery wards of the Aimag General Hospital organize grand rounds every Wednesday jointly with Family Health Center practitioners, extended consultations of the Aimag Health Department Council are held annually in *soums* with child mortality cases to discuss causes and propose remedial actions subject to rigorous follow-ups. The same management also leads both the Health Department and General Hospital in Selenge *aimag*, which may have a positive impact on the mortality rate.

There are also significant differences in under-five and infant mortality in terms of the sex of the child, the mother's level of education, household wealth status, and urban and rural location. The

infant mortality rate is higher for boys than girls by 10 points and boys' under-five mortality rate exceeds the girls' by 12 points⁴⁹. Children born in rural areas, in households that belong to the poorest quintile and to uneducated mothers or with mothers with a primary level of education are more likely to be exposed to death before reaching the age of one or five. In addition, the under-five mortality rate peaks amongst mothers who give birth below the age of 25 years old⁵⁰.

Measles Vaccination Coverage

Routine measles vaccination coverage was selected as an indicator of progress made towards achieving Goal 4. Measles vaccination coverage is often used as a proxy for a country's level of access to child health services.

Mongolia has achieved this target (99 percent) of Goal 4 that is the proportion of infants (under age one) immunized against measles. The coverage of infants against measles has been universal throughout the past decade, demonstrating Mongolia's high level of access to health services for infants. The entire country's coverage rate is 98.8 percent, and three *aimags*, namely Bulgan, Dundgovi and Khentii have vaccinated all infants, while another three *aimags* Govi-Altai, Zavkhan and Arkhangai are yet to reach the national average.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

There are considerable discrepancies in children's health status related to parental education, household income, infrastructure development and geographical location. Out of 1.0 million people living in *soums*, 67.1 percent are herders, 35 percent live 50-80 km away from the nearest health facility and 65 percent live more than 14 km away from the nearest health facility⁵¹. Negligence on the part of parents and caregivers is the main cause of childhood injuries, and this combined with poor behavior and capacity are the dominant factors contributing to high child mortality in Mongolia.

Additionally, in selected poverty-prone areas a decline in household income leads to food shortages, which in turn results in malnutrition among infants and under-five children. Non-

⁴⁹NSC and UNICEF, *Child and Development Survey, 2010*

⁵⁰NSC and UNFPA, *Reproductive Health Survey, 2008*.

⁵¹The Ministry of Health, *Report on MDG performance, 2013*

optimal resource allocation also leads to under-spending on family and child-centered services, and resources are mainly directed on curative rather than preventive measures. Moreover, a shortage of pediatricians in rural areas coupled with outdated knowledge and skills of practicing pediatricians in *soums* and *aimags* contribute to childhood mortality. Comprehensive child health policies aimed at fostering public-private partnership and inter-sectoral collaboration are needed particularly in remote *aimags* and *soums*.

As a result of poorly planned urbanization, population in cities and *aimag* centers is growing at an unprecedented rate. The majority of urban households live in *ger* districts, which rely on stove heating in winter months, exposing children to air pollution and subsequent respiratory diseases.

Urban-rural discrepancies in child mortality are mainly due to differences in living conditions. At the end of 2010, 63.1 percent⁵² of the population did not have access to safe drinking water, and the majority of underprivileged people lived in the Western and Khangai regions of the country.

RECOMMENDATIONS TO ACCELERATE PROGRESS

Strengthen healthcare reform initiatives at all levels and incorporate healthcare issues into the Government Program on Soum Development with the aim of eliminating urban and rural discrepancies in the provision of health services.

Develop and implement a special Program on Child Health and Development.

Consider child-centered budgeting in the mid-term budgeting system at *aimag* and *soum* levels. Reduce urban and rural discrepancies in child healthcare provision through the expansion of

telemedicine services to all 21 *aimags*. Additionally, facilitate food supplements for infants and under-five children by state.

Implement a comprehensive partnership policy to strengthen inter-sectoral collaboration vital to the provision of essential package of child survival services.

Reduce the risk of congenital malformations by strengthening prevention and early detection capacity, including fetal diagnostics and neonatal screening.

Increase advocacy or publicity activities on taking care of children, including the prevention of children's injuries, through partnership with broadcasting organizations. Initiate or encourage medical organizations to work in partnership with NGOs and adult training centers to provide education on caring for children and mothers with young children.

Widen the conduction of training or on-job training among pediatricians and medical sisters in rural areas, particularly in *soums/khoroos*.

OVERALL ASSESSMENT OF PROGRESS

The assessment of progress of Goal 4 indicators was carried out using the methodology⁵³ described in "Analysis of current MDG indicators". Out of three benchmarks one has been achieved, and the targets on infant mortality and immunization against measles are likely to be achieved.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

Suggestions for the post-2015 national level targets and indicators are displayed in the table below.

Goal	Possible indicators
Goal 4: Reduce child mortality	1. Eliminate infant and under-five deaths which are preventable;
	2. Decrease by x% the proportion of children under five die due to injuries; and,
	3. Provide regular medical check-up coverage for children under age 18 years old according to the age cohort requirements.

⁵² NSC, MDG Indicators: The 2010 Population and Housing Census results, 2011

⁵³ Ч. Хашчулуун, Ш. Мөнхцэрэн, Монгол Улс дахь МХЗ-уудын ахиц дэвшлийн тойм, 2013.



MDG 5:

IMPROVE MATERNAL HEALTH

MDG 5:**IMPROVE MATERNAL HEALTH**

- *High maternal mortality rate was observed in the early 1990s, which declined notably since 2001, resulting from the introduction and implementation of the Maternal Mortality Reduction Strategies (MMRS).*
- *Indirect causes are the main factors associated with maternal deaths.*
- *The Government of Mongolia has formulated and implemented “Maternal and Child Health for 2011–15”, which will contribute significantly to the achievement of the MMR target.*
- *Mongolia is on-track to meet the target of 50 maternal deaths per 100,000 live births by 2015.*

Targets/Indicators	Base-line	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 10: Provide access to all individuals to required RHS and reduce by 4 times, between 1990 and 2015, the MMR						
23. Maternal mortality rate (per 100.000 live births)	121.6	166.3	47.4	48.7	51.5	50.0
24. Proportion of birth attended by skilled health personnel	100.0	99.6	99.8	99.8	99.7	99.0

In its resolution #13, the State Great Hural of Mongolia declared it would reduce the maternal mortality rate (MMR) by four times in 2015 compared to 1990 and reach 50 maternal deaths per 100,000 live births. In addition, the country aims to reach 99.8 percent in the proportion of births attended by skilled personnel by 2015.

The number of births increased at an annual rate of 5.4 percent between 2007 and 2012, and in 2012, 74,474 births were registered. The average number of newly born children is about 40 percent higher than it was between 1990 and 2005. This increase in the number of births is associated with the Mongolian government's policies to encourage fertility, improved health systems, and higher population living standards. In 2008-2012, the total fertility rates (TFR) fluctuated between 2.6 and 2.8, which are higher than they were in 1995-2007.

ANALYSIS OF TRENDS AND INEQUALITIES

Provide access to required reproductive health services and reduce the maternal mortality ratio

The World Health Organization revised its definition of MMR and the methodology used to estimate it. The revised definition states "Maternal death is the death of a woman while pregnant or within 42 days of termination of pregnancy, irrespective of the duration and site of the pregnancy, from any cause related to or aggravated by the pregnancy or its management but not from accidental or incidental causes".⁵⁴ Mongolia started using this revised methodology in 1993, prior to which it used a time period of "28 weeks since fetal gestation".

High MMR was observed in the early 1990s, and has declined notably since 2001 with some fluctuations resulting from the introduction and implementation of the Maternal Mortality Reduction Strategies (MMRS). Presently, indirect causes have become the main factors associated

with maternal deaths. There is high likelihood that Mongolia will meet the target of 50 maternal deaths per 100,000 live births by the year 2015.

The maternal mortality rate decreased at an annual rate of 3.8 percent for the period 1990-2012 (Figure 3.5.1). From 1991 to 1993, the maternal mortality rate increased sharply due to the deterioration of the health-care system that occurred during the transition to a market economy. During this transitional period many women became unemployed and overall health status deteriorated as well. Some revisions have been made in the definition of MMR by the WHO, as well as in the methodology used to calculate this indicator.

Since 2001 the maternal mortality has been declining. This is associated with the increased practice of transferring pregnant women with pregnancy-related complications and extra genital diseases to higher-level medical institutions, as well as the allocation of women from far-reaching regions into Maternity Rest Homes. Programs on improving the supply of emergency drugs and increasing training of health-care workers in sexual and reproductive health areas (including obstetrics) were initiated. Additionally, professionals were supplied with manuals on maternal health produced with assistance from the WHO, United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and other targeted programs.

The maternal mortality has steadily decreased despite fluctuations between 1997 and 2000 and again from 2007-10. These fluctuations were linked to an increased spread of new communicable diseases in Mongolia.

A study found that post-partum hemorrhage (39.6 percent), extra genital diseases (27.6 percent) and eclampsia (16.1 percent) are the main causes for the high MMR in the second half of the 1990s. In 2000-04, indirect causes such as bone structure defects and direct causes such as post-partum hemorrhage were a dominant factor in maternal deaths⁵⁵.

⁵⁴ NSC, *Statistical Yearbook, 2012*

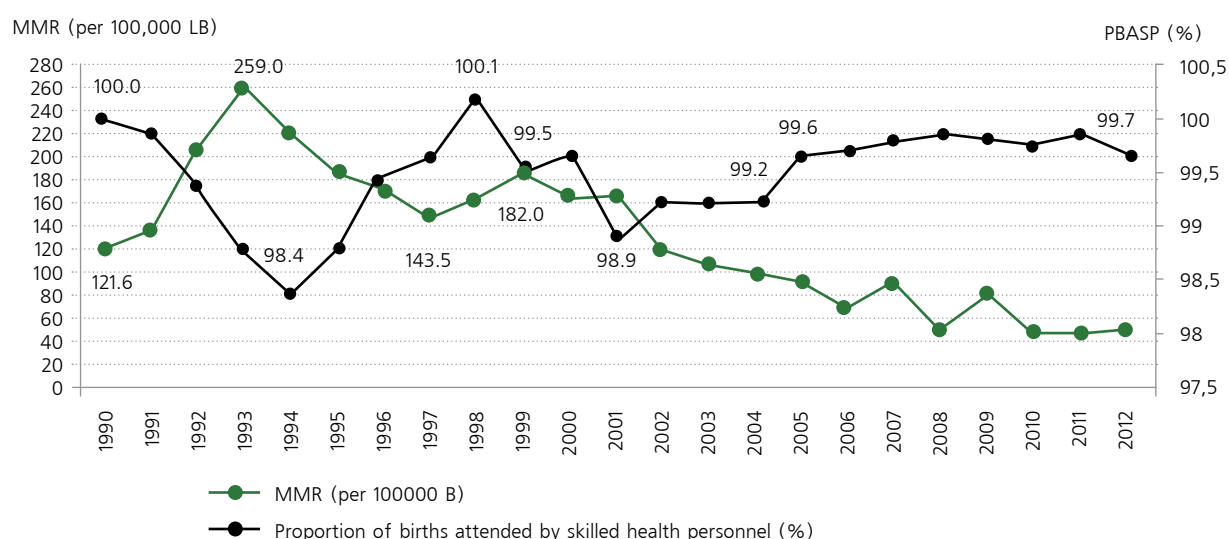
⁵⁵ ADB and Research Centre for Mother and Children, "Why maternal mortality occurs?", 2006.

In 2010-11 indirect causes such as bone structure diseases, tuberculosis and acute hepatitis became the leading reasons. Since 2001 a steady decline was recorded in maternal deaths, with a slight rise in 2012 amounting to 51.5 deaths per 100,000 live births. It is likely that Mongolia will meet the target of 50 maternal deaths per 100,000 live births prior to 2015.

In 2012, the Western and Eastern regions exhibited higher MMR than the national average (Figure

3.5.2). Notable variations exist among aimags; for instance, MMR has not been recorded in eight aimags while Sukhbaatar, Tuv, Khentii, Bayan-Ulgii, Bayankhongor and Zavkhan *aimags* have higher MMRs than the national average. The best-performing aimag at reducing MMR is Khovd, followed by 10 *aimags* in which MMR has declined by over 50 percentage points. Although Bayan-Ulgii and Zavkhan *aimags* have high MMR in 2012, it has declined noticeably since 1990.

Figure 3.5.1: Maternal mortality rate (per 100000 live births) and proportion of births attended by skilled personnel (%)



Source: MDG indicators' database, NSC

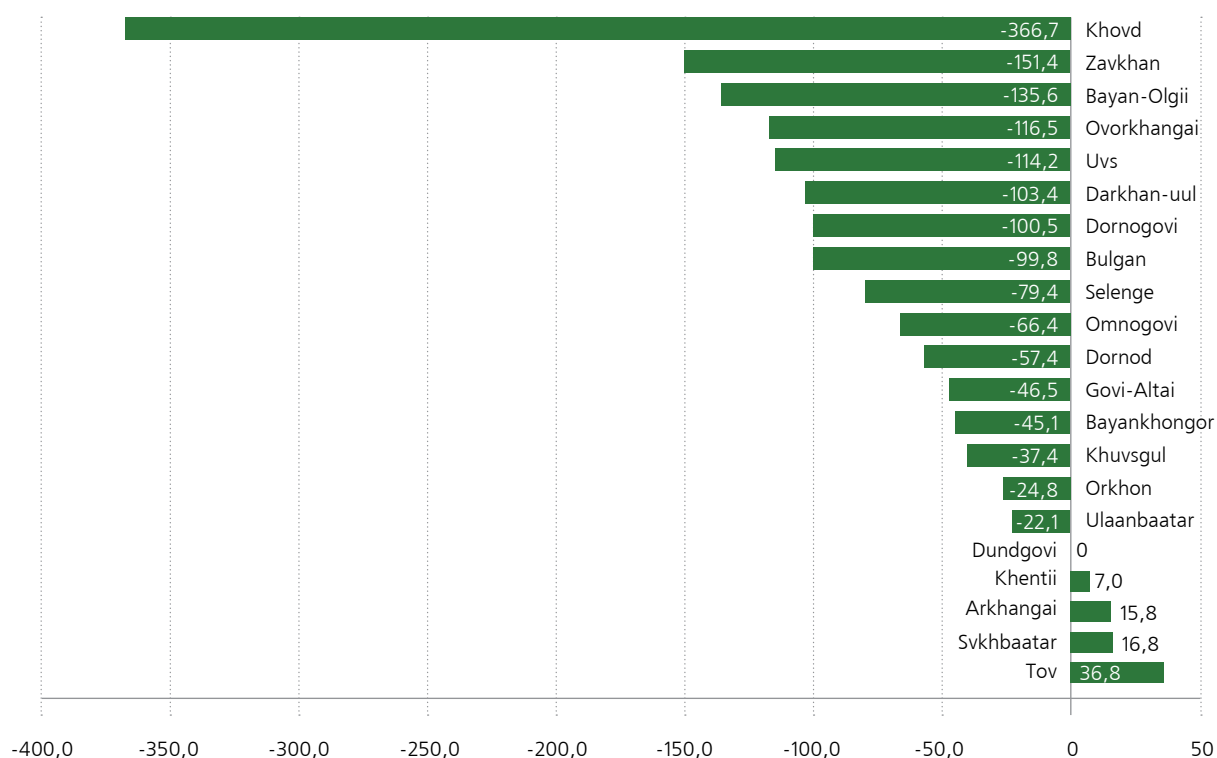
Khovd *aimag* has made greatest progress in reducing maternal mortality in the past 22-year period. Local authorities ensured that a broad representation of *aimag* professionals participated in national consultative meetings on maternal and child health, expanded the *soum* clinics with model reproductive health centers at Bulgan and Mankhan *soum* hospitals, provided bagh feldshers with motorcycles, constructed a new 50 hospital-bed maternity ward at the aimag general hospital and the new health centers in Mankhan and Zereg *soums*, invested in training healthcare professionals, provided all *soums* with at least two physicians, and expanded telemedicine services to

include fetal screening.

Primary health centers have been provided with dry chemistry analyzers, ultrasound equipment, ECG and rapid tests. As a result, more than 90 percent of pregnant women in antenatal care are routinely screened.

In Bayan-Ulgii *aimag* maternal mortality is decreasing each year, yet remains above the national average due to a shortage of pediatricians and Ob/Gyns in some *soums*, inadequate knowledge and skills of practicing Ob/Gyns, work overload at the aimag general hospital where over 70 percent of all deliveries are managed,

Figure 3.5.2: Decrease (-) and increase (+) in MMR in 2012 as compared to 1990, by aimags, (%point)



Source: MDG indicators' database, NSC

and a lack of adequate equipment for maternal and child healthcare at the delivery ward of the general hospital.

However, the local authorities established a Mothers' Support Fund that provides financial support to vulnerable women needing health care. The fund is subsidized by voluntary contributions from organizations and individuals and has been highly praised by its beneficiaries.

It is surprising that MMR has increased in Khentii, Arkhangai and Sukhbaatar *aimags* in 2012 relative to 1990. Despite the maternal death rate of Tuv *aimag* being lower than the national average, the *aimag's* overall rate has increased since 1990.

The Maternal Mortality Reduction Strategy (MMRS) was introduced and implemented during 2001-04 and 2005-10, and has had a significant impact on the fall of the MMR from 165 maternal deaths per 100,000 live births in 2001 to 47.4 in 2010.

Following the introduction of the MMRS, reducing

the maternal mortality rate was adopted as a national priority and a basis for evaluating the performance of governors and civil servants, thus generating greater political commitment to the advancement of women's reproductive health at local and national levels.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

Although the number of births in the country is growing there has been no corresponding increase in the number of facilities, hospital beds, human resources and financing for maternal and child healthcare.

As a result, mothers and neonates are often forced to leave the hospital a few hours after delivery. High-risk pregnant women are referred from *soums* to *aimag* general hospitals, thus overloading maternity rest homes and delivery wards in *aimag* general hospitals.

There is an urgent need to improve medical technology for the early detection and treatment of pregnancy, labour and post-partum complications, and fetal and neonatal congenital disorders. Therefore the provision of human resources, medical supplies and equipment in accordance with the “Structural and Operational Standards of Maternity Hospitals” is vital for quality health services.

Capacity building is slow due to the high turnover of trained staff and poor continuity of care practices. There is a significant shortage of obstetricians, anesthesiologists, neonatologists and neonatal nurses that risk high workload, low wages and high occupational risks.

One major challenge is the proper placement of medical professionals and their capacity building in terms of professional skills, ethics and accountability. Healthcare professionals working in delivery wards at all levels of the healthcare system lack knowledge and skills in essential newborn care and neonatal reanimation due to the lack of continuity of on-job training. Shortage of health professionals in general, in particular the shortage of neonatologists, is pronounced in rural areas⁵⁶.

Research studies that are conducted at a high level of medical theory as well as practice are crucial. They should focus on maternal and child health protection and translate their output into practice. In particular, research on the causes of early and late neonatal eclampsia and mortality is needed, along with the introduction of modern diagnostic and treatment technologies for genetic, metabolic, chromosomal and prenatal conditions.

Health facilities also face a shortage of drugs, medical supplies (such as vacuum extractors and disposable delivery kits), equipment, laboratory supplies, and blood and blood products necessary for the provision of emergency obstetric and essential neonatal care⁵⁷.

Allocation of financial resources, inter-sectoral collaboration, and participation of governmental

and non-governmental organizations in regards to safe motherhood remain inadequate.

The fact that a high proportion of maternal deaths are due to unsafe abortion illustrates that general health awareness is insufficient. Thus there is a pressing need to expand participation by the media, civil society organizations, and educational institutions in health awareness-building activities for women and their family members.

RECOMMENDATIONS TO ACCELERATE PROGRESS

The government of Mongolia has formulated and implemented a national program on “Maternal and Child Health for 2011-15”. This program intends to contribute significantly to the achievement of the target in MMR within the framework of Goal 5.

Still, several measures must be taken in order to achieve MDG 5. These include implementing policies on the genetic security of Mongolia and appropriate pronatalist policy, ensuring continuity of care for mothers and children and improving pre-pregnancy health services for women of reproductive age to reduce extra genital morbidity and associated maternal morbidity.

It is also essential to prepare the health system for new and emerging diseases, disasters and public health emergencies, increase funding per delivery, increase wages and improve incentive systems for Ob/Gyns, neonatologists and anesthesiologists, introduce modern technology in prenatal diagnosis and treatment, and expand telemedicine services, and generally improve annual budget planning for training human resources and the provision of necessary supplies and equipment for newly constructed maternal and child health centers and maternity hospitals, and improve inter-sectoral collaboration in this regard.

OVERALL ASSESSMENT OF PROGRESS

The assessment of the progress of Goal 5 indicators was carried out using the methodology⁵⁸

⁵⁶ EmOC, ENC needs assessment, 2009, pages 107, 147.

⁵⁷ EmOC, ENC needs assessment, 2009, page 66.

⁵⁸ Ch. Khashchuluun and Sh. Munkhtseren, A review of MDGs progress in Mongolia, 2013.

described in “Analysis of current MDG indicators”. The table summarizes the overall assessment of progress on Goal 5.

The target proportion of births attended by skilled health personnel has been achieved and the target on MMR is on-track to be achieved prior to 2015.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

Suggestions for the post-2015 national level targets and indicators are displayed in the table below.

Goal	Possible indicators
Goal 5: Improve maternal health	<ol style="list-style-type: none"> 1. Reduce the number of mothers who died due to indirect causes by x%; 2. Decrease maternal mortality ratio to no more than x per 100,000 live births; and 3. Ensure universal access to sexual and reproductive health services.



MDG 6:

COMBAT STIS/HIV/AIDS AND
TUBERCULOSIS, REVERSE OTHER
DISEASES

MDG 6:

COMBAT STIS/HIV/AIDS AND TUBERCULOSIS, REVERSE OTHER DISEASES

- *The incidence of HIV among the adult population was lower than 0.1 percent in 2012*
- *Mongolia has achieved the target (<0.1 percent) of HIV prevalence among pregnant women and youth population aged 15-24 for all years that have available records.*
- *The target of the incidence of tuberculosis of 82 per 100,000 populations has already been achieved, whereas the target of incidence of 100 percent per 100,000 populations will be met by 2015 with additional policy efforts and interventions. The target on prevalence of caries among children is difficult to achieve because of data constraints.*

Targets/Indicators	Progress					Target
	1990	2000	2010	2011	2012	2015
Target 11: Limit and prevent the spread of Human Immunodeficiency Virus (HIV) by 2015						
25. HIV prevalence among pregnant mothers (percent)	—	0.005 (2005)	0.003	0.004	0.002	<0.1
26. HIV prevalence among population aged 15-24 years (percent)	—	0.0007 (2007)	0.0012	0.0005	0.0012	<0.1
Target 12: Reverse the spread of tuberculosis by 2015						
27. Prevalence of tuberculosis (per 100,000 population)	435	60	65	60	59	82
28. Incidence rate of tuberculosis (per 100,000 population)	79	125	154	143	139	100
29. Death rate associated with tuberculosis (per 100,000 population)	5	3	3	2	2	2
30. Proportion on tuberculosis cases diagnostic and treated with international standard diagnostic and treatment methods (DOTS)	31 (1994)	81	85	83	83	100
Target 13: Reverse the spread of caries among children						
31. Prevalence of caries among children of 5-6 years	—	80.1 (2004)	—	—	—	75.0

In 2008 the State Great Hural declared in its Resolution #13 to limit and prevent the spread of Human Immunodeficiency Virus (HIV), Acquired Immune Deficiency Syndrome (AIDS) and to reverse the spread of tuberculosis (TB) and caries among children by 2015. The goals to be achieved by 2015 are shown in the Table 3.6.1 above.

In 1993 the Parliament of Mongolia adopted the Law on Combating HIV/AIDS and the law was amended in 2004 and 2012 and has been enforced. In 2008, an independent assessment of HIV and Sexually Transmitted Diseases (STIs) preventing measures was conducted. The government prepared the National Strategic Plans for 2010-15 on preventing HIV/AIDS and STIs based on its recommendations, which became the major policy document with priority interventions. Currently, the government is implementing the actions jointly with civil society organizations and international institutions.⁵⁹

As of 2012, Mongolia is a country with a comparatively low number of reported HIV cases. This success is attributed to the government's commitment to combat HIV/AIDS and support from civil society organizations and development partners, including the Global Fund and United Nations agencies. Over the past three years, significant progress has been achieved. The government follows the principle of "Three Ones" and places importance on coordinating interventions to prevent and observe STIs and HIV/AIDS, and on integrating actions against STIs, HIV/AIDS into multi-sectoral policies and joint programs with civil society organizations. The National AIDS Committee's primary responsibility is to coordinate these activities in different sectors and foster partnerships. Various institutions including the ministries and agencies responsible for economic and social development

policies, NGOs, and networks with HIV/AIDS positive individuals actively support actions to combat HIV/AIDS.

Reported numbers of HIV infection are on the rise, however, and particularly among the high-risk groups – namely men engaging in sexual activity with other men. The spread of STIs, especially syphilis, has increased drastically among female sex workers and the general population. There is a high level of HIV/AIDS-related stigma and discrimination. Simultaneously, there is a sign of decreasing funding from international donors in light of the country's economic growth.

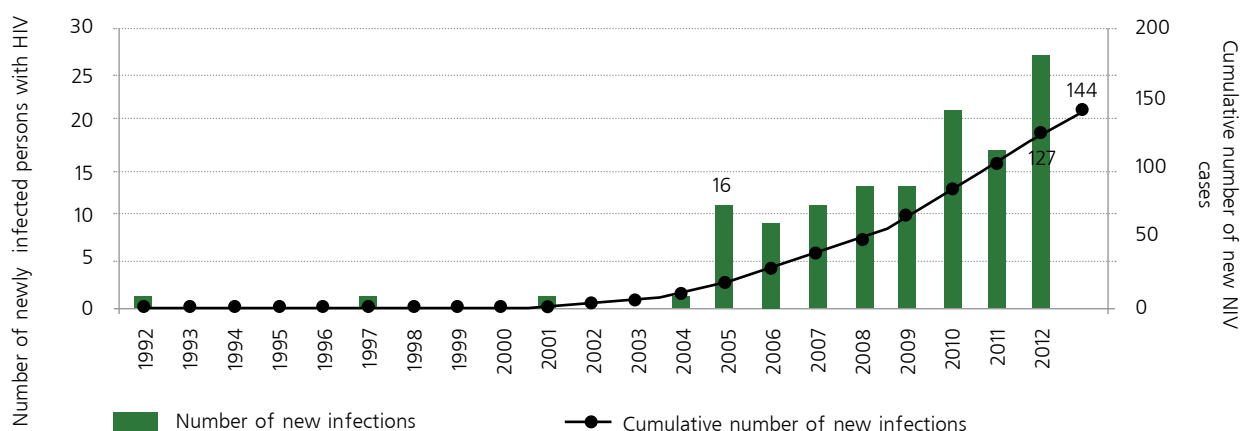
ANALYSIS OF TRENDS AND INEQUALITIES

Limit and prevent the spread of HIV/AIDS

As of 2012, HIV incidence among the adult population was lower than 1 percent⁶⁰. In 2004, the number of newly registered cases was only one, a number that increased drastically and reached 11 in 2005. This sharp increase in reported cases is associated with multiple factors, such as the expansion of availability and accessibility of STI and HIV prevention, testing and treatment services throughout the country, particular targeting of the group of men having sex with men (MSM), and the extension of participation and collaboration with civil society organizations, which resulted in a larger number of HIV cases being reported. In 2012, there were 127 registered persons infected with HIV, which is higher than that in 2008 by 78 persons or by 2.6 times. The number of persons infected with HIV has risen annually on average by 18 persons between 2005 and 2012 (Figure 3.6.1).

⁵⁹ MoH, "Report of the Mid-term Review of The National Strategic Plan on HIV/AIDS and STIs for 2010-2015, Mongolia", 2013.

⁶⁰ MOH, MDG Progress Report, 2013.

Figure 3.6.1: Number of newly infected persons with HIV and their cumulative number (persons)

Source: Ministry of Health

About 98 percent of HIV cases were transmitted through sexual intercourse and there are no records of HIV cases being transmitted through blood transfusion and medical services. It has been reported that men account for 80.9 percent of the total number of HIV cases, out of which 83 percent comprise the infected MSM. Of the total HIV cases, the proportion of women infected by HIV is 18.3 percent, and 45.8 percent of these are sex workers. Recent data based on 2011 second-generation sentinel surveillance of HIV in Ulaanbaatar revealed that HIV prevalence among MSM is 7.5 percent (with 95 percent of confidence limits 4.9 and 11.4)⁶¹. However, the 2009 surveillance report of HIV revealed that HIV incidence among MSM was 1.8 percent, and this discrepancy is associated with differences in methodology.

In 2012, 75 percent of the total HIV positive population comprised persons aged 25 to 44 years old, and one-fifth were 15-24 years old. The reported numbers of persons with HIV infection vary by *aimag*. In 2012, 74.1 percent of total HIV positive people live in Ulaanbaatar and the other

25.9 percent are from rural areas. The majority of rural cases are from Darkhan-Uul, Dornod, Khuvsgul, Selenge and Uvs *aimags*.

Moreover, there is a high spread of syphilis among SMS. Statistical data indicates a high prevalence of syphilis among female sex workers; in 2011, it was 27.5 percent. In 2009, among male STI clients and mobile men, the syphilis rates were seven percent and two percent respectively.

HIV prevalence among pregnant women and population aged 15-24

Figure 3.6.2 displays the ratio of the number of 15-24 year-olds infected with HIV in the total number of youth aged between 15 and 24 and has an upward trend (Figure 3.6.3). In contrast, HIV prevalence among pregnant women stabilized around 0.002 percent.

Overall, Mongolia has achieved the target (<0.1 percent) of HIV prevalence among pregnant women and youth population aged 15-24 for all years that have available records.

⁶¹ MOH, HIV/AIDS surveillance survey, 2011

Figure 3.6.2: HIV prevalence among 15–24 year-olds, (%)

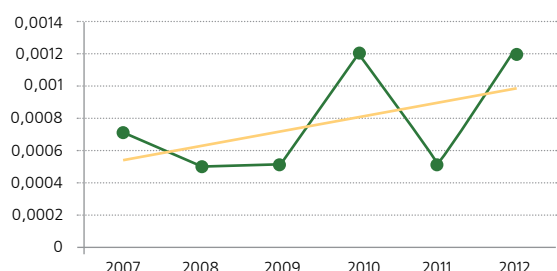


Figure 3.6.3: HIV prevalence among 15–24 women, (%)



Source: MDG database, NSC

However, individuals working in mining and infrastructure sectors and surrounding communities are vulnerable to acquiring and potentially transmitting HIV, as they have limited access to appropriate prevention activities and treatment, and a lack of opportunities for timely testing and counseling. People living with HIV as well as LGBT (lesbian, gay, bi-sexual and transgender) individuals express that they experience stigmatization and discrimination in the general community and in some areas of health service delivery.

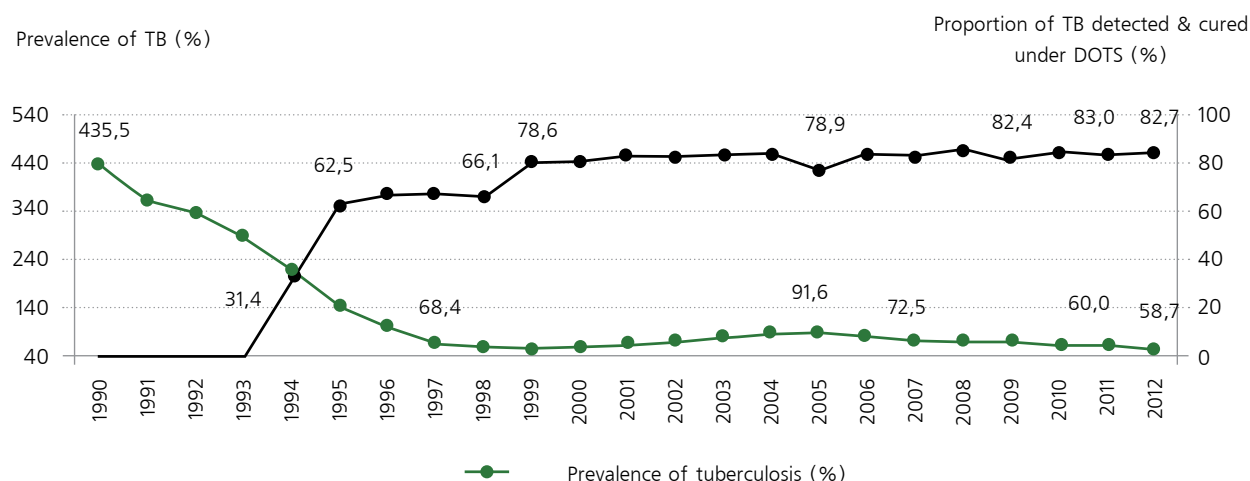
Reverse the Spread of Tuberculosis

Target 12 has four indicators to monitor the spread of tuberculosis (TB) and reverse it by 2015. These indicators include TB prevalence per 100,000 population, TB incidence per 100,000 population, deaths associated with TB per 100,000 population, diagnosis, and coverage by Directly-Observed Treatment Short course (DOTS) treatment.

Good progress has been observed in the prevalence and cases of tuberculosis. The target incidence of 82 cases per 100,000 populations has already been achieved, and the target incidence

of 100 percent per 100,000 populations will be met by 2015 with additional policy efforts and interventions. Despite the overall positive trend in TB prevalence, progress is mixed among *aimags* - 19 *aimags* have recorded setbacks in 2012 compared to 1990, and a decline has occurred in only two *aimags*. As of 2012, seven *aimags* out of 21 and the capital city have a TB incidence higher than the national average. The target of 100 percent of the proportion of TB cases detected and cured under the DOTS in 2015 will not be achieved without additional efforts.

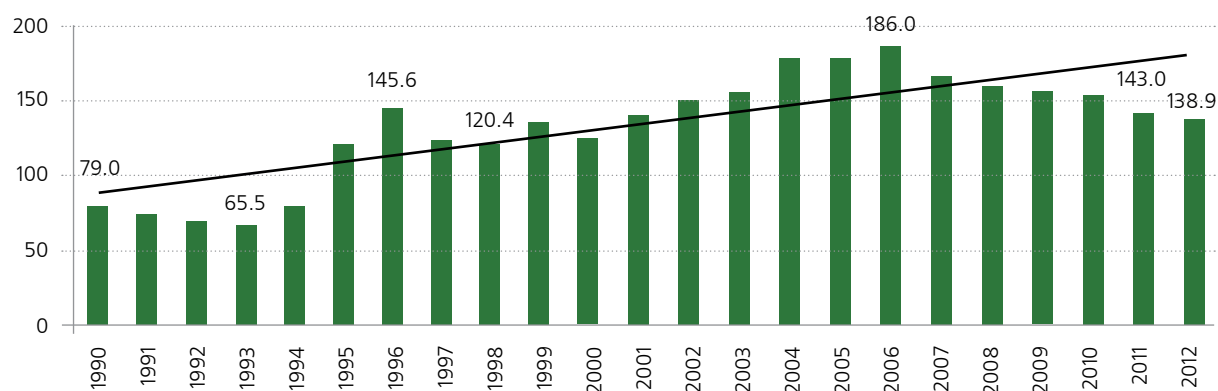
The prevalence of TB rapidly fell from 435 cases per 100,000 population in 1990 to 68 in 1997, and then fluctuated between 59 and 92 cases per 100,000 population with a slight rise in 2002-2009. This decline was associated with the introduction of the DOTS in 1994. The MDG target of 82 TB cases per 100,000 population was achieved in 1997-2012 (Figure 3.6.4). Since 1997, the prevalence of TB has been lower than the target of 82 percent, with the exception of 2004-2006. This trend in TB prevalence is primarily associated with the introduction of the *Mycobacterium TB* complex (supported by the UNAIDS Global Fund).

Figure 3.6.4: Prevalence of TB (per 100,000 population) and proportion of TBs diagnosed and treated under DOTS (%)

Source: MDG database, NSC

The highest incidence of TB is in 2006 with 186 cases of TB per 100,000 population (Figure 3.6.5) and since then it has continuously decreased at an annual rate of 4.7 percent. The incidence of TB in 2012 was 139 per 100,000 population. If this rate

of progress is maintained for the remaining three years, it is likely that the target of 100 cases per 100,000 populations will be reached by 2015 with additional policy efforts.

Figure 3.6.5: Incidence of tuberculosis (per 100,000 population)

Source: MDG database, NSC

According to the external review conducted in May 2013, "Mongolia's National Tuberculosis Control Program" has made significant progress in detecting and treating drug susceptible and drug resistant TB. Nevertheless, the increasing

incidence of TB is an indication of deficiencies in TB detection and treatment approaches. Early diagnosis and the treatment and prevention of TB among the vulnerable and poor segments of the population, HIV/AIDS positive individuals,

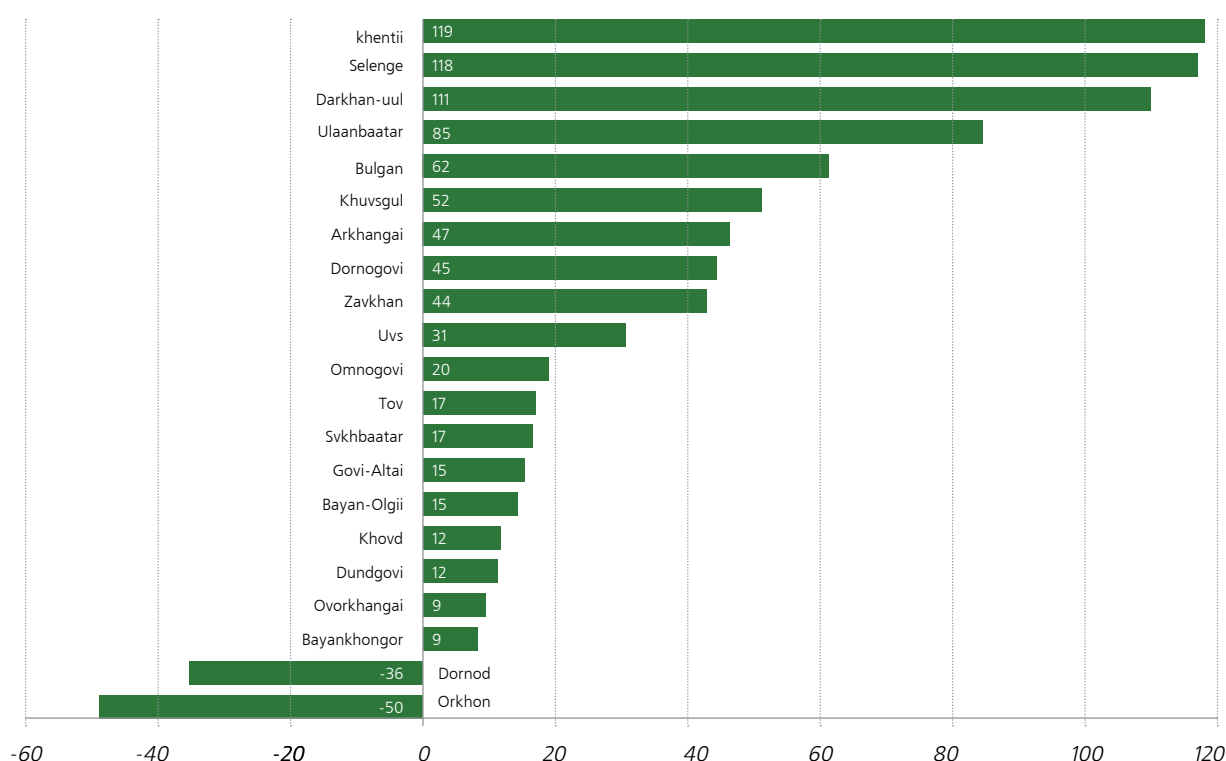
prisoners and people with diabetes, needs to be intensified. Disease relapse in previously treated TB patients, delays in seeking healthcare and high default rates leading to the development of multi-drug resistant TB have negative impacts on prevalence of the disease in the country.

People aged 16-44 constitute 69 percent of the total number of people with TB, and it is higher among men (56 percent) than women (44 percent). Since the beginning of 2012, 5 percent of total incidences have been registered

in Ulaanbaatar city. Half of all TB patients are unemployed, and 70 percent are poor.

Compared to 1990, the prevalence of TB dropped in all *aimags* in 2012. The biggest reduction was in Dornod, Selenge, Darkhan-Uul, Sukhbaatar and Khuvsgul *aimags* and Ulaanbaatar. However, 19 *aimags* have recorded an increase in TB incidence in 2012 compared to 1990 and a decline has occurred only in Orkhon and Dornod *aimags* (Figure 3.6.6).

Figure 3.6.6: Increase (+) and decline (-) in incidence of tuberculosis in 2012 as compared to 1990, by aimag, (% point)



Source: MDG database, NSC

In 2012, 82.7 percent of TB infected people were treated by DOTS, which indicates a risk of not reaching the 100 percent target by 2015. Although the incidence of tuberculosis is stabilizing, the treatment success rate has not improved in the past five years due to increased treatment failure and default rates. For instance, in 2008 the treatment success rate was 89 percent, which fell to 82.6 percent in 2012. At the same time the

default rate increased from 1.8 percent in 2008 to 2.4 and 4 percent in 2010 and 2012, respectively.

The DOTS failure rate increased to 7 percent in 2012 from 5 percent in 2005. This is an indication of the growing number of cases with Mycobacterium TB Complexes (MTC) among the newly detected incidences, which require MTC early diagnosis using advanced testing means.

As of 2012, the capital city and six *aimags* have higher TB incidence than the national average (Table 3.6.1). In 2012 these six *aimags* and the

capital city also have higher TB prevalence than the national average although their incidence has declined sharply since 1990.

Table 3.6.1: *Aimags* with the Highest Tuberculosis Incidence, 2012

Aimags	TB incidence per 100,000 populations	Increase (+) and decrease (-) in TB incidence in 2012 as compared to 1990 (% point)	TB prevalence, per 100,000 populations
Darkhan-Uul	257	111	77
Umnugovi	206	20	81
Khentii	205	119	91
Dornod	194	-50	91
Govisumber	178	-	91
Ulaanbaatar	170	85	75
Sukhbaatar	149	17	80

Source: MDG Indicator's database, NSC.

Death rates associated with tuberculosis

This rate is calculated as the ratio of total number of deaths due to tuberculosis to the total population, and presented per 100,000 population. The MDG target is two persons per 100,000 population. In 1990-98 this rate fluctuated between five to six, and currently it is about two persons per 100,000 population, which indicates that the target has been met. As of 2012, the death rate associated with tuberculosis in all *aimags* is around the national average; however for Dornogovi, Orkhon and Dornod *aimags* this rate is around 8-9 per 100,000 population.

This indicator is unable to describe the contribution of deaths due to TB to the total number of deaths in the country, and thus it must be reconsidered. The indicator can be replaced by "Proportion of deaths due to tuberculosis to the total number of deaths, %" or "Proportion of death due to tuberculosis to the total number of persons with tuberculosis, %".

Reverse the spread of caries among children

Unavailability of data constrains assessment of achievement of the 75 percent target.

A survey carried out in 2004 revealed that the

prevalence of untreated dental caries and the intensity of dental caries stood at 80.1 or 4.6 percent among children aged 5-6. For children aged 12, these numbers are 62 and 1.9 percent and for children aged 18 they are 72.6 and 2.6 percent respectively.

A nationwide study estimating the performance indicators of the National Oral Health Program and the MDGs was initiated in 2010, and its report is being finalized. The study aims to estimate the prevalence of dental caries, the DMF index in children and adolescents aged 5-12, and factors associated with dental caries.

Standards and methodologies improving the availability and quality of oral health services have been revised, including the standard methodology of increasing fluoride supplementation in areas with low fluoride content in drinking water, the standard on dental caries treatment, the methodology of preserving dental pulp, the methodology of dental pulp extraction under anesthesia, the methodology of dental pulp extirpation under anesthesia, the methodology of treatment of primary tooth decay, the methodology of primary tooth cavity treatment with silver nitrate, and the standards of prosthodontics treatment. Dental services are provided predominantly by private clinics that are

equipped with modern technology, equipment and other required medical supplies. The private sector plays an important role in improving the availability and quality of dental services in the country.

Oral health issues are included in the standards of school health education of kindergartens and secondary schools, and comprehensive training is being conducted.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

Bottlenecks Related to HIV/AIDS

- Identified bottlenecks include closing down the National Committee on AIDS (NCA), which resulted in weak coordination and collaboration, and lack of harmonization between multi-sectoral responses to HIV/AIDS and STIs. The capacity of staff undertaking surveillance combined with a lack of funding presents a challenge to the appropriate targeting of HIV resources, while stigma and discrimination are barriers against access to HIV/STI prevention, treatment and care. The high prevalence of STIs has negative impact on outcomes of preventing the spread of HIV/AIDS.
- There is insufficient evidence to be used for identifying the bottlenecks in implementing the HIV/AIDS and STIs prevention programme and assessing the outcomes of the prevention programme. Most HIV testing is performed under mandatory screening policies, such as antenatal clinic (ANC), premarital screening, or screening required obtaining a work permit.
- While this programme results in significant expenditure on testing, it fails to target those individuals who are at significant risk of acquiring and transmitting HIV infection. Only a limited variety of voluntary counseling and testing (VCT) service models exist, and the individuals working in the mining and infrastructure sectors, and in the surrounding communities have limited access to appropriate prevention activities, opportunities for timely testing, counseling, or access to treatment.

- Additionally, the high prevalence of STIs challenges the effectiveness of HIV transmission prevention efforts.
- There is limited analysis and programme data to assess program performance and identify challenges. Also, there are insufficient strategic, evidence-based interventions employed to address the needs of the rapidly growing HIV epidemic among “men having sex with men” and transgender people.
- The quality of HIV and STI testing and treatment is compromised at all levels by a number of significant laboratory issues such as a lack of internal quality assurance measures at service points, adequately trained laboratory personnel, up-to-date evidence-based laboratory policy and guidelines to support laboratory personnel, and systematic and routine assessment of test kit performance;
- Involvement of people living with HIV in treatment and care service delivery is limited to small-scale community based organization initiatives.

Bottlenecks related to tuberculosis

- There is an urgent need to improve the capacity of family practitioners and expand public health services. Treatment failure and default rates of multi drug-resistant tuberculosis (MDR-TB) patients are growing due to insufficient treatment monitoring at the *soum* level. Inadequate preventive measures for contact with MDR-TB patients result in increased incidence of MDR-TB in children of the patients.
- The supply of first and second-line TB drugs and drugs for the management of adverse effects in TB treatment is weakening. It is vital to allocate funding from the state budget for the procurement of MDR-TB drugs. There are 22 cases of extensively drug-resistant tuberculosis (XDR-TB) not responding to second-line TB drugs. However, they do not receive any treatment due to the inexistence of treatment options for XDR-TB patients in

the country.

- There is a significant shortage and high turnover of staff at TB institutions. For instance, 25% of TB lab technicians quit their job annually.
- Political commitment to TB control is weak among decision-makers due to the lack of TB related information;
-

Bottlenecks related to prevalence of caries among children aged 5-6 years

- No financial resources are available for the provision of adequate medical equipment to dental clinics in *aimag* and district health departments and general hospitals.

RECOMMENDATIONS TO ACCELERATE PROGRESS

Recommendations related to HIV/AIDS

- Immediately advocate and promote the implementation of the revised AIDS Law among all sectors and re-establish the NCA, and ensure strategic preparedness for a smooth transition that addresses the reduction of external resources.
- Strengthen public-private partnership for sustained HIV/AIDS and STI combating efforts.
- Strengthen the use of strategic information to better inform programme delivery including re-establishment of the M&E working group, strengthen surveillance unit and data management unit within National Center for Communicable Diseases, and conduct research on patterns of drug use.
- Carry out a needs assessment survey of civil society organization (CSOs) providing targeted services and develop a program to enhance their capacities. Strengthen the national and provincial laboratory testing technical and managerial capacity.
- Offer a wider range of service models to key populations, especially to MSM, transgender people and female sex workers, e.g.

community, outreach and mobile VCT/STI services. Scale up workplace HIV/AIDS and STI programmes, strengthening STI prevention, screening and treatment. Strengthen the technical capacity of medical, counseling and laboratory personnel to deliver quality evidence-based interventions.

- Promote HIV/AIDS and STIs prevention programmes at workplace especially in mining, tourism, construction and transportation and defence sectors.
- Improve the mechanisms for HIV/AIDS prevention, early discovery and treatment.
- Strengthen the management and professional capacity of doctors, counselors and laboratory professionals at local and national levels
- Strengthen the involvement of people living with HIV in HIV service delivery.
- Improve efforts to reduce stigma and discrimination.

Recommendations related to tuberculosis

- Improve the capacity of family practitioners and expand public health services and the treatment monitoring of MDR-TB patients at *aimag* and *soum* levels.
- Ensure a sustainable supply of first and second-line TB drugs and drugs for managing adverse effects of TB treatment. Assess working conditions and increase salaries of staff working at TB institutions. Enhance advocacy efforts in order to improve political commitment to TB control among decision-makers.
- Include funding for the first-line and fifth group TB drugs in budget of the National Center for Communicable Diseases (NCCD), provide access to drugs for the treatment of 22 cases of XDR-TB; and conduct a TB prevalence survey.
- *Recommendations related to prevalence of caries among children aged 5-6 years*
- Conduct regular preventive dental check-ups and reduce DMF index among children and

improve accessibility and quality of primary oral health services. Expand behavior change communication on oral health and prevention of dental caries for the general public and establish a surveillance system and database for monitoring the magnitude of and risk factors for oral diseases.

tuberculosis cases diagnosed and treated with international standard diagnostic and treatment methods (DOTS) can also be achieved but will require additional effort. Finally, the prevalence of caries among children aged 5-6 falls into the difficult to achieve category.

OVERALL ASSESSMENT OF PROGRESS

Four out of seven indicators under this goal have already achieved the target. The incidence of tuberculosis is at the lagging stage and needs additional effort, while the proportion of

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

Suggestions for the post-2015 national level targets and indicators are displayed in the table below.

Goal	Possible indicators
Goal 6. Combat STIs/ HIV/AIDS and tuberculosis, reverse other diseases	<p>Contribute no less than 50 percent of funds from the state budget to combatting HIV/AIDS;</p> <p>Reduce the number of new cases with HIV among general population by x%;</p> <p>Reduce the number of cases with HIV among pregnant women by x%;</p> <p>Increase access to prevention, treatment and care services by HIV/AIDS at-risk groups of the population to 80 percent;</p> <p>Prevalence of tuberculosis (per 100,000 populations);</p> <p>Incidence of tuberculosis (per 100,000 populations);</p> <p>Proportion of deaths associated with tuberculosis in the total number of deaths (percent) or Proportion of deaths associated with tuberculosis in the total number of persons with tuberculosis (percent); and,</p> <p>Proportion of children aged 5-6 that have all their teeth (percent).</p>



MDG 7:

ENSURE ENVIRONMENTAL
SUSTAINABILITY

MDG 7:

ENSURE ENVIRONMENTAL SUSTAINABILITY

- *The target to reach 30 percent of total land to be protected under the special protection status is achievable if the government increases the areas under the states' or local protection.*
- *For the past 10 years, CO₂ emissions per capita (ton/person) has increased continuously, reaching 6.64 tons by 2012 which was over the expected target of 4 tons per capita by 2015.*
- *The target to reduce air pollution in urban areas, especially Ulaanbaatar, is difficult to achieve.*
- *The target to reduce the proportion of population lacking access to improved sanitation can be achieved if the housing programme is strengthened.*

Targets/Indicators	Progress					Target
	1990	2000	2010	2011	2012	2015
Target 14: Integrate the principles of sustainable development into policies, eliminate air pollution in urban areas						
32. Proportion of forest areas	—	—	8.26	8.03	8.03	9.0
33. Proportion of specially protected areas	—	13.1	14.56	16.41	27.69	30.0
34. Carbon dioxide emission per capita (ton/person)	5.3	3.5	4.4	5.7	6.6	4.0
35. Avg daily concentration of NO ₂ in the atmosphere in Ulaanbaatar (mkg/m ³)	—	—	52.0	77.7	77.2	30.0
36. Avg concentration of SO ₂ in the atmosphere in Ulaanbaatar (mkg/m ³)	—	—	55.1	76.1	61.7	20.0
Target 15: Reduce the shrinking process of rivers and streams by protecting and rehabilitating their sources						
37. Proportion of protected and rehabilitated water sources	—	—	38.7	45.3	—	80.0
38. Number of protected and rehabilitated water sources	—	—	631.0	812.0	1100.0	1000.0
Target 16: Reduce the proportion of people without sustainable access to safe drinking water and sanitation by 2015						
39. Proportion of population without access to safe drinking water sources	45.0	33.8	27.4	—	—	40.0
40. Proportion of population without access to improved sanitation facilities	77.4	77.0	76.8	—	—	60.0
Target 17: Improve the housing condition of population by 2015						
41. Propn. of population living in houses and apts. with connection to engg. service networks (electricity, water, sewage and heat)	—	22.7	21.2	—	—	30.0

Climate change is already a real fact in Mongolia. The country's annual mean air temperature rose by 2.1°C between 1940 and 2007, as compared to the global mean air temperature rise of 0.7°C in the last 100 years⁶². The potential vulnerability of the country's economy, livelihood and traditional nomadic culture is very high under future climate changes. About 70 percent of the grassland of the country has been affected by desertification to a certain extent; many rivers, streams, lakes and ponds have dried up. Decreased pasture biomass and impoverished plant species have caused difficulties in the main economic sector of pastoral animal husbandry and negatively affected herders' livelihood. Environmental protection and rehabilitation issues should be considered due accelerated mining development in recent years.

Under Goal 7, according to the Parliament resolution 13 (2008), targets have been set for 2015 to increase forest areas up to 9 percent, special protected areas up to 30 percent of total territory (of which 15 percent is under local protected areas) and to reduce CO₂ per capita emissions to 4 tons/person, average daily concentration of nitrogen dioxide in Ulaanbaatar's atmosphere during winter to 30 mkg/m³ and the average concentration of sulphure dioxide to 20 mkg/m³. In addition to that, there are targets to increase the percentage of protected headwater sources for river formation up to 80 percent by 2015, the number of protected headstreams by 1,000 as well as to reduce the percentage of population without safe drinking water supply to 40, the percentage of population without adequate sanitation facilities to 60 percent, and have 30 percent of the population living in

comfortable housing with access to engineering facilities.

ANALYSIS OF TRENDS AND INEQUALITY

Integrate and implement principles of sustainable development, reduce air pollution in urban areas

The new Government established a new Ministry of Environment and Green Development (MEGD), responsible for implementing and monitoring sustainable development principles. The Government's Action Plan for 2012-16, states: "Apart from ensuring economic growth, economic and social development policy will be incorporated into the green development policy. Thus the major objective of the development policy is to provide an opportunity to live and work in the ecologically sustainable and safe environment and to live in harmony with nature through sustainable use, rehabilitation of natural resources and environmental protection".

Percentage of forest area

According to data from MEGD, as on 1st January 2012, forest land of Mongolia was 18.6 mln.ha or 11.9 percent of the total land of which 75.4 percent consisted of coniferous forest and 24.6 percent saxaul forest.

67.2 percent or 12.5 mln ha of the forest fund of Mongolia are forest-covered areas, which comprise 8.03 percent of total territory (Table 3.7.1).

Table 3.7.1: Percentage of Forest Areas, By Country Average

	2006	2007	2008	2009	2010	2011	2012	2015
Data from MEGD	8.59	8.56	8.5	8.34	8.26	8.03	8.03	9.0
	1990	1995	2000	2005	2010	2011	2012	2015
Data from Land Affairs and Geodesy and Cartography Authority	7.8	7.8	8.5	7.8	7.7	7.7	7.7	9.0

Source: Data illustrated from MEGD and Land Affairs and Geodesy and Cartography Authority.

⁶² From speech of Mrs. Oyun. S, Minister of Environment and Green Development, "Daily News", 16 July 2013, № 174 (4501).

It is clear that there are differences in the data presented by both sources; this is because the data was collected from two different sources. The Land Affairs and Geodesy, Cartography Authority data contains information from the National Statistical Committee's database while the data for the MDG indicators was collected by the MEGD.

According to MEGD data, the percentage of forest area has decreased continuously since 2006 whereas the indicator from the data of the Land Affairs and Geodesy Cartography Authority indicates little or no decrease. It is clear from both sources, however, that the target to increase

total forest areas up to 9 percent by 2015 will be difficult to achieve.

To achieve this target, current covered areas of forest fund need to be increased by 1,673.3 thousand hectares. Reaching this target by reforestation action on these areas is not feasible in the remaining period due to climate conditions, the current condition of forest fund, funding difficulty and the constraint in time and finances⁶³. In 2012 funds of 36.6 mln seedlings and seeds were accumulated country-wide, 8.3 mln hectares of land were reforested and MNT 1.6 billion spent on establishing a 500 km wide green belt (Table 3.7.2).

Table 3.7.2: Investment in Reforestation Activities Countrywide

		2011	2012	2013*	2015*
Investment, million tugriks		1,300.0	1,600.0	900.0	2,500.0
Reforested areas, thousand hectares	State budget	7.5	5.5	4.5	8.0
	Other sources	3.4	2.8	3.5	5.0
Total:		10.9	8.3	8.0	13.0

Source: MEGD.

*Planned quantity

The government is undertaking policy measures to increase nursery and clearing maintenance work, and to decrease the annual lumber quantity for industrial purposes when setting up the maximum limit for timber production. Regulation introduced by the MEGD to purchase planted and nurtured trees up to 3 years of age from citizens and enterprises starting from 2013 will play an important role in accelerating the reforestation processes and encouraging environmental rehabilitation. In addition to this, the resolution to ban the use of timber in railway sleepers by encouraging betony has helped avoid 25,000 cubic meters of timber production.

Innovation in methodology. Collected data at a national level varies according to the time of data collection. It becomes outdated due to the 10-15 year cycle of forest organizational work by every local government unit. Therefore by changing the current methods and principles of forest organizations, from 2014 there will be a transfer to the statistical method of continuously collecting annual data on a 5-year cycle. A permanent sampling field that is systematically located to cover all forest areas with fixed calibration rectangular coordinated grids will be used. In order to utilize this methodology, "Regulation for forest organizational work" has been renewed and adopted by the government's resolution number 105 (2013). The activity plan for forest organizational work for 2014 is now being approved by the minister and implemented.

⁶² MEGD, *Introduction to the MDG 5th Report*, 2013.

The Government is gradually withdrawing from chemicals use, which is the current method of fighting against forest insects, and shifting into a biological method instead. In 2013, it plans to introduce bacterial treatment methods to 60.0 thousand hectares of forest areas that constitute 50 percent of planned forest insect-fighting activities in 121.0 thousand hectares of forest. This method will continue to be used in 80 percent of planned forest fighting areas in 2014. By 2015, bacterial mix will be used in 100 percent; forest insect-fighting activities will be accomplished using an environmentally friendly biological method.

Moreover, the Government aims to implement new management in protecting forest areas based on the local forest community. At the beginning of 2013, a total of 1,062 local forest communities and 116 entities had a tenure

contract to protect 2.3 million and 677.7 thousand hectares of forest areas respectively.

Percentage of Special Protected Areas

According to the MEGD, land classified under the status of 'special protected areas' has increased since 2000. According to this source, after the Parliament resolution in 2012 took 15 pieces of land with 1.3 mln hectares under the Specially Protected State Areas status, the total specially protected state areas have increased up to 27.2 mln hectares and hence reached 17.4 percent of the total territory. In addition, 16.31 mln hectares of 911 pieces of land are under the local protected areas status, which constitutes 10.3 percent of total territory. Overall, 27.7 percent of Mongolia is currently under the possession of a State or a locally protected area.

Table 3.7.3: Percentage of Areas Under Special Protection

	2000	2005	2010	2011	2012	2015
Percentage of areas under the State Special protection	13.1 ^a 13.1 ^b	13.67 ^a 13.3 ^b	14.56 ^a 13.4 ^b	16.41 ^a 13.4 ^b	17.39 ^a 13.4 ^b	
Percentage of areas under the local protection					0.3	30.0 ¹
Total amount					27.69	

Source: a/Ministry of Environment and Green Development.
b/Database of NSC for MDG indicators based on sources from the Land Affairs and Geodesy Cartography Authority.

According to data from the NSC database, areas under the State's Special protection increased rapidly from 1990 till 2000; however there was no significant increase for 10 years after this and it still remains 13.1-13.4 percent of the total territory.

Both sources illustrated in Table 3.7.3 show that the target of reaching 30 percent of total land to be protected under the special protection status is achievable if the government increases the areas under the state's or local protection.

The Mongolian Government has been taking measures to expand the network of specially protected areas to improve knowledge, study ever-

changing evolution legitimacy, ensure ecological sustainability, reduce loss of biodiversity, create conditions for natural restoration, and to protect the natural, historical, cultural singularity and topology of natural beauty. Adoption of policies on specially protected areas by the Mongolian Parliament such as the Law on State's specially protected areas (1994), the Law on Specially Protected Areas Buffer Zones (1997) and the National program on Special protected areas (1998) have established a legal environment for regulating the establishment of specially protected areas and developing management for special protection.

The UNDP project "Strengthening the Special

Protected Areas Network” started its activities in 2011 to increase awareness of the value and importance of specially protected areas, and to create sustainable financing sources. In 2013, the MEGD and UNDP signed the “Network of Protected Areas with Natural Resource Management” project document. With the financial assistance of Global Environmental Facility and within the framework of 5 years of implementation, the project will contribute to the expansion of the specially protected areas network by involving local protected areas into the State specially protected areas network, and improve the capacity of local and natural resource communities for protecting and utilizing natural resources with community engagement methods.

A study conducted for registering the Daguur Specially Protected area as a trans boundary world heritage site under the name of “Daguur landshaft” has been carried out with the collaboration of Environmental Protection Agency of the Federal Republic of Germany and the Ministry of Natural resources and Ecology of the Russian Federation. The results of this study were discussed and completed in the Chita province of the Russian Federation, Choibalsan city of Dornod *aimag*, and in the Science Technology Academy of the Environmental Protection Agency of Federal Republic of Germany and were submitted to the

UNESCO World Heritage Committee.

It was decided that the European Bank of Reconstruction and Development’s (EBRD) 11.5 million euro’s worth project, “Adaptation of Biological Diversity to Climate Change” will be implemented at the State’s Specially protected areas of Mongolia.

Carbon Dioxide Emissions per Person

For the past 10 years, CO₂ emissions per capita (ton/person) have increased continuously, reaching 6.64 tons by 2012, which was over the expected target of 4 tons per capita by 2015 (Table 3.7.4). The indicator is calculated using methodology for GHG inventory provided by the Intergovernmental Panel on Climate Change (IPCC) using data on the total amount of fuel consumed within Mongolia. Data on total fuel consumption in a given year was taken from the Mongolian statistical yearbook published annually by the NSC. With the development of Mongolian economy and industrial sector, there is an almost inevitable tendency for fuel combustion activities and thus CO₂ emissions to increase. However by taking concrete action to reduce GHG emissions, it’s still possible to decelerate the GHG emissions growth.

Table 3.7.4: CO₂ Emissions from Fuel Combustion Activities (At National Level)

Indicator	1990	1995	2000	2005	2010	2011	2012	2015
CO ₂ emissions from solid fossil fuel (coal), [thousand tons]	9,072	6,814	7,111	7,467	9,422	12,816	15,273	-
CO ₂ emissions from liquid fossil fuel (i.e. petrol, diesel, mazut), [thousand tons]	2,277	1,006	1,293	1,707	2,521	3,149	3,586	-
CO ₂ emissions in total, [thousand tons]	11,349	7,820	8,404	9,174	11,943	15,965	18,859	-
CO ₂ emissions per capita [ton/person]	5.34	3.51	3.52	3.62	4.36	5.73	6.64	4.0

National policy and institutional environment for tackling climate change and reducing GHG emissions were created with the approval of the National Action Program on Climate Change (NAPCC) by the 2nd resolution of State

Great Hural in 2011. They were based on the subsequent approval of the first phase (2011-16) implementation plan of the NAPCC by the government in 2011. The main objective of this program is “to ensure environmental sustainability,

development of socio-economic sectors adapted to climate change, reduction of vulnerabilities and risks, mitigation of GHG emissions as well as promotion of economic effectiveness and efficiency and implementation of Green growth policies.”

Mongolia ratified the UN Framework Convention on Climate Change (UNFCCC) and its Kyoto Protocol in 1993 and 1999 respectively and is committed to tackling climate change by supporting global efforts to reduce GHG emissions. In this respect, Mongolia has been implementing the Clean Development Mechanism (CDM) created under the Kyoto Protocol since 2004. It currently has 5 CDM projects and programs in the field of renewable energy and energy efficiency that have reduced 76,950 tons of CO₂ emissions to date.

In the partnership established in early 2013 between the Mongolian and Japanese Government for Low Carbon Development, both sides agreed to implement Joint Crediting Mechanism (JCM), which is an offset mechanism similar to CDM. Through this mechanism Mongolia will implement projects to reduce GHG emissions with assistance from Japan on the transfer of environmentally friendly, low-carbon technology, investments

and capacity building. The main objective of this mechanism is to serve in fulfilling the ultimate objective of the UNFCCC, which is to stabilize GHG concentration in the atmosphere at a balance that would prevent a dangerous level of climate change, by supporting global efforts to tackle climate change.

Air pollution

Ten monitoring stations of which 6 stations are equipped with automat supply have recorded 2-5 main air pollutants. Four non-automatic stations are monitoring the air quality of *ger* districts, road, housing apartments and nearby industrial district of Ulaanbaatar city.

The target to reduce air pollution in urban areas, especially in Ulaanbaatar, is difficult to achieve. In the past 3 years, the average concentration of nitrogen dioxide and sulfur dioxide in the atmosphere of Ulaanbaatar has increased substantially. In 2012, the average daily concentration of nitrogen dioxide in the atmosphere during winter was respectively 2.6 times higher than the target level for 2015 (Table 3.7.5).

Table 3.7.5: Air Pollution Indicators of Ulaanbaatar

Indicators	2007	2008	2009	2010	2011	2012	2015
Average daily concentration of nitrogen dioxide in the atmosphere in Ulaanbaatar city during winter (mkg/m ³)	38.0	34.0	39.0	47.0	78.0	80.0	30.0
Average daily concentration of sulfur dioxide in the atmosphere in Ulaanbaatar city during winter (mkg/m ³)	20.0	26.0	34.0	41.1	50.0	52.0	20.0

Source: Ministry of Environment and Green Development

Eliminating heat-only boilers in 2012-13 and connecting to the centralized heating system caused an overall 30.0 thousand tons decrease in raw coal use. However, the ongoing construction of the coke fuel factory, which relies on “Power Plant 2”, was not completed in 2012 and thus the target to reduce air pollution by 50 percent was not attained.

Recently, a number of activities have been

undertaken to reduce air pollution in the capital city. These include the implementation of projects to revitalize *ger* districts into housing, reduce local air pollution, provide energy-efficient products to households located in “air quality improvement zones”, develop regulations and standards to promote citizen’s involvement and provide information on air quality to the public.

Adoption of the Law on Air Pollution Payment

within the legal reform initiatives serves as a primary step toward creating a mechanism for making payments by air polluters and centralizing payments into the Clean Air Fund to finance projects and actions being implemented to reduce air pollution. In these zones of air quality improvement, The Mongolian Millennium Challenge Fund and Clean Air Fund have provided 120 thousand improved stoves, 21 thousand *ger* covers, 5.1 thousand chancels, 15 thousand tons of processed coals and other fuel substitutes, 1.5 thousand insulators, 1 thousand smoke filters and other energy-efficient products at discounted prices or free of charge.

Apart from Ulaanbaatar, air pollution has become a serious issue in *aimag* centers and large settlements. Branches of the National Committee on Air Pollution Reduction will be established in Bayankhongor, Darkhan Uul, Dornod, Orkhon, Uvurkhangai, Khovsgol, Sukhbaatar and Khovd *aimags*, where air pollution exceeds the maximum acceptable level. In addition, plans and programs to build residential apartment districts in *ger* dwelling areas have been prepared.

Reduce River Shrinkage

Due to climate change and global warming, in past years there has been increasing negative effect from intensified permafrost melting, drought of headstreams, decrease, drought in surface run offs, and dropped and dried mineral headwater.

According to the MEGD, the target to increase the percentage of protected headwater for river formation up to 80 percent by 2015 has not been achieved yet. However, the target to increase the number of protected headstreams and water sources to 1,000 by 2015 was achieved in 2012. According to the NSC for MDG database, the percentage of protected headwater for river formation was at 100 percent by 2012, and the target to have 80 percent by 2015 has already been achieved (Table 3.7.6). The source reports that the number of protected headstreams reached 1,196 between 2007-12, exceeding the target set for 2015.

It is obvious that the environment is deteriorating. Many rivers have dried up. The water level of Lake Terkhiin Tsagaan has decreased. Tourism around the lake causes immense pollution to the lake. Local people were talking about the impacts of fish disappearing from our lake and the arrival of black geese on the lake's fish stock.

(From an interview taken with Local government officers and herders during the water quality study in Tariat soum, Arkhangai aimag).

Table 3.7.6: Percentage of Protected Headwater for River Formation

		2000	2007	2008	2009	2010	2011	2012	2015
Percentage of protected headwater for river formation									
Source from MEGD:		-	-	-	34.2	38.7	45.3	-	80.0
Source from NSC database from MDG indicators:		40.0	-	-	77.0	90.6	92.0	100.0	
Number of protected headstreams and water sources									
Source from MEGD:	By annual number	-	255	163	244	387	181	288	
	By incremental	-	255	418	662	1,049	1,230	1,518	1,000
Source from NSC database from MDG indicators:	By annual number	-	26	163	203	387	211	206	
	By incremental	-	26	189	392	779	990	1196	

Source: MEGD and NSC database from MDG indicators

The Government has paid special attention to protect rivers and water sources, Law on prohibiting mineral resource exploration, exploitation at the headwater for river formation, in protection zones of surface water, and forest land” was adopted by the Parliament in 2010. As is incorporated into the national program for Water, approved by the 24th resolution of the Parliament in 2010, not more than 140 headstreams (depending on the number of headstreams in the respective aimags) were planned and protected annually by the state and local budgets. Foreign projects and programmes and international organizations, such as the UNDP, WWF and Sustainable livelihood project, have funded the protection of headstreams at a local level. As a result of this collaborative effort,

a total of 1,518 headstreams were protected at the end of 2012.

Reduce the proportion of people without sustainable access to drinking water and sanitation

The target to reduce the proportion of population without access to safe drinking water up to 40 percent by 2015 was not only completely achieved by 2012 (Table 7.7), but exceeded the target by declining up to 27.4 percent in 2010. However, the proportion of population without access to safe drinking water sources has increased slightly in the Western region since 2005.

Table 3.7.7: Proportion of Population without Access to Safe Drinking Water Sources, (%)

	1990	2000	2005	2010	2015
Country average	45.0	33.8	28.4	27.4	40.0
Western region	-	62.8	47.8	64.8	-
Khangain region	-	57.5	46.3	48.2	-
Central region	-	17.5	35.3	33.3	-
Eastern region	-	35.1	22.0	34.8	-
Ulaanbaatar	-	7.5	4.9	3.4	-

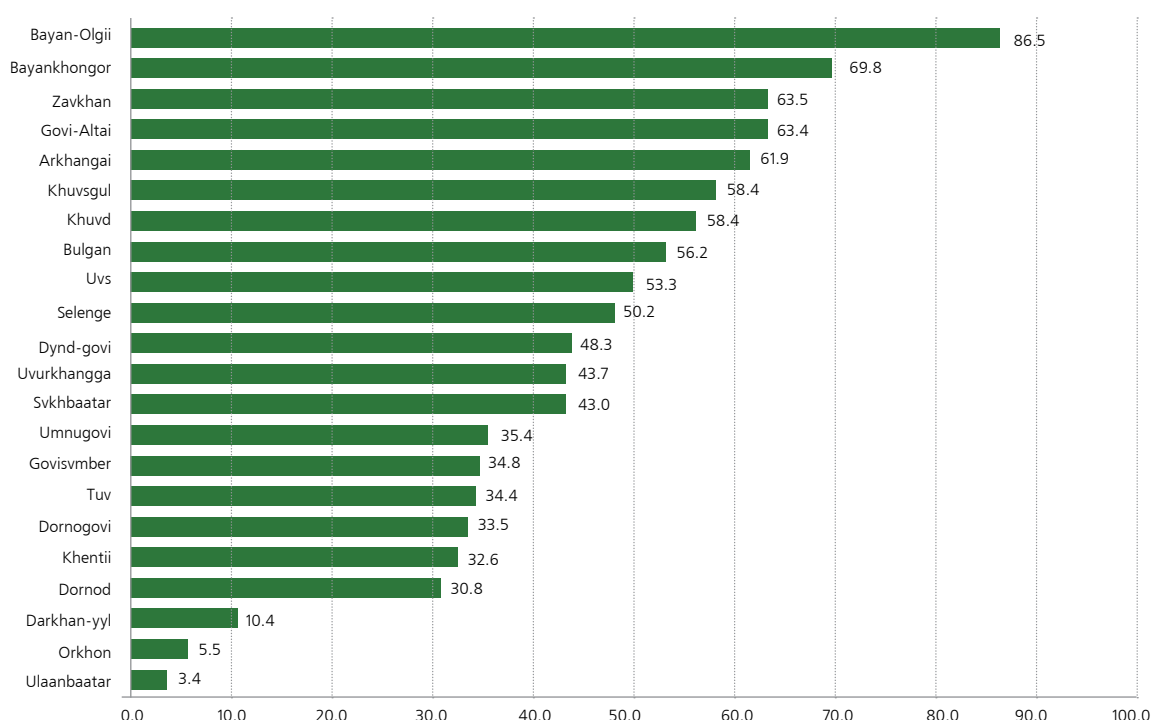
Source: Data base of MDGs indicators at the NSC, taking from MCUD

The indicator is calculated using the “map on adequacy of meeting standard required for water supply and sewage facilities” based on “types of water supply and sanitation facilities” approved by the resolution of the Director of the NSC in 2013. The data for proportion of population without safe drinking water supply has been calculated using this methodology, so the data of previous MDG reports vary from this report.

Source: MUDC

In 2010, the proportion of population without access to safe drinking water fluctuated significantly through *aimags* and capital city. The highest proportion (86.5) is found in Bayan- Ulgii *aimag*, whereas this indicator shows 3.4 percent in Ulaanbaatar.

Figure 3.7.1: Proportion of Population without Access to Safe Drinking Water Sources, By *Aimag* and Capital City, 2010, (%)



Source: Database of MDGs indicators at the NSC

Due to the usage of large amounts of unqualified surface water in households in Bayankhongor, Arkhangai, Khovd, Khuvsgul, Zavkhan and Uvs *aimags*, the proportion of population without safe drinking water is higher. The implementation of

the target to reduce the proportion of population without access to improved sanitation to 60 percent by 2015 is slow (Table 3.7.8). Nevertheless, this proportion has increased in Khangai region and Ulaanbaatar city.

Table 3.7.8: Proportion of population without access to improved sanitation facilities

	1990	2000	2006	2010	2015
Country average	77.4	77.0	73.4	76.8	60.0
Western region	-	96.5	-	95.5	-
Khangai region	-	89.7	-	91.1	-
Central region	-	79.4	-	79.7	-
Eastern region	-	84.9	-	85.8	-
Ulaanbaatar	-	51.2	-	62.2	-

Source: Data base of MDGs indicators at the NSC, taking from MCUD.

Increased data for this indicator explains that the people who migrated from rural areas and settled in *ger* districts did not have access to improved sanitation in the short-term. This target for reducing the proportion of population without access to improved sanitation can be achievable if the housing programme is intensified and implemented by the Government in the remaining period.

Improve housing conditions

As shown by the 2010 Population and Housing Census, the target to increase the proportion of population living in comfortable housing with connection to engineering facility up to 30 percent by 2015 was not achieved (Table 3.7.9). Nevertheless, this target is likely to be attained as a result of the housing programmes that were undertaken in the last two years and will be implemented in the near future.

Table 3.7.9: Proportion of population living in housing with connections to engineering service networks, (%)

	2000	2006	2010	2015
National average	22.7	21.4	21.2	30.0

Source: Appendix to 13th order of Parliament, 2008, Data base of MDGs indicators at the NSC

For instance, the mid-term targeted programme “New development” was adopted in 2010 by the State Great Hural. It plans to develop 22.2 thousand housing units in rural areas and 110.2 thousand housing for 8 districts of Ulaanbaatar city. Since the start of the programme, 9,899 housing units were constructed in 2010, 11,349 in 2011, 11,013 in 2012, for a total of 32.2 thousand housing units. 34.0 thousand housing units are expected in 2013-14.

In order to implement the “New Development” and the Government’s Action Program for 2012-16, the Government approved the 135th resolution “several measures to improve citizens’ housing” which provides low-interest loans if certain conditions are met. The opportunity to purchase housing through low-interest loans is an important incentive to improve housing conditions for the population. Customers who had housing loans before this regulation have also benefitted from reductions in their loans.

The Government and Mongol Bank have signed a memorandum of understanding “to implement a mid-term program to stabilize basic commodity price”. Within the framework of this contract, the sub-programme on “Promoting construction sectors, to stabilize housing market” was approved in 2013 by the President of Mongol Bank and Minister of Construction and Urban development in order to stabilize the housing market demand

and supply.

As part of implementing this program, MNT 235.0 billion were given to 100 private companies to ensure a continuous and stable supply of main construction materials, accumulation of resources and reduction of seasonal impact. In order to increase the housing supply, Mongol bank has dispersed MNT 355 billion to commercial banks in 2013-2014 with the purpose to overcome financial constraints of construction company’s projects, to be completed in 2013-2014 in order to increase housing construction supply. In 2012, MNT 221.0 billion in loans were given to 42 construction companies.

The Parliament’s session in July 2013 decided to establish a State Housing Corporation which is fully owned by the state. The main responsibility of this corporation, under the supervision of Prime Minister, is to provide opportunities to purchase housing at relatively cheap prices, and develop low-rent public housing units for targeted communities, such as government officers, young couples with or without children, disabled and elderly people who cannot afford to purchase housing.

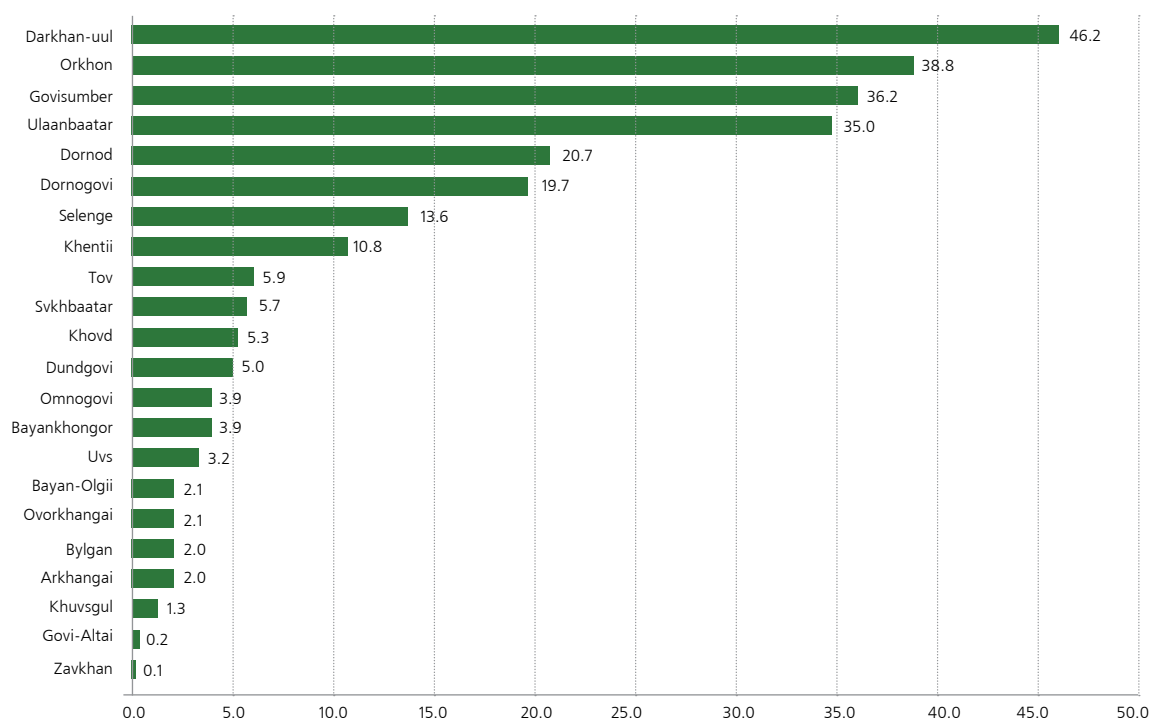
Financial and investment sources are limited for expanding the housing program. However, it is important to notify that there are potential risks to middle and low income buyers as there is an increased demand for housing and price for per

sqm unit housing associated with the beginning of housing loans to the people.

The proportion of the population living in houses and apartments with connections to engineering

service networks was low in Zavkhan, Gobi-Altai, Khuvsgul, Arkhangai, Bulgan, Uvurkhangai and Bayan-Ulgii *aimags* of the Western and Khangai region compared to other *aimags* (Figure 3.7.2).

Figure 3.7.2: Proportion of Population Living in Housing with Connections to Engineering Service Networks, By *Aimag* and Capital City, 2010, (%)



Source: NSC, Thematic report "2010 population census: Selected indicators of MDGs".

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

Because of variations in the data obtained from the Ministry of Environment and Green Development and from the NSC database based on Land Affairs and Geodesy Cartography Authority, it is difficult to monitor the implementation progress of MDG targets.

By 2012, 1,196.8 thous.ha of the coniferous forest were damaged and its growth stunted. Forest insects killed 95.7 thous.ha, timber production affected 124.1 thous.ha and natural disasters, strong winds affected 0.9 thous.ha⁶⁵.

The annual decline of the forest areas in Mongolia is connected to the fact that there are limited possibilities to maintain nurseries, clearing and reforestation activities in forestland due to the majority of forest areas in Mongolia being located in thick, remote places that are difficult to reach due to infrastructure not being developed.

Harmful human activity and the frequent occurrence of thunder and forest fires are major factors in the reduction of forest area size. For example, in 2011-12, 390 forest fires damaged 361 thousand hectares of forest areas. At the same time, an enormous amount of the forest is injured and dried out due to forest insects. Without proper nurturing trees are likely to reach their "mature" age after some years.

⁶⁵ Presentation by MEGD prepared for the 5th National Report, 2003

Although the Government is annually financing reforestation activities of 8,000-10,000 hectares from the state budget, forest-covered areas are decreasing due to forest fires and illegal logging. Forest funding from the state budget was not sufficient for reforestation of affected forest areas. There is also the factor of poor management of non-governmental and private organizations forest protection, reforestation activities as well as tree planting. The result of the funding was inefficient due to poor nursery and clearing activities.

Timber is mainly consumed for fuel purposes in households. There is a trend in forest-rich *aimags* that shows public organizations at the *soum* center burn wood for heating and fuel purposes, demonstrating inefficient use of forest resources that will lead to forest degradation. Mineral resource exploitation and exploration licenses have been granted on the forestland and further contribute to a decrease in forest areas.

Soums have no centralized heating system. Therefore, offices and public organizations consume 1,000 auto carrier woods in one year. Residents haul around 3,000-track carrier wood for their household fuel needs.

- *Leader of People's representative Khural of Jargalant soum, Khuvsgul aimag*

The main reason for increased air pollution in Ulaanbaatar city is the burning of raw coal in *ger* districts for heating during winter. This continues to increase due to the expanding *ger* districts, caused by the constant migration of people from rural areas since the middle of the 1990s. The second biggest source is the emission from old engines of second-hand cars that are over 10 years old. These constituted 65.8 percent of a total 229,000 cars registered in Ulaanbaatar at the end of the 2012.

RECOMMENDATIONS TO ACCELERATE PROGRESS

- State budget financing for reforestation activities must be increased in the near future. In order to increase forest-covered areas, it is not only necessary to increase the amount of reforestation activities but also the efficiency of reforestation should be improved by supplying quality seedlings. The nursery and clearing expense has to be added to the normative budget for one hectares of reforestation to make it closer to the actual expenses for improved effectiveness.
- Opportunities to implement forestry activities, such as nursery, clearance, and reforestation can be improved by building infrastructure to reach the remote dense forest areas where largest portion of Mongolian forest reserves are situated. Attention has to be paid to increase benefit from the forest to the national economy shifting to self-financing structure for forest protection and reforestation activities by creating sustainable forest management since forest is recoverable resource.
- Conditions to reduce the risk of forest fire and illegal logging should be prepared by reducing wood and wooden material demand by promoting wood replacing technologies, increasing efficiency of forest use introducing modern high technology in forest nursery and maintenance work in addition to the remained dried wood and windbreaks being processed with high technology.
- Enterprises that produce wood-replacing products and chipboard and fuel processed from the residue of timber production and windbreaks, dried wood from forest nursery and clearance cuttings should be promoted.
- Implementation of integrated water management is necessary; headwater for river formation should be protected under the State Specially protected areas.
- A legal condition is required to introduce protection management based on ecosystem services and to create sustainable financing mechanisms that will improve State specially protected areas management. Boundaries

of areas that prohibit mineral resource exploration have to be determined.

- Regulations and ecological standards need to be made and enforced to develop tourism in specially protected areas in accordance with availability of the natural resources.
- Apart from required data and information from all related sectors to calculate total green house gas emission and sequestration amount at the national level, it is required to expand research activities as well as implement projects and programs to measure accurately the green house gas emission indicators for country specific circumstances. Active participation of all large greenhouse gas emitting sectors-especially energy, mining, industry, agriculture, transportation, construction and urban development - is required for actions to reduce greenhouse gas emission.
- For reducing the harmful emission from cars, complex measures have to be taken such as prohibiting aged cars into traffic, reducing the use of imported cars, promoting and improving public transportation, and implementing policies that reduce private car use within the city.
- Although the Constitution of Mongolia enables citizens to choose where to live, it is required to review and change, if necessary, the policies and regulations related to manage population migration, develop sub cities, reduce population concentration in one place and prevent remote areas from being unpopulated. Policies and regulations should be implemented step by step to create pleasant living conditions for people to live in rural areas by reducing the differences in rural and urban development, investing in infrastructure, enhancing electricity and heat supplies, and housing. Housing programs should be targeted to the countryside and *aimag* centers and should be invested more in regional centers where development demand is high. There is a need to develop and encourage discounted loans for construction of housing, and to develop structure for secondary market.
- The proportion of population living in

comfortable housing with connections to engineering networks is extremely low in Western and Khangai regions. Therefore, development construction of new housing needs to be targeted specifically to these *aimags* by applying environment friendly and energy efficient technologies and building centralized heat supply sources and respective networks.

OVERALL ASSESSMENT OF PROGRESS

Out of the four targets of Goal 7, three targets are likely to be achieved by 2015, and one target is difficult to achieve.

Despite the fact that the Government has been undertaking more measures, air pollution is still extremely high in Ulaanbaatar city where 40 percent of the population resides. In addition to that, forest areas have not increased considerably.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

The Government needs to take concrete action against the negative impact of global warming, prioritizing the impact on herders' livelihoods such as pasture degradation and deterioration in connection to the shortage of water resources, dried rivers and streams and expanded desertification. The number of livestock has increased in many *soums*, thus resulting in pasture degradation. In the past 10 years due to harmful human activity, environment degradation has become one of the main issues of concern for people in Mongolia.

Intensified development of mining and quarrying industries in Mongolia in recent years is considered a major cause for environmental deterioration. As a result of gold mining, rivers and springs are becoming polluted. Moreover, mining companies are failing to take responsibility in rehabilitation activities because they don't build primary infrastructure to transport commodities such as coal and crude oil. This causes deterioration of the soil and pasture as well as affecting the drinking water available to humans and livestock. Developing "responsible" mining is still a challenge for Mongolia.

We had a lot of snow the last 3 years here. The summer became shorter. Spring and autumn became dominant. Grasses have matured after just short growth. In places where we had hay before, no grasses grow now. (Uvurkhangai, from interview taken from officials of Governors office of Khujirt soum)

Pasture capacity is exceeded, grass harvest has been diminished. Every winter we have to move for better grazing. We do not have any more substantial pasture in winter.

(Arkhangai aimag, from interview taken with herders during the quality study in Tariat soum)

Poverty and unemployment are also affecting environmental deterioration and uncontrolled open access to natural resources. Unemployed people occupy themselves informally in artisanal gold mining activities that have been causing irreversible damage to the environment. People engaged in illegal logging, hunting rare animals

illegally and speculating their products abroad have affected the loss of forest and reduction of rare species.

According to the quality study conducted in *aimags* of the Khangai region, the State water management policy has not been integrated and lost between MEGD and Ministry of Food and Agriculture and light industry and it must be remedied. It is important to establish a transboundary specially protected area administration for Onon, Balj Sohond, Hubsugul-Tunkin, Mongol Altai mountain areas.

Illegal logging has not decreased; instead the method has been sophisticated. Only a few companies have a license for timber production, thus it only supports their wealth. People have complained about it a lot.

(Uvurkhangai, from an interview taken from officials of the Governor's office of Khujirt soum)



MDG 8:

BUILD A GLOBAL PARTNERSHIP FOR
DEVELOPMENT

MDG 8:

BUILD A GLOBAL PARTNERSHIP FOR DEVELOPMENT

- *With the start of copper ore and gold exports by Oyun Tolgoi, the target of exports to GDP will be met ahead of time but the lack of diversification of exports is a cause for concern.*
- *The proportion of ODA to build trade capacities is insignificant.*
- *Due to weak logistics and under-developed transit freight, Mongolia is unable to benefit from increased trade demand between Russia and China.*
- *With the issue of Chinggis Bonds external debts have increased sharply, though they are likely to remain within acceptable limits.*
- *With the rapid expansion of Information Communication Technologies, Internet user and cellular mobile subscriber targets were attained earlier than anticipated*

Targets/Indicators	Baseline	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 18: Create favourable condition for achieving MDGs through developing trade and financial system						
42. Proportion of Official Development Assistance (ODA) provided to help build trade capacity	<0.1	<0.1	<0.1	<0.1	0.1	10.0
43. Proportion of ODA to basic social services	4.4 (1991)	11.9	19.5	25.9	26.3	5.0
44. Percentage of export in Gross Domestic Product (GDP)	33.4 (1991)	54.0	54.7	62.3	50.9	70.0
45. Financial deepening: (Ratio of money supply to GDP)	44.0	21.1	55.6	57.8	54.6	65.0
Target 19: Address special needs of Mongolia as landlocked country through negotiation for favourable terms						
46. Proportion of ODA in Gross National Income	23.2 (1991)	15.9	2.7	1.4	2.0	20.0
47. Proportion of Transit freight in railway transportation	6.7	16.5	13.8	10.2	7.5	40.0
Target 20: Develop a debt strategy to ensure sustainability of external and internal debts						
48. Proportion of Government external debt in GDP	37.3 (1991)	75.1	27.5	23.9	32.0	30.0
49. Proportion of Government external debt in export	24.3 (1991)	139.1	50.2	38.4	74.8	40.0
50. Proportion of external debt in government revenue	138.0 (1991)	265.6	76.3	86.5	90.1	60.0
51. Government external debt services as a percentage of exports of goods and services	—	3.9	4.0	1.5	2.0	3.9
52. Proportion external debt services in government revenue	1,6 (1991)	7.4	6.1	3.4	2.4	7.5
Target 21: Development of new ICT and build an information society						
53. Telephone lines (per 1000 population)	31	47	52	47	53	100
54. Internet users (per 1000 population)	—	2	73	164	245	30
55. Cellular subscribers (per 1000 population)	—	31	925	1056	1207	350

In order to resolve development issues problems, Mongolia needs to encourage global partnership and benefit from its positive outcomes, increase participation in international trading and financial activities, and advance its competitiveness through introducing new innovative technologies, management and productivity.

ANALYSIS OF TRENDS AND INEQUALITIES

Develop the Trade and Financial System

In 2012 Mongolia engaged in trade with 146 countries and Mongolian exports amounted to US \$4.4 billion, which accounted for 50.9 percent of GDP. In recent years, exports have increased enormously. There were 4.1 times more exports in 2012 than in 2005 due to an increase in exports of coal, crude oil and iron ore. A target of 70

percent exports to GDP was set to be achieved by 2015. This target is likely to be met by July 2013 as Oyu Tolgoi LLC has started exporting copper ore and gold, which will contribute significantly to the achievement of this target. Although Mongolian exports have increased in terms of value sharply these last two years, they are still dominated by raw materials and unlikely to become more diverse. In the past two years, Mongolia had trade deficit.

Based on the classification of the Organization for Economic Cooperation and Development (OECD), the composition of Mongolia's exports shows a gradual increase in products without technology contents or raw materials without value added (Table 3.8.1). However, the share of products with low and low-average technology has steadily decreased.

Table 3.8.1 Structure of Exports, %

Technological contents	2010	2011	2012
Without technology content	83.2	92.3	89.8
Low technology content	15.1	6.5	9.1
Low average technology content	0.8	0.58	0.49
High average technology content	0.8	0.5	0.56
High technology content	0.03	0.12	0.02

Source:

During the last few years there have not been any significant changes in the composition of Mongolia's exports, and raw materials continue to be dominant among exported goods and services. The export of woolen and knitted goods has declined steadily, and traditional export of products such as leather, skin, carpet and other new items has not increased. Mineral products make up around 90 percent of exports; there is a need to increase the value addition of products by processing the minerals and then exporting them. In addition, the government needs to encourage products with high-average and high technology by bringing in technology from abroad and localizing it, and supporting access to the international market.

In 2012, Mongolia imported goods worth US \$6,738.3 million from 139 countries. The imports

composition shows that Russia comprises 27.4 percent, China 27.6 percent, USA 8.0 percent, Japan 7.4 percent, Republic of Korea 6.9 percent, Germany 3.7 percent and Belorussia 1.9 percent. The overall imports growth was triggered mainly by the sale of mineral products. Oil products make up 88.1 percent of total mineral imports. Since June 2012 the country has conducted 4 separate negotiations with different partners regarding import and other tariffs and expanding partnerships and collaborations. The negotiations include the trade of goods and services, customs regimes, investments, intellectual property, e-commerce, standards, prohibitions, etc. Mongolia participated in Asian Pacific trade negotiations in 2011. The negotiations are close to completion; once they are complete, Mongolia will have access to Chinese, Indian, Sri Lankan and

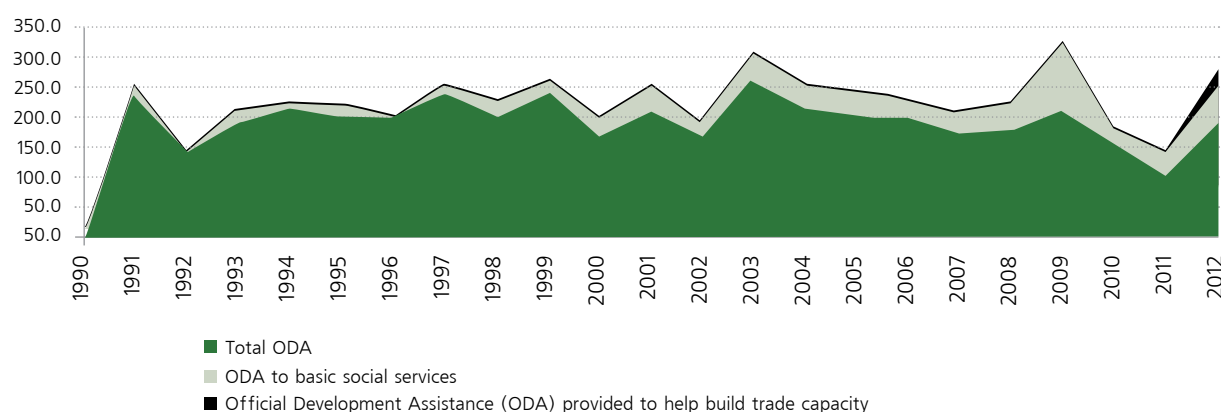
Korean markets on preferential terms.

The government of Mongolia is working closely with international financial institutions such as the UN ESCAP, UN ECE and ADB to undertake measures to facilitate trade and transportation, and establish "One-Stop Services". The Master Plan on establishing "One-Stop E-Services" was developed with expert assistance from the UN ESCAP and ADB.

Official Development Assistance (ODA)

Generally, the ODA received by Mongolia has declined steadily since 2003. However, due to economic and financial crisis the ODA expanded in 2008. ODA obtained for the expansion of trade capacities still remains limited (Figure 3.8.1).

Figure 3.8.1: Mongolia's ODA Amount, By Types, US\$million



Source: MDG data based on the Ministry of Finance data.

The proportion of ODA provided to Mongolia to assist in building trade capacity reached its highest level of 13 percent in 2012 (Table 3.8.2). The target to increase the proportion of ODA aimed at building trade capacity to 10 percent by 2015 is

unlikely to be achieved. However, the proportion of ODA allocated for basic social services was 26.3 percent in 2012, which is above the 2015 target.

Table 3.8.2: Official Development Assistance, % to GDP

	1990	1995	2000	2005	2010	2011	2012	2015
ODA aimed at building trade capacities, %	0.0548 (1993)	0.0250	0.0293	0.0488	0.0279	0.0125	0.1324	10.0
ODA aimed at improving the basic services, %	4.4 (1991)	4.9	11.9	21.4	19.5	25.9	26.3	5.0

Source: MDG data based on the Ministry of Finance data. Annex to Parliament Resolution #13, 2008

Financial System

According to the Global Competitiveness Report 2011-12, Mongolia ranked 99th out of 142 countries in terms of its competitiveness index, and ranks 129th in terms of financial market development. This backward development in the financial

system has a negative effect on Mongolia's overall competitiveness.

Mongolia has made significant efforts to improve its financial market. In order to comply with international standards, Mongolia started

collaboration with the London Stock Exchange and obtained its technological and methodological assistance. In order to mobilize long-term and relatively cheap funds and finance big development projects and programs, the Development Bank of Mongolia was established. The Government Action Plan for 2012-16 stated it would “undertake measures such as negotiating special terms and creating the relevant legal background to create a favorable environment for the introduction of a reputable international bank”. The prudent capital market helps accelerate economic growth, thus improving population livelihood.

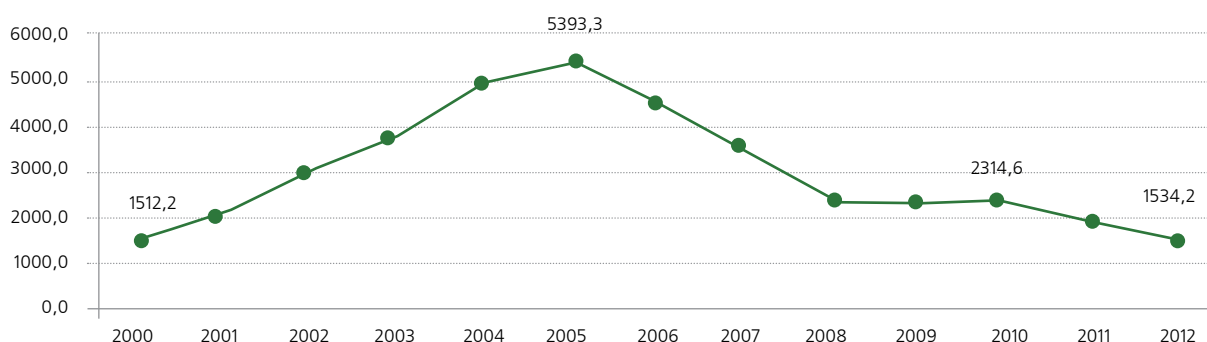
Address the Special Needs of Mongolia as a Landlocked Country

In 1965 Mongolia joined the international convention on the “Transit trade of landlocked

countries”. In 1991-92, Mongolia concluded an inter-governmental agreement with the Republic of China and the Russian Federation to access the sea via transit transportation through their territories. In 2007, Mongolia also entered an inter-governmental trade agreement with North Korea to collaborate in sea trade transportation. In 1982, the Parliament and Government of Mongolia created legal basis for transit trade by joining the UN Law of the Sea Treaty and 27 other conventions and treaties.

Since 2005 the volume of external freight transiting through Mongolia has declined steadily, which was mainly attributed to a decline in the transportation of goods from Russia to China. In turn, this has negatively affected Mongolia’s economic growth. One of the factors causing this decline is a shift in transportation direction from Mongolia to the Russian port Manchuria.

Figure 3.8.2: Volume of Rail Transit Freight, Thousand Tons



Source: NSC, Statistical Yearbook, 2002, 2005, MDG database

Unfortunately, due to weak logistics and under-developed transit freight, Mongolia is unable to benefit from the increased trade demand between Russia and China. In the near future the government of Mongolia intends to complete three main transit road networks the road connecting Central Asia, Russian Siberia with China’s Xinjiang province; the horizontal network of the Millennium Road financed by the Mongolian government; and the highway connecting Russia and China, which will be constructed under public-private partnerships (PPP). The construction of the first two roads is underway, and when the three networks are completed, Mongolia will become one of the major transit hubs connecting Central

and North-Eastern Asia.

It is envisaged that by 2015 Mongolia will become a sea transporting country, using the ports Tianjin in China, Vladivostok in Russia and some ports in Korea, and will carry out the registration of ships independently. In order to gain access to the foreign ports, Mongolia has started inter-governmental negotiations to use the Rajin port of North Korea at discounted terms, and create joint ventures Binhai new district at the Tianjin port of China to engage in foreign trading, logistics, imports, exports of goods and production of industrial goods. The Chinese party has signed international agreements to support the shipment

of mineral products to China at discounted rates and provide other privileges⁶⁶.

During the last decade there has been a series of negotiations to lessen transit trade terms between Russia, China and Mongolia with the assistance of UNECE on Trade Facilitation. Unfortunately, there has not been any progress.

In 2012, the ODA share in national income was 2 percent, which was a significant decline from the 1990s level. The transit freight proportion in total rail transportation was 16.5 percent in 2000, which declined to 7.5 percent in 2012.

Table 3.8.3 illustrates that the share of transit freight in total rail transportation will not reach its Target of 40 percent.

In 2012, the share of ODA to national income was 2 percent, which shows that a lower rate is better as the country depends less on aid. Thus it is assumed that the target has already been achieved.

To enhance the efficiency of external transit transportation, the Government included a measure to “complete the project on establishing railway terminals in Zamiin-Uud, Altanbulag, and Ulaanbaatar according to the international standards” in its Action Plan for 2012 – 2016.

Additionally, in May 2013, a new international airport in the Khoshigtiin valley of the Central *aimag* was started with long-term loan financing from the government of Japan. The airport will be operational in October 2016 and will contribute to the expansion of foreign trade, tourism and air transportation services.

Develop a Debt Strategy to Ensure Sustainability of External and Internal Debts

Government External Debt

In 2012, Mongolia received external loans worth MNT 271.7 billion from international banks and other financial institutions, and paid MNT 117.1 billion in foreign debt services. To overcome the consequences of the economic crisis and its challenges and support the construction, railroad and mining sectors, the Mongolian government issued bonds worth US\$ 1.5 billion or MNT 2,088.2 billion in the international market. By the end of 2012, the government’s outstanding debt was MNT 5,023.7 billion, of which concessional loans comprise MNT 2,935.5 billion, and external bonds MNT 2,088.2 billion (Figure 3.8.3).

Table 3.8.3: Share of ODA in National Income and Transit Freight in Total Rail Transportation, %

	1990	1995	2000	2005	2010	2011	2012	2015
Share of ODA in national income, %	23.2		15.9					
	(1991)	15.5		8.2	2.7	1.4	2.0	20.0
Transit transportation in total rail freight transport, %	6.7	...	16.5	34.6	13.8	10.2	7.5	40.0

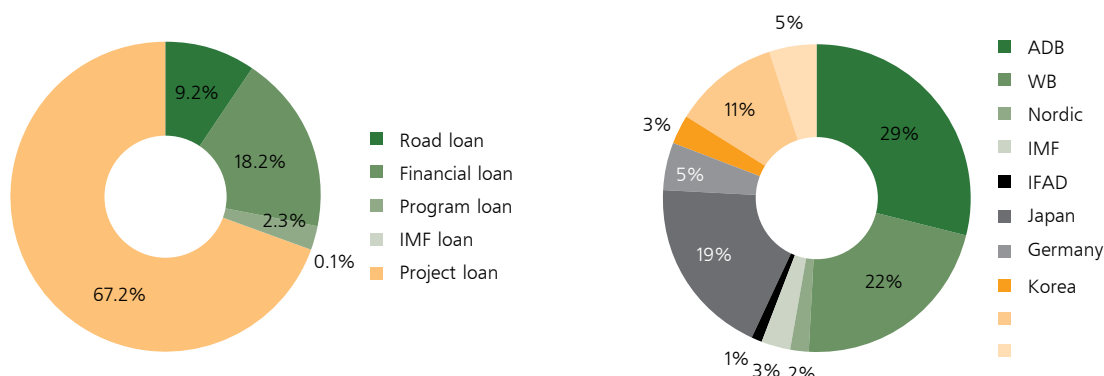
Source: Annex to Parliament Resolution N13, MOF, MDG report, 2013

Mongolia’s “sustainable” credit rating is neither too respectable nor reliable. The rating companies explain that their ratings are influenced by political uncertainty and the sharp increase in loans issued by banks, which in turn might increase the share of underperforming loans and shake the entire financial market. Moreover, the rapid expansion of budget expenditures combined with violations of the Law on Budget Stability, and high

dependency on external environment markets result in a reduction of export revenues and creates high risks. The Development bank issued bonds worth US \$600 million under government assurance, and the Chinggis bond worth US \$1.5 billion was issued in the international market. All these factors create risks to destabilize external debt sustainability⁶⁷.

⁶⁶ MRTI, MDG report, 2013

⁶⁷ Ministry of Finance

Figure 3.8.3: Government Debt Outstanding, By Financing Institutions and Types of Loans, %

In 2012, Standard & Poor's, Fitch, and Moody's rated Mongolian companies shows in Table 3.8.4.

Table 3.8.4: Credit Rating of Mongolia

Standard & Poor's	Fitch	Moody's
BB or sustainable	B1 or sustainable	B+ or sustainable

The Mongolian economy remains vulnerable to exchange rate fluctuations and associated instability in the financial market. As of 2012, the proportion of the government's external debt to GDP was 32 percent, but is likely to decrease to 30 percent by 2015, and remain within the

acceptable limit of 40 percent (Table 3.8.5). The 2012 debt data includes the cost of the US \$1.5 billion bond. If economic growth continues to accelerate, the ratio of government debt to GDP will decline, and the target of 30 percent will be reached.

The MOF of Mongolia conducts the debt sustainability assessment using the methodology proposed by experts from IMF and the World Bank, and Table 3.8.6 presents a summary of the indicators.

Table 3.8.5: Government Debt Main Ratios

	1990	1995	2000	2005	2010	2011	2012	2015
Proportion of Government external debt in GDP	37.3 (1991)	35.7	75.1	52.7	27.5	23.9	32.0	30.0
Proportion of Government external debt in export	24.3 (1991)	...	139.1	89.6	50.2	38.4	74.8	40.0
Proportion of external debt in Government revenue	138.0 (1991)	171.3	265.6	192.2	76.3	86.5	90.1	60.0
Government external debt service as a percentage of exports of goods and services	21.4* (1991)	...	3.9	2.6	4.0	1.5	2.0	3.9
Proportion of external debt service in Government revenue	1.6 (1991)	19.4	7.4	5.5	6.1	3.4	2.4	7.5

Source: Annex to Parliament Resolution N13, MOF, MDG report, 2013

Table 3.8.6: Indicators of External Debt Sustainability

Benchmarks	Acceptable limits	2010	2012	Note
Debt/ GDP	40.0	20.3	32.0	Sustainable
Debt/ Export	150.0	57.7	74.8	Sustainable
Debt/ Government revenue	250.0	55.2	90.1	Sustainable
Debt service/Export	20.0	6.3	2.0	Sustainable
Debt service/Government revenue	30.0	6.1	2.4	Sustainable

Source: MOF, MDG Implementation Report, Fourth Report

Government domestic debt

During the last three years, a number of bonds were issued in the capital market.

- To protect clients' deposits and savings under Zoos Bank which collapsed, restructured bonds worth MNT 100 billion were issued, and by the end of 2012, MNT 40 billion were repaid according to schedule and the outstanding balance is MNT 60 billion.
- In order to assist public sector employees and citizens, long-term mortgage will be financed by the bond. The bond of MNT 152 billion was issued, of which MNT 80.0 billion was issued in 2010 and MNT 72 billion in 2011. This stock with 1-7 years of maturity was sold through the Bank of Mongolia, Social Security Office, and the Mongolian Stock Exchange.
- The financial resources from the government is transferred to the Mortgage Financing Corporation, which lends it to public servants and citizens through housing contracts.
- To support the wool and cashmere industries and overall SME development the government issued bonds worth MNT 300 billion, of which MNT 286.3 billion was issued in 2011, and MNT 13.7 billion in 2012. Their maturity period ranges from 1 to 5 years. The funds will be used to issue loans at discounted rates to the producers of wool and cashmere products, increase the credit line for the SME loan fund, provide incentives to the members of cooperatives and individuals who collect and supply goat and camel wool and cashmere to national producers. At the end of 2012, amortization of MNT 103.0 billion was paid, and the outstanding balance was MNT 197.0 billion.
- In 2010 and 2011 no bonds were issued to subsidize the budget deficit. However, in 2012 a bond of MNT 554.9 billion was issued to cover the seasonal deficits of the state budget. In the same year, the amount of MNT 194.1 billion was repaid, and the balance is MNT 368 billion.
- In order to cover the deficit of the Human Development Fund, a government bond worth MNT 313.1 billion was issued in 2012. The first repayments are due in 2013.

The electronic network of the government bond management was introduced and the e-transaction system was institutionalized. This enables investors to obtain information on the bonds, their maturity and terms. It also helps establish market-based prices that are in line with international practices.

The T+3 payment system was introduced, which enables payments to be cleared within 3 working days after the bond and share transactions. In 2012, the Government decided that the National Program on Debt Management Strategy (2012-14) will be revised on an annual basis. The Third Medium-term National Program on Debt Management Strategy was approved in 2012. This strategy provides strategic actions and directions on overall debt management, including financing options.

In 2012 the Ministry of Finance, with the assistance of United Nations Conference on Trade and Development (UNCTAD), updated the debt management data base to the new version of DMFAS, version 6.0 with web-based features.

Development of New Information Communication Technologies

A prime example of Mongolia's development in information and communication technology is the rapid growth of Internet and mobile users. In 2009, Internet users per 1000 people reached the anticipated figure and rose steadily to 700 thousand users in 2012. Cellular services users increased throughout the years, and in 2012 reached 3.4 million duplicate or singular users (the Mongolian population in 2012 was 2.8 million). Network and service cover 90 percent of the country's territory. Internet user and cellular mobile subscriber targets for the year 2015 were attained earlier than anticipated. In 2012, the

number of Internet users was 8.2 times higher than the targeted level, while cellular phone users were 3.5 times higher than the target.

With the introduction and expansion of cellular communications in the world, the country has observed a reduction of landline subscribers since 2006. However for the past three years, traditional landline subscribers per 1000 population have stabilized and it is likely to remain an important means of communication. Due to the rise of mobile communication, the original objective of reaching 100 landline telephone users to 1000 people by 2015 has lost its importance and is no longer considered a priority objective.

Table 3.8.7 Communication Services and Information Technology Indicators

	1990	1995	2000	2005	2010	2011	2012	2015
Land-line telephone (per 1000 people)	31	34	47	64	52	47	53	100.0
Internet users (per 1000 people)	2	9	73	164	245	30.0
Cellular subscribers (per 1000 people)	31	225	925	1056	1207	350.0

Source: Appendix to the 13th order of State Great Hural, and NSC, MDG indicators

In 2011, triple play service expanded widely in the world and the internet-based bundle service was first introduced in Mongolia. 14 thousand internet-based telephone users were registered, and in 2012 the number of users has almost doubled and reached 27,700 per 100,000. Twin (Internet television, Internet phone (IPTV+VOIP) and triple (Internet television, Internet phone and Internet (IPTV+VOIP+Internet) bundle services are popular amongst consumers, and this trend is likely to continue. Planning and implementation work by the government under its national programs on converting radio- and television-based mass media broadcasting systems to digital (2011) systems and high-speed broadband networks (2012) have contributed significantly to this process.

The "High speed broadband network" program was implemented in 2011. In 2011 MNT 8.8 billion and in 2012 MNT 3.3 billion were allocated to set up high-speed broadband internet connection with the *soums*, and for Ulaanbaatar network renovation alongside the formation of the circular network. The "Information communication expansion and innovation" project was implemented fully with

the aid of a low-interest loan from China. As a result of these activities, national communication network expanded substantially.

By 2012, 25,909 km of fiber optic cable network connected 331 *soums* and other settlements, radio relay network covered 128 *soums* and other settlements, and 181 *soums* had satellite communication. With the introduction of IP TV in 2011 by Univision and Skymedia network providers, the number of IP TV users in Ulaanbaatar has reached 3,522 Twin system and 27,700 Triple service users.

In 2007, the International Communication Association's Development Bureau identified 11 indicators which were classified into three main categories: access, usage and competency to evaluate information and the communication technological development index, and this has been used since 2009 to determine the global information and communication development level. In 2011, Mongolia was ranked 13th in the Asia, Pacific region, and 84th globally, with advancement in all three places. According to this index, Mongolia ranks at the median level,

regionally alongside Vietnam, China, and Iran.

Mongolia put forward an initiative to establish an "Information driven society", and "E-governance" program, which are included in the Government Action Plan. State organizations have worked to facilitate the conversion of public services into electronic form. The new government declared seven objectives to develop information technology and communication industry. They include providing affordable internet to rural areas, expansion of smart network access to citizens and enterprises, introduction of next generation mobile ultra-broadband network accesses (3G, 4G), organizing campaigns to increase internet use in rural areas, and introducing fair tariff for inter-city communication networks with no geographical discrimination.

To promote an open, fast, and accountable bureaucracy, the government has implemented the "11-11 center" to communicate technological advances to residents, convey received information to related organizations, and reply to and resolve all matters of incoming communication.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

Challenges faced by the financial market include a loss of balance in the structure of financial market due to the predominance of the banking sector and the development speed of the financial market's inability to support the higher growth in the economy⁶⁸. The lack of long-term financing and weak development of the secondary market also affect the financial market.

In 1997, Mongolia joined the World Trade Organization (WTO). Mongolia has not benefited fully from the preferences and special treaties provided by this institution. For instance, there is a special right for developing countries with GDP per capita less than US\$ 1000 to be nullified from export subsidies and there are special 7-year treaties designed for these transitional economies. Currently, Mongolia fulfills all WTO requirements, but is reluctant to use the preferential treatment. This reluctance is associated with the absence of independent institutions responsible for foreign

trade, and these responsibilities were considered as non-primary roles for some ministries. In addition, these ministries have undergone many structural changes and lost experienced personnel.

ODA priorities were not aligned with the country's MDGs and the efficiency of ODA use was not monitored adequately. The ODA designed to enhance trade capacities was minimal, and almost 5 percent of total ODA was used to improve basic services. However, the amount of ODA used in basic social services was yet 5 times the targeted goal.

In 2012 Mongolia issued bonds worth US\$ 1.5 billion with the maturity of 5 and 10 years. The Mongolian Stock Exchange had no prior experience in issuing bonds in the international financial market and the cost of this bond was equal to one fourth of the GDP, which for a small economy like Mongolia is a substantial amount. Now the country faces the challenge of using it efficiently and exercising timely repayment.

RECOMMENDATIONS TO ACCELERATE PROGRESS

In order to achieve Goal 8, Mongolia should increase the amount of ODA to expand its trade capacities and establish and implement the Trade Agreement on Economic Partnership between Mongolia and Japan. The Government Policy on Trade needs to be approved by the Parliament. The national program on exports promotion must be implemented, and awareness built on national and other geography-specific products. The provisions in the agreement with WTO access regarding the protection of national industries through customs and tariff regimes must be enforced; they need to be reflected in national policies, procedures and other legal documents. It is also important to introduce tariff and non-tariff mechanisms to ensure the security of imported medicine and foodstuff and support the national construction materials industry, namely cement, steel manufacturers, glass and insulation materials by increasing access to finance.

Improve monitoring and prevent the transportation, storage and use of goods that

⁶⁸ Financial Regulatory Committee, *Challenges of the Financial Sector, report to the Ministry of Economic Development, 2013.*

negatively affect the health of animals and people, reduce consumption of chemical and radioactive substances.

Expand the transit capacity of the Mongolian railway, undertake technological innovation, conclude agreements or treaties with two neighboring countries with the objective to increase freight transportation via railway and raise the share of transit freight in the total railway freight. There is a need to improve online financial services for youth and develop support online trade and services.

OVERALL ASSESSMENT OF PROGRESS

One of Mongolia's priorities is to accelerate economic growth and ensure security of the economic and financial system through efficient trade policies and prudent debt management.

The target on developing new information communication technologies and building an "information society" under MDG 8 will be fully achieved by 2015.

However, some monitoring indicators for the MDG 8 do not sufficiently present the target's status, and therefore it was difficult to assess

and implement. For instance, the proportion of ODA designed to enhance trade capacities was planned to reach 10 percent by 2015, however in 2003 it was below 0.1 percent. The country experienced rapid introduction of cellular phones; unfortunately the MDGs target envisaged doubling the number of land telephone users. Moreover, the target for the 2015 Internet and cellular phone users per 1000 population has been underestimated substantially, and in 2012 the target was overachieved 3.5 - 8.2 times.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

The major development objective of Mongolia is to improve its competitiveness and productivity by introducing new technology and management, and to expand Mongolia's participation in international trade and financial systems and benefit from global partnership.

The major development objectives beyond 2015 MDGs are to diversify exports, reduce the share of raw materials in export volume, increase the proportion of final goods and services in exports, and support knowledge-based, innovative industries.



CHAPTER 4:

STRENGTHEN HUMAN RIGHTS
AND FOSTER DEMOCRATIC
GOVERNANCE (MDG 9)

STRENGTHEN HUMAN RIGHTS AND FOSTER DEMOCRATIC GOVERNANCE

In 2008, the State Great Hural of Mongolia passed Resolution #13 to assess and monitor Millennium Development Goal 9 on Strengthening Human Rights and Fostering Democratic Governance based on 3 targets and 12 monitoring indicators.

Respect and Uphold the Universal Declaration on Human Rights, Ensure the Freedom of Media, and Provide the Public with Free Access to Information

Monitoring indicators include the: (i) Human Development Index, (ii) Expert evaluation of the conformity of Mongolian laws and regulations to international human rights treaties and conventions, (iii) Percentage of court and judicial decisions implemented / enforced, (iv) Number of attorneys that provide services to poor citizens, (v) Public perception of political, economic and financial independence of mass media instruments, (vi) Number of state organizations that regularly place reports of their budgets and expenditures on their websites.

Mainstream Democratic Principles and Practices

Monitoring indicators include the: 1) Public perception of activities by state organizations and law enforcement institutions; 2) Number of civil society organizations that have officially expressed their views in the process of developing and approving the state budget, and 3) Percentage of voters that have participated in nominating governors of *soums* and *baghs*.

Develop a Zero-Tolerance Attitude to Corruption

Monitoring indicators include: (i) corruption index, (ii) Corruption perception within political and justice enforcing organizations, (iii) Perception of corruption within public administration and service organizations.

These targets and indicators represent the challenges that exist in Mongolia in areas of strengthening human rights and fostering democratic governance. In some instances it was quite difficult to assess their progress due to a lack of qualitative data. Therefore, additional information is presented in the form

of introduction. In addition, possible indicators for the post-2014 period are presented at the end of the report.

MDG 9 determines the principal role of transparency within the government, participation of NGOs and citizens, promotion of human rights, freedom of media and fostering governance in poverty-reducing efforts. Thus the report highlights the outcomes of policies in the MDG 9 achievement.

ANALYSIS OF TRENDS AND INEQUALITIES

Since ratifying the new Constitution in 1992 and promoting democracy, human rights and freedom, Mongolia has undergone many important reforms by establishing new, independent institutions and creating and improving the legal environment. The National Human Rights Commission aims to ensure human rights promulgated in the Constitution of Mongolia and other national and international conventions and treaties. This is an independent, national-level institution established in 2001. There are bodies at the Parliament that ensure promulgation and adherence to human rights, namely the Human Rights Sub-Committee and the Justice Sub-Committee. In addition, in 2012 a new sub-committee was established to receive, review and resolve complaints raised by citizens and other entities. This process plays an important role in ensuring human rights and freedom.

The National Human Rights Commission produces a comprehensive report assessing human rights in Mongolia on an annual basis and this report is discussed at Parliamentary sessions.

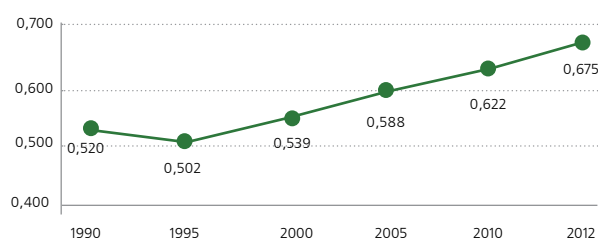
By passing the Law on Justice, which was initiated by the President of Mongolia, the Parliament has guaranteed promoting human rights, reinstating violated rights and undertaking measures to solve court cases and ensure the independence of justice institutions. They also passed the Laws on Lawyers' Legal Status, on Police Agency, on Tachar Services, and on Protecting the Beholder and Victims.

Human Development Index

According to the annual UNDP Human Development Report, Mongolia's Human Development Index (HDI) has been growing

steadily since 1995. Mongolia is making tangible progress in its human development (Figure 4.1).

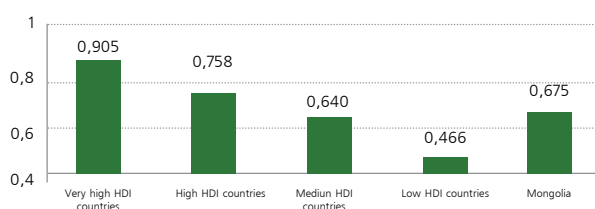
Figure 4.1: Mongolia's Human Development Index



Source: UNDP, Human Development Report, 2010, 2013

The annual UNDP Human Development Report classifies countries into four groups according to their HDI, the mean values of which are presented in Figure 4.2. Mongolia's HDI is above average for countries with medium human development. Mongolia ranks 108th of 175 countries globally, and the average HDI for the Asia-Pacific Region was slightly higher than that of Mongolia in 2012 (0.683).

Figure 4.2: Quartiles of Human Development Index, 2012



Source: UNDP, Human Development Report, 2013

The HDI estimated by the National Statistical Committee (NSC) and calculations demonstrate an upward trend in human development (Figure 4.3).

The State Great Hural Resolution #13 of 2008 declared to increase the HDI to 0.830 by 2015, and according to NSC the country is on-track

to achieve this target. However, the index's two components, which are income per capita and life expectancy are the main lagging factors for the HDI's improvement.

Figure 4.3: Mongolia's Human Development Index



Source: NSC, MDG indicators database

Since 2010, the NSC has introduced some changes in the methodology of calculating HDI. Considering the discrepancies in HDI estimations done by the NSC and those by the UNDP, some efforts should be made to align the methodologies.

Conformity of Mongolian laws and regulations to International Human Rights conventions

Mongolia is party to 9 UN international conventions and treaties regarding human rights, and has signed off one of them. Article 10, Section 3 of the Constitution of Mongolia states that the country shall abide by the international treaties, and as soon as it becomes party to any international treaty its enforcement will be the same as other domestic laws.

Conforming national legislation to international conventions on human rights is a time-consuming process that requires robust efforts by stakeholders. There is noticeable progress in this area.

According to the MDG Implementation Progress Fourth Report, the percentage of domestic laws and regulations conforming to international human rights treaties and conventions was 3.4 percent in 2008, which increased to 3.9 percent in 2011. In 2012, this rate has not changed.

Table 4.1 Expert Evaluation of the Conformity of Mongolian laws and regulations to International Human Rights Treaties and Conventions, by Type of Convention

Convention	Average expert evaluation	
	2008	2011
International Covenant on Economic, Social and Cultural Rights	3.0	4.4
International Covenant on Civil and Political Rights	3.7	4.4
Convention for the Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment	3.2	2.8
Declaration on the Elimination of All Forms of Racial Discrimination	4.0	4.4
Declaration of the Rights of the Child	3.0	3.3
Convention on the Rights of the Child on Involvement of Children in Armed Conflict	-	4.1
Protocol to Prevent, Suppress and Punish Trafficking of Persons, especially Women and Children	-	2.9
Protocol to prevent, suppress and punish trafficking of persons, especially women and children, supplementing the United Nations Convention Against Transnational Organized Crime	-	4.2
Declaration on the Elimination of All Forms of Discrimination against Women	3.9	4.3
Convention on human rights for people with disabilities	-	4.2
Expert evaluation of conformity of Mongolian laws and regulations to international human rights treaties and conventions	3.4	3.9

Source: National Human Rights Commission, 2008; MOJDA, NSC, 2011

The Law on Domestic Violence (2004), the Law on Gender Equality (2011), the Law on Human Trafficking (2012) and the Law on Soil Protection and Desertification (2012) were newly introduced into Mongolian context. Moreover, the Law on Social Welfare (2012), the Law on Preventing HIV/AIDS (2012) and the Law on Human Psychology Health (2013) were amended, among other

amendments that were introduced to a number of laws and conventions.

Despite limited knowledge and application of international conventions and treaties in Mongolian court processes, there was observed progress towards aligning with internationally accepted practices.

Box 1. In 2000, Mongolia became party to the Convention for the Prevention of Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment. However, its concept remains largely neglected in domestic laws and regulations. Article 251 of the Criminal Code defines conflicting provisions with Article 1 of the Convention for the Prevention of Torture.

-National Human Rights Commission, 11th Report on the State of Human Rights and Freedoms in Mongolia, 2012

In 2009, the government of Mongolia ratified the "Procedures on Preparing the National Report on Execution of International Conventions and Treaties Endorsed by Mongolia", and the ministries were assigned to conduct reviews. Unfortunately, the report's content and developing processes are inadequate so far.

The UN Human Rights Council (UNHRC) held its Universal Periodic Review of the state of human rights in Mongolia during its Session on November 2, 2010 and provided 129 recommendations. The Government of Mongolia has accepted 126 recommendations and committed to their adherence. However, the government rejected three recommendations including (1) acceding

to the 1951 Convention relating to the Status of Refugees and the 1967 Protocol thereto, (2) joining the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, and (3) mandating

the Constitutional Court to act upon violations of individual rights and freedoms guaranteed under the Constitution. The last recommendation in particular was crucial in addressing citizens' complaints related to human rights.

Box 2. Recommendations 9, 10 and 11 advocate ratifying relevant international instruments, including the UN Second Optional Protocol to the International Covenant on Civil and Political Rights aiming at the abolition of the death penalty, and taking the necessary steps to remove the death penalty from Mongolia's justice system. Mongolia has approved a Law on Ratification of the Second Optional Protocol on January 2, 2012. Nevertheless, the death penalty is still enshrined in the Criminal Law of Mongolia. Judges continue to order the death penalty according to the Criminal Law, in which case the President proclaims amnesty or full pardon and the death penalty is substituted by a non-capital penalty.

- National Human Rights Commission, 12th Report on the State of Human Rights and Freedoms in Mongolia, 2013

In Mongolia, there are many cases of human rights violations. Currently every third Mongolian child experiences some type of domestic violence, namely 43 percent have been exposed to violence in the family, 52 percent in schools, and 5 percent in public institutions. Of the total children exposed to domestic violence, 71 percent (including double counting) have experienced physical violence, and 41.9 percent have undergone psychological troubles.

The National Human Right Commission stresses the lack of educational opportunities for children residing in temples and for children with disabilities. Moreover, the safety of children riding horses in horse races is neglected. Social stigma against homosexual, transsexual and bisexual people is strong. These individuals are avoided or shunned, particularly in public places. They are often victims of domestic violence and other forms of discrimination and negligence. Irresponsible mining causes environmental degradation and serious violations of human rights to a healthy and safe environment, to possession and ownership of land, protection against environmental pollution, and to private farming.

Percentage of Court and Judicial Decisions Enforced

Enforcing judicial decisions is key to strengthening the rule of law, administering social justice, and protecting human rights and freedom. Prompt and full enforcement of judicial decisions and

compensation of damages and losses by a guilty person is an important guarantee for reinstating violated rights. However, this process takes too long for a victim, and often the cases are neglected.

Figure 4.4. Percentage of Judicial Decisions Enforced



Source: Ministry of Justice data for the MDG indicators database of NSC

The percentage of judicial and court decisions enforced have considerably increased the past two years compared to 52 percent in 2010. Nevertheless, three of four judicial decisions are enforced, which means one decision remains unimplemented, violating the rights of citizens.

According to the official statistics of the General Executive Department of Court Decisions, 285,437 judicial decisions worth MNT 967.7 billion, and 9,642 judicial decisions on charges payable worth MNT 147.5 billion were implemented in 2002-

12. The types of crimes created the database on court decision implementation. The percentage of implemented/enforced judicial decisions in the past decade was 51.6 percent in terms of the number of decisions, or 49.8 percent in terms of the total amount of charges. Enforcement of court decisions regarding cash payments, alimony and liability for damage needs to be stronger.

Number of Attorneys That Provide Services to Poor Citizens

About 80 percent of offenders convicted of criminal charges are poor and unemployed persons. Therefore, legal aid to indigent persons at all levels of the adjudication process is vital in eliminating human rights violations and establishing the rule of law.

The number of attorneys providing services to poor citizens decreased significantly in 2007-09. This has stabilized in the past three years, although it has not reached the 2004 level (Figure 4.5).

Figure 4.5: Number of Attorneys that Provide Services to Poor Citizens



Source: Ministry of Justice data for the MDG indicators database of NSC

The National Program on Legal Aid to Indigent Citizens was approved by the Government Resolution #263 of 2006, and implemented in two stages until 2012. The program assisted in institutionalizing Legal Aid Centers in all aimags and districts of the country, and the Centers were established under the auspices of 21 aimag, 9 district and the capital city Governor's Offices within the framework of the UN-supported Project on Access to Justice and Human Rights. Legal Aid Centers provide services such as free legal aid to indigent citizens, legal counseling

and information provision to catchment area populations, and legal education and awareness building.

As of 2011, the Centers had provided legal aid to a total of 9,173 citizens, of whom 1130 requested legal defense services. Of these, 721 cases were fully resolved during the reporting period, and 1248 were assisted in developing legal documents. In 2012, a total of 11,978 citizens sought the services of Legal Aid Centers, of whom 1575 requested legal defense services, 1179 cases were fully resolved and 1352 were assisted in developing legal documents in 2012. In addition, 15 cases of interpersonal disputes were mediated.

As was mentioned in the reports, funds allocated for free legal services for vulnerable people were minimal in the state budget. However, in order to ensure sustainability the state budget has increased resources for such services, and in 2012 a total amount of MNT 240 million was spent for this purpose. An adoption of the Law on Legal Aid to Indigent Citizens by the Parliament in 2013 became a legitimate guarantee and favorable basis for victims to exercise their rights to obtain legal assistance during investigation trials.

Public Perception of Political, Economic and Financial Independence of Mass Media

Assessing freedom of the press involves the assessment of the legal environment, the level of implementation of the main principles of democratic journalism in practice, and public perception of freedom of the press.

Freedom of the press is dependent upon the degree of its political, economic and financial independence. Therefore, it is viewed by the public that the principles of democracy and democratic governance are threatened.

The Millennium Development Project on Access to Justice and Human Rights conducted a Study on the State of Governance in 2006, according to which media dependence is a phenomenon larger and more hidden than safety of journalists and impunity.

At the freedom of the press consultative meeting held at the Press Institute on May 16, 2012, discussions centered on the lack of legal

coordination necessary for the responsible exercise of freedom of the press. 44 percent of participants agreed that freedom for press is ensured. However, many journalists felt that freedom of the press was limited.

Since 2008, the National Statistical Committee (NSC) has conducted surveys on "Democratic Governance" as a module within Household Socio-Economic Survey (HSES). The Democratic Governance Survey questionnaire includes questions related to the implementation of MDG

9 on media independence and public perception of state organizations' activities and corruption. According to 2012 survey findings, 47.8 percent of 3744 randomly selected adults disagreed, 20.7 percent fairly agreed, and 12.6 strongly agreed that the media was free from political influence (Table 4.2). Furthermore, the majority of survey respondents believed the media was not financially independent. Most interestingly, the proportion of people who strongly disagreed with each of the three indicators selected to

Box 3.

"From an outsider's point of view there is ample freedom. In reality, however, there is only 10 percent freedom. We are losing 90 percent of our freedom because of financial constraints".

-Daily News, journalist Altantuya

"Freedom of the press is half-closed in our country. There are no legal regulations and no opportunities for information acquisition. How can we call it freedom when prospects for information acquisition and dissemination are shrinking?"

-Director of Information Department of Channel 25 TV Baatarhuyag

"The media is free to praise and applaud. But when it comes to issues like poverty, unemployment and corruption, the freedom is no longer there. Journalists themselves are internally divided. Some serve the powerful, the others criticize them. Some are black and the others are red, and ordinary people get lost in this divided world and lose their confidence in media".

-Democracy Newspaper correspondent Tseren-Ochir

Source: www.forum.mn/res-mat/freedoms_information_mn.pdf: Report on Freedom of the press in Mongolia.

represent media independence has increased significantly since 2009, which indicates growing public dissatisfaction with the state of media independence. The proportion increased by 6.8 points. The proportion of people strongly disagreeing that the press is independent financially and economically increased from 38.3 percent in 2009 to 43.6 percent in 2012.

Since 2008, the National Statistical Committee (NSC) has conducted surveys on "Democratic Governance" as a module within Household Socio-Economic Survey (HSES). The Democratic Governance Survey questionnaire includes questions related to the implementation of MDG

9 on media independence and public perception of state organizations' activities and corruption. According to 2012 survey findings, 47.8 percent of 3744 randomly selected adults disagreed, 20.7 percent fairly agreed, and 12.6 strongly agreed that the media was free from political influence (Table 4.2). Furthermore, the majority of survey respondents believed the media was not financially independent. Most interestingly, the proportion of people who strongly disagreed with each of the three indicators selected to represent media independence has increased significantly since 2009, which indicates growing public dissatisfaction with the state of media independence. The proportion increased by 6.8 points. The proportion of people strongly disagreeing that the press is independent financially and economically increased from 38.3 percent in 2009 to 43.6 percent in 2012.

Table 4.2. Public Perception of Political, Economic and Financial Independence of Public Media

	Strongly disagree		Disagree		Neither agree, nor disagree		Agree		Strongly agree		Do not know	
	2009	2012	2009	2012	2009	2012	2009	2012	2009	2012	2009	2012
Media is politically independent	9.8	13.9	31.2	33.9	22.4	20.7	13.8	11.6	0.8	1.0	22.0	18.8
Media is economically and financially independent	7.8	12.3	30.4	31.3	23.2	21.2	12.1	10.3	0.3	1.0	26.2	23.9
People of Mongolia are free to express their opinion	5.5	6.3	18.8	18.5	28.4	30.4	36.9	33.0	5.3	4.3	5.2	7.5

Source: NSC, "Democratic governance" survey results. 2013

The worsened perception of all three indicators over the last three years shows that people are becoming more critical regarding press.

The proportion of people that assessed media performance as good or very good increased from 46.0 in 2009 to 59.5 percent in 2012 (Table 4.3).

Table 4.3. Public Perception of Media Organizations

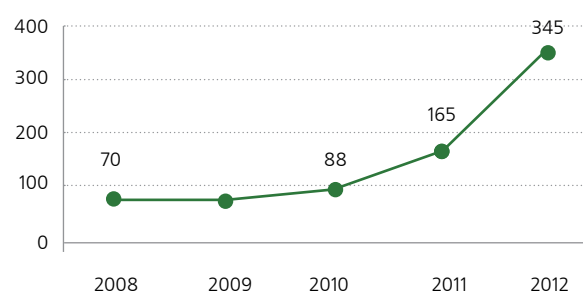
	Very poor		Poor		Moderate		Good		Very good		Do not know	
	2009	2012	2009	2012	2009	2012	2009	2012	2009	2012	2009	2012
Public media	2.2	2.2	10.2	7.5	24.5	24.3	38.9	49.8	7.1	9.7	17.1	6.7

Source: NSC, "Democratic governance" survey results. 2013.

State organizations that regularly place reports of their budgets and expenditures on their websites

A Law on Fiscal Stability was passed in 2010 and became effective in January 2013. The law intends to reduce over-centralization of budget expenditures, expand local authority and increase public participation in and control over budget spending.

According to the Ministry of Finance, the number of state organizations that regularly present reports of their budgets and expenditures on their websites has continuously increased in the past three years (Figure 4.6).

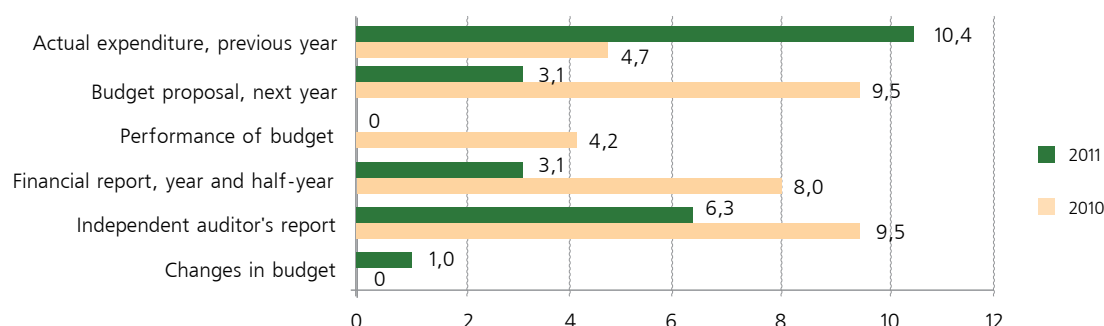
Figure 4.6: Number of State Organizations that Regularly Place Reports of their Budgets and Expenditures on their Websites

Source: Ministry of Finance data for the MDG indicators database of NSC

At the end of 2011, the state budget financed about 4,000 organizations (excluding state-owned enterprises). 8.7 percent of them regularly placed reports of their budgets and expenditures on their websites. The Ministry of Finance maintains a "Budget Transparency" website, where information on the integrated budget is available to the public. However, it is unclear whether the information provided is understandable to the public or user-friendly for clients.

In 2012, the research institute IRIM conducted the survey on Anti-Corruption on "Monitoring of Transparency of Public Institutions Websites" with UNDP assistance. The survey covered the websites of more than 100 public institutions, and Figure 4.7 demonstrates the main findings regarding the budget and financial transparency of these institutions.

Figure 4.7 Budget and Financial Transparency of Public Institutions, %



Source: IAAC, UNDP, IRIM, Public organization's website transparency: Monitoring report. 2012

In 2011, 10.4 percent of surveyed public institutions disclosed their previous year's budget performance on their websites, and this percentage was a twice as much as 2010. However, disclosure of the following year's budget, semi-annual budget performance, and audited financial reports declined.

Mainstream Democratic Principles and Practices

The last two years there was notable progress in enhancing the performance of democratic institutions, decentralizing political power and ensuring wider participation of citizens, improving accountability of public services and strengthening justice in the country. A new Law was passed in 2011 that changed the election structure from a majoritarian system to a mixed system⁶⁹ and set the minimal quota of female candidates as 20 percent. The law also requires the General Authority for State Registration, not the General Election Committee, to release the

voters' list. Also, some laws are being drafted to improve the legal environment regarding election and to expand representation and participation. Introducing voting machines for the first time in the 2012 State Great Hural Election and the 2013 Presidential Election was a reform initiative to ensure efficient and fair counting. Furthermore, Mongolians residing abroad were allowed to cast their vote for the first time.

In order to support development at the local level, the new Budget Law enabled establishment of the "Local Development Fund" which formed the legal framework for its operation. Furthermore, the President of Mongolia started the initiative to promote civic participation in identifying development priorities and subsequent allocation of the local budget. From 2013, every investment proposal shall be discussed by the local communities and presented to local administration for implementation. Local communities will have the power to monitor execution of the project.

Introducing e-governance not only creates

⁶⁹ 48 out of 76 seats to be won by majoritarian system and 28 by proportional system

opportunities for wider access to information, but also enhances capacity of public institutions. In the framework of the initiative by the reformist government to provide public service in a fast, efficient, and non-bureaucratic way, they have introduced 'Public Service E-machines' or "Automated Machines" since early 2013. Using these machines, people are able to enjoy public services in a fast way, lodge complaints and send letters to government organizations such as ministries and agencies from other locations including service centers.

The citizens' complaints lodging system was streamlined and hotline 11-11 was introduced where people could express their opinions. The President initiated and established the Citizens Hall. In September of 2012, the President of Mongolia issued a decree on "Medium and long-term national policy document on decentralization through direct democracy and civic participation".

A large-scale reform was made in the past two years to combat corruption, reduce bureaucracy and injustice in public service, and accelerate decentralization and remove conflict of interest. In compliance with the Law on Anti-Corruption and the Law on Conflict of Interest a new system has been fully implemented so that officials who submit their information to the Independent Agency against Corruption send their declaration of income before the deadline. From 2012, the candidates for public service positions have been monitored by relevant organizations on the status of their conflict of interest.

The Law on Information Transparency and Freedom (2011) and the Law on Combating Money Laundering and Terrorism Finance (2013) were newly ratified and amendments were made to the Criminal Code (2011, 2012). These reforms have contributed significantly to advancing the fight against corruption.

There are still challenges to establishing highly capable civil services that are free from politics.

The youth-targeted program to build awareness on democracy, anti-corruption and justice and increase civic education is under design. Curriculum

on anti-corruption will be included in secondary school programs.

Public Perception of Activities of State Organizations and Law Enforcement Institutions

Currently the module with questions on "Democratic Governance" is included in the Household Socio-Economic Survey (HSES), a quarterly survey conducted by the National Statistical Committee (NSC) where the citizens express their opinions regarding the activities and performance of the state and law enforcement institutions. This module enables rating the overall trust of citizens in state organizations based on a "scoring system" evaluation. The module lists 30 state and law enforcement organizations and individuals, and the survey respondents provide their perception.

Table 4.4 illustrates that the highest average scoring for the last four years (2009-12) was for social welfare organizations, whereas political parties were the lowest scoring bodies. The public service-providing organizations such as police, schools, hospitals and social security organizations are among the 10 organizations which have the highest scores, while law enforcement institutions or political organizations such as political parties, Independent Anti-Corruption Agency, the State Great Khural, Land Office, Supreme Court, the government, juridical organizations at various levels, Citizens' Representative Khural at district and *soum* level and General Agency for Specialized Inspection are the 10 organizations which were ranked the lowest. This indicates that the public is satisfied with the activities of service-providing organizations and disappointed with the performance of law enforcement organizations and the highest decision-making public institutions.

It is alarming that the citizen's trust in the law enforcement institutions and highest decision-making state organizations is deteriorating.

Table 4.4: Public Perception of State Organizations' Activities

Organizations	2009	2010	2011	2012	Average
10 Organisations with the highest scoring					
Social welfare organizations	91,0	91,0	92,1	91,2	91,3
Social insurance institutions	89,0	91,0	91,8	90,7	90,6
Public schools	89,0	89,0	90,5	87,5	89,0
Private hospitals	88,0	85,0	89,3	88,0	87,6
Tax authorities	80,0	82,0	83,8	80,7	81,6
Private schools	73,0	75,0	82,1	81,7	78,0
Traffic police	72,0	77,0	77,5	78,5	76,3
Public hospitals	80,0	73,0	75,1	72,1	75,1
Patrol police	72,0	73,0	74,4	73,1	73,1
Criminal police	69,0	71,0	72,5	70,9	70,9
Khoroo/bagh governor	67,0	71,0	73,7	68,4	70,0
10 Organisations with the lowest scoring					
General Agency for Specialized Inspection	56,0	52,0	54,1	52,1	53,6
Citizen's Representative Hural at district and soum level	51,0	48,0	57,8	52,9	52,4
District and inter-soum courts	52,0	50,0	54,8	51,5	52,1
Aimag and Capital city courts	52,0	51,0	53,7	51,0	51,9
Government	61,0	44,0	51,1	45,0	50,3
Supreme Court	50,0	49,0	53,3	48,5	50,2
Land Authority	49,0	47,0	51,1	47,2	48,6
State Great Hural	44,0	31,0	38,0	36,6	37,4
Independent Agency Against Anti-Corruption	33,0	24,0	26,6	42,7	31,6
Political Parties	30,0	21,0	25,4	27,0	25,9

Source: NSO, Democratic governance survey results, 2009-2012

Civil Society Organizations that have officially expressed their views in the process of developing and approving the state budget

The State Great Khural adopted the amended Law on Budget on 23 December, 2011. This amended Law on Budget Article 59 on the instituting the Integrated Local Development Fund (LDF) stipulates, "all grants and donations rendered by domestic non-governmental organizations and official donor aid can be accumulated in the ILDF". In addition, the new law states that local authorities may establish the Local Development Fund that accumulates from transfers from the Integrated Local Development Fund and other

sources. Thus, the grants and donations rendered by domestic NGOs may become one of the sources of the Local Development Fund. However, the Law on the Budget does not formalize the participation of civic organizations in the process of preparing and approving the state budget. This rule does not apply to the Procedures on drafting the local budget bill. According to statistical data, only two NGOs participated in the 2008-09 budget adoption, which reduced to one in the 2010-12 budget bill drafting and approval process⁷⁰.

The Procedures for the Local Budget Proposal Preparation, Chapter 12 "Participation of citizens in the development of budget proposal" necessitates civil servants to prepare a draft budget to collect

⁷⁰ NSC, "MDG indicators' database, 2013.

comments or feedback from citizens through a variety of advanced techniques such as electronic websites, paper-based questionnaires, interviews and public discussions with citizens. Moreover, the format of the questionnaire for obtaining feedback is formalized. Unfortunately, it is still unclear how to ensure participation of socially excluded or vulnerable people in the development of local budget proposals.

Voters that participated in nominating governors of *soums* and *baghs*

The Citizens' Representative Khural at *soums* and *baghs* nominates its own candidate for the position of governor. According to the Law on *Aimags, Soums, District's Citizens' Representative Khural* election the nomination of a Governor takes place once in four years. Due to lack of statistical data regarding the percentage of voters that have participated in nominating the governors of *soums* and *baghs*, and of any reports or documents on the local election of 2012, there are limitations to carry out analysis of this benchmark.

Develop a Zero-Tolerance Attitude to Corruption

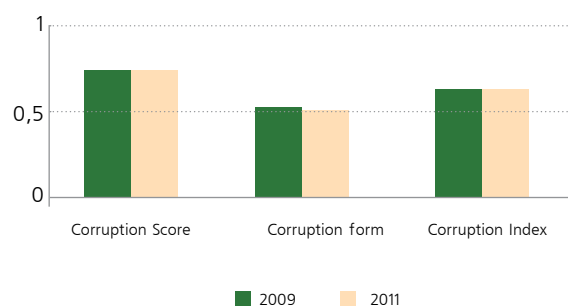
The surveys to assess the current status of corruption in Mongolia have been institutionalized. Since 2008, the people's perception on corruption in public and other services organizations has been reported as a part of the Household Socio-Economic Survey conducted by NSC in compliance with the law; the Independent Agency against Corruption calculates the Corruption index; and it has been conducted in a number of surveys such as the Survey on Corruption Perception in Government and Judiciary Organizations and the Survey on Evaluation of Rule of Justice within the Government Organizations of Mongolia. Transparency International NGO in 2011 ranked Mongolia as 120th (2.7 on a scale of 1-10), and later in 2012 as 94th (scored 36 out of 100), showing significant progress. Despite this achievement, Mongolia is still included in the category of the countries that have a high corruption level.

Corruption Index

Mongolia's Corruption Index was estimated for 2009 and 2011, and the results were made available to the public. The Corruption index is the sum of quantitative and qualitative indicators used to define the scope, form and cause of corruption in public administration, government organizations including ministries, agencies and their branches in a certain territorial area such as the capital city and *aimags*⁷⁸.

Figure 4.7 shows that Mongolia's Corruption Index was 0.63 in 2011, which decreased by 0.01 points compared to the previous year. In other words, in 2011 the corruption status has worsened. This diminishing trend was mainly caused by 0.02 points decline in de-composite of the index - the "form of corruption", which explains the severity of the existing forms of corruption in the country.

Figure 4.7: Mongolia's Corruption Index and Its Structure, index



Source: Independent Agency against Corruption, *Corruption Index, 2011*

According to the survey on Corruption Perception in Government and Judiciary Organizations and the survey on Evaluation of Justice Level in Government Organizations in Mongolia, undertaken by the Independent Agency against Corruption, positive changes occurred by the end of 2012. According to the public and experts' opinions, corruption is widespread in Mongolia, which is verified by the corruption index's de-composite on "corruption scope". This sub-index was 0.79 in 2009, which further increased by 0.04 points, meaning that corruption is increasing (Table 4.5).

⁷¹ National Statistical Office, Independent Agency against Corruption, *Авлигын индекс тооцох аргачлал*, (хандсан 2013.05.27 <http://www.1212.mn/>)

Table 4.5 Corruption Scope

Indicators	2009	2011
Public and Experts' perception on the scope of corruption	0.75	0.79
Economic consequences of corruption	0.03	0.02
Experts' perceptions on percentage of corruption rate	0.10	0.11
Average percentage of bribes paid by public to civil servants	0.15	0.13
Scope of Corruption Composite Index	0.74	0.74

Source: Independent Agency against Corruption, Corruption Index, 2011

The "economic consequences of corruption" indicator was 0.02, which shows that economic damage is equal to 2.1 percent of the state budget expenditures. This occurred due to corruption-related crimes.

Furthermore, the perceived level of corruption by experts was 0.11, which was 0.01 points higher compared to 2009. In other words, according to the experts' opinion, on average 11.1 percent of the total value of the contracts executed by government organizations were paid to civil servants as bribes in order to participate in projects or programmes, to procure and supply the goods and services by the public and local budget funds, to resolve the debt and other civic complaints and cases, and benefit tax reduction and enjoy holidays.

A total of 20 percent of citizens who filled out the public perception survey responded that their family members have given bribes to public servants in the last 12 months. They calculated that around 321,0 thousand tugriks, which is equal to 12.6 percent of annual household income, were

spent in the form of bribes to public servants. Although the proportion of bribes has decreased in total household expenditure, the share of households engaged in corruption increased by 6.7 points, and the average amount paid for bribery purposes increased by 33.4 percent.

Table 4.6 indicates that the 'forms of corruption' indicator was 0.52 in 2011, which has declined by 0.02 points against the 2009 level. This reduction is associated with the 0.03-0.21 points increase in the frequency of recurring corruption-related crimes, transfer to more organized forms of crimes and changes in corruption classification. For instance, in 2009 the frequency of corruption crimes that recurred two or more times comprised 30 percent, and it reached 51.0 percent in 2011 showing 21.0-points growth. The increase in recurring corruption crimes suggests that there are still rules, procedures and functions of the government organizations that are unclear and non-transparent to users. In 2009 the proportion of organized crime comprised 42 percent, which further increased by 16.0 points and reached 58.0 percent by 2011.

Table 4.6: Forms of corruption, index

Indicators	2009	2011
Percentage of multiple objects corruption crimes	0.31	0.19
Percentage of recurred corruption crimes	0.30	0.51
Percentage of organized corruption crimes	0.42	0.58
Indicator of classification of corruption crimes	0.37	0.40
The indicator of corruption motivated by greed	0.91	0.69
Composite indicator of corruption forms	0.54	0.52

Source: Independent Agency against Corruption, Corruption Index, 2011

The Independent Agency against Corruption provides corruption index both at the national and at the sector level (by minister's portfolio). The data on factors underpinning the corruption and factual status were compiled based on 14 indicators drawn from the opinions of the

experts, the civil servants, the public, and the private businesses. Table 4.7 shows that portfolio of the Minister of Minerals and Energy (0.57), the Minister of Health (0.59), the Minister of Defense (0.59) and their agencies are the most vulnerable and risky in terms of falling into corruption cases.

Table 4.7: Corruption Index, by sectors

Sector / minister's portfolio	2009	2011	Changes
Minister for Finance	0.63	0.66	0.03
Minister for Foreign Affairs	0.63	0.64	0.01
Minister for Justice and Internal Affairs	0.61	0.60	-0.01
Minister for Environment and Tourism	0.65	0.64	-0.01
Minister for Defense	0.71	0.59	-0.12
Minister for Education, Culture, and Sciences	0.64	0.61	-0.03
Minister for Road, Transport, Construction and Urban Development	0.64	0.60	-0.03
Minister for Social Welfare and Labour	0.69	0.67	-0.02
Minister for Food, Agriculture, and Light Industry	0.63	0.67	0.04
Minister for Minerals and Energy	0.47	0.57	0.09
Minister for Health	0.61	0.59	-0.02
Deputy Prime Minister	0.63	0.59	-0.04

Source: Independent Agency against Corruption, Corruption Index, 2011

The corruption index was calculated based on data from governance public institutions located in different aimags and the capital city. This

disaggregated data by aimags compares the corruption status and associated risks among aimags.

Table 4.8: Corruption Index by aimag, capital city

Aimags, city	2009	2011
Arkhangai	0.47	0.60
Bayan-Ulgii	0.54	0.46
Bayakhongor	0.58	0.58
Bulgan	0.66	0.66
Gobi-Altai	0.59	0.62
Dornogobi	0.66	0.64
Dornod	0.59	0.65
Dundgobi	0.66	0.55
Zavkhan	0.64	0.63
Uvurkhangai	0.60	0.66
Umnugobi	0.55	0.53

Aimags, city	2009	2011
Sukhbaatar	0.58	0.67
Selenge	0.64	0.69
Tuv	0.71	0.68
Uvs	0.54	0.54
Khovd	0.49	0.49
Khuvsgul	0.55	0.53
Khentii	0.56	0.68
Darkhan-Uul	0.60	0.52
Ulaanbaatar	0.60	0.58
Orkhon	0.49	0.56
Gobisumber	0.67	0.58

Source: Independent Agency against Corruption, Corruption Index, 2011

In 2011, the overall corruption index by *aimags* and capital city has increased in nine *aimags*, and declined in ten *aimags* and the capital city. The index remains unchanged in three *aimags*. The *aimag*-specific indexes indicate that the *aimags* such as Bayan-Ulgii (0.46), Khovd (0.49), Darkhan-Uul (0.52), Umnugobi (0.53), and Khuvsgul (0.53) are more vulnerable in terms of falling into corrupted practices.

Corruption Perception within Political and Justice Enforcing Organizations⁷²

According to the 2012 survey on Perception on Corruption Within Political, Judicial and Law Enforcement Organizations, the experts have ranked the corruption level at political, judicial and law enforcement institutions as 3.93 (1—free of corruption — 5—high), which is a 0.14 point decline from 2011⁷³ (Figure 4.8). This improvement in the overall scoring was caused by the reduction of corruption within judicial and law enforcement organizations. Unfortunately, corrupted practices at political institutions have increased compared to the previous period (Figure 4.9). The major factors affecting this increase are associated with political nominations, conflict of interest and affiliation with business lobby groups, and financing mechanisms of political parties and electoral processes.

The same conclusions were made by the

surveys and studies carried out by international organizations. In 2011, Transparency International reported that a "... still high level of corruption is observed at the Parliament and other law enforcement institutions"⁷⁴.

Figure 4.9: Experts' Perception on Corruption within Political, Judicial and Law Enforcement Institutions

Source: IAAC, Perception of corruption in political, judicial and law enforcement institutions, Ulaanbaatar, 2013

Table 4.10 shows the major factors underpinning corrupt practices. As of 2012, the scoring for political nominations within party and organizations amounted to 4.69, conflict of interest and affiliation with business lobby groups was 4.69, financing mechanisms of political parties were equal to 4.58, financing mechanisms of the electoral processes 4.23 and conflicts of interests during the drafting the law bills and their approval were 4.08.

According to survey results, in 2012 the corruption level within judiciary institutions was 2.89, which was 0.73 points higher than 2011, and for prosecutor the index was 2.89 with a 0.54 points increase. The court decision implementation agencies corruption level increased by 0.48 points from 3.03 in 2012, and for police agencies — 0.18 points against 3.35 in 2011.

Table 4.9 Corruption Risk Index, by Institutions

Institutions	2008	2009	2010	2011	2012	Change (-,+) (2012-2011)
Judiciary agency	4.20	3.49	3.46	3.62	2.89	-0.73
Prosecutor's office	4.15	3.12	3.75	3.40	2.86	-0.54
Police agency	4.29	3.50	3.48	3.53	3.35	-0.18
Court decision implementation agency	3.73	3.21	3.30	3.50	3.02	-0.48

Source: IAAC, Perception of corruption in political, judicial and law enforcement institutions, Ulaanbaatar, 2013

⁷² The corruption perception within political and law enforcement institutions is being ranked as 1–5 with 1 "being least corrupted practices"

⁷³ IAAC, Perception of corruption in political, judicial and law enforcement institutions, Ulaanbaatar, 2013

⁷⁴ http://www.transparency.org/files/content/pressrelease/2012_CPIUpdatedMethodology_EMBARGO_EN.pdf (as of January 21, 2013)

Table 4.11 describes the major factors inducing corruption within judicial system organizations. In 2012, the following factors served as major causes of inducing corrupted practices for the judicial system: absence of ethics and accountability mechanism in judicial and law enforcement

organizations (4.09), conflict of interests in decision-making processes of judicial and law enforcement organizations (3.55), and low salary and inadequate work conditions in judicial and law enforcement agencies (3.45).

Table 4.10 Major Factors Associated with Corruption within Justice Organizations

Factors	2009	2010	2011	2012	Changes (2012-2011)
Conflict of interests in decision making processes of judicial and law enforcement organizations	3.64	3.75	3.92	3.55	-0.37
Lack of regulation of decision making processes in judicial and law enforcement organizations	3.42	3.64	4.00	2.91	-1.09
Overlaps, red tape, inefficiency and lack of controlling mechanisms in judicial and law enforcement organizations	3.67	4.00	4.40	3.45	-0.95
Low salary and inadequate work conditions in judicial and law enforcement organizations	4.00	4.00	4.27	3.30	-0.97
Absence of ethics and accountability mechanism in judicial and law enforcement organizations	3.73	4.00	4.33	4.09	-0.24
Average score	3.69	3.88	4.18	3.46	-0.72

Source: IAAC, *Perception of corruption in political, judicial and law enforcement institutions in 2012, Ulaanbaatar, 2013*

Perception on Corruption within Public Administration and Service Organizations

The module on Democratic Governance attached to the quarterly Household Socio-Economic Survey enables compiling the perception on corruption within public administration and service organizations. Respondent were asked whether they had received public services within past 12 months. If the answer was "yes", he/she was asked whether he/she observed cases of corruption. The answer is evaluated based on the scoring system.

The 2012 survey results reveal that many respondents received some kind of public service, and their distribution is as follows: services from the *bagh* and *khoroos* governors and health institutions – more than 50 percent, social welfare and other care services – 41 percent, bank loan issuance – 33 percent, school admission, vehicle related services, passport and ID registration

obtaining - 21-25 percent, employment and hiring, participation in programs, projects, obtaining land permits, and attending skill training - 10.2 – 14.5 percent respectively.

According to Table 4.12, of the total citizens who obtained public services during the past 12 months, 10.4 percent have observed cases of corruption in health services, which was an increase by 0.2 points compared to the previous year. 4.9–6.6 percent of survey respondents observed that corruption may have occurred during the hiring of personnel in projects and programs, resolving vehicle related issues, getting employment opportunity, school admissions, and bank loans. This perception rate has reduced to 3.0–4.8 percent in 2012.

The report on State of Democracy in Mongolia concluded that public awareness regarding government policies, programs and activities to fight corruption varies substantially⁷⁵.

⁷⁵ Mercy Corp Mongolia, USAID Research Institute, *State of Democracy in Mongolia, 2012*

Table 4.11: Perception on Corruption within Public Administration and Service Organizations

Services	Answer				Ratio of observed cases of corruption/ non-observed cases of corruption	
	within the last 12 months, %		while accessing public services, %			
	2011	2012	2011	2012	2011	2012
Civil service employment (helped to enter the public service themselves or to others)	14.78	13.50	5.87	4.8	0.40	0.36
Child school admission	22.07	21.21	4.84	4.11	0.22	0.19
Enrollment in courses or skill training programs	10.66	10.16	2.20	1.60	0.21	0.16
Grading (training/education)	8.79	7.79	2.87	1.97	0.33	0.25
Vehicle-related issues (Vehicle inspection, diagnosis etc.)	24.60	24.83	4.70	3.81	0.19	0.15
Hospital services	58.53	59.48	10.21	10.38	0.17	0.17
Obtaining reference from bagh /khoroo governor	53.74	54.87	2.31	1.12	0.04	0.02
Release from military services	7.65	6.27	1.48	1.28	0.19	0.20
Social care/assistance/service	48.82	41.21	2.76	2.69	0.06	0.07
Participate in projects, loan and assistance	12.69	12.99	2.39	3.01	0.19	0.23
Obtaining bank loan	28.39	33.10	2.37	2.08	0.08	0.06
Obtaining land permission	13.92	14.54	3.42	4.43	0.25	0.30
Tax deductions or exemptions	2.62	2.24	0.95	0.75	0.36	0.33
Tax deductions or exemptions /except customs duties/	2.70	2.67	0.70	0.56	0.26	0.21
Court trials	3.26	3.65	1.48	1.55	0.45	0.42
Importing or exporting of a significant amount of goods	2.78	2.11	1.06	0.72	0.38	0.34
Passport service /national or foreign/	15.70	22.73	1.95	1.31	0.12	0.06
Visa service	4.43	4.64	1.00	0.77	0.23	0.17
Criminal case discarding (at any level)	2.25	2.03	1.09	0.75	0.48	0.37
Special permission or licensing	2.56	2.37	1.11	0.99	0.43	0.42
Bid selection	2.09	1.52	0.89	0.77	0.43	0.51
Registration and evaluation of real estate and other immovable properties	6.60	6.59	1.25	1.23	0.19	0.19

The report also indicated that as people's educational level increased, awareness and knowledge regarding corruption advanced. Therefore, it is desirable to conduct capacity and awareness interventions targeted specifically to citizens with a low level of education. Employees of public institutions were more informed in terms of information and awareness on corruption

fighting efforts. However herders, students and unemployed people were considered the least informed segments of society. Overall, more than half of population was not aware of government efforts to fight corruption.

According to the report released by the Transparency International NGO⁷⁶, only 19 percent of the public assessed that anti-corruption efforts

⁷⁶ Public perception, Transparency International NGO, 2010

in Mongolia are effective, while 53 percent of the respondents believed they are “inefficient” efforts.

IDENTIFYING KEY BOTTLENECKS CONSTRAINING PROGRESS

There are almost no research studies or assessments carried out to analyze whether domestic legislations are in compliance with international agreements or treaties. This has made the task more challenging. Furthermore, no expert reports have been released on the compliance of Mongolian laws with international human rights documents and conventions since 2008, which limited the means of conducting the assessment.

The National Human Rights Commission believes that the lack of implementation of the recommendations from the United Nations Human Rights Commissioner is related to the weak coordination among related bodies⁷⁷.

The target to develop democratic governance is dependent on many factors such as political condition, policies of political parties, current structure of government institution, efficiency of monitoring system, accountability of politicians and political commitments. Still there are gaps in creating favorable legal environment for independent press and media in Mongolia.

In terms of the methodology of estimating indicators for the MDG 9 there are two main challenges. First, the selected indicators are unable to describe the holistic picture of the status of democracy in the country, and they require additional information. Second, there are doubts about the efficiency of the selected monitoring indicators, particularly experts’ opinion on conformity of the Mongolian legislation with the international conventions and treaties, in describing the target progress. The MDG database needs to include data on the number of NGOs that provided feedback on local budget proposals and the number of citizens that participated in the nomination of the soum, bagh governors.

RECOMMENDATIONS TO ACCELERATE PROGRESS

- Regular mechanisms for assessments on the compliance of the Mongolian legislations with international agreements need to be created.
- The law on freedom of the press needs to be revised to meet international standards.
- Reform within government service needs to be undertaken, and an environment for stable and capable personnel needs to be created.
- The governance assessment and actual implementation of recommendations must be coordinated.
- Recommendations provided by the UN Human Rights Commissioner need to be reviewed and decisive steps to align with the sectoral policies and regulations need to be undertaken, and they need to be amended to reduce bureaucracy.
- In order to prevent corruption, participation of press and media institutions needs to be widened and investigative journalism developed;
- Legal environment needs to be set up to detect and confiscate assets that have been acquired through corrupt activities.
- Legal basis needs to be reviewed in order to create branches of institutions of Anti-Corruption Independent Agency at local levels.
- Curriculums on justice need to be developed and included in the programs on civic education.
- Activities to raise awareness regarding corruption and its negative impact on society, economy, politics, judicial system and public awareness need to be continuously carried out. Zero-tolerance to corruption needs to be the mindset of society.
- Legal regulations need to be developed to establish units of Independent Agency against Corruption at the local level (aimag) and further to form these units at the local administrative level.

⁷⁷ National Human Rights Commission, 12th Report on Human Rights and Freedom in Mongolia, 2013.

- Protection of witnesses, informants, plaintiffs and experts related to corruption crimes needs to be ensured. Curriculums on justice need to be developed in each level of schooling. Teachers need to be trained and method of teaching needs to be set up.
- In order to allow the Independent Agency against Corruption to acquire bank information, relevant amendments need to be made in the banking law.

OVERALL ASSESSMENT OF PROGRESS

Targets/Indicators	Base-line	Progress				Target
	1990	2000	2010	2011	2012	2015
Target 22: Fully respect and uphold the Universal Declaration of Human Rights, ensure freedom of media						
56. Human Development Index	—	0.667	0.756	0.768	0.778	0.830
57. Expert evaluation of the conformity of Mongolian laws and regulations with the international human rights treaties and conventions (percent)	—	—	3.4 (2008)	—	3.9 (2011)	—
58. Percentage of implementation/enforcement of judicial decisions	—	56.8 (2004)	51.9	72.3	75.1	—
59. Number of attorneys that provide services to citizens who are not able to pay such service	—	507 (2004)	471	405	445	—
60. Public perception about activities of state organizations and law enforcement institutions	—	—	28.5	—	—	—
61. Number of state organizations to officially express their views in the process of developing and approving the state budget	—	70 (2008)	88.0	165.0	345.0	—
Target 23: Mainstream democratic principles and practices						
62. Public perception of activities of state organizations	—	—	—	—	—	—
63. Number of CSOs that have officially expressed their views in the process of developing and approving the state budget	—	—	1.0	1.0	1.0	—
64. Percentage of voters that have participated in nominating governors of soums and baghs	—	—	—	—	—	—
Target 24: Develop a zero tolerance environment to corruption in all spheres of society						
65. Index of Corruption	—	0.0	0.64 (2009)	0.63	0.0	—
66. Perception of corruption in political organizations, judicial and law enforcement institutions	—	0.0	4.1	4.1	3.9	—
67. Public perception of corruption in public administration and public services	—	—	—	—	—	—

Mongolia's Human Development Index has been continuously growing since 1995 and progress is being made to advance human development.

There are no satisfactory reports regarding alignment of Mongolian laws with international agreements. The current laws have many clauses that violate human rights and freedom in a serious way, which can be seen from the recommendations provided to the government of Mongolia by the UN Human Rights Commissioner⁷⁸. According to many reports released by the National Human Rights Commissioner of Mongolia, those recommendations have not been implemented sufficiently.

Although the mining industry has been developing at a rapid rate for the past few years in Mongolia, many rights such as the right to live in a safe, healthy environment, the right to be protected from the loss of ecological balance, the right to own land, and the right to conduct business have been seriously violated due to irresponsible mining activities.

Citizens are suffering from violations of their rights as three out of four court decisions are implemented and the other one is not.

Freedom of the press is not fully realized in Mongolia. Legal regulations must be revised to match international standards.

Democratic government structures are not

operating in an efficient way. There is no specific accountability for the members of the State Great Hural, Citizens' Representative Hurals in aimags/districts to the citizens of Mongolia. Also, there is no accountability mechanism and the members of the State Great Hural and Citizens' Representative Hurals do not show initiative to communicate with voters. The selection process of public servants is handled in an unfair way. Public servants do not engage in one position for a long period, which is explained by the low salaries.

Although qualitative and quantitative surveys are being completed, they do not have an influence on the decision-making process yet¹². Citizens do not have sufficient information regarding measures taken and policies pursued at local level to combat corruption. About half of all citizens are aware that every province must have its own anti-corruption strategy, but do not know the content of it. Also, most citizens do not take part in the process of developing this document.

It is anticipated that it will be a long time before the process of ensuring human rights and freedom and developing good, democratic governance sets deeply into the mindset of society and becomes an inseparable part of the way of life and culture.

The table below presents the summary of the data constraints for measuring progress of the MDG 9 related indicators.

Indicator	Data available	Data not available	Appropriate	Not appropriate
Public perception of activities of state organizations and law enforcement institutions	X		X	
Number of civil society organizations that have officially expressed their views during process of developing and approving the state budget		X		X
Percentage of voters that have participated in nominating governors of soums and baghs		X	X	
Corruption Index	X		X	
Perception on corruption within political, judicial and law enforcement organizations	X		X	
Perception on corruption within public administration and service organizations		X	X	

⁷⁸ Please see references 1 and 2 of this report.

POST-2015 DEVELOPMENT AGENDA AND CHALLENGES

Based on the assessment of country-specific MDG targets, the following indicators are proposed to evaluate their progress towards accomplishing the above goal.

Goal	Proposed Criteria / Benchmarks
Goal 10: Good governance and effective institutions	A. Global Benchmarks proposal
	1. Free of charge issuance of citizens documents such as birth certificate
	2. Free speech, unionization, expressing dissatisfaction peacefully, use public media
	3. Increase civic participation at all levels democratic governance
	4. Ensure access to all government policies, information and data produced by the public institutions
	5. Reporting on corruption cases by the civil servants
	B. National Benchmarks proposal
	1. Corruption Index
	2. Public perception of activities of state organizations and law enforcement institutions:
	a. Corruption scoring at political sphere
	b. Factors for corruption at judicial and law enforcement institutions, etc
	3. Public perception of corruption among the public institutions
	4. Public perception of activities of public administration and service institutions
	5. Number of persons commented on local budget proposal in terms of:
	c. <i>Soum</i> or <i>bagh</i> development including construction of public facilities and services;
	d. Environment and water supply;
	e. Agriculture including pasture planning and its use, crop and live-stock production realization, veterinary service etc.
	6. Percentage of voters that have participated in nominating governors of <i>soums</i> and <i>baghs</i>

CHAPTER 5.

OVERALL ASSESSMENT AND RECOMMENDATIONS

المصنف: د. محمد بن عبد الله
المصدر: د. محمد بن عبد الله

THE UNFINISHED AGENDA OF THE MDGs: LOOKING TOWARDS POST-2015

Since the adoption of the Millennium Declaration 13 years ago, Mongolia has notched up an impressive list of achievements. It has (i) created national awareness on the MDGs and built national ownership; (ii) adapted the MDG indicators and targets to the national context; (iii) added a 9th Goal on democratic governance and human rights; (iv) developed the MDG-based Comprehensive National Development Strategy; (v) channeled budgetary resources and development aid for achieving the MDGs, and (vi) strengthened its statistical system to monitor implementation of the MDGs. Mongolia's progress on MDGs needs to be analysed within this context.

Mongolia's progress on the MDGs has varied across goals and targets. Of the 24 targets, eight are either on track or have been fully achieved; seven more are likely to be achieved by 2015 but require additional effort; four targets across three MDGs are unlikely to be achieved; and it is difficult to assess progress on five targets because of data or measurement issues.

Achieving the MDG targets by 2015 will signify progress on the specific indicators, but not the end of the challenges. For instance, even if the target of halving poverty is achieved by 2015 (with extra effort), 18 percent of the population would still be below the national poverty line.

Thus, poverty reduction along with the targets unlikely to be achieved by 2015 such as increasing employment, providing universal primary education, promoting gender equality, improving environmental sustainability and eliminating air pollution, and strengthening governance constitute the unfinished agenda of the MDGs. These require consistent effort that will extend to the post-2015 period.

Challenges

Mongolia today faces many development challenges. Many of these were also discussed during the series of Post-2015 National Consultations on "The Future We Want" organized by the Ministry of Economic Development in

partnership with the United Nations Country Team in December 2012-May 2013.

Driven by the mining sector, Mongolia is growing at a rapid pace and has graduated to lower middle income country status. While economic growth is central for future development, Mongolia's main policy challenge is how best to utilize the mineral revenues to benefit its people and ensure that the rapid growth is inclusive and shared widely by the Mongolian people.

Reducing poverty and unemployment has remained the most pressing challenge of development in Mongolia for the last 20 years. The government needs to articulate and implement a strategy to reduce poverty and promote inclusive economic growth. There is a strong need to focus on building resilience and on social protection to reduce vulnerability of the poor and the marginal populations. Past experience has demonstrated that non-targeted welfare measures, such as cash handouts, while having some short-term benefits, do not result in sustained poverty reduction.

Economic diversification and development of the private sector and local businesses are essential. It is imperative for Mongolia to diversify its economy and create alternative employment sources, especially for the youth. The tertiary education sector is characterised by a mismatch between the demand and supply of skills. A key challenge for Mongolia is to create a skilled workforce to improve its international competitiveness.

Improving children's access to education, health, water, sanitation and nutrition are central for Mongolia's future. At the same time, child poverty, child protection, adverse impact of climate change on children, and their vulnerability to disasters are persistent problems and need additional attention, especially using an equity lens.

Balancing environmental sustainability with economic growth is a particular challenge for Mongolia as the main engine of the economy, the mining sector, puts heavy pressure on the environment. Rapid expansion of mining activities, extraction of minerals and inadequate rehabilitation by some mining companies cause irreversible damage to the environment.

Environmental factors such as climate change,

natural disasters, CO2 emissions, water scarcity, land degradation, desertification, and loss of biodiversity have a particularly strong impact in Mongolia, increasing the vulnerability of those dependent on the environment for their livelihoods, especially herders and arable farmers. An additional emphasis is required on sustainable development, with a move towards responsible mining, a green economy, and increasing use of renewable energy.

Sixty seven percent of Mongolia's population lives in the capital Ulaanbaatar. Within the capital more than 65 percent of the people are estimated to live in slums or 'ger districts' with limited access to social security, environmental infrastructure such as safe drinking water, improved sanitation, and electricity, and insecure employment. Sustainable urbanization and urban poverty reduction formed part of the discussions at the Rio+20 UN Conference on Sustainable Development and on the post-2015 development framework. A key challenge for Mongolia is to analyse the barriers to, and devise suitable policies for, economic growth and investments for sustainable urban development.

As a landlocked country, Mongolia relies on regional trading networks and active encouragement of south-south and triangular cooperation can help expand the knowledge base to increase resilience.

Governance, the legal environment, capacity of institutions and human rights are critical for the achievement of the MDGs. The over-riding challenge in improving governance in Mongolia is to ensure the rule of law and trust in public services through judicial reform and more targeted, visible, and fair anti-corruption measures.

Conclusion

Since 2001 the MDGs have contributed at the national level to shaping the development dialogue and galvanising action on achieving a common set of global goals. As we approach the timeline for achieving the MDGs, there is considerable interest in assessment of progress and consideration of a post-2015 development agenda.

With some extra effort, ***Mongolia is expected to achieve 71 percent of the global MDG targets by 2015.***⁷⁹ Lack of full achievement of MDG targets does not signify lack of progress. As outlined in the report, Mongolia has shown considerable progress on many MDGs since 2001. But a lot more needs to be done.

MDG progress depends on partnerships and participation, and it is clear that there is a need to pay more attention at the policy level, to improve inter-sectoral coordination and alignment, and ensure more robust participation and cooperation of civil society organizations, citizens, local government institutions and the private sector in achieving the MDGs and addressing the development challenges in the post-2015 period.

Implementation of the MDGs is only a work in progress. Even after the timeline of 2015 is reached, development challenges will remain. MDGs are thus an unfinished agenda and the work to extend the benefits of economic growth to all Mongolian people will continue.

RECOMMENDATIONS

General Recommendations

The overall trend of the MDG process in Mongolia demonstrates that there is need to play more focus and efforts at the policy level, improve inter-sectoral coordination and alignment, and ensure more robust participation and cooperation of the civil society organizations, citizens, local government institutions and the private sector in the MDG race.

The lagging behind or not achievable by 2015 targets include target on halving between 1990 and 2015, the proportion of people whose income is below the minimum living standard, reducing negative effects of population concentration and migration, provision the migrants with basic social services, increasing participation of women in politics and decision-making level, reversing the spread of dental caries among children, mainstreaming the principles of sustainable development into country policies and programmes, and eliminating air pollution in urban areas, especially in Ulaanbaatar. Creating

⁷⁹ Progress on the 9th MDG is not included in this assessment as it is a Mongolia-specific Goal.

favorable conditions for landlocked countries through strengthening the financial system, enhance transportation logistics and create transit services.

In Mongolia for the last 20 years reducing poverty and unemployment remains the most pressing challenge of development. In order to achieve the most challenging MDG on halving poverty the government needs to articulate and implement the strategies to support inclusive and accessible economic growth. The country's long-lasting experience demonstrated that non-targeted welfare measures and distribution of cash does not result in poverty reduction. The government needs to focus on policies to utilize the higher economic growth benefits for the economic expansion, creation of more productive labour market and increase number of jobs available. To achieve this policy objectives the government policy priority shall be focused on private sector support.

In Mongolia, during the course of the MDG implementation many new challenges have been emerged. The nomadic lifestyle of herders in the rural areas and associated animal husbandry is impacted negatively by the environmental and pasture degradation, loss of vegetation, water shortage and dry out of some rivers and springs. In addition rapid expansion of mining activities, extraction of minerals in short time period and inadequate rehabilitation by some mining companies cause non-reversible damage to the environment. The post-2015 MDG agenda requires undertaking more extensive measures to protect environment, adjust to the global warming, and sustain ecologically friendly lifestyle.

Another challenge remaining for last 20 years is widening disparities between urban and rural development. Nowadays, due to lack of logistics and infrastructure and inadequate investment into rural development people's migration and associated expansions concentrate in the urban settlements. As result the population of Ulaanbaatar city grows mechanically, and subsequently access to basic services such as education, health has been diminished, the ger districts of the capital city have expanded drastically, and air pollution level has reached emergency state. The rights of 1.2 million citizens of the city to live in healthy and safe environment

are violated. The post-2015 MDG agenda requires focusing on these challenges and introducing more effective responses to address them.

Out of Mongolia specific MDGs 4 targets and 9 indicators are achievable if some additional policy efforts or measures are place, namely:

- Target 2: Reduce by six times, between 1990 and 2015, the proportion of people who suffer from malnutrition,
- Target 3: Increase employment rate of population, reduce unemployment rate who are newly entering to the labour,
- Target 15: Reduce the shrinking process of rivers and streams by protecting and rehabilitating their sources,
- Target 20: Develop a debt strategy to ensure sustainability of external and internal debts for long time, study methods applied nationally and internationally to coordinate and resolve debt issues without negative effects on the state budget and economy of Mongolia.

Specific Recommendations

In order to accelerate the MDG achievement and improve methodology for data production the following recommendations are provided for each specific goal, namely:

Goal 1: Reduce poverty and hunger

- To define methodology to establish poverty threshold aligned with inflationary level and revise 2015 targets;
- To assess impact of poverty reducing policies and program;
- To establish the National Poverty Reduction Committee at the Government level with representation of local authorities;
- To develop multi-sectoral nation-wide strategy, and institutionalize the coordination mechanism with involvement of all stakeholders;
- To formulate the national plan to promote youth employment. This action plan should examine and address the key barriers to youth employment at local and national levels, define the most effective policy priorities at

the national and local level, and encourage the creative initiatives to involve the private sector;

- To establish legal environment for coordinating influx and settlement of immigrants to Ulaanbaatar city;
- To limit internal migration through establishing small and medium-size enterprises and technological parks based on local demand and supply, and encourage local industries.

Goal 2: Achieve universal primary education

- Considering low level of net enrollment at primary education in Bulgan, Tuv, Dundgobi there should be significant progress in this area by 2015. Moreover, a special program requires to be developed to address issues with the lowest proportion of pupils starting grade 1 who reach grade 5 in Khovd, Bayan-Ulgii, Govi-Altai, Uvs, Dundgovi, Zavkhan, Bayankhongor, Arkhangai and Uvurkhangai aimags.
- Based on the 2010 Population and Housing Census data on large number of children of age 6-15 outside of schooling in Bayan-Ulgii, Khuvsgul, Uvs, Uvurkhangai and highest rate of illiteracy in Sukhbaatar aimag to formulate targeted interventions to increase literacy in the form of formal and informal education. Moreover, since literacy rate among youth of Dundgovi, Arkhangai, Khuvsgul, Uvurkhangai, Khentii and Bayankhongor aimags is lower, the administration need to pay special attention.
- The data on net enrollment in the primary education and proportion of children entering the 1st grade and completing the 5th grade estimated by the MOESC and the city Education Department are different from the results compiled by NSC from the 2010 Population and Housing Census. Therefore, there is need to review these estimates and provide more accurate measures for 2015 targets.

Goal 3: Promote gender equality and empower women

- To design and implement policy interventions by the Ministry of Education and Sciences,

educational organizations at aimag centers and the capital city aimed at promoting gender equality of boys and girls studying at primary and secondary schools;

- Introduce quota to male students in the total enrollers in the universities and colleges;
- Amend law provision aimed at increasing current 20 percent quota for female candidates for the Parliament election to at least 40 percent;
- Encourage all parties to undertake more robust actions to promote gender equality at decision-making level.

Goal 4: Reduce child mortality

- Reduce the risk of congenital malformations through strengthening its prevention and early detection capacity, including fetal diagnostics and neonatal screening;
- To widen advocacy or publicity activities on the care for children including the prevention of children from injuries through partnership with TV organizations;
- To widen the capacity building interventions of the pediatricians in rural areas on child health diagnosis, prevention and treatment, including extensive on-job training;
- To develop aimag – specific measures to improve child health considering the higher rate of infant and child mortality in Arkhangai, Bayan-Ulgii, Gobi-Altai, Zavkhan, Uvurkhangai, Sukhbaatar, Khovd, Khuvsgul and Khentii aimags.

Goal 5: Improve maternal health

- To intensify measures to improve pre-pregnancy and intra-pregnancy health of mothers which will lead to reduction maternal mortality;
- Maternal mortality rate in western and eastern aimags such as Sukhbaatar, Khentii, Tuv, Bayan-Ulgii, Bayankhongor, Zavkhan are higher the national average. Moreover, maternal mortality in Tuv, Sukhbaatar, Arkhangai, Khentii has been increased in 2012 compared to 1990. The

Ministry of Health has to implement aimag-specific policies and strategies to address these disparities.

Goal 6: Reduce prevalence of HIV/AIDS, STIs

- Develop methodology to assess the progress of the target on spreading dental caries among children of 5-6 years and produce related statistics;
- Identify causes of discrepancy and ensure accuracy of data on TB prevalence, number of TB cases and people obtained DOTs services;
- Currently TB prevalence in Darkhan-Uul, Umnugobi, Khentii, Dornod, Gobisumber, Ulaanbaatar, Sukhbaatar is highest, which is predominant in eastern aimags. Identify the root causes of these disparities and develop localized programs and introduce evaluation system;
- Considering non-suitability of HIV prevalence measure in assessing the HIV/AIDS fighting programs for Mongolian circumstances, review the HIV/AIDS monitoring and surveillance indicators. An example of measure could be as "reduce cases of HIV among population by x percent, among pregnant female by x percent, among youth of age 15-24 years old by x percent".

Goal 7: Ensure environmental sustainability

- Increase allocation of state budget on measures against deforestation;
- Encourage the Ministry of Mining and Energy to require the mining companies to promote responsible mining, undertake rehabilitation measures at areas where extractive activities were undertaken;
- Considering low proportion of population living in houses and apartments with connections to engineering service networks is extremely low in many aimags of Western and Khangai regions to implement policies for construction of new housing.

Goal 8: Partnerships for development

- In order to achieve MDG 8 there is a need to increase ODA provided to help expanding trade capacities;
- To expand transit capacity of the Mongolian railway, to undertake technological innovation in it, to conclude agreement or treaty with two neighboring countries with the objective to increase freight transportation via railway and raise the share of transit freight in the total railway freight.
- To diversify export commodities, reduce share of raw materials in export volume, increase proportion of final goods and services in exports.

Goal 9: Strengthen human rights and foster democratic governance

- To update and revise data needed for assessing MDG 9, since available data and information is inadequate;
- To carry out research and assessments by independent experts on alignment of Mongolian legislations with international standards, treaties and conventions;
- Review the recommendations provided by the UN Human Right Commissioner and undertake decisive steps to fulfill them;
- Enhance accountability of the Members of Parliament and aimags, soumKhural representatives and create legal basis for accountability mechanisms;
- To review and pass the Law on Freedom of the Press in line with the international standards;
- Protection of witnesses, informants, plaintiffs and experts related to corruption crimes needs to be ensured. Legal environment where lost property due to corruption is compensated needs to be formed.
- To amend the Banking Law to allow the Independent Agency against Corruption to acquire bank information.

ANNEX

المصنف المص ٥٠ المصنف ٥٠
المصنف المصنف ٥٠ المصنف المصنف ٥٠

ANNEX 1. DATA ON MDG PROGRESS IN MONGOLIA

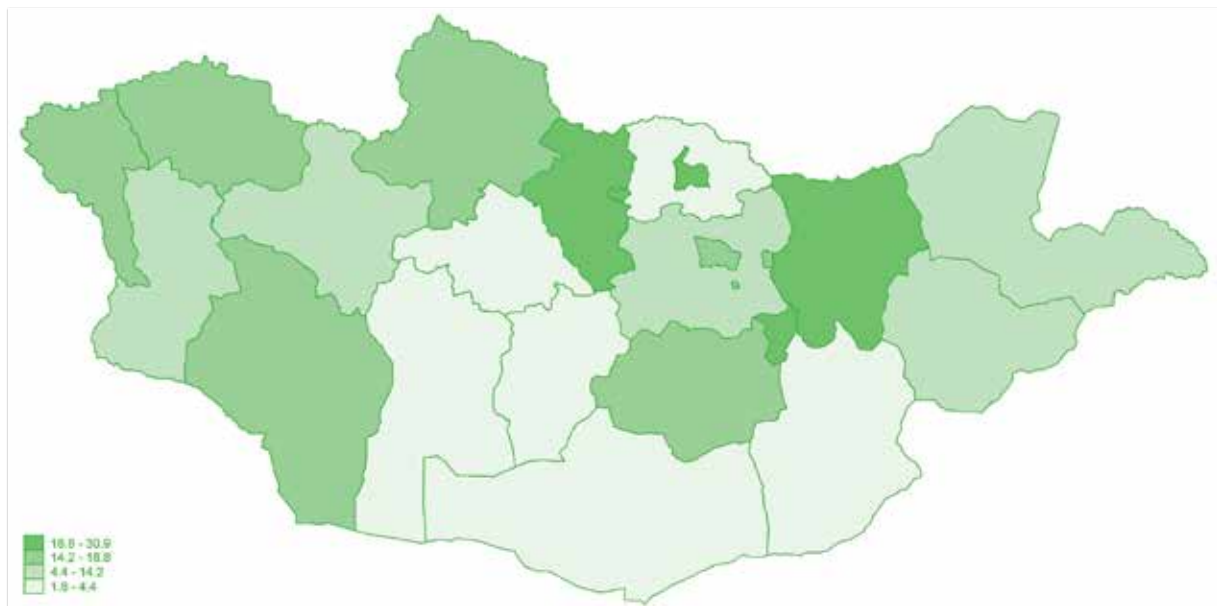
Goals/Targets/Indicators	Progress					Target
	1990	2000	2010	2011	2012	2015
MDG 1: ERADICATE EXTREME POVERTY AND HUNGER						
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is below the minimum living standard						
1. Poverty headcount ratio (percent)	36.3 (1995)	35.6 (1998)	38.7	33.7	27.4	18.0
2. Poverty gap ratio (percent)	10.9 (1995)	11.7 (1998)	11.5	9.2	7.1	6.0
3. Share of the poorest quintile in national consumption	—	7.5 (2002)	7.9	7.8	7.7	11.0
4. Per capita GDP (at current prices, thousand MNT)	6.0	490.6	3072.5	3979.3	4883.3	6800.0
Target 2: Reduce by six times, between 1990 and 2015, the proportion of people who suffer from malnutrition						
5. Prevalence of underweight children under age five	12.0 (1992)	11.6	3.3	—	—	2.0
6. Prevalence of stunting (height for age) children under five	12.0 (1992)	29.9	15.3	—	—	13.0
7. Prevalence of wasting (weight for height) children under five wasting	—	7.1	1.6	—	—	1.0
Target 3: Increase employment rate, reduce youth unemployment rate who are newly entering to the labour market						
8. Labour force participation rate (percent)	—	62.9	61.6	62.5	63.5	70.0
9. Unemployment rate of 15-24 year-old (percent)	6.5 (1998)	4.4	19.5	15.6	14.0	2.5
Target 4: Reduce negative effects of population concentration and migration, provide migrants with basic social services						
10. Proportion of unregistered people in urban population	—	—	—	—	—	0.0
MDG 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION						
Target 5: Provide primary education for all children by 2015						
11. Net enrolment ratio in primary education	95.9 (1997)	95.0	94.7	94.8	95.2	100.0
12. Proportion of pupils starting grade 1 who reach grade 5	91.0	83.6	92.9	93.2	94.5	100.0
13. Literacy rate of 15-24 year-old	99.0 (1989)	97.7	98.5	—	—	100.0
MDG 3: PROMOTE GENDER EQUALITY AND INCREASE WOMEN'S PARTICIPATION IN POLITICAL DECISION-MAKING						
Target 6: Achieve appropriate sex ratio in primary and secondary education preferably by 2009 and in all levels by 2015						
14. Ratio of girls to boys in primary education	1.03 (1995)	1.01	0.96	0.95	0.95	1.00
15. Ratio of girls to boys in secondary education	1.33 (1997)	1.20	1.07	1.06	1.07	1.00
16. Ratio of female to male students in tertiary education	—	1.72	1.48	1.43	1.40	1.00
Target 7: Ensure gender equality in wage employment						
17. Share of women in wage employment in non-agri sector	51.1	50.4	47.5	46.5	47.8	50.0
Target 8: Increase participation of women in politics and decision-making						
18. Proportion of seats held by women in Parliament	24.9	11.8	3.9	3.9	14.7	30.0
19. Proportion of women candidates in Parliamentary election	7.7 (1992)	10.9	18.5 (2008)	18.5	32.0	30.0
MDG 4: REDUCE CHILD MORTALITY						
Target 9: Reduce by 4 times, between 1990 and 2015, the under-five mortality rate						
20. Under five mortality rate (per 1000 live births)	97.2	44.5	25.6	20.2	18.9	21.0
21. Infant mortality rate (per 1000 live births)	65.4	32.8	20.2	16.5	15.5	15.0
22. Proportion of children immunization against measles	82.3 (1991)	92.4	96.9	98.1	98.8	99.0

Goals/Targets/Indicators	Progress					Target
	1990	2000	2010	2011	2012	2015
MDG 5: IMPROVE MATERNAL HEALTH						
Target 10: Provide access to all individuals to required RHS and reduce by 4 times, between 1990 and 2015, the MMR						
23. Maternal mortality rate (per 100,000 live births)	121.6	166.3	47.4	48.7	51.5	50.0
24. Proportion of birth attended by skilled health personnel	100.0	99.6	99.8	99.8	99.7	99.0
MDG 6: COMBAT STIS/HIV/AIDS AND TB, REVERSE OTHER DISEASES						
Target 11: Limit and prevent the spread of Human Immunodeficiency Virus (HIV) by 2015						
25. HIV prevalence among pregnant mothers (percent)	—	0.005 (2005)	0.003	0.004	0.002	<0.1
26. HIV prevalence among population aged 15-24 years (percent)	—	0.0007 (2007)	0.0012	0.0005	0.0012	<0.1
Target 12: Reverse the spread of tuberculosis by 2015						
27. Prevalence of tuberculosis (per 100,000 population)	435	60	65	60	59	82
28. Incidence rate of tuberculosis (per 100,000 population)	79	125	154	143	139	100
29. Death rate associated with tuberculosis (per 100,000 population)	5	3	3	2	2	2
30. Proportion on tuberculosis cases diagnostic and treated with international standard diagnostic and treatment methods (DOTS)	31 (1994)	81	85	83	83	100
Target 13: Reverse the spread of caries among children						
31. Prevalence of caries among children of 5-6 years	—	80.1 (2004)	—	—	—	75.0
MDG 7: ENSURE ENVIRONMENTAL SUSTAINABILITY						
Target 14: Integrate the principles of sustainable development into policies, eliminate air pollution in urban areas						
32. Proportion of forest areas	—	—	8.26	8.03	8.03	9.0
33. Proportion of specially protected areas	—	13.1	14.56	16.41	27.69	30.0
34. Carbon dioxide emission per capita (ton/person)	5.3	3.5	4.4	5.7	6.6	4.0
35. Avg daily concentration of NO ₂ in the atmosphere in Ulaanbaatar (mkg/m ³)	—	—	52.0	77.7	77.2	30.0
36. Avg concentration of SO ₂ in the atmosphere in Ulaanbaatar (mkg/m ³)	—	—	55.1	76.1	61.7	20.0
Target 15: Reduce the shrinking process of rivers and streams by protecting and rehabilitating their sources						
37. Proportion of protected and rehabilitated water sources	—	—	38.7	45.3	—	80.0
38. Number of protected and rehabilitated water sources	—	—	631.0	812.0	1100.0	1000.0
Target 16: Reduce the proportion of people without sustainable access to safe drinking water and sanitation by 2015						
39. Proportion of population without access to safe drinking water sources	45.0	33.8	27.4	—	—	40.0
40. Proportion of population without access to improved sanitation facilities	77.4	77.0	76.8	—	—	60.0
Target 17: Improve the housing condition of population by 2015						
41. Propn. of population living in houses and apts. with connection to engg. service networks (electricity, water, sewage and heat)	—	22.7	21.2	—	—	30.0
MDG 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT						
Target 18: Create favourable condition for achieving MDGs through developing trade and financial system						
42. Proportion of Official Development Assistance (ODA) provided to help build trade capacity	0.0	0.0	0.0	0.0	0.1	10.0
43. Proportion of ODA to basic social services	4.4 (1991)	11.9	19.5	25.9	26.3	5.0
44. Percentage of export in Gross Domestic Product (GDP)	33.4 (1991)	54.0	54.7	62.3	50.9	70.0
45. Financial deepening: (Ratio of money supply to GDP)	44.0	21.1	55.6	57.8	54.6	65.0

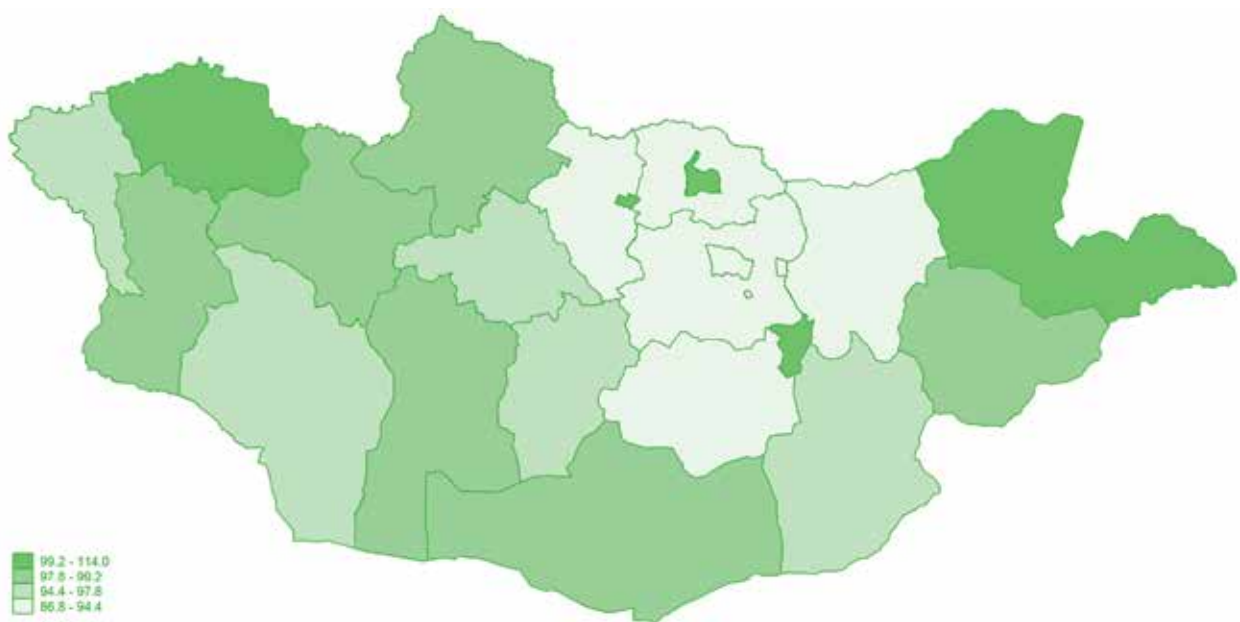
Goals/Targets/Indicators	Progress					Target
	1990	2000	2010	2011	2012	2015
Target 19: Address special needs of Mongolia as landlocked country through negotiation for favourable terms						
46. Proportion of ODA in Gross National Income	23.2 (1991)	15.9	2.7	1.4	2.0	20.0
47. Proportion of Transit freight in railway transportation	6.7	16.5	13.8	10.2	7.5	40.0
Target 20: Develop a debt strategy to ensure sustainability of external and internal debts						
48. Proportion of Government external debt in GDP	37.3 (1991)	75.1	27.5	23.9	32.0	30.0
49. Proportion of Government external debt in export	24.3 (1991)	139.1	50.2	38.4	74.8	40.0
50. Proportion of external debt in government revenue	138.0 (1991)	265.6	76.3	86.5	90.1	60.0
51. Government external debt services as a percentage of exports of goods and services	—	3.9	4.0	1.5	2.0	3.9
52. Proportion external debt services in government revenue	1.6 (1991)	7.4	6.1	3.4	2.4	7.5
Target 21: Development of new ICT and build an information society						
53. Telephone lines (per 1000 population)	31	47	52	47	53	100
54. Internet users (per 1000 population)	—	2	73	164	245	30
55. Cellular subscribers (per 1000 population)	—	31	925	1056	1207	350
MDG 9: STRENGTHEN HUMAN RIGHTS AND FOSTER DEMOCRATIC GOVERNANCE						
Target 22: Fully respect and uphold the Universal Declaration of Human Rights, ensure freedom of media						
56. Human Development Index	—	0.667	0.756	0.768	0.778	0.830
57. Expert evaluation of the conformity of Mongolian laws and regulations with the international human rights treaties and conventions (percent)	—	—	3.4 (2008)	—	3.9 (2011)	—
58. Percentage of implementation/enforcement of judicial decisions	—	56.8 (2004)	51.9	72.3	75.1	—
59. Number of attorneys that provide services to citizens who are not able to pay such service	—	507 (2004)	471	405	445	—
60. Public perception about activities of state organizations and law enforcement institutions	—	—	28.5	—	—	—
61. Number of state organizations to officially express their views in the process of developing and approving the state budget	—	70 (2008)	88.0	165.0	345.0	—
Target 23: Mainstream democratic principles and practices						
62. Public perception of activities of state organizations	—	—	—	—	—	—
63. Number of CSOs that have officially expressed their views in the process of developing and approving the state budget	—	—	1.0	1.0	1.0	—
64. Percentage of voters that have participated in nominating governors of soums and baghs	—	—	—	—	—	—
Target 24: Develop a zero tolerance environment to corruption in all spheres of society						
65. Index of Corruption	—	0.0	0.64 (2009)	0.63	0.0	—
66. Perception of corruption in political organizations, judicial and law enforcement institutions	—	0.0	4.1	4.1	3.9	—
67. Public perception of corruption in public administration and public services	—	—	—	—	—	—

ANNEX 2. MDG MAPPING: AIMAG LEVEL RESULTS

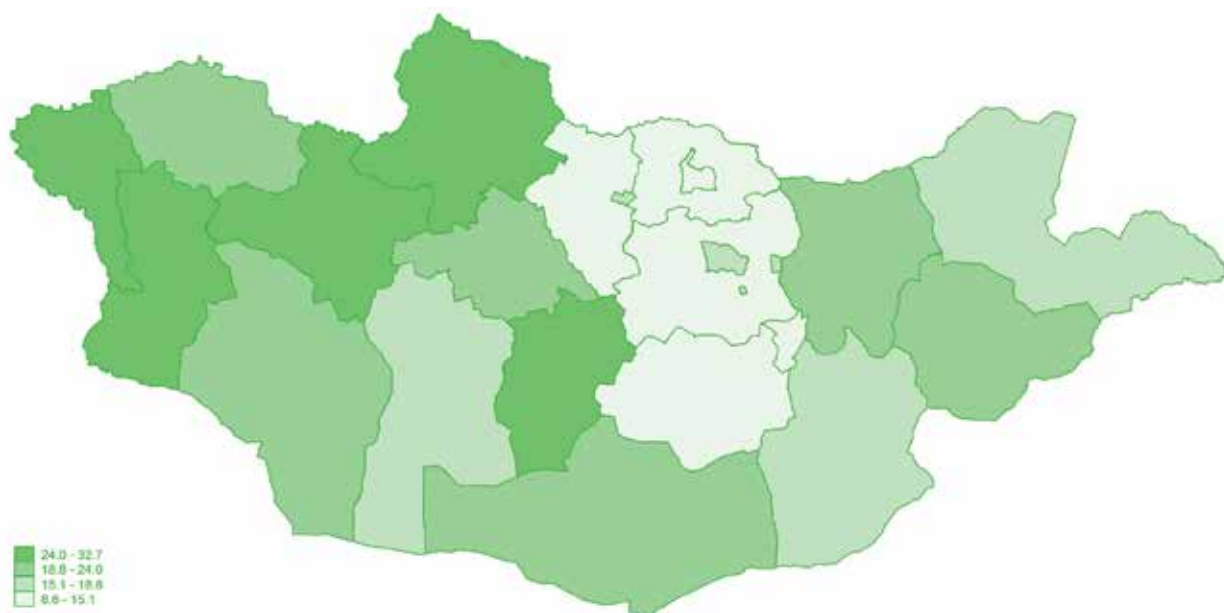
Map 1: Unemployment rate of 15-24 year-olds, 2012, (%)



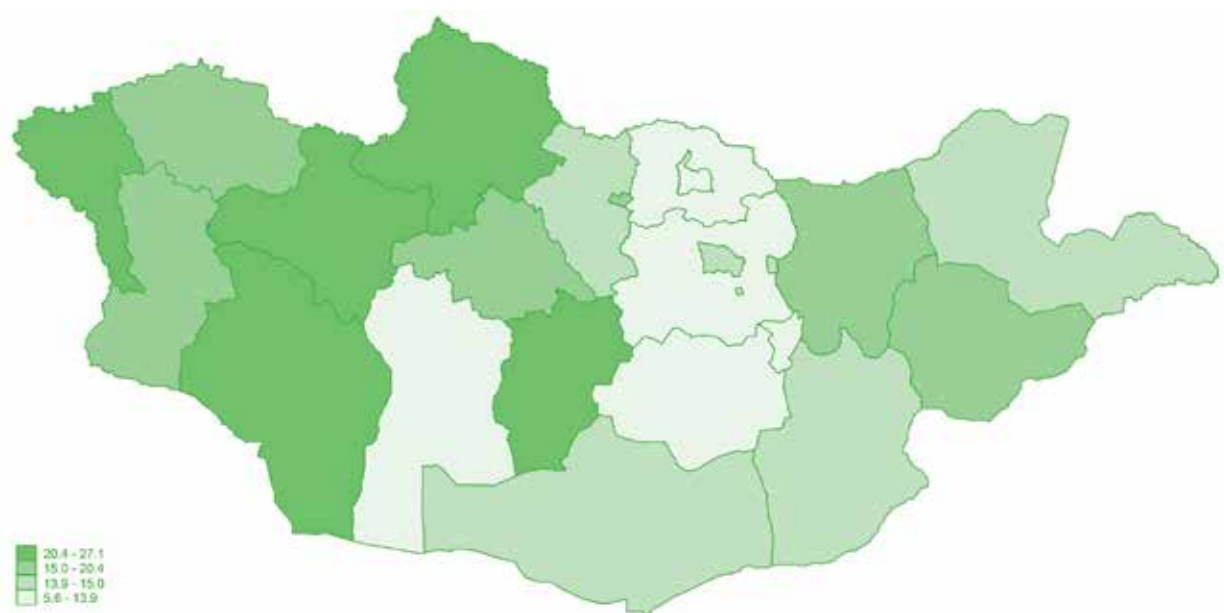
Map 2: Net enrolment ratio in primary education, 2012, (%)



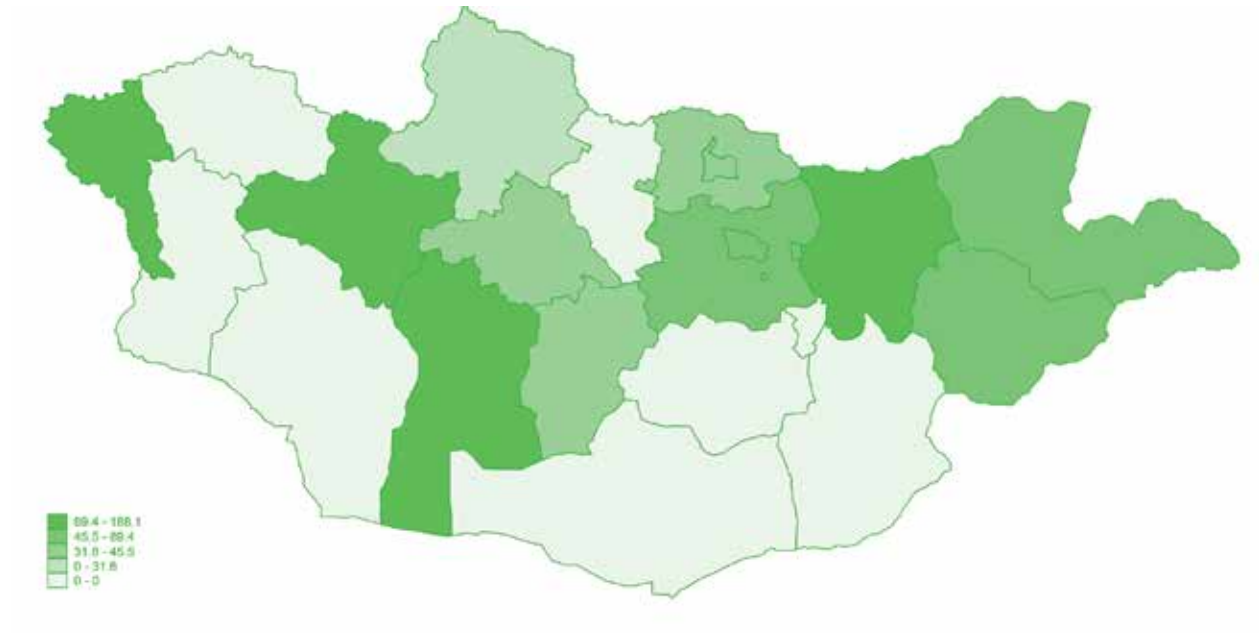
Map 3: Under-5 mortality per 1000 live births, 2012



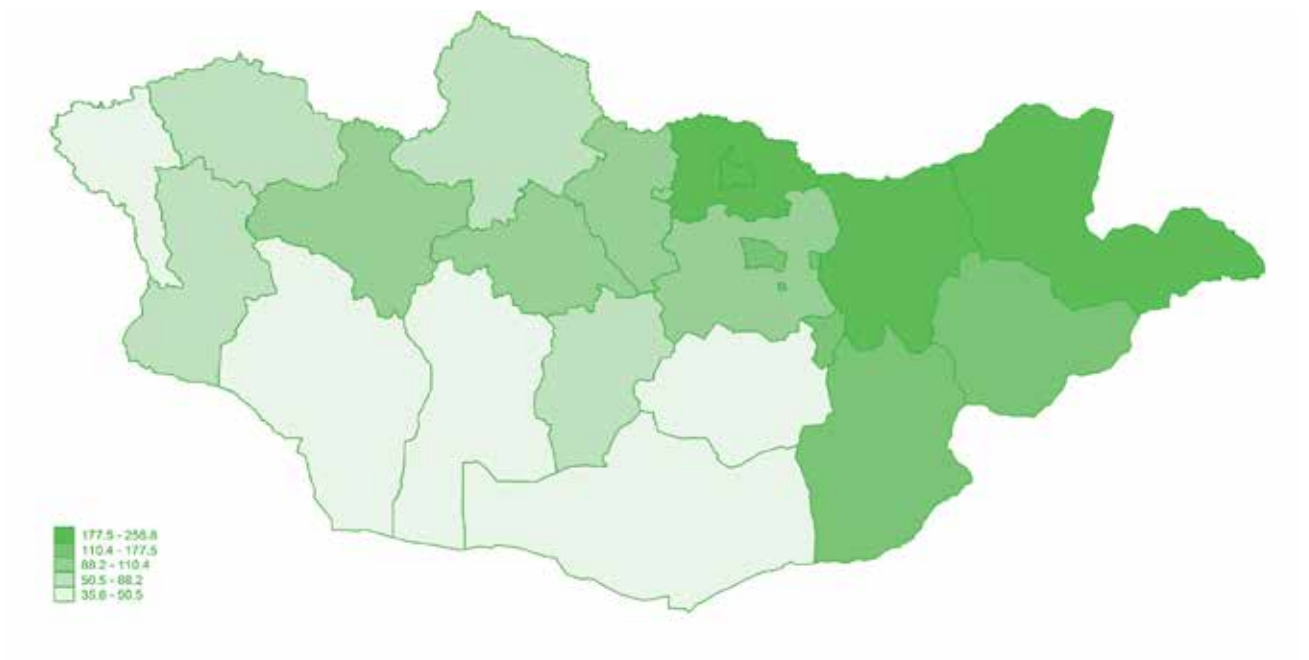
Map 4: Infant mortality rate per 1000 live births, 2012



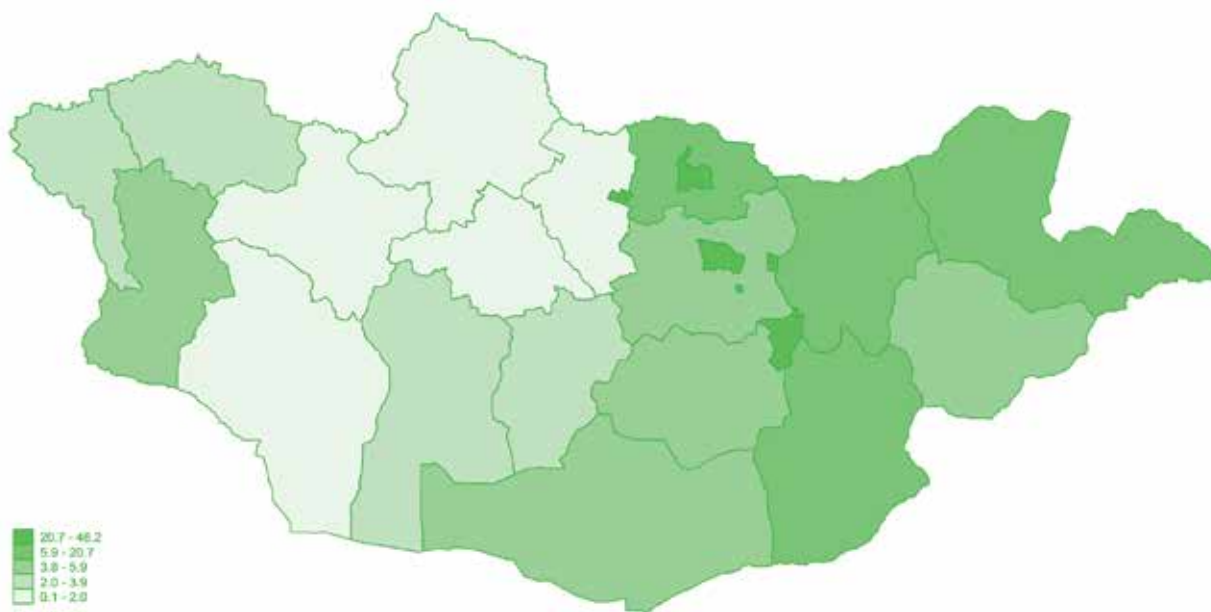
Map 5: Maternal mortality rate per 100,000 live births, 2012



Map 6: Incidence of tuberculosis per 100,000 people, 2012



Map 7: Proportion of population living in houses and apartments with connections to engineering service networks, 2010



REFERENCES

- Aimag' Millennium Development Goals Report, Ulaanbaatar, 2013.
- Batmunkh B., "Mongolian economic growth index for the public, and countries in Asia", National Statistics Magazine, Ulaanbaatar, 2013.
- "Agriculture Census 2011", NSO, Ulaanbaatar. 2013.
- "Child survival profile: Mongolia", UNICEF, WHO, Ulaanbaatar, 2009.
- "Children and Development Survey", NSO, UNICEF, Ulaanbaatar. 2010.
- Constitution of Mongolia, Parliament, 1992.
- "Course of Action to Provide Housing for Civilians" Government Resolution No. 34, Government of Mongolia, 2013.
- "Course of Action to Provide Housing for Civilians" Government Resolution No. 34, Government of Mongolia, 2013.
- "East Asia and Pacific region Child Poverty", UNICEF, Bangkok, 2011.
- "Evaluating the poverty condition using the participative survey". NSO, ADB, The World Bank, Ulaanbaatar, 2006.
- "Fourth National report Millenium Development Goals Implementation", Government of Mongolia, Ulaanbaatar, 2011.
- "Fourth National report Millenium Development Goals Implementation", Government of Mongolia, Ulaanbaatar, 2011.
- "Gender equality law" Laws of Mongolia, Parliament, 2011.
- "Global competitive capacity report 2011-2012."
- "HIV/ADIS survey-2011", Ministry of Health, Ulaanbaatar. 2012.
- "Health Sector 2004-2008", Ministry of Health, Ulaanbaatar. 2010.
- "Human Development Report-2012", UNDP, New York, 2013.
- International Fund for Agricultural Development, www.ifad.org, Rome, 2011.
- "Law on Prohibition of exploration and mining operations in the areas of water and forest reserve" Laws of Mongolia, Parliament, Ulaanbaatar, 2010.
- "Law on reducing air pollution in the Capital City" Laws of Mongolia, Parliament, 2011.
- MDG indicators database, NSO, Ulaanbaatar. 2013.
- "MDG and poverty map – 2011: Indicator of regions , aimags, soums and districts", Harold Colomb, Gereltuya Altankhuyag, Ulaanbaatar. 2012.
- "MDG indicators: "Population and Household Census in 2010", NSO,Ulaanbaatar. 2011.
- "MDG implementation progress: Ways to overcome the challenges in the financial sector", Financial Regulatory Commission, 2013.
- Meeting the criteria set by Ministry of Justice in the implementation of MDG, Ministry of Justice,Ulaanbaatar. 2013.
- "MDG criteria database", NSO, Ulaanbaatar. 2013.
- Millennium Development Goals Report, IAAC, Ulaanbaatar, 2013.
- Millennium Development Goals implementation report, National Gender Committee, Ulaanbaatar, 2013.
- Millennium Development Goals implementation report, Ministry of Road and Transportation, Ulaanbaatar, 2013.
- Millennium Development Goals Implementation report, ICTPA, Ulaanbaatar, 2013.
- "Millennium Development Goals based Comprehensive National Development Strategy" Parliament, 2008.
- "Millennium Development Goals" Government Resolution No 13, Parliament, 2008.
- "Mongolian Science Academy, Philosophy, Sociology and rights institute, Millenium Development 9th Goal Criteria and Indicators: Methodology, Background information", UNDP, Ulaanbaatar, 2008.
- "Mongolian Government Action Plan 2012-2016", Government of Mongolia, 2012.
- "Mongolia National Action Plan on Climate Change,

Government Resolution No. 02, Parliament, 2012.

National Population and Household Census 2010: Survey named "Some MDG indicators", NSO, Ulaanbaatar. 2011.

Parliament, "Laws on election," Mongolian Laws, 2011.

Progress Report on Implementation of Millennium Development Goals, Ministry of Finance, Ulaanbaatar. 2013.

"Punishment against children's body and conscience: Children's perspective", Gender Center for Sustainable Development, Ulaanbaatar, 2009.

Public Opinion, Transparency International, 2010.

Progress Report on Implementation of Millennium Development Goals, Ministry of Labor, Ulaanbaatar. 2013.

Progress Report on Implementation of Millennium Development Goals, NHRC, Ulaanbaatar. 2013.

Progress Report on Implementation of Millennium Development Goals, Ministry of Population Development and Social Welfare, Ulaanbaatar. 2013.

"Reason of maternal mortality?", Mother and Children's Hospital and Research Institute, ADB, Ulaanbaatar, 2006.

Report on the Implementation of Millennium Development Goals, Ministry of Industry and Agriculture, Ulaanbaatar. 2013.

Results from the Qualitative sample survey conducted in aimags of the Khangai region, Ulaanbaatar. 2013.

Report on meeting the targets set on trade in achieving the MDGs, Ministry of Economic Development, Ulaanbaatar. 2013.

Report on the Implementation of Millennium Development Goals, Ministry of Health, Ulaanbaatar. 2013.

"Results from Democratic governance survey," NSO, Ulaanbaatar. 2009-2012

"Reproductive Health Survey", NSO, UNFPA, Ulaanbaatar. 2008.

"Results from Household socio-economic survey",

NSO, Ulaanbaatar. 2011.

Report on the Implementation of Millennium Development Goals, Ministry of Population Development and Social Welfare, Ulaanbaatar. 2013.

"Summary on the MDG achievement progress", Khashchuluun. Ch., Munkhtseren. Sh., Ulaanbaatar. 2013.

"Special Rapporteur on extreme poverty and human rights", Magdalena Sepulveda Carmona, Ulaanbaatar, 2012.

Statistical Bulletin of Mongolia, NSO, Ulaanbaatar. 2000, 2005, 2012.

The Millennium Development Goal Implementation report, Ministry of Nature, Environment and Green Development, Ulaanbaatar, 2013.

The Millennium Development Goal Implementation report, Ministry of Construction and Urban Development, Ulaanbaatar, 2013.

The report on monitoring during the implementation stages of the Millennium Development Goal, Ministry of Education and Science, Ulaanbaatar, 2013.

"The causes of and the ways to reduce Maternal Mortality", UNFPA, Ministry of Health, MCHSC, Ulaanbaatar, 2000.

"The new infrastructure" Medium-term action plan, Resolution N36, Parliament, 2010.

The 12th report on the Human Rights and Freedoms in Mongolia, NHRC, 2013.

"The evaluation on current status and needs of the obstetrician emergency", Ministry of Health, UNICEF, NDFPA, WHO, Obstetrician doctors association of Mongolia, Butain Orgil NGO, Ulaanbaatar. 2009.

