

# **Design Document**

Mongolia Australian Scholarships Program (MASP) II

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**MONGOLIA AUSTRALIAN SCHOLARSHIPS PROGRAM (MASP) II**

3 December 2012

## Executive Summary

The Mongolian Australia Scholarships Program (MASP II) will provide 190 of AusAID's long term Australia Awards<sup>1</sup> to Mongolian professionals from Government and the private sector to study for Master and PhD degrees in Australia. MASP II is the next phase of the current AusAID's Australia Awards and will commence in July 2013. It will operate for five years. A Managing Contractor (MC) will be selected through a competitive tendering process to manage MASP II on behalf of AusAID.

Australia's international development assistance to Mongolia in 2012–2013 will increase to \$15.6 million (Country Program \$9 million) from \$13.4 million in 2011–12 (Country Program \$6.5 million). Delivery of AusAID's first Country Program Strategy for Mongolia is expected to begin in the 2012 calendar year. The strategy will help to focus the expanding program in Mongolia. Three development areas have been identified as priorities in the Country Program Strategy: human resource development (supported by MASP II), mining for development and supporting vulnerable communities. AusAID is considering transferring management of AusAID's Mongolia Country Program from Beijing (where it is currently located) to Ulaanbaatar in 2013 but no decision has yet been reached. MASP II is part of Australia's increasing commitment to support Mongolia's development priorities.

**The goal** of MASP II is to improve human capacity in Mongolia in targeted sectors and contribute to the recognition of Australia as a valuable contributor to Mongolian Development.

### Objectives

- i. To provide Mongolian professionals from the public, private and non-government sectors with opportunities to obtain post graduate qualifications in Australia
- ii. To support Alumni to apply the skills and knowledge gained from the Award in Mongolia in ways that are relevant to Mongolia's development priorities
- iii. To facilitate the formation of ongoing links and bilateral ties with Mongolian participants and with Australians that contribute to development reform in Mongolia
- iv. To enable Australia to be an active partner in Mongolia's national development agenda

MASP II builds on the success and strong reputation of the current phase of AusAID's Australia Awards in Mongolia. In the next phase certain changes to the design have been made:

- i. **Promotion and clearer targeting of the Awards** in areas that relate to the priorities and AusAID's Country Program Strategy for Mongolia
- ii. **Broadening the pool of applicants** by targeted promotion to public servants and suitable candidates outside Ulaanbaatar
- iii. **Introducing a merit based single selection process** for all applicants while retaining the overall targets for the proportion of awards allocated to the public (55%) and non-government / private (45%) sector
- iv. **Creating links and coordinate with other AusAID programs in Mongolia** to assist in targeted promotion of the Awards and create more opportunities for extending capacity development beyond the individual to institutional and sectoral levels
- v. **Explore options for more effective English language training** based on scoping work that will be completed by the MC in the early stages of the new program
- vi. **Stronger leadership and management of the program located in Mongolia** as reflected in the position descriptions and responsibility of MC program staff.

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<sup>1</sup> AusAID's Australia Awards comprise: Australian Development Scholarships, Australian Regional Development Scholarships, Australian Leadership Awards Fellowships and Short Course Awards. Supplementary awards associated with Australian Development Scholarships are: the Australian Leadership Award, the Prime Minister's Pacific-Australia Award and the Allison Sudradjat Award.

## ***Abbreviations and Acronyms***

ADB	Asia Development Bank
ADS	Australian Development Scholarships
ALA	Australian Leadership Award
ALAF	Australian Leadership Award Fellowship
APPR	Annual Program Performance Review
ASR	Annual Strategic Review
AusAID	Australian Agency for International Development
AVID	Australian Volunteer in International Development
AYAD	Australian Youth Ambassador for Development
CabSec	Cabinet Secretariat
CapSAF	Mongolia-Australia Targeted Capacity Building and Small Activity Facility
CRPD	United Nations Convention on the Rights of Persons with Disability
CSC	Civil Service Commission
CSO	Civil Society Organisation
DAPs	Desired Applicant Profiles
DEEWR	Department of Education Employment and Workplace Relations
DFAT	Department of Foreign Affairs and Trade
DIAC	Department of Immigration and Citizenship
ELT	English Language Training
GDP	Gross Domestic Product
GiZ	German International Cooperation
GoM	Government of Mongolia
GPFD	Government Partnerships for Development
HRD	Human Resource Development
HRDA	Human Resource Development and Academic Advisor
HRDP	Human Resource Development and Partnerships Advisor
IELTS	International English Language Testing System
IPR	Independent Progress Review
JDS	Japan Development Scholarship
JICA	Japan International Cooperation Agency
KOICA	Korean International Cooperation Agency
LTA	Long Term Advisor
MASP	Mongolia Australian Scholarships Program
MC	Managing Contractor
MCC	US Millennium Challenge Corporation
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MEL	Monitoring Evaluation and Learning
MESC	Ministry of Education Science and Culture
MFAT	Ministry of Foreign Affairs and Trade
MMRE	Ministry of Mineral Resources and Energy
MOD	Ministry of Defence
MOF	Ministry of Finance
MOFAL	Ministry of Food, Agriculture and Light Industry
MOH	Ministry of Health
MOJHA	Ministry of Justice and Home Affairs
MONET	Ministry of Nature Environment and Tourism
MORTCUD	Ministry of Roads, Transportation, Construction and Urban Development
MWG	Ministry Working Group
NGO	Non-Government Organisation
OASIS	Online Australian Scholarships Information System
O Based	Overseas Based AusAID staff

OECD	Organisation for Economic Cooperation and Development
PCC	Program Coordinating Committee
PDB	Pre Departure Briefing
PRC	Peoples Republic of China
PSLP	Public Sector Linkages Program
QAM	Quality Assurance Manual
STA	Short Term Advisor
TAG	Thematic Advisory Group
ToA	Theory of Action
ToC	Theory of Change
TOR	Terms of Reference
USD	US Dollar

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## 1. Introduction

Australia has provided more than \$50 million in development assistance to Mongolia since 1995. Australia's development assistance to Mongolia will continue to increase in the years ahead. The design of the first Country Program Strategy for AusAID in Mongolia is currently being completed and should be implemented from 2013. It should provide greater clarity and set strategic direction for AusAID's development activities in Mongolia.

AusAID's Development Awards are a way to address critical human resource needs in developing countries and build people to people links<sup>2</sup>. In AusAID's new policy document - *Effective Aid Program for Australia: Making a real difference – Delivering real results* (2011) there is a commitment in the strategic goal of *Promoting Opportunities for All* through education, to increase the number of short and long term scholarships from 2,400 to 3,800 by 2015.

Long Term Awards that provide opportunities for Mongolians to study in Australia are the cornerstone of Australia's development assistance in Mongolia. They have a very strong reputation and are well respected in Mongolia. Their value and importance is recognised at a political level in Australia. During a recent visit (October 2012) to Mongolia, Australia's Foreign Minister, Senator Carr made positive statements about the program and had the opportunity to meet with a number of alumni including senior Government of Mongolia officials.

The current program, the *Mongolia Australian Scholarships Program* (MASP), offers 38 Australian Development Scholarships (ADS) awards each year for Master Degrees. PhD scholarships were given as Australian Leadership Awards (ALA). This ceased when the selection process for ALA and ADS was consolidated in 2010. The Endeavour Awards in Mongolia that are part of the Australia Awards does offer scholarships for PhDs, Master Degrees, vocational qualifications and shorter professional training courses.

In the current program twenty-one awards are offered to the Public Administrators<sup>3</sup> (in category one) each year. Representatives of the participating Ministries, Agencies and Government Offices through an internal Government process complete the selection for these awards, with oversight monitoring by the Managing Contractor (MC) of MASP. The total number of scholarships offered by the program doubled from 19 in 2008 to 38 in 2011. The additional scholarships were added to the open category two. This category provides 17 scholarships to individuals from universities (public and private), private sector and non-government and civil society organisations and to a second group in Government - Public Servants. A panel made up of NGO and private sector representatives, AusAID and MASP's MC make the selection for this category.

The earlier Awards program the *Mongolia-Australia Targeted Capacity Building and Small Activity Facility* (CapSAF) operated for five years until 2008. In addition to the Long Term Awards, it provided small grants to support a range of short-term human resource capacity development activities for Mongolians in Australia and in Mongolia. This was a very popular scheme in Mongolia, however because of challenges of program efficiencies and effectiveness, the small grants scheme was not included in the current program MASP (2008 – 2013).

Design of the new Mongolia Australian Scholarships Program – MASP II took place in May – June 2012. Consultation with Government of Mongolia, program partners and stakeholders, and AusAID were undertaken as part of this process (refer Annex One Term of Reference and Annex Two Meetings and Consultations). The design draws very heavily on the success of the current program - its enduring reputation and strong brand awareness.

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<sup>2</sup> An Effective Aid Program for Australia Making a Real Difference—Delivering Real Results 2011

<sup>3</sup> The Government of Mongolia's Civil Service law (2002) identifies 4 types of civil service employees. The Public Administrators referred to in this design are those who hold administrative positions in Government. The Public Servants are those government employees who provide services including medical doctors, teachers, lecturers and other service providers

## 2. Strategic Context and Analysis

An analysis of the key considerations that guided the design decisions made for the *Mongolian Australian Scholarship Program (MASP II) 2014 – 2018* is provided in this section. It draws on the context in which the program will be implemented and the experience and lessons learned from the current program and those of AusAID Development Awards in other countries.

### 2.1 Country Context

Mongolia is a landlocked, sparsely populated and resource rich nation. Due to growth of large-scale mining and associated foreign investment it has one of the fastest growing economies in the world (17.2% increase in GDP in 2012<sup>4</sup>). Mongolia is now a lower-middle income country; however it faces numerous development challenges. One third of its 2.8 million people live in poverty. The boom in mining is driving rapid economic growth but wealth disparity is growing, especially between 60 percent of the population living in urban areas and the population who live in remote rural areas and rely heavily on agriculture for their livelihoods. There is significant environmental degradation and Mongolia is at risk of natural disasters. The recent Human Development Report (2011) of Mongolia identifies key challenges and development priorities in the areas of climate change, vulnerability and sustainability in the urban and rural context.

#### 2.1.1 Development Priorities

Mongolia's Millennium Development Goals-based Comprehensive National Development Strategy (2008) focuses on achieving the Millennium Development Goals (MDGs) by 2015, with the aim of attaining the human development status of a developed economy and by 2020<sup>5</sup>. The third Mongolian national MDG progress report indicates progress of six of the eight MDGs is on track and they will be achieved by 2015. Despite the recent significant economic growth, poverty reduction, gender equality and environmental sustainability are performing comparatively poorly<sup>6</sup>.

The Comprehensive National Development Strategy also includes a ninth goal – “to strengthen human rights and democratic governance”. This is seen as the basis for achieving all other MDGs. To achieve its ambitious goals the Government of Mongolia has set its focus on human resource development, improving governance and responsible mining<sup>7</sup>.

#### 2.1.2 Higher Education

Mongolia has experienced very rapid expansion of its higher education sector in recent years. Since the transition to a market economy in the 1990s there has been deregulation of the sector which has resulted in a rapid increase in the number of higher education institutions and levels of enrollment. The number of institutions has increased four-fold between 2002 and 2007 – in 2009 there were 146 of which about 100 are operated privately<sup>8</sup>. This has been to the detriment of quality as the growth in number of institutions, particularly private, and enrollment of students has not been matched by funding from Government which by international standards remains low. Per student public expenditure averages USD\$339 while the OECD average is about USD\$11,512.<sup>9</sup>

Both public and private universities rely on revenue raised by tuition fees (which the government regulates and keeps low) to pay the salaries of academic staff. The salaries paid to staff are very low in comparison to that earned by professionals with equivalent qualifications in the private sector and in public administration. It is very difficult to attract and retain staff because of the low level of salaries (that are equivalent to that of a school teacher) and the lack of quality learning and research facilities. Only 23 percent of faculty members in public institutions and 15 percent in private institutions have PhDs, reflecting the non-research nature of higher education. There are few incentives or resources for professional development or upgrading.<sup>10</sup> A loss of personnel from the universities to the private sector was reported during

<sup>4</sup> International Monetary Fund figures

<sup>5</sup> Mongolian Human Development Report 2011 – From Vulnerability to Sustainability: Environment and Human Development [http://hdr.undp.org/en/reports/national/asiathepacific/mongolia/NHDR\\_Mongolia\\_EN\\_2011\\_2.pdf](http://hdr.undp.org/en/reports/national/asiathepacific/mongolia/NHDR_Mongolia_EN_2011_2.pdf)

<sup>6</sup> United Nations Development Program, Third National Report on the Implementation of MDGs: Mongolia, 2010

<sup>7</sup> AusAID DRAFT Country Strategy 2012 – 2016 (in consultation and not publicly available)

<sup>8</sup> Asia Development Bank Improving labor markets Through Higher Education Reform Project Brief 2011 -

<http://www.adb.org/publications/improving-labor-market-through-higher-education-reform-project-mongolia?ref=countries/mongolia/publications>

<sup>9</sup> World Bank MONGOLIA POLICY NOTE Tertiary Education in Mongolia: Meeting the Challenges of the Global Economy

<sup>10</sup> Ibid 11



consultation meetings with representatives of the Mongolian public universities.

Mongolia has very high rates of enrollment in higher education. It is estimated that net enrollment rates of Mongolians aged between 18 and 24 is 34.9% and overall 17.3% of the workforce have had some form of higher education<sup>11</sup>. The majority (60%) of students are enrolled in public universities. A much higher rate of enrollment among urban students reflects the wealth disparity between urban and rural areas noted earlier. Because of high enrollment and difficulties attracting staff there are very high ratios of students to academic teaching staff which further hinders the quality of education.

The view expressed many times by alumni, and other Mongolian stakeholders interviewed during the design consultations is that the quality of higher education in Mongolia is poor. When possible – either through scholarships or self-funding - families prefer to send their children abroad for their university education. This has implications for MASP as it means a relatively high number of suitable applicants (often the more elite) will have undergraduate degrees and post graduate qualifications from international universities – most often China or Russia but in some cases the UK or USA. The implications of this have not been assessed in the current program, but it may make it easier for these graduates to be selected for awards because of their international qualifications<sup>12</sup> and possibly better English language skills.

The Comprehensive National Development strategy as part of the focus on human resource development articulates the need to strengthen the country's higher education. The master plan of the Government of Mongolia (2010) has set the goals of establishing a higher education system that meets international standards and one that can transform Mongolia into a knowledge economy. Some steps have been undertaken by the Government of Mongolia to reform the higher education sector – implementing an accreditation process for higher education institutions as a way of setting more consistent quality standards; and merging state owned universities to achieve greater economy of scale and efficiencies. The Government is working with the support of the ADB on a large scale and long-term reform process of the sector<sup>13</sup>.

### **2.1.3 Labour Market Skills Demand**

There is a mismatch between the skills demand in the labour market and the curriculum offered and course chosen by higher education students. In 2008 only 23% of all higher education students were enrolled in science and technology courses – areas that in the current economic environment are of high demand by employers, while there was 50% enrollment in social sciences and the arts – areas of relatively low labour demand. This mismatch in skills and labour market demand and the issue of quality of qualifications are reflected in employment figures – in 2008 out of 30,000 graduates only 10,000 were able to find employment relevant to their qualifications. There is evidence of underemployment - as university graduates are taking jobs that secondary school graduates could perform. This in turn has a knock on effect of contributing to high unemployment (14%) in the age group 15-24 years which is significant given that 50% of Mongolia's population is aged less than 24 years.

Because of rapid expansion in the mining, industry and services sector, businesses are finding it difficult to meet its labour forces requirements. This is particularly so in areas where higher level skills and qualifications are needed such as engineering and in middle management. There is a strong reliance on bringing these skills in from overseas - often from neighboring countries such as PRC<sup>14</sup>. In the public sector there are significant challenges and severe human resource constraints as public officials work to implement and manage a large range of reforms and public sector accountabilities associated with the economic growth created by the mining boom<sup>15</sup>.

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<sup>11</sup> Ministry of Culture Education and Science 2009

<sup>12</sup> Note at the ASR meeting 2010 it was decided that applicants who already possess international Master's degree are eligible for ADS but priority will be given to those without a Masters degree. Those with an international Masters degree will be selected from a pool based on "merit, field of study and priority principle" – Minutes of ASR 2010

<sup>13</sup> *ibid* 11

<sup>14</sup> *ibid* 11

<sup>15</sup> (unpublished) AusAID Country Situational Analysis report 2011

#### 2.1.4 Civil Society Organisations

The concept and presence of non-government organisations (NGOs) in Mongolia is still relatively new. The first NGOs were established at the time of political transition in 1997. Data gathered in consultation meetings with Mongolian civil society revealed around 12,000 registered NGOs in Mongolia, of which only 10 percent are active and even fewer are effective. The Mongolian National Human Development Report (2011) recognises the important role of civil society. To achieve the development outcomes set, the report states that civil society needs to be more involved in the country's development by having opportunities to participate in decision-making, providing services and strengthening accountability of government to its citizens as part of good governance.

#### 2.2 Australia's Development Assistance to Mongolia

Australia's overseas development assistance to Mongolia is relatively small. In 2012–2013 it will increase to \$15.6 million (Country Program \$9 million), from \$13.4 million in 2011–12 (Country Program \$6.5 million). The relatively modest level of Australian support raises the issue of program efficiency - particularly given the relatively high fixed costs associated with delivery of a small scale Development Awards program.

AusAID's first Country Program Strategy for Mongolia<sup>16</sup> has three pillars.

- **Human resource development** – will continue to build the human resource and leadership base of Mongolia through scholarships to empower individuals to contribute to the country's development.
- **Mining for development** – will be the flagship theme of the Australian aid program that will provide targeted assistance toward strengthening governance in the mining sector, which will ensure mining revenues are well used and the negative social and environmental impacts of mining are mitigated.
- **Supporting vulnerable communities** – will provide improved water, sanitation and hygiene facilities to disadvantaged rural children to prevent illness among students, teachers and the community more broadly.

As a middle sized donor in Mongolia, Australia has designed its country program to play to its comparative strengths and in sectors which are less crowded and where the unmet need for funding may be substantial (see section 2.3).

The program will be delivered through partnerships with multilateral and bilateral partners; NGOs, Australian Volunteers in Development, Australian government agencies, education and research institutions and managing contractors. AusAID plans to establish a small full time presence in Ulaanbaatar – two overseas based staff. The senior management for the country program will continue to be based in Beijing and will make regular management visits to Mongolia. If a permanent presence in Mongolia is established it will create more opportunities than currently is possible to engage in dialogue and decision-making processes about the Development Awards. AusAID, rather than the Managing Contractor (MC), will then lead in strategic discussions with Government partners and other stakeholders.

The relatively small scale of Australia's development assistance to Mongolia underscores the importance of ensuring the Development Awards are deployed effectively and efficiently and to the extent possible, complement and supports other components of AusAID's program in Mongolia. To date, the lack of a clear strategy for AusAID's development assistance in Mongolia has meant that the Government of Mongolia has led in identifying the priority areas for fields of study and the participant groups targeted for Development Awards. As AusAID develops a clearer strategy, it will be more able to direct the Awards to mutually agreed priority development areas and program activities.

#### 2.3 Donor Environment

Mongolia receives development assistance from a number of large grant and credit donors. The largest credit donor is the People's Republic of China (PRC) and the Japan International Cooperation Agency (JICA) is the largest grant donor. Other substantial donors are the US Millennium Challenge Corporation (MCC), Korea International Cooperation Agency (KOICA) and the Asia Development Bank (ADB).

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<sup>16</sup> At the time of this design final details of the new Country Program were not available

Australia is ranked as middle donor by the amount of total ongoing commitments; it is one of the largest grant donors.

Mongolia does not have a formal framework for donor coordination and the extent of sectoral coordination is limited. There is no data base that shows by sector the interests and level of commitment of donors. It is estimated<sup>17</sup> in 2011 that Mongolia's current portfolio of an estimated 280 development projects (ongoing and pipeline) is valued at USD3.5 billion - of this 2.3billion is grant funding. The largest investments as a proportion of total investment are infrastructure, agriculture and community rural development followed by education.

Many donors have representative offices in Mongolia. This has helped to facilitate engagement between partners formally and informally on policy, program issues and has promoted better coordination. The offices are staffed by a mix of national and international staff, but a number (like Australia) still have their policy and senior management responsibilities for certain program areas (for example JICA in relation to their scholarships) located outside Mongolia. This creates certain difficulties in engagement with Government and coordination with other development partners.

UNDP is establishing a donor network coordination mechanism. It will provide a platform for exchange of information between multilateral and bilateral donors in Mongolia. This will be through meetings, email exchange and a UNDP-managed coordination web site.

#### 2.4 Other Providers of International Higher Education Scholarships

Australia is one of many providers (international and Mongolian government, private sector, and foundations) of international higher education scholarships in Mongolia. The exact number of scholarships available is not known. One estimate is that at any one time over 3,700 Mongolians are studying outside the country on higher education (graduate and under graduate) scholarships and over 800 new scholarships are awarded each year.

Overall the PRC is the largest provider of higher education (under graduate and post graduate) scholarships in Mongolia. It is difficult to get an exact figure and break down of the fields of study as it includes scholarships that are provided by central and provincial governments (inner-Mongolia). The total number of scholarships is estimated to be about 500 per year. Russia is also a significant provider; however the numbers of scholarships given was not available.

JICA funds the Japanese Grant Aid for Human Resource Development Scholarship (JDS) that has provided 206 scholarships since 2001. Eighteen awards are offered each year. The award offers a two year Masters Degree to study at an English university in Japan. JICA allocates a set number of scholarships places for certain courses each year; the awardee does not have choice about the university or course (as is the case with the Australia Awards). The priority development areas for the JDS 2013 intake of partner government ministries and agencies are very similar to those targeted by MASP (refer Annex 3), creating the potential for competition and further contributing to what is potentially a market where there is oversupply. The priority areas for the JDS are:

- **Sustainable development of the mining sector and enhancement of governance** – environment mineral resource management, fiscal policy management and improvement of legal services
- **Assisting inclusive growth** – business environment development and public administration
- **Enhancement of the capacity and functioning of Ulaanbaatar as an urban centre** - urban development engineering and urban environment policy

JDS prefers, but it is not required, that scholars have IELTS level 5.00. If this level of proficiency is not reached language training is provided. The Australian Awards do not have the same level of flexibility; an IELTS score of 5.00 must be achieved before an application can be submitted, JICA has supported the setting up of the Mongolia Japan Centre at the National University of Mongolia where some English language training is provided. English language training may also be offered in Japan. There is some anecdotal

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<sup>17</sup> The estimates are based on mapping work completed as part of AusAID's country analysis work completed in 2011

evidence that the lower level of English test score required and a more flexible approach to English language training may make JDS an attractive and alternative option to Australia Awards.

There are many other government providers including: USA, Canada, Turkey, Thailand, Russia, Korea, Germany and many Eastern European (ex-Soviet bloc) countries. Consistent with the overall poor levels of coordination between donors and with the Government of Mongolia, there is currently no coordination between the various higher education scholarship providers and the Government of Mongolia. There is very limited interest and capacity to change this situation. As is the case with AusAID, a number of government providers of scholarships don't have a permanent presence in Mongolia or only have their operational staff for the scholarships based in country and the officers responsible for decision making on policy and program strategy are located outside Mongolia. The consultation of this design provided one of the first engagements between AusAID and other providers of tertiary scholarships.

As a result of the lack of coordination there is very little knowledge about the type and numbers of scholarships provided by the different development partners and even less information available on those provided by the private sector (for example by the mining companies, service or financial industries). The scholarships offered by Australia are in similar sectors and largely target the same population of Government officials<sup>18</sup> – the Public Administrators – as those of other providers. Given the relatively small size of Mongolia's public sector this means a large number and proportion of Public Administrators have the opportunity to study abroad. It appears that for some ministries – Finance and Foreign Affairs in particular – there is already a risk of saturation of supply. This may be one of the reasons for the drop in the number of applicants received by MASP in recent years as well as other factors including English language requirements and training opportunities. During the consultation for the new program design some development partners (PRC and JDS) expressed the value and interest in ongoing communication and better coordination about the scholarship programs. No formal process or approach at this stage has been defined, although there is potential for the UNDP-managed network coordination and information exchange (refer Section 2.3) to play a role.

The Government of Mongolia offers scholarships to Mongolians to study abroad. The award is relatively small - USD16,000 per annum and therefore relies on the awardee either self-funding, or setting up cost sharing or fee waiver arrangements with the international university. Because the scholarship does not adequately cover the real cost of study and living overseas, their take up is relatively low. These scholarships have been used to support cost sharing in an agreement between the German and Mongolian Governments. During the design process representatives from the Ministry of Education Science and Culture (MESCC) expressed interest in setting up a similar arrangement with Australia. It may be an option to consider in the future for short-term awards and training activities, for support of English language training and for research awards. However, as this approach does not fit with AusAID's Development Award policy options to include it in the current design were not explored.

In addition to AusAID's Development Awards, Mongolians are eligible to apply for Endeavour Awards<sup>19</sup> - another Australia Award that offers scholarships for Masters and PhD study in Australia. Since 2001 13 Mongolians have completed Endeavour Awards (2001 – 8, 2009 – 2, 2010 – 1 and 2011 – 2<sup>20</sup>). Since 2009 the number of Mongolians completing these awards has declined. Over this same period of time that the number of MASP Awardees has increased, which may indicate that MASP is preferred, and / or Development Awards may be easier to obtain. There is no formal mechanism for coordination or information sharing (on targeting, priority areas, and numbers of awards) between the management MASP and the Endeavour Awards.

Short course – professional development awards are also provided by AusAID - Australian Leadership Award Fellowships and the Public Sector Linkage Program (PSLP). Since 2008 about 101 Mongolians have

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<sup>18</sup> The GoMs Civil Service law (2002) identifies 4 types of civil service employees. The Public Administrators referred to in this design are those who hold administrative positions in Government. The Public Servants are those government employees who provide services including medical doctors, teachers, lecturers and other service providers.

<sup>19</sup> <http://www.innovation.gov.au/INTERNATIONALEducation/ENDEAVOURAWARDS/Pages/default.aspx>

<sup>20</sup> figures based on information on web site – no records kept by the MASP MC

completed ALAF awards and one PSLP activity (20 participants) has taken place. These activities are managed through other areas of AusAID not through MASP.

Although a large number of international post graduate scholarships are offered, requests for AusAID to reinstate Development Awards for PhDs as part of the new design were made by alumni and some government agencies. The reasons given included the lack of capacity in Mongolia's higher universities to adequately supervise and support post graduate research, the need for Mongolians to be well placed to lead research and apply research and skills learned from PhD program in their own context and the value of the links made with Australian researchers and institutions. At present, Mongolians can apply and are being awarded PhD scholarships with Australian higher education institutions through the Endeavour Awards.

## 2.5 English Language

There is now a move to make English the first foreign language in Mongolia; however the poor standard of English skills in the country creates barriers for access to education, information resources and training from English speaking countries. The level of English language creates major challenges for the Australia Awards. The number of applications received in 2012 was significantly lower compared to other years. This is largely attributed to the new requirement of having to complete an International English Language Testing System (IELTS) and gain a score of at least 5.00 to meet the criteria to submit an application for an Award. A level of 6.5 is required before the awardee can be placed in an Australian university. In addition to the poor level of English training there is a shortage of providers in Mongolia who offer the official language test.

It has been a challenge for MASP to find ways to effectively provide English language training to awardees who do not have an IELTS score of 6.5 upon application. Only 15% of participants passed the English Language Training (ELT) in 2010. To try to improve the pass rate, a new ELT program started at the beginning of 2012 which requires awardees to complete a full time 9 month course. This means they can concentrate full time on the English language course rather than combine study and working part-time as they did previously. The Government of Mongolia provides Public Administrators an allowance for the first 3 months of the program, with AusAID funding the remaining 6 months. AusAID funds the allowance for the full 9 months for the other participants. AusAID also covers the cost of the course fees for all participants.

This approach demands a high personal commitment from the awardee. Regulations of the Mongolian civil services require awardees to effectively resign from their position after 3 months' leave of absence from work. If they are successful in gaining the IELTS score required, their Award period and time away from work place can extend to 9 months. If after the English language training government employees do not pass their English language test and therefore cannot study in Australia, they have no assurance (beyond the commitment made in the Reintegration Plan that provides commitment of re-employment only upon successful completion of study in Australia) of returning to their former job. They risk being placed in a pool and may need to wait without salary to be allocated a position. The same applies to awardees from non-government sector who may need to complete additional English language training. For these reasons, some awardees have chosen not to take up the offer of English language training – preferring instead to complete the training in their own time while working and reapply at a later date for the award. Some may seek scholarships with other providers that do not require English language or accept a lower test score. Other awardees have chosen to not continue the training after 3 months if they have not reached the required IELTS score.

The first trial of the 9 month English language training in the current program will be completed by December 2012. The MC will undertake a review of this new approach and the findings will be used to inform further on future options for English language training and testing.

## 2.6 Lesson learned

The Australian Awards are well known and respected in Mongolia. Many high-level and senior government decision makers and political figures are alumni of Australia's Awards. This assists relationships between the two countries by creating opportunities to foster wider links and partnerships between Government,

private companies and academic institutions. Many of the MASP alumni are well connected and are already promoting their links with Australia and knowledge gained on the Development Award in their professional areas.

Evidence and lessons learned from the experience of implementing the current program have guided the options considered and the decisions made on certain design features of the new program that have most influence on achieving its objectives and goal. The analysis is based on the information made available to the design team and draws primarily on information available in the reports reviewed - the IPR (2010), MASP annual report (2011), MASP 6 month report (2012) and the human resource development strategy (draft) 2009 – 2011. Additional information obtained during the design consultation process has been used. Note that English language is discussed separately in section 2.5, and disability and gender in section 7. Further analysis of issues and lessons learned and how the design has responded is provided in Annex Five.

### **2.6.1 Human Resource Development Planning**

Ministerial Working Groups (MWGs) have been established in each of the Ministries that are program partners and receive scholarships through MASP. Working through the MWGs a short term Human Resource Development (HRD) Adviser has provided inputs and support on human resource development. This has been challenging and has had limited success. The reasons identified for the limited success include: the large number and changing Ministries and agencies involved in the program; the adviser is short term and provides only intermittent inputs through two to three visits per year; Australia's ability to influence and support institutional change is limited to only scholarships and is not supported by other programs or broader human resource development initiatives; and the inputs provided are based on very limited and therefore a rather superficial analysis of the situation and needs. In addition, the current MC noted many challenges within the Ministries that create barriers to improving human resource development planning and prioritising. These include a focus on technical and professional needs rather than cultural and management issues; the structural and governance arrangements in Ministries that are not conducive to change; and a lack of institutional commitment to HRD planning and management.<sup>21</sup>.

As a result of these factors progress in HRD planning with Ministries has been slow and the MC has questioned the merit of continuing the current approach – implementing through MWGs. Recent changes have taken place and the HRD adviser recently (May 2012) shifted the approach to working with a smaller number of Ministries on common areas of interest. The need for stronger and more face to face engagement between MASP and Ministerial staff has also been identified by the MC as important.

A review of the fields of study (in the HRD strategy) undertaken in 2009 shows a discrepancy between the fields of study being undertaken by awardees in category one and the fields that were identified as first priorities by their Ministries. Only 38% of awardees were studying in the top priority field, however 75% were studying in top three priority fields the Ministries identified. In contrast in category two the link between employer priority and field of study was much stronger – 75% of awardees studies in the fields identified as first priority by their employer.

### **2.6.2 Pool of Applicants – Targeting and Promotion**

Over the recent years there has been a reduction in the number of applicants and of eligible awardees (refer table 1). There is no firm evidence about the reasons for this but a number have been suggested - the possible over supply of higher education scholarships (discussed in section 2.4); the level of English language required and the options provided by MASP for testing and training; the fields of study targeted not matching the skills and experience of applicants; and the attractive salaries in the private sector meaning people are choosing employment over opportunities to study.

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<sup>21</sup> In HRD strategy 2009 - 2011

**Table I. Current Program MASP - ADS number of applications and eligible awardees**

Year		Public Sector		University <sup>22</sup> – public / private		Private <sup>23</sup> - general – companies, banks		NGO	
Applied	Intake	Applied	Eligible	Applied	Eligible	Applied	Eligible	Applied	Eligible
2010	2012	110	33	20	10	49	22	20	10
2011	2013	99	28	22	12	54	26	16	1
2012	2014	34	19	10	5	42	12	7	3

During the consultation with the Chair of the PCC and in the discussion with Government (at the meeting where the design aide memoire was discussed) AusAID was encouraged to look at options for expanding the pool of applicants to include people from the provinces, and that a broader pool of public sector professionals that includes more Public Servants (note Public Servants currently are not a target group beyond faculty staff of public universities) have received awards under category 2 be considered. To date the current program has focused targeting on the pool of applicants in the capital Ulaanbaatar that are Public Administrators.

There is very little information available about the pool of potential applicants in the provinces. Government agencies and ministries also have little information about personnel in the provinces who may be eligible and interested to apply for an award. AusAID has not had substantive engagement with the private sector or NGOs outside the capital about human resource development needs and the potential value that a long term award may offer, or about the skills, experience and English language proficiency of possible applicants.

### 2.6.3 Selection

There are two processes used in the current program to select awardees - one for Public Administrators - category one - and in category two for non-government – civil society, private sector, universities<sup>24</sup> (faculty staff of public universities are Public Servants). For selection of category one candidates the representatives of the participating Ministries, Agencies and Government Offices through an internal Government process complete the selection for these awards, with oversight monitoring by the MC of MASP. A panel made up of NGO and private sector representatives, AusAID and the MC make the selection for category two.

Concerns about this approach for Public Sector (category one) candidates have been raised<sup>25</sup>. The system of internal nominations and quotas, rather than an open application process may mean that high quality candidates (both from category one and two) are overlooked. It also raises issues of transparency with the possibility of decisions being based on personal preference rather than the candidates' merit. There are also concerns about the consistency given that two different selection approaches are used.

### 2.6.4 Return and Re-employment

MASP reports that overall re-entry of awardees has been successful<sup>26</sup>. This is based on assessment of the data that was available from the MC about the current program (implemented since 2009) and earlier program CapSAF. It should be noted that the tracking data on reintegration provided by the MC is not complete which limits the detail of this analysis. The 2011 Annual report notes that of the ADS graduates since the 2003 intake and returning from 2005 (total of 95) – 61 (64%) category one awardees have completed their two year commitment with their employer. Sixteen (17%) had left the public service for employment elsewhere (type / location not stipulated). Of the 18 category two awardees only three (17%) had taken employment elsewhere (where is not stipulated). The 6 month report (April 2012) shows similar figures - of the sample of 30 graduates (category one and two) returning between July 2011 and April 2012, 19(63%) had been re-employed and 7(23%) had taken new employment.

<sup>22</sup> Public university awardees – needs to be determine whether part of the public sector (public servant subgroup)

<sup>23</sup> In the current program this includes Public Servants – they will become part of the new program public sector category

<sup>24</sup> As noted above public university faculty staff are categorized as Public Servants by the Civil Service of Mongolia

<sup>25</sup> In the IPR report and in the annual report (2011) of the MC

<sup>26</sup> ibid 4

The main challenge identified in the 2011 Annual report and the IPR report is the delay in awardees being re-employed in the public sector. The 6 month report (April 2012) for returnees since July 2011, four (13%) - all category one awardees - were still waiting to be re-employed.

The 6 month report (2012) found that 43% of awardees (number not known) reported that they have been promoted – this figure was not disaggregated for gender – and attributed this to the skills and knowledge that they obtained on the award. The IPR identified two awardees who on return had been demoted and one who had been demoted at the commencement of their English Language Training.

Improved data collection, disaggregated by gender, will assist in determining the success of the reintegration of awardees.

#### **2.6.5 Alumni**

As has already been noted, there are a number of MASP alumni who hold senior positions of influence. An alumni association that is a formally registered organisation (the Mozzies) in Mongolia has been formed (discussed in section 4.2.5). The current program management has used the experience of the Alumni informally to promote MASP, identify and mentor applicants and during the pre-departure briefings. Apart from the reintegration workshops there has not been other specific support provided to ongoing to professional development of alumni. The association itself has raised funds and through its professional development committee and individual alumni have organised a number of formal and informal networking and professional development / training activities. The association has a strong record of arranging social events between alumni and Australians and between Mongolians who have links with Australia. The 2011 MASP Annual Report identifies a potential area of alumni activity being to strengthen links between alumni, their institutions and institutions in Australia.

#### **2.6.6 Staff**

The current management structure of MASP staff is a national Deputy Program Manager (full time and based in Ulaanbaatar) and a short term / part time Program Manager based in Australia. The four person team in Mongolia – made up of Program Support officer, finance and administrator and more recently (2011) an M&E officer – manages the day to day operations of the program. There is a small team of short term advisors with roles that support ELT, M&E, and HRD. The Program manager only visits the Mongolia twice a year for a period of a month and these visits are scheduled around events such as screening and selection, and the Annual Strategic Review meeting.

In 2009 the current MC put in place a transition strategy that outlines skills and professional development, systems and processes that will be put in place to strengthen the local management team with the purpose of building their capacity to be able to lead the management of all aspects of the program. The Program Manager played a mentoring role in supporting this transition as have the other short term advisors, so that the Mongolian team are able to take a stronger leadership role in delivery of the program<sup>27</sup>.

The IPR report (2010) identified progress in this transition and advised that increased responsibility in management of the operations for MASP continues to take place given the accumulation of knowledge and skills by staff in the office.

#### **2.6.7 Governance**

The governance arrangements of the program were put in place in 2008 through a Subsidiary Agreement between Government of Mongolia (Ministry of Finance) and the Government of Australia through the Department of Foreign Affairs and Trade (represented by AusAID). High level engagement between the two Government Ministries takes place at an annual meeting – the Annual Strategic Review - where strategic and policy level decisions about the program are agreed. The IPR report (2010) notes that overall the parties are fulfilling their obligations.

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<sup>27</sup> Transition Strategy 2009 - 2011



The Program Coordinating Committee (PCC) holds oversight management responsibility for MASP. It meets twice a year and provides guidance to the MC on implementation and administration of the program. The PCC membership has changed over the period of the program. It currently is made up of representatives of the Government Ministries (represented by each Ministry's Ministerial Working Group) that are receiving scholarships. This results in a relatively large membership with over 15 Government Ministries being represented. There are also 3 representatives from the non-government / private sector category two. The current Chair Person of the PCC is the Director of the Cabinet Secretariat Office.

During the design consultation representatives of the Government of Mongolia referred to MASP's governance and management with great respect citing it as an example of good practice and one that they were encouraging other international development partners to adopt in their scholarship programs. They described the processes used by MASP for selecting awardees as being open and transparent and endorsed the cooperation between Australians and Mongolians in the program's governance and management functions.

### 3. Program Description

#### 3.1 Program Overview

The *Mongolian Australian Scholarships Program II* builds on the experience and success of the current Australia Awards program. It will be the focus of the human resource development pillar of AusAID's new Country Program Strategy in Mongolia.

Development Awards provide support to AusAID's country programs. In Mongolia, the Development Awards – Australian Development Scholarships (ADS) and Australian Leadership Awards (ALA) will be offered to support human resource capacity development focusing on the other two pillars of the draft Country Program Strategy - mining for development and supporting vulnerable communities. Short Course Awards will not be offered in the program instead short-term training and capacity development activities will be implemented in other areas of the Country Program. This decision has been taken by AusAID management because of the timing of this design preceding final approval of the Country Program and being prior to design of the other pillars of the new Program. This decision will be reviewed as part of the mid-point review (The Independent Performance Review) of MASP II.

#### 3.2 Goal and Objectives

**The goal** of MASP II is to improve human capacity in Mongolia in targeted sectors and contribute to the recognition of Australia as a valuable contributor to Mongolian Development

##### Objectives

- i. To provide Mongolian professionals from the public, private and non-government sectors with opportunities to obtain post graduate qualifications in Australia
- ii. To support Alumni to apply the skills and knowledge gained from the Award in Mongolia in ways that are relevant to Mongolia's development priorities
- iii. To facilitate the formation of ongoing links and bilateral ties with Mongolian participants and with Australians that contribute to development reform in Mongolia
- iv. To enable Australia to be an active partner in Mongolia's national development agenda

#### 3.3 Program Theory of Change

The pathway for change linking MASP II and the contribution it makes to the higher-level goals of Australia's Awards and AusAID's Country Program Strategy in Mongolia is shown in Figure 1. Risks in relation to the Theory of Change (ToC) have been identified and incorporated into the risk assessment in Annex Twelve.

### 3.4 Program Theory of Action

AusAID has developed clear policy and design guidance notes for Development Awards<sup>28</sup>. Certain strategies and activities are known to make an Award program more effective. The Theory of Action (ToA)<sup>29</sup> for MASP II (Figure 2) shows the relationship and interaction between the key activities of the program and how they activate the desired change needed to achieve the objectives and goal of the program. Detail of the activities is in Section 4.3. The diagram shows the implementation areas of the program to be carried out by the MC. The ToA depicts the two intermediate outcomes which are expected to be brought about by the program implementation areas which are essential to the program's success and the achievement of its objectives: employer interest and positive experience of awardees. The diagram shows the preconditions (related to the performance of the MC in the implementation and management of the program) necessary to ensure the activities are implemented appropriately to produce the desired intermediate outcomes.

Individual causal links are not depicted between specific implementation areas, intermediate outcomes and program objectives. This is due to a recognition that multiple processes and outcomes will intersect to bring about one or more of the program's objectives. The Monitoring Evaluation and Learning (MEL) framework will aim to determine which aspects of the program have been the most effective in producing specific outcomes. The diagram shows the functions of 'Coordination and Communication' and 'Monitoring Evaluation and Learning' in relation to the wider program, which are necessary processes that must continue throughout all stages of the MASP II Program Management cycle.

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<sup>28</sup> refer *Introductory Design Guidance for AusAID Award Programs* internal draft notes November 2011

<sup>29</sup> Definition: 'A Theory of Action explains how interventions are constructed to activate theories of change', Purposeful Program Theory : Effective Use of Change and Logic Models, Sue Funnell & Patricia Rogers, 2011

**Figure I. Program Theory of Change**

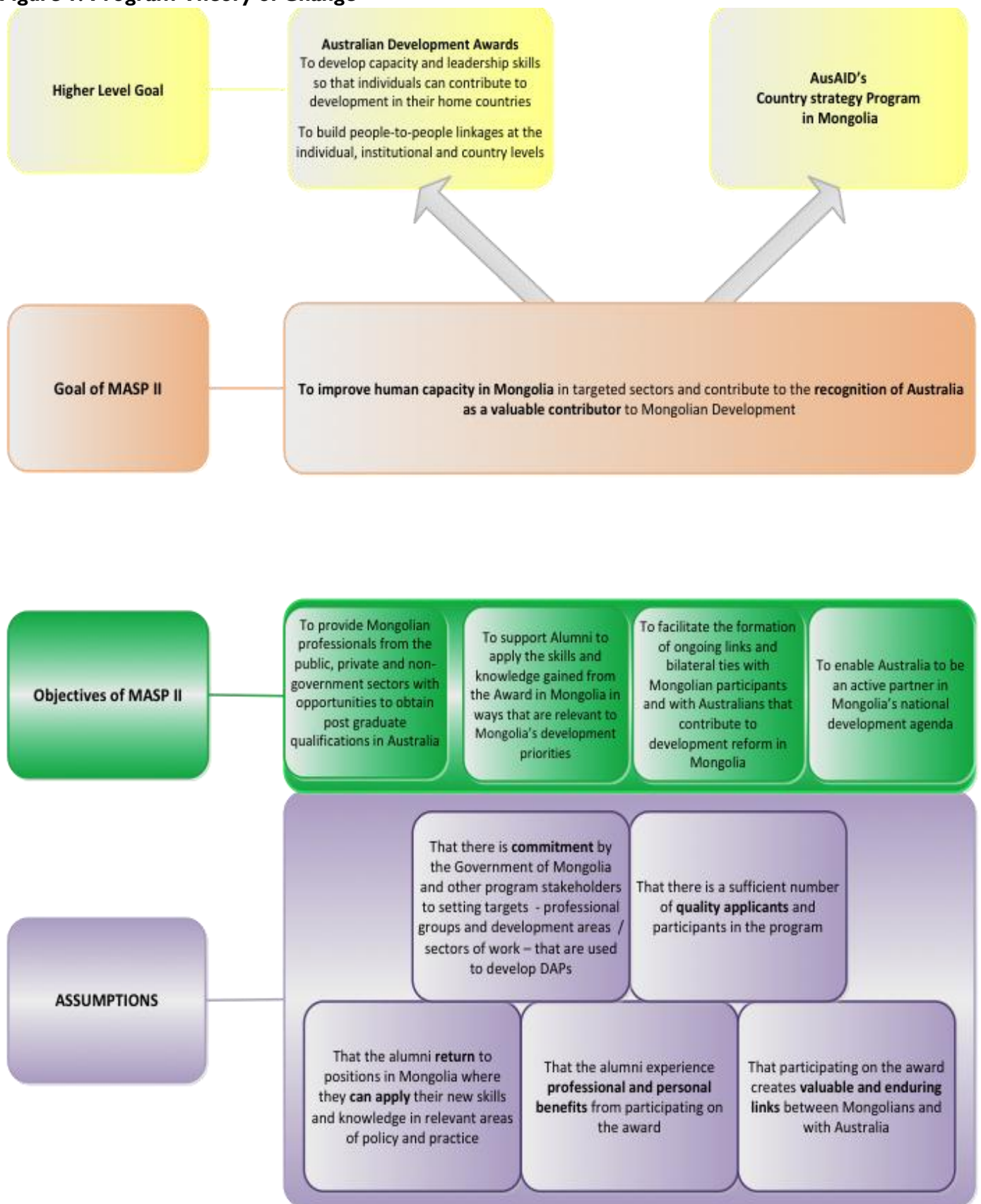
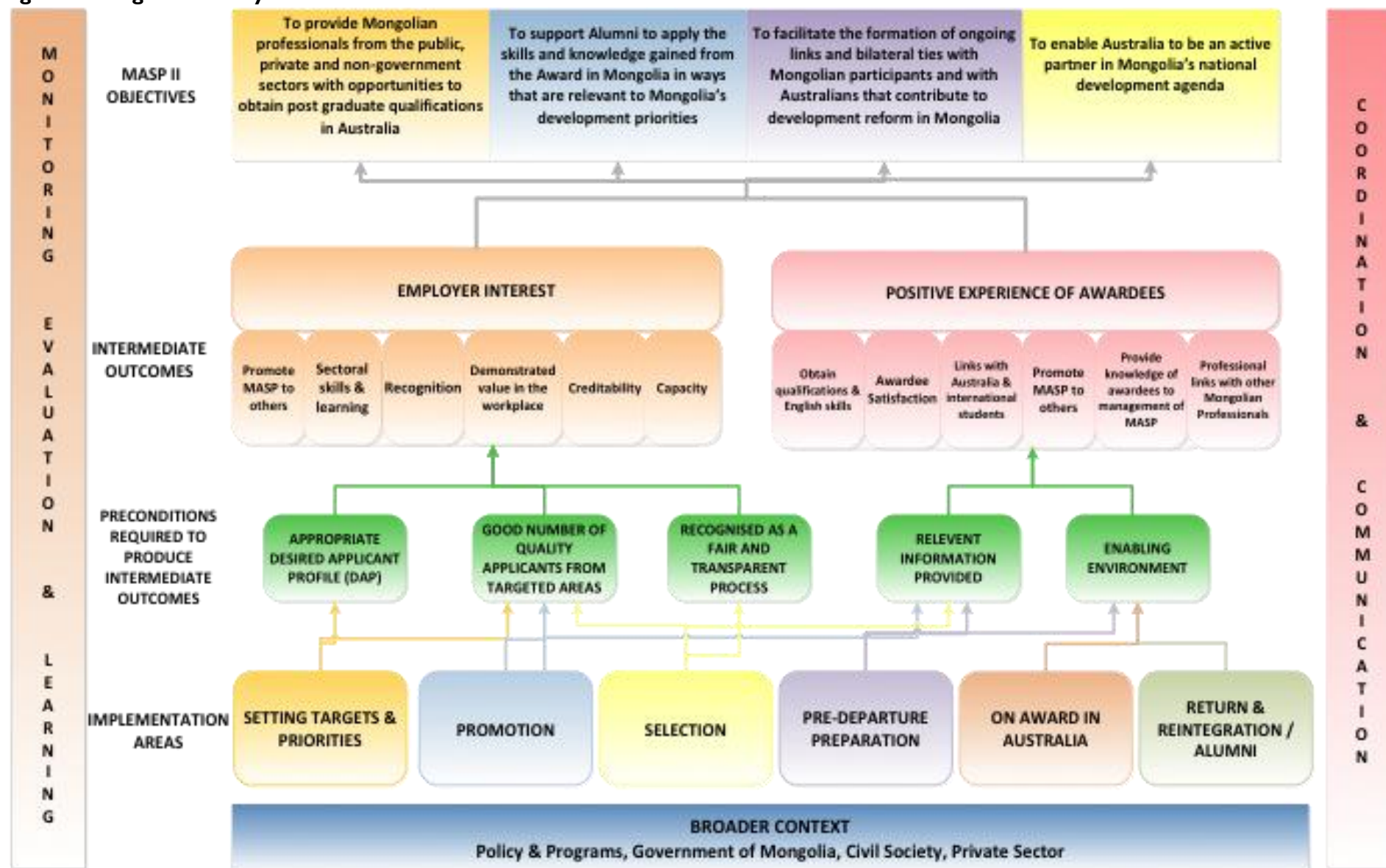


Figure 2. Program Theory of Action



### 3.5 Participants

MASP II will offer the same number of scholarships (38) each year as the current program - a total of 190 for the five-year program. All study will be in Australia in courses provided by approved universities<sup>30</sup>. The majority of scholarships will be for Masters Degrees. Up to a maximum of 6 PhD awards will be offered over the program period commencing in year two. To ensure maximum relevance and contribution to development the PhD awards will have very clear eligibility criteria - about the research subject, the professional working area and expectation and evidence from the reintegration plan of likelihood of appropriate employment of the scholar on completion.

Participants (candidates for Masters and the few PhD places) are eligible to apply for Australian Leadership Awards Scholarships (ALAS). These are supplementary to the Australian Development Scholarships (ADS) and only 200 ALAS are available globally on an annual basis. Therefore, selection for an ALAS is highly competitive. It is based on a candidate's professional and personal qualities, academic achievement and, most importantly, their commitment to contribute to development outcomes for their country and region. As well as their studies, ALAS awardees also undertake a Leadership for Development Program which provides opportunities to enhance leadership capacity and extend networks while the scholars are in Australia.

The proportion of awards offered (as a target figure) will remain at the same level as in the current program - 55 percent for public sector (current category one) and 45 percent for non-government / private sector (current category two). However, in the new program the public sector pool will be broadened and be made up of both Public Administrators and Public Servants. Public Servants were previously only considered in the non-government / private sector (category two) pool through targeting of faculty from public universities. The new pool of non-government awardees will target CSOs, the private sector and private universities. The proposed proportions and make-up of the awards was discussed during consultation meetings and agreed by the Government of Mongolia – the MOF and the Chair of the PCC - during the aide memoire meeting.

Over the period of the program, in line with the targeted promotion, it is expected that the number of suitable applicants and awardees from outside Ulaanbaatar – provincial areas (for both public and non-government / private sectors) will increase.

These targets have been set based on the information from the current program (Table 1) and information through discussion with stakeholders during the design process. Indicative targets for make-up of participants in the new program are in Table 2. These will be finalised upon agreement by the Program Coordinating Committee (PCC) and using information to be provided from human resource capacity analyses reports that the MC will complete during the first 6 months of the new program.

**Table 2. Indicative targets for number of awards offered for year one to three of new program MASP II**

Year Applied	Intake	Public Sector			Private		UlaanBaatar	Provincial
		Admin	Servants	Uni	Private	NGO		
2014	2016	16	5	6	4	7	35	3
2015	2017	14	7	4	4	9	33	5
2016	2018	11	10	4	4	9	28	10

The current program has focused on applicants from the capital Ulaanbaatar. As noted earlier, both the Government and AusAID have a relatively limited understanding of the skills, experience and English language proficiency of possible applicants from the provinces.

To obtain this information so it can be applied in development of targeting and promotion of the awards, and the development of Desired Applicant Profiles (DAPs), the MC will complete a series of human

<sup>30</sup> <http://www.aqf.edu.au/RegisterAccreditation/AQFRegister/tabid/174/Default.aspx>



resource capacity development analyses. These will be a thorough analysis of the capacity and suitability of potential applicants, from the public, non-government and private sectors, in the priority development areas in AusAID's country program (mining - governance, natural resource management, health and education). Additional analysis will also be required to better understand the Public Servants group who will also receive additional focus in the new program.

The work completed by AusAID in developing the country strategy will provide a starting point for this analysis; AusAID should provide relevant information to the MC.

In the current program, scholarships in Category One offer a very wide range of priority fields to the participating Ministries and Government Offices (refer Annex Six). Between these agencies there is overlap of priority areas in: public administration and management (6); human resource development management (3); and strategic planning (2). The other fields are thematically focused around the specific ministry and agency's areas of responsibility.

Even with this relatively large number of broad fields, as noted only 38% of scholarships were awarded for study in areas that were ministries' top priorities<sup>31</sup>. This may be due to overlap with other providers of international scholarships. Due to poor coordination and limited information sharing between providers there is a lack of knowledge about the range of opportunities available to what in effect is the same or a very similar pool of applicants. The MC through the Chair of the PCC and with the support of AusAID will arrange coordination meetings in Ulaanbaatar with the purpose of setting up a process for more regular engagement between providers and a mechanism for sharing current information on the various scholarship programs with each other and the Government of Mongolia.

The fields of study for Category Two were revised at the April 2012 Annual Strategic Review (ASR) meeting. Seven relatively broad priority areas were identified: mining, construction and engineering; environment protection, natural resource management and agriculture; education; health; earth, natural and physical science; social science; and financial and non-financial services.

Further analysis of human resource capacity is required before choice of fields of studies and more specific selection criteria that will be used in the new program is decided; this is discussed further in Section 4.3. Ideally the strategy and some initial decisions for targeting needs to be agreed before July 2013 so that appropriate Desired Applicant Profiles (DAPs) can be developed and used as basis for promotion activities that will need to start in the first 6 months of the new program. Copies of the current DAPs are in Annex Seven. The next ASR scheduled for April 2013 is an opportunity for this discussion. The MC of the current program will be asked by AusAID to ensure this is included in the agenda at this meeting.

### 3.6 English Language

English language training is an important activity in the program. The challenges experienced in trying to upgrade the language skills of awardees so that they can take up their scholarship offered in Australia is described in section 2.4. This design document does not provide detail of how English language training and testing will be implemented in the new program. This will be designed based on evidence and recommendations of the scoping work (refer Annex Four) that will take place during the first three months of MASP II. The contract for the current ELT provider is until June 2014. Based on the findings of the scoping work the MC will complete a contract tender process for a new contract during the first year of implementation so that a provider is in place by July 2014.

### 3.7 Program Timeframe

MASP II will commence in July 2013; it is a five year program which will be implemented until June 2018. It will continue directly on from the current program and arrangements will be put in place to support the smooth transition of ongoing activities. The MC will retain the current composition of the Mongolian based national MASP management team for at least 6 months. The English language training and testing

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<sup>31</sup> Noted in the IPR 2010

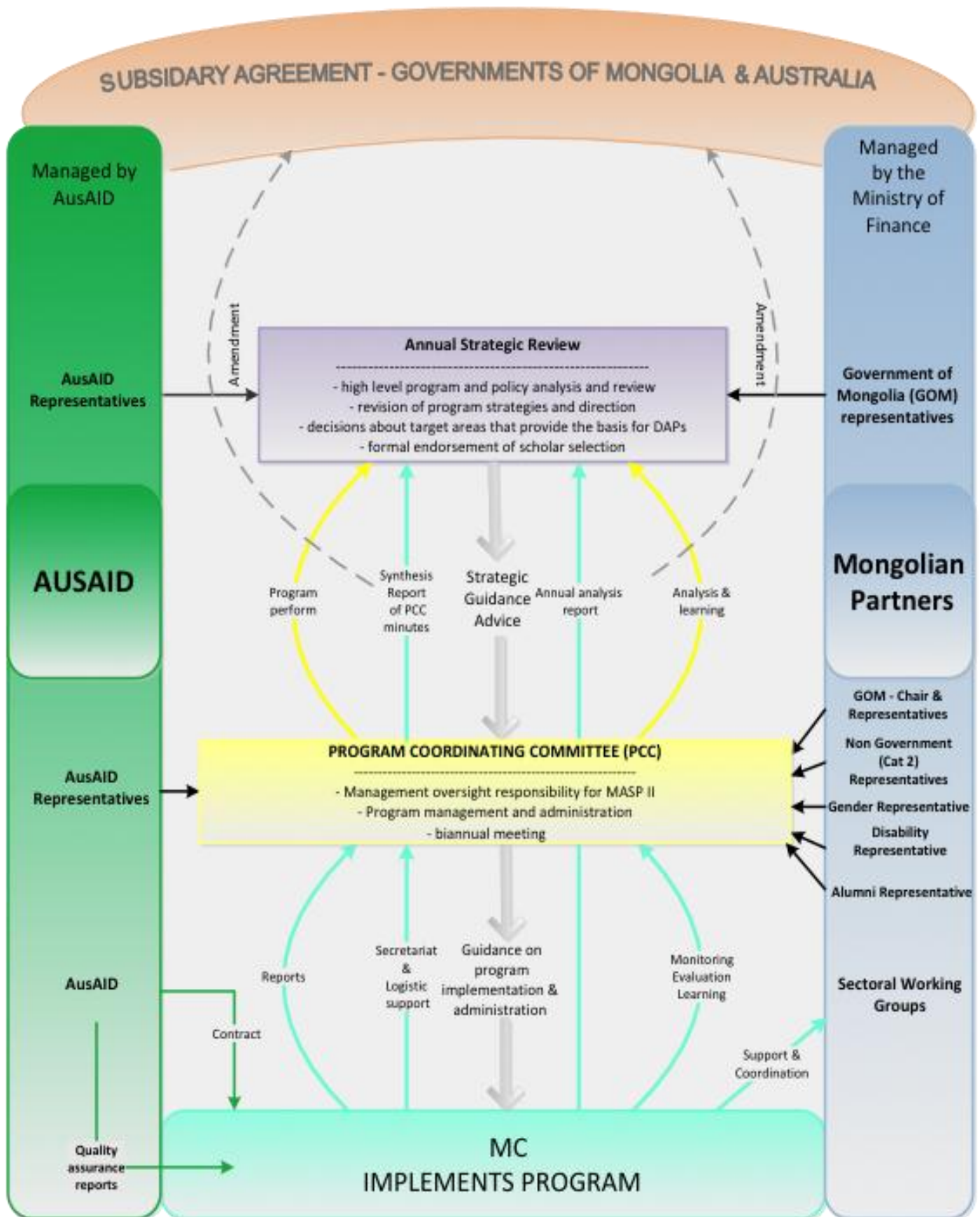
component is managed through a sub contract until 30 June 2014. This will be recontracted during the first year of MASP II.

## **4. Implementation Arrangements**

### **4.1 Governance Structures and Processes**

The current governance structure will continue with some modifications that reflect and support the new direction of the program. MASP currently operates under a Subsidiary Agreement between the Governments of Mongolia and Australia, managed by the Ministry of Finance for Mongolia and AusAID on behalf of DFAT for Australia. A similar bilateral agreement will be put in place for MASP II that states the commitment, responsibilities and accountabilities of both Governments (refer Figure 3). Following the 2012 Parliamentary elections in Mongolia the structure of ministries and make up of personnel has changed. This has implications for the ministry that will manage the bilateral agreement with the Australian Government and for MASP II. At the time of writing the design document responsibility is with the Ministry of Finance (as is shown this section). However it is anticipated that this will change with the Ministry of Economic Development assuming responsibility for the approval of the design of aid programs and the Ministry of Finance retaining responsibility for oversight of program implementation. Once this arrangement is finalised by the Government of Mongolia the relevant sections of the design document will be updated.

Figure 3 Management and Governance Arrangements





#### 4.1.1 Annual Strategic Review

The Annual Strategic Review (ASR) meeting provides a point each year for review of the program by representatives of the partner governments. Analysis of the policy environment and progress and lessons learned in delivery provides the basis for revising the future direction of the program. Decisions about target areas (sectors and professional groups) for scholarships that provide the basis for DAPs are made at this meeting. Formal endorsement of the selection of scholars for long-term awards occurs at the ASR.

At this meeting the Government of Mongolia is represented by the Ministry of Finance, the Chair of the Program Coordinating Committee (PCC) and a representative of the Civil Service Commission. AusAID will be represented by at least one member from the AusAID Country Program team. Additional members may join the meeting as appropriate with agreement from Government of Mongolia.

The MC provides secretariat and logistic support for the meeting, including interpreting and translation services. In addition, the MC will prepare and present an annual synthesis report (outcome of the Annual Reflection Workshop that is scheduled as a PCC meeting in September each year) that outlines the key issues and wider contextual and policy factors related to the program. The following positions will be responsible for preparation of the report (brief descriptions of each of these roles are in Section 4.2.2):

- **Long Term Advisors**

The MASP Country Manager

Monitoring, Evaluation and Learning (MEL) Manager

- **Short Term International Advisors**

Program Manager

Monitoring, Evaluation and Learning (MEL) Advisor

This annual synthesis report will provide the framework for discussion at the ASR meeting. The MC will be responsible for development of this framework that will be approved by AusAID and the MOF - Government of Mongolia.

#### 4.1.2 Program Coordinating Committee

The Program Coordinating Committee (PCC) holds oversight management responsibility for MASP II. It provides guidance to the MC on implementation and administration of the program. Through its contract with the MC, AusAID has ultimate management responsibility and accountability for the quality and delivery of the program. This includes setting program's budget, monitoring the MC performance and ensuring that AusAID's program quality assurance requirements are met.

The Director of the Cabinet Secretariat Office is the Chair of the PCC. Currently the PCC comprises of representatives from each of the Government Ministries participating in the program, with 3 representatives from the non-government / private sector (category two) and AusAID. The make-up of the membership of the PCC will change to reflect the shift in the program – more targeted promotion and merit based selection by interview. This has been discussed and agreed with the current Chair of the PCC and will occur in stages as the changes to the program are implemented<sup>32</sup>.

It is anticipated that the make-up of members from Government Ministries and agencies and non-government stakeholders will better reflect the targets and priorities of the program. Over time not every Ministry or Government office that participates in the program will automatically be represented on the PCC as is the case now. Representatives from each of the stakeholder groups in category two – NGO, university and private sector – will continue as members as will the Civil Service Commission that holds overall responsibility for Mongolian Public Sector employment and human resource management.

To strengthen the focus on gender equality it is proposed that a member from the National Committee on Gender Equality - a government entity set up in 2001 with the purpose of driving reform in government on gender equality – be included. Disability inclusion is a new focus for MASP. A suitable representative from the disability sector (CSO) who is a person with disability will be identified by the Chair of the PCC with

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<sup>32</sup> The membership of the PCC will also change due to the recent elections in May 2012 and during the period of MASP II in 2016 when the next Parliament Election of Mongolia will take place.

the support of the MC to represent and provide advice on disability related issues. These two new positions will be additional to the three positions already allocated to stakeholder groups in category two.

The alumni have an enhanced role in the new design as members of the selection panel, supporting promotion of the program and implementing professional development activities for their own members. An alumni representative will become a member of the PCC in the new program. The Alumni Association – Mozzies<sup>33</sup> through its governance structure will nominate him or her. The Chair of the PCC and AusAID will approve the nomination. The nominee should be an AusAID Development Award graduate.

The process for making the changes to the membership of the PCC and selection of new members will be determined and agreed by AusAID and the chair of the PCC that represents the Government of Mongolia. Revisions to the current Terms of Reference and membership will be decided at a meeting of the PCC during the first year of the new program. The decision making process will be facilitated by the MC. The aim is to have gender parity of the members of the PCC. The MC will support the Chair of the PCC to achieve this.

The PCC will meet three times a year for the duration of the program. The meetings will be scheduled around the time when the MC is drafting the annual and the 6 monthly plans and reports to enable the PCC to provide inputs. An additional meeting in November (compared to the current two per year) provides greater opportunity for partners to contribute to management decisions of MASP II and will be used for the Annual Reflection Workshop (described in Section 5).

The MC is responsible for providing secretariat and logistical support, including translation and interpreting services to the PCC. The MC will develop a framework that will provide the basis for the meeting's agenda and guide discussion around key issues related to the progress and management of the program. The MASP Country Manager, Program Manager (International), MEL Advisor and Manager (International) will support the PCC Chair by presenting progress reports and facilitating the discussion with members and preparing a synthesis report as part of the PCC minutes of the meeting that will be tabled at the ASR (Refer Figure 3).

## 4.2 Management Arrangements

### 4.2.1 AusAID

AusAID's Beijing Post is responsible for the Mongolian Country Program. AusAID is considering transferring management of AusAID's Mongolia Country Program from Beijing (where it is currently located) to Ulaanbaatar in 2013 but no decision has yet been reached. If that were to transpire, day to day management of MASP II would be undertaken by two locally recruited (O based) staff in Ulaanbaatar reporting to the AusAID Counselor in Beijing.

AusAID is responsible for:

- the management of the contract with the MC through quarterly monitoring meetings - face to face or virtual
- approval of activity plans and budget submitted by the MC
- a six monthly review of program monitoring and financial reports,
- an annual contractor performance management meeting
- coordinating communication between the MC and other relevant areas of AusAID, in particular the Scholarships Branch (Canberra) and other Australian Government departments with interests in Mongolia – DEEWR for the Endeavour Awards to help in coordination and keeping the MC up to date with program and policy developments
- leading on strategic discussions and decision making with the Government of Mongolia about program policy and strategy involving the MC where appropriate and sharing relevant information – for example in relation to target sectors and thematic focus of the scholarships
- having a designated representative who participates in the ASR and PCC meetings
- nominating a representative to participate on the selection interview panel

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<sup>33</sup> Mozzies is a formally registered association in Mongolia and has a constitution and governance structure in place and operational

- supporting promotion of MASP II to relevant Mongolian partners – government and non-government and Australian development partners
- identifying and sharing relevant opportunities in other program areas in the Country Program

#### **4.2.2 Managing Contractor**

The MC will manage and administer all aspects of the program as outlined in Section 4.3 and in the program's Scope of Service document. The MC may be a single organisation or a partnership that has the necessary skills, expertise and capacity to implement and manage all administrative, financial and logistic aspects of the program.

The MC will demonstrate strong expertise and capacity that includes:

- experience of managing international higher education scholarship programs – preferably in Australia and experience of management of AusAID's Development Awards
- expertise and knowledge in award policy and administration processes and tools used by AusAID
- program management and planning including – design and implementation of qualitative and quantitative monitoring and evaluation methods, analysis and learning tools; program activity planning; performance reports; and financial management and reporting
- knowledge of postgraduate higher education in Australia – the providers and courses
- knowledge and experience of standards, testing, requirements, teaching and management of teaching of English as foreign language and IELTS
- human resource capacity and development expertise - particularly in public sector and organisational development
- knowledge of international development specifically related to Mongolia in areas including - mining for development, natural resource management, environment and vulnerable populations
- experience and knowledge of Mongolia – social, economic and political context, language and culture
- public relations, communication, presentation and facilitation skills.

The MC will establish a program office in Ulaanbaatar and is expected to engage at least the following personnel (all staff are full time permanent contract).

Positions	Key responsibilities <sup>34</sup>
<b>MASP Country Manager</b> (current Deputy Program Manager)	<ul style="list-style-type: none"> <li>- management responsibility in Mongolia for MASP II ensuring quality and efficient delivery of all program activities</li> <li>- establish and manage a program office and team</li> <li>- ensure the program and financial administrative requirements outlined in the contract with AusAID are met to a high standard</li> <li>- foster and manage working relationships with Mongolian program partners – Government and private sector</li> <li>- promote MASP II and the contribution of Australia through relevant stakeholder groups, networks and the public arena</li> <li>- put in place and manage equity strategies so the program is gender and disability inclusive and non-discriminatory</li> <li>- liaison with AusAID Mongolia / Beijing Post</li> </ul>
<b>Human Resource Development (HRDP) and Partnerships Manager</b> (new position)	<ul style="list-style-type: none"> <li>- develop and manage delivery of the targeted promotion strategy of the program</li> <li>- establish and facilitate Thematic Advisory Groups (building on the current MWG) of Government and non-government partners and alumni for consultation and advice on HRD needs and priorities</li> <li>- develop and update DAPs including carrying out or managing key sector analysis of Human Resource Capacity</li> <li>- support development and updating of reintegration plans</li> <li>- design and facilitate stakeholder promotion workshops</li> <li>- work with MEL manager in the monitoring and review of targets and promotion and tracking of awardees on return</li> <li>- work with the alumni association and their networks</li> </ul>
<b>Monitoring Evaluation and Learning (MEL) Manager</b> (current position)	<ul style="list-style-type: none"> <li>- revise and manage delivery of the MEL framework</li> <li>- develop and implement appropriate M&amp;E tools and processes</li> <li>- ensure that the program performance requirements of AusAID are met</li> <li>- leads on the preparation and facilitation of the Annual Reflection Workshop</li> <li>- prepare M&amp;E reports for the PCC and support MEL advisor in the preparation of the MEL reports for the PCC and ASR meetings</li> <li>- draft the Annual Synthesis Report for the ASR meeting work with partners through the Thematic Groups on tracking progress in certain sectors and target areas</li> <li>- prepare specific reviews and impact reports as required</li> </ul>
<b>Program Officer</b> (current position)	<ul style="list-style-type: none"> <li>- work with the Country Program Manager and HRD Manager to assist and support delivery of the LTA cycle</li> </ul>
<b>Finance and Administrative Office</b> (current position)	<ul style="list-style-type: none"> <li>- provide administrative support to the team</li> <li>- put in place the required office administrative systems and processes</li> <li>- support the Country Program Manager in financial planning, administration and reporting</li> <li>- procurement and maintenance of office equipment and materials including Information Communication Technology</li> </ul>

All Long Term Advisors will be Mongolian nationals – as it is in the current program. To ensure smooth transition to the new program and given the pressures of a very competitive labour market in Mongolia the current national long term advisors will be retained and offered a contract of employment by the new MC for not less than 6 months.<sup>35</sup>

Full details of key personnel and an organisational chart are in Annex Ten.

### **In Australia / International Short Term Advisors (STA)**

Short term international advisers will be employed to provide technical advice to the program and will give management and mentoring support to the Mongolian staff. None of the advisors will be located in Mongolia for the purposes of the program and most will need to be located in Australia to be able to fulfill part of their role - liaising as necessary with the Australian universities and managing any critical issues that may occur on Award in Australia (for example change of courses, academic performance or access and

<sup>34</sup> Details of positions in Annex Nine

<sup>35</sup> It is expected that the current Mongolian staff will be retained and employed by the MC for MASP II for not less than 6 months with some revisions to their current responsibilities that reflect the changes in the new program and new position of Human Resource Development Manager added to the team – refer Annex Nine

inclusion issues for scholars with disability). They will also be available to more easily liaise with AusAID in Canberra – the Scholarships and North Asia Sections.

All advisors are expected to provide specific technical capacity and advice and work with their Mongolian counterparts in a mentoring role. The Program Manager (International) is responsible for overall management of the STAs. Specific line of responsibility and management by the Country Program Manager and Mongolian Managers will vary and be dependent on the specific task. It will be provided in the Scope of Services of work that will be developed for each piece of work the STA undertakes.

Positions	Key responsibilities
<b>Program Manager (International) - ARF C4</b>	<ul style="list-style-type: none"> <li>- overall management responsibility for the program, its staff and for efficient and effective delivery of the services required under the contract with AusAID</li> <li>- manage and mentor the Country Program</li> <li>- participate in strategic discussion and decision making – PCC meetings and ASR and other relevant meetings with stakeholders and partners as required</li> <li>- liaise with AusAID in Canberra Scholarships and North Asia Branch and with the Country Program Manager Mongolia / Beijing Post</li> <li>- ensure that the planning, reporting and accountability requirements of the program are met to a high standard</li> <li>- keep up to date and inform the team on relevant AusAID policy directions related to Awards and to the Mongolia program</li> </ul> <p><b>Total Inputs – 400 days - 80 days per year</b></p>
<b>Human Resource Development and Academic Advisor – ARF C4</b>	<ul style="list-style-type: none"> <li>- provide additional technical advice and guidance to support the HRD and Partnerships Manager in his / her role – HRD strategy, development and management of DAPs, reintegration plans</li> <li>- carry out or manage sectoral analysis of Human Resource Capacity A</li> <li>- participate in some Thematic Advisory Group Meetings and one PCC meeting a year to provide additional input and advice on HRD issues related to targets, promotion and reintegration</li> <li>- liaise with Australian Universities and course providers about MASPII and seek information on courses, student support and facilities – including disability adjustment and inclusion and provide that information to Mongolian colleagues and partners</li> <li>- support preparation and monitor the interview and selection process</li> <li>- be available to provide on award support to scholars while in Australia</li> </ul> <p><b>Total Inputs – 340 days - 80 days year 1 and 2 – then 60 each year</b></p>
<b>Monitoring Evaluation and Learning Advisor - ARF C4</b>	<ul style="list-style-type: none"> <li>- work with and support and mentor the MEL manager - revision of the MEL framework, development of tools and processes, analysis of data and preparation of MEL reports and presentation of findings</li> <li>- design and manage specific reviews, impact studies, case studies including some additional monitoring of awardees while they are in Australia</li> <li>- support the arrangements and facilitation of the Annual Synthesis Workshop</li> <li>- support presentation of analysis and learning report to PCC and ASR – participate in one PCC meeting (the Annual Synthesis Workshop) and the ASR meeting each year</li> <li>- keep up to date on AusAID's quality and program performance measurement policies and requirements</li> </ul> <p><b>Total Inputs – 225 days - 45 days per year</b></p>
<b>ELT Advisor - ARF C4</b>	<ul style="list-style-type: none"> <li>- provide management oversight and advice on the IELTS provided for the program</li> <li>- in year one lead on tender and selection process of a new provider – manage all aspects of this</li> <li>- monitor contractor performance in IELTS and with the MEL Manager and Advisor ensure that processes to measure awardee progress, satisfaction and provider quality are in place</li> <li>- provide advice to the Program Manager and Country Manager on IELTS and through them to AusAID and the PCC</li> </ul> <p><b>Total Inputs – 190 days - 60 days year 1, 40 days year 2 and 30 days years 3-5</b></p>
<b>Short term Advisor Pool</b>	<p>Pool of funds that is allocated on an annual basis by the MC for specific short term expertise in Mongolia or in Australia – for example - gender and disability inclusion, external communication and publications including web design and management, contracting of independent selection panel, specific thematic / sector expertise and interpreting and translation services</p> <p><b>Total equivalent – 400 days - Equivalent to 80 days each year costed at 60% C4 ARF and 40% C3 level</b></p>

#### **4.2.3 Government of Mongolia**

The Government of Mongolia through the Ministry of Finance under the current subsidiary agreement with the Australian Government commits to the ASR. The Cabinet Secretariat Office as current chair of the PCC is the Mongolian agency that holds responsibility for the program. The members of the PCC are representatives of the Government Ministries and Agencies that participate in the program.

In MASP, Ministry Working Groups (MWG) set up for each Ministry were responsible for the promotion of the program and selection of awardees. In MASP II, these tasks will be split. Newly formed Thematic Advisory Groups (TAGs) will engage with the MC to provide advice on the human resource development priorities and targeted promotion strategies. They will assist in development of the DAPs and through their own networks and partners support the targeted promotion of the program and reintegration of graduates on their return. There will be common priority target areas between the two categories - public and private. To facilitate discussion between the groups at a thematic level, the TAGs will include members from relevant organisations in the non-government, academic and private sectors.

Representatives of the Government of Mongolia will be on the selection interview panel that will be established in the new program, but not all Ministries as is the case now will be engaged in the selection process. The Government of Mongolia has endorsed this change (at the meeting where the aide memoire for the new design was discussed), it is however a significant change from the existing program and will require careful management from the MC particularly as the Government of Mongolia has commented favourably on the current selection process.

#### **4.2.4 Mongolian non-government partners**

Three non-government partners are members of the PCC - this arrangement will continue. The TAGs will have members from the non-government sector that represent organisations and institutions in relevant development areas. As described in Section 4.2.3 the MC will use these groups as a resource particularly for human resource development planning and targeted promotion of the program. Suitably qualified and experienced non-government representatives will be members of the selection interview panel. The MC will be responsible for setting up the TAGs and ensuring an appropriate mix of members.

#### **4.2.5 Alumni – Mozzies**

The alumni association – the Mozzies - is well known in Ulaanbaatar and is active in social events and networking between alumni of all Australian Awards and with other Australians living and working in Mongolia. The membership of the association extends beyond graduates of the Australia Awards and includes other Mongolians who have studied in Australia either self-funded or supported by other scholarships. An Executive Director who is paid a small allowance takes responsibility for the management of the association, and an Australian Youth Ambassador for Development (AYAD) has been recruited from July 2012 to support development of the alumni association.

The alumni are keen to be more involved in MASP II and particularly to use their experience as awardees to the benefit of the program. In MASP II a representative of the alumni will become a member of the PCC. Alumni with relevant skills and experience will be invited to be members of the TAGs. They will be invited to participate in the selection process of Awardees – both short listing and interviews - and will continue to contribute to the information sessions at pre departure briefings.

The Mozzies have developed plans to increase their activities and profile both in Australia in Mongolia. These include: setting up a resource centre / meeting place and office; obtaining more funding through revised scale of membership fees from foundations and corporate sponsorship; and offer in Australia and in Mongolia professional development and networking opportunities for its members.

Through these activities the Mozzies have a significant role to play in post-award reintegration and importantly, gender issues as discussed in section 4.3.7.

### 4.3 Implementation Activities

This section provides details of the activity implementation cycle of Long Term Awards. AusAID provides guidelines and has certain requirements that are used in all AusAID's Development Award programs (refer Scholarships handbook February 2012 version) - the MC will use the guidelines when developing the specific activity plans for the program. The MC is expected to carry out comprehensive planning activity in the first 3 months of program and to develop a program specific Quality Assurance Manual 6 months after mobilising that will be submitted to the PCC and AusAID for approval.

#### 4.3.1 Setting Priorities and Targets

Applicants will be short listed and selected based on their suitability determined by the criteria set out in the DAPs. The criteria will include professional area and sector (public or private) of work, location of employment (capital or provincial), years of experience, and gender. A sample template is provided in Annex Eight.

During the first three month of the new contract period the MC will complete a series of analyses of human resource capacity. These will focus on the sectoral areas of interest in AusAID's Country Program - mining for development (governance, natural resource management, environment) and vulnerable populations (water and sanitation, public health, education). The purpose of the analyses is to better understand the human resource capacity gaps and needs in the particular sectoral areas of AusAID's Country Program to be better able to set priorities and targets (through the development of DAPS) for the program.

The analyses will consider issues of skills gaps, capacity needs in the public and private sector and civil society. It will specifically focus on provincial areas – to determine the quality of the potential pool of applicants and these specific fields. This is a new area for the program. More information is required by the MC to define and deliver effective promotion and targeting of the awards outside the capital. The analyses will also make an assessment of gender and disability equity issues that relate human resource capacity. The analyses will take place concurrent with the scoping for English Language Training and Testing, and the findings from the analyses will assist and inform on the options for provision of English language in the new program.

The Human Resource Development and Academic (HRDA) Advisor and the Human Resource Development and Partnerships (HRDP) Manager will manage the analyses with advisors that will be selected from the short term advisor pool. The HRDA Advisor and HRDP Manager will develop a terms of reference for this piece of work that will be submitted to AusAID for approval.

The findings and recommendations from the analyses will be used to make decisions on the number and types of DAPS and for refining the indicative targets for application and selection of Awardees. The DAPS will be developed by the HRDA Advisor and HRDP Manager working with the PCC, AusAID, and the Government of Mongolia and non-government partners through the Thematic Advisory Groups. AusAID and the PCC give final approval of the DAPS.

The DAPS will be reviewed annually and revised and updated as needed. Decisions about the revisions will be based on information about the quality and number of applicants received and awards given in the previous year. Change in priorities and needs in human resource capacity identified through ongoing analysis and assessment by the MC with the TAG and PCC should also be considered. AusAID may also request changes to the DAPs based on issues and priorities identified in the other areas of the country program.

The DAPs in MASP II need to be more specific than the ones currently used. They must more clearly relate to the selected development priorities and fulfill the human resource needs that have been identified. However, this must be balanced with the need for DAPs to be broad enough to encourage a sufficient number of applicants and also to limit the number DAPs required, given the relatively small number of awards being offered.

Developing DAPs that are explicitly linked to development priorities will address the issue of the relative low rate (38%) of category one awards that were focused on the top priority of the employer.

#### **4.3.2 Promotion**

The program must be promoted in a way that ensures a sufficient number of quality applicants who meet the selection criteria are encouraged to apply. Promotion efforts will target individuals and organisations that work in the priority areas – aiming to create a pool of strong applicants who will be well placed to support development reform on return from their scholarship.

Promotion will be more focused than it has been to date and will use Mongolian partners - Government Ministries and Agencies (including provincial level authorities); non-government and civil society networks, universities and employer groups; the alumni – Mozzies; and AusAID's development partners in Mongolia – NGOs, the Australian Volunteers for International Development, and Austrade. The MC will develop a promotion plan to address issues such as - target groups, the development of information packs, and distribution methods such as sector / thematic focused information seminars and briefings. The plan should provide specific details on distribution methods for provincial areas as well as Ulaanbaatar.

Advertising for candidates in the media may still be used but with care given its high cost and the risk that generic promotion may promote interest but not necessarily suitable candidates. Promotional information will be made available on the program web site. Although applicants require a reasonable standard of English (IELTS level 5) to apply, to assist the understanding of potential applicants and their employers, certain details about the program and selection criteria will also be provided in Mongolian language.

#### **4.3.3 Selection**

The MC will manage the selection process by short listing and ranking applicants against the selection criteria provided in each DAP. The short listing will be done by a single panel of 3 to 4 people who have knowledge of the relevant fields of study and professional areas - public, civil society and private sector - in Mongolia and higher education in Australia. It is likely that there are suitably qualified alumni who can be contracted as one member of a three to four person short listing panel for this task.

All short listed applicants will be interviewed by a panel made up of one representative of the Government of Mongolia (suggest CSC), AusAID (Post or if available a representative from Scholarships Division in Canberra), alumni – who has experience in non-government / private sector, and an academic with knowledge and experience of Australian higher education and the Mongolian context.

Selection for PhD awards will take place from year of the program (intake for 2015). As only two PhD scholarships will be award in any year, it is expected that selection will be done at the same time as the selection for Masters awards. It may be that additional expertise will be brought in to advise the panel or for the actual selection process. This will be determined at the time by the MC and will depend on the specific field(s) of study / research area(s) that the PhD award is being offered.

The MC will develop a consistent methodology that will be used across the elements of the selection process. As part of their application the candidates are required to complete and submit to the panel a Reintegration Plan that they and their employer sign off which describes how the skills and knowledge acquired on the Award will be applied on return. Employee sign off is essential for Public Sector applicants and is strongly preferred but is not an essential criteria for private sector and CSO applicants. In these categories applicants cannot be excluded from selection if sign off by the employer is not provided.

Participation in the program is based on the awardee and their employer understanding that the purpose of the scholarship is to improve skills and knowledge of the individual that are relevant and will support the priorities and plans of the employing organisation. It is expected that on return the awardee will apply the skills and knowledge gained by taking on certain responsibilities and tasks agreed to be of benefit to the organisation. The Reintegration Plan sets out the responsibilities and tasks that the awardee will complete on return, and the commitment and responsibilities of the employer to ensure that this is able occur.

The Reintegration Plan is an important tool that is assessed as part of the selection process. It must be kept up to date by both the awardee and employer (pre departure and while on Award) to accurately reflect any



changes in priorities or other issues (related to the work environment, the awardee's studies or personal situation) that may influence the responsibilities and tasks to be done on return to work. The MC is responsible for ensuring that the Reintegration Plan is kept up to date and used as a management and monitoring tool throughout the award cycle (including for awardees completing English language training) and for two years after the awardee returns to Mongolia.

On the day of the interview candidates will complete a short written test on a topic about a development issue in Mongolia. These documents will be included as part of their assessment of suitability for an award.

The English language capability of the candidates will be assessed. This will be based on IELTS test score that is submitted at the time of application. The scores will determine whether candidates who are awarded a scholarship need further English language training and to pass a further IELTS test before an application for a course of study is submitted to a university in Australia.

#### **4.3.4 Pre Departure Preparation**

The length of time and inputs provided by the MC to mobilise a scholar to Australia will vary. The MC is responsible for preparing a mobilisation plan for each awardee. The plan provides information on the process and specific inputs required to be completed in order to commence their studies in Australia.

For scholars who have the required level of English (at least 6.5 IELTS score) and do not have any specific adjustment requirements – for example scholars with disability may need more time to ensure necessary adjustments and additional support is in place – mobilisation should be completed over a 6 month period (June – December). The MC is responsible for making the application to the scholar's preferred choice of university and course and for all follow up and communication with the university related to the offer. The MC is responsible for working with the scholars in selection of a course that meets their preference but aligns with the priority areas and requirements of the Development Award – that is for the scholar to study a course that will develop skills and knowledge so s/he can apply this in a particular development priority area.

The MC also submits the visa application to the Department of Immigration and Citizenship (DIAC); provides information and helps to arrange the medical assessments required for visas for the awardee and any accompanying family. The MC, liaising with the awardee and the University arranges the travel itinerary, initial accommodation and enrolment in the introductory orientation program.

If an awardee does not meet the required level of English, language training will be offered. The length of time and type of training will vary – it may be between 3 to 9 months<sup>36</sup>. The MC will make arrangements for the training with the awardee and her / his employer. Once the required standard of English language is reached, the application for a university place and visa will be submitted.

The MC will make a preliminary assessment and arrange other professional assessments if required to determine any adjustments that an awardee with disability may require. In some situations this may extend the mobilisation period of time, depending on the needs and availability of services in Mongolia and in Australia. This is discussed further in section 6.2 including additional budget allocation to cover the cost of adjustments required.

All awardee will participate in a pre-departure briefing program that will be held in Ulaanbaatar over two days. The MC is responsible for design and delivery of this and ensuring essential information is provided that will prepare the scholar for their arrival in Australia. It is expected that alumni, Australian Volunteers for International Development and AusAID personnel will participate in the briefing. As there may be two mobilisation periods a year – December / January and May / June – the MC may need to run this activity twice each year depending on numbers.

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<sup>36</sup> The length of time may vary depending on the IELTS test score and the availability and quality of English language training to be determined through the scoping and subcontracting work that will be completed by the MC in first 3 months of the program

#### **4.3.5 On award**

The MC is responsible for monitoring the progress of the scholar while in Australia. At a minimum this will be done through working with AusAID Scholarships Section and using the country specific data that AusAID will provide from their surveys and as required seeking additional information through country specific questions (prepared by the MC) that AusAID may add to these survey tools.

While on award the awardee is expected to update their reintegration plan. Contact between the awardee and their employer is encouraged. Updating the reintegration plan is one way that this can be facilitated.

The MC must have capacity to respond to requests or issues that may arise while on award. This may include requests from the Australian universities and awardee for contract variations - change of course, extensions, deferment, transfers, or termination of study. All variations to the contract before they are finalised need to be approved by AusAID and the employing organisation. Disability related issues may arise - awardee with disability may need additional adjustments, and where an awardee may not previously have disclosed having a disability and adjustment needs may arise. The MC needs to have capacity and a process in place to respond to personal crisis or other emergency situations that may affect the awardee.

#### **4.3.6 Return and Reintegration**

The MC is responsible for tracking the return date of the awardee and liaising with the university about arrangements for return travel.

Within 3 months of return the MC will arrange a reintegration meeting with the awardee – by a workshop, individual (face to face or phone) interview or email correspondence. The purpose of the meeting is to monitor and record progress on reintegration – return to employment and any settlement issues (professional or personal). The reintegration plan should be updated and resubmitted by the awardee and signed by their employer at this time.

The MC will review each plan and record the progress made by the awardee on being re-employed – noting the role and responsibilities of the position and whether the awardee has been promoted or demoted; the appropriateness of role in relation to the qualifications obtained on the award; and the ability and opportunities in this position for the awardee to apply their knowledge and skills gained from their award. The MC, (through the HRDP manager) will provide feedback to the employer and if needed arrange follow up meetings or visits with the Awardee and / or employer. This will provide an opportunity for the MC to provide further input and manage any issues that may impact on the ability of the awardee to be able to appropriately apply their skills and knowledge gained on the award. If necessary the HRD manager may seek advice and involve members of the relevant TAG, members of the PCC or AusAID.

As part of the outcome monitoring the MC will contact the awardee after 12 months for a similar meeting and will also distribute a survey that assesses the experience of the awardee since returning – application of the skills and knowledge gained in their profession and assessment of the wider contribution and benefits of the award.

#### **4.3.7 Alumni**

The MC will work closely with the alumni association the Mozzies. The MC will involve the alumni in the awards process – governance, promotion, selection, pre departure briefing and on return to support ongoing networking and linkage opportunities.

Under the contract, the MC will be provided with a small fund designated to support alumni activities. The Mozzies already access funds for their activities from members' fees and sponsorship. A relatively small fund will be given from MASP II to specifically support professional development activities that focus on ADS and ALA awardees. The professional development committee of the alumni association will work with the MC to develop criteria for the activities that will be supported and clear guidelines and processes for management of the fund. It is expected that individual alumni or groups who are members of the association can apply for funding for short term, small-scale networking and professional development activities that take place in Mongolia. The process and guidelines will be submitted to the PCC for approval.

The MC will work with the alumni association to design and deliver a program of activities targeting women alumni. The purpose of the activities is to support gender equity and women's rights for respect, fair participation and promotion in the work place (refer to section 7.1 for gender analysis). Discrimination against women in the work place that prevents promotion and creates under representation at senior management level and in decision making roles has a negative impact on the achievement of the objectives of MASP II – that women and men apply their knowledge and skills on return.

The MASP Country Manager will take responsibility for managing this activity with input from the HRDP Manager and the HRDA Advisor and additional technical advice from the Short Term Advisor pool. The program will be designed in consultation with women alumni. The design process will explore and understand issues experienced by alumni related to discrimination and barriers to participation in work place. A program of activities to address these issues will then be designed. The areas of activity may include - specific professional skills development, leadership styles and skills, working and leading teams of men and women and facilitating and participating in decision-making processes. It is expected that the activities will be implemented in Mongolia and will involve and draw on expertise and experience of women in management and leadership from Australia. The approaches used will draw on the bank of research and knowledge about women and leadership in development and experience of women's leadership development in other AusAID programs, particularly the Pacific and Indonesia<sup>37</sup>.

The MC will develop a program design with performance framework and budget during the first year of MASP II. It is expected that some activities in addition to the consultation and design process will begin in year one. Each year an annual plan of activities and budget will be developed by the MC and submitted to the PCC and AusAID for approval part of the annual planning and budget approval processes.

#### 4.4 Implementation Tools and Processes

There are a standard set of tools that are used in all AusAID Award programs for ADS and ALA scholarships (refer Scholarship Handbook) that support effective and efficient delivery of the program:

- i. **Online Australian Scholarship Information System (OASIS) and Microstrategy System** is used to assist in a range of administrative processes during the application, selection, mobilisation and on award and return stages. It is a shared database and communication system used by the MC, AusAID and the universities. The MC must ensure that their staff have the skills and capacity - including in IT and internet connection - to use the system. AusAID is responsible for providing the necessary software and for management and maintenance of the system. It periodically offers training to MC staff on its use. All users – AusAID, MC and universities are responsible for timely uploading of information and use of the system to support effective and efficient delivery of the program.
- ii. **Desired Applicant Profiles (DAPS)** - the MC is responsible for developing the DAPs in consultation with stakeholders, and based on evidence from the current program and assessment of certain sector and professional human resource capacity needs in Mongolia. Approval of the DAPs is given by the PCC. The DAPs will be reviewed and if needed updated and revised each year. A copy of a template that will be used is in Annex Eight.
- iii. **Targeted Promotional Strategies** – the MC is responsible for developing targeted promotional strategies and annually developing an activity plan and budget that AusAID and the PCC approve. MASP II's partners - Government of Mongolia and non-government, AusAID and alumni will support the promotional activities.
- iv. **Reintegration Plans** – are simple documents (their use is described in more detail 4.3.3) that outline how the awardee will use their new skills or qualification on completion of the award. It should reflect the priorities of the country strategy, and the criteria in the DAPs. Both the employer and the awardee should sign it off. It is one of the documents submitted by the awardees in their application. It is used during the selection process and is refined and updated during the period of the award (pre departure, on award and on return) to reflect the change in thinking and opportunities for the awardee. It is used as a monitoring tool and also provides an opportunity for ongoing engagement over the award period with the employer organisation. The MC is responsible

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<sup>37</sup> The Developmental Leadership Program <http://www.dlprog.org/>

for the design of the Reintegration Plan template and ensuring the awardee and employer update it and that it is used as a tool to identify progress and challenges to reintegration and application of knowledge and skills gained on award, and for monitoring purposes.

- v. **On award surveys** – will be used as tracking and monitoring tool. The MC will draw on the country specific information collected through on award surveys designed and implemented by the AusAID Scholarship Section. If needed arrangements may be able to be made by the MC for AusAID to include additional country specific information in the survey tool. AusAID will provide the MC with data from the survey. The MC will complete analysis and findings will be presented in the program monitoring reports. Additional tracking surveys (with other tools including tracer studies) will be used to track outcomes 1-3 years after completion of the award and for impact 3-5 years. This is discussed further in the M&E section.
- vi. **Adjustment for equality in participation of awardees with disability** – the MC will develop a strategy and implementation plan and tools to promote participation and support inclusion of people with disability in the program. This will draw on the guidance notes on disability inclusion developed by AusAID Scholarships Branch (March 2012). The MC will use the pool of unallocated resources for advisors to employ a short-term consultant for this work. There is potential to draw on experience in disability from within Mongolia – national disabled people’s associations, service providers and the expertise of Australian volunteers - AYADs and AVIDs.
- vii. **Information and communication material and packs** - these are part of the targeted promotion activities, and more general public information that raises awareness of MASP II and the contribution that Australia makes through the awards to Mongolia’s development. The MC will develop information for awardees that will be used during the mobilisation period to help prepare them for study and life in Australia. The MC will design and maintain an up to date web site and produce regular newsletters and updates about the program. Some of the information material will be provided in Mongolian as well as English, recognising that there is relatively low level of English language skills in Mongolia.

The MC is expected to prepare a program specific Quality Assurance Manual that provides policy and implementation details and responsibilities of the processes for each stage of the awards cycle. This will be developed by the sixth month of the new program.

#### 4.5 Timeframe and Key Milestones

**Table 4 The key activities and timeline for the Long Term Award activity cycle.**

Key Milestone	Date completed	Comments
Analysis of human resource development needs	30 September	MC completes and updates each year in consultation with stakeholders and partners
Approval of the DAPS and target numbers set	30 September	By the PCC and AusAID
Targeted promotion plan approved	30 September	PCC and AusAID
Application closing date	30 March	Online application process English language test must be done and results included
Short listing for interview	30 April	By a panel
Interviews process completed	31 May	By a panel
Final selection and letter of offers sent	30 June	Approval of selection by PCC and AusAID
Start English language training	Currently January	Timing will vary depending on language test scores - may be 3,6 or 9 months Location and timing will depend on the new subcontract – option for more flexibility to be explored
Pre Departure briefing	November / April	May be need for two – start of calendar year and mid-year intake
Awardees mobilised	January / June	Within two months of PDB
On Award	Varies	Monitoring at 3 and 12 month
Return - reintegration	Varies	Reintegration meeting / workshop or survey within 3 months and then at 12 months

#### 4.6 Transition Arrangements

MASP II is a continuation of the current Awards program in Mongolia. Changes to the program design and implementing arrangements of the new program have been developed (described in Sections 3 and 4). They will be incrementally introduced during the first 12 to 18 months of the new program. It is important that the existing management and governance structures (the PCC – respecting members may change due to the outcome of the Parliamentary Elections in Mongolia in May 2012 and ASR) are appropriately used to steer these changes and that opportunity is provided for program partners to provide further inputs on detail and implementation.

At the time of design of MASP II, AusAID's Country Program Strategy for Mongolia has not been finalised. There is limited detail related to DAPs, targeting and promotion that can be included in the design document. It is expected that once MASP II starts there will be greater clarity on AusAID's program activities and priorities in Mongolia. AusAID need to update the MC during the program inception period (July - September 2013).

There are activities that need to continue during the transition phase – pre mobilisation preparation for awardees, English language training and support of scholars already on award. To minimise the risk of disruption, a clause in the open tender process will ensure that the new MC retains the current staff in the Mongolia office for at least 6 months. AusAID working with these staff will ensure that if there is a change in MC, a smooth handover of all program administration and management information related to applicants, scholars and alumni takes place.

#### 4.7 Year One Activities

In addition to the activities for the Long Term Award cycle (refer Table 4.) the MC is expected to complete certain activities during the first four month's inception phase of the program. More details of timing and reporting requirements are provided in Annex Eleven and the Scope of Services.

**Table 5. Transition – Inception Phase**

July 1 <sup>st</sup> – October 30 <sup>th</sup> 2012
<b>Program Administration</b>
<ul style="list-style-type: none"><li>- Orientate personnel – long term program staff and short term advisors</li><li>- Establish office</li><li>- Set up administrative systems and processes including OASIS</li></ul>
<b>Program Management – in addition to activities described in the LTA cycle</b>
<ul style="list-style-type: none"><li>- Complete scoping and analysis and report on English language options</li><li>- Complete Human Resource Capacity analysis on key sectoral areas and include analysis of gender and provincial level data</li><li>- Complete equity and inclusion strategies and annual plans with budget for gender, disability and provincial participation</li><li>- Complete scoping report with recommendation for future provision of English language training and testing</li><li>- Develop draft tendering documents – SOS and BOP for English Language Training Provider (for approval by AusAID)</li><li>- Update web site</li><li>- Contact current ADS and ALA awardees in Australia</li><li>- Contact awardees participating in English language training</li><li>- Develop MEL framework and plan</li><li>- Develop revised draft TOR of PCC for approval</li><li>- Develop TOR for new Thematic Working Groups with inputs and approval from AusAID and PCC</li><li>- Update information material and pack for pre departure briefing</li><li>- Develop framework to guide analysis and discussion at PCC meeting and ASR meeting</li></ul>

**Table 6. Year One Planning and Reporting Cycle**

<b>Planning and Reporting Cycle - Year One July 1<sup>st</sup> 2013 – June 30<sup>th</sup> 2014</b>	
<b>Inception report – including</b> human resource development needs assessment analysis, provincial targeting plan, revised DAPS, the scoping and recommendations for ELTS, and risk management plan	30 September 2013
<b>Year one annual plan</b> to June 30 2014	30 September 2013
<b>Revised MEL framework and plan</b>	30 September 2013
<b>Gender Equity and Inclusion</b> strategy and plan	31 October 2013
<b>Disability Equity and Inclusion</b> strategy and plan	31 October 2013
<b>Six month report and revise current annual plan</b>	31 January 2014
<b>Quality Assurance Manual</b>	31 January 2014
<b>Alumni activities</b> – women's leadership and professional development and small grants fund design and implementation plan	31 January 2014
<b>Year two annual plan</b> to June 30 2015	30 April 2014
<b>AusAID quarterly meetings</b>	In September, December 2013 & March and June 2014
<b>PCC meetings – 3 each year</b>	In September 2013, January & May 2014
<b>ASR meetings – 1 each year</b>	In November or early December

## 5. Monitoring Evaluation and Learning

This section provides high level monitoring, evaluation and learning (MEL) parameters that will enable the MC to develop a detailed MEL framework that builds on that developed in the earlier program. The approach used suits the size of the program, the implementing environment and the capacity of the MC and partners. It has incorporated the new program objectives and other design changes that are introduced to MASP II, and it meets AusAID's requirements for M&E for Development Awards<sup>38</sup>.

### 5.1 Background

Significant work has recently been completed (2010) developing a comprehensive monitoring and evaluation (M&E) framework for MASP. An external consultant was engaged to develop a revised framework and M&E plan. The work focused on developing clearer program logic and put in place a data analysis framework, indicators, and a range of tools and processes to collect qualitative and quantitative data to measure processes, outcome and impact. Staff were trained in the use of data collection methods (e.g. Survey Monkey), and a data base was established.

The M&E framework for MASP was designed in a highly participatory manner - AusAID, the MC, the Government of Mongolia and other stakeholder groups contributed to its design and implementation. It also used the program's management and governance structures – PCC and ASR - to undertake certain functions. The framework is therefore jointly developed and owned which is viewed as a major strength of its design. Its design was guided by four operating principles: Responsiveness to all stakeholder needs; building on their capacity for M&E and increase their skills; suitability to stakeholder requirements; and involvement of a wide range of M&E methods and tools.

The framework won an Australian Evaluation Society Award for Excellence in Evaluation in 2011 and is acknowledged as an example of good practice with potential for broad application across scholarship programs. The current framework has been implemented over a two year period and has not been independently assessed. Concerns were raised regarding the complexity of the framework during MASP II in-country design consultations.

<sup>38</sup> Introductory Guidance on Monitoring and Evaluation for AusAID Development Awards, Scholarships section, August 2011

The revised program framework aims to acknowledge and build on this body of work in the design of the MASP II MEL framework. The MC is therefore required to conduct an assessment of the current MASP framework in the first phase of the program based on the experience of staff and PCC members who have used it over the last two years and make revisions in light of capacity and scale of the program.

Some of the critical issues identified by the consultant<sup>39</sup> and the IPR<sup>40</sup> that are also relevant to the new design include:

- commitment and availability of PCC members
- capacity on the ground in Mongolia
- appropriateness of the approach and technology given the relatively small size and scale of the program and the context and capacity

These issues have been incorporated into the design of the MEL of MASP II through:

- *appropriateness of approach* which is relevant to the size, scope, context and operating environment of the program
- *enhanced capacity* – the MEL Manager in Mongolia will be supported by an international counterpart who will provide mentoring and technical advisory support
- *small pool of additional short term advisers* – unallocated funds can be tapped to provide inputs on independent reviews and more detailed analysis of certain aspects of the program

## 5.2 MEL Framework – MASP II

### 5.2.1 Purpose

The purpose of the MEL framework is to:

- **demonstrate progress in the various areas of activity towards achievement of the goal and objectives** by use of process, output and outcome level data collection and analysis, and of targets set for number and makeup of participation and completion
- **provide information on quality of MC performance** - efficiency and effectiveness of delivery of the program in line with the Scope of Services and activity plans against the targets set
- **provide a basis for analysis and learning from the implementation** - that can be used by management (MC, PCC and ASR) to improve the program by revision of policies, strategies and activities.

### 5.2.2 Requirements of the MEL Framework

In the first phase of implementation, the MEL Manager and Advisor will design a detailed M&E framework, undertaking the following actions:

**Conduct an assessment of the current M&E system to identify its strengths and adapt as needed data collection, analysis, and application, including:**

- determining if the level of detail in the MASP Monitoring & Evaluation Framework (MEF) (Table 7) and data collection and reporting document (Annex Eleven) is appropriate, practical and easy for staff to understand and apply
- determining the most important questions and areas of enquiry (given the number and complexity of those in the current framework for each component of the program)
- considering the appropriateness of the methodologies for data collection – paying attention to the danger of ‘over-surveying’ scholars and considering other methodologies such as interviews or focus groups – ensuring the size and scale of the program are taken into account (noting a total of 38 professionals receive awards each year).

**The approach should ensure the revised MEL framework:**

- is appropriate to the size and scale of the program and is practical to implement, using simple language and avoiding jargon
- is efficient given the capacity and resources and meets the quality requirements
- is delivered in a phased approach so to strengthen Government and other partners’ capacity in MEL
- has processes for analysis and learning using management and governance structures – PCC and ASR

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<sup>39</sup> M&E for China and Mongolia Australia Development Scholarships final report, June 2011

<sup>40</sup> MASP Independent Progress Review December 2010



***The revised MEL framework should take the following changes into account:***

- the changed objectives and outcomes – using the data collection and analysis framework in Table 7
- the changes to data collection methodologies outlined in Section 5.2.4 (the introduction of methodologies to engage employers / workplaces, the Annual Reflection Workshop, and alignment with AusAID administered surveys and tracer studies are all new processes)
- incorporates the MEL considerations linked to assumptions in the Theory of Change outlined in Annex Six I

***The revised MEL framework must align with other MEL processes and frameworks:***

- ensuring the necessary data is gathered to deliver on the CAP framework higher level reporting obligations (discussed in section 5.2.5)
- ensuring quality information is available to enable AusAID to meet internal quality requirements and reporting processes (see section 5.2.5)
- ensuring data is produced to feed into the AusAID Mongolia Country Strategy Performance Assessment Framework (PAF)
- giving consideration to MEL arrangements and needs of other sectors in the aid program for Mongolia, ensuring cross-program alignment and contribution to sectoral data collection and learning

***The MEL framework will also include:***

***I. Gender and disability***

Gender and disability disaggregated information must be collected and analysed throughout the program. The participation and experiences of women, men, and people with disability in the program is included in the framework to monitor equality in access, participation and benefit from the program.

***II. Sectoral / thematic focus***

The TAGs will ensure effective targeting of applicants. The MEL will support the establishment and measure the progress of these groups, and the ways in which targeted awards contribute to the development priorities of the Governments of Mongolia and Australia.

***III. Provincial level data***

The targeting of applicants from provincial areas is a new focus of MASP II. The MC will ensure all MEL data is disaggregated according to awardee location (capital / provincial) and builds in in-depth analysis in relation to emerging issues / trends of this new promotion strategy through interviews, focus groups or case studies.

***IV. English language***

Given the extent to which English language skills is a barrier to applicants and participants the new MEL must collect data including: the number of people requiring English language support and their IELTS test scores; the appropriateness of length of time and quality of training offered; the personal and professional impact that being away from work for up to 9 months; and the extent to which awardees' knowledge of English enhanced or limited their learning experience in Australia.

***V. Establishment and use of links on and post award***

The objectives of MASP II emphasise the formation of links between Mongolian awardees and Australians. It is essential that information is collected to determine if links are being formed and if and how they are being used and sustained once the awardee returns to Mongolia, and to what benefit.

After the existing system is assessed, the MC (MEL Manager and MEL Advisor) will develop a detailed M&E framework with the following elements:

- i. Types of information (indicators) to be collected in relation to each objective
- ii. Frequency of information collection
- iii. Source of information to be collected
- iv. Who is responsible for the collection
- v. How this information will be used



The framework needs to include both ‘output-level’ and ‘outcome-level’ indicators. The indicators should include a set of output level success targets to be achieved (for example what percentage of applicants require English language training, what are the desired percentage of selection for different target areas for awards, public, private and non-government sector and for equity groups). These targets will be based on the findings from the human resource development analyses, provincial level analysis and the gender and disability equity strategies that will be completed during the first three months of the program. Information collected will address accountability concerns and / or identify opportunities for continuous improvement of the program. The MC should use AusAID’s *Introductory Guidance on Monitoring and Evaluation for AusAID Development Awards* to guide the process.

### 5.2.3 Scope of Data Collection

The MC will gather data from awardees and employer departments / agencies from the time of application to completion – over a 5 year period. The MC will also engage alumni and awardees from previous programs in longer term MEL processes.

Specific data collection and analysis processes and tools will be developed for the English language training component as part of the scope of service and contract arrangements.

The MC will develop additional data collection and analysis as part of the guidelines to be developed for the disability equity processes (including the disability equity fund) and for the alumni professional development activities and fund.

### 5.2.4 Data Collection Methodologies

The MC will build on and adapt the current data collection processes including use of:

- **Reintegration Plans** – updated periodically by awardees with employer engagement as a means of tracking progress and developments in awardee experience and thinking
- **On award surveys** – the MC should liaise with AusAID to ensure country specific questions are integrated into the surveys conducted each year by AusAID Scholarships Section (Three surveys are conducted each year: two arrival surveys<sup>41</sup> and one ongoing survey<sup>42</sup>). The MC must ensure the results are analysed and appropriate changes based on the analysis are made to the program. The MC must also incorporate the learnings and recommendations arising from the full Trend Analysis Report of Student Surveys conducted by AusAID
- **Tracer Studies** (institutionalized by AusAID) – It is expected that a significant tracer study will be commissioned for Mongolia within the next two to three years. The MC is expected to contribute to this process and use the data produced to make appropriate changes
- **Meeting with awardees** – within 3 months of return the MC will arrange a reintegration meeting with the awardee – by a workshop / focus group, individual (face to face or phone) interview or email correspondence to monitor and record progress on reintegration – return to employment and any settlement issues (professional or personal). Meetings with awardees will be repeated 12 months after return.
- **Employer engagement** – the MC is expected to engage the managers and other workplace employees through the most appropriate methodology - as determined by the MC- such as email, survey or interview. This should be done once within a 6 month completion of the award. It is expected that a representative sample of the employers be revisited in the longer term – either through the case study methodology process or through additional surveys or interviews
- **Small focus groups and case studies** to contribute to impact data collection and evaluation. These can explore particular aspects of the program such as targeted promotion, particular development

<sup>41</sup> Arrival surveys are conducted at the beginning of each semester when new students arrive in Australia. The arrival surveys gather information on the application process, pre-departure preparation and on-arrival experience, as well as initial thoughts on study programs and institution services and facilities for the new students.

<sup>42</sup> The ongoing survey is conducted in September-October each year for all ongoing students who have completed at least one semester of study. The ongoing surveys are aimed at gathering information on: living and studying experiences; assessments of facilities and services at Australian academic institutions; entitlements and assistance provided through AusAID’s Australia Awards; and arrangements for returning home.

issues and thematic areas, English language skills, and particular challenges such as factors related to barriers and exclusion from the award including gender, disability, location (provincial candidates). Specific issues for investigation to be identified by MASP II governance and management structures, AusAID and MC.

### 5.2.5 Review and evaluation processes

The MC will build on and adapt existing and new review and evaluation processes in the design of the MEL framework:

- **Review workshops** – held with graduates approximately two years after return to further review experience and career development following return
- **MASP Annual Reflection Workshop** – held with AusAID and Mongolian Partners (including Alumni) to enable analysis and reflection on particular issues identified through MEL processes. To be conducted as one of the three PCC meetings in January each year and should include participants beyond the PCC membership that are identified by the MC. Their selection and participation is to be approved by the PCC Chairperson
- **The Annual Strategic Review** – a high level meeting held with representatives of the partner governments to facilitate joint analysis of the policy environment and progress and lessons learned in delivery - providing the basis for revising the future direction of the program (see section 4.1.1)
- **Independent Progress Review and Completion Review** – an independent review commissioned by AusAID in year 3 and an end of program review

### 5.2.6 Alignment with AusAID's quality processes and frameworks

MASP II directly contributes to two strategic goal of Australia's Comprehensive Aid Policy (CAP) Framework, which requires the MC to report against AusAID's higher level reporting obligations. These include:

**Strategic goal:** Promoting opportunities for all - empowering women to participate in the economy, leadership and education

**AusAID CAP Results framework:** At least 17,000 people (at least half of them women) will be awarded tertiary scholarships and return home to assist their countries' economic development

The MASP II MEL framework developed by the MC must ensure the necessary data is gathered and reported so that AusAID country management can deliver on the CAP framework higher level reporting obligations. These have been incorporated into the MEL Data Collection and Analysis Framework in Table 7.

The MEL data provided in the 6 monthly and annual reports produced by the MC must ensure the necessary data is available for AusAID to produce accurate and timely evidence based Quality at Implementation (QAI) and Annual Program Performance Reports (APPR). The current Monitoring and Evaluation Framework and Data Analysis and Reporting makes explicit the alignment between particular M&E questions, methodologies and data and its relationship to reporting processes including:

- Alignment Between Annual Report Sections and M&E Questions
- Relationship of Workshop Questions to Progress and Annual Reporting
- Relationship of Case Study Results to Reporting
- Survey Data and Relationship to Reporting

The revised MEL framework should revisit the alignment of the MEL approach with AusAID's internal reporting requirements and make these explicit. The MC is expected to coordinate with AusAID during this process to determine if the data that feeds into AusAID's internal reporting processes produced to date is of appropriate quality and to consider if needed it is strengthened.

**Table 7. Monitoring Evaluation and Learning – Data Collection and Analysis**

<b>DATA COLLECTION LEVEL</b>	<b>DATA TO BE COLLECTED</b>	<b>ANALYSIS TO BE UNDERTAKEN</b>	<b>TOOLS FOR DATA COLLECTION &amp; ANALYSIS</b>
<b>Implementation Areas</b>			
<b>Setting Priorities and Targets</b>	Do the DAPs effectively respond to the human resource needs? Why? Why not? Have DAPS been revised annually? Have the DAPS been communicated to key stakeholder groups?	To what extent are the DAPs contributing to the targeting and selection of appropriate applicants? Are the DAPs well understood by the selection panel and other key stakeholders?	DAPS Revised DAPS TAGs MASP PCC and ASR annual reflection meetings
<b>Promotion</b>	How did applicants become aware of the award? Did the promotion methods used result in the desired applicants targeted? Promotional workshops, through partners and other AusAID programs (how many took place, who participated / contributed and how) What media outlets were targeted? (how many, by what means, in which locations / reach)	Is promotion targeting the quality and type of candidate wanted? The number and quality of candidates and awardees from provincial areas, of Public Servants / Public Administrators Has targeted promoted gender equality, disability inclusion or other relevant cross cutting issues? What are the barriers that may have made it difficult to reach certain target groups of people? What were the most / least effective means of promotion?	Application form Selection interview Promotion strategy Records of workshops contacted
<b>Selection</b>	Were the indicative targets met? (note that clear targets will be established at the inception of MASP II by key stakeholders through PCC) Number (and %) of applications received from each target group to the following breakdown: <ul style="list-style-type: none"> <li>- Gender</li> <li>- Disability</li> <li>- Age</li> <li>- Location (capital or provincial)</li> <li>- Professional group</li> <li>- Sector</li> <li>- Length of experience in sector</li> <li>- Employer</li> <li>- Category – 1 government, or 2 non-government</li> <li>- Number and % of applications that did and did not match the DAP</li> </ul> Reasons why applicants chose to apply for the award Reasons why applicants chose not to accept an award Quality of reintegration plans and being signed by employer	Are there trends in the key reasons applicants applied? (features, opportunities, reputation) Are there any factors which made applicants apply for the Australian award, rather than another international scholarship? How well was the award messaged to get desired applicants? Could this be improved? Were there trends in the kinds of applicants applying? Were there contextual reasons (culture, gender, economic, family-related etc) that made people turn down the award? What were they? Could the panel selection process / make-up be improved?	Application form Surveys with applicants and employers MC monitoring report of selection process MASP annual reflection meetings - PCC and ASR
<b>Pre Departure Preparation</b>	Number and breakdown of applicants (as above) who declined or dropped out of the award Information from awardees and employers in relation to their experience of the pre-departure process including	Were there trends in the experiences of different applicants according to the breakdown categories? Could the program be improved to prevent people from dropping out?	Surveys Interview

<b>DATA COLLECTION LEVEL</b>	<b>DATA TO BE COLLECTED</b>	<b>ANALYSIS TO BE UNDERTAKEN</b>	<b>TOOLS FOR DATA COLLECTION &amp; ANALYSIS</b>
	<ul style="list-style-type: none"> <li>- satisfaction</li> <li>- perceived value of information provided</li> <li>- quality of the process used – service of the MC</li> </ul> Number (and %) of selectees from each target group provided pre-award training or other assistance Number (and %) of departures from each target group Number (and %) of departures occurring within three weeks of (original) determined departure date	Where there particular target groups who needed higher levels of training and pre-award preparation?	
<b>On Award in Australia</b>	Number and % of awardees who are participating in their preferred area of study per target group Number and % applicants who chose not to continue an award per target group Information from awardees in relation to their experience (and reasons for this) of the pre-departure process including: <ul style="list-style-type: none"> <li>- satisfaction</li> <li>- perceived value</li> <li>- quality of a process</li> </ul> Are key milestones of employee reintegration plans being met in the selection process? Are employers and employees communicating and jointly revising reintegration plans while the awardee is in Australia?	Were there trends in the experiences of different applicants according to the breakdown categories? What were the key factors which made the awardees' experiences valuable / non-valuable? Could the pre-departure preparation process be improved to increase the value and quality of the process? Are Higher Education Institutions/Australian Host Organisations meeting their Key Performance Measures?	Documentation of how the MC responded to requests, issues or personal crises Surveys Interview Case studies MASP annual reflection meetings - PCC and ASR
<b>Return and Integration</b>	Number and breakdown of applicants (as above) who did / not return to their job in Mongolia, and did / not stay in Mongolia Of those who did not return to their original employment: <ul style="list-style-type: none"> <li>- What are they doing?</li> <li>- Are they using the skills they gained during the award?</li> <li>- If so, how? If not, why?</li> </ul> How are those who returned using the skills they learned? Number (and %) of returnee reintegration plans reviewed within 2 months of return, by target group Number (and %) returnees making satisfactory progress against their reintegration plans six months, one year and three years after return, by target group Number/List of new or revised projects, policies and/or practices worked on by alumni in past 5 years since completing the award	Are there any common return to employment / settlement issues (professional or personal)? Were there trends in the experiences of different applicants according to the breakdown categories? How have the families of returnees been affected by the awardees' participation on the award? Are alumni contributing to the development of Mongolia in regard to each relevant objective? Are alumni maintaining links with Australia and networking with other awardees? Have alumni helped to strengthen capacity of their organisations to contribute to the development of Mongolia?	Meeting with the awardee – reintegration workshop, individual (face to face or phone) interview or email correspondence Surveys Case studies MASP annual reflection meetings - PCC and ASR Alumni events

DATA COLLECTION LEVEL	DATA TO BE COLLECTED	ANALYSIS TO BE UNDERTAKEN	TOOLS FOR DATA COLLECTION & ANALYSIS
<b>Intermediate outcomes (Identified in Figure 2 the Theory of Action)</b>			
<b>EMPLOYER INTEREST</b> <ul style="list-style-type: none"> <li>Valued</li> <li>Sectoral skills and learning</li> <li>Recognition</li> <li>Demonstrated value in the workplace</li> <li>Credibility</li> <li>Capacity</li> </ul>	<p>Information from employers in relation to their perceptions of the alumni's performance post award (and reasons / evidence for this) in relation to:</p> <ul style="list-style-type: none"> <li>Level of increase in skill / knowledge of awardee</li> <li>Level of the extent to which alumni are applying the skills and knowledge learned</li> <li>Value of the alumni's skills / knowledge / performance to their employer</li> <li>Relevance of the new skills / knowledge acquired</li> </ul> <p>Quality of a process (employer engagement in MASP)  Unexpected benefits and negative impacts for the employer as a result of the award  Credibility of MASP and reasons for this  Employer's association of the program and its benefits with Australia  Ways in which employers think the program could be improved to enhance impact and relevance</p>	<p>Have alumni helped to strengthen capacity of their organisations from an employer perspective? What have been the demonstrated tangible outcomes / benefits?  Have there been any unintended negative outcomes of the alumni's participation in the award from the perspective of the employer?  Do they perceive any constraints to the alumni's application of skills in the workplace?  Do the employers identify / associate the benefits of the employee's participation in the award to Australia?  Does the employer distinguish between MASP and the awards offered by other countries and do they identify something unique to MASP which distinguishes it?  Have employers promoted MASP and Australia to other agencies / professionals – Why / why not? If so how?</p>	<p>Thematic Advisory Group meetings  Interviews, surveys or focus groups with employers (including manager and other employees)  Case studies  Alumni events / meetings</p>
<b>Positive experience of Awardees</b> <ul style="list-style-type: none"> <li>Obtain qualifications and English skills</li> <li>Awardee satisfaction</li> <li>Links with Australians and international students</li> <li>Promote MASP to others</li> <li>Provide knowledge of Awardees to management of MASP</li> <li>Professional links with other Mongolian professionals</li> </ul>	<p>The number of people requiring English language support and their IELTS test scores (noting additional M&amp;E specific for English language training will be developed)  The appropriateness of length of time and quality of training offered  The extent to which awardees' knowledge of English enhanced or limited their learning experience in Australia  Information regarding alumni perceptions of the extent to which they are positive about the award and the professional and personal benefits they have gained from studying in Australia (and their reasons for this) including:</p> <ul style="list-style-type: none"> <li>Level of satisfaction of different components of the award</li> <li>Personal and professional benefits of their participation</li> <li>Negative outcomes of their participation</li> <li>Level of increase in their skill / knowledge</li> <li>Relevance of the new skills / knowledge acquired</li> <li>Ability to apply their skills effectively and identified contribution to their workplace</li> <li>Relevance of their skills to their workplace</li> <li>Quality of process (including alumni engagement in MASP)</li> </ul> <p>Information regarding the extent to which awardees have shared their experiences and promoted MASP to others (to whom; why;</p>	<p>Have English language learning outcomes been met? Why / Why not?  What has been the personal and professional impact of being away from work to study English for 9 months?  Could negative impacts be minimized and other options introduced?  Are there trends in the experiences of different applicants (both positive and negative) according to the breakdown categories?  Are their contextual factors that have positively or negatively affected awardees' experience and their ability to apply their skills and knowledge?  Why have alumni promoted / not promoted the award?  Are there trends in the relationships formed – are they typically with other awardees, with Australian and / or with particular institutions?  Are the alumni confident these relationships will endure?  What are the reasons they provide as to why they will / will use the links in the future?</p>	<p>Satisfaction surveys of awardees – pre selection on the information available and on completion and return.  Tracking awardees upon completion and return to work place.  Collect case studies and most significant change stories as part of M&amp;E.  Impact studies (for awardees from earlier award programs) as part of the end of program review / evaluation.  IELTS test scores  Alumni events</p>

<b>DATA COLLECTION LEVEL</b>	<b>DATA TO BE COLLECTED</b>	<b>ANALYSIS TO BE UNDERTAKEN</b>	<b>TOOLS FOR DATA COLLECTION &amp; ANALYSIS</b>
	key reasons they recommend the program) Number and types of relationships formed between Mongolian scholars and Australian individuals and institutions		
<b>Objectives (program outcomes for the purposes of the MEL framework)</b>			
<b>Alumni have post graduate qualifications from Australia that are relevant to Mongolia's development priorities</b>	Information regarding the perceptions of alumni and employers (and reasons / evidence for this) in relation to their: <ul style="list-style-type: none"> <li>- Level of increase in skill / knowledge of awardee</li> <li>- Value of the alumni's skills / knowledge / performance</li> <li>- Relevance of the new skills / knowledge acquired (disaggregated and analysed by the MC against Mongolia's development priorities)</li> </ul> <i>*This information is that same as that collected against the intermediate outcomes above – noting the analysis is different)</i>	Are there differences between the perceptions of employers and alumni in increased level of skill of the alumni? If so, what could account for these differences? To what extent do the acquired skills and knowledge contribute directly to Mongolia's development priorities? How has the targeting, promotion and selection of the awardees contributed to / hindered the relevance of MASP to Mongolia's development priorities? How could this be enhanced?	Collected as above – through interviews / surveys / focus groups and / or case studies with alumni and employers (separately) Analysis and review of the program through TAG and PCC meetings and ASR and Independent progress review.
<b>Alumni apply the skills and knowledge gained from the Award in Mongolia</b>	Information from alumni and employers (and reasons / evidence for this) in relation to their: <ul style="list-style-type: none"> <li>- Perceived ability of the alumni to apply their skills effectively and identified contribution of these new skills to the workplace</li> </ul> <i>*This information is the same as that collected against the intermediate outcomes above – noting the analysis is different)</i>	Are there differences between the perceptions of employers and alumni regarding the extent to which alumni are applying their skills and knowledge on return? If so, what could account for these differences? What are the factors in the workplace that enable and what limits the alumni to apply their skills? What are the components of MASP II that have assisted or hindered application – from the perspective of alumni and employers?	Collected as above – through interviews / surveys / focus groups and / or case studies with alumni and employers (separately) Analysis and review of the program through PCC and TAG meetings and ASR and Independent progress review.
<b>Ongoing links and bilateral ties are formed between Mongolian participants and with Australians that contribute to development reform in Mongolia</b>	Information relating to the extent to which participating in the award creates valuable and enduring links between Mongolians and with Australia The number and type of bilateral ties being formed between Australia and Mongolia (government and non-government) Perceptions of alumni, employers and Australians relating to the value of the ties established, how they will be drawn on, and the reasons why respondents believe the links will be maintained Engagement by alumni in other Australian linkages programs	Have some MASP II components / activities been more valuable than others in creating connections? What factors / activities have strengthened connections? Have other processes / programs helped to consolidate the ties established through MASP II? What factors could support their continued / future use of links and how could this be include in delivery of MASP II?	Collected as above – through interviews / surveys / focus groups and / or case studies with alumni, employers and Australians Monitor alumni activities supported by the program and those being implemented independently by the associations that support links in Mongolia and with Australia. Analysis and review of the program through PCC, TAG meetings and ASR and Independent progress review.

DATA COLLECTION LEVEL	DATA TO BE COLLECTED	ANALYSIS TO BE UNDERTAKEN	TOOLS FOR DATA COLLECTION & ANALYSIS
			<p>AusAID's Annual Program Performance Review for the Country Program in Mongolia will indicate links between Awards and other areas of country strategy.</p> <p>MC monitor participation by alumni in other awards and programs offered by Australia – Australia Leadership Award Fellowships, Endeavour, Government Partnerships for Development (GPDF) (previously known as the Public Sector Linkages Program (PSLP)).</p>
<p><b>Australia is recognized as valuable contributor to Mongolian Development</b></p>	<p>Information from employers (and reasons / evidence for this) regarding:</p> <ul style="list-style-type: none"> <li>- Perceived credibility of MASP and reasons for this</li> <li>- Employer's association of the program and its benefits with Australia</li> </ul> <p><i>*This information is that same as that collected against the intermediate outcomes above – noting the analysis is different)</i></p> <p>Information from other Government and non-government Mongolian staff who may have been engaged in MASP on the benefits of the program and the contribution of Australia</p>	<p>What are the key reasons employers perceive MASP to be valuable / not valuable?</p> <p>Is MASP perceived to be valuable / not valuable because of the awardee's performance on return and / or because of the employer's engagement in MASP?</p> <p>To what extent is Australia recognized and how has this been achieved / not been achieved given the number of similar awards offered by other countries?</p> <p>Is there specific added value associated with Australia, and how could this be built on and promoted through MASP?</p>	<p>Collected as above – through interviews / surveys / focus groups and / or case studies with alumni and employers (separately)</p> <p>Analysis and review of the program through PCC and TAG meetings and ASR and Independent progress review.</p>

## 6. Risk Analysis and Risk Management

As part of the design process the design team assessed the risks associated with the operating environment in Mongolia, and at the policy and program level. This was done through assessment of the experiences of the current program (review of reports – annual and 6 month and the IPR report) and through discussions completed for the design. Concerns about risks and current management and proposed options for future management were discussed with MASP MC staff (national and international advisors), AusAID and the representatives of the Government of Mongolia - MOF and the PCC Chair. Additional discussions took place with AusAID's Scholarships Section who shared the experience of other country programs and a policy perspective.

An analysis of the main risks, the likelihood that they will occur and the consequences / impact if they do is provided in Annex Twelve. A summary of the key areas – in the operating environment, policy and program level and risks associated with the assumptions made in the ToC – and key strategies to manage them is provided in this section.

The MC will as part of the initial annual plan develop a more detailed risk management plan. This plan will be revised and submitted each year as part of the program annual planning process.

### 6.1 Operating Environment

As a result of the June 2012 Mongolian parliamentary election many key Government decision makers have changed and will continue to change, including within the Mozzies. The elections have also resulted in structural changes within the bureaucracy that could be repeated following the next election in 2016. This is likely to affect the make-up of the members of the PCC, those in the Ministry of Finance and in the newly created Ministry of Economic Development - who will be responsible for management of the partnership with AusAID. It will be important that AusAID and the current MC work to establish positive working relationships with new Government partner representatives and orientate them to the current program, the new design, and the ongoing implementation requirements of MASP II.

Due to Mongolia's rapid economic growth there is an increase in the employment opportunities on offer in the private sector. Professionals who can speak English can demand high salaries. There is a risk with a change in MC that the current Mongolian staff who have good knowledge and experience in managing the program and have formed strong working relationships with partners may seek new employment. To try and ensure stability of staff in the transition, the national positions will not be part of the open tender process for the MC. The MC is expected to retain the personnel for at least the first 6 months of the new contract period. The budget allocation for national salaries has been increased to keep them competitive.

As noted, the number of providers of scholarships in Mongolia is high given the relatively small pool of potential applicants. If other providers expand their programs in the same way that the MASP program expanded in 2011 (from 21 to 38 awards annually), the pressure to attract suitable applicants will be increased. MASP has tried to expand the pool of potential applicants by promoting the awards program in the provincial areas as well as the capital and by stronger targeting of a wider pool of Public Servants. Given that MASP has little influence over the supply of scholarships by other providers, the risk is mitigated by stimulating demand in new provinces. Improved coordination with other donors will help in at least forecasting changes in future supply and their impact on the program.



## 6.2 Policy Level

Even with Australia's commitment to increase overseas development assistance to Mongolia, AusAID's Country Program is relatively modest. To create greater effectiveness and maximise the impact of MASP II it is important that there is strong and strategic coordination between it and other AusAID activities in Mongolia. This will be heavily reliant on AusAID's in-country presence to support and facilitate appropriate involvement of MASP II with other program areas.

## 6.3 Program Level

For the new directions introduced in the design of MASP II to be implemented, the design needs formal endorsement by the Government of Mongolia and importantly the commitment of all program partners. The success of the program relies on the contribution and support of partners – identifying targets, promoting the program, and committing to the new selection process. It is expected that the changes may make the program less relevant and accessible to some of the existing Government agencies. This is in fact desired if the changes implemented are effective. This may however reduce commitment of partners - particularly certain ministries and agencies of the Government of Mongolia - to the program. It will be important to work closely with the partners during the transition phase and to monitor carefully their response and commitment to the changes in the new design.

There are risks related to the quality of the applicants and awardees selected and commitment and opportunity for alumni to apply the skills and knowledge on return. These risks are managed by effective delivery of the activities required in the awards program and described in the LTA activity cycle. Careful monitoring of the processes and the quality and number of applicants and awardees is important, particularly as the changes related to broader reach with more targeted promotion and open selection is introduced. Improved coordination between providers will also help to minimize the level of potential overlap of the various scholarship options available in a relatively small market.

## 6.4 Theory of Change level

Australia enjoys a strong reputation in Mongolia in regards to its contribution to Mongolia's development. The MASP program is well respected in the country. In order to maintain this, and meet the goal of the program, the MASP program must continue to be considered among the best quality scholarship programs available in Mongolia. Ongoing support for the Mozzie alumni to maintain connections among past awardees and links for new awardees is critical to this. Participation in Mozzie events allows past awardees to continue to enjoy the benefits of the MASP program. Support of the Mozzies to allow them to flourish will assist in maintaining the strong reputation that Australia currently enjoys within Mongolia in regards to its development.

The Mozzies also have a significant role to play in ensuring that returned women awardees are afforded the same opportunities as returned men awardees. In order for MASP to meet its objectives, women returnees need to be able to apply their skills on return. This requires them to receive the same opportunities as men in terms of promotion to management and other decision making positions. With the majority of awardees expected to be women, in line with historic levels, access to opportunities and promotion for returned women awardees is critical to the success of the program. A significant level of support to the Mozzies specifically for women's development activities will contribute to this.

## 7. Cross Cutting Policy Issues

AusAID requires that all design processes consider issues and provide guidance on program strategies to manage disability and gender, corruption, environment and child protection. A range of equity issues needs to be managed in the program to achieve equality of contribution, participation and benefit by women and men and people with disability.

## 7.1 Gender Equality

An analysis of key aspects of gender inequality in Mongolia that are relevant and will inform on the strategies that will be used in the program are provided in this section. The key sources used in this analysis are - country analysis report by UNICEF (2009)<sup>43</sup>, Country Gender Assessment report by Asia Development Bank (2008)<sup>44</sup>, the Gender Gap Report World Economic Forum (2011)<sup>45</sup> and the report of the Committee on The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)<sup>46</sup>.

Mongolia ratified for The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1981 and the Optional Protocols in 2002. In certain areas of gender equality Mongolia appears to be performing reasonably well. The Gender Development Index (GDI) is a measure of inequality between men and women. Mongolia ranks 87 out of 136 countries in the 2007 on this index. In some areas Mongolian women are positively represented for example women have a longer life expectancy than men, and outnumber men in school attendance across all age groups. However, women have lower purchasing power than men earning USD\$3,141 compared with men's USD \$3,912.

Mongolia is ranked 65 out of 76 on the Gender Empowerment Measure (GEM) - . The GEM captures inequality in political, social and economic participation and decision-making and earned income. Although women actively participate in social and economic dimensions, there is significant inequality with men holding greater power and decision-making responsibilities<sup>47</sup>.

### 7.1.1 Education

At the primary level of education there is gender parity, however in the secondary and tertiary education there is gender gap favoring female students. In secondary education the ratio of girls to boys was 1.05<sup>48</sup> in 2007 – slightly lower than that of 2000 (1.11). At the tertiary level the disparity in favor of women is much higher (1.53).

Poverty is a key factor that keeps more boys out of school. This is because they have greater opportunities to contribute to the family income (through herding, mining, construction) than do girls. Income earned by boys may be used to fund the costs of the girl's education. Parents believe that the education system does not lead to improved employment opportunities. For this reason, where there are limited funds available, families will often choose to send their daughters to university because they believe boys will have greater options than girls to earn a living from employment that does not require tertiary education<sup>49</sup>.

### 7.1.2 Economic participation

Women's labour force participation (2011) is less than men (0.88) and they earn less than men for equivalent work (0.78)<sup>50</sup>. Women are over represented in technical and professional worker roles (1.20) particularly in service industries, health and education. More men than women hold positions as legislators, senior officials and managers (0.90). Men are more often employed in higher paying

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<sup>43</sup> UNICEF Situation Analysis Of Children And Women In Mongolia (2009)

[http://www.unicef.org/sitan/files/SitAn\\_Mongolia\\_2009.pdf](http://www.unicef.org/sitan/files/SitAn_Mongolia_2009.pdf)

<sup>44</sup> Asia Development Bank Mongolia Country Gender Assessment (2005) <http://www.adb.org/documents/mongolia-country-gender-assessment>

<sup>45</sup> World Economic Forum The Gender Gap Report (2011) <http://www.weforum.org/reports/global-gender-gap-report-2011>

<sup>46</sup> <http://www.un.org/womenwatch/daw/cedaw/sessions.htm>

<sup>47</sup> Ibid 47

<sup>48</sup> shown as ratios – where 1 is parity and ratio of less than 1 indicates more men than women, and more than 1 indicates more women than men

<sup>49</sup> Ibid 47

<sup>50</sup> Ibid 49

industries – mining and construction and there are fewer opportunities for women to work in the mining industry even though half of the geology graduates from university are women<sup>51</sup>.

Women's participation in unpaid work is higher than men. This is because household work and child care is seen as women's work - meaning women take up a disproportionate level of care responsibilities for the family in Mongolia in a context where larger families are common<sup>52</sup>. The higher household and family care responsibilities reduce women's opportunities in economic and social participation and probably further reinforces gender stereotyping.

#### **7.1.3 Political Participation and Decision Making**

Since 1990 there has been a decline of women's in participation in politics. In 2008 it dropped to only 3.9% compared to 6.6% in 2005 and 24.9% in 1999. The reduction in number of women in political positions is attributed to the negative attitudes towards female candidates that in turns limit their capacity to raise sufficient support from within the party and funds to be elected<sup>53</sup>.

The number of women in senior positions within Government has been consistently low since 1997. In the Mongolian civil service in 2007 women held a total of 53.6% of all positions. However the number of women in senior level positions was low - 12% of all executive directors, 15.8% deputy directors and 44.3% of senior officers<sup>54</sup>.

#### **7.1.4 Gender Based Violence**

There has been an increase in all forms of gender-based violence. There are reports of figures as high as one in three women having experienced domestic violence. The occurrence of other forms of violence including sexual harassment in the work place and public spaces and trafficking of women are high<sup>55</sup>. This is attributed to the effects of economic transition, and due to the gender stereotypes of women presented in the media and in education<sup>56</sup>.

A Domestic Violence Law was passed in 2004 following heated public debate. However there is little evidence of it being applied largely due to inadequate allocation of human and financial resource by the government<sup>57</sup>.

#### **7.1.5 Policies and Laws**

The Government of Mongolia has committed relatively few resources and there is little commitment by leadership to implement targets set under the National Program for Gender Equality (2002) that conform to the MDG targets. The United Nations Committee on the CEDAW commented in its last report (2008) that progress on gender targets are lagging in Mongolia meaning that there is overall slow progress in many areas of women's rights and gender equality. They noted a lack of commitment to women's rights by the Government of Mongolia particularly the lack of legislative frameworks and resources to develop and implement gender equity and women's rights in government programs. The Committee noted the National Committee of Gender Equality was established in 2005 but that it has limited capacity, and insufficient resources to effectively promote the advancement of women and gender equality. It does not have a sufficiently strong mandate to work with line ministries to promote gender mainstreaming in public policies and programs.

There are civil society organisations concerned with and advocating for women's rights and gender equality. However, the issues are rarely raised in discussions on social justice and poverty alleviation<sup>58</sup>.

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<sup>51</sup> Ibid 47

<sup>52</sup> Ibid 50

<sup>53</sup> Ibid 48

<sup>54</sup> Ibid 47

<sup>55</sup> refer [genderindex.org/country/Mongolia](http://genderindex.org/country/Mongolia)

<sup>56</sup> refer [genderindex.org/country/Mongolia](http://genderindex.org/country/Mongolia)

<sup>57</sup> Ibid 48

In 2005 the Asia Development Bank provided support to establish a working group made up of parliamentarians, the National Committee of Gender Equality and civil society representatives to draft the Gender Equality Law. The law was adopted by the Mongolian Parliament in 2011. The law prohibits any forms of discrimination including gender based violence and sexual harassment. It explicitly requires employers to take preventive measures against all forms of sexual harassment and to create zero-tolerance on sexual harassment in the workplace. The Law provides a basis and impetus to ensure more equal participation of women and men in all political, legal, economic, cultural, and social spheres<sup>59</sup>.

#### **7.1.6 Gender and MASP**

The experience of MASP reflects the situation for women more broadly in Mongolia. More women than men participate in all stages of the Award program including English language training. Women make up about 60 – 70% of the ADS applicants and scholars.

Specific data on reintegration and promotion of women and men after the scholarship has not been collected. Anecdotal evidence suggests that fewer women than men progress to senior decision-making positions, although it has been reported, but not specifically measured, that there has been some improvement in recent years. All Mongolian staff employed by the current MC are women however the majority of Mongolian representatives on the PCC – the decision making structure for the program - are men.

Efforts will be made, respecting the limited influence that the program has, to try and improve the number of women who are promoted to more senior leadership and decision making positions after the Award. This will be through the design and delivery by the MC of a specific program on women and leadership to be run by the Mozzies. Efforts will also be made to have more women in decision making positions in the program by recruiting suitably experienced and qualified women as members of the PCC and the TAGs. If a mechanism for stronger coordination between the various providers of international scholarships is achieved, this may through the involvement of a number of development partners working collectively (rather than just AusAID) to influence change in employment and promotion of women in the work place.

**The specific gender equity strategies** that the MC will implement are:

- build on the evidence and experience from the current program on gender equality and use this as the basis to develop a revised gender strategy and activity plan
- gender equality analysis is included as part of the human resource development planning that will be used in the development of gender sensitive DAPs targeting and promotion
- targeted promotion that engages with both men and women
- emphasise and work with employers to raise awareness about the importance of gender equality in award selection process and on return promoting and supporting equity in opportunities for women
- monitor reintegration plans demonstrate the employer's commitment to re-employ women in positions that are appropriate to their new qualification and provide necessary support and where feasible advise and support employers on who to provide an enabling environment for women
- have a better understanding of the barriers men and women may face created by family commitments and responsibilities, and seek to put in place appropriate management and support processes that reduce barriers to participation
- increase the understanding and commitment to gender equality of the PCC by providing information on gender equity strategies and progress in the monitoring reports submitted to the PCC meetings

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<sup>58</sup> ibid49

<sup>59</sup> <http://www.adb.org/themes/gender/gdcf-case-studies/mongolia-enacting-gender-equality-law>

- identify a representative for the PCC from Government of Mongolia through the National Committee on Gender Equality
- discuss issues and explore strategies on gender equity with the TAGs to increase their understanding and commitment
- ensure all information and materials produced by MASP II are gender sensitive and appropriate
- gender balance in the make-up of the selection and interview panel
- all data collection and analysis is disaggregated for gender
- gender equality issues are reported in the monitoring and progress reports

## 7.2 Disability Equality

Australia ratified the UN Convention on the Rights of Persons with Disability (CRPD) in 2007. Under the Convention Australia has obligations and legal requirements to promote the rights and inclusion of people with disability and act against discrimination people may experience due to their disability. This protection applies to international scholars with disability while studying in Australia, and under article 32 of the CRPD to all of Australia's overseas development assistance programs.

Disability is described as resulting from the interaction between persons with impairments and attitudinal and environmental barriers that hinders their full and effective participation in society on an equal basis with others<sup>60</sup>. It is understood that it is the environmental barriers that prevent equal and fair participation. The CRPD includes in its description of people with disability those who "have long term physical, mental, intellectual and sensory impairment".

Including people with disability in the aid program is a priority for Australia's aid program. AusAID's *Development for All: Towards a disability inclusive aid program (2009 – 2014)* provides guidance on priorities and strategies for disability inclusion policy and programs. Disability inclusion has been introduced into the design of AusAID's Development Awards since 2008 and the Scholarships Section has developed guidance notes (March 2012) to assist in design and management of disability inclusion in programs. In some programs targets have been set of 2-5% participation by people with disability and of people working in disability services. As there is paucity and poor quality of data on disability prevalence and barriers to participation there is little evidence base for these targets. They do serve as a motivation for programs to actively put in place strategies that reduce barriers and promote participation by people with disability.

The Government of Mongolia ratified the CRPD in 2008. The Ministry of Social Welfare and Labour (MSWL) is responsible to ensure the rights of Mongolian people with disability are protected and promoted and is working to strengthen national policy frameworks so that they align with and meet the obligations of the CRPD.

Currently people with disability in Mongolia face many barriers to equality in participation. Those that are particularly relevant to the program include: very limited access to assessment and rehabilitation services (particularly outside the capital); limited availability of assistive devices and technology; poor physical access such as built infrastructure and transport services; access to education and little adjustments made to the learning environment; discrimination in the work place – currently no people with disability are employed in the public sector and there is no official data available about employment and disability, and there are many attitudinal and institutional barriers. There are some active disabled people's organisations that represent and advocate for the rights of people with disability. AusAID through placement of AYADs is providing capacity to organisations working in the sector.

The current program has recently considered disability in its social inclusion strategy (2010 / 11). The MC is currently working with an applicant with disability by making adjustments to ensure barriers to her participation in MASP are removed. The MC has been provided with lessons learned from other

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<sup>60</sup> United Nations, 2006

AusAID Development Award programs to help the MC apply them in development and implementing of assessment and adjustment processes. To date no people who have disclosed having a disability have participated on the Awards. In the 2012 selection process one applicant - a person who is blind - was not considered as not provide an IELTS score at the time of her application due to there being no accessible IELTS tests available for people who are blind in Mongolia.

AusAID has some experience of disability in Mongolia, however all stakeholder groups and AusAID have limited knowledge of the types of barriers to inclusion in the Mongolian environment. For this reason targets for disability participation in the new program initially will not be set. During the first two years of the program people with disability will be encouraged to apply and adjustments that are needed for equitable participation and non-discrimination will be put in place. A small fund will support adjustment for people with disability.

In the initial phase of the program the MC will focus on increasing knowledge about disability and use this to improve the capacity of the program staff and the management (PCC) and to set strategies to effectively manage inclusion. It is expected that by year two of the program that targets will be set based on stronger evidence, and better capacity will be in place to deliver disability equity strategies.

**Equity strategies that support disability inclusion and equality** in the program are:

- build knowledge and evidence base on the situation for people with disability in Mongolia that provides basis for the program's disability inclusion strategy
- develop and implement a disability inclusion strategy that ensures equity and non-discrimination in all program activities and provides clear guidance on use of the disability equality fund
- targeted promotion that engages with people with disability and organisations in the disability sector
- increase the understanding and commitment to disability equality of program staff by training and resources and short term technical advice
- increase the understanding and commitment to disability equality of TAGs and PCC by providing information and including it in as part of the agenda of the meetings
- include a representative of the disability sector – ideally a person with disability on the PCC
- discuss issues and explore strategies on disability equality with the TAGS to increase understanding and commitment
- ensure all information and materials produced by MASP II are available in accessible formats and that the web site meets universal accessibility standards
- ensure venues for MASP II activities are accessible and where possible meet universal design standards
- provide disability awareness training and information to the selection and interview panel and encourage recruitment to the panel of a suitably qualified person with disability
- all data collection and analysis is disaggregated for disability and is reported in the monitoring and progress reports

### 7.3 Anti-Corruption

The transparent management and governance of MASP II will serve as model of good practice on anti-corruption. The DAPS that provide the criteria for selection of scholars from targeted sectors and appropriate organisations will be publicly available. Individuals will submit applications, rather than the current process for category one applicants of being nominated by their employers. Work between the MC, AusAID and TAGs provides an avenue for ensuring fair and transparent selection processes for the Awards are used.

The short listing and selection of awardees will be merit based and independent panels will undertake each activity. Splitting these responsibilities provides greater transparency in the selection process. The MC conducts initial shortlisting, with support from local experts from the relevant disciplines as outlined in section 4.3.3.

AusAID will chair the selection panel that will include representatives from the Government of Mongolia and non-government organisations. The MC provides secretarial and logistical support to the selection panel and is responsible for ensuring consistency and fairness in the process.

The MC is required to put in place financial management and control systems that satisfy AusAID's requirements. The MC will employ an independent auditor that will prepare an audit report of the program accounts annually to internationally recognised standards.

#### **7.4 Environment**

From AusAID's Mongolia environment analysis we know that Mongolia is currently using its environmental wealth at unsustainable levels, as demonstrated by its adjusted net savings of -24.9%. The contamination of groundwater, environmental pollution and its environmental health impacts are key factors that reduce a country's adjusted net savings. In particular the negative impacts of mining upon Mongolia's sensitive natural environment and traditional pastoral lands are at the forefront of public debate.

To help address these issues, environment is the focus of the second component of the AusAID Mongolia Mining for Development Program. Activities to take place under this component include groundwater resource management in the Southern Gobi Region and assistance with the country's first comprehensive Strategic Environmental and Social Assessment. MASP II will complement these activities by offering scholarships in environmental related studies. It is a priority development area for Mongolia and one where Australia has relevant expertise and postgraduate courses. The activities implemented in program delivery – workshops and meetings – do not have specific environmental impact

#### **7.5 Child Protection**

It is very unlikely that MASP II activities will include contact with children. If they do, the MC is required to have a Child Protection Policy and meet AusAID's Child Protection Compliance Standards for Partners.

### **8. Sustainability**

MASP is well known and well respected in Mongolia as an avenue through which Mongolians gain skills and expertise from Australia and a means for ties and relationships (often at a senior political and influential level) between Mongolians and Australians to be formed. There has been strong participation and positive experience of the Mongolian Government in the governance and strategic decision making about the program that has helped to forge strong relationships and provide a sound basis for broader bilateral relationships between Australia and Mongolia. The enhanced investment by AusAID (including setting up an office in Ulaanbaatar) and the first Country Program Strategy, which will be implemented from 2013, will help to further strengthen the bilateral relationship and cooperation, and provide a stronger basis for assuring sustainability of the inputs provided through MASP II.

The sustainability of MASP II is realised through the application of the skills and knowledge gained by the awardee from the program and the contribution this makes to positive social and economic development change in Mongolia. How effectively this occurs relies on a number of factors that relate to the design and delivery of the program, the capacity and motivation of the individual and the opportunities available in the context where s/he is.

The targeted promotion, selection process and choice of course by the awardee influence the program's effectiveness and impact. The Human Resource Development Analyses that will be completed in the first three months of the program will provide important information about the sectoral areas and fields of study that will then form the basis for the decisions made about targeting

and promotion of the program. AusAID's more strategic and focused approach to the development assistance it provides to Mongolia will assist sustainability as the fields of study and areas where the awardees work will increasingly over the period of the program and as the AusAID country program is implemented be in priority areas supported by AusAID's other programs in Mongolia. The setting up of Thematic Advisory Groups (TAG) (that are multi-disciplinary groups from the participating partners in MASP II) to support targeting, promotion and reintegration of awardees will help to improve the quality of the promotion and selection of the awardees, and will be a means which supports and helps to monitor the awardees on return to the employment in Mongolia.

A well-managed Reintegration Plan that assists the awardee and their employer to find appropriate ways to extend the individual capacity gained on the award to have broader social and economic benefit is critical to the program's effectiveness. As such, Reintegration Plans should be designed collaboratively by the awardee and the employer, program processes must support their use and emphasise the central role they play and program staff must invest time in assisting awardees and employers with the development, monitoring and maintenance of the Reintegration Plans. Additional human resources have been allocated in the new program (the Human Resource and Partnerships manager and the short term advisor on Human Resource Development and Academic Advisor). These positions will work with members of the TAG to improve the quality of the reintegration plans – how they are developed and adjusted throughout the award period, and their application on return.

The experience from the current program shows that there is good return rate by awardees to Mongolia – with virtually all remaining in employment in the country on return and most government employees remain in their positions and use their newly acquired skills and experience. There is some evidence that in certain cases government agencies are slow to re-employ and find suitable positions for alumni on their return, so reducing the impact of the award. Strengthening the support provided by MASP staff and the TAGs, and better quality targeting and selection aims to reduce this occurring. The change to the selection process, which will be a single merit based process, should also help to better identify awardees who are well motivated and well placed to apply their skills and knowledge on return.

One objective of MASP II is that the program provides opportunity for links to be made between Mongolians and with Australia. This is through participation on the LTA and the follow up connections facilitated through the range of alumni activities. In MASP II there will be increased investment in alumni activities – the small grants fund and more substantial funding that specifically invests in women's leadership and professional development. Making enduring connections contributes to sustainability – through peer support and networking, and by providing opportunities for coalitions to form that can promote change around certain development reform ideas and processes. The connections made offer ongoing avenues that can further strengthen capacity at an individual and institutional level around certain development areas. This may be by collaboration for sharing ideas and expertise, accessing financial resources and through other study and exchange programs between Mongolia and with Australia.

Another objective of MASP II is the program creates opportunities for links between Mongolians. Because of their international higher education qualification and the strong reputation of the Award, MASP alumni hold a relatively elite and influential position in Mongolia. Activities implemented with the alumni association and the support of individual alumni will provide opportunities for Award graduates to connect and engage professionally around particular issues of shared interest. The connections may lead to networks or coalitions of alumni being formed that in the longer may be influential in shaping thinking, decision-making and reform of development issues in Mongolia.