

**The Status of Training and Employment Policies and Practices for
People with Disabilities in Mongolia**

DRAFT

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List of Abbreviations

CERO	Central Employment Regulation Office
JICA	Japan International Cooperation Agency
MOSTEC	Ministry of Science, Education, Technology and Culture
MSWL	Ministry of Social Welfare and Labour
NRVTCPWD	National Rehabilitation and Vocational Training Center for People with Disabilities
CCDPAM	Central Council of Disabled People's Association of Mongolia
NGO	Non-governmental Organization
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
MHSW	Ministry of Health and Social Welfare (former name of Ministry of Health)
MSSLPWD	Mongolian Social Security Law for People with Disabilities
MSWL	Mongolian Social Welfare Law
CCMPD	Central Committee of Mongolian People with Disabilities
MABP	Mongolian Association of Blind People
UDDP	Union of Dwarf and Disabled People
MLL	Mongolian Labour Law
MSSL	Mongolian Social Security Law
ELM	Education Law of Mongolia
NHLCSP	National Household Livelihood Capacity Support Program
NRVTCD	National Rehabilitation and Vocational Training Center for Disabled Persons
SOTEBP	State Occupational Training Enterprise for Blind People
SCOD	State Center for Occupational Diseases
IAFO	Italian Assistance Non-governmental Organization
UNFPA	United Nations Population Fund
UNDP	United Nations Development Program

Togrog national currency of Mongolia. As of July 2002 US\$ 1.00 equals ~Togrog 1,100

Part One: Country Overview

1.1 Introduction

Mongolia achieved autonomy in 1911 after three hundred years of rule under the Manchu Qing Dynasty. In 1921, with the support of the Soviet Union, Mongolia was proclaimed an independent country and three years later became the Mongolian People's Republic. Political power belonged to the only party at the time – the Mongolian People's Revolutionary Party, which was strongly influenced by the Soviet Union for 70 years. During the Soviet era, political, economical, social and cultural policies were closely related to the Soviet Union. Social services including health, education and social protection were provided by the state within a strong communist ideology.

In the pre-transition era Mongolia was perceived to be free of social problems. Issues like poverty, unemployment, and care for vulnerable groups like the elderly and people with disabilities were not openly discussed.

In the early 1990s, the command economy and the one-party system collapsed with the withdrawal of technical and financial assistance from the former Soviet Union. Mongolia chose to develop towards democratic and free market economic system. Political reforms were introduced in conjunction with “shock therapy” economic reforms. Multiparty elections were held in 1990. A new Constitution was adopted in 1992¹. Poverty has become an issue. As 1995 for instance, 36.6 per cent of the total population lived below poverty line².

Mongolia ranks 113 country in the 2002 Human Development Report. According to the UN listing Mongolia falls into category of countries with medium human development level. The position is unchanged from last year, but comparing to 1990 Mongolia has fallen ten positions. The human development index as of 2000 is 0.655. The other human development indicators show that life expectancy at birth is 62.9 years, adult literacy rate is 98.9 per cent, combined primary, secondary and tertiary gross enrolment ratio is 58 per cent and GDP per capita (PPP) is US\$1,783.

1.2 Geography

Mongolia is a landlocked country located in Northern Asia between Russia and China. Land boundaries total 8,158 kilometers, 4,760 kilometers of which are shared with China, and the balance with Russia. Mongolia is the fifth largest country in Asia with a territory of 1,6 million square kilometers and has one of the lowest population densities in the world at 1.5 persons per square kilometer. Mongolia is an expanse of high altitude grassland steppe, desert and mountain. More than 80 per cent of the territory is used as pasture land and only 7 per cent (mostly in the northern part of Mongolia) is forested.³ The road network totals 11,063 kilometers, only 13 per cent of which is paved. Much of the unpaved are natural dirt roads.⁴

1 The Constitution of Mongolia (1992), English version, can be consulted on the ICL web site at: http://www.uni-wuerzburg.de/law/mg_indx.html.

2 1996 Living Standards Measurement Survey.

3 WB: Country Profile Table. www.Devdata.worldbank.org/

4 Government of Mongolia: Mongolia Consultative group Meeting, Infrastructure Sector Development Paper,

Mongolia experiences extreme weather conditions. The temperature may drop below –35 Celsius during the long winter and climb above 35 Celsius in summer. Heating and associated costs are a major problem in the winter for urban and rural households alike.

Traditional livestock production dominates the agricultural sector and a third of Mongolian households are semi-nomadic herders, raising horses, oxen, sheep, goats and camels.

More than half of the country's total population lives in urban settings. The lifestyle and occupation of people living in urban and rural areas differs significantly. Social and economic infrastructure such as schools, hospitals, factories, and communication networks are much less developed in rural areas.

1.3 Population

The total population of Mongolia is 2.4 million⁵. (See Annex II. Population Distribution). The population growth rate in 2000 was 0.8 per cent⁶, low compared to previous years (1.4 per cent in 1998 and 2.5 per cent in 1989).⁷ Almost 60 per cent of the total population of the country is under age 21.

Table 1.1: Population Indicators⁸

Indicators	1990	1992	1995	1998	2000
Life Expectancy at Birth	63.7	62.8	63.8	65.1	62.9
Life Expectancy Index	0.645	0.630	0.647	0.669	0.630
Adult Literacy rate (per cent)	96.5	96.5	96.5	96.5	98.9
Human Development Index Value	0.652	0.626	0.635	0.651	0.655

Urbanization is increasing with 32.7 per cent of the population now living in Ulaanbaatar. Another 4 per cent of the population lives in Darkhan, Mongolia's second city.⁹

Table 1.2: Literacy Rate by Gender (15 years and above)¹⁰

Year	Male		Female		Total	
	1989	2000	1989	2000	1989	2000
Literacy Rate	98.2	98.0	94.9	97.5	96.5	97.8

Table 1.3 reflects a small decrease in the number of children under age 10. This can be explained by the decrease in number of births in this period.

July 2002, Ulaanbaatar, Mongolia.

⁵ National Statistical Office of Mongolia: Mongolian Statistical Yearbook, Ulaanbaatar, 2001

⁶ WB: Country Profile Table. www.Devdata.worldbank.org/

⁷ National Statistical Office of Mongolia: Mongolian Statistical Yearbook, Ulaanbaatar, 2001

⁸ UNDP: Human Development Report Mongolia 2000

⁹ National Statistical Office of Mongolia: Mongolian Statistical Yearbook, Ulaanbaatar, 2001

¹⁰ National Statistical office of Mongolia: Gender in Mongolia: Analysis Based on the 2000 Census, 2000 Population and Housing Census, Ulaanbaatar, 2002

Table 1.3: Population Facts¹¹

Total (2000)	2407,500
Male	1192,400
Female	1215,100
Rural	42 per cent
Urban	57 per cent
Households	554,000

Table 1.4: Percentage Distribution of the Population by Age and Sex, 1989 and 2000¹²

Age Group	Male		Female		Total	
	1989	2000	1989	2000	1989	2000
Total	100.0	100.0	100.0	100.0	100.	100.
0-4	16.1	10.6	15.7	10.2	15.9	10.4
5-9	13.6	12.2	13.3	11.8	13.5	12.0
10-14	12.6	13.5	12.4	13.2	12.5	13.4
15-19	11.0	11.3	10.7	10.9	10.8	11.1
20-24	9.5	10.0	9.6	9.9	9.6	9.9
25-29	8.7	9.2	8.9	9.1	8.8	9.1
30-34	6.6	7.9	6.6	8.0	6.6	7.9
35-39	4.6	7.2	4.5	7.3	4.6	7.2
40-44	3.5	5.3	3.4	5.4	3.4	5.4
45-49	3.5	3.4	3.2	3.5	3.3	3.5
50-54	2.8	2.4	2.7	2.4	2.7	2.4
55-59	2.4	2.3	2.5	2.4	2.5	2.4
60-64	1.7	1.8	1.8	1.8	1.8	1.8
65-69	1.4	1.4	1.7	1.6	1.5	1.5
70-74	0.9	0.7	1.3	1.0	1.1	0.9
75+	1.1	0.8	1.7	1.4	1.4	1.1

Life expectancy is 65 for women and 61 for men.¹³

Mongolia's major ethnic group is Khalkh Mongolian (86 per cent); 7 per cent of the population is ethnic Khazakh. There are a small number of other ethnic minorities including Tuvan, Chinese, Buriats, Russians and Uighurs.

The main religion in Mongolia is Buddhism, the open practice of which is enjoying a resurgence after Soviet era suppression. The official language is Mongolian.

1.4 Government and general development plans

The 1992 Constitution defines the Parliament (the State Great Hural) as the highest organ of the state and the supreme legislative power, providing it with wide-ranging powers to enact and amend laws, and to determine the basis for domestic and foreign policies as well as fiscal and monetary policies. Parliament approves the State budget and its implementation, and has responsibility for the approval and amendment of the country's administration and territorial divisions and the determination of the legal basis for local self-governing authorities. There are 76 seats in the Parliament. Members of the State Great Hural are elected in single member constituencies by a majority of votes for a four-year term.

The government consists of Prime Minister's Office and eleven ministries: Ministry of

¹¹ Ibid.

¹² Ibid.

¹³ UNESCAP: Population Data Sheet, 2001.

Science, Technology, Education and Culture; Ministry of Social Welfare and Labour; Ministry of Foreign Affairs; Ministry of Environment; Ministry of Infrastructure Development; Ministry of Defense; Ministry of Finance; Ministry of Law and Internal Affairs; Ministry of Agricultural; Ministry of Trade and Industry; and Ministry of Health. Ministries are responsible for the implementation of law and development of national policies.

The President and the majority of the Parliament nominate the Prime Minister. In recent years the President has used his power to reject number of candidates for the Prime Minister's post.

There have been three democratic elections since 1990. During the elections in 1992 the Mongolian People's Revolutionary Party (MPRP) retained control. In 1996, the Democratic Coalition was elected with mandate to accelerate economic reforms. In July 2000, the electorate returned the MPRP to power with 72 of 76 seats in the Parliament. The political situation in Mongolia is stable with democratic principles unchallenged.

Mongolia is divided for administrative purposes into 21 aimags (provinces). Aimags are divided in sums (communes). There are 323 sums, which are again subdivided into 1681 bags (rural settlements). Cities are divided into districts. There are three cities: Ulaanbaatar, Darkhan and Erdenet.

The Mongolian Ministry of Social Welfare and Labour (MSWL) is the ministry responsible for implementation of the state policy on disability. The Ministry has agencies that work at the provincial level to implement the policy and provide services for the people with disabilities. These agencies include: the Labour and Social Welfare Inspection Agency; the State Social Welfare Agency; the Central Employment Regulation Office; the State Social Insurance Office; the National Rehabilitation Center for the Disabled Person; and the Center for Occupational Diseases. In most cases at the provincial level there is one officer responsible for a couple agencies. For instance, the social welfare officer is also in charge of employment issues.

Development objectives and strategies are no longer defined by 5-10 year plans in Mongolia.

In July 2000 the newly elected Government presented its national development strategy. Key components include:

- To continue and deepen the economic reform and ensure higher economic growth;
- To improve the living standards of people by streamlining the distribution of wealth and income (narrowing gaps), and develop an effective system of social welfare;
- To adopt and implement regional development concept and on this basis, narrow the gap between the development and living standards in the rural and urban areas;
- To develop and effectively implement a state policy of social and economic development, tailored to the special conditions of Mongolia, and set up a highly effective and accountable "Governance";
- To conduct export-oriented economic policy based on the private sector and ensure a sustainable and high economic growth;
- To uphold education and culture, and promote human factor growth – the basis of progress

There are two specific mentions in the strategy concerning persons with disabilities:

provision of free medical services and support for improvement of social care services for people with disabilities. There is no specific mention of training and employment of persons with disabilities or mechanisms for their implementation. There are separate legislations and documents defining government actions and specific aspects of disability in the country. These documents will be mentioned and discussed further in this paper.

1.5 Economy

Until 1990, Mongolia was heavily dependent upon subsidies received from the Soviet Union and the assured export of Mongolian products to the Council for Mutual Economic Assistance (COMECON – member since 1962) countries.

With the changes in the development approach beginning in the early 1990s, the Government of Mongolia focused increased attention on macroeconomic stability. Economic and public administration policies have included the liberalization of prices, the privatization of state properties and the decentralization of government structure. The speed and scope of reforms had a negative impact, including decreased GDP output, a sharp diminution of the industrial output, and increased unemployment and poverty. In 1998, according to the latest Living Standard Measurement Survey (1998), 36 per cent of the Mongolian population lived below the poverty line¹⁴. The vulnerable part of the population likely to fall into poverty include herding households with less than 100 livestock¹⁵, the unemployed without basic education, the elderly, disabled persons, street children, orphans, and single parent headed household with many children.

By 1998 the economic reforms began to show positive results. For example, inflation was brought under control (to approximately 10 per cent annually), and economic output grew by over 3 per cent.¹⁶

Table 1.5: Economic indicators¹⁷

Indicators	1996	1999	2000
GNI (in US\$)	998.1mln	905.5mln	969.5mln
GDP per Capita	400.0	390.0	390.0
GDP growth (annual per cent)	2.4	3.2	1.1
Industry, value added (per cent of GDP)	18.3	20.7	18.5
Agriculture, value added (per cent of GDP)	42.1	37.0	33.3
Export of goods & services (per cent of GDP)	50.2	61.2	65.5
Import of goods and services (per cent of GDP)	58.3	74.6	81.9

The mining industry and the production of copper, gold and cashmere are the main economic engines in Mongolia. Due to falling world prices of these commodities economic growth slowed and foreign trade turnover declined by 13 per cent in 2001 to US\$940 million.¹⁸ Some US\$25 million in export revenue was lost due to declining copper prices, for instance, de-

¹⁴ Living Standard Measurement Survey, 1998, National Statistical Office/UNDP, Ulaanbaatar, 1999.

¹⁵ Gobi Business News, July 1999

¹⁶ Human Development Report, 2000. Government of Mongolia and UNDP.

¹⁷ WB: Country Profile Table. www.Devdata.worldbank.org/

¹⁸ Government of Mongolia: Medium Term Growth Policies for Poverty Reduction, Discussion Papers - Current Economic Situation and Sources of Economic Growth for Mongolia: from I-PRSP to Full PRSP, Mongolia, July 2002

haired cashmere exports declined by 27 per cent compared to 2000.

The main engine of the rural Mongolian economy remains livestock husbandry. Recent winters have seen, however, a series of dzud¹⁹ affecting more than 15 provinces. Total livestock losses have exceeded 6 million (about 20 per cent of the total) devastating the rural economy. More than 10,000 households lost their all animals. Most of this group has fallen into poverty.

At the Mongolia Consultative Group Meeting held in early July 2002, the Mongolian Government presented to its donor partners an assessment of the current economic situation and sources of economic growth. Background documentation for the Conference noted that

To achieve economic growth the Government strategy emphasizes and being pursued as follows: a significant focus is given to regional and rural development; promotion of raw materials processing and small and medium industry production; development of larger mining, processing and finished goods industries through attracting strategic investors; making technological improvements in animal husbandry and crop industries; and intensively developing trade and service industries, particularly information technology, and tourism.²⁰

1.6 Labour markets

As mentioned above, the emergence of unemployment has been one of the negative impacts of the transition period. Employment figures for recent years are detailed in table 1.6.

The number of registered unemployed people of working age has increased year by year. More disturbingly, not every unemployed person registers with the Labour Regulation Office (LRO) established in 1991 and therefore actual numbers are significantly higher. LRO was established to provide retired and unemployed people with jobs financed by earnings from the mediating services. Unfortunately, meditating services have been provided on only a limited scale and therefore the labour market has failed to develop in real terms.

Table 1.6: Employment and unemployment rate of the population of Mongolia (1992-2000, by thousand people)²¹

Indicators	1992	1995	1998	2000
Population of Labour Age	1134.2	1186.7	1256.8	1347.4
Labour Force	860.0	839.8	792.6	847.6
Employed	806.0	794.7	792.8	809.0
Unemployed registered in the Labour Regulation Office	54.0	45.1	49.8	38.6
Unemployed	152.2	217.7	221.4	282.7
Student of Employment Age	104.9	102.0	125.4	153.7
Disabled People of Employment Age	106.1	136.2	80.2	77.9
Unemployment Rate	6.3	5.4	5.9	4.6

¹⁹ Natural disaster caused by heavy snows, often preceded by drought.

²⁰ Government of Mongolia: Medium Term Growth Policies for Poverty Reduction, Discussion Papers - Current Economic Situation and Sources of Economic Growth for Mongolia: from I-PRSP to Full PRSP, Mongolia, July 20

²¹ Ministry of Education, Sciences Technology and Culture of Mongolia: Education and Employment of the Population. Minister's speech, Ulaanbaatar, 2000

In 2000, total employment was 809,000, 2.5 per cent less than the previous year. Over 48 per cent are employed in the agriculture sector, 18.6 per cent in manufacturing, over 10 per cent in commercial business, 4.2 per cent in transportation and communication, 3.3 per cent in construction and 15.4 per cent in other fields.²²

Table 1.7: Unemployed Population of Labour Age with Working Capability (1991-2000)

23

Year	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
Total	52.8	96.2	114.0	137.4	172.6	171.8	214.9	221.4	208.6	282.7

Men occupy more managerial level positions than women. Close to 70 per cent of senior management men, while 66.7 per cent of clerks, hold positions technicians and women hold associate professional positions.²⁴

Table 1.8: Sex Ratio of Registered Unemployed²⁵

Year	1992	1993	1994	1995	1996	1997	1998	1999	2000
Male	53.8	46.6	46.3	47.7	49.3	49.1	47.8	45.6	44.6
Female	46.2	53.4	53.7	52.3	50.7	50.9	52.2	54.4	55.4
Sex Ratio	1.16	0.87	0.86	0.91	0.97	0.96	0.92	0.84	0.85

The informal sector is an important contributor to the national, and particularly the Ulaanbaatar, economy. According to a 2000 USAID financed survey of the informal sector in Mongolia²⁶, an estimated 47,037 are employed in the informal sector in Ulaanbaatar alone. The total annual value added in 1999 for the informal activities surveyed²⁷ is estimated at Togrog 94.1 billion (approximately US\$ 91 million at prevailing exchange rates). Women dominate all informal sectors except transport. In the retail sector, for instance, the number of women involved was twice that of men.

Most involved in the informal sector are young and comparatively well educated. According to the USAID study, 64.4 per cent are between the ages of 20 and 40. 25.19 per cent have university degrees. Only 0.32 per cent have no education. These findings suggest that the informal sector attracts ambitious young individuals with strong educational backgrounds looking for an entry into more established entrepreneurial activities. Monthly income for people working in informal sector varies from US\$ 100.00 to US\$1500.00.

Total average monthly income per household in formal sector is Togrog 31,004 (Urban Togrog 44,791 and rural Togrog 16,109). See Annex III, Employed Population aged 15 and over by Industry and Age Group and Sex, Mongolia, 2000

22 Ibid.

23 Ministry of Sciences Technology and Education of Mongolia: Education and Employment of the Population. Minister's speech, Ulaanbaatar, 2000;

24 Ibid.,

25 Ministry of Sciences Technology and Education of Mongolia: Education and Employment of the Population. Minister's speech, Ulaanbaatar, 1992-2000

26 The Mongolian Informal Sector: Survey Results and Analysis, Bikales, Bill et. al. April 2000

27 Retail trade, financial services (e.g. pawnshops and money changers), transport (e.g. taxis, trucks, minibuses, garages), services (e.g. shoe repair, chemists, canteens, barbershops, home cooked meals, games) and manufacturing (e.g. baked goods, soft drinks).

Part Two: People with Disabilities--Definitions, Data and Situation

2.1 Definitions of disability

The Mongolian Social Security Law for People with Disabilities (SSLPWD) provides the legal definition of disability in Mongolia. The Law was approved by Parliament in December 1995 and amended in November 1998. The state agency responsible for implementation of this law is the MSWL. The structure of the ministry and its implementation agencies are shown in the Annex VI, Mongolian Social Policy Structure.

According to the Law, persons with disabilities are those with limited physical or mental abilities, either genetically inherited or acquired during life, persons born with deformations or disability caused by illness or accident which limits full ability to work, mute persons or person officially diagnosed with sight, hearing, or body or mental disabilities. (translation by the consultant)

This is the only legal document that defines people with disabilities in Mongolia. There is no definition given by any other laws including labour and education.

2.2 Disability classification systems

There is no classification system of persons with disabilities used in Mongolia. Instead, disability is assessed on a purely medical basis by a panel composed of a medical doctor, a representative of local government and members of the community. the medical assessment prevails. the law stipulates that the panel described above will make the determination but does not provide guidelines as to how the determination will be made.

2.3 Sources of disability information and statistics

The collection of data on persons with disabilities in Mongolia is extremely difficult. Existing information is contradictory and often incoherent. Every agency uses its own numbers dependent on services offered. Mongolian agencies agree that the existing data on disability is incoherent and unreliable.

According to the MSWL, as of 2001, there were 115,000 persons with disabilities in Mongolia. 16.6 per cent blind, 25.3 per cent mentally ill, 25.2 per cent physically disabled people, 17 per cent deaf, and 13.2 per cent with other disabilities. Thirty nine thousand seven hundred persons with disabilities are able to work, but only 5,200 (13.1 per cent) are currently employed. Today 88 per cent of persons with disabilities live below the poverty line.

For its part, the State Social Welfare Office (SSWO) estimates that there are 120,000 persons with disabilities in Mongolia. This number was determined by random sampling. The SSWO registered 84,000 people with physical disabilities, 37,000 of whom are children and young people. Thirty thousand of persons with disabilities are at the working age. Twenty thousand are able to attend basic, secondary, higher and/or special education institutions.

The MSWL has Social Welfare Offices (SWO) in every aimag, and Social Welfare Officers working in every sum (within the sum governors' offices). These officers register all recipients of social welfare support, including persons with disabilities. Those registered make up the main national data on people with disabilities. The registration process is, however, not without fault. Not all disabled people are physically able to register themselves. There is, moreover, no official classification system for people with disabilities, which makes it difficult for Social Welfare Officers to accurately classifying and registering persons with disabilities.

At the moment, there is no other governmental or non-governmental agency providing research on the data collection and processing of persons with disabilities in Mongolia. Therefore, neither the State Statistical Office nor any other governmental and non-governmental organization has clear and solid data on People with Disabilities.

2.4 On-the-job injuries

According to the MSWL 9,390 people became disabled in 2000, 316 from injuries sustained at work or from occupational disease. According to the MSWL, in 2001 9,000 people were injured in car accidents.²⁸

State Center for Occupational Diseases (SCOD)

The Center for Occupational Diseases diagnoses, treats, rehabilitates and organizes prevention work for patients from around the country.

According to the SCOD about 6,300 people lost their full ability to work due to occupational diseases. The center also provides consultation for patients, helping determine whether the person should continue with or change his/her occupation. Most of patients come from the mining sector. Neither the SCOD nor the MSWL carries data on the number of people who return to work.

Current labour market conditions, the emergence of new professions and the absence of updated methods of treatment and equipment, make the services of the center insufficient to satisfy demand in the country.

2.5 Environmental factors affecting full participation

The participation of persons with disabilities in social life is limited in Mongolia.

The road network is poorly developed in general. Streets, roads, entrances/exits of buildings and public places and transportation are not accessible to persons with disabilities. Among the obstacles are state budget constraints, and the absence of policy promoting and building awareness among public and private business owners to improve the situation.

Mongolia has its own sign language. In 1997, to improve accessibility for information of deaf people national television together with Mongolia Association of Deaf People implemented a project on translating national news into sign language. The project was successful. Today

²⁸ Meeting with Ms. Baljmaa, Ministry of Social Welfare and Labour

national news is broadcast in sign language. However, the absence of printed materials in Braille limits access to information, particularly access to basic learning materials. This serves as an enormous constraint on their education and thus to their participation in community and social life in general.

Accessibility Barriers

The Mongolian social and public environment remains largely inaccessible to persons with disabilities. There are no regulations or special transport facilities or systems for the wheelchair-bound. Roads for pedestrians and buildings are not accessible. The inaccessibility makes it difficult for disabled persons to exploit training and employment opportunities, and to participate generally in community life.

The Government of Mongolia must introduce better policies and systems to allow, at a minimum, physical access by disabled persons to public facilities. This would be an important first step to support the education and employment of disabled persons in the open market. Regulations and policies supporting self-employment of persons with disabilities are also needed.

2.6 Social factors affecting full participation

There is misconception about disability within Mongolian society. For instance, some believe that disability gained during lifetime is “punishment” for something the disabled person did in the past. Others see disability of a family member as retribution for some misdeed the family has committed.²⁹

The social stigma attached to disability is evidenced by the almost complete absence of integration of disabled persons into the mainstream educational and employment systems.

Acceptance of disabled persons is, however, increasing. Until recently, for instance, able-bodied athletes considered it bad luck for disabled sportsmen to enter a sports facility. This is no longer the case, though tellingly most sport halls are still not easily accessible by athletes with disabilities.

2.7 Disabled Persons' Organizations

Central Committee of Mongolian People with Disabilities (CCMPD)

CCMPD is the primary advocacy organization. The organization was established in October 2000 and has small staff working full time. It serves as an umbrella organization for all NGOs working with disabled persons. The CCMPD aims: to monitor and support of equal state welfare system persons with disabilities in the rural and urban areas regardless of their age, religion, social status and skin color; to act as a link to the Parliament and influence and improve government policy for persons with disabilities; and, to develop international cooperation with similar organizations. The organization has branches in all provinces and city districts in Mongolia. It receives all types of requests from persons with disabilities from all over the country and reflects them on their activities. President of CCMPD Ms. Gandi is Parliament Member. The Executive Director of the CCMPD is Mr. Zinamider, who is well

²⁹ Meeting with Head of Mongolian Association of Deaf People. Mongolian Paralympic Association. Ms. Gandi Parliament Member

respected within the NGO community. Mr. Zinamider is deaf person with good knowledge of disability issues in the country and together with his staff enthusiastically promotes disability issues at the policy level and within the communities.

Trade Unions

The formerly active trade union movement has been drastically altered in today's Mongolia. These organizations used to be strongly influenced by communist ideology. While they still exist and are legally registered, they are no longer engaged in labour market . There is a Trade Union Law in Mongolia.

Union of Dwarf and Disabled People

There is only one trade union specifically set up to assist persons with disabilities in the country. The Union of Dwarf and Disabled People was established in December 1999. There are five people working with the Union. The organization has been working as a brokering agency helping persons with disabilities find work placements. The organization has poor facilities but is still able to provide good services for clients. The staff of the organization is active in promoting disability issues within society. This is a politically active organization. It organizes small-scale activities like marathons, exhibitions of product made by persons with disabilities, concerts etc.

For self-help groups see section 4.6

Part Three: Legislation, Policies and Institutional Structures

3.1 International policies adopted

Mongolia ratified ILO Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) on 3 February 1998. It became a signatory to the Proclamation on the Full Participation and Equality of People with Disabilities in the Asian and Pacific Region on 1 September 2001.

3.2 National legislation

The Constitution of Mongolia – 1992

The Constitution of Mongolia provides protection of the general rights of the population and outlines overall social policy. The Constitution acknowledges the principle of equal right for employment, education and health care for all Mongolians and right for material and financial assistance for disabled people.³⁰

There are no laws or policies in Mongolia that discriminate against disabled person in any regard. There is no draft legislation that deals with disability.

Mongolian Labour Law

The Labour Law was introduced in 1996 and amended in 1999. The purpose of the Law is defined in the Article 1, which states that "... (the law) resides in governing the relations connected with the exercising by citizens of their right to work on the basis of employment agreement..."

Article 74.1 stipulates: "It is prohibited to deny employment to disabled person and pygmies if their physical conditions enable them to be employed in the industrial and service jobs..." it continues as "... the administration is required to provide industrial and/or service jobs to disabled and defective (sic) persons according to their abilities..."

Article 111 of the amended Mongolian Labour Law specifically supports the employment of persons with disabilities. According to the law, institutions (government or private) with more than 50 employees are required to have a workforce made up of at least 3 per cent people with disabilities. Those that fail to meet this minimum standard must pay a tax in lieu of every person with disability that should have been hired to reach the minimum. The tax collected is to be contributed to the Employment Promotion Fund, with collected resources spent on provision of information and mediator's services; training for self-employed or people not covered by unemployment insurance; public awareness and education by Governor's Office together with State Employment Offices and other activities on promotion of employment. Employment Promotion Fund is resourced from state and local budgets unemployment insurance; bank interest on deposit to the fund; international loans for employment promotion; and other donations. The Mongolian Labour Law does not provide any additional provisions regarding employment of people with disabilities.

³⁰ Article 16. Constitution of Mongolia, 1992.

*The Mongolian Social Security Law for People with Disabilities (MSSLPWD)*³¹

The MSSLPWD was approved by the Parliament in December 1995 and amended in November 1998. This law specifically serves to protect and support the rights of persons with disabilities.

In addition to defining disability, the SSLPWD includes regulations regarding provision of identification cards, defines government agencies and officials responsible for the implementation of the law, defines the type of the support from the government for the individual and disability-focused non-governmental organizations, defines right for rehabilitation and after care, and outlines entitlements for education, employment, recreation and social services for people with disabilities. The SSLPWD also states that disabled persons should be entitled to vocational training opportunities.

Article 5.6 of SSLPWD notes that management of trade, transportation, communication, health and public places shall introduce special bylaw to serve persons with disabilities.

Article 8 of the law covers education and vocational training for persons with disabilities. It states:

1. The State shall support education and vocational training of persons with disabilities in the mainstream system unless the person has a highly transmittable disease, like tuberculosis.
2. All levels of education and vocational training institutions must not refuse for persons with disabilities to write the entering examination unless the person has highly transmittable diseases like tuberculosis.
3. Pre-school age children with disabilities have the right to attend pre-school education institutions unless the child has a highly transmittable disease, like tuberculosis.
4. The State, communities, parents, and caregivers shall support the opportunities for attendance of child with disabilities to mainstream pre-school education institutions. Special pre-school education institutions shall complete necessary skill preparations for the child with disability allowing them to attend mainstream pre-school institutions.
5. The State shall financially support higher education, college and vocational training for students with disabilities that have successfully passed entrance exams. Beneficiary shall come from very poor families, or from families with a member that has fully lost his/her working ability.

Article 9 of MSSLPWD is dedicated to employment of persons with disabilities. It states that:

1. The State shall give all manner of support to employ persons with disabilities and support the businesses and services run by persons with disabilities based on the person's working skills and education.
2. The State shall facilitate and support the enterprises and organizations employing persons with disabilities. A Committee of Government, Provincial/Municipal's Citizen Representatives can use state provincial budget resources to compensate business loss in connection with employing persons with disabilities or those run by the blind, deaf or/and people with physical disabilities.

³¹ Translation of the Consultant

3. Enterprises or organizations must not refuse to employ persons with disabilities, and must provide suitable work placement for the persons with disabilities unless the person has highly transmittable diseases like tuberculosis.
4. Enterprises or organizations shall reduce the working day by two hours for blind persons.

State Social Welfare Law of Mongolia (SSWL)

The purpose of the SSWL is to define types of welfare services, eligible beneficiaries, the composition of the social welfare fund and the legal basis for its distribution, organizations and officers responsible for welfare activities; and regulations relating to implementation.

Article 25 of the SSWL details basic disability benefits from the Social Welfare Fund and the legal requirements for persons with disabilities to receive the benefits. The Article has several paragraphs of relevance to people with disabilities:

1. The provision of fuel and coal of heating for families with a disabled member in a ger and financial support for those living in apartment blocks (Article 25.1.1)
2. One-way transportation cost for persons with disabilities living in remote areas to get to a hospital or medical labouratory once a year
3. Reimbursement of the cost of an orthopedic and mobility devices once in a person's lifetime (Article 25.1.2)
4. Reimbursement of the cost of a wheelchair for disabled persons under age 16 once a lifetime
5. Monthly provision of 74 per cent of minimum poverty wages for a family member who takes care of disabled family member unable to work elsewhere
6. Provision of hearing equipment the first time free and the second time with 50 per cent of discount;
7. Reimbursement of transportation cost to return home for students with disabilities upon graduation
8. 50 per cent off the payment for telephone use at private residence by blind person living below the poverty line
9. Reimbursement of transportation cost to the provincial center and 50 per cent of the cost of sanatorium visit once a year.

There are no other Articles in the SSWL regarding accessibility/transportation cost for persons with disabilities.

Article 13 of the SSWL sets the scale of benefits for persons with disabilities, which are set at the official poverty line and are distributed from the Social Welfare Fund. In setting poverty line, the Government considered prices non-food stuff and services as of April 2002 and 12 month average foodstuff prices in a standard consumption basket between May 2001 and April 2002. The poverty line in Mongolia's western region is 19,200 Togrog, in the mountainous region is 19,100 Togrog, in the Gobi region is 19,700 Togrog in the eastern region is 20,200 Togrog and in Ulaanbaatar is 24,600 Togrog.

*Mongolian Social Security Law*³²

In 1994 the government adopted the Social Security Law. This Law defines the type and

³² Translation of the Consultant

value of the payments to the social security fund. It stipulates the legal basis for the social security fund, including distribution mechanisms, and defines relations and responsibilities of organizations and officers in-charge of its implementation/delivery.

The document provides legal protection and benefits to people injured at work who have contributed to the social insurance scheme.

According to the regulations of the Social Security Fund, a person with disability who has 20 years work history or who has paid into the social security scheme for three years prior to injury, who has lost minimum 50 per cent of working ability is entitled to receive state security benefits.

Within the law there are regulations governing receipt of benefits for people who temporarily lose working ability, as well as for families of persons who have lost working ability. The law does not include provisions regarding vocational rehabilitation.

(See Annex IV. Social Security Indicators. Social Protection Expenditure, 1990-1999, at current prices.)

*Law of Mongolia on Vocational Education and Training (LMVET)*³³

The LMVET was discussed and approved by the Government in June 2002. Article I defines the purpose of this law:

The purpose of the present law is to define the content, structure, system, administration and institutional arrangement of vocational education and training and to regulate relation with regards to allocation of vocational education and vocation, provision of vocational skills upgrading training and rights and duties of interested parties...

This law has many important provisions that directly support vocational training for persons with disabilities. Article 12.4 covers education and vocational training for persons with disabilities. Article 11.2 contains organizational matter on the training at classrooms and employment places. Article 11.3 notes that the nature of training "... shall be provided by day, evening, external and distant learning courses, best suited for the persons with disabilities.

Article 25.4 allows member of vulnerable groups, which include persons with disabilities, to receive tuition for the training from the Employment Promotion Fund.

The student of the training receives a certificate upon completion of the course.

Article 23.1 on Social Partnership, stipulates that "Social partnership shall involve state, employers, employees, trade unions, vocational associations, enterprises, organization and community organizations. ..." Article 25 reflects important provisions of ILO Convention 159.

³³ Unofficial Translation of the Law

Education Law of Mongolia (translation of the researcher)

The Basic Education Law and the Law on Higher Education govern the education sector in Mongolia. The Basic Education Law includes basic provisions supporting the education of persons with disabilities, such as: state support (financial) (Paragraph 36.8.7), provision of opportunities for education (Paragraph 38.1.1), and the right to education of all people under age 17 (Paragraph 39.1.3).

The Law on Higher Education allows free choice of the nature of study - including distance and part-time attendance – to suit the needs of students with disabilities.

*Cooperative Law of Mongolia and Company Law of Mongolia*³⁴

The Cooperative Law of Mongolia was introduced in 1995. Its purpose is to:

Determine the legal basis for the activities for cooperatives, and regulate relations arising from the establishment of a cooperative and termination of its activities, and concerning the organizational structure of a cooperative, the rights and duties of its members and the financial and business activities of a cooperative...

The Government in 1999 approved the Company Law. The purpose of the law is:

... to regulate the rights and obligations arising from the formation and registration of partnership and companies, the determination of their corporate, organizational, structural and auditing structures, the drawing up of their accounts, and their reorganization or dissolution.

Both laws are used to regulate private business activities. The laws do not include any specific references to business activities run either by or on behalf of persons with disabilities.

3.3 Disability policies and regulations

Mongolia has ratified ILO Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159). Special provision on promotion of employment of persons with disabilities is reflected in the Labour Law of Mongolia. The Government of Mongolia declared 2001 as The Year for the Promotion of Employment of the Disabled Person, and adopted a national program to be implemented with funding from the state budget.

*“Improvement of Situation of Persons with Disabilities” National Program*³⁵

In 1998 Government of Mongolia adopted National Program on “Improvement of the Situation of Persons with Disabilities”. This Program is to be implemented between 1998 and 2004. The main objective of the Program is to “... to improve the quality of life of persons with disabilities and build an environment to increase participation and integration of persons with disabilities into society.” Program implementation is organized as follows:

1. Community and family based improvement of medical, psychological and spiritual

³⁴ Official Translation

³⁵ Translation of the Consultant

rehabilitation for persons with disabilities. Within this area, the Program will improve education and awareness raising on disability issues and will create an environment to provide socio-psychological supports for persons with disabilities; will provide training for staff and financial support for organizations, families and individuals assisting and serving persons with disabilities; assist with rehabilitation services in hospitals and sanatoriums, including training of staff and provision of rehabilitation equipment in urban areas; and support translation of national television programs in sign language.

2. Creation of special educational environment suitable for needs of persons with disabilities. In this area the government will formulate a policy to provide pre-school and basic education for children with disabilities in the mainstream education system and will provide flexible education program at mainstream educational institutions, including special classes for children with severe disabilities. This part of the Program also includes training of teaching staff and provision of professions such as deffectologist (correctional therapist), speech therapist etc. for these institutions.
3. Improve vocational training and employment of persons with disabilities. This part of the National Program will support professional and vocational training of persons with disabilities; strengthen the material basis of the institutions for training; financially support students with disabilities; create economic mechanism to provide work placements for persons with disabilities; and promote persons with disabilities led businesses and the sale of products manufactured by persons with disabilities.
4. Improve services on prosthetic and orthopedic aids, and improve physical accessibility and access to information. In this area of the Program the Government of Mongolia is working on improving accessibility to public facilities by persons with disabilities; providing disability devices (wheelchairs, walking sticks for the visually impaired, hearing aids, prosthetic and orthopedic devices, vehicles) including driving licenses for persons with disabilities; and supporting small factory production of prosthetic and orthopedic devices.
5. Improve social security and welfare assistance for persons with disabilities. This part of the Program is designed to increase and improve provision of social security and welfare payment for people injured at work by increasing social security benefits and availability of medical rehabilitation services and disability devices; by providing more welfare services including home services; by increasing support from colleagues and communities; and by improving availability and access to recreation activities for persons with disabilities.
6. Support organizations run by persons with disabilities and develop international collabouration. This area of the Program is aimed to improve collabouration of governmental and non-governmental organizations on disability issues; to increase state support of organizations run by persons with disabilities and provide organizational and management trainings; and to increase international collabouration on the disability issue.

The National Program is one of the key Government of Mongolia documents concerning implementation of International Convention 159 on Vocational Rehabilitation and Employment (Disabled Person).

In March 2000, to promote policy on social development, the Government of Mongolia

signed a “Poverty Partnership Agreement” with the Asian Development Bank (ADB). This agreement includes a Social Security Development Program, which will receive a US\$12 million loan. The resources will be spent:

1. For people above the poverty line but likely to become poor: skills development and labour advisory programs, and small enterprise development;
2. For the poor below poverty close to the poverty line: skills development and labour advisory programs, small enterprise development, sustaining access to social services, and developing social infrastructure;
3. For the very poor: training and labour advisory programs, sustaining access to social services, and developing social infrastructure;
4. For the ultra poor: targeted assistance for the really vulnerable including persons with disabilities, aged, orphans, and multi children households.³⁶

This program also includes a project grant from the Japan Fund for Poverty Reduction on Expanding Employment Opportunities for Poor Disabled Persons. The project total of US\$1 million will be spent to reduce poverty among persons with disabilities, to upgrade their employment skills, to support business development by persons with disabilities, to facilitate integration of persons with disabilities into the mainstream workforce, and to maintain sheltered employment opportunities. It will also support efforts to raise public awareness of disability issues. The project started in June 2002.³⁷

There are a number of government regulations supporting implementation of the Mongolian Social Welfare Law.

Government Statement 36, issued in 1999, includes four parts:

- Attachment 1 describes how the Social Welfare Fund is to be established and defines beneficiaries;
- Attachment 2 describes the regulation for additional payment for the employees of state special schools;
- Attachment 3 contains regulations for services and support for elderly;
- Attachment 4 provides regulation for Social Welfare Provision for persons with disabilities.

Statement A/70 was issued in March 1999 by the Minister of Ministry of Health and Social Welfare (former name of Ministry of Health) and followed by relevant implementation agencies today. The Statement includes 10 attachments that outline state measures for implementation of the Social Welfare Law. The following are related to persons with disabilities:

- Bylaw on sanatoriums. (Attachment 1);
- Sample of bylaw for welfare services center (Attachment 2);
- Bylaw on home services (Attachment 3);
- Regulations for provision of identification cards for persons with disabilities (Attachment 7);
- Sample of the ID for persons with disabilities (Attachment 8);

³⁶ ADB: Report and Recommendation of the President to the Board of Directors on Proposed Loans and Technical Assistance grand to Mongolia for the Social Security

³⁷ ADB: Japan Fund for Poverty Reduction Grand for Mongolia for Expanding Employment Opportunities for Poor Disabled Persons, August 2001.

- Bylaw of State Welfare Organization (Attachment 9).

The Mongolian Government adopted the Law on Vocational Training in June 2002. Implementation policy regarding the Law has not been addressed yet.

See section 3.5 for information on existing staff for vocational rehabilitation and the vocational training.

A new law establishes the Development Fund for Disabled or Dwarfs. This fund will have resources originating from fees imposed on businesses of 50 or more workers if they have not hired 3 or more per cent of disabled workers. Funds will also be sought from donations and assistance from foreign governments, international institutions NGOs or individuals. The fund will be used for vocational training or retraining, granting small loans. Up to 5 per cent of the Fund may be used to cover administrative costs of the Employment Offices.

There is no on-going or planned research related to vocational rehabilitation activities.

There are no additional policies regarding employment to those outlined in section 3.2.

3.4 Evaluation and review of policies

The SSLPWD, new amendment to the Labour Law and the Vocational Training Law are all directed to employment and vocational training of persons with disabilities and are important government provisions in coherence with ILO Vocational Rehabilitation and Employment Convention 159.

3.5 Institutional structures

The Ministry of Social Welfare and Labour (MSFL)

The Ministry of Social Welfare and Labour (MSFL) is responsible for implementation of the state policy for vulnerable groups in Mongolia including persons with disabilities. Agencies of MSWL are responsible for monitoring and delivery of services in provinces and in city districts. The structure is shown in Annex VI Mongolian Social Policy Structure.

The National Rehabilitation and Vocational Training Center for the persons with disabilities is aimed at providing rehabilitation and vocational training services and has been active since 1966.

The State Center for Occupational Diseases (SCOD) is the institution providing medical rehabilitation and consultation services (see section 2.4) Provision of vocational rehabilitation in the real sense is limited.

Labour and Social Welfare Inspection Agency (LSWIA)

The LSWIA was established in 1996 to regulate occupational safety and health. The Agency has 25 staff and one to two officers working in every province. This is the state agency responsible for monitoring wage rates, hours of work and working conditions in industrial

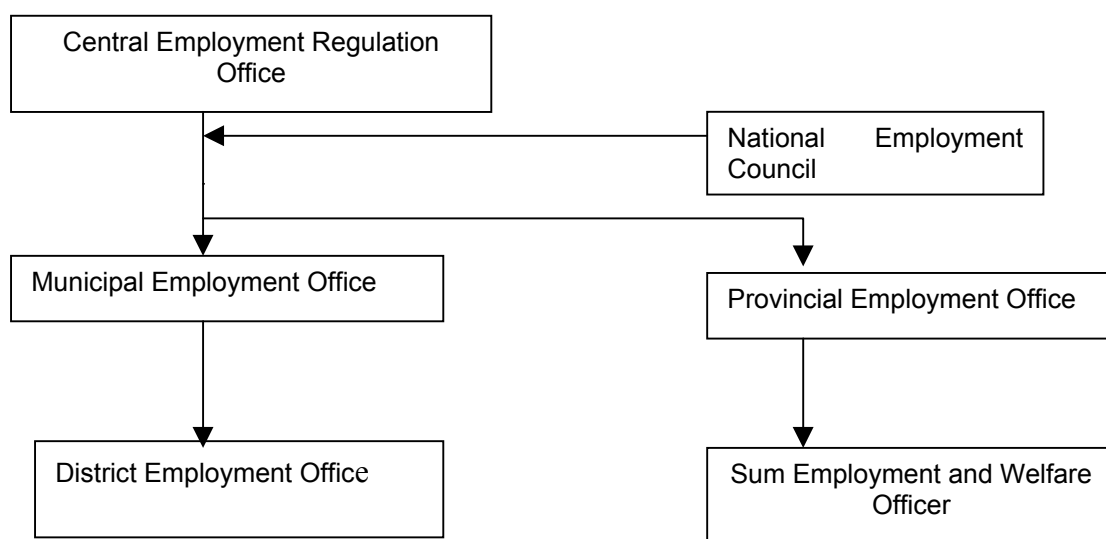
establishment to ensure safety standards. The agency also provides monitoring of employment injuries and occupational disease insurance, and assesses loss of working ability of persons with disabilities claiming insurance benefits. LSWIA provides monitoring of implementation of laws and regulations on social insurance and social welfare payments.

Central Employment Regulation Office (CERO)

The Central Employment Regulation Office (CERO) is referred to as a policy implementation agency of the MSWL and is responsible for implementation of state policy regarding employment, job creation and reduction of unemployment; for planning of labour force in accordance with labour market; for organization of labour market information; for allocation of the State Employment Promotion Fund resources; and for regulation of relations between officers and state employment agencies in provinces and sub-provincial units. The CERO is the institution responsible for enforcing new amendment in the Labour Law and for collecting fees for the State Employment Promotion Fund from institutions that fail to hire persons with disabilities.

The headquarters of the CERO is located in Ulaanbaatar and consists of five departments: Administration, Employment and Training, Employment of Foreigners, Data Processing, and Finance. The National Employment Council consists of members of the government (representatives of Social Welfare and Labour, Finance and Economy, Education Issues); Worker’s Representatives (three members representing rights and legal interest of majority of worker); and Employers’ Representatives (three members representing and protecting the rights of employers). There are 20 staff working at CERO and 117 staff working throughout the country in 29 employment regulation offices. The National Employment Council is responsible for monitoring legislation regarding employment and allocation of the Employment Promotion Fund, maintaining employment promotion issues, and presenting annual reports on Employment Promotion Fund. The CERO also manages the Development Fund for the Disabled or Dwarfs.

Outline of CERO network in the country.



Employment Regulation Offices (ERO)

ERO are located in every aimag in all districts of the capital city. This is the primary office responsible for contacting unemployed people. Registration requirements with ERO are listed in section 3.2 under MSSL. The data collected is passed on to the Labour Regulation Office. See section 1.6 for more information on LRO.

National Rehabilitation and Vocational Training Center for the Persons with Disabilities (NRVTCD)

Two organizations, the Vocational Training Center for Persons with Disabilities and Prosthetic-Orthopedic Service Center, joined together to form the NRVTCD in 1999. The Center was established to improve health, education, employment and rehabilitation services for persons with disabilities. Today NRVTCD is the only state agency providing a number of different vocational training for persons with disabilities. NRVTCD consists of a prosthetic-orthopedic workshop, a vocational training department and a clinical rehabilitation department. Since 1966, the Prosthetic-orthopedic workshop department has been the only governmental unit serving persons with disabilities throughout the country. It has a capacity to serve about 1000 people a year. The staff includes a manager, medical doctors, technologists, designers, model makers, tailors and shoemakers, producing the equipment using Russian technology.

The Vocational Training Department has 15 teachers, engineers, technologists and pathologists. The staff works mainly with people with speaking, hearing and mental difficulties. Rehabilitation doctors, physiotherapists and nurses work at the clinical rehabilitation department. According to the Head of the Department, main focus of the unit is provision of preventative and rehabilitation services for different kinds of disabilities. The department has been active since 2000 and has served about 1500 in and out patients. The department serves people with limb amputation, stroke, spinal cord injury, arthritic conditions, consequences of poliomyelitis and different bone pathologies.

As the only institution of its kind in the country, the center is unable to satisfy all demand. NRVTCD has difficulties supporting its branches in 11 provinces. The organization needs to update equipment and methods of treatments, provide training and enhancement of qualification for the staff.

3.6 Other implementing organizations

Disability Non-Governmental Organizations

Non-governmental organizations have been active in Mongolia for less than 10 years. Nevertheless, today NGOs are an important part of the social and political structure of the country. NGOs successfully complement government provision of social services to the vulnerable in Mongolia.

There are about 50 national disability NGOs in Mongolia registered with the Ministry of Justice. Almost every national disability NGO that is registered aims to serve and support people with disabilities, provide informal education, provide mediation services for persons with disabilities and work as a mediator organization to assist persons with disabilities find job placements. Not all NGOs fulfilled these tasks.

There are several constraints faced to varying degrees by almost all disabled persons' NGOs in Mongolia, including access to information as well as skills in management, financial planning and advocacy. Even though there is an umbrella organization such as CCMPD, coordination efforts amongst the NGOs are weak.

Disability NGOs are poorly represented in rural Mongolia. Administration problems and poorly developed infrastructure are impediments to NGO development in rural Mongolia. Assistance that is provided for people with disabilities in rural areas is generally in the form of equipment (e.g. orthopedic and hearing aids), and less in services or projects and programs on sustainable job opportunities for persons with disabilities. Majority of NGOs are located in Ulaanbaatar and implement their projects in the city.

The following is a brief introduction of the most effective national NGOs working in the disability sector.

Mongolian Association of Blind People

The organization was set up in 1978. The NGO helps for more than 800 blind members a year find employment in sheltered and open labour market. It also provides rehabilitation services, and supports members financially and materially. The organization has managed several projects supported by international and local agencies.

"Tegsh Duuren" NGO

Established in 1991, the NGO works in partnership with AIFO, an Italian based NGO, and aims to support the self-sufficiency of persons with disabilities. It is located within the National Rehabilitation and Vocational Training Center for persons with disabilities. Ms. B. Bolor, Head of the NGO, has been trained in India and is considered one of the few specialists in the area of disability in Mongolia. The NGO is well established and active in the countryside. The NGO provides a number of activities including training for parents and the community on the care of persons with disabilities, vocational training for the persons with disabilities, and publication/distribution of handbooks and special training manuals for agencies that provide services for persons with disabilities with hemorrhage and spine injuries. The NGO has also organized training on capacity building of other disability NGOs.

"Takhilt" NGO

The NGO, set up in July 2000, serves as a rehabilitation center for people with back and spine injuries. This is a unique facility in Mongolia, located 50 km from Ulaanbaatar. The center can receive and serve 600 patients a year. Staff include a medical doctor, nurses, a physical therapist and other support staff. The NGO is very popular among the people with the back disabilities. It cooperates well with private business, which runs in parallel. The center has received strong financial support from the Japanese government. The organization has a good network of people with back disabilities in the country.

"Ninjin" Foundation

"Siakhan Setgel" is a small prosthesis factory, which is part of the "Ninjin Foundation". There are six people permanently working with the NGO. It is a strong and well-established NGO supported by Japanese government. The factory can produce about 300 prosthetic devices a year. The NGO also supports exchanges of teachers and other secondary school

workers between Mongolia and Japan. The “Ninjin” Foundation has distributed wheelchairs and special uniforms for medical and welfare officers.

Part Four: Education, Vocational Training, Self-employment and Employment of People with Disabilities

4.1 Education System

Education was one of the country's principal achievements in the socialist era. The results were impressive. Gross enrolment reached over 98.6 per cent by the time of the transition, a remarkable achievement given the geographic (vast and sparsely populated) and socio-cultural (nomadic) challenges of the country.

The collapse of the state economy in the 1990s impacted negatively on the education system, particularly in the early transition years. Education expenditures evaporated overnight. School facilities deteriorated and/or closed. Availability of teaching materials dwindled. In-kind schooling charges were introduced, and teacher salaries were often paid irregularly. By 1996 gross enrolment had fallen to 82.4 per cent. The number of dropouts increased from 1,453 to 33,886 between 1988/1989 and 1992/1993. (See Annex VI. Education.)

Education indicators have improved in recent years. By 1999/2000 the total number of dropouts had fallen to 13,696. Gross enrolment had increased to over 90 per cent by 1999.

Table 4.1: Funding and investment to education 1996-2000

Indicators	1996	1997	1998	1999	2000
Budget Expenditure for education (in million Togrog)	23.5	29.9	42.1	58.4	63.8
Share of the educational expenses at the state integral budget expenditure	19.9	19.6	19.7	24.3	24.0
Investment (by million Togrog)					
For capital construction redecoration of vocational training schools	74.5	167.0	262.0	250.0	214.0
For the equipment and training technical device	32.5	97.0	225.0	100.0	242.0

Formal Education

Basic education is compulsory and is split into primary education (grade 1-3) and secondary education (grade 4-10). Primary education includes children aged 7-10. Children aged 11-17 receive secondary education. After completing the secondary education the student may or may not pressure the higher education.

Basic education for children is free in Mongolia. With the economic constraints Mongolia is facing today, however, many children are unable to obtain basic education due to the poor school facilities in the countryside and/or the inability of poor families to support their children's education either intellectually or financially (e.g. school age children kept at home to help supplement family incomes). There are number of obstacles for children with disabilities to pursue education in mainstream (See Barrier in section 4.2).

Special rates are not offered for students with disabilities at Mongolia's higher education facilities, nor at its growing number of private secondary schools. Private secondary schools charge an average of US\$ 500 per year and higher education institutions charge US\$ 180.00-

270.00 a year.

The academic year at all levels runs from 1 September to late May.

The National agency in charge of education is the Ministry of Science, Technology, Education and Culture (MOSTEC). See Annex VII. Ministry of Science, Technology, Education and Culture.

Children from sums come to stay at secondary school dormitories at aimag centers for the academic year. Upon graduation from secondary school, children from rural areas may enroll in higher education institutions located in Ulaanbaatar. Mongolians in rural areas still live in traditional nomadic way and the children in remote areas face the greatest challenges to pursue preschool and basic education.

4.2 Educational opportunities for people with disabilities

There are a few special kindergartens and schools for children with disabilities in Mongolia. Although there is no specific law or regulation preventing children with disabilities from attending regular public schools, integration of students with disabilities into the mainstream system is not widespread in Mongolia. There is still a common attitude among schoolteachers and pupils towards children with disabilities that they should be educated at special schools.

The government in the late 1990s conducted a project on integrated training at the pre-school level. This project raised many questions concerning necessary adjustments to mainstream education to ensure accessibility of children with disabilities.³⁸ Several international organizations, including DANIDA, World Vision and Open Society Institution of Mongolia (Soros Foundation) worked with the Government on the issue.

There is no clear data on enrollment of children with disabilities in basic education institutions. According to MOSTEC, in 1997 an estimated 8 per cent of school age children have disabilities. Only 5.8 per cent of these children attend special education institutions, 0.2 per cent of them in vocational schools while 50 per cent attend secondary schools. The rest remain at home.³⁹

There is a great need for involvement in education of skilled professionals in areas such as social work, psychology, psychiatry, speech therapy, physiotherapy, and occupational therapy. Some of these disciplines are new to Mongolia. Most of those in the fields were trained in the former Soviet Union, former Czechoslovakia or in Hungary. Any re-training or enhancement of qualifications that has taken place has been fragmental. There are no university or higher education institutions with programs or curricula for professionals working with persons with disabilities.

³⁸ Government of Mongolia: "National Program on Improving Life Conditions of the Disabled Persons", Ulaanbaatar, 1998.

³⁹ MOSTEC together with UNDP, UNESCO, UNICEF, UNFPA and World Bank: Mongolian National Report on Education for All Assessment, 2000.

4.3 Mainstream vocational training system

The Government of Mongolia recognizes the need to reestablish the vocational training system. MOSTEC and MSWL are the state institutions responsible for organization of vocational training. Both ministries worked on a law on vocational training to address the demands of the labour market and current education needs. The new Vocational Training Law (adopted June 2002) subsidizes vocational training/retraining for the unemployed and provides financial support to employers for training unemployed people in their enterprises.

Today about 34 per cent of pupils attend grade 9 and 10 in secondary schools and only about 10 per cent attend 1-1.5 year Technical Education and Vocational Training (TEVT) programs. To attend technical education and vocational training schools the person to complete eight years of secondary education.

There used to be several state institutions providing construction, sewing, shoe making and railway maintaining trainings. State owned factories recruited graduates. The privatization of factories in the early 1990s stemmed demand for TEVT graduates trained under now outdated systems. The institutions had to refocus in the sense of the new market oriented system. Today many former vocational training institutions have either privatized or upgraded their curriculum. Most others have closed.

There are number of private factories and non-governmental organizations providing non-formal vocational training. In the last four years, nearly 30,000 people have participated in short-term skill training. These are specific skill training without provision of certificate or diploma. There are two main programs conducted by the Government related to vocational training: the National Poverty Alleviation Program and the Green Revolution. These programs support, among other activities, efforts by local educational and cultural institutions to organize training on life skill and income of the families interested in running small and medium scale enterprises. In 1999, 2,500 small enterprises/community groups and 114,400 families around the country enrolled in program under the Green Revolution. In 1994, UNESCO provided non-formal education for women in remote Gobi region on new technology and maintaining profitable business of livestock in the free market economy. The training was organized through TV and radio for 15,000 women during 1994-1996 and 35,000 in 1996. This method is suitable for education of people in remote areas. GTZ, German International Assistance Agency is conducting a project on "Promotion of Vocational Training in Mongolia". The model project has been implemented at the Food Technical School where a three-year training program leading to a certificate of professional training upon graduation is offered. The program includes classes for cooks as well as classes on hotel and restaurant services.

The issue of non-formal education has received special attention of the government, as professional training could not be provided through the formal education system. The participation of the individuals and civil society groups should be effectively encouraged. The Government adopted the National Program to Develop Non-formal Education. This program, implemented between 1997-2004, is aimed "to give the population necessary education outside school in a form suitable for them in an appropriate timeframe and to provide the conditions to continue it uninterruptedly outside school..." Within the program, people will receive life skill and professional training.

4.4 Mainstream vocational training opportunities for people with disabilities

No information given on mainstream opportunities for people with disabilities.

4.5 Segregated vocational training opportunities for people with disabilities

Since 2000, the Vocational Training Department of the National Rehabilitation and Vocational Training Center for Persons with Disabilities (NRVTCPWD) has provided training for 2,000 young persons with disabilities. Short-term training lasts 4-12 months and the students receive training in tailoring, carpentry, secretarial work, baking, grooming and carpet netting. 120-200 students per year participate in these trainings and receive professional diplomas and certificates upon the completion of the course.

AIFO has conducted several projects on vocational training and supported segregated employment of persons with disabilities. During 1998-2000 total of US\$19,000 was spent on Revolving Loan Fund project supporting small business by persons with disabilities in provinces, districts as well as Mongolian Association of Blind People.

4.6 Self-help and peer vocational training opportunities for people with disabilities

“Tumur” Foundation

Currently, in the area of disability, there is only one example of a self-help organization. This is “Tumur” Foundation. The NGO has four people working permanently. It has a small workshop manufacturing traditional souvenirs. This is a small team of hard-working disabled people. The employees of the NGO work at home. The NGO can provide training for up to 30 people a month. The products are distributed to the main tourist shops around the city. Money from the sale of products goes towards of covering the cost of raw materials and providing some social services for persons with disabilities.

4.7 Mainstream employment services

The Central Employment Office of Mongolia of the Minister of Labour and Social Welfare is responsible for the implementation of employment policy and legislation as well as for the promotion of employment. The main functions related to employment services are:

1. Supply unemployed persons with information on job vacancies, provide legal consultancy services and manage job mediation activities based on employer demand
2. Guidance for vocational counseling, training and retraining activities
3. Allocation for employment promotion fund's means according to approved budget, monitoring expenditure, planning and reporting
4. Guidance of local Employment Offices, coordination of activities, and capacity building
5. Coordination of activities aimed at promoting vocational training in cooperation with training institutions or employers
6. Organization of public works for the unemployed

7. Establishment of a comprehensive Labour Market information system with a database of job opportunities

During the socialist era, Mongolia did not have any unemployment records. Training and education of people was provided in accordance with 5 years development plans. The education system guaranteed the work placement upon graduation. The shift to the free market system fundamentally changed the system resulting in formulation of new legal and administrative management that based on demand of free labour market.

4.8 Mainstream employment-service opportunities for people with disabilities

No information on inclusion of people with disabilities in mainstream systems.

4.9 Special employment and employment-support services for people with disabilities

There have been several projects, financially supported by international agencies like the World Bank, the Asian Development Bank and UNDP (the project on self-employment were implemented through Poverty Alleviation Program). These projects have been implemented to secure income and support for poor and very poor segments of the population. The projects include small support for businesses to grow vegetable, dairy processing, etc. Development of small business is difficult in the Mongolian environment since the introduction of cheap foreign products limits demand for domestic alternatives. The poor development of the banking and loan system also makes it difficult to support small business, especially in rural areas.

4.10 Mainstream support for self-employment and income generation

The government of Mongolia recognizes the importance of development of small and medium scale business. This is one of the government strategies to overcome poverty. Development of investments and loan sources for employment related fund, programs on lending for small and medium scale production and services are activity supported by the government.

See section 4.13 projects of Poverty Alleviation program of the Government on development of self-employment.

4.11 Mainstream support for self-employment and income generation for people with disabilities

There is no special state policy or program supporting self-employment and income generation for persons with disabilities.

See section 4.13 Government's Poverty Alleviation Program

4.12 Self-employment and income-generation support services for people with disabilities

There is no specific program of the government supporting income generation services for persons with disabilities. The Government of Mongolia does, however, define persons with disabilities as vulnerable and therefore entitles them to support under the Poverty Alleviation Program. See section 4.13 on Poverty Alleviation Program.

4.13 Poverty alleviation

Poverty is a new phenomenon in Mongolia. Since the transition to a market economy the country has witnessed an increase in absolute poverty from the very low levels characteristic of centrally planned economies to a situation where it now affects the lives of more than one in three Mongolians. The depth and severity of poverty in Mongolia is also increasing.⁴⁰ (See Annex VIII. Poverty.)

The Government of Mongolia responded to the emergence of poverty with the creation of the National Poverty Alleviation Program (NPAP) in 1994. The main objectives of the NPAP were to reverse the trends of increasing human deprivation and human capital erosion on a sustainable basis, and to reduce within a six-year period the number of poor from the 1994 level of 26.5 per cent of the population to 10 per cent or less.

The more recent Interim Poverty Reduction Strategy Paper (2001) seeks to entrench Mongolia's commitment to poverty reduction by placing the country on a sustainable development path. Specifically, the strategy calls for the reduction by at least 25 per cent the proportion of people living in extreme poverty by year 2005, and half by the year 2015; the reduction by at least half the proportion of people below the government's officially defined poverty line by the year 2005, and by a further 25 per cent by the year 2015; the delivery of universal primary education by the year 2005; and the reduction by half the mortality rates for infants and children under 5 years of age. (See Annex XI. Health.)

To support achievement of these goals, the Government of Mongolia recently introduced a National Household Livelihood Capacity Support Program (HLCSP). The main objective of the HLCSP is to reduce poverty among poor and extremely poor households and to prevent from falling into poverty households with low income by extending economic and social services. The Program is to be implemented in two phases between 2001 and 2006. The Prime Minister of Mongolia chairs the National Committee on Household Livelihood Capacity Support. The HLCSP is to be financed through donor assistance, central and local budget allocations and other sources. Guidelines for implementation of the Program were approved on 16 July 2002 at a meeting chaired by the Minister of Labour and Social Welfare and attended by the Prime Minister.

Between 1994-2000 the NPAP implemented 20 projects to support persons with disabilities. Projects worth a total of Togrog 182.3 million projects were implemented in 10 provinces and three districts of Ulaanbaatar. Six hundred and ninety eight persons with disabilities

⁴⁰ The "depth" is the percentage that the average poor person's income is below the poverty line. The "severity" takes into account income distribution within the poor, giving more weight to those who are furthest from the poverty line. In 1995 the depth of poverty stood at 10.9 per cent. By 1998 it had increased to 11.7 per cent. The severity of poverty increased from 4.8 per cent to 5.7 per cent between 1995 and 1998. (*Human Development Report Mongolia, 2000*).

received vocational training and 153 of them obtained permanent work placements through programs supported under the NPAP. Twenty centers in the city and provinces are now equipped with medical and other special equipment and training materials to provide regular training and services for average of 200 persons with disabilities a year.⁴¹ Despite these achievements, 88 per cent of persons with disabilities remain below the poverty line.

4.14 Staff training for vocational rehabilitation

See section 3.5 on current staff of NRVTC.

4.15 Barriers and gaps

The definition of disability provided in the SSLPWD is inadequate as it fails to detail classifications of type of disability. Consequently, services and needs for disabled persons cannot be targeted effectively. There are provisions under SSLPWD supporting education, vocational training and employment. General monitoring of the implementation of the existing laws and shortage of implementation mechanism are weak in general, especially on the part forcing management of trade, transportation, communication, health organizations and public places to introduce special bylaw to serve persons with disabilities. The environmental and education barriers are listed in section 2.5.

As mentioned in section 3.2 the State Social Welfare Law provides basic disability benefits and legal protection for persons with disabilities. To receive the benefit from the Social Welfare Fund an individual must possess a number of documents proving that he/she is disabled. The bureaucratic structure of the distribution and the often-delayed payment are the down sides of state welfare support for persons with disabilities. Also the state is required to reimburse the cost for some services in Article 25 are far from satisfactory. To give only one example is a provision of orthopedic and mobility devices for persons with disabilities. Reimbursement is only once lifetime is far too infrequently to be of any real benefit. Due to state budget constrains, the Government of Mongolia is hard pressed to fulfill provisions of the National Program for Persons with Disabilities on welfare services.

The recently approved Law on Vocational Training has important implications for persons with disabilities with regard to training income opportunities. Approval of this law is an important step towards strengthening the vocational training system that had been weakened since the transition. From the perspective of persons with disabilities, there are parts in the law that will hopefully be improved through the introduction of implementation mechanisms and policies. For instance: organization of practice classes for persons with disabilities at employment places may not be easy due to inaccessibility of public places and buildings in general. Formulations of a new legal body responsible for designing curriculum for vocational training in consideration of good knowledge on open labour market. This may take a long time as there are no up to date surveys on which to base things.

The legal framework has many important provisions supporting and protecting the rights of persons with disabilities including employment and education. A number of government statements have been adopted to support the implementation of these laws. Nevertheless this system faces difficulties in addressing the issues of persons with disabilities in Mongolia. To

⁴¹ Government of Mongolia: Poverty Alleviation Report 1994-2000, Ulaanbaatar, 2001

improve disability-related policy, every survey should have a clear purpose. For instance, there is no official research on the difficulties faced by persons with disabilities. These can include factors like accessibility of buildings, personal assistance, the price of services, current condition of types of disability and improvements, access to information, and participation in social activities (using personal computer, volunteer activities, participation in disability organization, learning activities, travel etc.) This means that there is gap between the legal framework and the real life situation of persons with disabilities.

The Basic Education Law of Mongolia (ELM) outlines basic rights for education. The Mongolian Social Security Law for People with Disabilities (MSSLPWD) contains additional provisions concerning the education of persons with disabilities. Even though the Law on Higher Education allows free choice of the nature of study, actual choice is limited given scarcity of resources.

Pre-school and basic education is especially difficult to access for children and youth with disabilities. The absence of school facilities and dedicated policy support is contributing to the emergence of a generation of people without the tools to survive in modern Mongolian society. Employment opportunities are constrained for young people with disabilities.

Even though there is a provision supporting cooperation between government and non-governmental organizations run by persons with disabilities, actual cooperation is limited. A few examples are listed in section 6.

The Government of Mongolia has been working on improvements to the welfare system. A survey of 10,000 people conducted in 1999 for the Human Development Report found widespread dissatisfaction among the population concerning the delivery of most social services. Eighty one percent of respondents found health service delivery either mediocre or poor, 77 per cent were dissatisfied with the education system, a similar percentage found fault with welfare services, and 74 per cent were not satisfied with social insurance services⁴².

⁴² Center for Human Rights and Development: National Human Rights Records, 2000.

Part Five: Employment Opportunities for People with Disabilities

5.1 Open employment opportunities for people with disabilities

As indicated earlier, according to the MSFL, as of 2001, there were 115,000 persons with disabilities in Mongolia. About 39,700 of them were disabled people capable of working, 87 per cent were unemployed.

The Mongolian Employment Federation (MONEF) has provided unofficial or informal data on employment of persons with disabilities at private enterprises. According to the data provided by MONEF, there are six private companies and enterprises employing persons with disabilities. A total of 533 persons with disabilities are employed in the private sector.⁴³

The Ministry of Social Welfare and Labour (MSWL) is responsible for employment of persons with disabilities. (See Annex VI. Mongolian Social Policy Structure). As indicated earlier, according to the MSWL, as of 2001, there were 115,000 persons with disabilities in Mongolia. About 39,700 of them were disabled people capable of working, 87 per cent were unemployed.

5.2 Employment opportunities for people with disabilities in protected work environments

The Government of Mongolia does not set-aside job programs for persons with disabilities. There are no official services for transitioning workers with disabilities from protected employment to open employment. Consequently, data on persons with disabilities who have made the transition does not exist.

State Occupational Training Enterprise for Blind People

There is only one sheltered employment program for persons with disabilities in the country. This is a state factory providing on-the-job training. The factory provides employment and dormitory facilities for blind employees. There are carpentry, sewing and wool production departments in the factory, producing 30 different products including: professional uniforms, felt for gers (traditional nomadic tent), soft covers for furniture, and different types of robes. The factory finances its operations exclusively through the sale of the products. Unfortunately, quality constraints limit marketing potential. Of the 85 persons with disabilities work at the factory, 80 per cent are blind. The factory has a dormitory with 48 apartments. There are 60 families (360 people) living at the dormitory today. The factory also provides some recreational activities such as sports and music for their employees.

5.3 Self-employment opportunities for people with disabilities

There is no special state policy or program supporting self-employment and income generation for persons with disabilities. Also there are no regulations restricting any business activities by persons with disabilities. See section 4.15 Employment Barriers.

⁴³ Meeting with Ms. S. Oyunchimeg, Senior Specialist, MONEF.

5.4 Other segregated or protected employment opportunities

“Tumur” Foundation is the only successfully running self-help group today.

“Tumur” Foundation

There are several self-help groups in Mongolia. Currently, in the area of disability there is only one example of self-help organizations is “Tumur” Foundation. The NGO has four people working permanently. It has a small workshop manufacturing traditional souvenirs. This is a small team of hard working disabled people. The employees of the NGO work at home. The NGO can provide training for up to 30 people a month. The products are distributed to the main tourist shops around the city. Money from the sale of products goes towards of covering the cost of raw materials and providing some social services for persons with disabilities.

5.5 Barriers and gaps

In Mongolia, persons with disabilities are still perceived as persons with limited ability to contribute to and/or benefit from the working environment. There is a need for comprehensive government policy on the promotion of persons with disabilities as valuable members of the work force. An important tool for this is awareness raising among employers to hire persons with disabilities and improvement of work places for persons with disabilities.

As mentioned earlier there are almost 40,000 people with disabilities capable of working. The needs and abilities of each of them varies. Some of them are able to hold a job at an open market, some are able to work at sheltered work environment, and some require an environment specifically suited to them. All of the above are limited in Mongolia.

People with mental illnesses are most likely to be excluded from employment due to the attitude of officials at different levels. Persons with mental disabilities are generally considered unable to perform any productive task.

The Mongolian Law on Social Security does not provide for any support for people who lose less than 50 per cent of their working ability. As a result, according to the Labour and Social Welfare Inspection Agency, many unable to work as a person without disability do not receive benefits from the State Social Security Fund.

A new amendment to the Mongolian Labour Law, to create a Development Fund for Disabled and Dwarfs, will support employment of persons with disabilities. However, there are major implementation constraints in the current environment. The Central Employment Regulation Office (CERO) is the agency that is directly responsible for implementation and monitoring of the new Article in the Law. According to recent studies from the CERO, there are 708 institutions in Mongolia with 50 or more employees, mainly state owned institutions. The budgets of state organizations do not provide for payment of this tax. As a result enterprises are unable to pay the tax if/when it is levied. Organization or enterprise wishing to employ disabled person must, moreover, re-design access to the building, bathrooms etc. to allow employment of persons with disabilities. Most are not able to afford to undertake the modifications. The provision contributes little, as a result, to the promotion of employment opportunities for persons with disabilities. Instead of introducing a punitive tax measure to

promote persons with disabilities employment opportunities, the government could introduced more progressive measure, like tax exemptions for those who employ persons with disabilities. Nevertheless, the provision is the must be seen as the first step taken by the Government of Mongolia within the “Improvement of Situation of Persons with Disabilities” National Program to improve employment opportunities for persons with disabilities.

Part Six: Employment-Promotion Activities Involving Social Partners

There are no records of cooperation between state and private enterprises regarding the issue of disability in general.

There are a few examples of partnership between governmental, non-governmental organizations. These partnerships are especially successful in cases where NGOs are situated within state organizations. The combination of operational flexibility in non-governmental organization and the support of established government structures for service delivery allow for effective delivery of programs.

NGOs and State Organizations

The examples include: education of children with disabilities, (Special Secondary School Number 29 and the “Sonor Melmi” NGO; and Special Secondary School Number 70 and the “Bolomj” NGO);

State Organization and Trade Union

Provision of work placements (*Union of Dwarf and Disabled People* and State Central Employment Office); and training and employment of persons with disabilities (State Occupational Training Enterprise for Blind People and the Mongolian Association for the Deaf).

NGO and International Agencies

A few disability NGOs work with international organizations. “Tegsh Duuren” works with AIFO (Italian Non-governmental organization) in ten aimags in Mongolia and is planning to introduce community based rehabilitation services for persons with disabilities. Cooperation between “Siakhan Setgel” national NGO and the Japanese government on equipment support for a small prosthesis factory is another example.

Part Seven: Summary and Future Directions

7.1 Looking back over past decade 1993-2002

In the early 1990s, social policy in Mongolia did not receive the same level of attention as it previously had. Results of the past 10 years of Mongolian development have shown that more is needed to promote growth that is both sustainable and equitable.

ESCAP's Asian and Pacific Decade of Disabled Persons coincided with the first decade of Mongolia's transition. Even though the transition period was not easy, the Government of Mongolia managed to introduce new laws and policies to support vulnerable groups of the population and to initiate essential measures to support and promote equal opportunities for persons with disabilities to integrate into mainstream economic and social life. There is, importantly, no national legislation that specifically excludes and discriminates against disabled persons with regard to employment in Mongolia.

The range of changes introduced in the mid 1990s with introduction of a social policy framework with a new approach and attitude to the social insurance scheme for the elderly, workmen's compensation, choice of private insurance and health services, social protection fund for unemployed and family assistance to poorest, shifting entire social services from state to community and family based services.

Amongst significant steps to meet Asian and Pacific Decade of Disabled Person's Employment and Training Target for Action are adopted national legislation on employment, education, vocational training and services, including: Social Security Law for persons with disabilities (1996), Amendment of Labour Law (1999), Vocational Training Law (2002). Introduction of the National Program to Improve the Situation of persons with disabilities (1998) is another significant step forward. The above comprise the basis for improvements to the existing policy on persons with disabilities and assist persons with disabilities mainstream their socio-economic lives.

7.2 Looking forward

Today persons with disabilities in Mongolia face major difficulties described in section 2.5 and 4.14. Absence of basic information on persons with disabilities makes it difficult to improve the status of persons with disabilities in Mongolia. The existing information on persons with disabilities should be sorted and agreed upon between relevant agencies in order to build up clearer and more accurate data on persons with disabilities.

There is no persons with disabilities specific data collected annually. For instance: the Government of Mongolia has to improve methods of calculating the number of people who become disabled due to poor labour safety standards, and/or from car accidents, environmental contaminants/pollution, and lifestyle risks. As a result it is not possible to define the causes for increased incidence of disability in Mongolia or to organize any prevention activities including building awareness among communities.

Building up clear statistical data on persons with disabilities would help lay the basis for sound disability-related policy formulation. Since all involved agencies appear to agree that the prevailing information/data collection/dissemination system is ineffective, it should be relatively easy to implement improvements to the system. Ideally, the information on persons with disabilities should be collected through the State Welfare Office or National Household Livelihood Capacity Support Program network with the support of local communities. Donor support could be sought as/if required. Data collection methods would have to be carefully selected.

Among the most urgently required services are community-based centers, community social welfare services, accessible of public facilities, allowance for medical costs, and income security. These are all listed in the National Program of the Government to improve the situation of persons with disabilities.

One of the major achievements of Mongolian Government is formulation of legal framework for disability. The Government of Mongolia has to provide additional support and introduce clearer mechanisms for implementation of the excellent legal framework and should work towards introducing measures/policies that would support access of people with disabilities to mainstream employment and education opportunities.

This is essential to improve the policy not only on employment and education, but also to improve service distribution and organization of preventive work.

7.3 In-country plans and recommendations

It is important to support the process of institutional strengthening, especially for those institutions that directly provide support and services for persons with disabilities. Improvements in equipment and training of the professionals working within the institutions in accordance with the environment and needs are essential.

The support and participation of civil society and the involvement of donor organizations in the disability sector is important to ensure adequate resource allocation and the dissemination of international experience. National NGO collaboration to ensure effective representation of the interests of persons with disabilities and the support of government for these efforts is needed.

In view of the unequal development of rural areas as compared to urban environments, the Government must introduce a comprehensive plan to improve social, cultural and welfare services in rural areas. Creating employment opportunities through support for small businesses is one way to secure income for persons with disabilities in both rural and urban areas. More effective co-ordination of relevant national implementation agencies will help achieve results in this area.

The Government must enforce the policy formulated in National Program in 1998 on promotion of equal access for education, professional training and employment of persons with disabilities and promote integration of persons with disabilities into society.

And finally, public education and awareness efforts must be made to increase understanding of disability issues within the general Mongolian population. The promotion and

advertisement of disability focused NGO activities through the media should, for instance, be strengthened.

Annexes

Annex I. List of Meetings

1. Mr. B. Zinamider, Head of Central Committee of Mongolian People with Disabilities;
2. Mr. Z. Boldsaikhan, Head of Mongolian Association of Blind People;
3. Ms. Bolor, Head of "Tegsh Duuren" Non-governmental Organization;
4. Mr. D. Tserendash, General Director, "Takhilt" Non-governmental Organization;
5. Mr. P. Tumurbaatar, Head of "Tumur" Foundation;
6. Mr. N. Sodnomtseren, Head of Union of Dwarf and Disabled People;
7. Mr. E. Ganbold, Head of "Ninjin" Foundation;
8. Dr. Munkhchuluun, Dr. S. Sosnovskaya, State Center Occupational Diseases;
9. Dr. Dulmaa, National Rehabilitation and Vocational Training Center for Disabled Persons;
10. Mr. Dugersuren, Director, State Occupational Training Enterprise for Blind People;
11. Ms. D. Tulgamaa, AIFO Reference Person;
12. Mr. M. Kikuchi, Counselor, Japanese Embassy in Ulaanbaatar;
13. Ms. B. Soyoltuya, Program Officer, UNFPA Office;
14. Ms. M. Sarantuya, Program Officer, UNDP;
15. Mr. Ts. Erdenetsogt, Deputy Director, State Social Welfare Office, Implementing Agency of Mongolian Government;
16. Mr. D. Jantsan, Director, Central Employment Office, Mongolian Government Implementing Agency;
17. Ms. Ts. Bolormaa, Officer, Ministry of Social Welfare and Labour;
18. Ms. B. Surmaa, Officer, Ministry of Social Welfare and Labour;
19. Ms. T. Gandii, Member of the State Great Hural;
20. Ms. S. Ouyn, Member of the State Great Hural.

Annex II. Population Distribution

Aimags and Capital	Total Population		
	Total	Male	Female
Total	2 373 496	1 177 981	1 195 512
Arkhangai	97 091	48 579	48 512
Bayan-Ulgii	91 068	45 813	45 255
Bayankhongor	84 779	42 037	42 742
Bulgan	61 776	31 153	30 623
Gobi-Altai	63 673	31 492	32 181
Dornogobi	50 575	25 515	25 060
Dornod	75 373	37 639	37 734
Dundgobi	51 517	25 719	25 798
Zavkhan	89 999	45 032	44 967
Uvurkhangai	111 420	55 578	55 842
Umnugobi	46 858	23 488	23 370
Sukhbaatar	56 166	28 585	27 581
Selenge	99 950	51 068	48 882
Tuv	99 268	51 374	47 894
Uvs	90 037	45 512	44 525
Khovd	86 831	43 213	43 618
Khuvsgul	119 063	59 060	60 003
Khentii	70 946	35 651	35 295
Darkhan-Uul	83 271	40 844	42 427
Ulaanbaatar	760 077	369 146	390 931
Otkhon	71 525	35 320	36 205
Gobisumber	12 230	6 163	6 067

Annex III. Percentage of Employed Population aged 15 over by Occupation, Residence and Sex, Mongolia, 2000

Occupation	Total			Urban			Rural		
	Total	Male	Female	Total	Male	Female	Total	Male	Female
Employed-Total	779,151 100,0	420,426 100,0	358,725 100,0	366,044 100,0	193,000 100,0	173,044 100,0	413,107 100,0	227,426 100,0	185,681 100,0
Legislator and Senior officials and managers	4,9	6,4	3,2	8,2	10,7	5,5	2,0	2,8	1,2
Professionals	9,6	6,2	13,7	16,8	11,3	23,0	3,2	1,8	4,9
Technicians and associate professionals	4,6	2,9	6,5	7,7	5,1	10,6	1,8	1,0	2,8
Clerks	2,1	1,0	3,4	3,6	1,6	5,8	0,8	0,5	1,2
Service workers and shop and market sales workers	8,9	5,9	12,4	15,5	10,9	20,7	3,0	1,6	4,7
Skilled agricultural and fishery workers	46,2	47,3	44,9	7,1	8,0	6,2	80,8	80,7	81,0
Craft and related workers	8,3	9,4	6,9	15,6	17,9	13,0	1,8	2,3	1,3
Plant and machine operators and assemblers	6,7	11,3	1,2	10,4	17,8	2,2	3,3	5,8	0,3
Elementary workers	6,3	6,1	6,4	10,9	11,1	10,6	2,2	1,9	2,5
Others	2,4	3,5	1,2	4,1	5,6	2,5	1,0	1,7	0,1

Annex IV. Social Security Sector Indications Social Protection Expenditure, 1990-1999, at current prices

Item	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
GDP (in billion Tug)	18.9	47.3	194.8	324.4	550.3	646.6	832.6	817.4	873.7	1044.3
Total Government Expenditure (in billion Tug)	8.9	12.4	61.7	101.3	149.3	211.3	287.6	342.1	344.4	429.5
Total Social Expenditure	4.2	6.8	21.6	41.5	62.9	80.8	111.2	143.0	151.8	203.4
Education	2.0	3.3	9.6	16.4	23.5	31.2	42.2	58.4	61.1	82.1
Health	1.1	1.9	6.3	11.6	16.0	21.0	26.3	32.9	32.8	45.2
Social Security and Welfare	1.1	1.6	5.7	13.5	23.4	28.6	42.7	51.7	58.0	76.1
Social Assistance Fund Expenditure			0.0	1.4	1.3	2.8	6.3	7.9	12.1	11.5
Social insurance Funds Expenditure			6.9	n/a	18.9	25.0	31.6	39.9	42.8	59.8
Percent of GDP										
Total Social Expenditure	22.3	14.4	11.1	12.8	11.4	12.5	13.4	17.5	17.4	19.5
Education	10.8	6.9	4.9	5.1	4.3	4.8	5.1	7.1	7	7.9
Health	5.9	4.1	3.2	3.6	2.9	3.3	3.2	4	3.7	4.3
Social Security and Welfare	5.6	3.3	2.9	4.1	4.2	4.4	5.1	6.3	6.6	7.3
Social Assistance Fund Expenditure			0	0.4	0.2	0.4	0.8	1	1.4	1.1
Social insurance Funds Expenditure			3.5	n/a	3.4	3.9	3.8	4.9	4.9	5.7
Percent of Total Expenditure										
Total Social Expenditure	47.1	55	35.1	41	42.1	38.2	38.7	41.8	44.1	47.4
Education	22.9	26.5	15.6	16.2	15.8	14.8	14.7	17.1	17.7	19.1
Health	12.4	15.7	10.3	11.5	10.7	10	9.1	9.6	9.5	10.5
Social Security and Welfare	11.8	12.8	9.3	13.3	15.7	13.5	14.9	15.1	16.8	17.7
Social Assistance Fund Expenditure			0	1.4	0.9	1.3	2.2	2.3	3.5	2.7

Source: National Statistics Office, Ministry of Finance and Economy, State Social Insurance General Office, State Social Welfare Agency

Annex V. Mongolian Social Policy Structure

Policy Level

***MINISTRY OF SOCIAL WELFARE AND
LABOUR:***

Strategy Planning Department;
Policy Coordination and Implementation Department;
Information Evaluation and Monitoring Department;
Public Administration and Management Department;
Division for International Relations.

Regulation and
Implementation
Level

**STATE SOCIAL POLICY AND WELFARE OFFICES IN
AIMAG & CITIES GOVERNOR'S OFFICE**

Labour and Social Welfare Inspection Agency;
State Social Welfare Agency;
Central Employment Regulation Office;
State Social Insurance Office;
National Children's Committee;
National Rehabilitation Center for the Disabled;
National Children's Committee;
National Rehabilitation Center for the Disabled;
Center for Occupational Diseases.

Implementation
Level

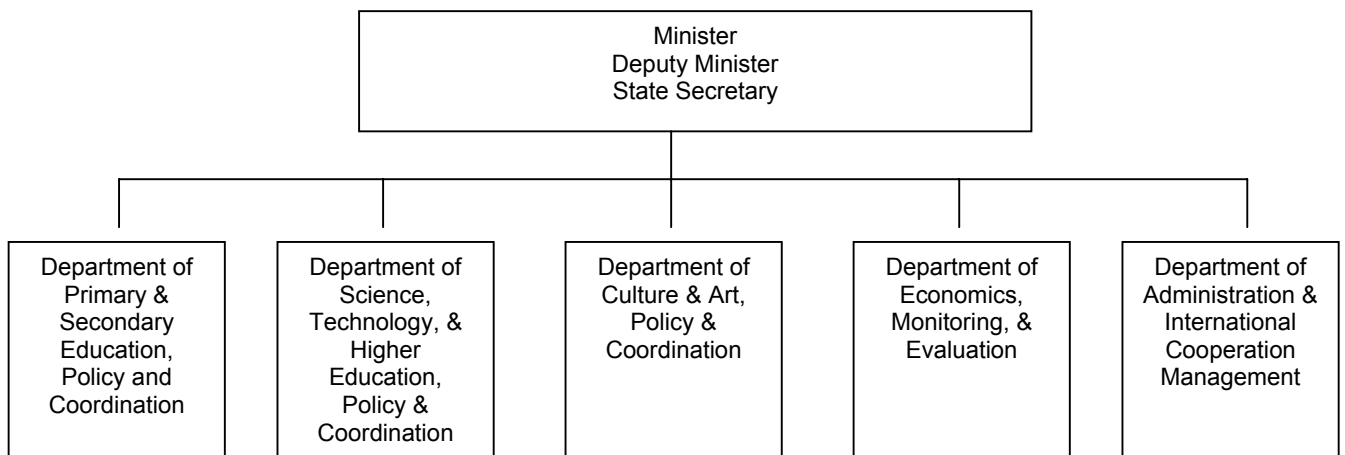
SUM AND DISTRICT OFFICE

Labour and Social Welfare Inspector;
State Social Welfare Agency Inspector;
Central Employment Regulation Officer;
State Social Insurance Officer.

Annex VI. Education

Indicator	Unit of measure	1990	1991	1992	1993	1994	1995	1996	1997
Gross enrolment ration									
Primary	As per cent of school age pop	101.7	92.1	83.9	80.5	87.9	95.0	93.4	95.6
Female	As per cent of school age pop	105.9	93.1	85.5	82.3	89.3	95.9	94.8	96.6
Secondary	As per cent of school age pop	98.6	87.1	82.2	80.3	82.8	84.3	82.4	82.3
Female	As per cent of school age pop	102.8	91.1	87.1	86.0	88.1	88.8	90.4	100.7
Pupils reaching grade 5	per cent of cohort	90.6	85.2	86.1	84.1	76.1	72.2	77.1	77.3

Annex VII. Ministry of Science, Technology, Education and Culture



Annex VIII. Poverty

Indicator	Unit of measure	1991	1992	1993	1994	1995	1996	1998	1999
Poverty line (Official)									
Urban	Tug/person/month	260	990	3.200	4.200	8.000	10.400		17600
Rural	Tug/person/month	150	650	2.900	3.700	6.900	9.720		13800-16400
Poverty line (LSMS)	Tug/person/month					7.240		14.674	
Headcount index (LSMS)	per cent of population					36.3		35.6	

Annex IX. Health

Indicators	Unit of measure	1985	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999
Population per physician	Persons	397	336	347	260	376	386	404	389	399	411	394
Population per hospital bed	Persons	86	79	82	90	95	98	103	101	128	133	
Mortality												
Infant mortality	Per 1000 live birth	64.9	64.4	62.6	59.5	61.2	48.0	44.4	40.0	39.6	35.3	37.3
Under 5 mortality	Per 1000 live birth		..				11.5	13.2	11.4	11.3	10.3	10.9
Immunization												
Measles	per cent age group			83.8	80.1	85.2	86.0	90.7	93.0	93.4
DPT3	per cent age group			79.5	77.9	85.0	90.0	92.0		
Life expectancy		63.3	..		62.8			63.8		64.3	65.1	
Male	years	60.3	..		60.7			62.1		61.1	62.7	
Female	years	66.1	..		64.9			65.4		67.7	67.6	
Total fertility rate	Birth per women	5.5	4.3	3.9	3.4	2.5	2.7	2.7	2.5	2.4	2.3	2.3
Maternal mortality	Per 100.000 live birth	..	119	131	203	240	212	185	175	145	158	175

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About the Author

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Ms. Johnstone has a Masters Degree in engineering and psychology and is presently finishing a Doctorate in Psychology at the Mongolian State Pedagogical University in Mongolia. She has also lectured on General Psychology for the same university. Currently, she is working as a Freelance Consultant and in this respect has worked on a number of projects, one of which was research on “Expanding Employment Opportunities for Poor People with Disabilities in Mongolia” for the Asian Development Bank.