



**THE GOVERNMENT OF MONGOLIA
GOOD GOVERNANCE FOR HUMAN SECURITY
PROGRAMME**

POLICY DOCUMENT

Ulaanbaatar, January 2001



PREFACE

The policy objective to “put in place good governance to efficiently develop and implement state policies, effectively serve the people, meet their basic needs and establish justice” was proposed in the “Action Programme of the Government of Mongolia”, which was approved by the State Great Hural (Parliament) Resolution #33 of 2000. Furthermore, the resolution to implement the “Good Governance for Human Security Programme” was incorporated in the “Main socio-economic development objectives of Mongolia in 2001” approved by the State Great Hural (Parliament) Resolution # 45 of 2000.

Decisions approved by the Government Cabinet related to programme policy and strategy of the “Good Governance for Human Security Programme” (hereinafter “the Programme”) have been integrated into the present Policy Document of the Government of Mongolia.

The mission of the Programme is to support policy formulation, operationalization and implementation of the priority objectives of the Government Action Program.

Government Cabinet Resolution #161 of 2000 approved the Priorities of Government Actions and in the Paragraph 2 of the Resolution it ordered all ministers and governors at all levels to work towards coherent organization of activities related to the management and organization of the implementation of the Action Program of Government to undertaking of Priorities of the Government Actions and involving central and local public administrative bodies at all levels, NGO’s, private sector, mass media, academic institutions and citizens.

This Programme shall play an important role as a mechanism to implement the Government Action Program, particularly, the Government’s top priorities.

In order to insure the effective operations of the Component Working Group mechanism of the Programme and other structural units of the Programme, namely the Programme Advisory Committee, Donor Coordination Committee and Programme Management Unit, the Prime Minister will provide overall management for the Programme.

The Programme policy and strategy and this Policy Document were formulated by the Working Group established by Prime Minister’s Ordinance #118 of 2000, with the participation of the Component Working Groups.

Likewise, central and local public administrative authorities, and other government organizations (Office of the President, Parliament Secretariat, State Auditing & Inspection Board, Courts’ and Prosecutors’ Office Secretariats), NGO’s, mass media and academic institutions participated in the formulation of the policy document. This will facilitate effective support from these organizations in the implementation of the Programme.

The Government of Mongolia deeply believes that the international donor community will continuously mobilize their efforts as they always have in order to provide vital support to the undertaking of this Programme.

**N. ENKHBAYAR, PRIME MINISTER OF MONGOLIA
AND CHAIR OF THE PROGRAMME**

A handwritten signature in black ink, appearing to read 'N. Enkhbayar', written in a cursive style.

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**GOVERNMENT OF MONGOLIA
GOOD GOVERNANCE FOR HUMAN SECURITY POLICY
PROGRAMME DOCUMENT**

1.0. INTRODUCTION

1.1. Human Security

The policy goal of achieving human security for all Mongolians requires combined ecological, economic, social, political, and cultural actions.

The threats to human security in Mongolia are complex and highly interrelated processes. They include desertification, pollution, vulnerability to natural disasters, economic decline, low levels of investment and project implementation, poverty, low incomes, unemployment, declining health and educational services, poverty, corruption, crime, extreme political swings, and policy discontinuity, as well as technological, economic, and cultural globalization. The highly integrated, holistic approach necessary to confront these threats to human security requires a good governance enabling environment.

1.2. Good Governance

No one ministry left to its own resources can resolve any of these risks to the human security of the Mongolian people, nor take adequate advantage of related opportunities (for example, those inherent in technological globalization). Not even the government with all of its resources can unilaterally resolve any of these risks, especially considering how many of them are closely interrelated. It is necessary for the government, all the powers of state, the private sector, and civil society to work in partnership to reduce these risks to the human security of the Mongolian people. The additional support of the international donor community is also necessary at this stage of national development in an increasingly inter-dependent world.

What are required are national policies that go beyond ministerial, governmental, or even State policies to create consensus among all major actors and stakeholders, opinion formers, and public opinion. This is what can permit the policy continuity and sustainability that can produce meaningful results in the short, medium, and long-term. Extreme political swings and/or continual shifts in policy reduces the probability of results and their long-term impacts.

It is far easier to promulgate a ministerial policy, governmental resolution, or even law approved by a majority of parliament, than to involve and commit the media, academia, other opinion formers, the private sector, civil society, and public opinion. The reward, however, is societal ownership of a policy that can lead to extensive collaboration between the sectors in implementation and greater policy effectiveness, in addition to greater policy continuity and sustainability. This is what can create a good governance enabling environment for human security.

2.0. GOVERNMENT ACTION PRIORITIES

Government Cabinet Resolution # 161 of 23 October 2000 approved Government Action Priorities to intensify implementation of the Government Programme of Action which was approved by State Great Hural (Parliament) Resolution # 33 of 2000. This resolution instructs all ministers and governors at all level to work towards coherent organization of activities related to the management and organization of the implementation of Government's Programme of Action through the implementation of the Government Action Priorities and to involve central and local administrations at all levels, NGOs, private sector, mass media, academic and citizens.

The Government Action Priorities are:

1. To facilitate stabilization of the macro-economy, deepen the reform and intensify restructuring
2. To rehabilitate the banking and financial system
3. To facilitate economic growth by rehabilitating national industry and supporting export oriented industry
4. To support regional and rural development and promote infrastructure development
5. To create an equitable social environment for human development, to improve quality of education, health assistance and access to services at all levels
6. To reduce poverty and unemployment, and to improve the livelihood of the people
7. To implement environmental policy aimed at providing sustainable development and ecological balance by harmonizing protection of biodiversity with regional socio-economic development
8. To intensify land reform
9. To improve the living environment of the citizenry by reducing air, water and soil pollution in urban areas, and by recycling garbage and waste
10. To remove the governance crisis and create good governance for human security
11. To develop a democratic civil society with strong ethics that secures citizens' basic rights and fundamental democratic principles by facilitating the independence of the judiciary and a free mass media.

3.0. FUNDAMENTAL OBJECTIVES OF THE PROGRAMME

The Government Cabinet session of 18 October 2000 approved in principle the fundamental objectives of the “Good Governance for Human Security Programme”, which were proposed within the framework of Government Action Priorities.

The fundamental objectives of the Programme proposed within the framework of the Government Priorities are following by components:

Fundamental Objectives of the Government of Mongolia’s “GOOD GOVERNANCE FOR HUMAN SECURITY PROGRAMME”

Priority 1.

To facilitate stabilization of macro-economy, deepen the reform and intensify restructuring

1. To develop production and services, pursue appropriate policy on foreign trade, budget, finance, money and credit and ensure main economic balances
2. To pursue policy to keep inflation in non-crisis situation, keep Tugrig (national currency) rate at comparably stable level
3. To establish reliable sources of state revenue and decrease budget deficit through pursuing optimal tax policy, expanding its base, and improving tax collection
4. To decrease the foreign trade deficit and attract more foreign investment
5. To create a legal environment to restrict the shadow economy
6. To privatize large, high value economic entities
7. To undertake restructuring in the energy and mining sectors and gradually privatize the energy sector
8. To create a legal base for privatization of the social sector and begin privatization
9. To intensify land reform and raise its contribution to the economy

Priority 2.

To rehabilitate the banking and financial system

1. To privatize some state - owned and partially state owned commercial banks and improve their financial capability
2. To expand the operational framework of banking and financial institutions through improving the legal environment
3. To create a legal and technical environment to facilitate prompt non-cash payment systems, and ensure efficient payment flows
4. To introduce strict financial and payment discipline, and establish habits of fulfilling duties assigned in financial contracts and agreements
5. To introduce saving’s insurance scheme for protecting interests of account holders
6. To expand insurance services and improve accountability in the insurance system
7. To create a favorable environment for the development of the stock exchange and expand its services
8. To ensure expansion of banking and financial services and allow access to rural areas

Priority 3.

To facilitate economic growth by rehabilitating national industry and supporting export oriented industry

1. To support and revive privatized entities by creating favorable environment for private business development
2. To pursue tax, investment and credit policies in support of export and rehabilitation of industry
3. To promote exports, and to implement sub-programmes to restore processing industries and to encourage their export, priority being given to “cashmere”, “wool” and “leather” sub-programmes
4. To ensure protection from price (instability) risks of strategic goods such as gold, copper, cashmere and wheat
5. To promote export of meat and meat products
6. To increase productivity and quality of the mining industry by creating a favorable economic and legal environment
7. To promote tourism
8. To increase crop industry and improve food supply
9. To create the legal and economic basis for prevention and treatment of livestock from contagious diseases and improve the accessibility of veterinary services
10. To intensify the installation and restoration of pasture land water-points by improving their utilization/ownership and improving water supply for the rural population
11. To create a protection system for animal husbandry from natural disasters through expanding the forage emergency fund livestock insurance system, and the establishment of private farms, cooperatives
12. To increase the capacity of the pasture land through improving skills for restoration, utilization and ownership

Priority 4.

To support regional and rural development and promote infrastructure development

1. To identify a policy on and create the legal basis for regional economic development
2. To define development strategies for the economic regions
3. To formulate and implement a “Soum development programme” in order to strengthen the rural economy, improve social services and create a favorable living environment
4. To establish free trade and economic zones
5. To improve energy, water, and fuel supply in rural areas and to expand roads, communications, and urban services
6. To create a rural and national trade network through promoting wholesale trade of goods and raw materials at capital city, aimag/provincial/ and soum/county/ level
7. To pursue policy to increase the productivity of animal by developing an effective livestock sector consistent with the specifics of each region and to improve quality and services of livestock breeding
8. To ensure development of information technology

Priority 5.

To create equitable social environment for human development, to improve the quality of education, health assistance and access to services at all levels.

1. To provide equal access to primary health care for the population at large
2. To improve health care services in order to reach international standards
3. To develop healthcare mechanism based on an appropriate correlation of state, private and non – governmental financing
4. To develop sport and physical culture in order to promote public health
5. To implement state policy on basic education for all
6. To improve the quality of higher education to reach international standards
7. To improve conditions of rural schools (buildings, dormitories, heating, electricity, equipment)
8. To increase the number of children enrolled in pre-school education
9. To develop national art and culture in relation to achievements and values of world art
10. To improve scope and accessibility of rural culture and art services
11. To increase the scientific and technological capacity of the country to meet sustainable economic development needs
12. To increase gradually funding and investment for development of science and technology
13. To strengthen relationship between science and business/industries

Priority 6.

To reduce poverty and unemployment, and improve the livelihood of the people

1. To reduce unemployment by implementing an active employment policy
2. To create legal and economic environment to improve employment
3. To create appropriate system for labor market
4. To provide overall support from government to restore and promote vocational training and facilitate broad participation of public
5. To increase participation of citizens and employers to generate jobs
6. To improve social welfare system and its capacity
7. To identify appropriate framework for social care and to improve its quality and access
8. To increase the proportion of the national budget destined to fund poverty reduction efforts and solve pressing social issues
9. To pursue the policy of reducing income disparity in the society through tax policy
10. To increase income using economic incentive mechanisms and improve human settlements through policies that create conditions to attract manufacturing in remote regions and the Gobi area

Priority 7.

To implement an environmental policy aimed at providing sustainable development and ecological balance by harmonizing protection of bio-diversity with regional socio-economic development

1. To improve environmental management, monitoring and information mechanisms in relation with the regional development concept
2. To create reliable financial sources to protect and restore the environment
3. To increase the participation of citizens, economic entities, and NGO's through the undertaking of environmental awareness and ecological education programmes
4. To expand special protected areas that are of significant importance for ecological balance, biodiversity and the development of eco-tourism

Priority 8.

To intensify land reform

1. To improve legal and economic bases to utilize, protect and restore land
2. To ensure the rights of citizens and entities and set up a climate for increasing interest in land as in economic turnovers
3. To study areas that can be rented by foreign entities and to identify and implement a leverage system for long term rents

Priority 9.

To improve the living environment of the citizenry as an object by reducing air, water and soil pollution in big urban areas, and by recycling garbage and waste

1. To establish waste recycling plants in cities and to undertake measures to protect the cities from water contamination, earth degradation and air pollution
2. In order to reduce environmental degradation, to study and introduce "Who contaminates pays" regulations

Priority 10.

To remove the governance crisis and create good governance for human security

1. To promote operation of governing institutions (business – like approach) in consonance with the requirements of a democratic society and a market economy
2. To foster qualifications and skills of civil servants as a key element of state policy that is pro human-centred development
3. To improve efficiency and effectiveness of state entities' business processes, to improve mechanisms for performance management, finance and planning, reporting and responsibility, to ensure quality and responsiveness of public service to the citizenry, and to improve the image of the civil service
4. To initiate a national productivity movement by the legislative, executive and judiciary branches jointly with trade unions and employers organizations

5. To strengthen the executive management capacity of government and to improve its leadership role nationwide
6. To establish a public management information system and network, ensure its timely and reliable nature on the basis of modern technology and to improve the executive branch's decision making and implementation mechanisms
7. To create a favorable environment for self-reliant development within the scope of each socio-economic complex for aimags (provinces), capital city, soums (districts) and districts by decentralizing and empowering local self - governance and local administration
8. To create appropriate mechanism for internal and external monitoring/audit of state organizations.

Priority 11.

To develop a democratic civil society with strong ethics that secures citizens' basic rights, and fundamental democratic principles by facilitating independence of the judiciary and a free mass media

1. To undertake comprehensive measures to improve legal basis for authority and structure of judiciary, to deepen the judiciary reform to ensure independence of judiciary and to improve its reputation
2. To establish conditions for equal exercise of human rights that is a manifestation of both rights and responsibility before the law
3. To facilitate outreach of state policy to citizenry by improving legislation related to mass media freedom and underpinning its responsibility mechanisms
4. To create an effective system of rule of law
5. To improve citizen's legal education
6. To improve responsibility mechanisms for public service and to decisively combat corruption, bribery, and crime
7. To improve management of public relations, to ensure transparency of public organizations and to provide the utmost support to the establishment of good relations with NGOs within a partnership scheme.

4.0. PROGRAMME FRAMEWORK

The “Good Governance for Human Security Programme Framework” was approved in the Government Cabinet’s session of 30th August 2000.

4.1. Programme Components

The “Good Governance for Human Security” Programme (hereinafter Programme) will have the following components:

- ◆ Economic Transition
- ◆ Equity and Social Policy
- ◆ Environment and Sustainable Development
- ◆ Sound Governance

4.2. Programme Mission

To support policy formulation, operationalization and the implementation of the priority objectives of the Government’s Programme of Activities.

4.3. Programme Guidelines

- 4.3.1. To ensure an integrated, holistic, final results-oriented approach to the priorities, above and beyond sectoral approaches or institutional interests.
- 4.3.2. To identify the high leverage actions that can produce the greatest synergies between actions, and between actors, in order to advance expeditiously and effectively the priorities.
- 4.3.3. To establish a policy formulation and implementation partnership with Mongolian society on the priorities in order to achieve national policies that go beyond ministerial, governmental, or even State policies, to constitute truly national policies. This should contribute to greater political stability and greater policy continuity that can generate faster and more visible results for the population that can contribute to increased legitimacy for State institutions and an even stronger platform of public support for the policy partnership.
- 4.3.4. To establish a policy implementation partnership with the donor community to support the priorities of the Government’s Plan of Activities. This will permit more country-driven assistance in accordance with the national agenda, more focalized external cooperation, and more effective utilization of external cooperation.
- 4.3.5. To facilitate the mobilization of the best national talent available in mission-specific, time-bound, ad hoc working groups in support of the priorities on policy formulation and/or implementation issues.
- 4.3.6. To ensure the participation of all relevant actors and stakeholders in the working groups and/or through proactive outreach programmes to ensure citizen voice and participation. All relevant actors and stakeholders are defined as: government, ministries, other government agencies, local governments, the Presidency, Parliament, the Judiciary (where appropriate), the media, academic, research institutes, non-governmental organizations, citizen based organizations, voluntary associations, notable citizens with valuable perspectives or special

expertise, and community and public opinion. Communities and citizens should have voice and participation channels in the policy process. All of the subsequent references to all relevant actors and stakeholders in the rest of this document, including the organizational chart, make reference to this list.

- 4.3.7. To provide through the working groups a platform for the design of specific action plans for each of the highest priorities with explicit responsibilities for multiple institutional and individual actors, including both State and participating non-State entities.
- 4.3.8. To provide through the working groups a platform for the systematic inclusion of key cross-cutting issues in the deliberations on policy formulation and implementation. These include policies that are pro-poor, pro-balanced regional development, pro-minorities, gender sensitive, human rights oriented, encourage open access and the free flow of information, and that take into account globalization and its impact on Mongolian society, among other cross-cutting themes that might be subsequently identified.
- 4.3.9. To organize systematic outreach, consultation, and interaction with other actors and stakeholders in order to enrich the policy cycle through opportune feedback, generate support, differentiate policies in the territory, and adapt policies across time. This in order to ensure higher levels of citizen acceptance of policies and of satisfaction with results. This continual process will be through working group participation, consultations, focal groups, survey research, and community and citizen voice and participation monitoring. The latter should monitor intensively citizen satisfaction and recommendations with regard to services, rights, and government responsiveness to citizen demands. This is crucial for consensus building and citizen feedback in the policy process. The feedback will be to communities, local governments, and the national decision-making process through the programme framework.
- 4.3.10. To ensure that necessary national institutional financial and human resources are available for the implementation of the priorities in a transparent and accountable manner in order to ensure effective public resource mobilization. Given the national policy partnership, non-State resources from other sectors may also be mobilized for implementation.
- 4.3.11. To undertake the foregoing guidelines in such a fashion that current highest priorities may be put on normal track added to the programme implementation when under control, and additional or emerging priorities rapidly and effectively initiated.

4.4. Structure of the Programme

4.4.1. Programme Directive Structure

Chair of the Programme. The Good Governance for Human Security Programme Framework is chaired by the Prime Minister.



Programme Advisory Committee. The Minister for Foreign Affairs chairs the Programme Advisory Committee and reports to the Prime Minister on its recommendations. On important issues the Prime Minister might also directly meet with the Programme Advisory Committee. The committee is composed of Component Directors and Deputy Directors, a Prime Minister's Adviser, and the Resident Coordinator of the United Nations System representing the international donor community involved in the Programme. The Committee advises the Prime Minister on the over-all programme framework, including six monthly work plans with resource requirements and six monthly evaluations.

Programme external cooperation resource requirements and resource mobilization strategies are also considered by the Programme Advisory Committee prior to submission to the Prime Minister.

The Minister for Finance and Economy, the Minister for Foreign Affairs, and the Minister for Industry and Trade will work together in coordination of the Programme external cooperation.

Management of the Components. The management of the components consists of directors and deputy directors.

Working Groups of the Components. Component Directors and Deputy Directors coordinate the formation and operations of issue specific Working Groups. Working Groups in each component are formed by the best talent in the nation from all relevant actors and stakeholders. The Working Groups report directly to their Component Director, or in his/her absence to the Deputy Director, who is in turn responsible before the Prime Minister for the results of the Working Groups.

The Directors and Deputy Directors also represent the other ministries relevant to a given issue, and ensure their participation in relevant Working Groups, as follows:

A. "ECONOMIC TRANSITION" Component



Director: **Minister for Finance and Economy**

Deputy Director: **Minister for Industry and Trade**

Following Ministries will be represented in the working group:

- ◆ Ministry of Finance and Economy
- ◆ Ministry of Foreign Affairs
- ◆ Ministry of Industry and Trade
- ◆ Ministry of Infrastructure
- ◆ Ministry of Food and Agriculture
- ◆ Other ministries, relevant actors and stakeholders

B. "EQUITY AND SOCIAL POLICY" Component



Director: **Minister for Social Welfare and Labor**

Deputy Director: **Minister for Health**

Following Ministries and bodies will be represented in the working group:

- ◆ Ministry of Social Welfare and Labor
- ◆ Ministry of Health
- ◆ Ministry of Education, Culture and Science
- ◆ Other ministries, relevant actors and stakeholders

C. “ENVIRONMENT AND SUSTAINABLE DEVELOPMENT” Component



Director: **Minister for Nature and Environment**

Deputy Director: **Minister for Education, Culture and Science**

Following Ministries and bodies will be represented in the working group:

- ◆ Ministry of Nature and Environment
- ◆ Ministry of Education, Culture and Science
- ◆ Aimag governors and mayor of Capital city
- ◆ Other ministries, relevant actors and stakeholders

D. “SOUND GOVERNANCE” Component



Director: **Member of the Cabinet – Chief of Cabinet Secretariat**

Deputy Director: **Minister for Justice and Home Affairs**

Following Ministries and bodies will be represented in the working group:

- ◆ Office of the President
- ◆ Secretariat of the Parliament
- ◆ Cabinet Secretariat
- ◆ Ministry of Justice and Home Affairs
- ◆ Ministry of Finance and Economy
- ◆ Other ministries, relevant actors and stakeholders

4.4.2. Programme Support Structures

Programme Management Unit provides staff support to the Programme's structural units.

Donor Coordination Committee coordinates support from participating donors.

Comprehensive Governance Programme provides a mechanism for the coordination of financial and technical assistance inputs from diverse programmes and projects.

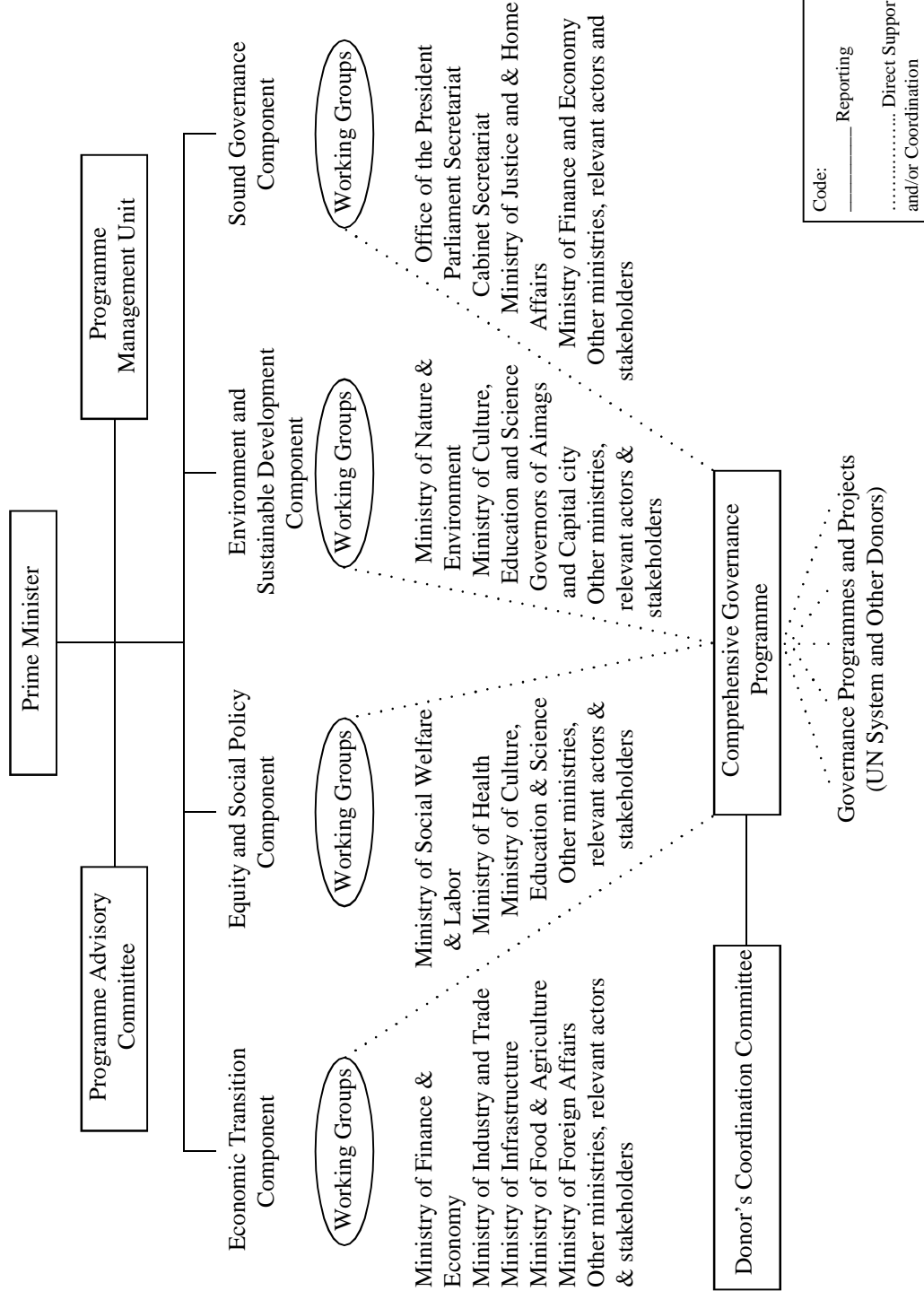
The Programme Management Unit is composed of a Prime Minister's Adviser, a Director of the Cabinet Secretariat, a UN System National Adviser, a UN System International Advisor, and a Programme Manager. This unit provides staff support to the Prime Minister in his role as Chair of the Programme, to the Programme Advisory Committee, the Donor Coordination Committee and to the Component Directors, as well as liaison between the above and the Comprehensive Governance Programme.

The Donor Coordination Committee is chaired by the Minister for Finance and Economy with the participation of the Minister for External Affairs as Deputy Chair and the Minister for Industry and Trade as a member. Moreover, key international donors have representation on this Committee. The UN Resident Coordinator is Convener and Secretary of the Committee.

External cooperation is channeled through an umbrella Comprehensive Governance Programme. This will consist of programmes and projects from the UN System and other participating donors. These programmes and projects will provide technical and financial assistance, training, external exposure, and equipment, among other inputs, as required by the programme components.

The approved organizational chart is annexed. (ANNEX I)

GOOD GOVERNANCE FOR HUMAN SECURITY PROGRAMME FRAMEWORK



5.0. PROGRAMME FUNCTIONS, MANAGEMENT ROLES AND TERMS OF REFERENCE BY STRUCTURES

Programme functions, management roles and Terms of Reference by structures were approved by the Prime Minister's Ordinance #203 of 2000 as follows:

5.1. Functions of the Programme

The structures of the programme have the following global functions.

- 1) To identify cross-sectoral, holistic, national policy priorities and strategic objectives related to good governance for human security.
- 2) To identify operational priorities and objectives that can contribute to the achievement of national priorities and strategic objectives, generate positive synergies between priorities and objectives, and leverage the maximum number of interconnections with the Government's Plan of Activities.
- 3) To commission informational, analytical, research, seminars, and other think tank activities to provide international and internal background on national and operational priorities and strategic and operational objectives, as well as on options and recommendations for their achievement.
- 4) To formulate policy proposals and action plans for their approval, operationalization, dissemination, and implementation.
- 5) To operationalize policies into legislative acts, decree, rules and regulations, and programme and project proposals, as well as action plans for their approval and implementation.
- 6) To create real channels for citizen voice and participation at the local, intermediate, and national levels in order to increase responsiveness to citizen demands and expectations, as well as incorporate citizen's assessments and recommendations.
- 7) To monitor policy implementation and evaluate the programme's policy processes in order to generate recommendations on policy differentiation in the territory (and/or with regard to different social groups) and/or policy adaptation across time.
- 8) To monitor the programme's policy processes to optimize Mongolian culture, universal human rights, human security, and social services, including pro-environment, pro-poor, pro-gender equality, and pro-inclusion (including minority equity).
- 9) To widely disseminate throughout society information about the programme and its policies, including their logic and expected outcomes and impacts, as well as on the participatory and consultative aspects of the programme.

- 10) To inform the international donor community on development priorities, national coherent programme and specific implementing activities .
- 11) To identify internal and external resource requirements and improve the match between national priorities and donor cooperation. The foregoing in order to achieve a more focused, country-driven program that can progressively reduce dependency on external cooperation and replace it in the long run with an appropriate mix of domestic and foreign direct investment as well as on government programmes that can be financed from increased tax revenues

5.2. Programme Management Roles

The roles of the different structures in the over-all management of the programme are the following:

Prime Minister

Role: Over-all direction of the programme and responsibility for results

Programme Advisory Committee

Role: To assist the Prime Minister in the policy planning and evaluation processes of the programme, to ensure the application of a consultative, participatory approach, and to resolve inter-component issues that do not require Prime Ministerial attention.

Components

Role: To manage the formation and orientation of mission-specific, time-bound, ad hoc working groups

Component Working Groups

Role: Policy background studies, formulation, consultations, dissemination, operationalization, monitoring, and evaluation proposals/reports

Donor Coordination Committee

Role: To facilitate international donor community collaboration with the programme and improve the match between national priorities and donor assistance

Comprehensive Governance Programme

Role: To permit a financial and technical assistance mechanism for donor support to the Good Governance for Human Security Program that will facilitate a flexible, rapid response capacity for top priority issues

Programme Support Unit

Role: To assist the Prime Minister, the Programme Advisory Committee, the Component Directors, the Donor Coordination Committee, and the Mongolian Comprehensive Governance Programme on matters related to the programme

5.3. Terms of Reference

The terms of reference for the fulfillment of the management roles of the different structures follow:

5.3.1. Terms of Reference for Chair of the Programme - Prime Minister

- The Prime Minister approves policy proposals produced by the program and/or remits them, if necessary for approval to Cabinet and/or Parliament (in the case of draft legislation).
- The Prime Minister approves Programme Work Plans and hence the policy issues to be dealt with by the programme.
- The Prime Minister attends the final meeting of the year of the Programme Advisory Committee and other meetings whenever his/her presence is required in order to evaluate performance and impart his/her expectations and orientations for the next period of work.

5.3.2. Terms of Reference for Programme Advisory Committee

- The Programme Advisory Committee meets at least twice every six months with one of those meetings devoted to the six monthly evaluation report and work plan proposal and the other to a mid-term review of programme activities and issues. Extraordinary meetings are called by the Chairperson at his/her sole discretion.
- Recommendations to the Prime Minister and the Cabinet to modify the programme framework, national priorities and main objectives are taken by consensus, whereas consolidated Work Plans and other recommendations are remitted to the Prime Minister by the chairperson after discussion by the Programme Advisory Committee.
- Six monthly evaluation reports are proposed to the Programme Advisory Committee by the chairperson prior to submission to the Prime Minister under the signature of the Chairperson of the Programme Advisory Committee under his/her personal responsibility. The report will have component evaluations as inputs. The report may also be accompanied by dissenting opinions of Committee Members who disagree with the report or specific points therein.

5.3.3. Terms of Reference for Components and Working Groups

- Criteria for programme objectives, activities, and evaluations taken into consideration by the Programme Advisory Committee, Component Directors, and Working Group Coordinators are consensual, participatory, policy processes that build bridges between the powers of state, opinion formers, civil society, and public opinion. Policies are also evaluated in terms of policy effectiveness and their potential for continuity, sustainability and meaningful results and impacts. The latter include contributions to human rights, human security, and social services, as well as being pro-environment, pro-poor, pro-gender equity and inclusion (including minority equity).

- Component Directors form mission-specific, time-bound, ad hoc working groups on the basis of approved programme work plans or extraordinary authorizations from the Prime Minister. These working groups are formed by one component, or by two or more components on a joint basis. The composition of the working groups take into account the ministries, other government agencies, the private sector, and civil society whose work is related to the components involved. The composition of the working groups also take into account the most knowledgeable people in the country on a particular general subject or specific set of issues. In sum, the best national talent available on a given issue is mobilized to serve in the working groups.
- The bridge building to the powers of state on policy issues includes participation of advisers from the office of the President and the Parliament in the mission-specific working groups.
- Component directors name working group coordinators and secretaries. They are responsible before the Component Directors for the formulation and execution of terms of reference and work plans, as well as the production of policy proposals or monitoring and evaluation reports. The Coordinators may recommend to the Component Director the removal of working group members who are not fulfilling their obligations, as well as propose the inclusion of new members with requisite characteristics.
- The working practice of the Working Groups should be consultative. It will not always be possible to include all of the best national talent due to other obligations. These experts are to be consulted as well as actors and stakeholders from all sectors with interests related to the policies under consideration. Consultative meetings should be held for this purpose. When appropriate and useful, outreach activities undertaken through the Programme Support Unit can also pose issues through the media and elicit responses from relevant organizations and/or interested individuals as another channel of participation. A citizen voice and participation system can also permit access to systematic reading of public opinion, as well as an additional channel for citizen voice and participation on policy issues.
- Semi-final and final policy proposals and reports are presented to the Component Directors and/or Deputy Directors, as well as to other concerned cabinet members, and on relevant occasions the Prime Minister. Particularly important policies, controversial ones, and those around which several positions exist should be presented in policy workshops and public hearings that examine them in depth with all sides being heard. At the end of these deliberations the Prime Minister may hear summaries of the different positions and be presented conclusions and recommendations. The Working Groups may also wish to incorporate these elements prior to finalizing their proposals and reports.
- There is no mechanical formula for the constitution of Working Groups. Their composition and duration depends on the nature of the issue being addressed. The common denominators are precise terms of reference and work plans. In some cases there are sub-contracts to research entities, universities, or NGOs to undertake all or part of the work. National consultants can also be contracted as part of the Working Groups.

International consultancies can also be mobilized where necessary. International financing can be used for sub-contracts, national consultants, and international consultants. From governmental organizations, total or part-time secondment to the Working Groups is the most typical modality. When normal work loads must be maintained for a considerable period of time, and extraordinary work loads incurred due to Working Group participation, an overtime or other form of incentive should be considered to make such a situation sustainable for the period required.

5.3.4. Terms Of Reference for Donor Coordination Committee

- Meetings of the Donor Coordination Committee should take place at least twice a year over the four year period of the program. Given the nature of the start-up phase of the program, meetings may have a greater frequency in the first two years.
- Meetings of the Donor Coordination Committee are convened by the Chairperson with the assistance of the International Secretary. The meetings will be held in Ulaanbaatar and on some occasions elsewhere. Recommendations for agenda points from the international donor community may be channeled to the Chairperson through the Convener/Secretary.

5.3.5. Terms Of Reference for Comprehensive Governance Programme

- The Donor Coordination Committee may also convene itself as the Steering Committee of the “Comprehensive Governance Programme” which is the umbrella programme for channeling international donor community support to the programme.

5.3.6. Terms of Reference for Programme Management Unit (PMU)

- The first priority of the Programme Management Unit is assistance to the functions related to the programme of the Prime Minister, the Chairperson of the Programme Advisory Committee, component directors, the Chairperson of the Donor Coordination Committee, and the Convener Secretary of the Donor Coordination Committee.
- The Prime Minister’s Adviser assigned to the PMU coordinates the national staff and the UN Principal International Advisor the staff contracted by the United Nations Country Team, with the two of them ensuring integrated operations.
- The PMU is the focal point for external cooperation inputs to the programme, including the UN System Preparatory Assistance (and eventual project), “Support for the Good Governance for Human Security Programme”.
- The PMU should directly undertake information dissemination activities on the programme and its approach, including workshops on the consensus building, participatory approach. Innovative consultative and participatory mechanisms should also be developed, including consultations through the mass media on relevant issues. The participation of various actors and stakeholders in different events organized by Working Groups should be

proactively encouraged. A citizen voice and participation system provides another citizen channel in policy processes, in addition to a mechanism for the evaluation of results and the impact of policies in the real lives of citizens.

- The PMU systematically evaluates policies emanating from the Good Governance for Human Security Programme in terms of policy effectiveness. Both policy proposals and the results of approved policies are further monitored and evaluated in terms of their contributions to human rights, human security, and social services, as well as their being pro-environment, pro-poor, pro-gender equity, and inclusion (including minority equity). The PSU evaluation reports are submitted to both Component Directors and the Chairperson of the Programme Advisory Committee as inputs for their reports to the Prime Minister.

6.0. PROGRAMME COMPONENT ACTION PLANS

Government Cabinet's session of 18th October 2000 approved fundamental objectives and Action Plans of "Good Governance for Human Security Programme" which were proposed within the framework of Government Action Priorities in line with each Component and ordered Component Directors (i.e. Ch. Ulaan, Sh. Batbayar, U. Barsbold, U. Enkhtuvshin) to enable an effective implementation of Action Plans. The Programme will design and implement the following Action plans in the mid-term that are inseparable part of the Programme policy document:

- Action plan of the Economic Transition Component
- Action plan of the Equity and Social Policy Component
- Action plan of the Environment and Sustainable Development Component
- Action plan of the Sound Governance Component

Based on the mid-term Action plan of components, an integrated Workplan for a short-term (6 months) will be designed and approved accordingly and an effective implementation enabled.

7.0. PROJECTS, PROGRAMMES, ACTIVITIES OF THE COMPREHENSIVE GOVERNANCE PROGRAMME

In order to implement Programme Component mid and short-term Action plans, the projects and programmes implemented by either bilateral or multilateral cooperation funded by the UN system organizations or other donors will be undertaken under an overall umbrella of the Comprehensive Governance Programme.

All projects, programme and activities undertaken within the Comprehensive Governance Programme will be considered an inseparable component of this policy document.

8.0. COMPOSITION OF THE PROGRAMME COMPONENT MANAGEMENT AND WORKING GROUPS

8.1. Composition of Management and Working Group of “Economic Transition” Component

Management and Working Group of the Component formed by Prime Minister's Ordinance # 134 of 2000 as follows:

Component Management:

Director: – Ch.Ulaan, Minister for Finance and Economy

Deputy Director: – Ch.Ganzorig, Minister for Industry and Trade

Composition of the Working Group:

Component National Coordinator:

– J.Jargalsaihan, Director of Economic Integrated Policy and Planning Department, Ministry of Finance and Economy

Members:

- State Secretary for Ministry of Industry and Trade
- State Secretary for Ministry of Foreign Affairs
- State Secretary for Ministry of Food and Agriculture
- State Secretary for Ministry of Infrastructure
- Director-General of the State Property Committee
- First Vice Governor of the Bank of Mongolia (in consultation with Governor of the Bank of Mongolia)
- Director-General of the General Department of State Customs
- Director-General of the General Department of National Taxation
- Director-General of the State Financial Auditing Board
- Director of the Mongolian Business Development Agency
- Director of the Institute of Certified Public Accounting

Working Group Secretaries:

- G. Gerelt-Od, Economic Advisor to the Prime Minister
- Ts. Bazar, Senior Analyst of the Cabinet Secretariat
- D.Tsedenbal, Chief of Section, Economic Integrated Policy and Planning Department, Ministry of Finance and Economy

8.2. Composition of Management and Working Group of “Equity and Social Policy” Component

Management and Working Group of the Component formed by Prime Minister's Ordinance # 135 of 2000 as follows:

Component Management:

Director: – Sh. Batbayar, Minister for Social Welfare and Labor

Deputy Director: – L.Nyamdavaa, Minister for Health
– A.Tsanjid, Minister for Education, Culture and Science

Composition of the Working Group:

Component National Coordinator: – S.Chinzorig, Vice Minister for Social Welfare and Labor

Members:

- State Secretary for Ministry of Social Welfare and Labor
- Team Leader for Social Welfare, Policy Implementation Regulating Department, Ministry of Social Welfare and Labor
- Team Leader for Labor Coordination, Policy Implementation Regulating Department, Ministry of Social Welfare and Labor
- Vice Minister for Health
- State Secretary for Ministry of Health
- State Secretary for Ministry of Education, Culture and Science
- Director of Economy, Monitoring and Evaluation Department, Ministry of Education, Culture and Science
- Director-General, National Center for Children
- Head of Public Management Department, Academy of Management
- Director of the Labor Institute
- Vice President, Federation of Mongolian Trade Unions
- Director of the Demography, Training and Research Center, National University of Mongolia
- Director of Demography, Training and Research Center, National Statistical Office
- Director of the Institute of Philosophy and Sociology, Academy of Science
- Vice Chairperson, Democratic Socialist Women's Union
- President of the Mongolian Youth Federation
- President of the Mongolian Employers' Association

Working Group Secretaries:

- J. Khatanbaatar, Advisor to the Prime Minister
- J. Rentsen-Amgalan, Analyst of the Cabinet Secretariat
- N. Ayush, Team Leader, Strategic Planning Department, Ministry of Social Welfare and Labor

8.3. Composition of Management and Working Group of “Environment and Sustainable Development” Component

Management and Working Group of the Component formed by Prime Ministers Ordinance 136 of 2000 as follows:

Component Management:

Director: – U. Barsbold, Minister for Nature and Environment

Deputy Director: – A. Tsanjid, Minister for Education, Culture and Science

Composition of the Working Group:

Component National

Coordinator: – A. Bolat, Vice Minister for Nature and Environment (Chair of the Working Group)

Members:

- Deputy Director of the Public Administration and Information Department, Ministry of Nature and Environment
- Director of the Strategic Planning and Management Department, Ministry of Nature and Environment
- Head of the International Projects Office, Ministry of Nature and Environment
- Director of the Science, Technology and Higher Education Policy and Regulating Department, Ministry of Education, Culture and Science
- Governors of Khovd, Umnu-Gobi, Dornod and Selenge aimags/provinces
- Governors of Capital City and its Districts
- Director-General of the Radio and TV Secretariat
- National Programme Coordinator, “XXI Century-Sustainable Development of Mongolia”
- Editor-in-Chief of the “Zuunii Medee (Century News)” newspaper
- Director of the “MONTSAME” news agency
- Chair of the Board, Environmental Protection Association
- Chairperson of the Mongolian Hunters’ Association
- Director of the Mongolian Wild Camel Center

Working Group

Secretaries:

- N. Bayaraa, Senior Analyst of the Cabinet Secretariat
- N. Oyundari, Head of the Cooperation Division, Ministry of Nature and Environment

8.4. Composition of Management and Working Group of “Sound Governance” Component

Management and Working Group of the Component formed by Prime Minister's Ordinance # 137 of 2000 as follows:

Component Management:

Director: – U.Enkhtuvshin, Member of the Cabinet- Chief of the Government Cabinet Secretariat

Deputy Director: – Ts. Nyamdorj, Minister for Justice and Home Affairs

Composition of the Working Group:

Component National Coordinator:

– L. Khangai, First Vice Chief of the Cabinet Secretariat (Chair of the Working Group)

Members:

- Chief of the President's Office
- Secretary General of the Parliament Secretariat
- Chair of the Government Administrative Service Council
- State Secretary for Ministry of Foreign Affairs
- State Secretary for Ministry of Finance and Economy
- State Secretary for Ministry of Justice and Home Affairs
- Chief of the Supreme Court Secretariat
- Chief of the Administrative Division, the State Prosecutor - General's Office
- Director of the Academy of Management
- Chief of the Capital City Governor's Office
- Director, State-Owned Enterprises Restructuring Center
- Dean of the School of Law, National University of Mongolia
- Director of the Mongolian Business Development Agency
- Director of the Mongolian National Productivity Center

Working Group Secretaries:

- Ts. Adiya, Advisor to the Prime Minister
- Ts. Sambalkhundev, Senior Analyst of the Cabinet Secretariat

8.5. Composition of the Working Group in charge of formulation of the Programme policy document

Working Group in charge formulation of the Programme policy document appointed by the Prime Minister's Ordinance #118 of 2000 as follows:

Chair: – Member of the Cabinet-Chief of the Cabinet Secretariat U. Enhtuvshin

Deputy Chair: – Social Policy Adviser to the Prime Minister J. Khatanbaatar

Members:

- Adviser to the Prime Minister Ts. Adiya;
- Vice Minister for Foreign Affairs S. Batbold;
- Vice Minister for Finance and Economy L. Enkhtaivan;
- Vice Minister for Justice and Home Affairs Ts. Munkh-Orgil;
- Vice Minister for Nature and Environment A. Bolat;
- Vice Minister for Social Welfare and Labor S.Chinzorig;
- Vice Minister for Health N. Udval;
- First Vice Chief of the Cabinet Secretariat L.Khangai;
- Senior Analyst of the Cabinet Secretariat Ts. Sambalkhundev;

Secretary: – “Governing Institutions Capacity Building” Project Coordinator
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