

**An Assessment of  
the Family Empowerment Strategy of  
the Convergent Basic Social Services Programme of  
UNICEF Mongolia**



**Bal Gopal Baidya  
Consultant**

**July 2004**

## ACKNOWLEDGEMENTS

The assessment of the Family Empowerment Strategy of the Convergent Basic Social Services Programme of UNICEF Mongolia was an interesting and challenging task. This would not have been possible without the help and cooperation of many people.

First of all I would like to thank Mr. Richard Prado, Representative, for not only entrusting this task to me but also familiarizing the context of the programme and guidance. I would also like to thank Dr. Yameen Mazumder, Programme Officer and Mr. Yun Jong Kang, Project Officer of Convergent Basic Social Services Programme for their support and understanding throughout the period of this consultancy. I am also grateful to Mr. Henry Briones, the CBSS Consultant who was instrumental in familiarizing me with all aspects of CBSS/FES. My acknowledgements are also due to Ms. Kasumi Ozawa and Ms. Nergui Gungaachoimbol, members of CBSS team, for all their support. I am also grateful to all UNICEF programme as well operations staff for their time and support whenever it was needed.

The insights provided by the Mongolian counterparts of the CBSS programme at the national, aimag/district and soum/khoroo levels were the most essential input in this task. I am particularly grateful to Madame M. Togtokhnyam, Secretary of the National Council for Children and Chairperson of the Government Executive National Agency, for her interest as well as the time she took to provide me the perspective of the National Board for Children (NBC), the government counterpart agency for CBSS programme. I would also like to thank Ms. Ya. Baigalmaa, Officer of the NBC for accompanying me during my field trip and facilitating my field work. My thanks are also due to all CBSS counterparts at the national level sharing with me their time and views on CBSS/FES.

I am also grateful to Mr. J. Batsuuri, Governor of Dornogobi aimag and Mr. B. Davaadorj, Vice Governor of Khentii aimag for generously sharing their time with me and introducing me to their aimags. I would also like to thank Mr. Ya. Gombojav, Governor of Khoroo 10 of Bayangol district, Mr. N. Gombosuren, Governor of Khoroo 9 of Bayangol district, Ms. Gipelmaa, Governor of the Erdene soum, Mr. Ts. Jamsranjav, Governor of Dadal soum and Ms. Ya. Dulamhand, Governor of Tsagaan Ovoo soum for taking time from their busy schedule to show me the CIPs being carried out in their soums/khoroos. Although Burd soum is not a CBSS programme soum, Ms. B. Gachmaa, the Governor, was generous enough to brief me about workings of her soum even on a Naadam day of the soum.

A number of other aimag/district and soum/khoroo officials also shared time with me to brief me on their activities and answer my questions. I am grateful to all of them.

During my field visit I had the privilege of interacting with many Mongolian families. I thank them not only for their time and views about the projects but also for their hospitality.

Last but not the least I would like to thank Ms. D. Odon without her patient interpretation I would have gotten nowhere.

*Bal Gopal Baidya  
Consultant  
19 July 2004*

## TABLE OF CONTENTS

	<u>Page</u>
ACKNOWLEDGEMENTS	i
TABLE OF CONTENTS	ii
ABBREVIATIONS	iii
1.0 INTRODUCTION AND OBJECTIVES OF THE ASSESSMENT	1
1.1 Mongolian Context	1
1.2 Master Plan of Operations	2
1.3 Convergent Basic Social Services Programme	3
1.4 Rationale and Objectives of the Assessment	4
2.0 PROCESS OF ASSESSMENT	4
3.0 FINDINGS OF THE ASSESSMENT	5
3.1 The Family Empowerment Strategy (FES)	5
3.1.1 FES as a Concept	6
3.1.2 The FES Design, Training Modules and Training Materials	6
3.1.3 Responsiveness of the Community Initiated Projects (CIPs)	7
3.1.4 Access of Poor, Disadvantaged and Vulnerable Groups to CIP Benefits	7
3.1.5 FES in Creating Awareness and Developing Interests Among Parents and Caregivers	8
3.1.6 FES in Creating Effective Demand for Basic Social Services	8
3.1.7 Improving Access to Basic Social Services	8
3.1.8 Increased Utilization of Basic Social Services	9
3.1.9 FES in Influencing Behaviors of Service Providers	10
3.1.10 Participation of Parents and Caregivers in Early Childhood Development	10
3.1.11 Coverage of Basic Social Services	11
3.1.12 Monitoring and Evaluation	11
3.2 Internalization of FES	13
3.2.1 The Government of Mongolia	13
3.2.2 The Development Partners	14
3.2.3 UNICEF Mongolia	15
3.3 Existing Capacity and Capacity Building Efforts	15
3.3.1 Existing Capacity	15
3.3.2 Capacity Building Efforts of the CBSS Programme	16
3.4 Institutional Framework and Sustainability	17
3.5 Some Other Observations on CBSS/FES	19
3.5.1 Participation of Families, Local Leaders and Officials in Planning Process	19
3.5.2 Allocation of Funds for CIPs	19
3.5.3 Mobilization of Additional Resources for Children	20
3.5.4 Financial and Material Support of UNICEF to CIPs	20
4.0 CONCLUSIONS	21
5.0 RECOMMENDATIONS	24
REFERENCES	28
ANNEXES	
ANNEX I Terms of Reference	29
ANNEX II Itinerary of Dr. Bal Gopal Baidya, Consultant for Assessment of CBSS/FES	33
ANNEX III List of People Consulted/ Interviewed	37
ANNEX IV List of UNICEF Documents/ Reports Reviewed	42

## ABBREVIATIONS

ADB	Asian Development Bank
APO	Assistant Project Officer
CBMIS	Community Based Monitoring and Information System
CBSS	Convergent Basic Social Services
CFS	Child Friendly Schools
CIPs	Community Initiated Projects
EGSPRS	Economic Growth Support and Poverty Reduction Strategy
FES	Family Empowerment Strategy
HDI	Human Development Index
IECD	Integrated Early Childhood Development
INGO	International Non-Governmental Organizations
MOH	Ministry of Health
MOU	Memorandum of Understanding
MPO	Master Plan of Operations
NBC	National Board for Children
NCC	National Council for Children
NPA	National Programme of Action for the Development and Protection of Children
PPA	Project Plan of Actions
PPO	Programme Plan of Operations
TOR	Terms of Reference
UNICEF	United Nations Children's Fund
WB	World Bank
WG	Working Group
WVI	World Vision International

## **1.0 INTRODUCTION AND OBJECTIVES OF THE ASSESSMENT**

### **1.1 Mongolian Context**

Mongolia is a developing country with a per capita income of just US\$ 440 in 2002 (World Bank, 2004). However, in terms of social indicators Mongolia ranks high among the developing countries. Some of Mongolia's social indicators (e.g., literacy rate, school enrollment, immunization of children, child delivery in health facilities, etc.) are even comparable to developed countries' indicators. Mongolia can be truly proud of these achievements.

The high ranking of Mongolia among developing countries in terms of social indicators is a legacy of the socialist era in Mongolia which ended in 1990. In 1990 Mongolia made a transition from communist rule to a multi-party democratic political system. Along with the political change Mongolia made a transition from a centrally planned economic system to a market led open economy. The initial years (early 1990s) of this transition period were traumatic for the people of Mongolia as the economy collapsed resulting in negative growth rates of GDP (economy contracted by 23% between 1990 and 1993), high inflation (peaked at 326% in 1992) and significant increase in unemployment rate (peaking at 7.6% in 1997) as many state run enterprises closed down (Human Development Report Mongolia, 2003 and EGSPRS, 2003). As a result, poverty situation worsened. The Living Standard Measurement Survey, 1998 reported a poverty incidence of 36.3 percent in 1995 and 35.6 percent in 1998, i.e., more than one-third of the families lived in poverty. The collapse of the political system and the resulting downturn in the economy also had its adverse impact on children and social services in general. Mongolia experienced worsening of situation in terms of several social indicators. The overall deterioration in quality of life in Mongolia during that period was reflected by rising poverty and various components of human development index and the overall index itself. In the initial years of transition, the overall human development index (HDI) declined and it was not until 1999 that the HDI of Mongolia exceeded the 1990 level (Table 1).

Although the political and economic transition was more or less complete by the end of 1990s, Mongolian children still faced several challenges in terms nutritional status, mortality rates, increased drop-out rates, and increased number of children in difficult circumstances (street children, child prostitution, increased juvenile crimes, etc.).

**Table 1: Human Development Index for Mongolia for Various Years**

Years	Life expectancy at birth (years)	Adult literacy rate (%15+years)	Combined primary, secondary and tertiary gross enrollment rate (%)	GDP capita per (PPP, US\$)	Human Development Index
1990	63.7	96.5	60.4	1640	0.652
1992	62.8	97.7	54.3	1266	0.626
1995	63.8	98.9	57.0	1267	0.635
1998	65.1	96.5	62.0	1356	0.651
1999	63.2	97.8	66.0	1707	0.661
2000	63.2	97.8	69.6	1838	0.669
2001	63.4	97.8	69.6	1968	0.674
2002	63.5	97.8	69.7	2125	0.679

Source: Government of Mongolia and United Nations Development Programme.2003. *Human Development Report Mongolia 2003*. Ulaanbaatar.

It was in this context that the current “Mongolia-UNICEF Programme of Cooperation for the Survival, Protection and Development of Children and Women Covering the Period of 2002-2006” was developed.

## 1.2 The Master Plan of Operations

The Master Plan of Operations (MPO) of the current Mongolia -UNICEF cooperation programmes aims at the following:

- halting and reversing the trend of declining or stagnating health, nutrition and education indicators;
- contributing to increased government and civil society investment in children;
- protecting children living below the poverty line and exposed to multiple vulnerabilities; and
- supporting relief efforts in order to mitigate the adverse effects of the recurring natural disaster emergencies on children.

Based on the lessons learned from the past cooperation, current MPO includes the Convergent Basic Social Services (CBSS) Programme as one of the programmes to promote convergent bottom up planning and actions to achieve family based and community defined goals for growth and development of children.

CBSS is an area-based programme which seeks to strengthen the bottom-up planning. However, the strategy for its implementation was not fully elaborated in the MPO as well as PPO. Also the interplay and relationship of CBSS with other national programmes were also not described in the MPO. The CBSS appears almost as if it is a stand alone programme in the MPO – just like any other sectoral programme.

### **1.3 The Convergent Basic Social Services Programme**

The main focus of CBSS is on promotion of community based actions for growth and development of children. The focus is on the county (soum/khoroo) level. For this MPO envisages capacity building at the county level as well as at the provincial level (aimag/ district). This is because counties are directly under provinces and provinces approve county plans, oversee their implementation and provide technical support. Initially the CBSS programme was to be implemented in selected counties of five provinces. UNICEF had supported implementation of community level projects during preceding MPO period also. But they did not require mobilization and organization of the families and communities at a large scale. UNICEF support then focused mainly on the provision of supply requirements rather than on institutionalizing a bottom-up participatory planning system at the local level.

Institutionalization of a bottom-up participatory planning is a very challenging task, especially in Mongolia with a past of central command system of planning. The vast size of the country, a widely scattered population and lack of physical infrastructure adds to the challenge. There is also no specific government agency to provide leadership for such a decentralized planning process. In many country a Ministry of Local Government exists which is not the case in Mongolia.

Although CBSS programme is sub-national in scope at present, it has been considered as a flagship programme of UNICEF Mongolia. A concept of family empowerment strategy (FES) was developed in July-August 2002 as the implementation strategy for CBSS programme. As specified in the current MPO, piloting of CBSS/FES was initiated in 2003 in five of Mongolia's 21 aimags (provinces) and two districts of Ulaanbaatar, the capital city. At present CBSS/FES is being piloted in two soums (counties) of each selected aimags and two khoros (sub-district unit) of two Ulaanbaatar districts. Altogether, CBSS programme covers a population of 59,511 (2003) in an area of 67,040 sq.km. This represents CBSS/FES coverage of 2.47 percent of total population and 4.46 percent of total land area of Mongolia.

Except for Bayangol and Baganuur districts of Ulaanbaatar, all other CBSS sites are at fairly remote locations which require a travel time (by jeep) of two days or more just to get there from Ulaanbaatar. The most remote CBSS sites are located in Uvs aimag which requires about five days drive to get there. Typical of Mongolia, the population density in all CBSS pilot sites is very low and the population is widely scattered within the soums. Lack of roads and scattered population make access to services extremely difficult, especially in the harsh winter months of Mongolia when average temperature drops down to -30° C and it could go as far below as -40°C.

## **1.4 Rationale and Objectives of the Assessment**

The Government of Mongolia plans to expand the CBSS/FES to all other aimags of the country and has requested UNICEF to provide support for this planned expansion. In view of the request for expansion and up-coming Mid-Term Review of the Country Programme in September 2004, UNICEF planned this consultancy for an overall assessment of the CBSS/FES. The specific outputs expected from this consultancy are as follows:

- an assessment of the family empowerment strategy in terms of its effectiveness in creation of demand for, improving access to, and increasing utilization of basic social services critical to child growth and development among the disadvantaged and vulnerable groups;
- an assessment of FES in terms of its contribution to policy and programme development;
- an assessment of capacity building at national and sub-national level;
- an assessment of institutional framework for CBSS/FES and sustainability of FES; and
- an assessment of partnership with other developmental partners of Mongolia for CBSS/FES.

The Terms of Reference (TOR) for this consultancy is included as Annex I and provides the details of specific outputs expected from this consultancy.

## **2.0 PROCESS OF ASSESSMENT**

The TOR envisaged one month time period for this study, of which 13 days were for review of reports and consultation with national counterparts and other stakeholders at the national level, 6 days was for field visits to observe FES implementation at the aimag and soum levels, and the rest (12 days) was for preparation of the report. Upon consultation with UNICEF it was decided that a more meaningful way to conduct this assessment would be to observe as much as possible actual implementation at the community level. Accordingly, the consultancy period was extended by about a week to allow for more field visits.

The consultancy started on 14 June 2004 and was completed on 20 July 2004. Fourteen days out of this consultancy period was devoted to field visits to aimags/districts and soums/ khoroos to talk to the stakeholders at the grassroot level and to observe CBSS/FES activities at the communities. Although field visits were mostly to programme aimags and soums, the consultant also visited a non-programme soum (Burd) in Uvurkhangai aimag, a non-programme aimag. The consultant also visited Shuvuu area of Khan-Uul district of Ulaanbaatar city where family empowerment activities were being carried out under The Catholic Church Mission



(Vatican) supported project with the technical assistance of UNICEF. The soums/khoroos visited were as follows:

- Khoroos 9 and 10 of Bayangol district of Ulaanbaatar city;
- Erdene soum of Dornogobi aimag;
- Dadal soum of Khentii aimag;
- Tsagaan Ovoo soum of Dornod aimag;
- Khoroos 3 and 4 of Bagatur district of Ulaanbaatar city;
- Burd soum of Uvurkhangai aimag (a non-programme soum and aimag)
- Shuvuu area of Khan-Uul district of Ulaanbaatar city where The Catholic Church Mission (Vatican) is following FES approach for its community development activities.

A detailed itinerary of the consultant is given in Annex II.

In the course of this assessment the consultant traveled nearly 4,500 km and visited three of the five programme aimags and both programme districts of Ulaanbaatar city. Altogether three of the ten programme soums and all four urban programme khoroos were visited. In the course of this consultancy consultations/interviews were carried out with a total of 102 persons which included national counterparts, aimag/soum level officials, service providers, parents and caregivers, UNICEF staff members and donor agency officials. List of persons consulted/interviewed is provided in Annex III. Similarly, the documents related to CBSS programme which were reviewed are listed in Annex IV. Other documents which were consulted in the course of this study for an understanding of the Mongolian context are included in the list of references.

The period of this study coincided with the time of the parliamentary election. Moreover, this assessment was carried out during summer which is the period when Mongolia officials generally go on their annual vacation. These two factors affected availability of concerned officials to some extent. Nonetheless, the consultant was able to conduct interviews/ consultations with a wide cross-section of stakeholders as would be apparent from the list of persons consulted/interviewed (Annex III).

Implementation period of CBSS/FES has been relatively short. For this reason this assessment focuses more on process rather than impact in statistical terms. However, some statistics which were readily available and family perceptions have been used.

### **3.0 FINDINGS OF THE ASSESSMENT**

#### **3.1 The Family Empowerment Strategy (FES)**

Since CBSS uses FES to achieve convergent and participatory planning and actions for growth and development of children, this assessment is basically an assessment of FES. Success of CBSS in achieving its goals will depend on the soundness of FES

concept, design (various steps) and its actual implementation. Assessment of these aspects of FES is discussed below.

### **3.1.1 FES as a Concept**

FES focuses on building the capacity of the family through experiential learning process. The strategy expects that empowerment would lead to an effective demand for and utilization of basic social services necessary for growth and development of children. This is inherently a very sound concept. However, it assumes that the services are available for utilization or that families/communities are in a position to take actions to make services available. The family education and assessment as well as the analysis and planning generally did lead to identification of community initiated projects or actions (CIPs) to address to the local problems and improve access. However, in several instances it was observed that services were not available (vitamin supplements, absence of fieldshers) at the designated service facilities or that action required was so expensive that it could not be addressed at the local level (digging and operating deep tube-wells for drinking water) and the national level response was not forthcoming due to various constraints, especially financial. Thus there have been instances where empowerment has not necessarily led to improved coverage of services. The services were simply not available. This leads to disappointments and may eventually could even dampen the motivation of families to participate in planning.

### **3.1.2 The FES Design, Training Modules and Training Materials**

A lot of effort has gone into the designing of FES implementation steps and development of training modules and materials. There is a detailed step-by-step guidelines for FES implementation. It is very methodical and provides very detailed guidelines for the local facilitators of FES. Training/education materials for family empowerment have been well developed and based on sound principles of adult learning (visualized tool “Making-My-Ger-Blue”). The FES process, however, requires considerable amount of time and preparatory work on the part of facilitators as well as participants. Quite often this may not be feasible given the various demands on the time of service providers and families. In fact, several local level service providers said that FES is a very thorough and appropriate planning process but requires quite a bit of time. This raises the doubt as to how methodical the process will remain in the absence of external technical assistance and resources.

This consultant had the opportunity to observe a second family assessment exercise during the field visit. Contrary to prescribed process the assessment exercise had been hastily called and appeared perfunctory. The attendance of families was also quite low. Although this could partly be explained by the engagement of many local officials in the parliamentary election, it would definitely help if the time required for the consultation process could be shortened.

FES training materials were well appreciated by users. But it was pointed out that some materials needed to implement CIPs identified through FES was not available. For instance, the manuals for mobile teachers who conduct ger-kindergarten and related manuals for parents and volunteers were still not available. The teachers were using some draft materials which education methodologists at the local level pointed out were not very satisfactory. Although these materials are not FES training materials per se lack of these manual were constraints in proper implementation of a CIPs identified through FES process.

### **3.1.3 Responsiveness of the Community Initiated Projects (CIPs)**

The final outcome of community based participatory planning process of FES is a set of CIPs for each pilot soum which are endorsed by the Citizen's Khural of the soum as well as aimag levels. Examples of CIPs include:

- mobile ger-kindergarten;
- family based growth monitoring;
- non-formal program for school drop-outs;
- sanitary latrines;
- water testing;
- home gardening.

Since these projects were the result of participatory and a very rigorous and systematic analytical process, they are indeed responsive to the priority problems of the soum. As the CIPs are selected at the soum level based on overall prioritization of the identified problems of the soum, some clusters/baghs felt that not all of the CIPs they had identified were included. This kind of situation is to be expected since not all of the local needs can be included in the soum level planning in view of financial and human resource constraints faced by the soum.

### **3.1.4 Access of Poor, Disadvantaged and Vulnerable Groups to CIP Benefits**

In general, the soums/khoroos selected for piloting of CBSS/FES are rural areas where herders are living or urban areas which are inhabited mostly by recent migrants who came to city due to dzud or simply to improve their lives. Children of both herders and these poor urban migrants are the most disadvantaged and vulnerable groups. As such, the CBSS/FES activities are indeed reaching the disadvantaged and vulnerable groups. However, the nature of specific CIP does influence its ability to reach the poor. For instance CIPs on ger-kindergarten, water kiosks and family based growth monitoring has been able to include disadvantaged and vulnerable groups too. But CIP such as sanitary latrines and home gardening has not benefited many as these activities are

relatively expensive. Nonetheless, many families have improved their latrines on the basis of the model latrines.

### **3.1.5 FES in Creating Awareness and Developing Interests Among Parents and Caregivers**

The most relevant outcome of FES has been the creation of awareness among parents and caregivers on child growth and development issues. This has been the result of the experiential learning and assessment process of the FES. All parents and caregivers interviewed in the course of this assessment appreciated the family education and assessment process. According to them this process had really helped them understand the importance of various services and consequences of not availing these services on their children and women. The service providers at the community levels reported that families are now coming to them seeking their services rather than they (service providers) seeking them to provide services.

### **3.1.6 FES in Creating Effective Demand for Basic Social Services**

Since awareness of parents and caregivers are now much higher because of family education and assessment, the effective demand for basic social services has increased according to the service providers. Service providers met in all soums/khoroos were virtually unanimous in indicating increased demand for their service as a result of FES. In a way, this has made their job easier too. They do not have to spend much time looking for those whom the services are to be provided. “The parents now come looking for us” as the doctor of Bayangol family clinic put it. The mobilization of volunteers who visit families was also pointed as one of the reasons for increasing effective demand for services such as regular growth monitoring and immunization of children, ante natal and post natal services for women, and pre-school education of children. Increased utilization of services is also an indication of increased effective demand (see 3.1.8).

### **3.1.7 Improving Access to Basic Social Services**

The access to basic social services such as pre-school education for children, regular growth monitoring, and care of pregnant women have significantly improved due to innovative methods used by CBSS/FES. The use of mobile teachers to run ger-kindergartens and mobilization of volunteers to help parents and teachers in pre-school education of children has positively increased the access of rural children to pre-school education. Similarly, mobilization of volunteers has also helped more regular growth monitoring of children. People have also learnt from the model sanitary latrines and have constructed their own. As a result, more families now have access to latrines. Water kiosks and family education has also improved access of families to safe drinking water. Although access has increased than before, it is not still universal for all types of services.

Although mobilization of volunteers has definitely improved access to basic social services at present, there are several issues with respect to the volunteers. First of all, the issue of financial incentive for volunteers has arisen. Some soums have provided financial incentive whereas others have not. There is also the issue of inadequacy of incentive where they have been provided with incentives. Marriages and pregnancies of women volunteers were also reported to disrupt the services of volunteers. The aimag and soum officials also raised the issue of differential quality of volunteers. Some volunteers were reported to be very sincere and dedicated whereas others were not. This affected the access and quality of services they were providing.

### **3.1.8 Increased Utilization of Basic Social Services**

Statistical information on current utilization of basic social services is not available for all programme soums. However, the information obtained from the service providers during field visits and family assessment information from Erdene soum and Uvs aimag available at UNICEF did indicate increased utilization of services. All soum hospitals visited reported increased utilization of out-patient hospital services in 2003 compared to 2001 (Table 2). Number of out-patients can increase for various reasons. It might be due to population increase or a disease outbreak or change in the service utilization practices of the families or some combinations of these factors.

Since the increases in service utilization are much higher than what would be expected due to population growth and there have been no known outbreaks of diseases, this increase is probably due to changed practices of the families brought about by FES. Indeed, several doctors met during field visit pointed out that out-patient number in the hospital had increased because families were much more conscious. They brought patients quite early to the hospital instead of waiting till the problem was more serious. This, according to these doctors, has actually resulted in fewer in-patients in the hospitals. This phenomenon is something which may need further rigorous verification. If this phenomenon of increased out-patients and reduced number of in-patients can be established more definitively, this could have a far reaching implication on the future strategy for health service delivery. This would mean potential for significant cost saving to the Mongolian economy. Therefore, this phenomenon deserves much more rigorous and closer examination.

**Table 2: Number of Out- Patients in Some Programme Soum/Khoroo Hospitals/Clinics**

Type	Location	Number of patients		Increase %
		2001	2003	
Family clinic	Bayangol Khoroo No.9	13,779	22,453	63.0
Family clinic	Bayangol Khoroo No.10	8,900	29,000	225.8
Soum hospital	Erdene soum, Dornogobi	9,875	11,390	15.3
Soum hospital	Dadal soum, Khentii	3,004 (2002)	5,039	67.7

Source: Hospital Records.

The results of second family assessment of Erdene soum of Dornogobi aimag and programme soums of Uvs aimag showed a very noticeable improvement in the status of indicators (as perceived by families) compared to the first assessment (Table 3). The service providers interviewed during field visit also reported significant improvements in basic social service indicators in the CBSS/FES soums.

The number of families in the second assessment in Erdene soum as well as Uvs aimag was higher than in the first assessment. Improvements in the situation of virtually all problems were observed in Erdene soum as well as Uvs aimag (Table 3). Although, information was not available for other CBSS/FES areas, the consistence of the results from Erdene soum and Uvs aimag provide a very strong basis for inferring implementation of FES has indeed increased utilization of basic social services.

### **3.1.9 FES in Influencing Behaviors of Service Providers**

The service providers of Mongolian basic social services system were used to the top down planning process of the command system. It was also a basically supply led service system which is quite an expensive system modeled after the Soviet System and made possible only through substantial amount of financial assistance from the previous Soviet Union. The service providers of this system paid little attention to the importance of the parents and caregivers. They also saw virtually no role of parents and caregivers in planning activities for growth and development of children. All service providers interviewed in the course of this consultancy appreciated the changes FES brought about in them in terms of importance of participatory process of planning. They also appreciated the importance of involving parents and caregivers in planning activities to improve their child's life.

The service providers also pointed out that they previously approached children's problem from the point of view of only their own sector. They reported that FES had made them realize the complex issue of child's growth and development and now they appreciated the importance of other sector's role and as such, the need for convergence of basic social services. The service providers also pointed out that this realization and coordination between service providers of various sectors is better at the soum level than at the aimag and national level.

### **3.1.10 Participation of Parents and Caregivers in Early Childhood Development**

As a result of CBSS/FES, participation of parents and caregivers in the programme areas in the early childhood development activities is much greater than before. This is because of their greater awareness due to family education and assessment as well as the behavioral change brought about by FES among the service providers. The service providers are also more aware of the importance of parents' and caregivers' participation in the early childhood development activities. Parents are now very active in activities such as regular growth monitoring of children, vitamin

supplementation for children and women (ante-natal and post- partum periods), and pre-school activities such as ger-kindergarten. In Dadal soum, it was reported that parents on their own organized transportation for the mobile teachers to enable her to organize ger-kindergarten in their locality.

### **3.1.11 Coverage of Basic Social Services**

Although specific statistics on coverage of basic social services is not readily available for the programme soums and khoros it was evident from the reporting of service providers interviewed and family perceived statistical evidence available from Erdene and programme soums of Uvs (Table 3) that there has been significant improvement in the coverage of basic social services after introduction of FES. Since the programme has focused on soums and khoros where disadvantaged groups are living, it is clear that increased coverage of basic social services in these areas does imply increased coverage of children from disadvantaged groups. It must, however, be pointed out that currently CBSS/FES covers only a small percentage of population (2.47% of the total population of Mongolia). Therefore, the impact of improvements in CBSS areas would have very little impact on the overall situation of disadvantaged people of the country. *(See Table 3: Change in the Status of Problems Between First and Second Family Assessment on page 15)*

### **3.1.12 Monitoring and Evaluation**

The Mongolian social services system has traditionally maintained an elaborate monitoring system. The system can provide status of service coverage statistics. However, this was available to the service providers only and was not shared with the parents and caregivers.

The Community Based Monitoring and Information System (CBMIS) is being developed to address this lacunae. CBMIS field guide for child development workers and local political leaders was at the final stage of preparation at the time of this study.

Even now the results of the programme efforts were not only monitored at the soum and aimag levels but also at the community and family level. The families are now empowered to do so and have a simple tool (Making-My-Ger-Blue) to do this monitoring. Moreover, the family assessments also provide the opportunity for monitoring situation at the community and family levels. The introduction of master sheets at the bagh level was also helping in monitoring. It was, however, observed that the family assessments have not been completed in all places due to various constraints including recent national elections. Moreover, an observation of second family assessment indicated that the assessments were being conducted not as systematically as it was supposed to be.

**Table 3: Change in the Status of Problems Between First and Second Family Assessment**

No	Problems	Erdene Soum		Uvs Aimag	
		First assess't	Second assess't	First assess't	Second assess't
1	Pregnant women not attending antenatal care	0/15	0/21	3/25	0/21
2	Pregnant woman not gaining weight	0/15	0/21	3/23	0/21
3	Pregnant women not taking iron supplement	0/15	0/21	8/26	2/21
4	Pregnant women having heavy work load	0/15	0/21	8/25	3/21
5	Pregnant women not decided to go to rest house & deliver in hospital	0/15	0/21	0/26	0/21
6	a) Post partum women not visited at home	2/13	0/11	0/16	0/10
	b) Post partum women not taking vit. A & iron	2/13	0/14	0/16	0/10
7	Married couple of reproductive age not practicing birth spacing	42/381	2/446	40/268	5/533
8	Women of reproductive age not registered in place of residence	15/381	0/446	6/409	2/533
9	Mother with 0-6 months infants not practicing exclusive breastfeeding	0/29	0/29	6/20	3/14
10	Children 6-12 months not receiving supplementary food	0/34	0/33	3/24	3/18
11	Children 0-59 months having growth faltering, not weighted regularly, not having growth chart	17/101	7/247	49/198	45/198
12	Children 0-59 months underweight, not weighted regularly, not having growth chart	17/101	7/247	43/217	38/198
13	Children 1-5 years old not receiving vitamin A	21/135	3/345	6/222	10/195
14	a. Children 0-11 months not completing vaccination	0/63	0/54	1/263	2/155
	b. Children 1-5 years not completing vaccination	0/88	2/402	8/222	0/195
15	Children 0-2 years old with developmental milestone failure	0/28	4/118	3/120	3/265
16	Children of pre-school age not participating in pre-school education	100/167	23/295	51/225	12/266
17	Children of school-age not attending school	12/215	6/499	37/378	19/349
18	Children with special needs not participating in normal activities	11/15	5/5	4/11	6/9
19	Adolescents out of school 10-19 years old, not participating in educational activities	18/19	0/17	45/145	14/149
20	Children 0-18 years not registered in a residence	0/0	0/877	1/783	6/794
21	Household with no access and/or not using safe water for drinking	450/480	40/544	310/358	224/425
22	Household with no home vegetable garden	480/480	532/544	351/358	262/425
23	Household not using iodizes salt	50/480	0/544	288/358	113/425
24	Household not having/using sanitary latrine	343/480	258/544	316/358	275/425
25	Household perception of child abuse and domestic violence happening in the community	397/480	39/544	274/358	197/425
26	Household perception of community as not fit for children	428/480	40/544	355/358	218/425
27	Household perception of families not practicing positive parenting	N/A	6/544	N/A	261/425

Source: UNICEF Files



### **3.2 Internalization of FES**

FES is a new approach in Mongolia. It has been hailed by all interviewed at national and sub-national levels as a very appropriate approach for Mongolia because of its participatory aspect and convergent approach of services. The question, however, remains as to how much of this appreciation has actually been internalized by the concerned systems in Mongolia. The systems concerned are the government system both at the national and sub-national level, the development partners of Mongolia and UNICEF Mongolia itself which has promoted FES as a model for planning and service delivery. Internalization of FES by these three systems is discussed in this section.

#### **3.2.1 The Government of Mongolia**

##### National Level

Mongolia is one of the first countries in the Eastern Asia and Pacific Region to develop the “National Programme of Action for the Development and Protection of Children 2002-2010” (NPA). The government of Mongolia approved the NPA on 4 December 2002. The resolution of the government approving the NPA is unequivocal in making it clear that implementation of NPA is the responsibility of ministries and aimag governors. NPA also clearly incorporates the concepts of convergent basic social services and family based approach (NPA 2002; point 6.6, p. 8 and points 17.1 to 17.3, pp 15-16).

The formulation and approval of NPA is a clear indication of children’s interests becoming development agenda at the national level. However, it would be difficult to attribute this achievement to FES as such. This is a result of overall efforts of UNICEF rather than only FES. There are, however, some policies/ strategies where CBSS/FES has had some more direct influence. They are the National Integrated Early Childhood Development (IECD) Policy and the Child Friendly School (CFS) Policy. These policies take into account some of the innovative approaches of CBSS/FES.

CBSS/FES has also contributed in operationalization process of some of these national policies. An implementation guideline for the IECD policy has already been prepared. Similarly, guidelines for community based monitoring of child growth and development has also been drafted. Both these works have been very much influenced by the tools and approaches adopted by FES.

Regardless of this high-level national endorsement real internalization of CBSS/FES is yet to happen at the national level. This is evident from the “Synthesis Paper” of the Ministry of Health (MOH, 2004) which points out that the community participation in the health sector is very limited. Similarly, the Paper also points out the weak intersectoral coordination at the national level.

Lack of real internalization of CBSS/FES was also evident from the discussions with sectoral officials at Burd soum of Uvurkhangai aimag, a non-CBSS programme aimag. The sectoral plans of the soum were being developed by the sectoral officials with virtually no consultation with the community people. In brief, the CBSS/FES has been adopted as a policy at the national level but not totally internalized at the operational level. The social services sectors of Mongolia still practice a very top-down and supply driven planning process with virtually no room for community participation.

#### Sub-National Level

CBSS/FES has been internalized only in CBSS programme soums mainly because of the programme efforts. Some programme aimags have internalized CBSS/FES better (e.g., Khentii and Dornogobi) than other aimags (e.g., Dornod). To what an extent FES has been internalized has depended on the local sectoral officials and the political leadership (governor). Committed political leadership has naturally resulted in better internalization of FES.

Since FES has not been fully internalized in practice at the national level it very much depends on the individual sectoral official at the programme aimag as to how supportive s/he would be to this approach. Moreover, when an official is transferred, the new person has to be oriented all over again as s/he would know little about FES.

### **3.2.2 The Development Partners**

FES has generated fair amount of interest among key donors and INGOs. World Vision International (WVI), a large INGO working in Mongolia with an annual programme budget of about US\$ 20 million (from 2004 onwards), is already in partnership with UNICEF Mongolia (UNICEF and WVI already have a formal agreement for cooperation) in the use of FES approach for growth and development of children. In the first week of July 2004 UNICEF Mongolia provided technical assistance to WVI in conducting an FES training for the staff of WVI.

Community support activities supported by the Catholic Church Mission (Vatican) have also made use of FES approach. UNICEF has already provided FES training to the Mission supported activities in Mongolia. Save the Children Fund of the United Kingdom, another INGO working in Mongolia, also had their staff oriented in FES.

The World Bank supported Sustainable Livelihood Project has already adopted participatory approach of planning. According to UNICEF records, the World Bank is also considering the possibility of adopting CBSS/FES in the Urban Sanitation Project in Ulaanbaatar. The Bank included CBSS/FES in its project proposal for grant to the Japanese Government.

The UNICEF records also indicated that there had been discussions between UNICEF Mongolia and the Asian Development Bank regarding adoption of the CBSS/FES in ADB supported projects. Similarly, the records also indicate the discussions with the Japanese International Cooperation Agency (JICA) regarding adoption of the CBSS/FES in the Community-Based Water Management Project under consideration for support by JICA.

### **3.2.3 UNICEF Mongolia**

Although CBSS/FES approach is to be the flagship programme of UNICEF Mongolia, coordination of CBSS programme with other programmes of UNICEF Mongolia seems to be weak. The CIPs in CBSS soums are sectoral but how UNICEF sectoral programmes link with CBSS activities and provide support is not very clear. UNICEF sectoral programmes mainly concentrate on providing support to national sectoral agencies and have been pretty much aloof of the CBSS programme. For instance, the Project Plans of Action (PPAs) of most of the UNICEF sectoral programmes do not indicate any specific linkage with CBSS programme.

The social services system of Mongolia is a very expensive system which would be difficult to sustain at the present level of Mongolia's economic development. A more cost-effective approach would be to adopt outreach activities, especially to provide services to those who have been unreached so far by the existing services system, i.e., the rural herders and poor migrant to the urban ger areas. CBSS has introduced some innovative ways of outreach (e.g. mobile ger, use of volunteers). The sectoral programmes can promote some of these proven innovations in their respective sectors.

## **3.3 Existing Capacity and Capacity Building Efforts**

### **3.3.1 Existing Capacity**

#### Within the Government

Even though the sectoral ministries appreciated the FES approach, the professional capacity at the ministries at the national level to provide technical support for implementation of FES approach at the sub-national level is yet to be developed. Capacity of the National Board of Children which serves as the government focal point for CBSS implementation, will need to be strengthened for providing support for implementation of FES approach.

In the course of CBSS implementation a number of sub-national level officials were trained in FES approach. However, they were still not in a position to provide professional level expertise in FES approach due to inadequate opportunities for practice and experience.

### Within UNICEF

UNICEF Mongolia has so far relied on the services of an international consultant to provide the professional technical support at both national and sub-national levels. The international consultant is scheduled to leave Mongolia in August 2004 upon completion of his present contract. Since bottom-up planning process, especially FES approach, is a relatively new concept in Mongolia there is a shortage of professionals, both within UNICEF Mongolia and outside to provide technical support on FES to the partners at the national and sub-national levels.

The APO for CBSS programme is burdened with so much administrative work related to the programme (see also 3.5.4) and other activities that she hardly has any time to monitor the programme. She would also need experience in providing technical support to implementation of FES approach. UNICEF has recently established a field outpost in Uvs aimag (a remote aimag) to provide management and monitoring support to the UNICEF programme activities in the aimag. The outpost has an APO (Field Level) but his capabilities would also need to be enhanced to provide technical support in FES approach.

It should also be noted that the programme design of the MPO does not fully match the concept of CBSS-area based planning. Accordingly, the staffing pattern of UNICEF/ Mongolia is more in tune with sectoral programme approach than the concept of CBSS-area based planning approach.

It must be pointed out, however, that the implementation of FES has been only for about one year (or even shorter in some cases), and as such, it is almost a certainty that UNICEF would need to provide continued technical support to FES for at least next one or two years as experience with FES has so far been very short. Therefore, FES capability both within UNICEF/Mongolia and outside would need to be further strengthened. The capacity building on FES should not be limited just among UNICEF CBSS staff, Rather it should be among the staff of other sectoral programmes as well. Also the intersectoral coordination among different sector programmes need to be further strengthened to provide further support for CBSS/FES.

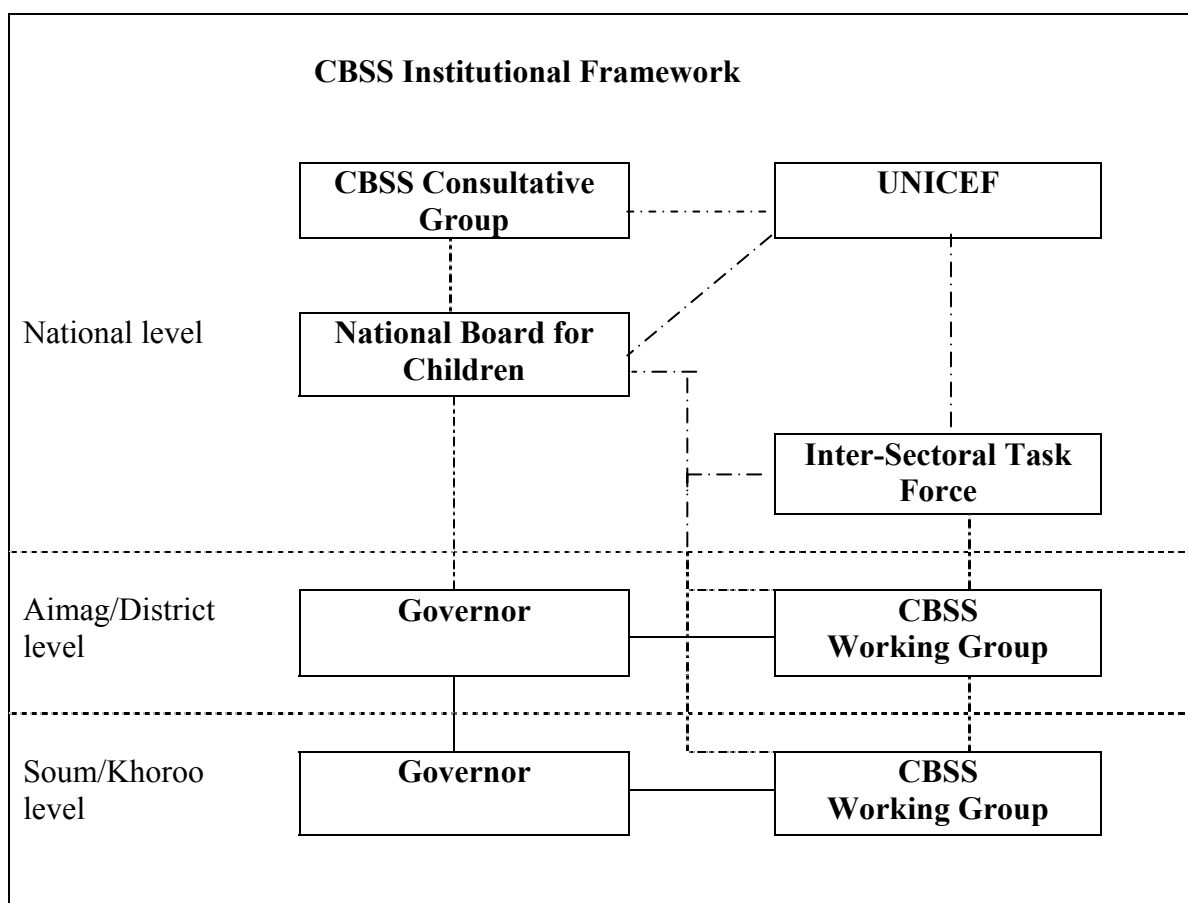
### **3.3.2 Capacity Building Efforts of the CBSS Programme**

A number of workshops and trainings have been conducted to build capacity in FES. Although all participants appreciated the quality of trainings they received, they so far had not enough opportunity to practice or gain experience to develop confidence to provide technical support. It was observed in a training session that the national resource persons were still not confident enough to lead training sessions on FES.

### 3.4 Institutional Framework and Sustainability

The CBSS Programme Plan of Operations (2002-2006) defines the institutional framework for managing and implementing CBSS programme. As shown in the diagram below the institutional structure for CBSS consists of mechanisms at the national, aimag/district and soum/khoroo levels. NBC is the focal point for CBSS at the national level and is responsible for overall coordination, technical support and monitoring of CBSS activities.

At the national level two other mechanisms exist to support CBSS activities. The first mechanism is a high level Inter-Ministerial Consultative Group headed by the Deputy Chairperson of the Cabinet with high level (Vice Minister/Governor) representations from sectoral ministries and the programme aimags/districts. This group is supposed to provide policy guidelines and advocacy support to CBSS programme. Another mechanism is the Inter-Sectoral Task Force composed of the senior technical staff of the sectoral ministries to provide technical programme support. The Inter-Sectoral Task Force is headed by NBC Chairperson.



It is probably because of lack of clear accountability at the national level and also because of numerous responsibilities of members of Inter-Sectoral Task Force, there were very few instances of national level task force members providing technical support in planning, implementation and monitoring CIPs. The technical support of CBSS working group members at the aimag/district level was much more frequent although not very regular or in a planned manner.

At the aimag/district and soum/khoroo levels CBSS Working Groups (WG) have been formed by the respective governors and they are usually headed by the Head of the Governor's Office at the aimag/district level and by the governors themselves at the soum/ khoroo level. The WGs consist of the sectoral representations at the respective levels.

Although the CBSS institutional structure provides mechanisms at all levels, the mechanisms were reportedly working better at the aimag/district and soum/khoroo levels as the working groups at these levels are directly appointed by the respective governors and the working group is also accountable to the governors. Clear accountability at the national level is lacking and as such, the mechanism at the central level was not reported to be very effective. The weakness at the central level is also due to the duality in the positioning of NBC. At one hand it is the secretariat of the National Children's Council headed by the Prime Minister and at the same time it is also an agency under the Ministry of Social Welfare and Labour, thus constraining it from coordinating the role of other sectors.

Moreover, the capacity of NBC needs to be further strengthened for providing the coordination and management support to CBSS. A recent assessment (Reddy, et al, 2003) of NBC identified shortcomings in the following areas:

- Weak team spirit within NBC due to high turnover of staff and lack of job permanence;
- Negative attitude of NBC staff due to lack of motivation and perception that treatment of staff is not fair-some get preferential treatment whereas others are discriminated;
- Inadequate human resources;
- Lack of financial resources; and
- Weak management.

A proposal to reposition NBC is under consideration by the Cabinet. However, in view of political uncertainty of the government on account recent parliamentary election it is likely that the decision on this proposal will be delayed. In the present institutional framework of CBSS, the participation of various stakeholders at the respective levels

has been built in. However, the existing framework does not clearly envisage direct participation of children at any level.

Another appreciable aspect of CBSS/FES is the tripartite agreement among NBC, Aimag and UNICEF with programme soum governors witnessing the signing of the tripartite Memorandum of Understanding (MOU) for the programme. The MOU clearly delineates the roles, responsibilities and commitments of the three partners. Even though CBSS/FES has been recognized and incorporated at the policy level through adoption of NPA 2002-2010, it does not clearly spell out how the CBSS/FES will be replicated in other areas. There is also no specific budgetary provision for this purpose. As such, lack of provision of financial resources appears to be main constraint for the sustainability of CBSS/FES. Accordingly, all officials interviewed at all levels pointed out the continued need of UNICEF support for CBSS/FES.

There is, however, the possibility of mobilizing significant amount of external funds for CBSS/FES as most of the donor agencies (multi-lateral, bilateral and INGOs) support a participatory approach of planning which FES definitely is. As mentioned earlier, some development agencies (WVI, Catholic Church Mission) are already providing financial assistance to replicate FES in other areas of Mongolia.

### **3.5 Some Other Observations on CBSS/FES**

#### **3.5.1 Participation of Families, Local Leaders and Officials in Planning Process**

Increased participation of families in planning process has been the hallmark of FES. Local leaders, especially the soum governors have also been very much involved in the planning process. Some of the soum governors (e.g., Erdene, Dadal) have shown exemplary commitment and leadership at the local level. They have devoted long hours in the planning process. The soum level officials have also been very much involved in the participatory planning process introduced under CBSS/FES. All of those met during the field visits have been unanimous in appreciating the strategy.

#### **3.5.2 Allocation of Funds for CIPs**

The planning of CIPs has still not dovetailed with the national planning and budget cycle. Under this situation allocation of funds at the national level is hard to expect. However, it was reported that some of the salary costs, e.g., that of mobile teachers, have been approved by the national level and incorporated under the aimag budget.

Aimags have very limited discretionary budget of their own. However, they have been quite supportive to the CIPs and endorsed them. There have also been instances of aimags allocating budget for CIPs from their own meager discretionary fund. The Khurals at the aimag and soum levels have also been generally supportive on the matter of allocating funds to CIPs.

### 3.5.3 Mobilization of Additional Resources for Children

As a result of participatory process of FES, there has been more ownership of the planned activities at the local level. Accordingly, CIPs have been able to mobilize significant amount of additional resources, especially from the families participating in CIPs. Moreover, aimags and soums have also contributed funds to CIPs which in a way were additional activities for children. In this sense CBSS/FES has indeed been able to mobilize additional resources of MNT 80.0 million (approximately US\$ 70,000) for the growth and development of children (Table 4). This represents 27.3 percent of the total CIP expenditure.

It should be noted that local contribution value provided in Table 4 does not include the value of time (person days) put by people at various levels. If it is also properly valued the amount of local contribution will be much higher.

**Table 4: Composition of CIP Budget (cash or in-kind)**

Prog. Aimag	Total CIP Budget	Local Contribution				UNICEF Contribution		
		Total	Community	Soum/Khoroo	Aimag/District	Total	CAG	Supply
Dornod	34,205,280	5,112,600	3,398,800	35,000	1,678,800	29,092,680	4,102,460	24,990,220
Dornogobi	75,621,738	42,719,600	4,254,000	6,337,600	32,128,000	32,902,138	3,650,100	29,252,038
Khentii	35,421,800	4,413,000	2,237,700	1,918,300	257,000	31,008,800	3,080,800	27,928,000
Uvs	38,011,200	5,732,500	308,000	5,104,500	320,000	32,278,700	5,748,700	26,530,000
Umnogobi	47,849,221	13,314,800	6,141,800	813,000	6,360,000	34,534,421	5,609,900	28,924,521
Baganuur	30,791,735	1,233,471			1,233,471	29,558,264	890,000	28,668,264
Bayangol	31,702,680	7,519,900	1,755,000	1,324,900	4,440,000	24,182,780	1,402,000	22,780,780
Total	293,603,654 (100%)	80,045,871 (27.3%)				213,557,783 (72.7%)		

Source: UNICEF Files

Due to lack of complete information it is difficult to ascertain the allocation of local contribution to different sectors. Information available from Dadal soum and Tsagan Ovoo indicated that it is mostly for IECD activities, mainly for the salary and allowance of teachers and volunteers.

### 3.5.4 Financial and Material Support of UNICEF to CIPs

Once the CIPs of the soums are approved by aimags they are sent to UNICEF for approval as implementation of CIPs invariably require substantial financial and material support of UNICEF. Once CIPs of soums are received they are translated from Mongolian language into English for the review by concerned staff members of UNICEF. Comments of UNICEF staff members on submitted CIPs which are in English are again translated back into Mongolian language and then communicated to the soums through respective aimags for appropriate modifications/changes or clarifications/justifications. It must be noted that support to each programme soum is



considered a separate sub-project of CBSS. This adds to the administrative burden of the CBSS team of UNICEF. As the one UNICEF national staff responsible for CBSS is also burdened with several other responsibilities this process of UNICEF approval to CIPs to assure UNICEF support requires an inordinate amount of time. The CIPs for 2004 are still not approved by UNICEF. This seriously delays and hampers implementation of CIPs.

Another issue related with UNICEF support to CIPs is the practice of UNICEF initially advancing only 80 percent of the approved funds. Since UNICEF approval and transfer of money from UNICEF to aimag requires considerable time, virtually all aimag and soum level people requested that UNICEF provide the approved amount 100 percent in advance to facilitate implementation of CIPs. Some aimag level officials said that they even had to borrow money or use their own money to implement CBSS/FES activities.

When support of supplies from UNICEF is required for CIP implementation it creates additional difficulties and as a result implementation of CIPs is delayed. CIPs are of various types and usually require material support which are of relatively small monetary value. However, UNICEF regulations require that the standard procurement procedure be followed. For even small value material support, e.g., toys for kindergartens, UNICEF procurement staff have to spend a lot of time and effort which simply is not worth the value of material support being provided.

This is the first time UNICEF Mongolia is providing direct financial and material support at the community levels. UNICEF standard procurement procedures are more appropriate for support to national level sectoral programmes which involve procurements of substantial amounts. The procedures are not very practical for small supports at the community levels.

#### **4.0 CONCLUSIONS**

The conclusions discussed below are based on the findings of this assessment.

1. Although the implementation period of CBSS/FES has been fairly short (about one year) the FES has shown very positive results in spite of several operational difficulties in implementation. FES has been appreciated by the national and sub-national level decision makers as well as service providers. The community leaders and families have also appreciated FES and shown their commitment by allocating funds for CIPs developed through FES.

Some of the major achievements of CBSS/FES are:

- Developed a model bottom-up participatory process of planning.

- Participating families have been educated, aroused and empowered to take actions for the growth and development of their children.
  - Has developed innovative approaches (ger-kindergartens, mobilization of volunteers, family growth monitoring, etc.) to enhance access of services to hitherto unreached children. This together with empowerment of families has led to increased demand and better utilization of services. This has also saved time of service providers. Greater utilization of services and increased knowledge of parents and caregivers has already resulted in improvements in key indicators used for family education and assessment purposes.
  - Has provided simple and practical indicators as well as a method to monitor and evaluate changes in the status of children at the family, community and soum levels.
  - Has increased awareness among service providers as well as the service takers the importance and need for convergence of basic social services for the growth and development of children.
  - Has also helped service providers realize the importance of involving parents and caregivers in planning and implementing activities for improving the life of the children.
2. The mobilization of volunteers has been one of the innovative approaches for outreach activities. However, several issues regarding mobilization of volunteers have come up, e.g., incentive, quality, etc.
  3. Internalization of FES approach has been only partial. The FES has been internalized by the national government to some extent in policies, but it is yet to be practiced at the grassroot level on a nationwide basis. Some national level policy and programme documents (e.g., NPA) have included FES as an approach but participatory approach of planning is still not practiced in non-programme areas. Some programme aimags have (Khentii, Dornogobi) decided to adopt FES approach in all of their soums but it is still at talking stage and not the actual practice even in these aimags.

Some bilateral and multi-lateral development partners of Mongolia have also shown interest in FES, and some of them have already used it. Some INGOs (WVI, SCFUK, Catholic Church Mission) involved in community development activities in Mongolia have shown serious interest on FES. They already had their staff trained on FES with UNICEF's support.

4. Success of FES in putting children's interests in the development agenda of different levels has been varied. At the level of programme soums, it has been relatively successful, however, it is less so at the aimag levels. It is mainly because soum level decision makers have been much more involved in FES process than the aimag decision makers. Although children's interests are now increasingly

becoming part of the national development agenda credit for this goes more to national and global level advocacy efforts of UNICEF than FES per se.

CBSS/FES has been relatively successful in mobilizing additional resources at the sub-national level for CIPs. The contribution of sub-national level amounted to about US\$ 70,000 or 27.3% of the total CIP expenditure. The families themselves have contributed substantial amount of funds for the implementation of CIPs. This implies that a participatory bottom-up planning process would be able to mobilize substantial amount of additional resources for children. It should be noted that this amount does not include value of time (person days) of the local field implementers. If they were also to be valued then the local contribution would be even higher.

5. A very high proportion of total budget (52% in 2000 and 56% in 2001) of Mongolia is spent on the social sector. Social sector expenditures are also extremely high in terms of GDP proportion (22% in 2000 and 24% in 2001) (EGSPRS, 2003). In view of already high allocations to the social sector it will be extremely difficult for the Government of Mongolia to allocate additional resources to the social sector in general and for children related activities in particular. Additional allocation of government budget for children will be possible only on the basis of real economic growth. Government will be hard pressed even to maintain present proportion of allocation to the social sector in view of increasing demand for physical infrastructure.
6. One of the lacunae of CBSS/FES so far has been technical capacity building for FES. Capacity to provide technical support to the lower level would need to be further strengthened both at the national level and at the aimag/district level. UNICEF/Mongolia also needs to strengthen further its staff capability to provide technical support to FES. So far UNICEF/Mongolia has relied on the services of a consultant and paid less attention to develop staff capability, even when CBSS is being considered as the flagship programme which is to be implemented through FES approach. It could be because the implementation period of FES has been just over one year and during this period more attention has gone to development of a model and its field implementation rather than in developing capacity.
7. Although government has requested for expansion of CBSS/FES to other areas, both the government and UNICEF need to enhance their human and financial capacity for such an expansion. At the most it might be possible to expand to some other soums within programme aimags as there does already exist some experience and capacity for FES at these aimags. Since FES approach has generated substantial interest among donors there is potential to mobilize donor resources for expansion of CBSS/FES.

8. The NBC is a very appropriate focal point for a multi-sectoral child focused programme like CBSS. However, NBC is constrained by its positioning and capacity. The institutional framework of CBSS at various levels (aimag/district and soum/khoroo) is also appropriate but all relevant sectors are not always represented there. The working groups at the aimag level consist of department chiefs rather than implementation level people. Given the numerous other responsibilities of the department heads they hardly have time to properly communicate the decisions of the working groups to their implementation level people. Therefore, there is a need for a mechanism at the aimag level for the involvement of implementation level people.
9. The current institutional set-up for CBSS/FES has no provision for children's participation. However, children do participate in the planning process of CIPs.
10. There is lack of clear strategy for institutionalizing FES.
11. CBSS/FES faces a number of operational level difficulties. UNICEF procedures are practical for large supports but less practical for supporting small projects like CIPs. In spite of these difficulties FES approach of planning has shown its potential in improving basic social services.
12. Although CBSS/FES has been considered the flagship programme of UNICEF/Mongolia its linkages with other programmes of UNICEF still needs to be made clear. As a result, there has been not enough coordination of CBSS with other programmes of UNICEF/Mongolia in terms of better convergence of these programme activities at CBSS programme areas. Similarly, lack of coordination has led to less effective advocacy for CBSS/FES.

## 5.0 RECOMMENDATIONS

The recommendations on the basis of findings and conclusions of this study are as follows:

### Expansion of CBSS/FES

1. In view of positive results of CBSS/FES the Government of Mongolia has requested UNICEF/Mongolia for further expansion of CBSS/FES in other areas. However, given the capacity and other constraints it would be prudent on the part of UNICEF to not scale up CBSS/FES in other areas at this time. For the time being, at least additional one year, UNICEF should concentrate on building its in-house technical capacity to support FES in the existing programme areas and streamlining administrative procedure to support CIPs at the soum level.

2. Once technical support capacity and administrative procedures are streamlined UNICEF should support the government in the replication of CBSS in other aimags on a phased manner. Since travel in Mongolia requires considerable time, especially in view of current UN ban on air travel, it would be advisable to consider expansion of CBSS/FES in aimags which are closer to Ulaanbaatar. Deprived soums within these aimags could be selected for replication. UNICEF should also further expand its partnership with other development partners in replicating CBSS/FES in other areas where these partners are working.

### Capacity Building

3. NBC is an appropriate focal point for CBSS/FES. However, capacity within NBC needs much strengthening. UNICEF should support NBC in strengthening human resource capacity of NBC. This is necessary not only from the point of view of CBSS/FES but also because NBC, as the focal agency for children within the government, is a vital partner of UNICEF. The government should also clarify soon whether NBC would be a coordinating agency or an implementing agency.

UNICEF should also support NBC in further activating the CBSS Inter Sectoral Task Force (ISTF). An active ISTF would strengthen the position of NBC in coordinating CBSS activities. ISTF could be a very useful mechanism for internalization of CBSS/FES at the national level. Similarly, ISTF could play instrumental role in ensuring sectoral budget support for the CIPs. The ISTF could also help in strengthening the Aimag/district CBS working groups.

4. UNICEF should also work closely with the government in further strengthening the technical capacity of aimag staff to provide technical support to soums in FES approach.
5. UNICEF also needs to further strengthen technical capacity of its staff for providing technical support at the national and sub-national levels. A possible way for strengthening technical capacity within UNICEF would be to extend present CBSS consultant's contract mainly to be devoted to capacity building activities both within UNICEF and at the national and sub-national levels. It may also be advisable to provide training to potential resource persons (e.g., from local NGOs) who could later be used as resource persons in providing technical support in FES implementation in additional aimags to be included later.

### Institutional Framework

6. The Working Groups at the aimag should have representation of all relevant sectors. Moreover, it would be appropriate to form a Task-Force at the aimag level consisting of implementation level people to provide support to the soums.

7. A mechanism to involve children's participation should be developed within the present framework. A possible way could be consultative mechanism with children at different levels. The CBSS working groups at the national and sub-national level could organize such consultative meeting to discuss children's problems which will help in development of the CIPs.
8. The role of volunteers should be re-examined and issues regarding volunteers should be addressed as soon as possible. Otherwise, this may hamper programme activities. On the issue of incentive for volunteers it would be better to focus on non-monetary incentives such as health insurance for volunteer's family, recognition of their services, etc.

#### Internalization of CBSS/FES

9. Internalization of CBSS/FES within the government needs to be further strengthened, especially, in terms of operationalization. More vigorous and continuous advocacy would be required for this. UNICEF national staff responsible for sectoral programmes could contribute in this effort. This would also require greater involvement of national programme officers of UNICEF in CBSS/FES activities.

UNICEF should particularly emphasize inclusion of CBSS/FES approach in the national sectoral level policies. Several of these policies are at the draft stage. UNICEF should see to it that these policies do internalize CBSS/FES approach which is very much in line with the policy of government endorsed NPA.

10. The CBSS/FES process to formulate CIPs needs to be made simpler to make it less time requiring. Most of the field level workers felt that the process, though thorough, was a time consuming process. It was difficult for families and local field workers to devote such time.

#### Mobilizing Additional Resources for Children

11. Although the government budget situation is tight they have been able to come up with some additional resources for CBSS/FES. It would have been easier to mobilize more state resources had CIPs been prepared to jibe with the government budget cycle. This would also mean technical support from UNICEF would have to be available at the appropriate time.
12. The way government could allocate more additional resources for children would be through intra-sectoral restructuring of budgets for the social sectors. UNICEF should support such a study if it has not already been carried out. Such a study should also look into the possibility of using more cost-effective approaches for delivery of social services.

13. There is potential for mobilizing additional community level resources for child focused efforts as proven by CBSS/FES. This would, however, be possible only through expansion of FES approach in other areas.
14. A potential source for additional funds would be the donor communities. There is significant goodwill among donor communities for supporting Mongolia and there is also a conducive working environment in Mongolia. UNICEF should use its long experience and reputation to mobilize additional resources for child focused programmes. To facilitate such effort the government also needs to identify the focal agency with appropriate mandate to submit proposal to bilateral and multi-lateral donor agency. The national government should also authorize the local governments to approach the donors with specific project proposals provided these projects are within the framework of a nationally approved programme and the donor agency is also a duly recognized agency.

#### Streamlining UNICEF Administrative Support for CBSS/FES

15. The present administrative procedure is not fully geared for supporting small projects at the sub-national levels in an efficient manner. UNICEF should explore the possibilities of providing outright annual lump-sum grants to the soums once CIPs are approved. UNICEF could require that grants be spent in accordance with the government procedures and require periodic progress reports.
16. Under current administrative requirements the current staffing for CBSS is inadequate to provide management support to the programme aimags and soums. UNICEF Mongolia should consider increasing staff strength for providing management as well as technical support for CBSS/FES implementation.

#### Monitoring

17. Monitoring of CBSS/FES implementation in the programme soums is inadequate and it is difficult to obtain clear picture of service coverage and financial support situations in the programme areas. Coverage statistics and financial information in programme files needs to be more systematic. A system should be developed and maintained.

## REFERENCES

1. Government of Mongolia, 2003. *Economic Growth Support and Poverty Reduction Strategy*. Ulaanbaatar, Mongolia
2. Government of Mongolia, 2002. *Khentii: Programme of Action for the Development and Protection of Children, 2002-2010*. Ulaanbaatar, Mongolia
3. Government of Mongolia, 2002. *Mongolia: National Programme of Action for the Development and Protection of Children, 2002-2010*. Ulaanbaatar, Mongolia
4. Ministry of Health, Government of Mongolia, 2004. *Synthesis Paper: Health Sector Strategic Master Plan Initiative, March 2004*. Ulaanbaatar, Mongolia
5. Ministry of Health Mongolia, 2004. *Synthesis Paper: Health Sector 2002: reducing Maternal Mortality, 2002*. Ulaanbaatar, Mongolia
6. N. Reddy, E.Sumuiya, Ts.Erdenechimeg, *Observations, Recommendations and Conclusions*: Ulaanbaatar, Mongolia
7. UNDP and Government of Mongolia, 2003. *Human Development Report Mongolia 2003: Urban-Rural Disparities in Mongolia*. Ulaanbaatar, Mongolia
8. UNICEF, 2000. *Children and Women in Mongolia: Situation Analysis Report, 2000*. Ulaanbaatar, Mongolia
9. The World Bank, 2004. *Memorandum of the President of the International Development Association to the Executive Directors on a Country Assistance Strategy of the World Bank Group for Mongolia, April 5, 2004*. East Asia and Pacific Region



## UNICEF Mongolia

### TERMS OF REFERENCE Consultancy for Assessment of the Convergent Basic Social Services Programme

#### 1. Objectives and target

##### 1.1 Background

The Master Plan of Operations (MPO) for Mongolia-UNICEF Country Programme of Cooperation (2002-2006) has defined the Convergent Basic Social Services (CBSS) as one of the flagship programmes. Since strategy for implementing CBSS was not fully elaborated in the MPO document, a concept of the family empowerment strategy was designed in 2002, and was developed, implemented and tested in 2003 in five aimags and two districts of Ulaanbaatar assisted by UNICEF as pilot project areas.

The Government has adopted the family empowerment strategy and the local governments of the project aimags (Khentii, Dornod, Dornogovi, Umnogovi, Uvs, Ulaanbaatar city) have signed MOUs with UNICEF for introduction and implementation of the strategy in 2003. Families, the community and the local governments with the support of the counterparts at the national level carried out assessment, analysis and plans using the Triple-A approach which uses an inter-sectoral, life-cycle, child centered approach to assess, analyze and take action by the community to identify problems affecting their children and developed the Community-Initiated Projects (CIPs) with funds contributed by families, governments from the soum and aimags, sectoral ministries and UNICEF. During the annual review meeting of the programme held in December 2003, all the participants appreciated the importance of the family empowerment strategy in its genuine nature of stakeholders' participation.

National programmes supported by UNICEF such as sectoral projects on health and nutrition, education and child protection converge in targeted soums and khoroos. Technical ministries of counterparts also strive to offer technical and financial support to project aimags/soums so as to provide services in a holistic manner.

The Government plans to expand the strategy to all other aimags and requested UNICEF to continue provide technical support. Some international agencies such as World Bank and ADB and NGOs including World Vision and Save the Children, have expressed interest in adopting the strategy for convergence of basic sources for disadvantaged communities in their project areas.

While the implementation of the family empowerment strategy shows the positive trend in ensuring the interests of the children as part of the local and national development agenda, a number of challenges and constraints were identified to cope with. In particular, budgets allocation by the sub-national and national governments for sustainability of the strategy and expansion of the strategy to other non-project aimags, inter-sectoral cooperation among sectoral ministries and the local governments.

## **1.2 Objectives**

A consultancy is needed to assess the viability of the family empowerment strategy that has been carried out during 2002-2003. The assessment will review the overall family empowerment strategy of the CBSS programme and will be a critical input to the Mid-Term Review of the Country Programme scheduled for September 2004.

## **2. Specific activities to be completed to achieve the objectives**

### **2.1 Work assignments**

The consultant in consultation with the CBSS Project Officer and coordination with the National Board for Children shall design the assessment framework for the CBSS/family empowerment strategy, focusing on the following:

- 1) Develop the methods and tools for the conduct of the assessment
- 2) Conduct the assessment process that will include the following activities:
  - Consultation with the national counterparts and other stakeholders
  - Consultation with the sub-national political leaders and decision makers
  - Consultation with the CBSS working groups at various levels
  - Consultation with UNICEF project team
  - Interview of service providers
  - Interviews of parents and caregivers, especially from the disadvantaged families
- 3) Submission of the assessment report and presentation to the government counterparts and UNICEF on major findings and recommendations

### **2.2 Specific outputs of the assessment**

- 1) Assessment of the family empowerment strategy (FES)
  - Are the community initiated projects (CIPs) responsive to the problems identified?
  - Is the CIP service delivery mechanism able to reach poor families, especially the disadvantaged and vulnerable group?
  - Did FES help create awareness and develop interests among parents and caregivers on the critical indicators affecting child growth and development?
  - Did FES help create effective demand for basic social services – especially for children?
  - Did FES help improve access to basic social services – especially the vulnerable disadvantaged group and the children from the poor family?
  - Did FES help increase utilization of basic social services?
  - Did FES contribute to influencing behaviors of service providers on the importance of parents and caregivers participation in decision-making that affects the child's life
  - Did FES contribute to increase participation of parents and caregivers in early childhood development?
  - Increased coverage of basic social services critical to child growth and development among the disadvantaged vulnerable groups

- Were changes in the status of children at the family, community and soum level resulting from the implementation of this strategy monitored and evaluated?

## 2) Policy development

- Did the government at national and sub-national level adopt FES in sectoral plans at national and sub-national level?
- Did FES contribute to the formulation of national policies and programmes that are more responsive to the needs of the children from the disadvantaged vulnerable groups?
- Did FES contribute to influencing decision-makers (sub-national and national) and political leaders in putting children's interests in the development agenda
- Did the members of the national inter-sectoral task force and the aimag/district CBSS working groups provide technical support in planning, implementation and monitoring of CIPs?
- Did families and community leaders, members of local parliament and officials of the local government actively participate in the planning process?
- Did the governments at national and sub-national level allocate funds in support of the CIPs during 2002-2004?
- Were additional resources mobilized for children, especially in the targeted areas?

## 3) Capacity building at national and sub-national level

- Do technical ministries have capacity to provide technical services at the lower level?
- Is TOT training to social workers and volunteers effective?
- Is capacity at the national and sub-national level adequate enough to scale up?

## 4) Institutional framework and sustainability

- Do the current organizational arrangements at national level facilitate a good coordination among the government agencies?
- Do the current institutional framework at various levels effectively provide support to meet the families and community?
- In what way are children and other stakeholders participating in implementation of FES?
- Is there a clear sustainability strategy of the government?
- Are there adequate internal and external financial resources?

## 5) Participation and partnership

- Have other multi-bilateral agencies/NGOs showed interest in FES?
- Is concept of FES introduced to other multi-bilateral agencies/NGOs?
- Are there any programmes/projects developed by multi-bi agencies/NGOs adopting FES?

## **3. Tangible and measurable outputs of the work assignment**

A report incorporating the major findings and recommendations based on the specific outputs

## **4. Realistic delivery dates and details as to how the work must be delivered**

**10-22 June 2004**

- conduct desk review of project related documents and reports
- meetings with counterparts and other stakeholders

**23-28 June 2004**

- field visits to aimags (Khentii and Bayangol districts in Ulaanbaatar)

**29 June-7 July 2004**

- write a draft report

**8 July 2004**

- Presentation of the report with major findings and recommendations to the NBC and UNICEF

**10 July 2004**

- Submission of a final report

**5. Qualifications/or specialized knowledge/experience required**

- Advanced university degree in social sciences
- At least 5 years of work experience in community development in developing countries
- Fluent in English
- Ability to express clearly
- Good writing skills for reporting purposes
- Knowledge of computer systems and application
- Work experience with UN and other international organizations would be an added advantage

**6. Performance indicators for evaluation of results**

- timeliness (conduct activities according to the schedule dates)
- critical analytical skills (knowledge and experiences on subject matter)
- communication (good dialogues with counterparts to understand situation and get information needed)

**7. Definition of supervision arrangements****7.1 Direct supervisor**

Mr. Kang Yun Jong, Project Officer (CBSS)  
Tel : 976-11-312.185  
Fax : 976-11-327.313  
Email : [yjkang@unicef.org](mailto:yjkang@unicef.org)

**7.2 Frequency of performance review**

Consultation on a weekly basis

**8. Official travel involved**

In-country travel to Khentii aimag and Bayangol district of Ulaanbaatar.

**Itinerary of Dr. Baidya Bal Gopal,  
Consultant for Assessment of CBSS/Family Empowerment Strategy**

<b>Date</b>	<b>Time</b>	<b>Activity</b>	<b>Responsible Persons</b>
<b>Day 1 13 June (Sun)</b>	22:45 OM 224	- Overnight stay in Beijing due to weather condition	
<b>Day 2 14 June (Mon)</b>	Am	- Arrival in Ulaanbaatar - Check-in at Puma Hotel - Review of project related documents	Airport pick-up by AirTrans
<b>Day 3 15 June (Tue)</b>	09.30-13.00	- Meeting with Mr. Henry Briones, CBSS consultant for overview of the CBSS family empowerment strategy	UB, Interpreter
	17.30-19.00	- Meeting with Mr. R. Prado, Representative on the purpose and scope of the consultant's mission (Dr. Baidya and HB)	HB, YM, Interpreter
<b>Day 4 16 June (Wed)</b>	09.30-11.00 15.00-16.00	- Meeting with Ms.M.Togtokhnyam, NBC - Meeting with Ministry of Education - Discussion with HB and KYJ on design of assessment and briefing on the country situation	Interpreter, KYJ Interpreter, UB
<b>Day 5 17 June (Thu)</b>	14:30-15:00	- Review and writing documents - Meeting with Representative and other UNICEF staff -	YM, KYJ, HB
<b>Day 6 18 June (Fri)</b>	09.30-18.00	- Visit to CBSS project activities in Bayangol district *	- Interpreter, BM
<b>Day 7 19 June (Sat)</b>		- Review documents	
<b>Day 8 20 June (Sun)</b>	08.50-20.50	- Travel to Dornogovi by train*	YM, Interpreter
<b>Day 9 21 June (Mon)</b>	10.30-11.00	- Meeting with the Dornogovi governor	YM, interpreter
	11.00-13.00	- Meeting with CBSS WG members	
	14.00-16.00	- Visit to the Hospital, School No.1, and KG No.3	
	16.00-19.00	- Travel to Erdene soum	
<b>Day 10 22 June (Tue)</b>	09.00-10.30	- Meeting with CBSS working group	YM, interpreter
	10.30-13.30	- Visit/observe to Tsagaanhutul bagh	

	14.30-16.50  16.50-18.30  19.50	kindergarten (outreach ECD – home based and ger kindergarten), and family - Visit/observe to soum school, dormitory, kindergarten, hospital, sanitary toilets, families - Meeting with the WG  - Travel to UB	
<b>Day 11 23 June (Wed)</b>	08.50	- Arrival in Ulaanbaatar	YM, interpreter
<b>Day 12 24 June (Thu)</b>	Am- Pm	Report writing/Review documents	Interpreter,
<b>Day 13 25 June (Fri)</b>	Pm	Report writing	Interpreter
<b>Day 14 26 June (Sat)</b>	Am-pm	Report writing	
<b>Day 15 27 June (Sun)</b>		Report writing	
<b>Day 16 28 June (Mon)</b>	13.00-19.00	- Travel to Khentii**	Interpreter, NBC staff
<b>Day 17 29 June (Tue)</b>	09.00-09.30 09.30-11.00 11.45-12.30 12.30-19.00	- Meeting with aimag governor - Meeting with CBSS WG members - Visit to the Aimag Hospital - Travel to Dadal soum	Interpreter, NBC staff
<b>Day 18 30 June (Wed)</b>	09.00-10.00  10.00-13.00  14.00-17.00	- Meeting with soum CBSS team & governor - Visit to Onon Bagh - Visit/observe to soum kindergarten, mobile kindergarten (outreach ECD – home based and ger kindergarten), hospital, sanitary toilets, families	Interpreter, NBC staff
<b>Day 19 1 July (Thu)</b>	09:00-15:00 17.30-18.30 18.30-19.00	- Travel to Khentii aimag - Meeting with the WG members - Visit to the School No.3.	Interpreter, NBC staff
<b>Day 20 2 July (Fri)</b>	08:00-16.30 16.30-17.00  19.00-20.00	- Travel to Dornod aimag - Meeting with Head of the Chancellery Office, Dornod aimag - Meeting with CBSS WG members	Interpreter, NBC staff
<b>Day 21 3 July (Sat)</b>	08.00-10.00 10.00-11.30  11.30-16.00	- Travel to Tsagaan Ovoo - Meeting with soum CBSS team & governor - Visit/observe to bagh mobile kindergarten (outreach ECD – home based and ger kindergarten), protected	Interpreter, NBC staff

	16.00-18.00	- wells of families, bagh hospital. - Visit to soum kindergarten, hospital, school.	
	18.00-19.00	- Meeting with CBSS Team	
<b>Day 22 4 July (Sun)</b>	08.00-19.00	- Travel from Tsagan Ovoo to Baganuur (Lunch at Hentii aimag)	Interpreter, NBC staff
<b>Day 23 5 July (Mon)</b>	10.00-11.00	- Meeting with the Horoo#4 WG, Baganuur district	Interpreter, NBC staff
	11.00-12.30	- Visit to Family Clinic of Horoo#4 &3, water kiosk.	
	12.30-14.30	- Travel from Baganuur to UB	
<b>Day 24 6 July (Tue)</b>	10.00-10.45	- Meeting with Mr.Prasanna De Silva, World Vision	Interpreter
	11.30-13.00	- Launching of CBS Policy, MFA	
<b>Day 25 7 July (Wed)</b>	07.30-22.30	- Travel to Burd soum, Uvorkhangai aimag	Interpreter, NBC staff
<b>Day 26 8 July (Thu)</b>	10.00-10.40	- Meeting with Ms.Ts.Unortsetseg, the Ministry of Social Welfare and labour	DB/Interpreter
	16.00-16.40	- Meeting with Ministry of Health	TM/Interpreter
<b>Day 27 9 July (Fri)</b>	13.00-13.30	Meeting on overview of the meetings/ field visits	YM/KYJ
	14.00-18.00	Visit to Shuvuu area, Khan-Uul District, UB to observe field practicum	NG/interpreter
	18.30-19.30	Meeting with Ms.Sarangerel, Soum Feldsher, Khentii aimag	Interpreter
<b>Day 28 10 July (Sat)</b>		- Report writing	
<b>Day 29 11 July (Sun)</b>		- Naadam holiday (report writing)	
<b>Day 30 12 July (Mon)</b>		- Naadam holiday (report writing)	
<b>Day 31 13 July (Tue)</b>		- Naadam holiday (report writing)	
<b>Day 32 14 July (Wed)</b>		- Report writing	
<b>Day 33 15 July (Thu)</b>		- Submission of draft report to UNICEF	KYJ (to be shared with RP and YM)
<b>Day 34 16 July (Fri)</b>		- Presentation of the findings and recommendations to UNICEF	YM, CBSS team
<b>Day 35 17 July (Sat)</b>		- Finalization of report	
<b>Day 36 18 July (Sun)</b>		- Finalization of report	
<b>Day 37 19 July (Mon)</b>	10:00-12:00	- Presentation on findings/recommendations to	UNICEF staff, consultants,

		participants from UNICEF and counterparts** (KYJ)	counterparts
<b>Day 38 20 July</b>		- Departure from Ulaanbaatar	

**Abbreviations :**

YM- Dr. Yameen Mazumder, Programme Officer  
KYJ- Mr. Kang Yun Jong, Project Officer (CBSS)  
NG- Ms. Nergui Gungaachoimbol, Assistant Project Officer (APO) for  
CBSS  
TM- Ms. Tuya Mungun, APO for Health  
DB- Ms. Daryhand Bayar, APO for Child Protection  
UB- Ms. Uranchimeg Budragchaa, APO for Education  
BM- Mr. Byambaragchaa Magvandorj, APO forUvs aimag

**Note :**

Interpreter/translator will be recruited by UNICEF for period 14 -30 June 2004 assisting interpretation for the consultant during meetings with counterparts, field visits and translation of documentation into English or Mongolian language. Extension of the interpreter by one more week (1-7 July 2004) is required due to field trip.

Contact address of interpreter : Ms. D. Odon, tel: 457959  
Email : odondarjaa@yahoo.com



### **List of People Consulted/Interviewed**

#### UNICEF

1. Mr. Richard Prado, Representative
2. Mr. Henry Briones, CBSS Consultant
3. Dr. Yameen Mazumder, Programme Officer
4. Mr. Kang Yun Jong, Project Officer (CBSS)
5. Ms. Nergui Gungaachoimbol, Assistant Project Officer (APO) for CBSS
6. Ms. Kasumi Ozawa, Assistant Programme Officer
7. Ms. Tuya Mungun, APO for Health
8. Ms. Daryhand Bayar, APO for Child Protection
9. Ms. Uranchimeg Budragchaa, APO for Education
10. Mr. Byambaragchaa Magvandorj, APO for Uvs aimag
11. Mr. Burenbayar Chanrav, Communication Officer
12. Mr. Arslan Rinchin, Emergency Officer
13. Mr. Cliff Meyers, Regional Adviser-Education, UNICEF/EAPRO
14. Ms. Wander A Krekel, Regional Adviser-Supply, UNICEF/EAPRO

#### Ulaanbaatar

15. Ms.M.Togtokhnyam, Secretary of the National Council for Children and Chairperson of the Government Executive National Agency.
16. Ms.Ya.Baigalmaa, Officer of the NBC, in charge of the CBSS Program.
17. Ms.Tserennadmid, Officer of the Ministry of Education, in charge of Pre-school Education.
18. Mr.Prasanna De Silva, National Coordinator for Operations, World Vision Mongolia.
19. Ms.Ts.Unurtsetseg, Deputy Director, Population and Social Welfare Department, Ministry of Social Welfare and Labour
20. Ms.G.Soyolgerel, Officer of the Ministry of Health
21. Ms.D.Narangerel, Officer of the Ministry of Health, EPI
22. Mr.D.Ganzorig, Officer of the Ministry of Health, Nutrition.
23. Ms.I.Bolormaa, Officer of the Public Health Institute.
24. Ms.E.Shinee, Officer in charge of Public Health and Secretary of National Committee of Public Health, Ministry of Health.
25. Ms.U.Sarangerel, Feldsher of Galshar soum, Khentii aimag.

Bayangol district, UB

26. Mr.D.Lamjav, Head of the SDD, Bayangol District, Ulaanbaatar.
27. Mr.Ya.Gombojav, Governor of the 10<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
28. Mr.N.Gombosuren, Governor of the 9<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
29. Ms.G.Gerelmaa, Coordinator of the SDD, Bayangol District, Ulaanbaatar.
30. Ms.B.Dulamsuren, Pensioner, Female head of the household of the 9<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
31. Ms.T.Khishigsuren, Head of the Family Clinic of the 9<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
32. Ms.Ya.Puntsag, Grandmother of a family, 9<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
33. Ms.G.Olontsetseg, Director (Principle) of the Kindergarten No.133, 9<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
34. Ms.Ts.Tumendemberel, Head of the Family Clinic of the 10<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.
35. Ms.B.Altannavch, Director (Principle) of the Kindergarten No.141, 10<sup>th</sup> Khoroo, Bayangol District, Ulaanbaatar.

Dornogobi aimag

36. Mr.J.Batsuuri, Governor of the Dornogobi aimag.
37. Mr.D.Chuluunbaatar, Head of the Chancellery Office, Head of the CBSS WG, Dornogobi aimag.
38. Ms.P.Dolgorsuren, Secretary of Aimag Poverty Reduction and Policy Implementation Dep't, Coordinator of the CBSS Program, Member of the CBSS WG Dornogobi aimag.
39. Mr.Choirbaatar, Head of the Education Center of the Dornogobi aimag, Member of the CBSS WG, Dornogobi aimag.
40. Ms.Otgonbayar, Deputy Chairman of the Financial Dep't, Member of the CBSS WG, Dornogobi aimag.
41. Ms.Ulziiburen, the Center for Children, Member of the CBSS WG, Dornogobi aimag.
42. Ms.Ulzijargal, Officer of Strategic Planning and Policy Implementation Dep't, Member of the CBSS WG, Dornogobi aimag.
43. Ms.Sh.Dorjpagma, Head of the Aimag Hospital, Dornogobi aimag.
44. Ms.D.Urtnasan, teacher of the Kindergarten No.3, Dornogobi aimag.
45. Mr.Suheehuu, Director of the School No.1, Dornogobi aimag.

Erdene soum, Dornogobi aimag

46. Ms.Gipelmaa, Governor of the Erdene soum, Dornogobi aimag.
47. Ms.Baatar, Chairman of the Citizen's Hural, Erdene soum, Dornogobi aimag.
48. Ms.R.Enkhtuya, Teacher for Non-formal Education, CBSS Trainer, Member of the Erdene soum CBSS WG, Dornogobi aimag.
49. Ms.P.Ulziisuren, Officer of Social Policy, Member of the Erdene soum CBSS WG, Dornogobi aimag.
50. Ms.S.Tsetsegsuren, Bagh Feldsher/Soum Hospital Statistician, Member of the Erdene soum CBSS WG, Dornogobi aimag.
51. Ms.E.Radnaamaa, Officer of the Erdene soum Governor's Office, in charge of Environment, Member of the Erdene soum CBSS WG, Dornogobi aimag.
52. Ms.Ya.Nyamsuren, Tsagaanhutul bagh Feldsher, Trainer of the CBSS Program, Erdene soum, Dornogobi aimag.
53. Mr.D.Erdenejargal, Volunteer of the CBSS Program, Tsagaanhutul bagh, Erdene soum, Dornogobi aimag.
54. Ms.S.Bayarjargal, Wife of a family, Tsagaanhutul bagh, Erdene soum, Dornogobi aimag.
55. Mr.N.Baasankhuu, Director of the Erdene soum School, Dornogobi aimag.
56. Ms.B.Uuganmaa, Head of the KG, the Erdene soum School, Dornogobi aimag.
57. Ms.Ts.Bolortuya, Head of the Erdene soum Clinic, Dornogobi aimag.
58. Mr.U.Batjargal, Head of the Household, Owner of the New Sanitary Latrine, Erdene soum, Dornogobi aimag.
59. Mr.B.Ganbold, Head of the Household, Owner of the New Sanitary Latrine, Erdene soum, Dornogobi aimag.

Khentii aimag

60. Mr. B.Davaadorj, Vice Governor of the Khentii aimag.
61. Mr.D.Dashnyam, Head of the Chancellery Office, Khentii aimag.
62. Mr.D.Erdenbileg, Acting Head of the Strategic Planning and Coord. Dep't, Khentii aimag.
63. Mr.Ts.Chuluunbaatar, WG Coordinator, Khentii aimag.
64. Mr.M.Ochirpurev, Head of Human Resources Dep't, Khentii aimag.
65. Ms.D.Oyungerel, Senior Pediatric, General Hospital, Khentii aimag.
66. Ms.B.Doljin, Head of the Education and Culture Center, Khentii aimag.
67. Ms.M.Zolzaya, Director of the School No.3, Khentii aimag.

Dadal soum, Khentii aimag

68. Mr.Ts.Jamsranjav, Governor of Dadal soum, Khentii aimag.

69. Ms.G.Urjinhand, Chairperson of the Citizen's Hural, Dadal soum, Khentii aimag.
70. Ms.Ch.Narangerel, Social Officer, Dadal soum, Khentii aimag.
71. Ms.E.Baasanhuu, Head of the KG, Dadal soum, Khentii aimag.
72. Mr.T.Erdenebaatar, The Onon Bagh Governor, Dadal soum, Khentii aimag.
73. Mr.B.Munkhjargal, Soum Doctor, Dadal soum, Khentii aimag.
74. Ms.G.Nansalmaa, Onon Bagh Mobile Teacher, Dadal soum, Khentii aimag.
75. Mr.D.Ganbat, Herder, Father of the Ger KG Child, Dadal soum, Khentii aimag.
76. Ms.G.Oyunhand, Herder, Mother of the Ger KG Child, Dadal soum, Khentii aimag.
77. Ms.G.Odontuya, Volunteer, Herder, Dadal soum, Khentii aimag.
78. Ms.D.Munguntsetseg, Volunteer of the 5<sup>th</sup> Unit of the Soum Center, Dadal soum, Khentii aimag.
79. Ms.Yu.Tsetsegmaa, Storekeeper of the School, Dadal soum, Khentii aimag.
80. Ms.Ts.Erdenechimeg, Teacher of the School, Dadal soum, Khentii aimag.

Dornod aimag

81. Mr.N.Khurelbaator, Head of the Governor's Staff, Head of the WG, Dornod aimag.
82. Ms.D.Damdintsoo, Officer of the SDD, Dornod aimag.
83. Ms.D.Davaasuren, Methodologist for KGs, Education Center, Dornod aimag.

Tsagaan Ovoo soum, Dornod aimag

84. Ms.Ya.Dulamhand, Governor of Tsagaan Ovoo soum, Dornod aimag.
85. Ms. Norjmaa, Coordinator of the Tsagaan Ovoo soum, Dornod aimag.
86. Ms.D.Enkhtuya, Doctor of the Soum Hospital, Tsagaan Ovoo soum, Dornod aimag.
87. Ms.O.Odmandakh, Headmaster of the School, Tsagaan Ovoo soum, Dornod aimag.
88. Ms.B.Munkhtuya, Head of the KG, Tsagaan Ovoo soum, Dornod aimag.
89. Ms.B.Tsetsegmaa, Teacher of the Ger-KG, Tsagaan Ovoo soum, Dornod aimag.
90. Mr.B.Badamtseren, Herder, Parent of the KG age child, Tsagaan Ovoo soum, Dornod aimag.
91. Ms.Ch.Dulamjav, Herder, Parent of the KG age child, Tsagaan Ovoo soum, Dornod aimag.
92. Ms.P.Ulziiburam, Herder, Parent of the KG age child, Tsagaan Ovoo soum, Dornod aimag.

93. Mr.B.Batjargal, Herder, Parent of the KG age child, Tsagaan Ovoo soum, Dornod aimag.
94. Mr.D.Tsedenjav, Herder, Parent of the KG age child, Tsagaan Ovoo soum, Dornod aimag.
95. Ms.B.Oyunhand, Bagh Feldsher, Tsagaan Ovoo soum, Dornod aimag.

Baganuur District, Ulaanbaatar

96. Ms.Kh.Oyungerel, Officer of the 4<sup>th</sup> Khoroo, Baganuur District, Ulaanbaatar.
97. Ms.U.Solongo, Social Officer of the 4<sup>th</sup> Khoroo, Baganuur District, Ulaanbaatar.
98. Ms.Ts.Nomintsetseg, Doctor of the Family Clinic, 4<sup>th</sup> Khoroo, Baganuur District, Ulaanbaatar.
99. Ms.Ch.Erdenechimeg, Doctor of the Family Clinic, 3<sup>rd</sup> Khoroo, Baganuur District, Ulaanbaatar.

Burd soum, Uvorkhangai aimag.

- 100.Ms.B.Gachmaa, Governor of the Burd soum, Uvorkhangai aimag.
- 101.Ms.G.Oyun-Erdene, Soum Doctor, Burd soum, Uvorkhangai aimag.
- 102.Ms.Ts. Narmandakh, Head of the KG, Burd soum, Uvorkhangai aimag
- 103.Ms. Otgontuya, Officer for Youth and Culture/Sports Issues, Burd soum, Uvorkhangai aimag.

### **List of UNICEF Documents/Reports Reviewed**

- 1) Mongolia-UNICEF Country programme of Cooperation, Master Plan of Operations (2002-2006)
- 2) Programme Plan of Operations for CBSS (initially defines the broad directions and organizational structure for the CBSS implementation)
- 3) Project Plan of Actions for CBSS – 2002, 2003, 2004
- 4) Annual Report: 2002, 2003
- 5) Power point presentation – CBSS FES
- 6) Report and feedback from visitors: EAPRO and New York
- 7) H. Briones - Summary Report: 2002, 2003
- 8) National Council for Children – Acceptance & Endorsement of CBSS
- 9) CBSS Field Guide: Draft English version – plus Mongolia final copy
- 10) CBSS Flip Chart: Draft English Version – plus Mongolia Final Copy
- 11) Matrix on set of indicators
- 12) 5-day Training Design on CBSS Family Empowerment Strategy
- 13) Proceedings of the February 2003 Workshop – preliminary discussion on experiences and findings of the family education and visualized assessment & planning
- 14) Sample of set of CIPs of a soum
- 15) Khuvskul's Resolution on CBSS
- 16) Sample: one aimag/soum – annual review presentation
- 17) Sample: one soum presentation (analytical review) in February-March 2003
- 18) Sample briefing kit
- 19) CBSS brochure
- 20) Memorandum of Understanding: Aimag/District – sample
- 21) Sample of CBSS proposals submitted (NZ-AID)
- 22) Sample: Master list of children and summary reports
- 23) Sample: results on ECD – Erdene