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**A RESEARCH REPORT ON
TRAINING OF PRIMARY SCHOOL
TEACHERS IN MONGOLIA**

**Ulaanbaatar
2001**

FOREWORD

The main objective of this research report to present a collection of data and analyze teacher training conditions which needs more attention of those who are involved and engaged in teaching activities, with the sole intention of upgrading the quality of teacher training in Mongolia.

This research report consists of the general background and 8 chapters. The General background presents the political, economical and social indicators of Mongolia. The Chapter 1 and 2 contain introduction of Mongolian education system, indicators on enrolment and present situation of teaching learning condition. The chapter 3, 4, 5, 6 present general picture of teachers, teachers' quality, pre-service and in-service teacher training, the quality of primary education. The chapter 7 and 8 contain the Policy on primary education and conclusion of the research.

In this research report, we had references resent surveys and reports related to teacher training and teaching activities such as "Mongolian adolescent needs assessment survey report", the study report on "Monitoring Learning Achievement", the national report on EFA 2000 Assessment and the final consultancy reports on In-service and Pre-service teacher training, ADB project. Field visits, interview with teachers and analyzing statistical data have been took place.

I hope this report will stimulate discussions on education at every level in society, so that the Government of Mongolia and donor agencies can make a commitment and contributions to the improvement of teacher training.

D.Erdenechimeg

Officer of Primary and Secondary Education
Policy and Coordination Department, MOSEC

CONTENT OF THE RESEARCH REPORT ON TRAINING OF PRIMARY SCHOOL TEACHERS OF MONGOLIA

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- Current education situation

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GENERAL BACKGROUND

MONGOLIA country profile

Statistics data		
Population (millions) (nso census 2000)	2373.5	(2000)
Population under 5 ('000)	196.2	(2000)
Population under 18 ('000)	263.4	(2000)
% Population growth rate (nso census '00)	1.5	(2000)
Land area ('000 sq.km)	1564.1	(2000)
Density per sq.km	1.54	(2000)
% urbanized		
Total fertility rate (per woman)	3.06	(2000)
Life expectancy (male/female) (Health Indicators '00)	62/67	(2000)
Crude birth rate	20.4	(2000)
Crude death rate	6.5	(2000)
Number of births ('000) (nso census 2000)	59965	(2000)
Number of under-5 deaths ('000)	87	(2000)
GNP per capita (US \$)	360	(1998)
Human development index	0.628	(2000)
Health expend. (% of gov't exp.)	43579.5	(2000)
Education expend. (% of gov't exp.)	78814.7	(2000)
Social services expend. (% of total exp.)	39350.5	(2000)
% female participation in labor force	61	(2000)
% child labor force (% of age 10-14 yrs)	1.4	(2000)

Political and administrative systems

Administratively, the country is divided into *aimags* including three cities with administrative status of *aimag* (Erdenet, Darkhan and Choir) and the capital city Ulaanbaatar. Each *aimag* is divided into "sums" (totalling 336 nationally). Each sum is divided into "bags" (totalling 1600). These bags generally consists of between 50-100 families.

President: President Natsagyn Bagabandi.

Prime Minister: Prime Minister Nambariin Enkhbayar

Legislature: The National Assembly comprising 76 seats (of which 9 seats are women), elected for a four year term.

Economy: Mongolia is essentially a pastoral economy, its main wealth lies in its vast herds of sheep, goats, cows, camels and horses. Agriculture, industry and mining were developed with Soviet help, but the collapse of communism in the late 1980s left Mongolia with an imbalanced economy.

In 1990, the Mongolian People's Revolutionary Party (MPRP) and the government it dominated was forced to reform. Multi-party elections in the National Assembly led some power sharing in the legislature. A new constitution in 1992 changed the country's name to Mongolia and abolished the two former assemblies.

The MPRP won in general election in June 1992 and formed a government. The country's first presidential elections in 1993 were won by the opposition candidate. In the General election of year 1996 the MPRP was swept from power and a new government was formed by a coalition of National Democrats and Social Democrats. In the latest general elections in July 2000 the MPRP was won. The country's second and third presidential elections were in 1997, 2001 and the candidate from MPRP won the election.

Current education situation

In the current socio-economic situations Mongolian Government determines and implements its policy as to sustain achievements that has been made in education sector previously, such as human resource capacity, and reform education sector in accordance with newly established social tendencies and visions, and create foundations for future sustainable development. The Government distinctly emphasizes on security of education rights and develops broad cooperations and collaborations with numerous organizations and institutions that embodies UN specialized agencies, international multi and bilateral and non-governmental organizations, which has been extremely successful. However, priority-pressing issues to be resolved by the Government still remain.

In its transition period, Mongolia is yet lacking sufficeint resource and financial capability in resolving numerous issues that urgent to be addressed, due to which education sector, alike other social sectors, is overcoming the turbulence of the transition experiance. The nation had to experience both, positive, for instance, more open opportunities, and negative consequences, such as unemployment, poverty, school

dropouts, and street children etc., to the rate of ever more, from the transition to the free market oriented economy.

Key indicators for 2000	
Gross enrollment rate of pre-school.....	31%
Net enrolment rate of primary education.....	91%
Net enrolment rate of basic education.....	86.5%
Completion rate of primary education.....	83.5%
Completion rate of basic education.....	65.0%
Proportion of girls in primary education.....	50.1%
Proportion of girls in lower secondary level.....	53.4%
Proportion of girls in upper secondary level.....	59.4%
Drop out rate in primary education.....	3.6%
Drop our rate in basic education.....	3.3%
Repetition rate in primary education.....	0.6%
Repetition rate in basic education.....	0.4%
Adult literacy rate.....	97.8%

Rural and urban differentiation is in deep. Due to the imbalance of education opportunity and service delivery in rural areas of Mongolia, education right of rural, particularly in *somons* and *bags* is becoming the most significant issue. 84.1% (or 114731) of children who are not covered in pre-school education, whilst 75.8% (or 51690) of basic education age group children, not attending schools, are from rural areas.

The vastness of territory, remoteness of *somon* centers, *bags* and herding households pose extraordinary challenges to social service delivery, for instance, delivery of education service to households and children, demanding unique systematic methodology. Especially, the lack of an alternative method for a pre-school education service delivery to children of households living remote from *somon* centers or in *bag* becomes a paramount factor for the imbalance in child development and continuous education opportunities. There are crucial consequences from limited and unequal services available to young child development. The statistics revealed that in 1999-2000 academic year, i.e. in one year only, 6.3% (or 4146) of first grade students dropped out, while another 1.2% (or 802) repeated. It is remarkably pity that children are leaving schools from their first year. In addition, the different situations in pre-school education service delivery will create difficulties in implementation of secondary school restructuring, and school start age forwarding decisions of Ministry of Education Culture and Science.

Although, population literacy rate in Mongolia reaches relatively high figure - 97.8%, a particular consideration should be still taken to the literacy issue, which is the basic guarantee of human life. Results of a selective survey among children outside schools in 2000, conducted by Ministry of Education Culture and Science, tells that 36.7% (or 14881) of children aged 8-15 years, outside schools, had never been enrolled, whilst 63.6% (or 25761) were dropouts from 1-4 grades¹. This implies a vital importance of intensification of literacy training, and a need of basic education patching, which will, in case of failure, enrich illiteracy population structure by a young generation. Children from rural areas take 96.2% of these children - outside schools.

Rural education environment is in collapse. Rehabilitation, reconstruction, and maintenance of school and dormitory buildings became stagnant in last decade that crucially effects overloading problems in schools. Currently, secondary schools are containing a number of students that is twice bigger than their practical capacities. Particularly, school and dormitory buildings in rural areas are in downfall. 80.0% (409) of rural schools are functioning in extremely difficult situations, while 34.2% (141) of them are working in paramount difficulties in terms of heat and hygiene. 84.9% (298) of *somon* school dormitories are closed now for several years. In case if it fails to rehabilitate school and dormitory buildings that are in extremely hard conditions urgently, in the near future, it may create even bigger problems in four or five years to rebuild new ones on their remains. Rehabilitation of school and dormitory buildings in rural areas, strengthening their capacities are indispensable to the protection of education right for rural children, and upgrading of education service delivery in the rural areas.

The decision, made by the new Government to take responsibility for all expenses of dormitories, could increase the number of children to live there twice within a year. However, due to financial constraints the Government is lacking resources to pay all required expenses, for children living in dormitories, but the food. This is causing problems in basic needs for human security including hygienic and healthy food constraints.

At present, when the mankind steps into a new century where poverty, unemployment, sex differentiation persist being closures for hundreds of million girls and women to education access, the issues such as sex discrimination and girls education are remaining to be priority in the Government policy. The percentage of girls in children aged 8-15 years - not attending schools accounting for 38.3% (or 26077) manifests the existence of girls' education issue in Mongolia².

There is an absence of accessible, sustainable in-service teacher training system in national and local levels. Numerous kinds of activities and endeavors are being held in different levels, with a purpose to reform primary and secondary education contents by reflecting children's interests and actual needs, so as making the contents more pragmatic

¹This is the survey result conducted among 77.1% of total outside school children. Situation Analyze Women and Children, 2001, Ulaanbaatar

and practical by introducing learner-centered new teaching methods to motivate them more, and to improve pedagogical and professional skills and competence among teachers for better effectiveness and efficiency in educational and training activities. Although these efforts and approaches are leaving certain positive consequences and progresses behind, the necessary environment for a continuous and sustainable development in national, local and school levels is not yet established.

² “Collective Commitment For Education For All” Conference Report, 2001, Ulaanbaatar

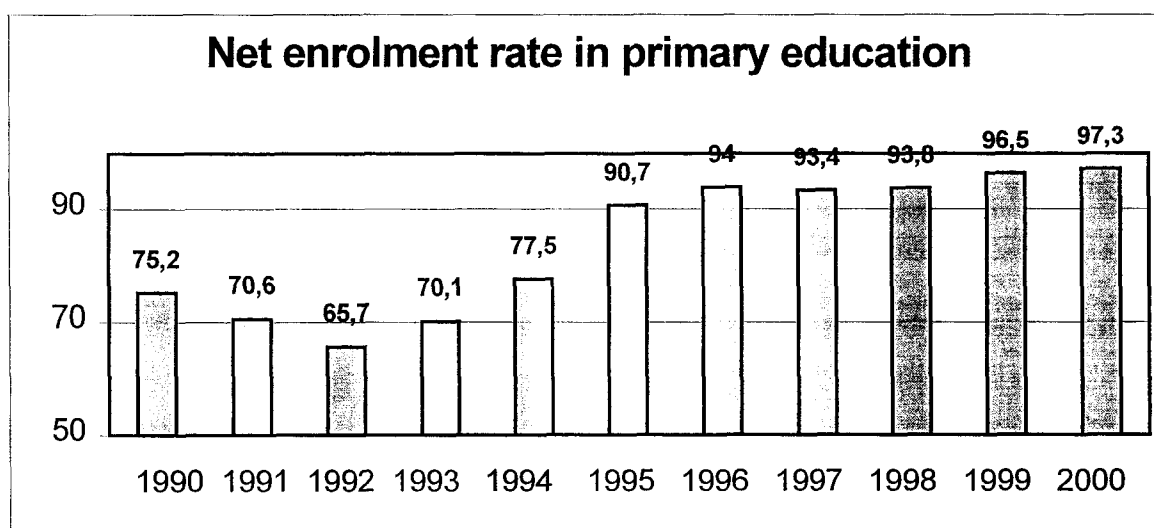
CHAPTER 1. PRESENT CONDITION OF PRIMARY EDUCATION SYSTEM

Primary school enrollment

The General Education System of Mongolia consists of 4 years of primary education, 4 years of basic education, and 2 years of complete secondary education /4:4:2/. Though it is indicated by the Education Law that the primary school entering age is 6 most of the entrants are 8-year olds. In the academic year 2000-2001, 6-year olds occupy 1.8 % of primary school entrants, 7-year olds -17,4 %, 8-year olds -70 %, and 9 and above 9-year olds occupy the remaining 12%.

By 1990, Mongolia had reached its goal to provide basic education for all its citizens as it was compulsory that every citizen acquired 8 years of basic education. In the 1990's a social transition period started as Mongolia made a transition to the market economy. As the enrollment of basic education was negatively influenced by this transition period that the enrollment rate had substantially decreased between 1990 and 1993. However, the enrollment rate has continually increased since 1993. Last academic year the gross enrollment rate was 103% while the net enrollment rate was 97.3 %.

Chart 1. Net enrollment rate in primary education



The phenomenon of a primary school drop out has started occurring since 1990 and in the academic year of 2000-2001 the primary school drop out rate was 2.8%.

Table 1. Gross and net enrollment rates in primary education

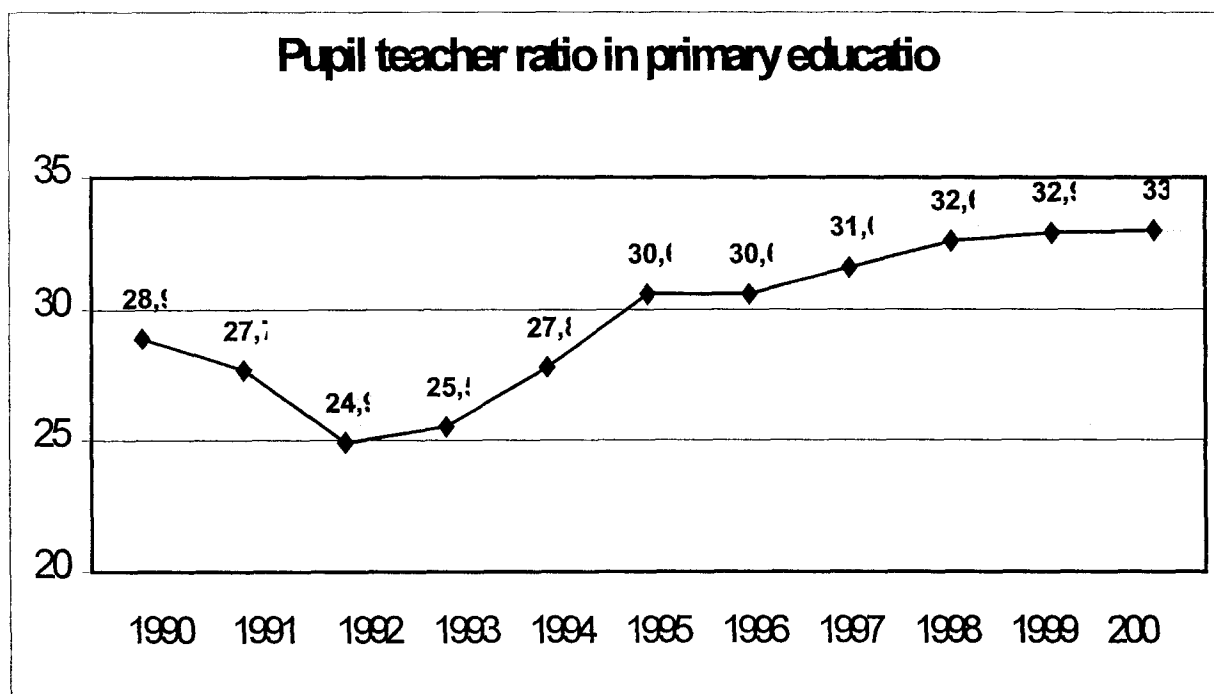
Year	Gross enrollment rate	Net enrollment rate
Academic year 1998-1999	102.9%	96.5%
Academic year 1999-2000	103.8%	97.3%

Access capacity of schools and supply of teachers

Providing education for children in sparsely populated rural areas is one of the costly and difficult issues. Eight-year schools operate in all soums³; four-year primary schools operate in the biggest bags⁴ situated far from the soum. School dormitories that are the essential component for resolving educational issues in rural areas are supplied for rural school students.

In the academic year 2000-2001, 683 general education schools are operating nationwide. Out of these 351 are ten-year schools, 219 are eight-year schools, and 113 are four-year primary schools. From the last figure it can be considered that there is a sufficient number of schools operating for primary school age children.

Chart 2. Pupil/teacher ratio in primary education



The heavy concentration of the school population in urban areas or the increasing number of students that are migrating from rural areas to cities has brought about overcrowded classes and oversized schools in cities such as Ulaanbaatar⁵ and Erdenet⁶.

Table 2. Number of schools /by type/

³ Administrative unit /sub-province/

⁴ Smallest administrative unit

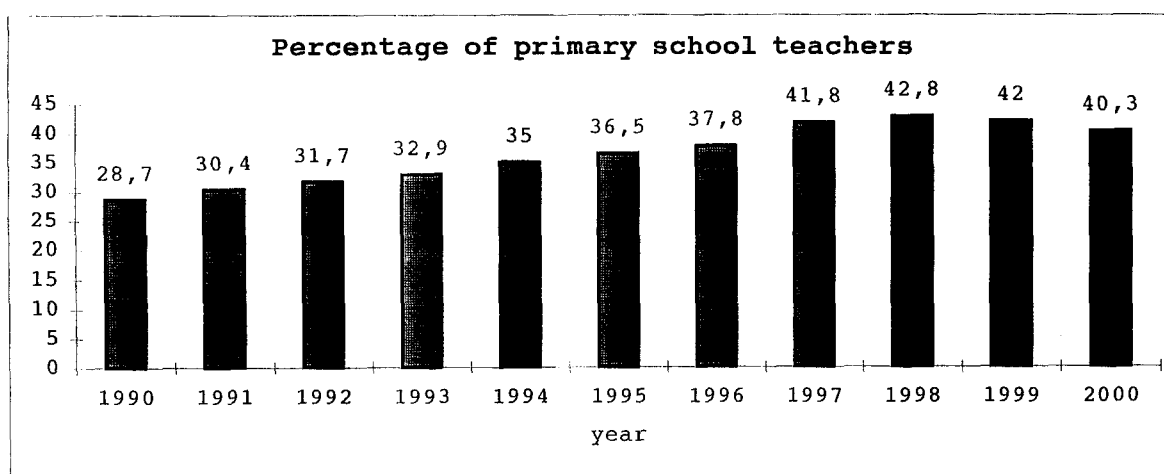
⁵ The capital of Mongolia

⁶ The second most populated city

	Academic year 1999-2000		Academic year 2000-2001		Difference
Total	668		683		15
Ten-year schools	329	49.2%	351	51.4%	22
Eight-year schools	223	33.4%	219	32.1%	-4
Primary schools	116	17.4%	113	16.5%	-3

Pupil/teacher ratio in primary schools is 33:1. The percentage of qualified teachers in primary schools is 96%.

Chart 3. Percentage of primary school teachers among the total number of teachers



Public and private schools

1990 was the year of the establishment of private primary and secondary schools in Mongolia. Recently, the number of private schools operating especially in urban areas has significantly been increasing.

Table 3. Number of primary schools /by location and type/

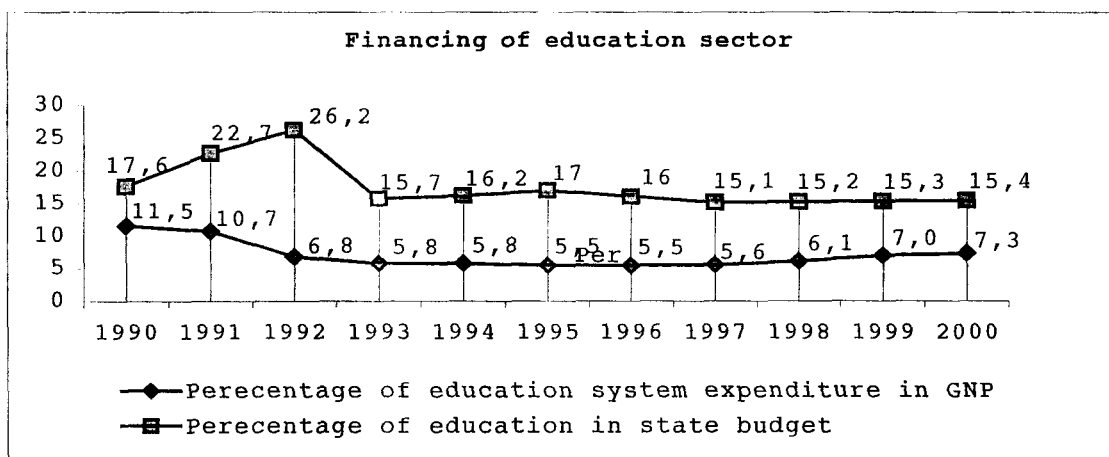
Ulaanbaatar		Province centers		Rural areas	
Public	Private	Public	Private	Public	Private
4	66	10	10	56	-
Total – 70		Total – 20		Total - 56	

Financing of primary education

According to the Education Law of Mongolia, not less than 20% of the State Budget has to be allocated for the education sector. Financing of primary education is done through

the local budget. School expenditure consists of fixed costs and variable costs. Fixed costs are school heating, electricity, firewood, and water expenses whereas variable costs are estimated based on the school type, number of students, and school location. Per pupil expenditure for students living in dormitories is set up and borne by the Government. 57% of the total primary education budget is allocated for teachers' salary, social insurance, 42% is allocated for fixed costs, and the remaining 1% is allocated for training and practical expenses.

Chart 4. Financing of the education sector / Public expenditure on education



CHAPTER 2. TEACHING AND LEARNING CONDITIONS OF RURAL PRIMARY SCHOOLS

Physical conditions of schools and classrooms

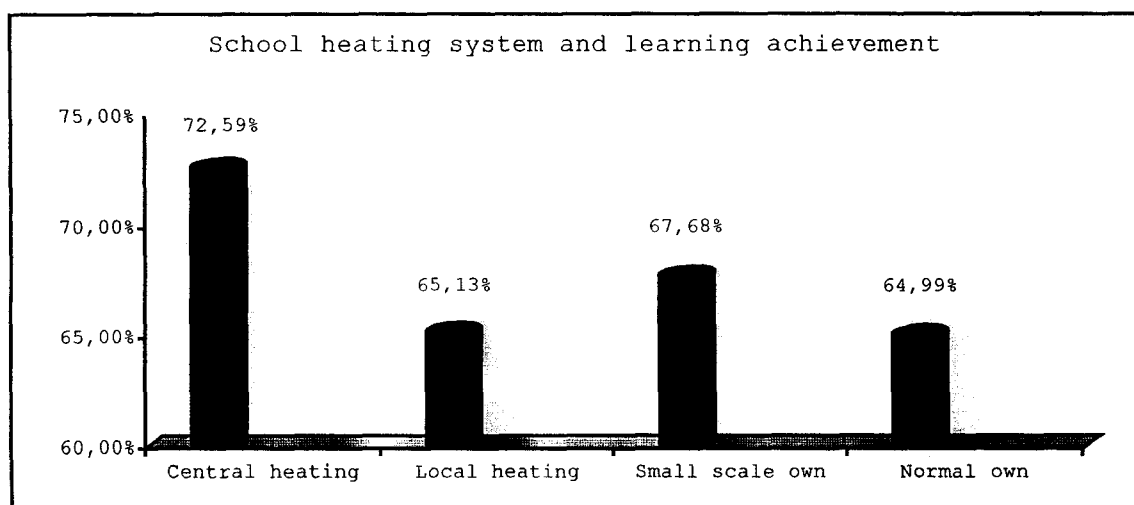
School buildings, desks, chairs, boards, laboratories, equipment as well as other school furniture have deteriorated as a result of the lack of investment made to schools for the last decade and have become unable to satisfy the requirements of the present time. School heating and electricity supply systems that were costly have become impossible to function in the present condition. Though these old systems have started being replaced by the portable and cost efficient equipment it is financially unable to supply all schools with the new system.

The issue of the school heating system is still being considered as one of the biggest problems faced by rural schools. Furthermore, poor dormitory conditions, insufficient food supply for dormitory students have become reasons of the school drop out. There is quite a big difference between the learning environment of rural school students and that of urban school students. For instance, heating and electricity supplies for school building in wintertime cannot guarantee a favorable learning environment and condition for rural school children. In addition, the insufficiency of school supplies and training equipment negatively influences students' learning achievements.

In general, 386 schools (63,7%) are connected to the central heating system, 130 schools (21.5%) utilize ordinary house stoves for heating, and 41 schools (6.8%) partially utilize ordinary house stoves for heating. 90% of primary schools utilize ordinary house stoves for heating.

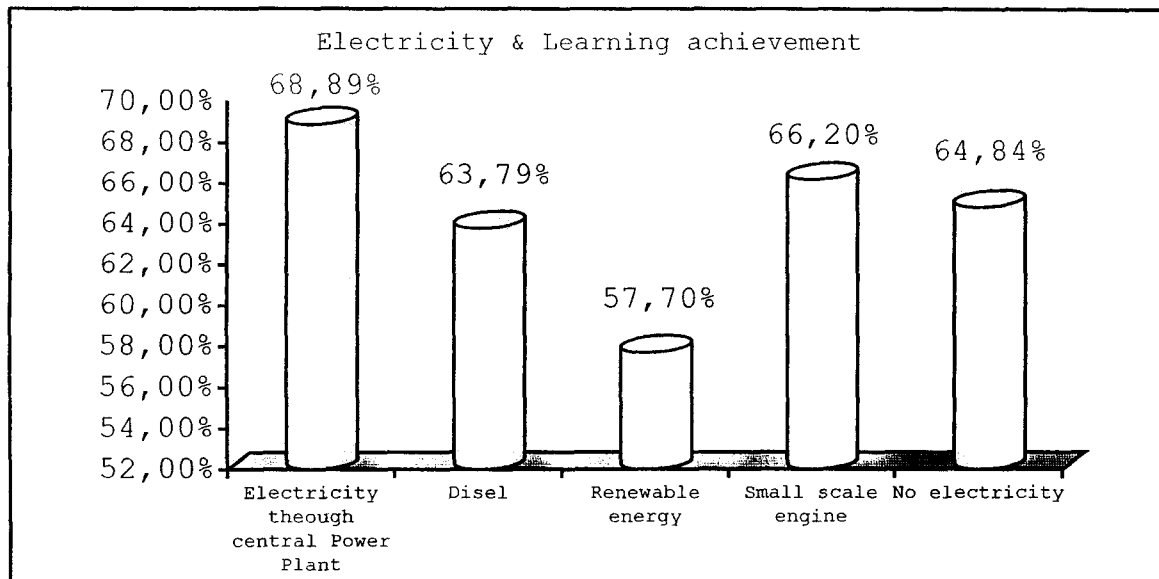
The result of the research "Monitoring learning achievement" conducted in 2000 jointly with UNESCO and UNICEF has revealed that the learning achievements of students in schools connected to the central heating were higher that those of who attend schools that utilize ordinary house stoves for heating.

Chart 5. Correlation between school heating system and students' learning achievements



A similar result is revealed in terms of electricity supply that the learning achievements of students who attend schools connected to the central electricity system were higher than those of who attend schools not connected to the central electricity system. 537 schools out of total 683 schools are situated in the province centers and rural areas; 21.6% of these schools is connected to the central electricity system, 2.2% imports electricity from Russia, 1.5% is supplied with electricity by diesel power plants in province centers and inter-soum centers.

Chart 6. Correlation between electricity supply and students' learning achievements



“The Mongolian adolescents needs assessment survey report” of year 2000 has shown the following description by teacher of the conditions that prevail in many schools in the rural areas gives us a vivid picture of winter time in soum schools.

“ The schools are in a bad state of disrepair. In the classrooms the chairs, desks and tables are very old and have not been replaced for about 15 or 20 years and sometimes three children have to sit at one table. Sometimes big children have to sit in small desks or little children at very big ones. Before 1990 these schools were connected to central heating system, but since 1990 there has been no central heating system and many schools have had to install ordinary wood, coal or dung burning stoves in each classrooms, with chimneys that go out of the window, and there is a lot of smoke which the children breath in. Some schools have low pressure heating stoves but they are often frozen so they have to borrow stoves and pipes from gers Both the children and the teachers sit in the classroom in fur deels and felt boots, and their pens and their fingers freeze in the cold. There is no water, and the toilet is an outside latrine.

/ Mongolian Adolescents needs assessment survey report, 2000 /

Textbook and equipment supplies

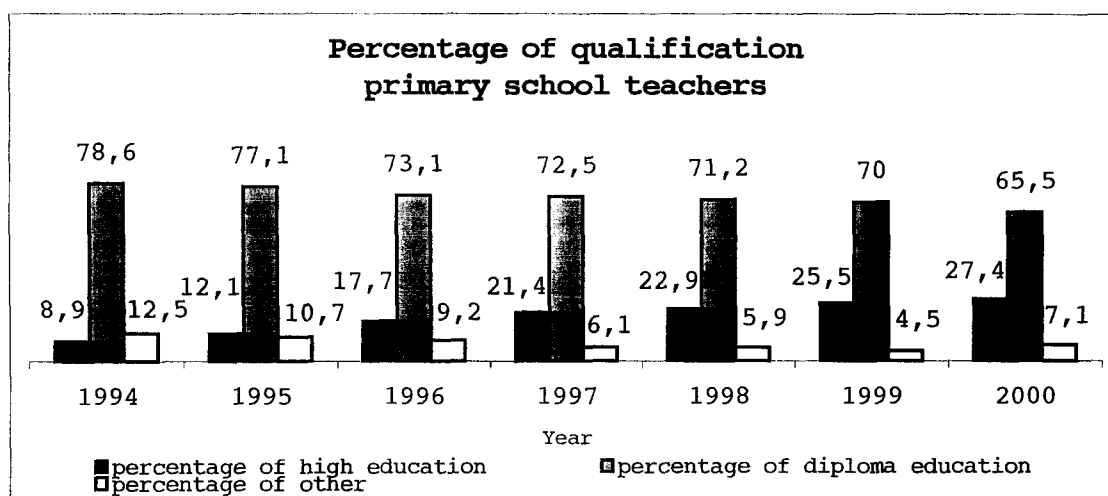
As a consequence of the lack of investment made to schools during the last decade it has become unable to supply schools with training equipment that satisfies the standard training. In 2000, it was estimated that one computer was allocated among 358 students in a primary school.

According to the new standards of primary education all textbooks used in primary schools have been revised. Textbook lending schemes have been developed that students are supplied with textbooks through school libraries. In spite of the fact that textbooks are printed in sufficient numbers rural schools still suffer from the lack of textbooks or insufficient number of textbooks because of the fact that textbooks are impossible to get delivered from the capital city on time. This situation makes rural schools use unrevised textbooks from the previous years.

CHAPTER 3. GENERAL PICTURE OF PRIMARY SCHOOL TEACHERS

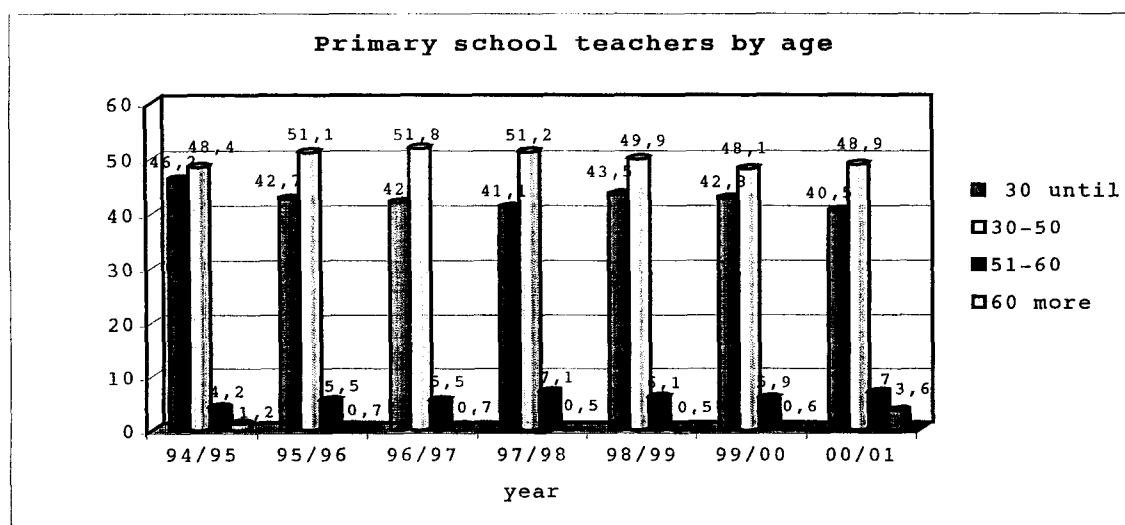
The matter of supply and resource of primary school teachers in Mongolia has reached an adequate condition. According to the estimation of 2000 professional teachers (teachers with higher education or a diploma degree) occupy 94% of all teachers whereas nonprofessional teachers who attended some training courses occupy 6 % of all teachers. The percentage of teachers with higher education among primary school teachers has increased by 18.5%; the percentage of teachers with a diploma degree has decreased by 13.1% since 1994.

Chart 7. Education and qualification of primary school teachers



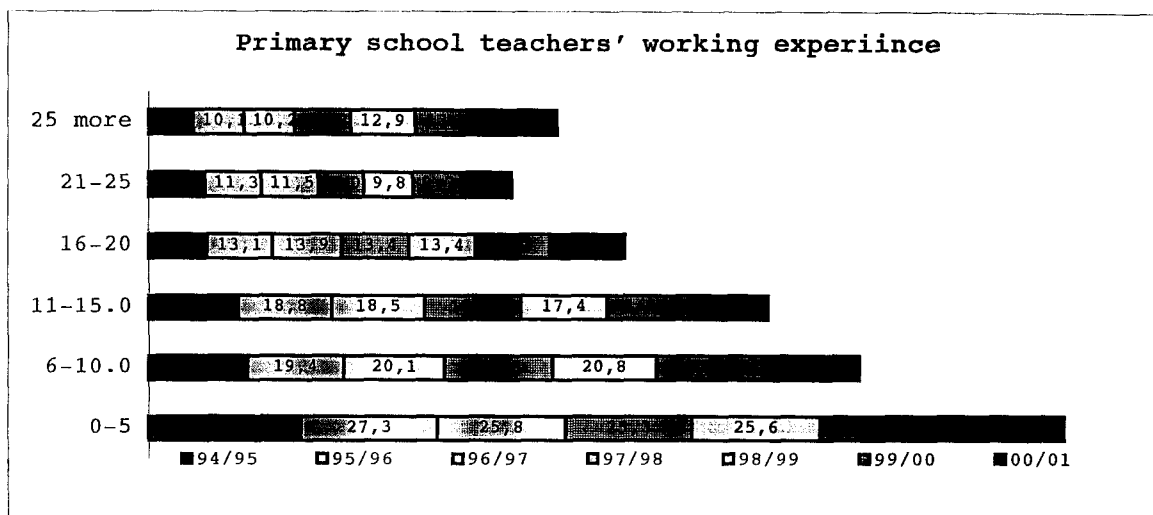
In terms of an age range of primary school teachers, the percentage of teachers under 30 years has decreased by 5.7%, the percentage of teachers between 51 to 60 years of age has increased by 2.8%, the percentage of teachers above 60 years has increased by 2.4% since 1994.

Chart 8. Primary school teachers by age (age range of primary school teachers)



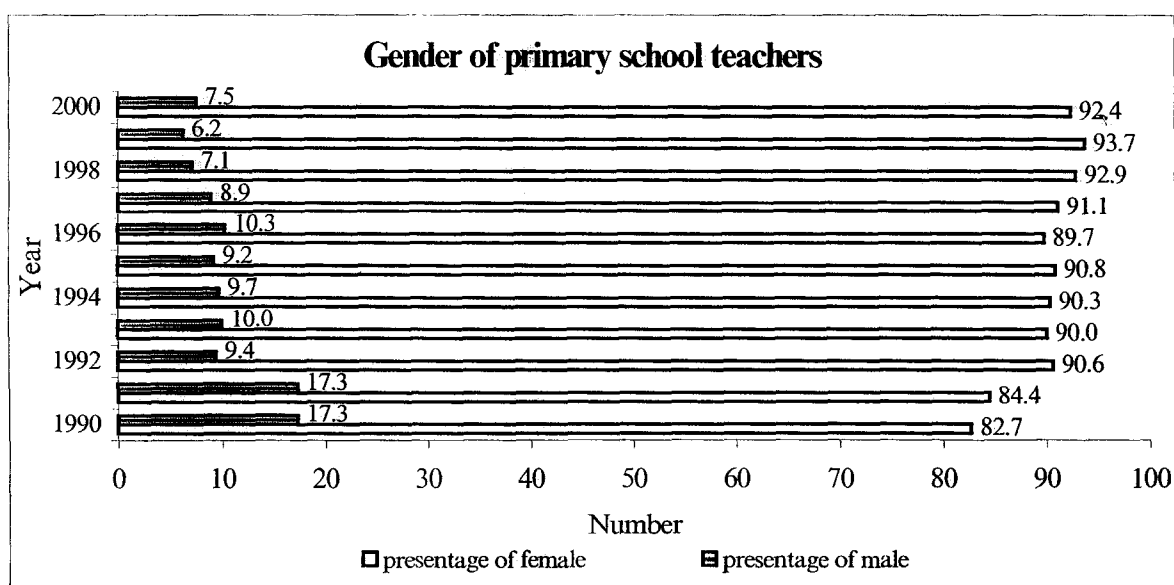
In terms of working experience, the percentage of primary school teachers with experience of 0-5 years has decreased by 6.4%, the percentage of teachers with experience of more than 25 years has increased by 6.2% since 1994.

Chart 9. Working experience of primary school teachers



According to the statistics on a gender disparity of primary school teachers, the percentage of male teachers was 17.3%; the percentage of female teachers was 82.7% in 1990 whereas the percentage of male teachers decreased by 9.8%, the percentage of female teachers increased by 9.7% in 2000.

Chart 10. Gender disparity of primary school teachers

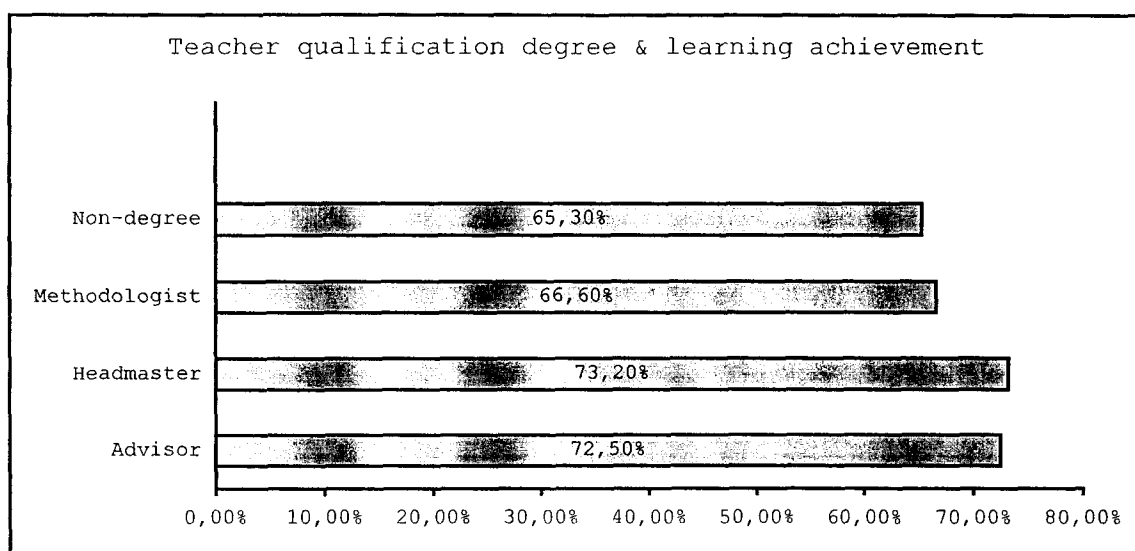


Quality and supply of teachers

According to the research conducted at the end of the academic year 2000-2001, the shortage of primary school teachers occupied 12.2% of the total shortage of teachers. Umnugobi, Dundgobi and other Gobi provinces suffer from the biggest shortage of teachers. The primary reason of teachers' shortage in rural areas is connected to the difficult living condition, scarcity of information, low salary, and other social factors.

A teachers' qualification degree is one criterion to influence students' achievements in rural schools. The research result reveals that the learning achievements of students taught by leading teachers were 73.2%, which was the highest proportion.

Chart 11. Correlation between teachers' qualification degree and students' learning achievements



Teachers' salary and social benefits for teachers

Teachers' salary consists of a base pay, a supplement, and a bonus.

Base pay: A base pay is set up based on the salary nets, and the working experience of teachers.

Supplement: A supplement is provided for teachers based on the level of their professional knowledge and skills as well as working conditions.

Bonus: A bonus is provided for teachers when they worked for double positions, completed responsibilities of an absent teacher, completed tasks and responsibilities that are not in their work definition or worked extra hours.

Teachers' average salary is in the same level when compared to the wages of employees who work in governmental organizations as well as other social sectors. However, the fact that the average salary of employees nationwide is low negatively influences teachers' social issues. Since 1998, primary school teachers have been provided the same amount of salary as secondary school teachers. Furthermore, as a result of the flexible

wage intervals of teachers' salary set up by the Government of Mongolia it has become possible that the better the teacher performs the more he/she gets paid. According to the Education Law of Mongolia, upon retirement teachers get a benefit equal to the amount of their annual salary. However, providing teachers with an apartment is still being considered as one of the unsolved issues.

*Khenmedekh, teacher of the Honda primary school in Gachuurt.
54 years old. She has 36 years teaching experience. She graduated the teacher college in 1965 and participated native language teacher training course in 1970. The primary school of Honda bag has multi-grade class /grade1 –grade 4/ and 16 pupils. She said that “Our school has only teacher. One person who is my husband responsible for guarding, heating and electricity. We have two shifts. Grade 3 and 4 are in morning, grade 1 and 2 are in afternoon. The art and physical subjects are taught for all children with together. Now, I have some experience how to organize multi-grade class. We have not sufficient text books. For example, textbooks for reading are only two. One is school’s, another one is pupil’s. Heating is problem because of the smoke. The parents are very poor. But, recently their school participation is increasing. They help chairs and desks repairing and supply wood. I participate teacher seminar at the city education center two times per year. I think that my salary is smaller than other school teachers and I will ask this matter.”*

Table 4. Retirement age of teachers

	Retirement age
Male teachers	60
Female teachers	55

Evaluation system and criteria for the performance of primary school teachers, promoting mechanism for their effort and initiatives:

In order to increase teachers' professional skills and the outcome of curricular and extra curricular activities, teachers' performance is evaluated based on the following criteria by granting scores for teachers:

- The quality and outcome of curricular and extra curricular activities (whether the teacher performed that students acquired the content and standards of the curriculum.)
- teacher's personal positive examples that influence students
- teacher's professional theoretical and methodological knowledge as well as knowledge on legal acts

Qualification degrees of a teacher-advisor, leading teacher, and teacher-methodologist are awarded for teachers considering their mental abilities, professional levels, skills, productive thinking, and increase in theoretical and methodological knowledge. Certain criteria and requirements are considered upon awarding qualification degrees for teachers. For instance, a teacher-advisor has to satisfy the following criteria:

- have skills and ability to plan and conduct research on educational issues, and implement the research results;
- guide the research work of other teachers; provide professional advice and conduct training for teachers not only from his/her school but also from other schools;
- published textbooks, manuals, and recommendations; and selected as a winner in the national education lectures
- be a model teacher in terms of the level of performance; worked as a leading teacher for not less than 5 years
- the teacher himself/herself or his/her students won the first three places in the state Olympiads and competitions
- follows certain morals and ethics for teachers

Teachers' inadequate attitudes

The "Mongolian adolescents needs assessment survey" has clarified teachers' inadequate attitudes which are influenced teaching quality, school drop-outs and repetition. According to the adolescents' opinion, following obstacles of studying and teachers' attitudes are very common.

The respondents mentioned as obstacles to them receiving an education, bullying, lack of interest, and illness as the three most prevalent factors influencing their access to education. Bullying by their peers is the biggest problem for more than a third of the respondents in urban areas /36,5%/, province centres /37,7%/, and rural areas /35,3%/. From urban areas 37,5% of sample cited lack of interest in school as difficulty, as did 35,1% of those from province centres and 32,5% from rural areas.

... The lack of teacher skills is mentioned as a problem and neglect and abuse by teachers is a difficulty mentioned by 14,6% from urban areas, 13,2% from province centres and 9,8% from rural areas. Many adolescents say their teachers are too busy trying to earn extra money to supplement their meager salaries to give their pupils much attention..

... The attitude of the teachers significant factor in the inadequacy of education provision in the opinion of the many participants. They find that schools adhere to the traditional relationship between teachers and pupils, which was accepted norm of socialist times. Teachers expect obedience and passiveness from their students. Rural pupils do not receive same treatment as urban pupils from some teachers. Both teachers and other adults have a different attitude to boys and girls, with girls having a reputation for being quiet and disciplined whereas boys are generally considered to be unruly, disobedient and trouble making. In both the questionnaires and the focus groups the respondents said that teachers differentiate between children of different social backgrounds and the parents' status in society influences the way children are treated.

... Many said that teachers are likely to be very hard on children who voice criticisms, seeing them henceforth as potential trouble makers.

CHAPTER 4. PRE-SERVICE TEACHER TRAINING

Pre-service teachers attend 3-4 years of education in public or private colleges to earn a diploma or a bachelor's degree. A diploma or a bachelor's degree satisfies the requirement of acquiring a right to teach. The curriculum content of pre-service teacher training system consists of general, professional, and specialized courses. A student has to attend not less than 90-credit hour courses for a diploma degree, 120-credit hour courses for a bachelor's degree, 150-credit hour courses for a master's degree and 210-credit hour courses for a doctoral degree.

The majority of primary school teachers are trained at Teachers College of the State Pedagogical University / SPU /, Teachers Colleges in Arkhangai, Bayan-Ulgii, and Dornod provinces. It can be considered that a sufficient number of primary school teachers are trained nationwide.

Table 5. Number of teacher training institutes

Academic year 2000-2001	Public	Private	Total
Universities and colleges	38	134	172
Teacher training universities and colleges	10	21	31

Academic year 2000-2001	Urban areas	Rural areas
Teacher training universities and colleges	23	8

Accordance with "SPU Business plan for development 2000-2005", 90 % of total primary and secondary school teachers are graduated from the SPU. In 2000-2001 academic year, enrollment of the SPU reached 5000. That means the quality of teacher training of Mongolia depends on the SPU's activities and achievements. In order to improve primary school teachers should be support SPU's activities.

The curriculum of State Pedagogical University consists of 3 parts which are general subjects, professional subjects and specialized subjects. Professional and specialized subjects contain psychology, educational studies and subject teaching methodology, those subjects are significant elements for pre-service teacher training. As shown in table 6, the key subjects are taught theoretical way mostly.

Table 6. Teaching hours of some key subjects in the SPU's curriculum

	Subjects	Lecture	Seminar, practice	Total
1	Psychology	48	32	80
2	Educational studies	64	64	128
3	Subject teaching methodology	48	64	112
	Total hours	160	160	320

The pre-service teacher training consultancy /Education Sector Development Project, ADB Loan/ ” conducted survey for SPU’s graduates. The results of analysis of survey are:

- Unless there is a difference between the students’ interests and assessment criteria and teachers’ non-regular activity, more than 50% of all graduates concluded that more than 50% of all teachers have good teaching methodology.
- Graduates concluded that the teachers attend not enough effort to teach them methods of learning, recognizing and thinking, but graduates think they are not bad how to use knowledge and to work independently.
- Graduates see that the information given by teachers satisfies the appropriate quality levels, but does not satisfy demands of society changing
- In the period of study the degree of learning interests of 50% of the students were increased, of 30% -was not changed and of 20% - was decreased. The load of students was suitable for 53% of all graduates, too much – for 19% and too little – for 28%.
- 57% of all graduates of SPU were satisfied by activity of their university and teachers, but 43% -were not satisfied.

Delgersaikhan, young teacher, 85th secondary school, Ulaanbaatar
In 1997 graduated from Teacher college, in 2000 she got bachelor degree in primary school teacher. She mentioned that “ Now, the State Pedagogical university put some new important subjects into the curriculum such as psycho-diagnostic, new teaching method and psychology. But, when I graduated university I could not apply my knowledge to practical issues. Now, I am facing such kind of difficulties. I think that the SPU should introduce more practical curriculum and should change teaching style.”

Problems encountered in pre-service teacher training system:

- no updated requirements for the present time teachers as a consequence of the lack of reform made in teacher training models
- despite the fact that the possibility to train teachers who would teach multiple subjects has established the process of implementation has not been started
- curriculum standards of educational studies have not been reformed/updated
- no measures have been taken in order to provide teacher training institutes with more qualified teachers/professors
- poor supply of training equipment in teacher training institutes
- newly graduates of teacher training institutes have poor professional knowledge and inadequate methodological, psychological and technical skills

CHAPTER 5. IN-SERVICE TEACHER TRAINING

Before 1990, there existed a centralized system that in-service teachers attended training once every 5 years. This important task was the responsibility of the In-service Teacher Training Institute. However, after 1990 as a result of the reformed social system the former in-service teacher training system has been replaced by a decentralized system that in-service teacher training started being conducted in the local levels. The present system of in-service teacher training consists of the following three types of training: (i) centralized training, (ii) local training, and (iii) school based approach of teacher training.

Table 7. Types of in-service training

Types	Responsible party
Centralized training	In-service Teacher Training Institute
Local training	Education centre in provinces
School based approach of teacher training	Individual schools, Methodological units

In spite of the fact that the expenses for the centralized training is done through the state budget, the amount of the annual budget for teacher training is only able to cover less than 5 % of all teachers. Local training is considered as the most cost-efficient type of teacher training. A school based approach of teacher training is a newly developed type of teacher training. Main implementing organizations of in-service teacher training are following: at national level - In-service Teacher Training Institute, at local level - Education centre in provinces, at school level - Methodological units.

Functions of methodological units at a school

By Ministerial Decree of & September, 1995, the methodological units have been given the following overall tasks:

“The methodological units at secondary schools are the primary administrative unit equipped with the right to advise on the decision making concerning evaluation and assessment of the result of classroom teaching and extra-curricular activities, on the awarding of professional degrees and titles, and the function of these units is to develop the content and methodology of teaching in accordance with the government’s education policy and the established standards, to organize in-service teacher education and training, to provide teachers with professional assistance, to control the teaching process and the results of specializing subjects.

Functions of Education centre in province

For the elaboration of the Training Plan of the province, Education centre is responsible, among others, for the following functions:

- Analysis of training needs at province level, with special consideration of the special needs proposals particularly articulated by the teachers, and the priorities of the education system;

- Analysis of the resources available in the province;
- Definition of priority areas and of criteria for action
- Definition of objectives
- Study of methods and training strategies in order to adapt them to the objectives suggested;
- Precise formulation or quantitative analysis of the activities laid out in the plan;
- Elaboration of a proposal of follow-up and evaluation of the Province Training Plan;
- Approval of the Plan.

Functions of the In-service Teacher Training Institute

The former National Institute for Educational Studies /NIER/ no longer exists in its previous form; its functions have been divided into two parts, with in-service teacher and administrator training, curriculum development and related functions going to the School of Educational Development /SED/ under umbrella of the Pedagogical University. The remainder of the former NIER activities has been renamed the Institute for educational Studies and this appears to be a semi-autonomous institute reporting directly to the Minister of Education, although it does not appear on organization charts issued by the Ministry. The SED is organized in five sections:

- Theoretical research on education development
- Content and technology of teaching
- Non-formal education
- In-service teacher education
- Distance learning and promotion

The majority of the activities of in-service teacher training are funded by donor countries, international organizations, different projects and programs.

Table 8. Participation of international donor organizations in in-service teacher training

Organizations and projects	Participation
UNICEF	Distance education for primary school teachers
ADB Education Sector Development Program	Reform of educational technology, upgraded training curriculum
Mongolian Foundation for Open Society, Soros Foundation	Reform of educational technology, educational methodology, teacher and student participation
DANIDA	Pupil-centered training, promoting teachers' initiatives
Japanese Peace Winds	In-service training for rural school teachers

The project "Distance education for primary school teachers" implemented by UNICEF is one of the productive projects that can be continued further. The biggest projects such as

Education Sector Development Program implemented with the financial support from the ADB, and " School 2001" project implemented by the Soros Foundation have greatly supported the fundamental reform of teachers' methodology in Mongolia.

CHAPTER 6. QUALITY OF PRIMARY EDUCATION

The fact that the standards and contents of education were approved in 1998 and started being followed by has become a big step made towards reforming the quality of primary education. However, there is no big outcome is seen in the implementation stage especially in terms of textbooks and teachers. According to the result of the joint research of UNICEF and UNESCO on monitoring and evaluation of students' learning achievements, primary school students' learning achievements were quite low. It has become necessary to strengthen the standards of primary education, upgrade the contents of textbooks, provide information and conduct training on new standards for primary school teachers.

The contents of primary education have been developed in a manner that they are flexible for schools and teachers. The contents of primary and secondary education consist of "fixed" contents of state standards that are defined according to the fundamental requirements of social and historical conditions of the present time and "variable" contents of standards of a certain organization that are developed towards fulfilling the continually changing demands of students and the society. Upon developing variable contents teachers, local places and individual schools are supplied with certain rights on the one hand and on the other hand they have more responsibilities. Variable contents have two sub-contents: (i) contents that are compulsory and (ii) contents coordinated by the school.

Fixed contents have the following 5 sub-contents for each level of educational institutions such as pre-school, primary, basic, and complete secondary education institutions:

Humanities,

Mathematics,

Natural science,

Social science and

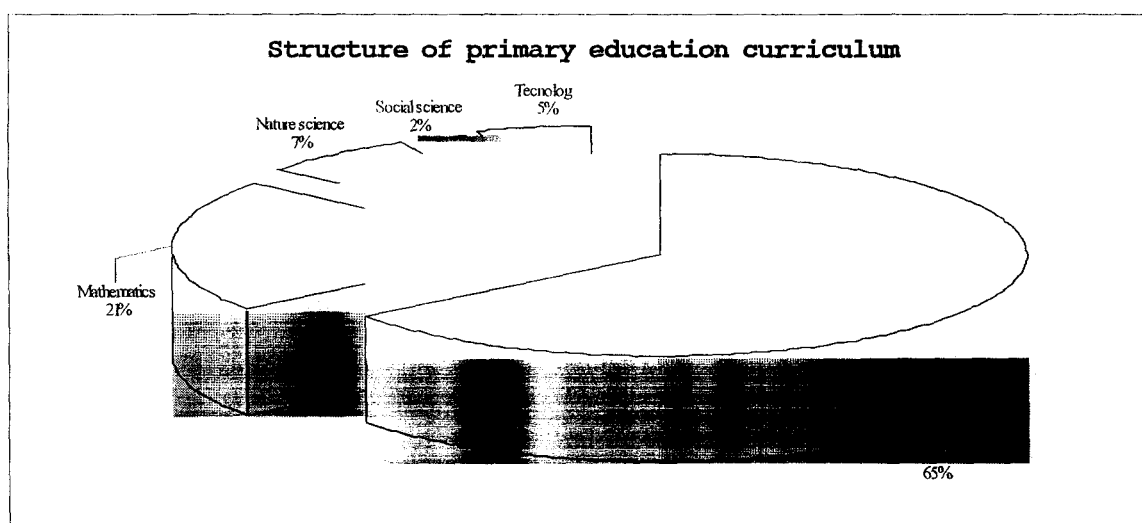
Technical equipment and technology. Each sub-content is defined according to the contents of certain school subjects.

Table 9. Contents of primary education curriculum

Content structure		1 st grade	2 nd grade	3 rd grade	4 th grade
Subject areas		8	8	9	10
Humanities	Mongolian language	*	*	*	*
	Mongolian script			*	*
	Physical education	*	*	*	*
	Music	*	*	*	*
	Fine Art	*	*	*	*
Mathematics		*	*	*	*
Natural science	Local area studies	*	*	*	*
	Natural studies				
Social science	Local area studies	*	*	*	*
	History of Mongolia				*
Technical	Practical Art	*	*	*	*

equipment and technology					
Compulsory Contents	Health education-2				
	Economics-1				
Contents coordinated by the school	Specialized courses				

Chart 12. Structure of primary education curriculum



The curriculum, duration of an academic year, weekly, monthly and annual academic load of primary education are indicated in the following table.

Table 10. Number of instructional hours

Grades	Weeks			Total hours in school		
	Semesters			Semesters		
Grade 1	I	9	34 /25%/	I	22	88 /24.0%/
	II	9		II	22	
	III	8		III	22	
	IV	8		IV	22	
Grade 2	I	9	34 /25%/	I	22	91 /24.9%/
	II	9		II	23	
	III	8		III	23	
	IV	8		IV	23	

Grade 3	I	9	34 /25%/	I	23	92/25.1%/
	II	9		II	23	
	III	8		III	23	
	IV	8		IV	23	
Grade 4	I	9	34 /25%/	I	23	95/25.9%/
	II	9		II	24	
	III	8		III	24	
	IV	8		IV	24	

The fact that there is a big difference between the living conditions of urban and rural population, and different social groups negatively influences the balance of education quality and increase in the provision of educational services. For instance, according to the test results of the 4 grade students on mathematics, mongolian language and life skills class the learning achievements of rural school students were poor.

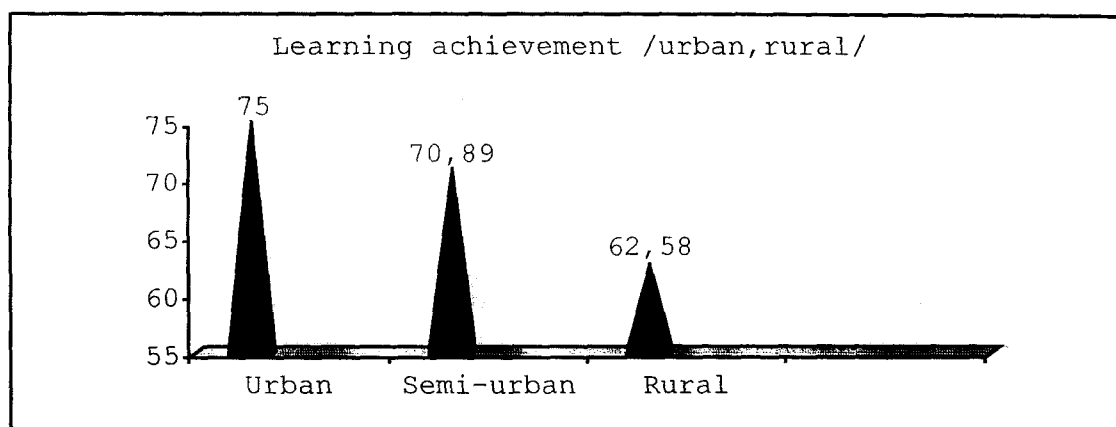
Table 11. Learning achievements of the 4th graders

	Total	Total (%)	Mathematics	Mongolian language	Life skills	Average
Total	2545	100%	59.96%	74.05%	69.46%	67.82%
Urban areas	529	20.8%	69.81%	79.24%	75.94%	75.00%
Semi-urban areas	815	32.0%	62.15%	77.14%	73.38%	70.89%
Rural areas	1201	47.2%	54.13%	69.67%	63.95%	62.58%

Table 12. Difference in average scores

Comparison	Mathematics	Mongolian language	Life skills	Average
Urban areas/semi urban areas	8.02	7.47	9.43	8.31
Semi-urban areas/ urban areas	7.66	2.10	2.56	4.11
Urban areas/rural areas	15.68	9.57	11.99	12.42

Chart 13. Students' learning achievements / by location/

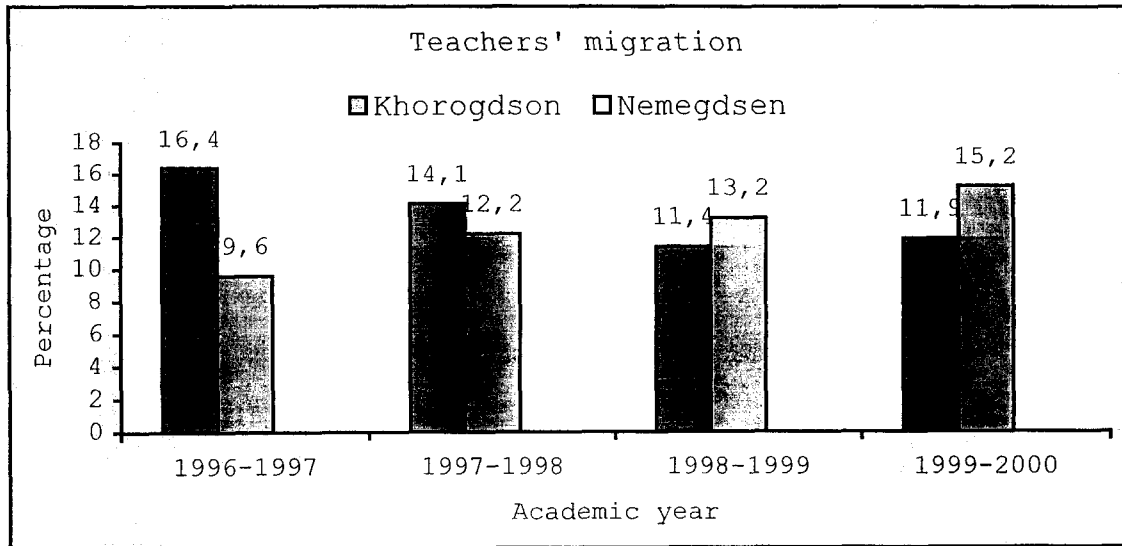


Above considered research results show that there is a big difference between urban and rural school students in terms of learning achievements. Low learning achievements of rural school students are caused by the poor quality and supply of teachers, inadequate learning environment and conditions, as well as the lack of provision of pre-school education service in rural areas. Recently more people are moving to rural areas to work as teachers whereas in 1996-1998 there was a greater migration of teachers to urban areas.

Table 13. Teachers' migration

Academic year	Beginning of academic year	Decreased number of teachers	End of academic year	Increased number of teachers	difference
1996-1997	20028	3293 16.4%	18511	1776 9.6%	-1517
1997-1998	18511	2612 14.1%	18118	2219 12.2%	-393
1998-1999	18118	2065 11.4%	18502	2449 13.2%	384
1999-2000	18502	2195 11.9%	19223	2916 15.2%	721

Chart 14. Teachers' migration



CHAPTER 7. STATE POLICY ON PRIMARY EDUCATION

State policy on the training of primary education teachers is defined in the following documents:

- Package of Education Laws
- State Policy on Education
- Basic Education Program
- Fundamental trends of reforms in the education sector in 1997-2005
- Development Strategies for the Mongolian Education Sector in 2000-2005
- Trends on primary and secondary education contents the increasing number of students that are migrating from rural areas to cities).
- State action on pre-service teacher training etc.

The following objectives of the primary education were identified in the fundamental trends of reforms in the education sector in 1997-2005 approved by the Government of Mongolia:

- To develop appropriate contents and standards for all levels of education and have them followed
- To develop methods and mechanisms of strategic policies and plans suitable for the present situation
- To reform the structure and system of education with an objective to increase the quality and outcome of education
- To create an environment that encourages the fair competition for the quality and outcome of education

Development Strategies of the Mongolian Education Sector in 2000-2005:

- The following strategies and objectives are identified to increase the quality of educational service, to upgrade pre-service and in-service teacher training systems, to supply both urban and rural schools with qualified professional teachers on the equal basis, to promote incentives for stabilizing teachers' movement, to intensify on-the-job training on a continuous basis and to establish a system that permanently develops individual teachers.

To develop a flexible and decentralized in-service teacher training system based on partners

-To develop a system that trains in-service teachers on a continuous basis based on their interests and needs through various curriculum in the following three levels: (i) nationwide, (ii) local areas, and (iii) work place.

-To establish regional centers for in-service teacher training based on local scientific organizations and educational institutions.

-To develop and implement contents, curriculum, and methodology for in-service teacher training through distance and non-formal education.

-To organize re-training based on the needs of teachers

-To increase the participation of non-governmental organizations, international organizations and communities in the in-service teacher training process.

. To strengthen working conditions and upgrade financial mechanism for pre-service and in-service teacher training

- To develop the standards of contents and environment of teacher training universities and colleges and have them followed

- To publish and distribute training materials and manuals, to improve possibilities and conditions to provide professional information and assistance in order to provide continuous training for in-service teachers

To increase the utilization of information and communication technologies in pre and in-service teacher training

To upgrade evaluation of teachers' quality, and to develop a mechanism that promotes their effective performance

-To develop a state that realistically evaluates teachers' work

To develop complex indicators to provide professional evaluation for teachers' performance

To increase participation of parents and other interested parties in the process of evaluating teachers' performance

-To upgrade procedures for promoting effective performance of teachers:

To upgrade procedures for offering teachers a bonus considering their performance outcome, productivity, professional level and skills

To develop procedures for stabilizing teachers' movement

CHAPTER 8. CONCLUSION AND RECOMMENDATIONS

The following positive and negative points on the current state of primary education in rural areas are established based on the results of the research.

Positive points:

- Primary school enrollment rate has reached the normal level
- The number of drop-outs has been decreasing
- The supply and availability of textbooks are adequate
- Primary school teachers' professional levels are high
- New approaches for providing in-service training for primary school teachers have been applied
- Policy related documents have been developed
- Education contents and standards of curriculum have been reformed

Negative points:

- The supply of teaching materials and equipment is insufficient
- Female teachers are dominating among the primary school teachers
- The system for pre-service training of primary school teachers has not been reformed
- The physical condition of schools and classrooms has been deteriorated
- The coverage of teachers in on- the- job training is inadequate
- Teachers are supplied with a low salary and poor social benefits
- Teachers have poor knowledge on methodology and new technology
- The information distributing system for teachers is inadequate
- The learning achievements of students in rural areas are low compared to those of city students
- The implementation of the documents on policies is inadequate
- The rate of teachers movement is high

Recommendations:

- To improve school environment in rural areas
- To reform pre-service teacher training system
- To intensify activities for equipping teachers with new methodology and technology
- To ensure a quick distribution of information to teachers in rural areas
- To establish a mechanism to retain good teachers in rural areas
- To expand the scope a school based on-the-job training for teachers

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