



Annex 1

Terms of Reference *for the Final Review*

Youth Employment Promotion Project
(VET Project Phase II)
2016-2018
Project Number: 7F-07710.02

1. Purpose

The present Terms of Reference (ToR) provide the framework for the final review of the Youth Employment Promotion Project (VET Project phase II, supported by SDC since 2012). The final review serves the purpose of assessing the results of the project, provide lessons learned and provide recommendations and possible guidelines for the elaboration of the next two-years exit phase, keeping in mind the need for consolidation of the activities and hand-over of the ownership to the national partners.

2. Context

Mongolia's economy is characterised by rapid fluctuations which are influenced by strong dependence on commodity prices. During its high growth (max 17.5%) in 2011-2014, particularly in the resource sector, Mongolia experienced massive changes in the demand for skills as well as the structure of employment. Since 2015 the economic growth has been significantly decreasing to 5% in 2017. The labour market is characterised by a shortage of skilled labour (as reported by 20 percent of the private sector in the first quarter of 2015) and persistent high youth unemployment.

The TVET system is poorly linked to the labour market and is unable to equip youth with the skills needed to meet market requirements. The labour market challenges are most strongly felt by young people aged from 15 to 25 who struggle to complete the transition from school (universities, VET institutions, public schools) to the workforce. According to National Statistical Office (NSO) data, the unemployment rate of youth aged from 15-25 is persistently high, reaching 17.3 percent in 2015 (14.2 percent in 2017).

Young men in rural areas are particularly affected as they are more likely to leave school early to join the labour force or become a herder. The gains from better access to education have not yet translated into better access to the labour market for young women. Evidence shows that young women are often in poorer quality jobs, are often constrained by occupational segregation, and are paid less than young men.

Rates of informality, unemployment, and inactivity are particularly high for a number of specific groups, including women, seasonal workers, rural-to-urban migrants, and particularly youth. Compared with similar economies, Mongolia's Not in Education, Employment, Training (NEET) rate is high, particularly among males, and particularly in aimag centers and Ulaanbaatar.¹

The Government of Mongolia (GoM) recognises employment as a priority goal in creating a sustainable and competitive economy and implements employment promotion programmes and projects, as a basis for active labour market policies. In 2017, the Government of Mongolia planned to spend MNT 26.7 billion for employment promotion programmes.

¹ RAND study 2015

3. Subject of the review: VET Project Phase II

The first phase of the project was implemented during 2012-2014 and aimed at strengthening the regional methodological centres and equipping the target schools in selected occupations. The project successfully achieved the desired outcomes by 2015 and SDC was formally acknowledged by the Government of Mongolia for its efforts in VET and youth development sector.

During the preparation of the second phase, the Ministry of Labour approached SDC with a request for assistance in formulating youth employment policies and in implementing practical approaches that increase the employability of young graduates. The second phase of VET project was therefore designed to address the link supply and demand and contribute to better functioning employment systems.

The phase 2 is built around three components:

- Support to the Ministry of Labour and Social Protection (MLSP) in formulating youth employment promotion policies that are based on evidence and good practice and will contribute to a conducive environment for youth employment.
- Support to institutions such as the labour divisions and the Local Employment Councils, the business support centres and associations in improving their services towards youth
- Promotion of start-ups of young entrepreneurs, coaching and financial support

4. Objectives and scope

The main objectives of the external review are to

- (1) Review the relevance, effectiveness, efficiency and sustainability of the Project to date;
- (2) Demonstrate the program's achievements, challenges and lessons learned including governance, gender and inclusion (LNOB) dimension;
- (3) Identify any intended or unintended outcomes which may already be visible;
- (5) Provide recommendations and lessons learned for a realistic exit strategy in 2019-2020.

The scope of the review will be informed by the guiding questions suggested in the section below. And will cover the duration of the current phase.

The review will assess overall project implementation, as well as the implementation of its parts, in light of Mongolia's current political, economic and social context. The time frame in which to consider is limited to January 2016 to May 2018.

5. Guiding questions

Relevance

- Is the project relevant in relation to the needs and priorities of the intended beneficiaries?
- To what extent the project has contributed (or not) to Mongolia's TVET and employment sector reforms?
- How the intervention's design and implementation contributed (or not) toward the SDC overall goals of improving employability of target population?

Effectiveness

- To what extent did the project achieve its goals?
- What changes were registered within the systems (in terms of processes, capacities and skills) and how can they be attributed to the project?
- What are the major factors influencing the achievement or non-achievement of the outcomes?

Efficiency

- What were the intervention benefits and related cost to target population – Mongolian youth?
- Were the interventions cost-efficient, i.e. how economically have resources/inputs (funds, expertise, time, etc.) been converted to results?

Sustainability

- To what extent will effects of the Project be maintained beyond the SDC support?
- To what extent is local ownership established? What is the uptake by Government of Mongolia based on project results to upscale or replicate?
- What are the major factors that could be identified at this early stage that influence the achievement or non-achievement of the project's sustainability?

Cross-cutting topic:

- To what extent strategic needs of men and women have been addressed in the implementation of the Project? What can be done better ?
- Was inclusion addressed ? Was the access to the benefits of the project equitable to all groups of the population ? Was there any discrimination ?

Lessons Learned and Recommendations

- What lessons can be learned from the implementation thus far?
- Are there any recommendations for improving the achievement of outcomes?
- What are the recommendations for the exit strategy of the Project, the areas of focus and priorities during the remaining two years of the exit phase in order to ensure their consolidation and sustainability?

6. Methodology

The Final Review will be conducted by a team of two independent consultants – one international and one national. The team will work according to the principles of independent reviews and be free of any link to or control of the specific programme or organisation being evaluated.

The methodology will be a mix of desk review (analysis of relevant reports and data related to the programme) and interactions with stakeholders in the field (series of meetings and interviews). The review should include analysis of quantitative and qualitative data. The proposed steps are below:

- The Review approach paper (AP) is an initial desk review to be drafted and consulted with SDC prior the in-country mission. It should define and clarify the review process, including all methods and methodological issues;
- In-country mission which includes an initial briefing with the SDC office, interviews with key stakeholders and visits to the field;
- Presentation of initial findings and recommendations for the exit phase during the debriefing meeting with SDC;
- The final review report for SDC.

The overall methodological approach for the review is participatory. The review team will closely collaborate with the main stakeholders in order to ensure that the findings of the review are credible, sustainable and likely to be used. Under the guidance of the SDC Office in Mongolia, the review team will work together with the project implementing agency.

The partners to be interviewed should include, but not be limited to, representatives from the following organisations:

- Ministry of Labour and Social Protection, Ministry of Food, Agriculture and Light industry (SME Department);
- National Employment Council members; Local Employment Councils in selected regions
- Local Employment Divisions management and staff;
- other projects in the VET and employment sector (EU funded SECIM, GIZ implemented VSD project);
- Mongolian National Federation of Employers;
- Representatives of BDS providers (incl. incubation centres, Start-up Mongolia, Development Solutions etc);
- Employers representatives;
- Youth in target regions, VET students, beneficiaries

7. Review team

The mission core team will be conducted by one international and one local experts. The team will be supported by a translator.

Team leader (international consultant): The team leader will assume overall responsibility for the expected results of the review. Requirements: A senior professional with a minimum of 10 years' experience in design, management and review of international development projects and expertise in all aspects of project-cycle management. Experience in the technical areas of active labour market policies, employment promotion is a must, experience in TVET systems is desirable. Previous experience in reviews of programmes and projects for SDC would be an asset; excellent analytical skills; excellent interpersonal skills with experiences of working in multidisciplinary teams in international context; excellent report writing skills with ability to write concisely in English.

Team member (national consultant): A professional with proven experience and expertise in Mongolian labour market systems of minimum of three years; experience in project reviews/reviews is an advantage. The expert is expected to support the team leader by: (1) Setting up the mission schedule and logistics; (2) Contextualising findings, conclusions and recommendations; (3) Providing sector insights; and (4) Collaborate for the review report drafting and finalisation.

8. Deliverables

1. **A review approach paper and a work plan:** The brief approach paper (AP) will be elaborated ahead of the in-country mission in consultation with SDC Mongolia. The AP will state the outputs that will be delivered by the review team; describe the key stages of the review process and its time line; and establish clear roles and responsibilities for the review team members, the commissioning organisation and other stakeholders in the review process. In addition, the AP can reformulate or add to the guiding questions.
2. **Review report:** The main output of the review will be a detailed review report that includes a thorough situation analysis (taking into account the guiding questions), a review of ongoing activities, and comprehensive and specific recommendations. The review report should be objective and factual so that it can be distributed and shared with all major stakeholders. The length of the report should not exceed 15 pages, excluding annexes.

The team Leader is responsible for preparing the final report, with written inputs from team members. The outline/structure will be validated at the end of the mission during the debriefing.

9. Timeframe

The following table provides an overview of dates, activities and a tentative time allocation for mission members, which also constitutes the basis for the individual contracts between the consultants and SDC.

Dates	Description	Days Team Leader
May 21 – May 28	Review of reference documents, elaboration of draft AP, review design matrix and review report outline	4
By May 28	Draft AP submitted to SDC Mongolia for consultation	
June 4 - 15	In-country mission (separate work plan incl. travel to one of the project sites)	9.5
	International travel	2
June 17 - 21	Writing and submission of draft review report	5
June 21 - 25	Comments by SDC to draft report	
June 26	Revision by team leader and Final review report sent to SDC	0.5
June 30	Management response by SDC	
	Total days	21

10. Budget

International travel will be in economy class. Hotel costs (effective) and per diem for Mongolia will be based on the guidelines of the Swiss Federal Department of Foreign Affairs.

11. Reporting

The review team will report to the Deputy Director of Cooperation of SDC Mongolia for the entire duration of the assignment. Administrative and conceptual support will be provided by the National Programme Officer (NPO) responsible for the Basic Education and Vocational Training domain.

12. Reference documents

- Swiss Cooperation Strategy 2013-17 and 2018-21
- The Project Document (SDC)
- Project Fact sheets and Credit Proposal documents (SDC)
- GFA technical and financial offers for the VET II
- Annual Plans and reports for the phase;
- The relevant local laws and policies;
- SDC Guidelines and policies for the sector;
- Other laws and regulations as deemed necessary

Ulaanbaatar, 02.05.2018

Agreed: Marc Bloch /signature/

Approved: Ilaria Dali /signature/

Annex 2: Time Schedule YEPP Review Marc Bloch, Version 28.05.2018

Time	Session/Activity	Remarks	Clarification
Sunday, 03 June			
16:45	Arrival in UB at (MIAT)	Night at Tuushin Best Western hotel	
Monday 04 June			
9.30 – 11.30	Briefing SDC		
Afternoon	Working session with PIU Finalisation of evaluation methodology with local consultant		
Tuesday, 05 June			
9.00 – 10.30	Mr. D. Khadkhuu, Secretary of National Employment Council in MLSP	Policy counterparts	Focus group discussion or individual interview with Youth start-ups?
11.00 -12.30	Mr. Ch.Sanalbayar, Head of Labour Department, General office for Labour and Welfare Service	Policy counterparts	
14.00 -15.30	Mr. Ch.Mendbayar, Head of Labour and Welfare Service Division of Bayangol district, G. Enkhbayar, Head of Labour unit and staff of labour unit	Policy counterparts and Employment service counterpart	
16.00 -17.00	Visit to Youth Employment Service Pilot Desk (YEPD)	Employment services pilot	
17.00-18.00	Meeting and group discussion with youth start-ups	Youth startups	
Wednesday, 06 June			
08:30-10.00	Mr. S.Erdenebat, Director of Start-up Mongolia NGO, Location: PIU	Youth startup promotion	
10.00-11.00	Mr. E. Bat-Orshikh, Director of Development Solution NGO, Location: PIU	Youth startup promotion	
11:30-13:00	Mr. S. Dambii, Head of Labour division, Employment Policy Department, MLSP	Policy counterpart and Youth startup promotion	
14:10-15:30	Mr. A.Luvsandagva, Director of Association of Business	Youth startup promotion	

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16:00-18:00	Incubation Centers Ms. A.Amarjargal, Director of Private Labour Exchange Offices Association	stakeholders, BDS providers; Private employment services	
Thursday, 07 June			
6.50 – 8.20	Flight to Umnugovi aimag from Ulaanbaatar	With some of PIU staff	
11:00-13:00	Ms. B.Doljinsuren, Head of Labour and Welfare Service Department of Umnugovi aimag and Labour Division's staff	Local stakeholders	
14:00-15:40	Visit to Youth Employment Service Pilot Desk (YESPD) in Umnugovi (Detailed Agenda will be provided by the Umnugovi Labour division and PIU)	Employment services pilot	
16:00-18:00	Start-up acceleration training and meeting with young start-ups (Detailed Agenda will be provided by the Umnugovi Labour division and PIU)	Youth startup promotion	Focus group discussion or individual interview with youth?
Friday, 08 June			
Morning	Meetings with Deputy Governor of Umnugovi aimag, Local Employment Council member (Detailed Agenda will be provided by the Umnugovi Labour division and PIU)	Local stakeholders	
Afternoon	Employers representatives and Local Employment Council (Detailed Agenda will be provided by the Umnugovi Labour division and PIU)	Local stakeholders	
Saturday, 09 June			
8.40 – 10.10	Flight from Umnugovi to UB		
Afternoon	Analysis of findings, Working on report		
Sunday, 10 June			
	Analysis of findings, Working on report		
Monday, 11 June			

09:00-10:30	Ms. Beate Dippmar and Ms D.Otgonchimeg, Senior Expert, Vocational Skill Development (VSD) Project, GIZ	Development partners	
11:00-12:30	Mr. David Pearson, Team Leader of STVET-II Project, EU	Development partners	
14:00-15:40	Mr. Kh.Ganbaatar, Director of Mongolian Employers Federation	Private sector partners	
16:10-17:30	Ms. Natsagdolgor, Employment promotion project, World Bank (Loan project)	Development partners	
Tuesday, 12 June			
9:00-10:30	Ms Natalie Bye, Youth, Entrepreneurship and Private Sector Officer, UNDP	Start-up and Entrepreneurship support	
11:00-12:30	Ivan Takac, International expert, PIU	Youth Employment Service Pilot Desk	
Afternoon	Analysis of information, preparation of validation workshop		
Wednesday, 13 June			
9:30 – 13:00	Validation workshop with key stakeholders		
14:20-15:30	Meeting with Ms. Tungalag and Mr. Pascal Houben, VETPartnership NGO		
16:00-18:00	Additional meetings if necessary, reflection and conceptual work		
Thursday, 14 June			
Morning	Debriefing with SDC, reflection and conceptual work		
Afternoon	free		
Friday, 15 June			
06.25	Departure UB (MIAT)		

Assessment grid for evaluations of SDC projects/programmes

Key Aspects based on DAC criteria		Score (choose only one answer for each question)	Justification - compulsory (please write a short explanation with the main points and refer to the chapter(s) where the information that justify your assessment can be found)
Assessment of relevance			
1. The extent to which the objectives of the SDC projects/programmes are consistent with the demands and the needs of the target groups (incl. gender-specific requirements).	☒ <i>Very good: Fully consistent</i> ☐ <i>Good: Largely consistent</i> ☐ <i>Poor: Only partly consistent</i> ☐ <i>Bad: Marginally or not at all consistent</i> ☐ <i>Not assessed / Not applicable</i> ¹		Responds to needs of young people; In line with SDC strategic plan
2. The extent to which the objectives of the SDC projects/programmes are consistent with the demands and the needs of partner country (institutions respectively society) as well as the sector policies and strategies of the partner country	☒ <i>Very good: Obvious consistency with demands and needs of society and in line with relevant sector policies and strategies</i> ² ☐ <i>Good: Consistency with demands and needs of society and in line with relevant sector policies and strategies</i> ☐ <i>Poor: Consistency with demands and needs of society not visible but in line with relevant sector policies and strategies</i> ☐ <i>Bad: Not consistent</i> ☐ <i>Not assessed / Not applicable</i> ¹		Fully in line with Government policies and strategies.
3. The extent to which the design of projects/programmes is adequate to achieve the goal and objectives (definition of target groups; choice of approach and operational elements; articulation of components; choice of partners; consistency with SDC policies and experiences).	☐ <i>Very good: Fully adequate</i> ☒ <i>Good: Largely adequate</i> ☐ <i>Poor: Only partly adequate</i> ☐ <i>Bad: Marginally or not at all adequate</i> ☐ <i>Not assessed / Not applicable</i> ¹		In line with SDC strategic plan, especially outcome 1 and 2. Outcome 3 only partially in line.
Assessment of effectiveness			
4. The extent to which the planned objectives at outcome level have been achieved taking into account their relative importance. If possible, distinguish the quality and quantity of results achieved.	☐ <i>Very good: Fully achieved or overachieved</i> ☒ <i>Good: Largely achieved</i> ☐ <i>Poor: Partly achieved</i> ☐ <i>Bad: Marginally achieved</i> ☐ <i>Not assessed / Not applicable</i> ¹		Tendency is that planned OC will be achieved. It is too early to make a firm statement especially on the qualitative side. On the quantitative side it is foreseeable that OC will be achieved.
5. The extent to which the projects/programmes contribute to poverty reduction, inclusion and/or reduction of vulnerabilities. ³	☐ <i>Very Good: Strong evidence of contribution</i> ☒ <i>Good: Evidence of contribution</i> ☐ <i>Poor: Few evidence of contribution</i> ☐ <i>Bad: No contribution</i> ☐ <i>Not assessed / Not applicable</i> ¹		Young people enroll at the YES desk. Outcome 3 has a motivational and educative effect. Longer term impact can only be observed in 10 – 15 years.

¹ This category applies a. if the ToR of the evaluation explicitly exclude the assessment of the criteria and/or of the key aspect(s) or b. if there is no information available to assess the criteria.

² The policies and strategies should not be in opposition to the needs of the society (applies mainly in governance and human rights).

³ Dimensions for consideration are: a) economic (income and assets); b) human capacities (health, education, nutrition); c) ability to take part in society (status and dignity); d) political capacities (institutions and policies); e) resilience to external shocks.

6. The extent to which the outcomes achieved contribute to improved governance from a system perspective. ⁴	☐ <i>Very good: Strong evidence of contribution</i> ☒ <i>Good: Evidence of contribution</i> ☐ <i>Poor: Few evidence of contribution</i> ☐ <i>Bad: No contribution</i> ☒ <i>Not assessed / Not applicable</i> ¹	Youth development policy is now approved. YES desks lead to empowerment of Aimags. LEC improve Governance of youth employment.
7. The extent to which the outcomes achieved contribute to gender-specific results.	☐ <i>Very good: Strong evidence of contribution</i> ☒ <i>Good: Evidence of contribution</i> ☐ <i>Poor: Few evidence of contribution</i> ☐ <i>Bad: No contribution</i> ☐ <i>Not assessed / Not applicable</i> ¹	Many beneficiaries are female, in some places even the majority.
Assessment of efficiency		
8. The extent to which the relation between resources (mainly financial and human resources) and time (e.g. delays compared to planning) required and results achieved is appropriate (Cost-benefit ratio - CBR).	☐ <i>Very good: Positive CBR based on a cost-benefit analysis (CBA)</i> ☐ <i>Good: Positive CBR, based on qualitative justification</i> ☒ <i>Poor: Poor CBR, based on qualitative justification</i> ☐ <i>Bad: Bad CBR demonstrated</i> ☐ <i>Not assessed / Not applicable</i> ¹	Expensive project set up with an international PIU. PIU is with 8 staff very big. Implementing approach is allways more expensive than facilitative approach.
9. The extent to which the approaches and strategies used by the SDC projects/programmes are considered efficient (Cost-efficiency).	☐ <i>Very good: Highly efficient</i> ☒ <i>Good: Efficient</i> ☐ <i>Poor: Partly efficient</i> ☐ <i>Bad: Not efficient</i> ☐ <i>Not assessed / Not applicable</i> ¹	Running costs for YES desks will be quite low. However, taking into consideration low population density, costs per beneficiary are high in Aimags. Mentorship approach is cost-efficient.
Assessment of sustainability		
10. The extent to which the positive results (outputs and outcomes) will be continued beyond the end of the external support. Considering also potential risks in the context.	☐ <i>Very good: Very likely based on evidence</i> ☒ <i>Good: Likely based on evidence</i> ☐ <i>Poor: Little likelihood based on evidence</i> ☐ <i>Bad: Unlikely based on evidence</i> ☐ <i>Not assessed / Not applicable</i> ¹	It is foreseeable that YES pilot desks will continue to operate at the end of project
11. The extent to which partner organizations are capable to carry on activities. Capacity includes technical, financial capacity, human resources and importance of the activity for the organization.	☐ <i>Very good: Strong capacity (also to further develop without support)</i> ☐ <i>Good: Reliable capacity</i> ☒ <i>Poor: Little capacity (require further support)</i> ☐ <i>Bad: Still too weak capacity</i> ☐ <i>Not assessed / Not applicable</i> ¹	Currently, doubtful. exit phase has to put special emphasis on transferring responsibilities and changing the approach from implementation to facilitation. Build Government capacity to take over.

Additional information (if needed): [Click here to enter text.](#)

Project: Youth Employment Promotion Project Mongolia

Assessor: Marc Bloch, Norjinkham Mongolmaa

Date: 19.06.2018

⁴ Dimensions for consideration are: a) structure (informed policies, laws, corresponding to basic HR obligations; degree of decentralization/multilevel concertation/cooperation); b) good governance in the performance/interaction of responsible actors/institutions (GGov principles: participation, transparency, accountability, equality&non-discrimination, effectiveness & efficiency, rule of law); c) capabilities, behavior, empowerment of actors/institutions for positive change; d) consideration of important global or regional governance dimensions.

Annex 4: List of trainings conducted and of documents produced

Trainings conducted by the YEP project

Out put	Title of training	Target group	Number of people trained	Training funded by:	Institution responsible for training after project ends
1.1	Workshop on youth employment policy for heads of local labor and welfare service offices and divisions	Heads of Labor and welfare service divisions/department and heads of labor division/unit of aimags and districts	29 people (12 female, 17 male)	YEPP	MLSP and GOLSWs
	Training and seminar on “promoting local policy and initiatives addressing youth employment and start-up businesses”	Representatives of the Ministry of labour and social protection, heads of the local citizen representative khurals (local parliament) from aimags and districts, and the Mongolian Employers' Federation.	30 people (12 female, 18 male)	YEPP	MLSP and GOLSWs
1.2	Seminar on “stimulating the policy initiatives for youth employment promotion and start-up businesses at local level”	Deputy governors of aimags and districts, and representatives of the partner organizations and the project implementing unit.	27 people (9 female, 18 male)	YEPP	MLSP and GOLSWs
	Seminar on Stimulating the policy initiatives for youth employment promotion and start-up businesses at the local level	Ministry of Labour and Social Protection (MLSP) and Mongolian Employers' Federation (MONEF), Directors of Social policy division of Governor's office and its specialists in charge of labour issues from aimags and districts.	29 people (19 female, 10 male)	YEPP	MLSP and GOLSWs
1.3	Workshop on strengthening local employment councils in aimags and districts	Local Employment Council; representatives of Labor and welfare service department/division, representatives of employers' and employees' organizations; Department of family, child and youth development and local VET providers	159 people (70 female, 89 male)	YEPP	NEC and aimag employment council
	Seminar on “Management, organization, monitoring and evaluation of local youth startup business support activities” in aimags and district	The seminar involved Aimags/ Districts Governors' Offices, Governors of Aimags/Districts, members of Local Employment Council, managers and specialists of Labor, welfare service departments, and representatives of employers and investors.	233 people (85 female, 148 male)	YEPP	MLSP, MFALI, GOLSWs and Start-up Mongolia NGO
	“Role of trade union in stimulating social partnership and cooperation in employment sector” training seminar	Trade Union members from aimags and districts; members of Local Employment Councils representing Trade Union; and Secretariat of Confederation of Mongolian Trade Unions (CMTU).	36 people (17 female, 19 male)	YEPP	MLSP and Conf. of Mongolian Trade Unions
2.1	Training on career guidance	Counsellors of Aimag/district labour and social welfare divisions and selected TVET schools	29 people (19 f, 10 m)	YEPP	General Agency of LWS
	Workshop on “Profiling and individual employment pathway planning”	Representatives from Private labour exchange office; Youth Labour Exchange Office in UB; Mongolian Career Counselors' Association; and Training Centers in Bayangol and Khan-Uul districts, UB.	11 people (7 female, 4 male)	YEPP	No need for the workshop (methodology developed)
	Training workshop on “Group employment Counseling for activation of young Job-seekers”	Representatives from Labour Units of Labour and Welfare Service Divisions in Bayangol and Khan-Uul Districts of UB, Labour Units of Labour and Welfare Service Departments, Mongolian Career Counsellors Association; YESPD and Institute of Engineering Technology, UB.	14 people (11 female, 3 male)	YEPP	No need for the workshop (methodology developed)
	“Modern employment services for young job-seekers” training	Participants from MLSP, GALWS, local LWSDs, Labor department of UB city and private labor exchange offices.	32 people (26 f, 6 m)	YEPP	Master trainers

	"Master trainer training in new employment services"	MLSP, General Agency of LWS, Departments of Labor and Welfare Services, as well as private Labor exchanges, training providers and Association of Career Counselors.	29 people (22 female, 7 male)	YEPP	Master trainers
2.2	Capacity building training for local coordinators of the YEP project	Specialists in charge of programs and projects of the Labour and welfare service offices of project target aimags and districts.	19 people (11 f, 8 m)	YEPP	No need for the further training
	Workshop on "Elaboration of Job Description of persons conducting main public employment service tasks"	Ministry of Labour and Social Protection, General Agency for Labour and Welfare Services, Human Development Research and Training Center, "Co-operative Vocational Training in the Mineral Resource Sector" program, UB city Employment Department, and Academy of Management.	13 people (7 female, 6 male)	YEPP	General Agency of LWS
	Training on "Start-up, entrepreneurship, mentoring and business incubation services"	Representatives from Labour and Welfare Services Department/Divisions, Labour division/units; Mongolian National Business Incubator Association.	26 people (17 female, 9 male)	YEPP	Development solution NGO, Start-up Mongolia NGO
	Delivering Youth Collaboration Support modular training activity	Participants from MLSP, GALWS, local LWSDs, and UB city Labor Department.	17 people (13 f, 4 m)	YEPP	General Agency of LWS
	Seminar on presenting "model labour division for youth" handbook	Heads of target area LWSDs and Labor Divisions, representatives from the General Agency for Labour and Welfare Services, and MLSP.	30 people (15 female, 15 male)	YEPP	Master trainers
2.3	Capacity building training of employment council on supporting local policy and initiatives in the field of employment	Involving members of Local Employment Council; representatives of Labor and welfare service department/division, representatives of employers' and employees' organizations;	117 people (48 female, 69 male)	YEPP	NEC, TVET national council, LEC and TVET council
	"Labour Market Information: Local Partnership" training seminar in aimags	Labour and welfare service office, members and the staff of the local employment council and local VET council of aimags	128 people (46 female, 82 male)	Cost-sh. with SECiM + STVET-II project	NEC, TVET national council, aimag employment council and TVET council
	Training on "Quantitative and Qualitative Assessment Methodology for Local Labour Market Demand Survey in aimags	Members of the local Labour Market demand research team composed of representatives of the local Labour and welfare service office, local universities, polytechnic colleges, VET schools, private companies, local trade unions, employer's federation and soum labour officers.	223 people (128 female, 95 male)	Cost-sh. with SECiM + STVET-II project	Aimag employment council and TVET council
	Training on "The company's planning, supply and demand hypothesis" in Darkhan-Uul aimags	Representatives of Aimag employers, manager and officers of the company and professor of University	50 people (23 female, 27 male)	YEPP	Darkhan-Uul aimag LWSD and aimag employers' fed.
	Training on Capacity building of the Employment Promotion Program	Employees of Aimag labor and welfare service offices	36 people (22 female, 14 male)	YEPP	GOLSWS
	"Strengthening Local Cooperation" in Zavkan	Representatives of all Soum labor and welfare service of Zavkhan Aimag	29 people (12 female, 17 male)	YEPP	Aimag Labour and Welfare Service Department.

	Training on “quality improvement of Employment promotion services” in Umnugobi and Zavkhan	Soums’ specialists of Umnugovi Aimag and staff of Labour and Welfare Service Department.	66 people (36 female, 30 male)	YEPP	Aimag Labour and Welfare Service Department.
3.1	Youth start-up training and pitch event to support youth startups in aimags and districts	Youth and young start-ups from aimags and districts	1304 people (601 female, 703 male)	YEPP	Aimag Labour and Welfare Service Department with cooperation NGOs
	Start-up accelerator training programme	The selected start-up teams from start-up training and pitch event	96 people (31 f, 65 m)	YEPP	Start-up Mongolia NGO
	Start-up Demo day event	The selected start-ups and representatives from Ministry of Labor and Social Protection; General Agency for Labour and Welfare Services; Project target area Labour and Welfare Service Departments; Mongolian Employers’ Federation; investors.	81 people (27 female, 54 male)	YEPP	Aimag Labour and Welfare Service Department with cooperation NGOs
	Training on “Basic understanding of financial management and accounting in start-up business”	Winners from Start-up support program	32 people (15 female, 17 male)	YEPP	Business development service providers
	Marketing training for the selected start-ups	Winners from Start-up support program	29 people (13 female, 16 male)	YEPP	Business development service providers
3.2	Capacity building training and experience sharing training-seminar for business incubator center	VET school and polytechnic colleges’ business incubator centers from aimag and districts	23 people (13 female, 10 male)	YEPP	Business Incubator centers
	Start-up business mentor training	Business Incubation Centres from project target areas.	13 people (6 f, 7 m)	YEPP	Development solution NGO
	Training for preparing mentors and mentoring coordinators	Mentors from local and LWSD specialists in charge of programs from target Aimag.	24 people (13 f, 11 m)	YEPP	Development solution NGO
	Training on “Business model, business plan and project management” and Preparing master trainers supporting “Local business development” young herders	Business Incubator Centres of Aimag and district	18 people (10 female, 8 male)	YEPP	Business development service providers
3.3	Training-seminar for directors of VET schools and polytechnic colleges to support graduates’ employment through alumni network	Directors of VET schools and Polytechnic colleges from the project target regions	21 people (5 female, 16 male)	YEPP	No need for the further training
	Capacity building and experience sharing training-seminar for VET schools’ alumni association to support graduates’ employment	Directors of Alumni Association of VET schools and polytechnic colleges.	18 people (9 female, 9 male)	YEPP	Alumni association NGOs

List of assessments and studies produced by the project

Outcome	Type of document	Produced by:*
1	Review of Improving steering mechanism in employment promotion policies and programs for youth and overall population	National consultant & PIU
1	Gender Analysis on Employment Promotion for “Youth Employment Promotion” Project	National consultant & PIU
1	Review of youth employment promotion policy in Mongolia” with a focus on the Active Labour Market Policy Measures of the Government of Mongolia	International consultant & PIU
2	TNA from employment service staff	PIU
2	Study on mobile and web applications for job search and mediation	National consultant & PIU
2	Labour Market Study in Darkhan-Uul aimag	Local team & PIU
3	Situational analysis and policy recommendation on Start-up ecosystem	National consultant & PIU

List of guidelines and tools produced by the project

Outcome	Type of document	Produced by:
1	Guidelines for piloting and implementing start-up support activities	PIU
1	General guidelines for operation of youth start-up support working groups	PIU
1	Youth Employment and Start-up Promotion Program	PIU
2	Glossary on employment services and related terminology	National consultant & PIU
2	Guidelines on “Provision of Adjusted Instruments for Blind and Visually Impaired Employees	National consultant & PIU
2	Guidelines on “Workplace Adjustments for Employees with Disabilities”	National consultant & PIU
2	Guidelines on “Methods and Approaches in Providing Employment Services for People with Disabilities”	National consultant & PIU
2	Approaches, Processes and Instruments in a Model Labour Division for Young People	PIU
2	Youth employment support package for Youth Employment Service Pilot Desk	PIU
2	Handbook “Model Labour Division for Youth”	PIU
2	Guidelines on “Provision of Adjusted Instruments for Blind and Visually Impaired Employees”	PIU
2	Leaflet for young job seekers “How to search for a job”	PIU
2	Leaflet for young job seekers “How to prepare for a job interview”	PIU
2	Leaflets for young job seekers “How to write a CV”	PIU
3	Glossary on Start-up business, entrepreneurship and innovation	National consultant & PIU
3	Guidelines for establishment of business incubation center	National consultant & PIU
3	Youth Start-up Support Pilot Scheme	PIU
3	Guidelines on “Business Mentoring Relations”	National consultant & PIU

Annex 5: Guiding Principles for PIFA

(Project Implementation using a Facilitation Approach)

Guiding Principle for PIFA ("the ideal") ¹	Support Strategy – Rules and hints	Organizational Practice – Rules and hints
1. <u>Accountability</u>: The facilitator has a twofold accountability, towards the beneficiaries (or their representatives) and towards the donor (or mandating agency).	• Maintain accountability towards the beneficiaries and towards the donors. Negotiate and advocate with either party in case of divergent accountability.	• Define internal accountability standards (define key issues your organization is accountable for, and to whom). • Maintain a monitoring system and a budget release control to do justice to the accountability towards the donors.
2. <u>Neutrality</u>: The facilitator is neutral and impartial.	• Be transparent towards donors, beneficiaries and key-partners. • Share information with all stakeholders simultaneously.	• Establish a code of conduct regarding neutrality and impartiality.
3. <u>Coordination</u>: The facilitator contributes actively to a coordinated approach among all involved actors.	• With the County Government in the chair, act as facilitator among the actors of the programme implementation.	• Develop a monitoring system with clear indicators where coordination is needed.
4. <u>Networking</u>: The facilitator as networker connects relevant partners, stakeholders and information sources, and facilitates the sharing of information.	• Act as active networker among partners and link them to external know-how and capacities when needed. Involve most suitable partners from public, civil society and private sector.	• Keep connected with all relevant players in the core domain of the project intervention. Make best use of existing connections of your organization. Set up a database.
5. <u>Knowledge Management</u>: The facilitator assures to activate and share knowledge among all involved actors.	• Contribute actively to the knowledge management within the MWA community. • Facilitate forums of knowledge sharing and joint decision making.	• Get information from various sources (administration, Universities, research, international reference centres, etc.). • Train own staff in pro-active knowledge management techniques.

¹ The Guiding Principles define the ideal performance of a pure facilitating approach. In reality, this will not always be possible. The double accountability of the project team to beneficiaries and donors will justify in specific situations to diverge from the guiding principle. However, in terms of developing and strengthening sustainable structures and procedures, a move towards the guiding principles is a must in project implementation using a facilitation approach.

Guiding Principle for PIFA (“the ideal”) ¹	Support Strategy – Rules and hints	Organizational Practice – Rules and hints
6. <u>Advocacy</u>: The facilitator advocates the interests of the programme community.	• Play an active role in advocacy in cooperation and coordination with strategic partners. • Present interests of partners and communities while maintaining your neutrality.	• Analyse policy and identify gaps. • Share information and focus on few selected themes for advocacy activities. • Train own staff in advocacy work.
7. <u>Clear roles and responsibilities</u>: The facilitator intervenes only on request of the project management or the key-partners.	• Respect County Government as main actor in the programme. Establish MoU defining roles and responsibilities of County, MWA and all other relevant partners. • Suggest pro-actively facilitating interventions if there is no request. • Help clarify roles and responsibilities. • Assist in establishing an effective and efficient monitoring system in coordination with MWA partner organizations. Keep it as simple as possible. Link it to the strategy (“do we do the right things?”) and performance (“do we do the things right?”).	• Respect the established RACI principles. • Strengthen the understanding of “Facilitating Role” among own staff.
8. <u>Financial management</u>: The facilitator (or facilitating agency) doesn’t keep funds on behalf of its partners.	• Assist in establishing a financial system integrated (or easy to integrate) into the county financial management system. • Hand over financial management to counties as soon as possible, keeping the control in the measure to do justice of donors’ requirement.	• Set standards for procurement jointly with Counties and coordinate them within MWA. • Follow rules and regulations for procurements.
9. <u>Decision making</u>: The facilitator leaves decision making to the respective partners.	• Make decisions jointly / in consultation with the respective partners. • Make sure, decision making procedures are defined. Provide additional information for decision making. In case of diverging views and interests, facilitate negotiation. Leave the final decision to the	• Strengthen the understanding of “Facilitating Role” among own staff. Specifically differentiate sphere of control, sphere of influence, and sphere of interest. • Train staff in facilitation and communication techniques.

Guiding Principle for PIFA (“the ideal”) ¹	Support Strategy – Rules and hints	Organizational Practice – Rules and hints
	respective body, (e.g. County). Organize and facilitate forums of all stakeholders in key moments of the project.	Train staff in traditional and modern decision making procedures.
<u>10. Capacity development:</u> The facilitator contributes to the capacity development of all partners.	- Analyse capacity of partner organizations (organizational structure) and their staff (competency level); suggest, co-decide about and implement capacity development interventions. - Only provide support on request or upon agreement. - Assure subject matter support when needed.	- Recruit qualified staff. - Create and maintain a competence level among the staff of the own organization and those of partners through training, mentoring, coaching, knowledge management, and further means. - Analyse and evaluate information sources, select and suggest only useful (evidence based) information.
<u>11. Innovation:</u> A facilitator contributes to the continuous innovation process.	Define and facilitate innovation forums; invite relevant people to these forums.	- Link partner organizations to make best use of the innovative potential. - Link actors of public, civil society and private sector.

Sustainability

Sustainability is the ability to maintain or support an activity, a process or simply change on a long term bases once external support (knowledge, resources) has stopped. The above 11 PIFA principles all contribute to increased project sustainability.

Clarifying remarks about the term **FACILITATOR**:

- A facilitator makes things easy going. The Latin verb “**facilitare**” means making things easy, feasible.
In French, the word “animateur / animatrice” is used. The Latin verb “**animare**” means to bring a soul into a being, to inspire it with life.
The German expression for facilitator is “Moderator/-in”. The Latin verb “**moderare**” means to calm down, to make modest.
The three expressions **Animator**, **Moderator** and **Facilitator** define a field of action, a stage for dancing as an artist. So a good facilitator is able to act according to the concrete situation. Once s/he animates, another time s/he moderates and most often it will be enough to facilitate. The art is, to feel which role (combination) fits best for which group, for what specific challenge and in what context.
- There are roles close to the role of a **Facilitator**. Although they differ in various aspects from the role of a facilitator, a facilitator might take up these roles in specific situations in order to enhance his/her effectiveness:
 - The **Coach** is a person that works intensively with an individual or a group analysing their professional challenge and developing strategies how to best tackle them.
 - The **Mentor** is a specialist in a subject matter or method, having knowledge, skills and experience superior to those of others. So s/he can share knowledge and experience in order to guide others and to shorten their time of learning.
 - The **Networker** is a person with good relations both, inside a community or consortium and in the outside world. S/he easily finds the most useful connections to establish to potential partners or information sources.
 - The **Chairperson** normally is representing an organizational unit and follows a rather formalized procedure to facilitate meetings; it is advisable to separate the two roles of Chairperson and Facilitator.
 - The **Trainer** is a person specialized in capacity development. A facilitator may act as a trainer for a limited period of time with a clear definition of his/her role (mandate). Please note: A trainer has authority over the trainees, while a facilitator does not have it.
 - A **Project Manager** is responsible for the implementation of the project; the Facilitator contributes in a kind of backstage role to the implementation.

In reality, project staff are asked to fulfil several of these roles in the different working situations, sometimes even simultaneously. Important: Whenever adopting other roles than Facilitator, check how to strengthen other persons in their roles and move back into the Facilitator role.

About these Guiding Principles:

These Guiding Principles have been drafted by Ernst Bolliger and Marc Bloch, both consultants trainers and coaches, based on the commonly elaborated materials during the workshop “Programme Implementation using a Facilitation Approach” held in Nairobi from 17 to 20 November 2015.

The Guiding Principles are meant as suggestion to a project in Kenya but are also valid for other initiatives. It will be important to validate these principles and also to revise them from time to time based on the implementation experience of the concerned staff. This will especially apply for the rules and hints for support strategies and organizational practices.

Winterthur, 30 November 2015 / EBO /MBL

Comparison between a Facilitator/facilitating agency and an implementer/implementing agency

Implementer (e.g. contractor,)	Guiding Principle for PIFA	Facilitator/facilitating agency (ideal situation)
Accountable towards the donor	Accountability:	Has a twofold accountability, towards the beneficiaries (or their representatives) and towards the donor (or mandating agency).
Has a personal interest (e.g. wants to make money, sell a product, etc.)	Neutrality:	Is neutral and impartial
Operates often on his own. Coordination is not part of priority responsibilities.	Coordination:	Contributes actively to a coordinated approach among all involved actors.
Normally, he doesn't have a networking role	Networking:	Connects relevant partners, stakeholders and information sources, and facilitates the sharing of information.
Normally, the implementer doesn't do knowledge management	Knowledge Management:	Assures to activate and share knowledge among all involved actors.
Advocates for his own interests	Advocacy:	Advocates the interests of the programme community.
Intervenes because of his own interest. Takes up a proactive role	Clear roles and responsibilities:	Intervenes only on request of the project management or the key-partners.
Manages funds (on behalf of others)	Financial management:	The facilitator (or facilitating agency) doesn't keep funds on behalf of its partners.
Takes decisions	Decision making:	Leaves decision making to the respective partners.
Capacity development of partners is not in his interest	Capacity development:	Contributes to the capacity development of all partners.
Not interested in innovation as long as he can make money	Innovation:	A facilitator contributes to the continuous innovation process.



Youth Employment Promotion Project

External Review Validation Workshop

Ulaanbaatar, 13.06.2016
Norjinkham Mongolmaa, Marc Bloch

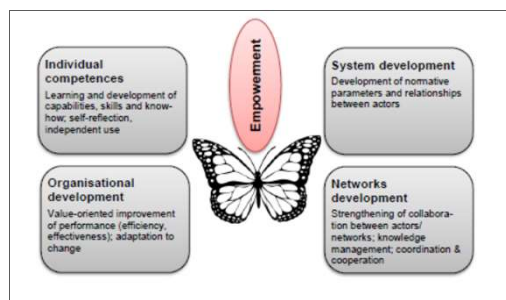
Jul-18

Evaluation Methodology

- Document analysis
 - Interviews with key stakeholders & beneficiaries
 - Field visit Bayangol District & Umnugovi Aimag
 - Observation of consultants
 - Use of Capacity Development, Outcome Mapping and SWOT frameworks
-
- *Interview partners and sites have been selected by PIU/SDC*
 - *No discussions with "None beneficiaries"*
 - *Qualitative analysis*

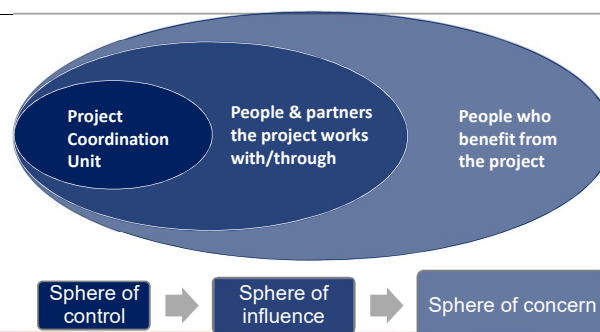
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Capacity Development Butterfly



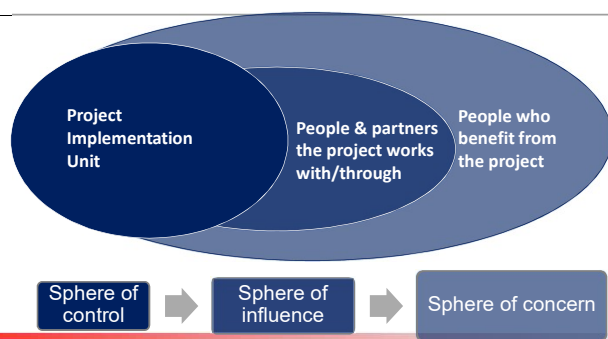
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Outcome Mapping: Ideal Scenario



Jul-18

Outcome Mapping: Ordinary Scenario



Jul-18

General appreciation

- Project has done a great job;
- Wide appreciation by all partners and stakeholders;
- Interesting assessments & studies done;
- Production of useful tools;
- Lot's of trainings conducted;
- Visible achievements on the ground;
- Strong focus on implementation and not facilitation;
- **Activation and Motivation of unemployed youth;**
→ **We are at the beginning of a journey** ←

Jul-18

OC 1: National policies & programs: Main achievements

- **Youth employment & start-ups support interventions included in:**
 - Youth Employment and Start-up Support programme/MLSW 17/18,
 - Youth Development Law (adopted),
 - Expanding age group of youth entrepreneurs support under EPF to all youth aged 15-34,
 - Contribution to the draft SMEs Development law and the Labour law (not yet adopted),
 - Contribution to draft Youth National Development program,
- **Local youth employment support programmes developed & implemented in 5 target aimags;**
- **Activation of NEC and LECs, awareness creation that LEC and VETC need to collaborate closer;**

Jul-18

OC 2: Effective youth employment support services: Main achievements

- **Developing and piloting of Youth Employment Service Desks:**
 - YES Desk facility in 4 +2 target areas (with local contributions)
 - Training of YES Desk staff/career counsellors and post-training support
 - Profiling and Individual Employment Pathway Planning tools & Handbook;
 - Modular Training Program & Open space for self service (Youth Job Club);
- **Extensive trainings of labour division staff in new employment services;**
- **Local Labour Market Demand & Supply Survey methodology disseminated, LLMDS conducted (cost sharing)**

Jul-18

OC 3: Start up support for young entrepreneurs: Main achievements

- **Production of handbook and glossary for start-ups;**
- **Design & piloting of Youth Start-ups support scheme;**
 - Establishment/strengthening of local start up support teams
 - Training & pitch events;
 - Accelerator training;
 - Start up grants;
 - Training and coordination of mentors
- **Establishment of Start up Information Website;**

Jul-18

Relevance and effect/Impact

- **Project is in line with government and employers priorities/policies;**
- **Project responds to youth/young job seekers' needs;**
- **In line with SDC strategy 2018 -21**
- **Stakeholders confirmed usefulness of YES Desk services**
 - effectiveness of employment counselling and job matching,
 - interest of large employers in collaborating with ES,
 - Youth confirm improved job search skills and understanding about business,
- **Start-up support scheme**
 - very attractive and motivating for the youth,
 - Transparent selection process,
 - strong value as an entrepreneurship education programme,

Jul-18

Effectiveness

Observable changes with project contribution:

- Potential for improved customer orientation and more effective operation of employment services
- Introduction of new tools and training modules for employment services (profiling, individual employment planning, youth club)
- Affirmative decision of Government to sustain the operation of YES Desks has not yet come because pilot not complete.
- Project generated interest within MLSP and a proactive approach towards start up support for youth; This needs to transform into adaption of laws and acceleration of Government support towards youth support;

Jul-18

Project Sustainability

- Various Tools (Handbooks, Manuals, Guidelines, etc.) finalised;
- Aimag/District Ownership of Pilot YES Desks (Cost sharing);
- National ownership of YES Desks not yet confirmed;
- Viability of supported start ups not yet known;
- Transfer of tasks & responsibilities to national structures has not started;

Jul-18

Lessons learnt

- **Youth employment needs to be at the heart of Gov. employment policy** It will solve the employment problem in the long term.
- **Entrepreneurship (start up) spirit is a new concept for Mongolia** Entrepreneurial thinking needs to be promoted on a large scale. It needs to be integrated in formal training programs for youth and promoted among all ministries.
- **Aspects of VET and employment cannot be looked at in isolation.**
- **Collaboration between companies, education institutions and public employment services** brings better results for youth employment.
- **Effective employment services are not only beneficial for job seekers but also for employers in need for skilled workforce.**
- **Finding a job without work experience is a challenge for youth:** Special measures to gain practical experiences are needed (e.g. internship.). Local partnerships for employment creation goes hand in hand with top down approaches.

JJA-18

Challenges YES Desk

- YES Desk Staff is employed on short term contracts;
- Additional responsibilities are taken up by existing Counsellors;
- Desk running costs not yet integrated in Aimag budgets;
- Need to ensure that the desks reach all groups of youth; *(including the unskilled and longer term unemployed youth and other vulnerable groups.)*

JJA-18

Scaling up of YES Desks

Considerations / Recommendation

- Stock taking exercise and formal decision on scaling up;
- Definition of criteria for the scaling up (not limited to current target area);
- Clarification of roles and responsibilities in the scaling up process;
- Assurance of long term support to desks by Government;
- Availability of Master Trainers at national level is limited;
- Low population density and isolation of Soums demands digitalisation of essential services.

JJA-18

Challenges Start up support

- Legal environment (e.g. Tax exemption for youth start ups);
- Access to finance;
- Access to markets (especially at Aimag and Soum level);
- Within the same program some receive grants and others loans;
- Grant size too small for start ups;
- Grants and accelerator training of pilot start up scheme is limited to few beneficiaries (23 grants, 24 teams/98 members during accelerator training, 173 teams/675 participants during Pitch event.)

What can we offer to youth that have promising start up ideas but do not qualify for a grant/loan or accelerator trainings?

JJA-18

Continuation of Start up support

Considerations / Recommendation

- Offer accelerator training to all solid proposals (considering educational value and long term effect)
- Develop digital services (business support, mentoring, exchange platform);
- Collect international best practices on access to finance and markets;
- Explore options for access to finance with financing institutions;
- Training of Trainers to support ongoing MLSP program (selection of Trainer using competitive criteria);
- Build capacity for mentorship at Aimag level;
- Develop PPP for youth start up support;

JJA-18

Institutionalisation process: Challenges & Considerations

Currently, project carries full responsibilities for implementation (Project design without phasing out strategy);

- Scaling up of YES Desks to reach national coverage will take longer than project duration;
- Coordination, support & training is an ongoing long term process beyond project duration;

Considerations

- Shift from implementation towards facilitation with progressive handing over of PIU implementation & coordination functions to national stakeholders;
- Integrate a knowledge generation and management component into the next phase (Research, best practices, analysis & interpretation of statistical data).

JJA-18