



# ILO EVALUATION

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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## List of acronyms

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACE	ASEAN Confederation of Employers
ACMW	ASEAN Committee on the Implementation of the ASEAN Declaration on the Protection and Promotion of the Rights of Migrant Workers
ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
ATUC	ASEAN Trade Union Congress
CMTU	Confederation of Mongolian Trade Unions
DRR	Disaster risk reduction
ESSA	Extending Social Security Coverage in ASEAN
GDP	Gross Domestic Product
GoJ	Government of Japan
GoM	Government of Mongolia
ILO	International Labor Organization
JICA	Japan International Cooperation Agency
MAPS	Mongolia-ASEAN Social Protection and Employment Support
MoL	Ministry of Labour (Mongolia)
MONEF	Mongolian Employers Federation
MPDSP	Ministry of Population Development and Social protection (Mongolia)
NAMAC	National Association of Mongolian Agricultural Cooperatives
NREGA	National Rural Employment Guarantee Act
PSC	Project Steering Committee
SLOM	Senior Labour Officials Meeting
SOMSWD	Senior Officials Meeting on Social Welfare and Development
TPAC	Tripartite Project Advisory Committee
UNICEF	United Nations Children's Fund
UNISDR	United Nations Office for Disaster Risk Reduction
WFP	World Food Program
WHO	World Health Organisation

## Executive Summary

### Project background

The project has five objectives:

IO 1: Capacities and knowledge for the development and implementation of income security and employability measures for vulnerable groups are increased in Mongolia and ASEAN

IO 2- Assessment Based National Dialogue's recommendations on social protection and employment support endorsed by national stakeholders in Mongolia

IO 3 Concrete measures to improve employability and income security of the vulnerable workers, in particular young workers in Mongolia are adopted and tested at provincial and district levels

IO 4 –Concrete measures to increase old-age pension coverage for vulnerable groups, including herders, self-employed, and informal economy workers are decided

IO 5 – Integrated mechanism to coordinate policies and deliver social protection and employment support services, using the existing one-stop-shop network, are improved in Mongolia.

As can be seen, objective 1 related to ASEAN (and, to a limited extent, Mongolia) while objectives 2-5 related to Mongolia.

### Evaluation background & methodology

The main purpose of this evaluation as set out in the Terms of Reference (see Appendix 5) is to assess the relevance, performance and success of the activities undertaken by the project. It also examined achievements, good practices and lessons learned from the project in order for the key stakeholders to identify key areas which are replicable and the necessary conditions for sustainability. Knowledge and information obtained from the evaluation will be used as basis for better design and management for results of future ILO activities. The evaluation also supports public accountability of the Government of Japan, and ILO.

ILO's Evaluation Guidelines provides the methodological framework for the evaluation. The evaluation has been carried out in accordance with ILO standard policies and procedures, and complies with evaluation norms and follows ethical safeguards. As outlined above, the evaluation addresses the overall ILO evaluation criteria such as relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability as defined in the *ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations* (2012). The evaluation also takes into account gender issues in the evaluation process as guided by the ILO guidelines on *Integrating gender equality in monitoring and evaluation of projects*, September 2012. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation is an independent evaluation and the Evaluator in consultation with the Evaluation Manager determined the final methodology and evaluation questions. Several methods have been used to collect information including:

- Review and analysis of documents related to the project, including the initial project document (PRODOC), progress reports, workshop and mission reports, project midterm evaluation report, research publications, relevant correspondence, and documents from the PSC/TPAC Meetings, etc.
- Review of other relevant documents such as the ASEAN Declaration on Social Protection, other ASEAN documents, and documentation concerning the Social Protection Floor.
- Interviews with ILO staff in Bangkok and Mongolia, and key stakeholders, including key implementation partners such as funders, the ASEAN Secretariat, Mongolian central and local government officials, ASEAN and Mongolian Workers' and Employers' representatives;
- Field visit in Mongolia to visit the site of the employability project and meet with local government officials and participants;

The evaluator also participated in the project seminar on social protection and disaster risk management in Manila (November 2016) including group meetings with ASEAN representatives of employers and workers

#### Evaluation findings & Conclusions

Overall, we can conclude that the project has been successfully implemented. At the ASEAN level, the project has contributed to raising the profile of social protection amongst the ASEAN Community building on the first phase of this project. This will now be taken further in the third (ESSA) phase. At the Mongolian level, with limited exceptions, most activities have been implemented in full although the sustainability of the project (despite the best efforts of the project) may be more questionable. In general the stakeholders have been very positive about the project and its implementation, including the professionalism of the project team. However, in terms of project design, there were limited links between the two components of the project and the Mongolian component may have been over-ambitious in taking on too many issues (i.e. social protection policy issues with MPDSP, rural capacity building in 2 aimags, and integration of services/One Stop Shop). It should be noted that the successful implementation was a considerable achievement for the project team given that there were, in effect, two largely separate projects.

#### ASEAN

At the ASEAN level the project has contributed to awareness of social protection both at the ASEAN level and amongst the tripartite constituents of the Members States and has built capacity in relation to social protection issues. The recognition of workers and employers of the ASEAN Declaration on strengthening social protection that would not have been possible without the project. The Siem Reap meeting (Dec 2014) was the first time that workers and employers' organizations were invited to an official ASEAN meeting. In addition, the project also took over new and emerging topics, such as social protection and Disaster risk reduction (DRR), where the ILO could play a greater role. In terms of follow up,

the project plans to prepare and submit an FAO-ILO-UNISDR-UNICEF project proposal to support the implementation of the AADMER output related to the social protection, in particular guidelines for better linking social protection and DRR, with country level interventions (if funds allow).

The priority given to social protection in a number of ASEAN official documents (listed elsewhere), which may be seen, in part, as the results of the past 6 years of the project. It is noteworthy that in the Bali Declaration, concluding the 16<sup>th</sup> Asia-Pacific Regional Meeting (APRM) on 9 December, social protection came strongly as a stand-alone recommendation (No.11).<sup>1</sup> In contrast, in the same meeting in 2011, in Kyoto, social protection was not part of the recommendations.

### Mongolia

At the Mongolian level, in terms of impact, while some individual measures can be identified,<sup>2</sup> the policy components (ABND, pensions for herders and Convention 102) are likely to be more long-term in impact on policy. However, all stakeholders were very positive about the ABND process and its positive impact on the capacity of stakeholders to contribute to the policy process.

The evaluation of the rural capacity building was very positive and, in terms of improved livelihoods, local respondents report that it has had a positive impact on livelihoods

A key issue for the project in Mongolia appears to be sustainability and what ILO and stakeholders can do to ensure that its positive impact is carried forward and that policy issues are carried into the new Government. This includes, in particular, how to ensure the mainstreaming of the rural capacity building work. Although ILO mobilised resources to brief the new GoM on the outcomes of the project, it is unclear at the time of writing whether the project will have a sustainable impact in the short-term and whether the lessons from, for example, the rural capacity pilot will be taken forward by the GoM or by the new EU/FAO SECIM project and the new JICA social security project.

### Lessons learned and emerging good practices

In the case of this evaluation, the lessons learned focussed on project design. In particular, we identify three key lessons:

1. Need for a thorough risk assessment including adequate risk analysis and risk mitigation.
2. Need to include specific gender objectives/outputs/activities in the project document.

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<sup>1</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_537445.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_537445.pdf)

<sup>2</sup> For example, the project can point to a number of policy decisions that followed the ABND recommendation including maternity leave raised from 70% to 100% for women contributing to the voluntary scheme; and universal old-age pension as pillar 1 of the overall pension system (Policy Paper on Pension Reform).

3. PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project.

In this case, it should have been (and presumably was) apparent that there was a considerable risk that the two components of the project would have very limited synergy and would be difficult to combine. However, the ILO's limited risk assessment meant that this was not formally identified or addressed. Similarly a more thorough risk assessment would have indicated that the Mongolian component was perhaps over-ambitious.

In the case of this project, the PRODOC makes limited reference to gender issues. In order to ensure that gender is seen as an important issue in project implementation, it is necessary that specific outputs and activities be identified in the PRODOC rather than expecting that these will emerge during project implementation.

Finally, this evaluation suggests that PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project.

The ABND process in Mongolia appears to have been a good example of how to carry out such a process involving a range of UN agencies, social partners and with a good level of engagement by the government (albeit not guaranteeing an immediate positive policy outcome). In addition, the organisation of the rural capacity building project was certainly an example of good practice in carrying out such a pilot as part of a broader project. Factors involved included selection of appropriate areas, good communications with all key stakeholders, ILO expertise on key issues, and good management and implementation.

## Recommendations

In the more medium-longer term, we highlight the following recommendations:

### Project assessment and planning

- 1) In relation to project selection and planning, ILO (Bangkok) should carry out a rigorous assessment process in order to refine (where necessary) the project design. ILO should be more realistic in what can be achieved in a project of this size and scope. It is sub-optimal to include a diverse range of activities in one project and to attempt to combine a regional element (ASEAN) with a country (Mongolia) which has little in common with the region. In particular, a thorough risk assessment should be carried out including identification of risk mitigation actions. In addition, PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project. (Medium-term)

### Gender

- 2) As part of the lessons learned, we have highlighted the need for gender issues to be specifically identified in the PRODOC. In addition, ILO should ensure that future

ABND processes and reports should contain a specific component on gender-related issues to ensure that these are considered in a systematic manner. (Medium-term)

Further work on the role of social protection and disaster risk management

- 3) The ASEAN component has identified issues which should be followed up in a separate project. In particular, the issue of the role of social protection in disaster risk management is highly topical. There was a very good initial discussion of this issue at the Manila seminar (November 2016) and this is an area where ILO could bring its practical expertise to bear in looking at best practices in this area across the range of countries it works in and how these can be adapted and adopted in ASEAN. (Medium-term)

## 1. Project background

### Objectives

The project has five objectives:<sup>3</sup>

IO 1: Capacities and knowledge for the development and implementation of income security and employability measures for vulnerable groups are increased in Mongolia and ASEAN

IO 2- Assessment Based National Dialogue's recommendations on social protection and employment support endorsed by national stakeholders in Mongolia

IO 3 Concrete measures to improve employability and income security of the vulnerable workers, in particular young workers in Mongolia are adopted and tested at provincial and district levels

IO 4 –Concrete measures to increase old-age pension coverage for vulnerable groups, including herders, self-employed, and informal economy workers are decided

IO 5 – Integrated mechanism to coordinate policies and deliver social protection and employment support services, using the existing one-stop-shop network, are improved in Mongolia.

As can be seen, objective 1 related to ASEAN (and, to a limited extent, Mongolia) while objectives 2-5 related to Mongolia.

### Key collaborators

The project was implemented by the ILO. The stakeholders of the project included the following institutions:

ASEAN – ASEAN secretariat, ASEAN Senior Labour Officials Meeting (SLOM), ASEAN Senior Officials Meeting on Social Welfare and Development (SOMSWD), the ASEAN Trade Union Congress (ATUC), and the ASEAN Confederation of Employers (ACE), and ASEAN Workers and Employers' Organisations.

Mongolia – Ministry of Population Development and Social Protection, Ministry of Labour, MONEF, CMTU, UN agencies.

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<sup>3</sup> The project documentation is somewhat more complex than normal. As usual, an original PRODOC was agreed covering the period January 2014 to December 2015. Subsequently at the request of ASEAN, a separate document was agreed to cover the ASEAN component of the project but otherwise reflecting the original PRODOC. The Mongolian component of the project was extended to June 2016 but this was to allow implementation of the original activities and does not appear to have involved any significant change in activities. The ASEAN component was also extended to December 2016. This *did* lead to a change in outputs and activities (but not in objectives). However, the PRODOC was not formally revised and, instead, a Work Plan was agreed reflecting the new objectives and activities. In relation to the ASEAN component, in assessing implementation, I have referred to the outputs and activities in the final Work Plan (as outlined in Appendix 1). However, in assessing the relevance and validity of the design of the project, I have also had regard to the original PRODOC.

## Management set-up

### ASEAN

In the case of the ASEAN component a Tripartite Project Advisory Committee (TPAC) was established to discuss the progress of the project's implementation and planned activities. The TPAC will comprise permanent members, and observers. The members include:

- a representative of the ASEAN Trade Unions Council (ATUC);
- a representative of ASEAN Confederation of Employers (ACE);
- a representative of ASEAN ministries of labour;
- a representative of ASEAN ministries of social welfare;
- a representative of the ASEAN Secretariat; and
- a representative of the ILO.

Observers included:

- a representative of the Ministry of Health, Labour and Welfare of Japan;
- ILO Specialists;
- technical staff of ministries of labour and social welfare.

The Tripartite Project Advisory Committee meets once a year, back-to-back to the yearly tripartite seminar, usually taking place in November. The TPAC met four times during the duration of the project, with an initial meeting in February 2014 in Bangkok. The minutes of the meetings are recorded, and presented to the ASEAN SLOM and ASEAN SOMSWD yearly meetings.

### Mongolia

In the case of the Mongolian component, a Project Steering Committee was established which was co-chaired by MPDSP and MoL. This also included representatives of the Ministry of Finance, Ministry of Industry and Agriculture, SIGO, the tripartite partners (MONEF and CMTU) and other relevant agencies such as NAMAC.

## Donor Management Mechanism

The donor of the project is the Government of Japan which has its own mechanism to review and monitor projects. The GoJ provides two experts who are based in the ILO offices in Bangkok who are involved in liaison with the project.

## 2. Evaluation Background & Methodology

### Background

The main purpose of this evaluation as set out in the Terms of Reference (see Appendix 5) is to assess the relevance, performance and success of the activities undertaken by the project. It also examined achievements, good practices and lessons learned from the project in order for the key stakeholders to identify key areas which are replicable and the necessary conditions for sustainability. Knowledge and information obtained from the evaluation will be used as basis for better design and management for results of future ILO activities. The evaluation also supports public accountability of the Government of Japan, and ILO.

Clients and users of the evaluation include:

- ILO Country Office for Mongolia,
- ASEAN Secretariat
- Tripartite partners
- ILO HQ and RO-Bangkok.

The evaluation included all activities undertaken by the ILO project during the current project period (2014-2016).

The evaluation verified good practices and lessons learned from the implementation of the project and includes a set of practical recommendations for immediate adoption/application recommended for further integration in to ILO practices in similar future projects.

The evaluation was carried out by Dr. Mel Cousins with support, in relation to the Mongolian component, from Ms. Undraa Suren, national consultant. The evaluation manager was Ms. Li Qingyi.

### Evaluation Criteria and Questions

The following evaluation criteria and questions were addressed in the evaluation:

Evaluation Criteria and Questions	
RELEVANCE of the project and strategic fit	<ul style="list-style-type: none"><li>- <i>To what extent the project objective/outcomes were relevant to the needs of the ASEAN countries and Mongolia?</i></li><li>-<i>To what extent have the design and implementation of capacity-building and other activities involved stakeholders or been demand-driven?</i></li><li>- <i>How well did the project contribute to the achievement of the DWCP outcomes, national development framework and UN development assistance framework (UNDAF) of Mongolia?</i></li><li>- <i>To what extent the project's intervention contributed towards the ILO's goal of non-discrimination and gender equality and the promotion of</i></li></ul>

	<i>relevant ILO's instruments (including, migration related Instruments, Maternity Protection Convention, 2000 (No.183)).?</i>
VALIDITY of Design (to what extent the design is logical and coherent)	<ul style="list-style-type: none"> <li>-Were the project strategy, objectives and assumptions appropriate for achieving the planned results?</li> <li>-Does the project make use of a monitoring and evaluation framework? Is data regularly collected?</li> <li>- What are the lessons learnt in the design of the project?</li> </ul>
Project PROGRESS and EFFECTIVENESS	<ul style="list-style-type: none"> <li>-Has the project achieved its planned objectives?</li> <li>- In which component(s) the project had the greatest achievement towards the objectives so far and what are the factors for such results?</li> <li>- For the other component(s), what were the main constraints, problems and areas in need of further attention?</li> <li>-How have outputs been transformed into outcomes?</li> <li>- To what extent and how have stakeholders (in particular the ILO constituents in Mongolia and ASEAN countries) been involved in the project implementation?</li> <li>- How can the ILO build on or expand the main achievements of the project?</li> <li>- What is the project's result advocacy strategy? How was the strategy implemented? What are the results?</li> <li>- What are the lessons learnt and good practices?</li> </ul>
EFFICIENCY of resource use	<ul style="list-style-type: none"> <li>- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?</li> <li>- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?</li> <li>- What have been the benefits and related costs of integrating gender equality or not?</li> </ul>
EFFECTIVENESS of management arrangements (including monitoring and evaluation)	<ul style="list-style-type: none"> <li>-Are the available technical and financial resources adequate to fulfil the project plan?</li> <li>- Was there a clear understanding of the roles and responsibilities by all parties involved?</li> <li>- Has the project received adequate political, technical and administrative support from its national partners? Have implementing partners provided adequate support for effective project implementation?</li> <li>- How effectively have the project management and ILO monitored project performance and results?</li> </ul>

	<ul style="list-style-type: none"> <li>- <i>Has the project made strategic and effective use of other related ILO projects, products and initiatives to increase its effectiveness and impact?</i></li> <li>- <i>How effective is communication between the project team, the ILO and the implementing partners, in particular the ASEAN Secretariat and partners in Mongolia, including the UNCT of Mongolia,, as well as the donor?</i></li> </ul>
<p>SUSTAINABILITY And IMPACT of the project</p>	<ul style="list-style-type: none"> <li>- <i>What are the emerging impacts of the project and the changes that can be linked to the project's interventions?</i></li> <li>- <i>Were some outputs of the project reflected in some official documents (ASEAN documents, laws, UNDAF, national policies)?</i></li> <li>- <i>Has the project developed tools, methodology and training package that can be re-used in the future by ILO constituents?</i></li> <li>- <i>How effective and realistic was the exit strategy of the project?</i></li> <li>- <i>Are the means of action gradually being handed over to the national partners?</i></li> <li>- <i>Are national partners likely to continue working on project's achievement or carry forward its results? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)? How effectively has the project built national ownership and capacity?</i></li> <li>- <i>Are there efforts being made so that the tools, methodology and training package can be re-used and replicated by other ongoing and newly starting projects sponsored by development partners?</i></li> <li>- <i>Can the project approach or results be replicated or scaled up by national partners or other actors? Will partners support their replication and scaling up, including with sufficient financial resources?</i></li> </ul>

## Methodology

ILO's Evaluation Guidelines provides the basic framework for the evaluation. The evaluation has been carried out in accordance with ILO standard policies and procedures, and complies with evaluation norms and follows ethical safeguards. As outlined above, the evaluation addresses the overall ILO evaluation criteria such as relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability as defined in the *ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations* (2012). The evaluation also takes into account gender issues in the evaluation process as guided by the ILO guidelines on *Integrating gender equality in monitoring and evaluation of projects*, September 2012. The ILO adheres to the United

Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation is an independent evaluation and the Evaluator in consultation with the Evaluation Manager determined the final methodology and evaluation questions. Several methods have been used to collect information including:

- Review and analysis of documents related to the project, including the initial project document (PRODOC), progress reports, workshop and mission reports, project midterm evaluation report, research publications, relevant correspondence, and documents from the PSC/TPAC Meetings, etc.
- Review of other relevant documents such as the ASEAN Declaration on Social Protection, other ASEAN documents, and documentation concerning the Social Protection Floor.
- Interviews with ILO staff in Bangkok and Mongolia, and key stakeholders, including key implementation partners such as funders, the ASEAN Secretariat, Mongolian central and local government officials, ASEAN and Mongolian Workers' and Employers' representatives;
- Field visit in Mongolia to visit the site of the employability project and meet with local government officials and participants;
- The evaluator also participated in the project seminar on social protection and disaster risk management in Manila (November 2016) including group meetings with ASEAN representatives of employers and workers.

A full list of those interviewed as part of this evaluation is set out in Appendix 7. An Inception Report was provided (Deliverable 1) setting out the initial findings of the evaluation (in relation to the Mongolian component) and the proposed methodology.

The evaluation of the Mongolian component took place in mid-2016 due to the closing date of that part of the project. The initial findings of the evaluation in relation to the Mongolian component were outlined to a stakeholder workshop in Ulaanbaatar and the initial findings in relation to the ASEAN component were provided to the Tripartite Project committee in Manila.

### 3. Main findings

The PRODOC identifies two separate components of the project and, in practice, there was a clear distinction between the ASEAN component (objective 1) and the Mongolian component (objectives 2-5) and limited links between these two components. Therefore, throughout the remainder of this report, we generally provide separate findings in relation to the ASEAN and Mongolian work.

#### Relevance of the project

##### ASEAN

The project was very relevant to the needs of ASEAN. ASEAN Heads of States adopted the Declaration on Strengthening Social Protection in October 2013 and was, therefore, in need of technical support and assistance in developing an implementation plan. Because ASEAN mechanisms for development and adoption of regional documents usually involve solely governments' representatives, employers' organizations and trade unions have not been consulted during the development of the Declaration. Therefore, the ILO project was very relevant both in supporting ASEAN Governments to develop a Plan of Action to implement the Declaration and in ensuring that the views of employers and trade unions were reflected in the Plan of Action. The project design, including expected outcomes, was consulted with and endorsed by the ASEAN Senior Labour Officials Meeting (SLOM) and ASEAN Senior Officials Meeting on Social Welfare and Development (SOMSWD).

More generally, the project helped to raise awareness about social protection issues at the ASEAN level and it is noteworthy that there is now reference to social protection in a range of recently adopted ASEAN documents including ASEAN Community Vision 2025, Strategic Framework on Social Welfare and Development 2016-20, Framework Action Plan on Poverty Eradication and Rural Development, ASEAN Agreement on Disaster Management and Emergency Relief (AADMER) Work Programme (2016-2020), the ALMM and subordinate SLOM and ACMW Work Programmes (2016-2020).

In terms of the ASEAN Member States, there are varying levels of knowledge and capacity in relation to social protection and again the work of the project in terms of providing training/capacity building and sharing knowledge between member states was very relevant to the needs of the ASEAN Member States.

In general, the design and implementation of the activities reflected the views of stakeholders. However, the ASEAN Secretariat noted that there were some limits on consultation. For example, it was unclear at times the extent to which inputs from the secretariat were incorporated into implementation and reasons for not incorporating some inputs.

The project was very relevant to the ILO's commitment to promoting social dialogue and improving social protection coverage (in line with the Social Protection Floors Recommendation, 2012 (No.202)). Extending social security and creating and extending

social protection floors is one of the key priorities of the ILO and the ILO Regional Office for Asia Pacific.<sup>4</sup>

## Mongolia

The project appears to have been very relevant to the needs of Mongolia. Mongolia has one of the more extensive social protection systems in Asia (see ADB, Social Protection Index)<sup>5</sup> but does not have a clear strategic approach in all areas of social protection. Therefore, an overall review and common recommendations for strengthening social protection (the Social Protection Assessment-Based National Dialogue or ABND) was very appropriate. In general, the design and implementation of the activities reflected the views of stakeholders.

The issue of pensions for herders is an important issue and is now reflected in the State Policy on Pension Reform (2016). Herders make up a large proportion of the rural employment and often lack specific skills and business support. Therefore, the project objectives in relation to improving herders' employability and social protection were very relevant to Mongolia. They were also relevant to the donor (Government of Japan) priorities which include a focus on Mongolia and on supporting inclusive policies.

The design and implementation of capacity-building and other activities, such as the ABND and assessment of national laws in view of the possible ratification of Social Security (Minimum Standards) Convention, 1952 (No.102), have closely involved the stakeholders, in particular the social partners, and reflected the needs of these stakeholders.<sup>6</sup> The social partners (MONEF and CMTU) were very positive about the extent of their involvement in the project.

The project was closely related to the ILO's overall objectives and to the achievement of the UN development assistance framework (UNDAF) of Mongolia. In addition, the project was closely linked to ILO's country programme operation in Mongolia, which was guided by the Mongolia Jobs Pact Country Scan,<sup>7</sup> which called upon the government of Mongolia to build adequate social protection for all in the aftermath of the economic crisis of 2008.

The project also contributed to the implementation of the United Nations Development Assistance Framework (UNDAF) (2012-2016), and in particular its strategic objective 2: Basic social services and social protection: equitable access to and utilization of quality basic social services and sustainable social protection. For example, the work of the project helped to inform the drafting of Mongolia's Sustainable Development Vision 2030 which refers to, inter alia, putting in place a multi-layer social insurance system, and having the entire population covered by social insurance.

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<sup>4</sup> See ILO's Programme and Budget Outcome 04 - Social Security: More people have access to better managed and more gender equitable social security benefits; and Social Protection Floors Recommendation, 2012 (No. 202)

<sup>5</sup> <https://spi.adb.org/spidmz/>

<sup>6</sup> Social Security (Minimum Standards) Convention, 1952 (No. 102). See [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100\\_ILO\\_CODE:C102](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO::P12100_ILO_CODE:C102)

<sup>7</sup> [http://www.ilo.org/wcmsp5/groups/public/---dgreports/-integration/documents/publication/wcms\\_162366.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/-integration/documents/publication/wcms_162366.pdf)

In general terms, the project's intervention contributed towards the ILO's goal of non-discrimination and gender equality and, in particular, the ABND process contributed to the promotion of awareness concerning relevant ILO instruments. The Confederation of Mongolian Trade Unions (CMTU), in particular, has proposed that additional ILO Conventions (other than No. 102), including the Maternity Protection Convention, 2000 (No.183), should be ratified by Mongolia.

## Validity of design

### Overall

In the first phase of this project (2010-13), the combination of regional level activities with specific activities in one country (Viet Nam in this case) worked well. However, in this case, the combination of regional level activities at ASEAN level with country-specific activities in a non-ASEAN country (a considerable distance (geographically and politically) from ASEAN) raised different issues. The combination of these two components arose primarily from the donor logic. It did not reflect a project implementation logic. There were limited possibilities for synergies between the two components of the project and, in practice, they operated largely separately. Therefore, while there were donor-driven reasons for the project design, from an evaluation point of view one would have to say that there were issues in relation to the validity of project design.

### ASEAN

Most of the activities under this component concerned ASEAN were fairly generic in nature, e.g. capacity development and training. These were implemented in a flexible manner by the project team so that there were no issues in relation to the validity of design.

Activity 1.2 concerning knowledge and experience sharing initiatives conducted among ASEAN Member States and Mongolia was arguably of less validity given the limited common issues between the two sides. A number of activities under this heading were not implemented, or merged with other activities, and the resources used for other project purposes.

### Mongolia

While the activities in the project were very relevant, in terms of project design, the project may have been over-ambitious in taking on too many issues i.e.

- social protection policy issues with MPDSP,
- rural capacity building in 2 aimags, involving Ministry of Labour and local governments, and
- the integration of services/one stop shop (OSS).<sup>8</sup>

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<sup>8</sup> Note that this assessment of over-ambition does not have regard to the further addition of the ASEAN component of the project. This will be included in the final draft report.

It seems likely that any one of these components could have provided sufficient work for a project of this size and two components would certainly have been sufficient.<sup>9</sup> As discussed below, in the event, the objective on integrated social policies and the OSS was the one with more limited achievements.

In addition, the duration of the project was initially too short – especially given the need to engage with herders and the seasonal pattern of their work. The original PRODOC did not identify the need to work with cooperatives as part of rural capacity building but this was identified during project implementation and included ( the original non-inclusion was in part due to the fact that during the design phase, cooperatives were limited in number and activity.<sup>10</sup>).

The project used the monitoring and evaluation framework set out in the Performance Plan (part of the PRODOC). The data were normally reported on an annual basis. In addition, the project carried out a mid-term evaluation of the rural component (objective 3) which helped to inform the final period of this work by recommending a greater focus on support to co-operatives and a final evaluation of this element which was used to inform the dissemination workshop and to support the sustainability of the work carried out.

Lessons learned in the design of the project would be that ILO needs to be more realistic in what can be achieved in a project of this size and scope and that it is sub-optimal to include a diverse range of activities which involves a range of local actors in one project.

Considerations should have been given to local contexts such as absorbability, policy stability at the design stage.

### Project effectiveness

In most areas of the project, the project activities have been implemented in full or close to in full. In relation to objective 1, the project adopted a flexible approach to the implementation of activities and, in a number of cases, implemented activities not originally envisaged in the PRODOC including work concerning monitoring and implementation of social protection. The only exceptions to this are aspects of the ASEAN-Mongolian exchange activities (under objective 1) and aspects of objective 5 (One Stop Shop) where only limited activities have been carried out other than awareness-raising. In general, stakeholders both at ASEAN and Mongolian level have been closely involved in project implementation.

The specific objectives are discussed in more detail below followed by a more general response to the evaluation questions. In addition to the specific objectives of the project, the project was also effective in increasing ILO visibility in ASEAN and Mongolia and in developing its relationship with the ASEAN Secretariat and key Ministries in Mongolia.

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<sup>9</sup> Note that at the initial planning stage one Ministry dealt with both labour and social protection issues but by the time of implementation this had been split into separate Ministries which increased the complexity.

<sup>10</sup> Development of cooperatives in recent years is mainly related to the introduction of a government's subsidy on wool products in 2012.

## Objective 1 – ASEAN co-operation<sup>11</sup>

At the ASEAN level, the project involved six outputs (1.5 and 1.6 were added when the project was extended to 2016). These are

1.1. ASEAN government and social partners' capacities for strengthening social protection are developed.
1.2. Knowledge and experience sharing initiatives conducted among ASEAN countries and Mongolia related to old-age protection, and integrated policies for youth employment promotion and income security.
1.3. South-South cooperation through experts' missions organized and implemented on old-age protection, unemployment protection and integrated delivery of social services.
1.4. Hands-on training activities on unemployment protection and old-age income security are conducted for tripartite stakeholders in ASEAN and Mongolia.
1.5. Monitoring framework for measuring the progress in extending social protection in ASEAN is finalized with ASEAN Member States and tested.
1.6. Recommendations and guidelines for the implementation of integrated programmes linking natural disaster, social protection and employment promotion are developed.

In practice, these activities were implemented in a flexible manner to meet the ongoing needs of ASEAN and the member states. In general, one can identify four main areas of activities under this component:

- a) Supporting ASEAN in the implementation of the ASEAN Declaration on Strengthening Social Protection, e.g. in the development of the Regional Framework and Action Plan to Implement the ASEAN Declaration on Strengthening Social Protection and involving the social partners in its implementation.<sup>12</sup> The employers' and workers' organizations are specifically recognized as partners in the Action Plan.

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<sup>11</sup> The full final report will include the broader ASEAN activities under this objective.

<sup>12</sup> [http://www.asean.org/storage/images/2015/November/27th-summit/ASCC\\_documents/ASEAN%20Framework%20and%20Action%20Plan%20on%20Social%20ProtectionAdopted.pdf](http://www.asean.org/storage/images/2015/November/27th-summit/ASCC_documents/ASEAN%20Framework%20and%20Action%20Plan%20on%20Social%20ProtectionAdopted.pdf)

- b) Supporting the development of a monitoring framework so that ASEAN will be able to assess the implementation of the Declaration at the national level. This included the development of a detailed study on the current state of social protection in the ASEAN Member States (*The State of Social Protection in ASEAN at the Dawn of Integration*).<sup>13</sup> The project also supported the development of a monitoring framework, aligned with the Sustainable Development Goals (SDGs) indicators related to social protection.
- c) Supporting sharing of knowledge and experience between ASEAN Member States, e.g. through organizing annual seminars on specific issues attended by representatives from the member states which led to specific recommendations from the Tripartite constituents (see Appendix 1).
- d) Specific capacity building activities such as the training workshops on pensions and unemployment insurance (see Appendix 1).

In relation to activity 1.2 (knowledge and experience sharing initiatives conducted among ASEAN countries and Mongolia) Mongolian constituents attended the Regional Pension Course in Bangkok, February 2015 (3 participants: MPDSP, MONEF and CMTU). In addition, an ASEAN study visit to the one-stop-shop services in Mongolia allowed for exchange of experiences by Mongolia with the ASEAN countries. Finally, representatives of Mongolia's MPDSP attended an FAO-ILO Asia-Pacific Ministerial Meeting on nutrition, social protection and rural employment, in October 2014, Bangkok, during which Mongolia's experience was shared.

#### Objective 2 - Assessment-based national dialogue (ABND)

The project has carried out extensive studies and analysis and has completed an extensive consultation and capacity building process in relation to a social protection floor for Mongolia. The report on the ABND has been drafted and endorsed by the Government of Mongolia (GoM) (published in 2015). This (and other main reports and studies) are available in Mongolian. Already some recommendations set out in the ABND have been implemented (e.g. contribution arrangements for herders). In our consultations, there was very positive feedback from stakeholders in terms of capacity development. One issue raised is that there is perhaps a need initially to explain more clearly to all stakeholders the purpose of the ABND, its scope and likely timescale.

The ABND process was supported by the UN working group on social protection (currently chaired by the ILO) in which a number of other UN agencies, including UNICEF and WHO, participated actively. At the time of writing, ILO is having the cost of the national social protection floor re-estimated by the international and national consultants taking into account of the current economic situation. Results will be available by the end of this year.

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<sup>13</sup> [http://www.ilo.org/jakarta/whatwedo/publications/WCMS\\_428982/lang--en/index.htm](http://www.ilo.org/jakarta/whatwedo/publications/WCMS_428982/lang--en/index.htm)

### Objective 3 - Improve employability & income security for young rural workers

This component of the project was carried out in two soums in two aimags (one in each). The work engaged MoL and local governments. The aimags were selected on the basis of previous positive work experience during the ILO/IPEC time-bound project and the aimags selected the soums. The project carried out a social and economic rapid assessment followed by capacity development activities.

Activities included carrying out skills trainings on processing of wool, dairy, leather and meat; publication of self-learning materials for herders; and training for local employment services. There was very positive feedback on these activities during the evaluation field mission and at the dissemination workshop on 14 June 2016. The local stakeholders report that the project has already led to improved livelihoods of herders although it is not possible yet to assess the longer term position. The final evaluation (Final technical report of the pilot programme) provides a positive assessment of this activity and its findings are in line with our own conclusions based on our interviews, visits and workshops.

The project also supported work to raise social insurance cover for herders. We were provided with local data in Nariinteel soum which indicated that social insurance coverage had risen from 20-33% in the three co-ops covered to 40-55% after the project intervention.

In addition MyCoop training materials have been adapted to the Mongolia context and training courses (ToT and training of co-op leaders and members) have been implemented.

### Objective 4 - Old age pension coverage for vulnerable groups

There has been a detailed financial assessment of proposed reforms and pension scheme for herders and self-employed which has been endorsed by the tripartite stakeholders. The project also carried out capacity building and training as part of this activity. For example, the project organised capacity building workshops with MoNEF and CMTU in May and December 2015 to support them in developing their position on this issue. The financial assessment report has been published and sets out a possible basis for scheme, although a specific scheme has yet to be designed.

The project also completed an assessment report and carried out capacity raising on ratification of Convention 102. The report was submitted to MPDSP and the social partners followed by a discussion on the ratification process.<sup>14</sup> As part of this process, a National tripartite technical workshop organised (21 May 2015) and capacity building workshops with MONEF and CMTU to improve their knowledge on C102, help social partners developing their positions on social security and have their support in ratification of C102

The project also carried out a training needs analysis amongst administrators of social protection sectors was conducted in June 2014. Based on findings of TNA, four training

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<sup>14</sup> Note that much of the work on assessing the compatibility of the Mongolian situation with the Convention was completed by ILO prior to the commencement of the project.

courses were conducted in 2014: one for officials of Social Insurance General Office in Ulaanbaatar; two for soum administrators of the Project pilot aimags and one on actuarial modelling of old age pension insurance scheme for herders and self-employed. In total 111 persons have attended the training. In addition, capacity building training for social insurance inspectors/administrators in Uvurkhngai and Byankhongor aimags were conducted (September 2015). In total 85 administrators attended the training seminars.

#### Objective 5 - Integrated mechanisms to co-ordinate policies and deliver social protection

The original planned activities were to (i) establish an Inter-ministerial policy coordination mechanisms for the design and administration of integrated social policies; (ii) improve the one-stop-shop delivery of social protection and employment services at local level; and (iii) carry out an awareness raising campaign among stakeholders, target population and young people on the importance of social security and a social protection floor. The project has prepared a Rapid assessment of single window services (one stop shop) (completed by an experienced international consultant) and has also carried out awareness raising activities. This included a hand book and a video session for a social protection training for young people which has been mainstreamed into the Social Insurance General Office (SIGO) awareness raising plan. However, as noted above, this is the area where the project has not been able fully to implement the PRODOC. The project reports the establishment of the Project Steering Committee (PSC) as representing the achievement of the first activity. However, it is not clear that this is what was intended by the PRODOC or that the PSC actually played a role in advancing this activity.<sup>15</sup>

As noted this reflects over-ambition in design rather than any failings by the project. Other development partners (e.g. Swiss Agency for Development and Co-operation) have been working for many years on this issue in Mongolia and considerable resources are required to have an impact in this area. There are a number of barriers to further integration including the lack of an integrated database and a view of one stop shops as involving *co-location* of services rather than *integrated* delivery of services.

It would appear that the original ILO expectations in relation to this objective were more modest than an expansive reading of the PRODOC would suggest and were also, to some extent, based on the hope that additional resources could be leveraged. However, these points tend to suggest again that this objective would better have been excluded from the original design.

#### Overall assessment

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<sup>15</sup> The project reports that the intention was to institutionalize a consultation mechanism building on the PSC. An order officially signed by the two ministries was an initial step. However, due to government changes, both at MOL and MPDSP, the chairs of the PSC changed several times and this did not materialize.

## ASEAN

Overall, the project was implemented successfully at the ASEAN level and has made an important contribution both to raising the profile of social protection issues at the ASEAN level and to contributing to capacity building and knowledge sharing amongst ASEAN Member States. As discussed elsewhere, the project has provided direct support to the implementation of the ASEAN Social Protection Declaration, including supporting the establishment of a monitoring framework and providing baseline information on the current state of social protection in ASEAN (*The state of social protection in ASEAN at the dawn of integration*).

The project also provided an additional platform to discuss social protection at ASEAN level in a tripartite manner. Significantly, through such platform, workers and employers were provided an opportunity to be involved in ASEAN discussions related to social protection, because such a tripartite forum does not exist in ASEAN.

## Mongolia

The greatest achievements towards the objectives have been in relation to both the components with MPDSP (social protection policy) and the rural capacity building. Social protection policy issues are, of course, an area where ILO has specific expertise which it was able to draw on in relation to the ABND, actuarial pension advice, and assessment of compatibility with Convention 102. The project was also able to draw on other work areas in ILO in relation to the rural capacity building including skills and informal economy and rural development. While the ILO also has expertise in relation to integration of services, as discussed above, this was arguably an area which required considerable investment of time and money and which would have been beyond the capacity of anything other than a much larger project.

Insofar as *policy-related* work is a long-term process, it is likely to take some time before project outputs are converted into long-term outcomes. In the case of the rural capacity building, it has been reported that the project has already led to improved livelihoods. Here the challenge is to ensure that this is sustained and, if possible, to broaden the benefits to other geographic areas.

One challenge to implementation is the deteriorating economic situation of the country. At the time the project was being designed, the economic prospects for Mongolia looked very positive. However, in the intervening period the economic situation has worsened and the public finances have become vulnerable with rising public debt.<sup>16</sup> In this context, it is obviously more challenging to implement concepts such as the social protection floor and alternative approaches to social protection policy are being advocated by other development partners.<sup>17</sup> At the same time, however, the need to enhance the employment-capacity of rural workers has been emphasised by the downturn in other areas of the economy.

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<sup>16</sup> See IMF Country Report No. 15/109, 2015.

<sup>17</sup> See, for example, World Bank, *Review of Program Design and Beneficiary Profiles of Social Welfare Programs in Mongolia*, 2015.

As mentioned elsewhere in this report, one of the main constraints in ensuring the sustainability of project work has been the high level of turnover of public sector staff at all levels.

#### Results advocacy strategy

The PRODOC (not unusually for ILO projects) did not include an explicit result advocacy strategy. Nonetheless, the project has been very aware of the need both to disseminate the results of the project and to work very closely with ASEAN and national stakeholders both to develop their capacity and to maximise the ownership and sustainability of the project outputs. However, this is – as currently structured – somewhat intuitive and depends on the individuals involved in the project both at project level, country office and regional level. It is probably the case that ILO should include more specific provisions in its project documentation in relation to its exit strategy/result advocacy strategy. It would probably not be possible to be overly specific about this at the project development stage. It is also the case that, particularly where pilot approaches are being tried out, not all projects will be successful and that it is important to assess what has worked and what has not.<sup>18</sup> However, the PRODOC might provide that an explicit exit strategy should be developed at mid-phase of the project involving all ILO stakeholders. This issue is identified as a lesson learned below.

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<sup>18</sup> See UK Cabinet Office, *Trying it out: The role of 'pilots' in policy-making: Report of a review of government pilots*, 2003.

### Efficiency of resource use

The total budget of the three year project was US\$ 2,101,707. The budget breakdown by objective as at February 2017 is as follows:

Item	Total expenditure (US\$)	Balance (US\$)
<b>Objective 1</b>	388,990	46,817
<b>Objective 2</b>	44,991	-
<b>Objective 3</b>	156,537	16,409
<b>Objective 4</b>	116,924	27,017
<b>Objective 5</b>	28,228	5,003
<b>Project management</b>	1,108,210	143,133
<b>Total</b>	1,843,881	
<b>Outstanding balance</b>		257,826

Based on the findings in this report in relation to the achievement of project activities, it would appear that resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes and have been used efficiently. Activities supporting the strategy have, in general, been cost-effective. No significant examples of wasted or misused resources were identified during the course of the evaluation. The available balance of is mainly attributable to savings on the staff costs (9 months of the regional team), and activities that could not be implemented within the time frame. These activities are the training to implement the ASEAN monitoring framework on social protection that will happen after the adoption of the framework by the ASEAN Member States in March 2017; and a workshop to endorse the roadmap for ratification of Convention No. 102 in Mongolia, also postponed to 2017. Because of the relevance of ILO's support in these two areas, both activities will be funded by ILO regular resources in 2017. On the basis of the financial data available, it is not possible to disaggregate the benefits and related costs of integrating gender equality.

One issue in relation to funding was that there can be a mismatch between the rules of the donor (GoJ) and those of the ILO which lead to scheduling and planning issues. The change in the exchange rate between the dollar and yen has also led to pressure on the availability of resources. On the other hand, from a positive perspective, one must recall that this is the second phase in what is now a 6 year project and that this has been possible due to the long-term commitment of the donor. The phased nature of the project has also allowed some flexibility in terms of transferring unused resources from one phase to another and in terms of continuity between the different phases of the project. This flexibility can also be seen in the staff time allocation between the different phases. The ABND in Mongolia started in 2013, and funds saved on staff costs and other two referred activities will be carried over to the budget of third phase of the project, thus releasing pressure on the availability of funds in 2017.

## Effectiveness of management arrangements

### ASEAN

Management arrangements appear to have been effective and no significant issues were reported. As noted elsewhere, the ASEAN Secretariat was satisfied with the relationship with the ILO project staff and with their responsiveness. The project received adequate political, technical and administrative support from both the ASEAN secretariat and at the national level. In meetings, both employers and trade union representatives highlighted the important role which ILO played in ensuring their involvement in social protection policy making and implementation. The project was seen as a good example of how the social partners can be involved in ILO's work.

### Mongolia

In general the management arrangements appear to have been effective and no major issues were reported. It would appear that this is, in large part, due to the employment of an experienced and dedicated CTA and appropriate and experienced support staff both in UB and in the ILO Country Office for China and Mongolia in Beijing and Ulaanbaatar including staff who are familiar with ILO procedures.

It would appear that the available technical and financial resources were adequate to fulfil the project plan with the exception of objective 5 (integration/OSS). While, as noted above, it appears that this objective was always intended to be more modest than might originally appear from the PRODOC, this is an area where very considerable resources (expertise, IT, etc.) and time would be required to have an impact.

The Mongolian Project Steering Committee (PSC) has met to a limited extent and there has been considerable turnover of GoM representatives on the Committee. However, this does not appear to have created any major management issues though it may have contributed to sustainability issues.

There appears to have been a clear understanding of the roles and responsibilities by all parties involved and in general, the project received adequate political, technical and administrative support from its national partners. One exception to this was in the area of the integration of social policies (one stop shop) where it appears that there was a lack of engagement. In addition, as noted above, a high turnover of counterpart staff (GoM) created difficulties in continuity and also now raises questions about the future sustainability of the project work. However, this is a challenge faced by all development partners and is not specific to ILO. The ILO has worked with non-governmental partners to attempt to ensure ownership of the project outputs.

Project management and ILO have monitored project performance and results in an effective manner and no issues appear to have arisen.

The project has made very strategic and effective use of other related ILO work to increase its effectiveness and impact. Good examples are the use of the ILO Training for Rural Economic Empowerment (TREE) and Start and Improve Your Business (SIYB) methodologies, and the translation and adaption of the existing ILO MyCoop materials to the Mongolian context.

Communication appears to have been very effective between the project team, and the ILO. This is especially the case given the complex nature of the project on the ILO side with the involvement of the regional office in Bangkok and the Country Office in Beijing. This appears to have been supported by the adequate resourcing of the project at national level, employment of experienced staff and provision of training on ILO procedures; and a positive attitude by all sections concerned. Communication with the donor was also very effective. As noted, the project also co-operated closely with a number of other UN agencies in Mongolia and at regional level, for example in relation to the Workshop on disaster risk management in Manila (2016) which included contributions from UNICEF and UNISDR.

Communication with the national partners was also positive, subject to continuity issues mentioned above.

## Sustainability and Impact

### ASEAN

This project is the second in what is now a three-phase project supported by the GoJ (2010-19). This has undoubtedly helped to enhance the sustainability and impact of the project and to allow ILO to develop closer relationships with ASEAN and the Member States.

In terms of impact, the project would appear to have built capacity both at ASEAN level and at the level of Member States on social protection issues and allowed sharing of knowledge. Overall, there is a greater awareness amongst ASEAN Member States of social protection issues. This is shown, for example, by the fact that two countries have carried out Assessment Based National Dialogues, i.e. Myanmar and Philippines using experience and lessons learnt from the ABND exercise in Mongolia.

Given that this phase of the project is operating primarily at a general policy level and that it is limited in terms of its scope, one must be realistic in terms of identifying immediate impacts. Rather, the project should contribute overall to the long-term work of the ILO in relation to raising awareness of and capacity on social protection issues. All indications suggest that it has been done so successfully.

The third phase of the project has already commenced (Extending Social Security Coverage in ASEAN (ESSA) (2016-2018)). The new phase of the project aims at enhancing knowledge, understanding and enhancing expertise on extension of social security, and stimulating South-South cooperation across ASEAN Member States. The project will provide direct support to Indonesia and Viet Nam for improving their legal and institutional frameworks, administration and services with the aim of increasing social security coverage. Lessons learnt, experiences and good practices from the two countries will be disseminated across the ASEAN Member States. This phase will help to ensure the sustainability of the second phase at the ASEAN level.

Overall, the partners do appear likely to continue working on the project's achievements especially given the existence of the follow-on (ESSA) project.

In addition to the direct impact of the project, the project has also created synergies with other ILO activities including the Triangle Migration Project and the work of the Social Protection Expert based in Bangkok. For example, the project supported the inputs of the ASEAN Tripartite Actions for the Protection and Promotion of the Rights of Migrant Workers (ASEAN Triangle Project) to the ASEAN Forum on Migrant Labour in relation to the topic of extending social protection. The project also collaborated with the ASEAN Triangle Project on a paper assessing coverage of migrant workers by social protection legislation in ASEAN.

## Mongolia

In terms of impact, while some individual measures can be identified, the social protection policy components are likely to be more long-term in impact on policy. However, all stakeholders were very positive about the ABND process and its positive impact on the capacity of stakeholders to contribute to the policy process. The work on the ratification of Convention No. 102 has raised awareness of the Convention and clarified the legal position that Mongolia is in a position to ratify the Convention. The financial assessment of different options for extending and strengthening the old-age pension schemes was also appreciated by constituents. It contributed to build the capacity of stakeholders in issues related to pension reforms which allowed them to engage more actively in national dialogue. Some of the recommendations were reflected in the State Policy on Pension (2015). While no decision has been taken yet by the exiting GoM concerning the parameters of the scheme targeting at herders and self-employed, the advocacy work will continue with the new GoM, using results of the actuarial work. ILO has also briefed the new GoM (appointed July 2016) on the outcome of the project and has produced a number of policy briefs.

The evaluation of the rural capacity building was very positive and local respondents report that it has had a positive impact on livelihoods. Overall, there has been a positive impact of the project.

In terms of sustainability of the social protection work, the social partners report that their capacity has been enhanced so that they are much better able to continue discussions on the social protection issues. Since the project has been implemented as an integral part of ILO country programme operations in Mongolia, the ILO Country Office for China and Mongolia continues its engagement on these issues within its own resources and will provide support to the ongoing policy debate. There is also a positive response from stakeholders (e.g. MOL and NAMAC) to the work of the rural capacity component. However, the challenge is to turn this into action so as to ensure sustainability.

As noted above, some of the recommendations in the ABND (e.g. re flexibility in relation to herders' contributions, increase in maternity benefits under the voluntary scheme) have already been reflected in law and policy. In addition, the outcomes of the project are strongly reflected in the current draft DWCP for Mongolia which includes social protection

as one of the three priorities and focuses on following up on the areas of work under the project.<sup>19</sup>

As described in more detail above, the project has developed a range of tools and methodologies – both in the area of social protection and rural capacity building – which can be reused in the future by ILO and national stakeholders. In particular, a number of agencies (such as NAMAC) are interested in reprinting the rural training materials and training approaches (including MyCoop).<sup>20</sup> ILO has discussed further with all stakeholders to establish how this can be done and to support the development of a concrete plan to ensure sustainability.

A number of stakeholders identified areas for possible future work by ILO. For example, CMTU would like to replicate the good practices of the project for other target groups in the informal/private sector. In their view, the initiatives (e.g. increasing an insurance coverage for herders through coop) worked well for herders, they could then be replicated for other target groups, e.g. self-employed and the ILO could provide support to materialize these initiatives within the upcoming DWCP (2016-2020). As follow-up on the employment services training with MOL, ILO received a request for further support in training of employment officers from the Labour and Welfare services agency under the Ministry of Labour and Social Protection (both former and latter have been reorganized after the national election in June 2016), including support for the development of an employment services manual of procedures. In response of this request, ILO has sent two officials to the ILO Regional Skill Programme/Regional Training on Employment Services that was held on 14-18 November 2016, Bangkok to prepare national trainers on this topic.

Overall, one can say that the project had a positive impact in terms of showing what could be achieved in Mongolia both at policy level and in practical terms, e.g. in improving employability. The project has also built capacity of the tripartite partner and others in the social protection and employment field. Sustainability is an issue due to the current financial position of Mongolia and the frequent changes of government (and consequent changes in public service staff). Despite the efforts of the project to ensure sustainability, it is not clear that the GoM is likely to carry forward the results of the project or to support replication of the project activities although the other social partners are more likely to do so insofar as possible. This lack of sustainability has been an issue for many development partners in Mongolia and is not unique to ILO.

## Gender

The PRODOC includes a specific section on gender issues.<sup>21</sup> It specifies a number of particular actions in relation to gender. For example, it states that

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<sup>19</sup> It might be advisable to reconsider some of the proposed draft indicators (2.1.2 and 2.1.3) in the light of the lessons of this project.

<sup>20</sup> We would support the recommendations of the technical report in this regard which included that the GoM should allocate resources to fund the “MyCoop-Managing your agricultural cooperative” training to be managed by NAMAC (under implementation of the Society-Wide Programme on Cooperatives Development Phase II and that MoL could consider disseminating MyCoop training under the Entrepreneurship and Small Business Development Programme under the EPF.

<sup>21</sup> At pp. 28-9.

[D]uring the ABND in Mongolia, the project will examine the particular situations, obstacles, needs and expectations of female and male groups in terms of social protection and employment support.

The ABND report does address gender-related issues (such as maternity benefits and differences in pension age for men and women). However, there is no section which specifically brings together the gender-related issues and looks in an overall way at how the social protection system provides access for men and women (e.g. rates of coverage, levels of benefit, etc.).<sup>22</sup> It might be useful if, in the future, for ABND reports to contain a specific section on gender-related issues to ensure that these are considered in a systematic manner.

The Report on the Financial Assessment of the proposed reform to the social security system for older persons (herder's pensions report) also refers to equality of pension age for men and women and includes gender-related data on, for example, contribution coverage and density for herders but otherwise does not always include an explicit analysis of the pensions scheme from a gender-based perspective, e.g. in terms of access to pensions for men and women; rates of pension, etc.<sup>23</sup>

Mongolia is also in the process of examining the possible ratification of the Maternity Protection Convention, 2000 (No.183). The project has been providing support also in the area, notably by assessing the maternity benefits (leave and maternity care) policies, although progress has been limited lately due to the change of government. In other areas, gender issues were also addressed to a certain extent. For example, female herders were well represented in the attendance at the rural capacity building events. In the limited time available to that objective, it would perhaps have been over-ambitious to expect a more systematic engagement with gender issues amongst herders.

Overall, there was a high level of participation by women at the workshops and capacity-building events (55% on average across all events). This was consistent across most activities organised by the project.

At the ASEAN level, although there were no specific activities on gender, gender issues were addressed in a number of ways. For example, the Report on the State of Social Protection in ASEAN has a section dedicated to gender issues and recommendations to improve better gender balance when it comes to access to social protection. The report has also a number of sex-disaggregated figures that highlights the remaining gender gaps. The indicators for the monitoring framework will be sex-disaggregated to monitor also progress in giving equal access to men and women to social protection.

There were also a number of other gender-related activities such as

- In the area of migrant workers, the CTA guided the preparation of the policy review of domestic workers' access to social protection in Thailand. This review led to the

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<sup>22</sup> The same comment could be made in relation to the assessment of compliance with Convention 102 though here, perhaps reflecting its date of adoption (1952), the Convention itself does not focus on gender-related issues.

<sup>23</sup> The report does indicate that the average pension received by women is lower than that received by men (Table A4.17).

preparation of standard contracts for domestic workers in Thailand that has now been approved by the UN Resident Representative for application at least by UN staff.

- During the course on pensions, there was a session and discussion on why women may need particular attention to ensure equal treatment in accessing old-age pension, and concluding on the importance of setting up social pension schemes that tend to cover more women than men.
- The Unemployment guide showcases the example of the BPIS-Pakistan scheme and the 1 AZAM programme implemented by the Ministry of Social Welfare, Women and Community of Malaysia, specifically targeting at women' entrepreneurship and inclusion, as a good practice for setting up active labour market policies. It also highlighted the good practice of NREGA (*National Rural Employment Guarantee Act*) schemes that includes child care facilities so Indian women can participate in the schemes too.
- The project contributed to the preparation of a global policy note aimed at promoting maternity protection, notably by sharing the experience of Mongolia achieving universal maternity protection.

Although gender-specific activities might only be mentioned in the PRODOC to a limited extent, the project has taken the view that promoting gender equality in accessing social protection is at the essence of any social protection policy, and therefore also part of every discussions with the government and ASEAN. However, this activity should be more clearly reflected in future PRODOCs and should be given greater visibility in implementation.

## 4. Lessons learned & good practices

This section looks at the lessons learned and emerging good practices in line with ILO guidance (see also Appendices 3 and 4).<sup>24</sup>

### Lessons learned

In the case of this evaluation, the lessons learned focussed on project design. In particular, we identify three key lessons:

1. Need for a thorough risk assessment including adequate risk analysis and risk mitigation.
2. Need to include specific gender objectives/outputs/activities in the project document.
3. PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project.

In this case, it should have been (and presumably was) apparent that there was a considerable risk that the two components of the project would have very limited synergy and would be difficult to combine. However, the ILO's lack of risk assessment meant that this was not formally identified or addressed. Similarly a more thorough risk assessment would have indicated that the Mongolian component was perhaps over-ambitious.

In the case of this project, the PRODOC makes limited reference to gender issues. In order to ensure that gender is seen as an important issue in project implementation, it is necessary that specific outputs and activities be identified in the PRODOC rather than expecting that these will emerge during project implementation.

Finally, this evaluation suggests that PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project.

### Emerging good practices

The ABND process in Mongolia appears to have been a good example of how to carry out such a process involving a range of UN agencies, social partners and with a good level of engagement by the government (albeit not guaranteeing an immediate positive policy outcome). In addition, the organisation of the rural capacity building project was certainly an example of good practice in carrying out such a pilot as part of a broader project. Factors involved included selection of appropriate areas, good communications with all key stakeholders, ILO expertise on key issues, and good management and implementation.

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<sup>24</sup> See [http://www.ilo.org/global/docs/WCMS\\_165981/lang--en/index.htm](http://www.ilo.org/global/docs/WCMS_165981/lang--en/index.htm)

## 5. Conclusions & recommendations

### Conclusions

Overall, we can conclude that the project has been successfully implemented. At the ASEAN level, the project has contributed to raising the profile of social protection as a key component of building ASEAN Community. This will now be taken further in the third (ESSA) phase. At the Mongolian level, with limited exceptions, most activities have been implemented in full although the sustainability of the project (despite the best efforts of the project) may be more questionable. In general the stakeholders have been very positive about the project and its implementation, including the professionalism of the project team. However, in terms of project design, there were limited links between the two components of the project and the Mongolian component may have been over-ambitious in taking on too many issues (i.e. social protection policy issues with MPDSP, rural capacity building in 2 aimags, and integration of services/One Stop Shop). It should be noted that the successful implementation was a considerable achievement for the project team given that there were, in effect, two largely separate projects.

### ASEAN

At the ASEAN level, the project has contributed to raising the awareness of social protection both at ASEAN level and amongst the tripartite constituents of the Member States and has built capacity in relation to social protection issues. The recognition of workers and employers of the ASEAN Declaration on strengthening social protection was effectively facilitated by the project. The Siem Reap meeting (Dec 2014) was the first time that workers and employers' organizations were invited to an official ASEAN meeting. In addition, the project also took over new and emerging topics, such as social protection and (disaster risk reduction) DRR, where the ILO could fulfil a greater role. In terms of follow up, the project plans to prepare and submit an FAO-ILO-UNISDR-UNICEF project proposal to support the implementation of the AADMER output related to social protection, in particular by fully articulating the link between social protection and DRR, with country level interventions (if funds allow).

The priority given to social protection in a number of ASEAN official documents (listed elsewhere), which may be seen, in part, as the result of the past 6 years of the project. It is noteworthy that in the Bali Declaration, concluding the 16<sup>th</sup> Asia-Pacific Regional Meeting (APRM) on 9 December, social protection came strongly as a stand-alone recommendation (No.11).<sup>25</sup> In contrast, in the same meeting in 2011, in Kyoto, social protection was not part of the recommendations.

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<sup>25</sup> [http://www.ilo.org/wcmsp5/groups/public/---ed\\_norm/---relconf/documents/meetingdocument/wcms\\_537445.pdf](http://www.ilo.org/wcmsp5/groups/public/---ed_norm/---relconf/documents/meetingdocument/wcms_537445.pdf)

## Mongolia

At the Mongolian level, in terms of impact, while some individual measures can be identified,<sup>26</sup> the policy components (ABND, pensions for herders and Convention 102) are likely to be more long-term in impact on policy. However, all stakeholders were very positive about the ABND process and its positive impact on the capacity of stakeholders to contribute to the policy process

The evaluation of the rural capacity building was very positive and, in terms of improved livelihoods, local respondents report that it has had a positive impact on livelihoods

A key issue for the project in Mongolia appears to be sustainability and what ILO and stakeholders can do to ensure that its positive impact is carried forward and that policy issues are carried into the new Government. This includes, in particular, how to ensure the mainstreaming of the rural capacity building work. Although ILO mobilised resources to brief the new GoM on the outcomes of the project, it is unclear at the time of writing whether the project will have a sustainable impact in the short-term and whether the lessons from, for example, the rural capacity pilot will be taken forward by the GoM or by the new EU/FAO SECIM project and the new JICA social security project.

## Recommendations

In the more medium-longer term, we highlight the following recommendations:

### Project assessment and planning

- 1) In relation to project selection and planning, **ILO (Bangkok) should carry out a rigorous assessment process in order to refine (where necessary) the project design.** ILO should be more realistic in what can be achieved in a project of this size and scope and it is sub-optimal to include a diverse range of activities in one project and to attempt to combine a regional element (ASEAN) with a country (Mongolia) which has little in common with the region. In particular, a thorough risk assessment should be carried out including identification of risk mitigation actions. In addition, PRODOCs should contain an explicit section in relation to the development of an 'exit strategy' and this should be developed by all the key ILO stakeholders during the implementation of the project. (Medium-term)

### Gender

- 2) As part of the lessons learned, we have highlighted the need for gender issues to be specifically identified in the PRODOC. In addition, **ILO should ensure that future ABND processes and reports should contain a specific component on gender-related issues to ensure that these are considered in a systematic manner.** (Medium-term)

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<sup>26</sup> For example, the project can point to a number of policy decisions that followed the ABND recommendation including maternity leave raised from 70% to 100% for women contributing to the voluntary scheme; and universal old-age pension as pillar 1 of the overall pension system (Policy Paper on Pension Reform).

Further work on the role of social protection and disaster risk management

- 3) The ASEAN component has identified issues which should be followed up in a separate project. In particular, the issue of the role of social protection in disaster risk management is highly topical. There was a very good initial discussion of this issue at the Manila seminar (November 2016) and this is an area **where ILO could bring its practical expertise to look at best practices in this area across the range of countries it works in and how these can be adapted and adopted in ASEAN.**  
(Medium-term)

## Appendices

## Appendix 1. Objectives and outputs and activities undertaken

Output		Activity	Implementation
<b>IO 1: Capacities and knowledge for the development and implementation of income security and employability measures for vulnerable groups are increased in Mongolia and ASEAN</b>			
1.1. ASEAN government and social partners' capacities for strengthening social protection are developed.	1.1.1	Organize an ASEAN Seminar to share knowledge and experiences on the establishment of SPFs and extension of social security	Organised, Bangkok, November 2014. Outputs included tripartite recommendations on strengthening social protection <sup>27</sup>
	1.1.2	Organize an ASEAN Seminar to reinforce social security in the framework of the ASEAN economic integration by 2015. Review of social protection system in ASEAN and possible extension for better protection of migrant workers will be presented.	Organised, Jakarta, November 2015. Outputs included tripartite recommendations on enhancing social protection. <sup>28</sup>
1.2. Knowledge and experience sharing initiatives conducted among ASEAN countries and Mongolia related to old-age protection, and integrated policies for youth employment promotion and income security.	1.2.1	Publish and disseminate reference guide for the design and implementation of unemployment protection measures	Drafted and currently being finalised for publication
	1.2.2	Organize a regional seminar on old-age pension for all (for selected ASEAN countries, Asian countries and Mongolia). A review of old-age pension schemes relevant for ASEAN and Mongolia will be prepared.	30 participants from 10 countries attended the Executive course on designing and extending universal pension system, February 2015, Bangkok, Thailand. <sup>29</sup>  Three case studies on pension policy (Mongolia, Nepal & Thailand)

<sup>27</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikiId=3053&pid=1385>

<sup>28</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikiId=3052&pid=1385>

<sup>29</sup> [http://www.ilo.org/asia/whatwedo/events/WCMS\\_339272/lang--en/index.htm](http://www.ilo.org/asia/whatwedo/events/WCMS_339272/lang--en/index.htm)

1.3. South-South cooperation through experts' missions organized and implemented on old-age protection, unemployment protection and integrated delivery of social services.	1.3.1	Organize an experts' mission from relevant ASEAN countries to Mongolia to share knowledge and provide guidance on the implementation of income support and employment security measures, in particular for vulnerable groups and youth	Dropped for lack of cost-efficiency and relevance. However, two officials of the Ministry of Social Protection, Mongolia, sponsored by the project, attended the Asia and the Pacific Regional Consultation on Social Protection, Rural Employment and Food Security, 8-9 October 2014 (with 6 ASEAN countries) Bangkok, Thailand, organized by FAO and ILO. <sup>30</sup>
	1.3.2	South-south cooperation (expert missions, exchange of knowledge) between ASEAN and Mongolia on extending old-age protection to all	Funds merged with the pension course (1.2.2) in order to include more beneficiaries in this activities. Four Mongolian representatives attended the pension course in February 2015
	1.3.3	South-south cooperation (expert missions, exchange of knowledge) between ASEAN and Mongolia on the integrated delivery of social protection floors and employment support services	In October 2014, a delegation of ASEAN officials from Cambodia, Indonesia and Thailand, travelled to Mongolia to learn more about the country's experience in delivering social services and benefits through single-window service points <sup>31</sup>
1.4. Hands-on training activities on unemployment protection and old-age income security are conducted for tripartite stakeholders in ASEAN and Mongolia.	1.4.1	Training and capacity building for ASEAN and Mongolia on unemployment protection	22 policy makers and practitioners attended the Course on unemployment protection, linking with active labour market policies, October 2015, Malacca, Malaysia.
	1.4.2	Training and capacity building for ASEAN and Mongolia on old-age pension	One representative of Ministry of Social Protection attended the two week course on Pension Modelling, 24 November to 5 December 2014, at the ITC ILO.
	1.4.3	Capacity building for ASEAN workers and employers' representatives on social security, in particular for the working age	ASEAN Trade Unions' meeting on strengthening social protection, Phnom Penh, August 2014. Statement adopted. <sup>32</sup> Employers Organizations' position paper on social protection. <sup>33</sup>
1.5. Monitoring framework	1.5.1	Conduct consultation to define the monitoring framework.	ASEAN meeting on social protection indicators, 8 Sept. 2016, Hanoi

<sup>30</sup> [http://www.fao.org/fileadmin/templates/rap/files/meetings/2014/141008\\_Report.pdf](http://www.fao.org/fileadmin/templates/rap/files/meetings/2014/141008_Report.pdf)

<sup>31</sup> <http://www.social-protection.org/gimi/gess/ShowNews.do;jsessionid=GGTcYggCLXMNyn9nRYvJtRzmsJzwzCLg0vyY2DQG1RRYflvSGN3!-1308912756?id=19029&lang=EN>

<sup>32</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikiId=3055&pid=1385>

<sup>33</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikiId=3054&pid=1385>

for measuring the progress in extending social protection in ASEAN is finalized with ASEAN Member States and tested.	1.5.2	Train statistics officers and policy makers for applying the monitoring framework	Postponed to 2017, to fit better ASEAN member states schedule.
1.6. Recommendations and guidelines for the implementation of integrated programmes linking natural disaster, social protection and employment promotion are developed.	1.6.1	Document programmes linking social protection and natural disaster.	Background report on the role of social protection and disaster risk management drafted
	1.6.2	Organize a tripartite ASEAN seminar on the potential of social protection to prevent and respond to natural disaster impact	Organised Manila, Philippines, Nov. 2016
<b>IO 2: Priority recommendations/scenarios on extending social protection and improving employment support and skills development programmes, through the conduct of an ABND, with indications as to their fiscal cost, endorsed by all stakeholders in Mongolia; awareness and capacities are increased on social protection and employment promotion.</b>			
2.1. An UN-G Social Protection Team is established and functioning to carry out high level inter-ministerial and tripartite	2.1.1	Establish a UN-G Social Protection Team and organize regular working-level meetings to discuss the findings of the assessment and the key priorities.	UN – Government Social Protection Working Group, chaired by the ILO and MPDSP and including UNICEF and WHO
	2.1.2	Organize tripartite and inter-ministerial regular consultations to discuss the findings of the ABND at the different steps of the process	Meetings organised : 1st ABND, 05 Sep 2013 2nd ABND, 05 Dec 2013 3rd ABND, 02 May 2014 4th ABND, 12 Sep 2014 Report Launching, 15 May 2015 <sup>34</sup>

<sup>34</sup> <http://www.social-protection.org/gimi/gess/ShowProject.action?id=2287>

consultations during the ABND process			
2.2. Draft report of the ABND on social protection and employment support, together with a cost estimate and potential fiscal implications submitted to the tripartite stakeholders.	2.2.1	Conduct the cost estimate calculation of priority recommendations and train local partners	Costing carried out and included in ABND. The costing are currently being revised in the light of subsequent development
	2.2.2	Prepare conclusions on the cost estimate of the priority policy interventions, share the conclusions with all stakeholders.(this seminar will be preceded by the official launch of the project in Mongolia)	Costing carried out and included in ABND.  The costing of the social protection floor for Mongolia has been updated in December 2016, to inform policy dialogue in a context of economic recession. (Dissemination workshops will take place in 2017).
2.3 ABND report disseminated	2.3.1	Prepare with the UN-G SP team a consolidated analytical ABND report.	ABND has been drafted and endorsed by the Government of Mongolia (GoM) (published in 2015).
	2.3.2	Organize the launch of the assessment report	Launched in 2015
<b>IO 3: Concrete measures to improve employability and income security of the vulnerable workers, in particular young rural workers in Mongolia are designed, based on actuarial, legal and institutional assessments, tested and endorsed by relevant stakeholders; implementation plan is adopted by key stakeholders.</b>			
3.1: Assessment of the economic potential, labour market contribution, and social services in the two pilot areas.	3.1.1	Conduct a comprehensive local economic and social assessment (employment & business opportunities, training supply, financial support, social protection, institutional capacities)	Report on results of social-economic and institutional assessments completed and discussed with local task forces in January 2015
	3.1.2	Organize a tripartite local workshop to share results of the assessment	A mission by ILO experts on social protection, skill training and value chain took place in the two aimags to finalize with the local task forces the strategy and design for pilot activities in the two soums, from 22 March to 1 April 2015.
	3.1.3	Document good practices that combine decent work, access to social security and sustainable business and	Technical report of the pilot programmes for increasing income security of rural youth in Bayankhongor

		disseminate in a national workshop (with selected ASEAN countries)	and Uvurkhangai aimags of Mongolia (published in Octo 2016) <sup>35</sup>
3.2. Employability programmes linked with income security measures for rural youth in Mongolia are designed and piloted in selected areas.	3.2.1	Conduct local consultations to identify needs and potential for programmes to support youth (income support, entrepreneurship, skills development)	Missions in September 2014, January 2015, March 2015, June 2015
	3.2.2	Draft recommendations for the institutional set-up of the proposed programmes, and conduct a financial and legal assessment of the agreed-upon design options	A mission by ILO experts on social protection, skill training and value chain took place in March 2015.
	3.2.3	Conduct the pilot of the proposed measures	Training in processing of wool, dairy, leather and meat carried out in pilot soums with co-operative members from June 2015 to March 2016. Training material developed following a participatory approach. <sup>36</sup>
	3.2.4	Prepare technical report to document the results of the feasibility study and pilot evaluation, and organize local meetings for discussing the findings	Interim and final evaluation reports to document the implementation of the pilots and discussed with national and local stakeholders, respectively 23-28 November 2015 and June 2016.
	3.2.5	Finalize the report and organize a dissemination workshop at national level	A national workshop took place on 14 June 2016, in Ulaanbaatar, to disseminate all products of the project and hand over the strategy to the government. The self-training modules were included into the package “XXIst Century’s Herders” and will be reproduced further by the MoL on its own funding
3.3. Capacity building programme is implemented for local	3.3.1	Disseminate good practices and guidelines manual and train officials on the design and implementation of income security and employment support programmes	Employment Service training was conducted and tested with 40 staff of Employment Division of Bayankhongor and Uvurkhangai aimags and soums (5-9 October, 2015).

<sup>35</sup> <http://www.social-protection.org/gimi/gess/ShowProjectResource.action?resource.ressourceId=54118&pid=2517>

<sup>36</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikid=2727&pid=2517>

administrators, social partners and civil society for the effective implementation of the future income security and ALMPs guarantees for young herders.	3.3.2	Build capacity of the local employment departments, social security services, vocational training centers and other relevant departments (operation guidelines, training)	Implementation of the pilot projects involved all these stakeholders
	3.3.3	Raise awareness of CMTU and MONEF, herders and youth association on existing and planned support programmes (national workshop with good representation from the two aimags)	The project has implemented capacity building activities for herders' cooperatives using the MyCoop methodology, and prepared a vision for modern herders' cooperatives in Mongolia. <sup>37</sup> A national workshop took place on 14 June 2016, in Ulaanbaatar, to disseminate all products of the project and hand over the strategy to the government. The self-training modules were included into the package "XXIst Century's Herders" and will be reproduced further by the Ministry on its own funding.
<b>IO 4: Concrete measures to increase old-age pension coverage for vulnerable groups, including herders, self-employed, and informal economy workers, based on actuarial, legal and institutional assessments, is discussed and developed in line with the ILO Conventions and Recommendations, and sustainable.</b>			
4.1. An old-age pension scheme for vulnerable groups, including herders, self-employed and informal economy workers is designed.	4.1.1	Organize a tripartite consultation workshop on old-age pension to collect recommendations for improving the old-age pension system; review findings of other TC projects on old-age pension	Capacity building workshops with MONEF and CMTU to help social partners developing their positions on the issue of extending the old age pension insurance coverage for herders and self-employed (18-19 May 2015, 28 May 2015 and 10 December 2015).
	4.1.2	Conduct local surveys to identify obstacles for herders, self-employed and informal economy workers to contribute to voluntary scheme; and draw recommendations	Survey of 147 herders explaining the low level of coverage carried out
	4.1.3	Conduct a legal, financial and institutional feasibility study for an improved old-age pension system for herders, self-employed and informal economy workers	Financial assessment of the proposed reform to the social security system for older persons and a proposed new pension scheme for the herders and self-employed persons carried out and published
	4.1.4	Organize a tripartite national workshop to share the findings of the feasibility study	National tripartite workshop that presented the preliminary findings of the assessment and the ILO comments

<sup>37</sup> <http://www.social-protection.org/gimi/gess/ShowProjectWiki.action?wiki.wikild=2727&pid=2517>

			on the draft State pension reform policy (May 2015)
	4.1.5	Prepare a road map for the implementation of the proposed old-age pension system	Proposals included in report
4.2. Capacity building of government officials and, social partners and civil society (herders' and informal economy workers' associations) are strengthened for the good governance of social security system through specific trainings.	4.2.1	Conduct a training needs assessment among social security administrators	The training needs assessment of administrators of social protection sectors was conducted in June 2014. The following trainings were identified as the most relevant to address the needs: International standards of SI; approaches, international best practises Soft skill training; Training on Actuarial model.
	4.2.2	Organize training sessions, for government, as well as parliamentarians and social partners, on ILO Conventions and Recommendations, ILO social security strategy, good governance of social security schemes, including an actuarial training.	Based on findings of TNA, four trainings were conducted in 2014: <ul style="list-style-type: none"> <li>- 1 training for officials of Social Insurance General Office in Ulaanbaatar;</li> <li>- 2 trainings for soum administrators of the Project pilot aimags and</li> <li>- 1 training on actuarial modelling of old age pension insurance scheme for herders and self-employed. In total 111 persons have attended the training.</li> </ul> <p>In addition, one official of the MPDSP attended a two week training on public pension modelling, at the ITC ILO, in Nov. – Dec. 2014 (act. 1.4.2).</p> <p>Capacity building training for social insurance inspectors/administrators in Uvurkhngai and Byankhongor aimags were conducted (15-16 September 2015 and 17-18 September 2015). In total 85 administrators attended the training seminars.</p>
4.3 Technical support for the ratification of the Social Security (Minimum Standards)	4.3.1	Provide legal support for the possible ratification of Convention No.102	The assessment of the social security legislation in view of a possible future ratification of the Social Security (Minimum standards) Convention, 1952 (No.102) completed and report published
	4.3.2	Organize a national tripartite workshop to discuss the possible ratification of Convention No.102	National tripartite technical workshop organised (21 May 2015) and capacity building workshops with MONEF and CMTU to improve their knowledge on

Convention, 1952 (No.102) is provided.			C102, help social partners developing their positions on social security and have their support in ratification of C102 (18-19 May 2015, 28 May 2015 and 10 December 2015).
<b>IO 5: Integrated mechanism to coordinate policies and deliver social protection and employment support services, using the existing one-stop-shop network, are improved in Mongolia.</b>			
5.1. Inter-ministerial policy coordination mechanism for the design and administration of integrated social policies are established.	5.1.1	Facilitate the creation of a mechanism for policy coordination and regular consultations between MOL and MPDSP	Order was officially signed by the two ministries, and meetings initiated (28 April 2015), but was not taken over by the two chairs of the PSC due to political changes.
	5.1.2	Organize a national workshop on integrated social protection and employment policies and their delivery.	Merged with activity 3.2.5 (national workshop on 14 June 2016).
5.2. The one-stop-shop of delivery of social protection and employment services at local level is improved.	5.2.1	Organize a platform to exchange experiences on integrated delivery of social services in Mongolia in each of the two aimags	Not implemented
	5.2.2	Conduct a local assessment of impediments to an effective coordination of social services, provide and discuss locally in a tripartite meeting concrete recommendations to improve the integration of social security and employment promotion packages, using as much as possible existing one-stop-shops	The rapid assessment report on single window services in selected two aimags and Ulaanbaatar was completed and discussed with GoM
	5.2.3	Develop a methodology and tools that will be used by local administration to conduct similar assessment	Included in the Annex of the rapid assessment report.
	5.2.4	Organize a tripartite national seminar to disseminate the local recommendations for improving integrated services	Not implemented due to change of government and lack of availability of the Secretary Cabinet.
5.3. An awareness raising campaign	5.3.1	Raise awareness among tripartite partners on the importance of extending social	A social protection manual for herders (self-learning material) developed. Three fact sheets were developed and available in Mongolian language:

among stakeholders, target population and young people on the		protection to vulnerable groups	<ul style="list-style-type: none"> <li>- Why universal social protection in Mongolia; Why ratify convention 102?</li> <li>- The Child Money Programme of Mongolia</li> <li>- Universal old-age pension in Mongolia</li> </ul>
importance of social security and a social protection floor is carried out.	5.3.2	Develop and implement a communication campaign to raise awareness on the importance of social protection	<p>A factsheet on the SPF was produced in English and Mongolian languages and disseminated at various occasions to representatives of the Government, social partners, civil society organizations, academia and local social insurance administrators.</p> <p>A PSA on “Why social protection is important to me?” together with 4 TV spots was produced with English subtitles. This video has been uploaded to the website and FB page of the Social Insurance General Office of Mongolia and still shown on the home page.</p>
	5.3.3	Develop and implement a communication campaign, targeting at children and youth, to raise awareness on the importance of social protection	Supporting materials (a hand book and a video session) for a social protection training for young people developed to be streamlined into the SIGO regular awareness raising plan and delivered in secondary schools.

## Appendix 2. Performance plan & outcomes [indicators]

Indicator	Baseline	Revised targets (Dec 2016)	Outcome
Number of countries that have included in their national social protection strategies measures to improve income security and employability of the working age groups, including implementation of a nationally defined SPF.	1 <sup>38</sup>	3	Philippines, Myanmar and Mongolia have conducted a review of their social protection systems and included recommendations for improving active labour market policies in their ABND. The ABND reports of Myanmar and Mongolia were launched in 2015, the Philippines will be launched soon.
Number of countries that have embarked in the reform or design of new policies to enhance old-age protection.	0	5	Viet Nam, Indonesia, Cambodia, Thailand and Mongolia are exploring avenues for extending old-age pension. All these five countries have received ILO's support through actuarial assessment, legal review and policy briefs. In addition, these countries attended the Executive course on pension in February 2015; Mongolia received a fellowship to attend a training on pension modelling in Turin.
At outputs level			
'Number of recommendations adopted by the Seminars (in line with ILS), including particular addressing migrant workers' vulnerabilities	1	5	The project's support has already generated four set of recommendations: <ul style="list-style-type: none"> <li>- ASEAN Trade Union Statement on Strengthening Social Protection in ASEAN (28 Aug. 2014, Phnom Penh),</li> <li>- Employers' Position for the extension of social protection in ASEAN,</li> <li>- Tripartite recommendations for strengthening social protection in ASEAN (19 Nov. 2014, Bangkok).</li> <li>- Recommendations of the tripartite seminar on enhancing social protection in an integrated ASEAN community (27 Nov. 2015, Jakarta)</li> </ul>

<sup>38</sup> Cambodia.

			<p>- Recommendations of the seminar on the potential of social protection to build resilience to disasters (24 Nov. 2016, Manila)</p> <p>Improving access of migrant workers to social security is part of the Trade Union and Tripartite Recommendations. In addition the project contributed technically to the adoption of the Recommendations of the 9<sup>th</sup> ASEAN Forum on Migrant Labour, 10 Nov. 2016, Vientiane (focus on social protection).</p>
Number of female and male participants to the seminars and study visits and relevance of their position	0	60	The activities include the Trade Union workshop, 27-28 Aug. 2014, Phnom Penh; SWS experts' mission to Mongolia, 15-16 Oct. 2014, fellowship to ITC ILO, pension course, 9-13 Feb. 2015, Unemployment protection course, 18-29 Oct. 2015.
Number of follow up meetings taking place to share knowledge and discuss possible social protection extension, including implementation of a social protection floor, at the country level	0	3	<p>Meetings taking place:</p> <ul style="list-style-type: none"> <li>- in the Philippines: discussion on the extension of old-age pension, as part of the ABND process (2014-15);</li> <li>- in Cambodia: meeting on the pension reform (2016);</li> <li>- in Myanmar: training on unemployment protection programme, Feb. 2015;</li> <li>- in Viet Nam: extension of social protection to migrant workers, Sept. 2016</li> </ul>
Number of good practices on old age pension included in the inventory	0	6	Three good practices have been developed in 2015: Nepal, Mongolia, and Thailand. The report "The state of social protection in ASEAN at the dawn of integration" provides information on pension reforms and good practices in ASEAN. An actuarial assessment of the proposed pension reform in Mongolia is available. A fact sheet on the universal old-age pension system in Mongolia was globally disseminated (UN side meeting, Sept. 2016). Two more pension policy papers for Cambodia and Thailand will be prepared by the DWT Social Security Specialist that can be shared with ASEAN constituents as good practices.
Number and competences of ASEAN experts providing advisory services on unemployment and old-age protection, and delivery of social services	0	8	The following experts are directly involved in social protection reforms, and the implementation of SWS pilot projects in their country, two of them are ILO national officials: H.E Sann Vathana, Cambodia; Malika Ok, Cambodia; Ratnawati Muyanti,

			Indonesia; Cheng Boon Ong, Malaysia; Thaworn Sakulphanit, Thailand; Mongolmaa Norjinkham, Mongolia (with large experience in Thailand and Cambodia); Lkhagvademberel Amgalan, Mongolia.
Number of male and female participants and relevance of their position in tripartite workshop.	0	25	Nearly 200 male and female tripartite constituents (technical officers to directors of departments levels, secretary general and vice president of workers and employers' organizations) attended ASEAN-level seminars (Aug 2014, Phnom Penh; Nov 2014, Bangkok; Dec 2014, Siem Reap; Nov 2015, Jakarta; Nov 2016, Manila)

## Appendix 3. Lessons learned

### ILO Lesson Learned Template

Project Title: Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (MAPS)      Project TC/SYMBOL: RAS/13/08/JPN

Name of Evaluator: Mel Cousins

Date: December 2016

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Need for a thorough risk assessment including adequate risk analysis and risk mitigation.
<b>Context and any related preconditions</b>	The context for these lessons derives from the weaknesses in project design which have been identified in the course of the evaluation
<b>Targeted users / Beneficiaries</b>	Those involved in the design and approval of future projects
<b>Challenges /negative lessons - Causal factors</b>	The weaknesses in project design created considerable challenges in the implementation of this project – in effect there were two separate (rather than complimentary) components
<b>Success / Positive Issues - Causal factors</b>	The project staff and project management responded in a flexible manner so as to adapt the project plan and outputs to the needs of the two components
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	These issues should be taken into account in project design. No specific resource implications although training in, for example, risk assessment, may be required

## ILO Lesson Learned Template

Project Title: Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (MAPS)      Project TC/SYMBOL: RAS/13/08/JPN

Name of Evaluator: Mel Cousins

Date: December 2016

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	Need to include specific gender objectives/outputs/activities in the project document.
<b>Context and any related preconditions</b>	The context for these lessons derives from the weaknesses in project design which have been identified in the course of the evaluation
<b>Targeted users / Beneficiaries</b>	Those involved in the design and approval of future projects
<b>Challenges /negative lessons - Causal factors</b>	Lack of specific gender objectives/outputs/activities in project design make it difficult to plan and evaluate re gender issues
<b>Success / Positive Issues - Causal factors</b>	Gender issues were included insofar as possible
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	These issues should be taken into account in project design. No specific resource implications although training in, for example, gender analysis, may be required

## ILO Lesson Learned Template

Project Title: Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (MAPS)      Project TC/SYMBOL: RAS/13/08/JPN

Name of Evaluator: Mel Cousins

Date: December 2016

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LL Element	Text
<b>Brief description of lesson learned (link to specific action or task)</b>	PRODOCs should contain an explicit section in relation to the development of an 'exit strategy'
<b>Context and any related preconditions</b>	The context for these lessons derives from the weaknesses in project design which have been identified in the course of the evaluation
<b>Targeted users / Beneficiaries</b>	Those involved in the design and approval of future projects
<b>Challenges /negative lessons - Causal factors</b>	Including an exit strategy will help to focus project activities on the sustainability of the project work
<b>Success / Positive Issues - Causal factors</b>	In practice, the project did develop an exit strategy (e.g. hand-over period in Mongolia)
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	These issues should be taken into account in project design. No specific resource implications although training in, for example, gender analysis, may be required

## Appendix 4. Emerging good practice

### ILO Emerging Good Practice Template

Project Title: Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (MAPS)      Project TC/SYMBOL: RAS/13/08/JPN

Name of Evaluator: Mel Cousins

Date: December 2016

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The ABND process in Mongolia appears to have been a good example of how to carry out such a process involving a range of UN agencies, social partners and with a good level of engagement by the government (albeit not guaranteeing an immediate positive policy outcome).
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The process of engaging social partners and capacity building should be applicable in other countries
<b>Establish a clear cause-effect relationship</b>	It is not possible to establish a clear cause-effect relationship in this case and the expected outcome is more long-term
<b>Indicate measurable impact and targeted beneficiaries</b>	The targeted beneficiaries were the key national stakeholders and their management and staff. As noted, immediate impact is difficult to measure.
<b>Potential for replication and by whom</b>	Possible to replicate in similar projects by ILO
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	Extending social security and creating and extending social protection floors is one of the key priorities of the ILO and the ILO Regional Office for Asia Pacific. <sup>39</sup>
<b>Other documents or relevant comments</b>	None

<sup>39</sup> See ILO's Programme and Budget Outcome 04 - Social Security: More people have access to better managed and more gender equitable social security benefits; and Social Protection Floors Recommendation, 2012 (No. 202)

## ILO Emerging Good Practice Template

Project Title: Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (MAPS)      Project TC/SYMBOL: RAS/13/08/JPN

**Name of Evaluator: Mel Cousins**

**Date: December 2016**

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The organisation of the rural capacity building project was an example of good practice in carrying out such a pilot as part of a broader project.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The context was relatively difficult given the distances involved from the main project office and the need to engage different levels of government
<b>Establish a clear cause-effect relationship</b>	Success factors included selection of appropriate areas, good communications with all key stakeholders, ILO expertise on key issues, and good management and implementation.
<b>Indicate measurable impact and targeted beneficiaries</b>	The targeted beneficiaries were local herders and the national evaluation indicates a positive impact on livelihoods.
<b>Potential for replication and by whom</b>	Possible to replicate in similar projects by ILO
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	The project was closely related to the ILO's overall objectives and to the achievement of the UN development assistance framework (UNDAF) of Mongolia. In addition, the project was closely linked to ILO's country programme operation in Mongolia, which was guided by the Mongolia Jobs Pact Country Scan, <sup>40</sup>
<b>Other documents or relevant comments</b>	None

<sup>40</sup> [http://www.ilo.org/wcmsp5/groups/public/---dgreports/-integration/documents/publication/wcms\\_162366.pdf](http://www.ilo.org/wcmsp5/groups/public/---dgreports/-integration/documents/publication/wcms_162366.pdf)

## Appendix 5. Terms of Reference

### Terms of Reference (TOR)

#### Final Independent Evaluation

Draft 1.0 (21/March/2016)

<b>Project Title</b>	Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (RAS/13/08/JPN – 104322).  Hereafter ILO/Japan MAPS Project
<b>Technical Cooperation code</b>	RAS/13/08/JPN
<b>Administrative Unit</b>	ILO Regional Office for Asia and the Pacific
<b>Technical Backstopping Unit</b>	Social Security specialist, ILO Decent Work Team for East Asia, South-East Asia and the Pacific, Bangkok
<b>Donor agency</b>	
<b>Project duration</b>	January 2014 to December 2016
<b>Budget</b>	USD 2,101,707
<b>Period covered by the evaluation</b>	January 2014 to December 2016
<b>Date of Evaluation</b>	16 May – 20 December 2016

### 1. Project Background and Brief

#### Context

The Asia-Pacific economy has been affected by the slower growth in China in the last two years. Despite the creation of 21 million new net jobs in 2015, total employment growth continues to fall short of working-age population growth. Of the jobs that are created, many are in informal and vulnerable arrangements. The unemployment is more serious among youth. The incidence of unemployment among youth is around five times higher than that for their adult counterparts in the South-Eastern Asia Pacific (WESO, 2016). Since many workers in the region work in the informal sectors, the social security coverage is low, with only 23 per cent of the working-age population contributing to statutory old-age pension. Most countries in the AP region still face challenges in closing gaps in health and nutrition.

In response to these challenges, the ASEAN member States has recognized social protection as one of the key priority areas to achieve growth with equity and “integration with a human face” by 2015. The

commitment of ASEAN member states to building social protection floors in the region has been stated in the recommendations of in the ASEAN summit in 2012, ASEAN Declaration on Strengthening Social Protection (2013, Brunei D.) and its Plan of Action (Kuala Lumpur, 2015). At the country level, some ASEAN governments have started to reform and strengthen social security systems and employment services. However, many countries in the region face challenges in effectively extending social security coverage to the vulnerable workers. Findings of the Assessment Based National Dialogue (ABND) conducted in some countries also suggest the need to integrate and coordinate between social policies and delivery mechanism so as to better reach out to the people in vulnerable employment.

The need to guarantee income security and access to employment for those in rural areas is a particular challenge in Mongolia. Although Mongolia led the other ASEAN countries with a growth rate of 11.5% in 2011, which is largely due to the booming mining sector, the country faces the challenges of sustaining the growth and reducing the wealth gap, especially between rural and urban areas. Herds, self-employed and informal economy workers, accounting for 57% of the labour force, are inadequately covered under the present social issuance schemes. The youth unemployment is approximately 24.6%. Rural youth face more challenges as they are disadvantaged with access to education and employment opportunities. The administration and delivery of social security benefits and employment services across the country is inadequate.

The ASEAN countries and Mongolia have decent work, employment generation and social protection at the heart of their development agenda. There is an increased request to provide practical solutions to effectively address the absence of social protection and economic security encountered by vulnerable workers, including rural workers and youth. The coordination of social protection and employment promotion policies and the integration the delivery services provide beneficiaries with opportunities to progressively graduate from poverty to joining a decent job.

The project aims at contributing to the efforts of Mongolian and ASEAN governments and social partners to ensure that all workers particularly those in vulnerable employment have access to at least a national social protection floor (SPF). The backbone of the project's strategy is to promote more effective coordination and integration of the delivery of social security measures and active labour market policies to generate an inclusive and sustainable economic and social development in Mongolia and ASEAN.

The project is the second phase of the ILO/Japan Project "Promoting and building income security and employment support services in Asia". The phase I of the project (2011-2013) focused on promoting unemployment insurance and employment services in ASEAN.

The project has two components. Component 1 is at sub-regional level to build capacity by facilitating exchange of knowledge/experiences and South-South cooperation among and from ASEAN to Mongolia. Component 2 is in Mongolia to guide the government and social partners to identify concrete and evidenced-based policy recommendations for the design of SPF schemes and decentralized mechanisms, facilitate ABND on social protection and employment promotion, conduct more in-depth feasibility study to provide recommendations on strengthening social protection and employment measures for youth and extending old-age pension, especially for herders, self-employed and informal economy workers, and support the Government and social partners for the possible ratification of Social Security (Minimum Standards) Convention, 1952 (No.102).

## Development objective

The project was expected to contribute to the extension of social protection in ASEAN and Mongolia, by fostering know-how and South-South cooperation, as well as supporting countries to develop policies, schemes and mechanisms for the implementation of specific guarantees of the social protection floor, in particular for the elderly and vulnerable workers.

Immediate objective 1: Capacities and knowledge for the development and implementation of income security and employability measures for vulnerable groups are increased in Mongolia and ASEAN.

Immediate objective 2: Assessment Based National Dialogue's recommendations on social protection and employment support endorsed by national stakeholders in Mongolia.

Immediate objective 3: Concrete measures to improve employability and income security of the vulnerable workers, in particular young rural workers in Mongolia are adopted and tested at provincial and district levels.

Immediate objective 4: Concrete measures to increase old-age pension coverage for vulnerable groups, including herders, self-employed, and informal economy workers are decided.

Immediate objective 5: Integrated mechanism to coordinate policies and deliver social protection and employment support services are improved in Mongolia, using the existing one-stop-shop network.

## Management arrangements

The project is under the overall responsibility of the ILO Regional Office for Asia and the Pacific based in Bangkok. The ILO Office for China and Mongolia in Beijing and the ILO Social Protection Department in Geneva are the collaborating units. The project has been implemented in close collaboration with the Decent Work Team for South-East and East Asia (DWT-Bangkok).

Country-level activities for Mongolia were relayed by a national project coordinator (NPC), a National Technical Officer (NTO), and an Administrative Assistant based in Ulaanbaatar, reporting to the Chief Technical Advisor (CTA). The CTA and the Administrative and Programme Assistant of the project are located in Bangkok and they are responsible for regional coordination as well as country-level activities in Mongolia.

Technical backstopping of the project fell under the Senior Social Security Specialist of the DWT-Bangkok, who has worked closely with the Skills Development, Employment, Enterprises and Local Economic Development Specialists of the DWT in Bangkok. The ILO Social Protection Department in Geneva provided technical inputs specifically to the outcome 3 of the project, as well as guidance and revision of final policy and technical outputs of the project.

## Implementation arrangements

The ILO is designated as the executing agency responsible to oversee the technical and administrative aspects of the project implementation. Project activities were either directly carried out by the ILO, or

implemented in partnership with or directly implemented by ASEAN partners and the stakeholders in Mongolia. A Tripartite Project Advisory Committee (TPAC) at the ASEAN level and a Project Steering Committees (PSC) in Mongolia have been established for overseeing the project development and providing necessary advice and support on a periodical basis. The main stakeholders in Mongolia are the Ministry of Population Development and Social Protection (MPDSP), Ministry of Labour (MOL), Mongolian Employers' Federation (MONEF), Confederation of Mongolian Trade Unions (CMTU), Social Insurance General Office (SIGO), etc.

The project contracted individual international and national consultants to conduct specific research products and to prepare the training package that compiled all knowledge, good practices, tools and methodologies development throughout the project's activities.

### Progress to date

Detailed progress of the project's implementation against the outputs achievement and performance indicators is presented in Annex 1 of these terms of reference.

## **2. Purpose and Objectives of the Evaluation**

Evaluations have a key role to play in the management of a project: they provide essential inputs for program improvement, and more especially for future extension or similar initiatives, in the case of final evaluations. An independent project evaluation is a mandatory exercise for the ILO projected with budget of US\$ 1 million and above, as per ILO's policy governing technical cooperation project cycle management.

The purpose of the evaluation is to assess the achievement of the project against its plan, identify challenges and any external factors that may have affected the project and its implementation. The evaluation will use OECD/DAC evaluation criteria (relevance, effectiveness, efficiency, impact and sustainability) as the main evaluation criteria. The evaluation also aimed to document lessons learnt and good practices. The evaluation will provide feedback to management and to improve internal learning within ILO for further development cooperation in ASEAN and Mongolia.

The clients and users of the independent evaluation include the ILO management at country, regional and Headquarters levels, the ILO/Japan Multi-bilateral Programme, and the partners of the project, in particular the Tripartite Project Advisory Committee at ASEAN level and the Project Steering Committee in Mongolia.

## **3. Evaluation Scope**

The independent evaluation will examine the period of project implementation since project inception until end of June 2016. It will cover both activities in Mongolia and at the ASEAN level. The two project components will be addressed, i.e., (i) enhance capacities of governments and social partners in Mongolia and ASEAN, facilitate exchange of know-how and knowledge for the development and implementation of income security and employability measures for vulnerable groups; (ii) provide support to the government and social partners in Mongolia to design income security and employability measures for rural youth, as well as income security measures for the older people (herders, self-employed and informal economy workers) and improve integrated delivery of these policies.

The evaluation should also look at issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and scale up of intervention models.

The gender dimension should be considered a cross-cutting concern throughout the methodology, deliverables, and final report of the evaluation. In terms of this evaluation, this implies involving both men and women in the consultation, evaluation analysis and evaluation team. Moreover the evaluators should review data and information that is disaggregated by sex and gender and assess the relevance and effectiveness of gender related strategies and outcomes to improve lives of women and men. All this information should be accurately included in the inception report and final evaluation report.

#### 4. Evaluation criteria and questions

The final evaluation will examine project implementation against the hereunder criteria by addressing the following questions:

RELEVANCE of the project and strategic fit	<ul style="list-style-type: none"> <li>- <i>To what extent the project objective/outcomes were relevant to the needs of the ASEAN countries and Mongolia?</i></li> <li>-<i>To what extent have the design and implementation of capacity-building and other activities involved stakeholders or been demand-driven?</i></li> <li>- <i>How well did the project contribute to the achievement of the DWCP outcomes, national development framework and UN development assistance framework (UNDAF) of Mongolia?</i></li> <li>- <i>To what extent the project’s intervention contributed towards the ILO’s goal of non-discrimination and gender equality and the promotion of relevant ILO’s instruments (including, migration related Instruments, Maternity Protection Convention, 2000 (No.183)).?</i></li> </ul>
VALIDITY of Design (to what extent the design is logical and coherent)	<ul style="list-style-type: none"> <li>-<i>Were the project strategy, objectives and assumptions appropriate for achieving the planned results?</i></li> <li>-<i>Does the project make use of a monitoring and evaluation framework? Is data regularly collected?</i></li> <li>- <i>What are the lessons learnt in the design of the project?</i></li> </ul>
Project PROGRESS and EFFECTIVENESS	<ul style="list-style-type: none"> <li>-<i>Has the project achieved its planned objectives?</i></li> <li>- <i>In which component(s) the project had the greatest achievement towards the objectives so far and what are the factors for such results?</i></li> <li>- <i>For the other component(s), what were the main constraints, problems and areas in need of further attention?</i></li> <li>-<i>How have outputs been transformed into outcomes?</i></li> </ul>

	<ul style="list-style-type: none"> <li>- <i>To what extent and how have stakeholders (in particular the ILO constituents in Mongolia and ASEAN countries) been involved in the project implementation?</i></li> <li>- <i>How can the ILO build on or expand the main achievements of the project?</i></li> <li>- <i>What is the project's result advocacy strategy? How was the strategy implemented? What are the results?</i></li> <li>- <i>What are the lessons learnt and good practices?</i></li> </ul>
EFFICIENCY of resource use	<ul style="list-style-type: none"> <li>- <i>Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?</i></li> <li>- <i>Have resources been used efficiently? Have activities supporting the strategy been cost-effective?</i></li> <li>- <i>What have been the benefits and related costs of integrating gender equality or not?</i></li> </ul>
EFFECTIVENESS of management arrangements (including monitoring and evaluation)	<ul style="list-style-type: none"> <li>- <i>Are the available technical and financial resources adequate to fulfil the project plan?</i></li> <li>- <i>Was there a clear understanding of the roles and responsibilities by all parties involved?</i></li> <li>- <i>Has the project received adequate political, technical and administrative support from its national partners? Have implementing partners provided adequate support for effective project implementation?</i></li> <li>- <i>How effectively have the project management and ILO monitored project performance and results?</i></li> <li>- <i>Has the project made strategic and effective use of other related ILO projects, products and initiatives to increase its effectiveness and impact?</i></li> <li>- <i>How effective is communication between the project team, the ILO and the implementing partners, in particular the ASEAN Secretariat and partners in Mongolia, including the UNCT of Mongolia,, as well as the donor?</i></li> </ul>
SUSTAINABILITY And IMPACT of the project	<ul style="list-style-type: none"> <li>- <i>What are the emerging impacts of the project and the changes that can be linked to the project's interventions?</i></li> <li>- <i>Were some outputs of the project reflected in some official documents (ASEAN documents, laws, UNDAF, national policies)?</i></li> <li>- <i>Has the project developed tools, methodology and training package that can be re-used in the future by ILO constituents?</i></li> <li>- <i>How effective and realistic was the exit strategy of the project?</i></li> </ul>

	<p><i>- Are the means of action gradually being handed over to the national partners?</i></p> <p><i>- Are national partners likely to continue working on project's achievement or carry forward its results? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)? How effectively has the project built national ownership and capacity?</i></p> <p><i>- Are there efforts being made so that the tools, methodology and training package can be re-used and replicated by other ongoing and newly starting projects sponsored by development partners?</i></p> <p><i>- Can the project approach or results be replicated or scaled up by national partners or other actors? Will partners support their replication and scaling up, including with sufficient financial resources?</i></p>
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## 5. Methodology

ILO's Evaluation Guidelines provides the basic framework. The evaluation will be carried out in accordance with ILO standard policies and procedures, comply with evaluation norms and follow ethical safeguards. The evaluation will address the overall ILO evaluation criteria such as relevance and strategic fit of the project, validity of project design, project progress and effectiveness, efficiency of resource use, effectiveness of management arrangement and impact orientation and sustainability as defined in the ILO Policy Guidelines for results-based evaluation: principles, rationale, planning and managing for evaluations (2012). The evaluation will also take into account the gender issues into the evaluation process as guided by The ILO guidelines on Integrating gender equality in monitoring and evaluation of projects, September 2012. The ILO adheres to the United Nations system evaluation norms and standards as well as to the OECD/DAC Evaluation Quality Standards.

The evaluation will be carried out from 16 May to 20 December 2016, with a final report being available by 20 December 2016. The results of the evaluation will be presented to the donor, the Ministry of Labour, Welfare and Health of Japan, during the Annual Review Meeting, in January 2017. Key project stakeholders, notably the ASEAN secretariat, the Ministry of Labour and the Ministry of Population Development and Social Protection of Mongolia, the Confederation of Trade Unions of Mongolia and the Mongolian Employers' Federation and the implementing partners in Mongolia, will be requested to provide their inputs to the evaluation.

The evaluation is an independent evaluation and the Evaluator in consultation with the Evaluation Manager will determine the final methodology and evaluation questions.

Several methods will be used as a minimum to collect information including:

- Review and analysis of documents related to the project, including the initial project document, progress reports, workshop and mission reports, project midterm evaluation report, research

publications, relevant correspondence, and documents from the Project Advisory Committee Meetings, project M&E documents.

- Review of other relevant documents such as the Decent Work Country Programmes, ILO regional strategies and conclusions of the Asia Pacific Regional Meetings, draft of the ASEAN Declaration on Social Protection, the draft Note for the Areas of Critical Importance Creating and extending social protection floors.

- Field visits, interview with key stakeholders including the Mongolian Government, Workers' and Employers' representatives and a stakeholder workshop in Ulaanbaatar, discussion with ILO staff in Bangkok and other key stakeholders, including key implementation partners such as the ASEAN Secretariat.

## 6. Main deliverables

The main outputs of the evaluation will be comprised of:

- **Deliverable 1:** Inception report. The evaluator will draft an inception report upon the review of the available documents and an initial discussion, through skype interviews, with relevant ILO officials/specialists in Bangkok, Beijing, Headquarters and International Training Center of the ILO in late May. This inception report should set out the clear evaluation instrument (which include the key questions and data gathering including questionnaires /and analysis methods) and any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation. The Evaluation Manager will approve the inception report.
- **Deliverable 2:** Preliminary Mongolian findings through and the evaluation mission in Mongolia from 6-14 June 2016 and the notes/minute of consultation meetings and the stakeholder workshop on June 13. At the end of the evaluation mission in Mongolia, the Evaluation Team will present the preliminary findings of the evaluation in Mongolia at a stakeholders' workshop. The presentation should highlight the good points, areas for improvement and recommendations for sustainability. In this occasion, the project's stakeholders will have a chance to jointly assess the adequacy of the findings and emerging recommendations as well as recommend areas for further considerations by the Evaluation for the preparation of the Evaluation Report.
- **Deliverable 3:** Preliminary findings of the evaluation of activities at ASEAN level and notes of consultations with ASEAN Secretariat, ASEAN Confederation of Employers, ASEAN Trade Unions Congress collected in a mission to Manila prior to the ILO-ASEAN seminar on social protection and natural disasters on November 21 and through face-to-face interviews with ILO staff based in Bangkok from 24-25 November. The findings of the evaluation will be presented to the Regional Management at the end of this mission to Bangkok.
- **Deliverable 4:** Draft 0 report. The draft evaluation report will compile an analysis of information and data collected through the desk review of the project' documents, interviews with stakeholders and ILO staff, and results of the discussions on the preliminary findings of the Mongolian component and the ASEAN component. The draft will be circulated among ILO officials concerned with this evaluation and key stakeholders, including the ASEAN Secretariat and partners in Mongolia.
- **Deliverable 5:** Drafts 1 evaluation report. The draft 1 evaluation report will incorporate comments received by ILO, Mongolia and ASEAN.
- **Deliverable 6:** Final evaluation report. The final report will include comments of the ILO and other stakeholders, as well as the donor. The report should not be longer than 35 pages, excluding annexes. It will contain an executive summary, a section with project achievements to date,

findings and recommendations for short and medium term action. The report should be set-up in line with the 'Quality Checklist for Evaluation Reports in the ILO'.

The quality of the report will be assessed against the EVAL Checklists 4, 5 & 6. Thus, the quality recommendations in the evaluation report will meet the following criteria:

The ILO Evaluation guidelines to Results-based Evaluation: Principles and rationale for evaluation – Version 1 includes the following criteria for drafting quality recommendations in evaluation reports: (1) *recommendations are based on findings and conclusions of the report*, (2) *recommendations are clear, concise, constructive and of relevance to the intended user(s)*, and (3) *recommendations are realistic and actionable (including who is called upon to act and recommended timeframe)*. In addition to The ILO Guidelines, EVAL has also issued guidance for formatting requirements for evaluation Reports, establishing the following criteria for the drafting of recommendations: (1) *actionable and time-bound with clear indication of whom the recommendation is addressed to*, (2) *written in two to three sentences of concise text*, (3) *numbered (no bullet points)* and (4) *no more than twelve*. Also, recommendations must be (5) *presented at the end of the body of the main report, and the concise statement should be (6) copied over into the Executive Summary and the Evaluation Summary (that is, the concise statements of recommendations should be verbatim identical in the recommendation section of the main body of the report, the Executive Summary, and the Evaluation Summary)*.

The contents of the report include:

- Title page (standard ILO template)
- Table of contents
- Executive summary
- Acronyms
- Background and project description
- Purpose of evaluation
- Evaluation methodology and evaluation questions
- Project status and findings by outcome and overall
- Conclusions and recommendations
- Lessons learnt and potential good practices (please provide also template annex as per ILO guidelines on Evaluation lessons learnt and good practices) and models of intervention
- Annexes (list of interviews, overview of meetings, proceedings stakeholder meetings, other relevant information)

The main evaluation report should be concise and not exceed 35 pages excluding annexes (supporting data and details can be included in annexes).

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible with WORD for Windows. Ownership of the data from the evaluation rests jointly with the ILO and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be

made with the agreement of ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

## **7. Management arrangements and work plan**

The evaluation manager is Ms Qingyi Li, Programme Officer, ILO Country Office for China and Mongolia. She will manage the evaluation and select the independent evaluators for the approval of the regional evaluation officer.

The evaluation will be conducted by a lead international evaluation consultant supported by a local evaluation consultant in Mongolia (national of Mongolia).

The evaluation manager will also ensure that ILO constituents and all relevant stakeholders are consulted throughout the evaluation process. The project team in Bangkok and in Ulaanbaatar will handle all contractual arrangements with the two evaluators and provide any logistical and other assistance as may be required.

The project final evaluation will be overseen and quality controlled by the ILO Regional Evaluation Officer, Ms Pamornrat Pringsulaka of ILO Regional Office for Asia and the Pacific (ROAP). Final evaluation report will be approved by ILO Evaluation Unit in Geneva.

The two evaluators report to the evaluation manager. One international consultant who has no prior involvement in the project will undertake the evaluation and will be responsible for delivering the above evaluation outputs using a combination of methods mentioned above. He/She will have to deliver the outputs as per TOR. He/She will be an expert with strong background on social security and employment strategies, preferably in the ASEAN region. He/She will have a proven track record in the evaluation of similar complex projects, experience with country situations similar to that of Mongolia.

He/She will be completing the following specific tasks, in consultation with the evaluation manager:

- Desk review of all project documentations;
- Finalization of questionnaire/tools and conduct of interviews in consultation;
- Preparation and conduct of the on-line (skype and phone calls) interviews with key stakeholders among the ASEAN countries, including the ASEAN Secretariat, and ILO staff in the ROAP and DWT;
- Preparation and conduct of the field mission and interviews with stakeholders in Mongolia and ILO staff in Mongolia and China;
- Drafting the final report of the project evaluation, including the part on Mongolia; the report should be presented as one piece;
- Revision of the evaluation report based on comments received from ILO staff, stakeholders and partners.

The international evaluator will be supported by a national evaluation consultant in Mongolia (a national of Mongolia).

He/She will be completing the following specific tasks, in close coordination with the international evaluator and the evaluation manager:

- Desk review of all project documentations, in particular but not exclusively related to activities in Mongolia;
- Provide support to the lead evaluator in the following activities:
  - o Finalization of questionnaire/tools and conduct of interviews in Mongolia;
  - o Preparation and conduct of the field mission and face-to-face interviews with stakeholders in Mongolia;
  - o Contribute to drafting of the evaluation report on component 2;
  - o Drafting minutes of stakeholders' workshop;
  - o Provide interpretation support to the lead evaluator during the entire evaluation mission in UB;
- Translation of the relevant evaluation documents, including the parts of the draft report relevant to Mongolia, comments received from ILO staff, stakeholders and partners in Mongolia.
- Preparation of the evaluation summary (on parts relevant to Mongolia) in the Mongolian language
- Organization of the stakeholders' workshop with the assistance of the project management team in Mongolia for the logistic aspects;
- Contribute to revision of the evaluation report concerning Mongolia based on comments received from ILO staff, stakeholders and partners in Mongolia.

The evaluation process will encompass the approximate duration of 8 months. The evaluation shall start on 15 May 2016.

**Time frame and work plan for the evaluation:**

The evaluation will be carried out from 16 May to 20 December 2016, with a final report being available by 20 December 2016.

Consultations, through skype interviews, with key relevant ILO officials/specialists will start taking place from May continuing until November. The first ILO officials interviewed will be the project team, officials of the ILO Country Office for China and Mongolia, and then ILO Specialists who have participated/contributed to the project's component implemented in Mongolia.

Face-to-face interviews with Mongolian stakeholders, including the ILO National Coordinator for Mongolia, and the Director of ILO Country Office for China and Mongolia will take place from 6-14 June 2016.

Face-to-face interviews with key ASEAN constituents, ACE, ATUC, ASEAN Secretariat, will be organized prior to the ILO-ASEAN tripartite seminar on the potential of social protection to prevent and respond to natural disaster, 22-23 November 2016, Manila, the Philippines.

Face-to-face interviews will take place with ILO staff based in Bangkok, and the findings of the evaluation will be presented to the Regional Management during a mission to Bangkok, following the Manila seminar, 24-25 November 2016.

The results of the evaluation will be presented to the donor, the Ministry of Labour, Welfare and Health of Japan, by the Chief Technical Advisor of the Project and manager of the ILO/Japan Bi-multilateral Programme, during the Annual Review Meeting, in January 2017 (no travel by the consultant is required).

Work plan and timeframe:

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Preparation of the TOR –draft1	Evaluation Manager/ project CTA	25-31 Mar. 2016
Sharing the TOR with all concerned for comments/inputs	Evaluation Manager	1-18 Apr. 2016
Finalization of the TOR	Evaluation Manager	Late Apr. 2016
Approval of the TOR	ROAP	Late Apr. 2016
Identification and selection of international (1) and national (1) consultants and finalisation	Evaluation Manager	20-30 Apr. 2016
Draft mission itinerary for the evaluator and the list of key stakeholders to be interviewed	Project CTA and Project National Officer	Late April 2016
Ex-col contract based on the TOR prepared/signed	Project Assistant and Project National Officer	early May 2016
Brief evaluators on ILO evaluation policy	Evaluation Manager	early May 2016
Desk review of project documentation	Lead and National Evaluators	16-31 May 2016
Consultations and interviews via Skype with relevant ILO officials/specialists in Bangkok, Beijing, Ulaanbaatar, Headquarters and at the International Training Center of the ILO (Turin)	Lead Evaluator	Late May 2016
Evaluation Mission in Mongolia	Lead and National Evaluators	6-14 June (Ulaanbaatar, Uvurhangai and Bayankhongor aimags)
Inception report submitted to Evaluation Manager	Lead Evaluator	12 June
Mongolian stakeholders' meeting (present preliminary findings)	Two Evaluators/ project management	13 June (Ulaanbaatar)
Participation in the dissemination workshop in Mongolia	Two evaluators	14 June (Ulaanbaatar)
Consultations with ASEAN Secretariat, ASEAN Confederation of Employers, ASEAN	Lead Evaluator	21-23 November (Manila, Philippines)

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Trade Unions Congress, prior to the ILO-ASEAN seminar on social protection and natural disasters		
Meetings with key ILO Specialists, CTAs and Management, other partners of the project (UNICEF, FAO, HelpAge) in Bangkok and present the findings to the regional management	Lead evaluator	24-25 November (Bangkok)
Drafting of evaluation report and submitting it to the Evaluation Manager	Two Evaluators	from July to 30 November
Sharing the draft report to all concerned for comments	Evaluation Manager	1 December
Collect consolidated comments on the draft report, send to the evaluator	Evaluation Manager	By 9 December
Finalisation of the report and submission to Evaluation Manager	Lead Evaluator	15 December
Review of the final report	Evaluation Manager/ROAP	15-20 December
Submission of the final report to EVAL	Evaluation Manager/ROAP	20 December
Approval of the final evaluation report	EVAL	Early January 2017
Presentation of the evaluation report at the Annual Review Meeting with the donor	Evaluation manager	End of January 2017
Follow up on recommendations	EVAL ILO Director/ ILO ROAP Regional Director	February 2017

## **8. Legal and Ethical matters**

The evaluation will comply with UN Norms and Standards. It must not reflect personal or sectorial interests. The evaluator must have professional integrity and respect the rights of institutions and individuals to provide information in confidence and to verify statements attributed to them. Evaluations must be sensitive to the beliefs and customs of local social and cultural environments and must be conducted legally and with due regard to the welfare of those involved in the evaluation, as well as those affected by its findings. In line with the Universal Declaration of Human Rights, the evaluator must be sensitive to and address issues of discrimination and gender inequality.

The project evaluation will operate under the guiding principles based on the norms for evaluation in the United Nations system, as follows: structural independence from the operational management and decision-making functions in the organization, clear intent to use evaluation findings, transparent

approach, impartiality, minimum quality standards defined by the Evaluation Office, timeliness, usefulness of the findings and recommendations.

#### **9. List of documents attached**

The relevant documents have been attached to the TOR:

- a copy of Checklist 5: Preparing the evaluation report
- guidance Note 4 Integrating gender equality in monitoring and evaluation of projects
- UNEG documents
- code of conduct for carrying out the evaluations
- full set of the project relevant documents (project document, logical framework, implementation plan and performance plan, mission reports, technical reports)
- MDG Progress Report
- MDG based comprehensive National development strategy of Mongolia (implemented to 5 February 2016)
- Mongolia's Sustainable Development Vision-2030
- DWCP Mongolia
- SDG Vision 2030-MongoliaState pension reform policy (2015-2030), Mongolia

## EXECUTIVE SUMMARY

This project is the second phase of the ILO/Japan Project to Promote and build social protection and employment services in ASEAN. The project contributes to the extension of social protection in ASEAN and Mongolia, by fostering know-how, capacities and South-South cooperation, as well as supporting countries, especially Mongolia, to develop policies, schemes and mechanisms for the implementation of a nationally defined social protection floor, in particular guarantees for the elderly and working age groups.

The second phase has been operational since 1 January 2014 and will close on 31 December 2016. A one year extension of the project was confirmed in January 2015. Therefore, this report summarizes the main achievements of the second year of the second phase (January to December 2015).

### Component 1: Regional intervention

ILO provides support to ASEAN Member States for the effective implementation of the ASEAN Declaration on Strengthening Social Protection (Brunei Darussalam, 2013). ILO's technical knowledge products and advisory services, engagement of social partners in the regional process via a number of capacity building interventions and the adoption of *Tripartite recommendations on strengthening social protection in ASEAN*, Bangkok, November 2014, resulted in the inclusion of ILO, as well as workers' and employers' organizations as key partners for the implementation of the *Regional Framework on strengthening social protection and Plan of Action*, adopted by the ASEAN Leaders in Kuala Lumpur, in November 2015.

In 2015, the project prepared the first report comprehensively mapping the situation of social protection in ASEAN under the four guarantees of the social protection floor: *The state of social protection in ASEAN at the dawn of integration*. The report was launched during the ILO-ASEAN seminar on enhancing social protection in an integrated ASEAN Community, 25-26 November 2015, Jakarta, Indonesia. The report constitutes the baseline information to measure progress in extending social protection in the region. In this sense, the ASEAN Member States have requested the project to help developing a monitoring framework to measure future progress in extending social protection, in light of the Sustainable Development Agenda by 2030. Resources would have to be mobilized.

Besides the ILO-ASEAN Seminar in Jakarta, Indonesia, 25-26 November 2015, the project organized two regional training activities: 1) Executive course Designing and extending universal pension systems in Asia and the Pacific, Bangkok, Thailand, 9-13 February 2015; 2) Hands-on training on unemployment protection linking with active labour market policies, Malacca, Malaysia, 19-28 October 2015.

### Component 2: Intervention in Mongolia

The second component supports the government and social partners of Mongolia for the design of income security and employability measures for rural youth, as well as the extension of pension coverage to herders, self-employed and informal economy workers. As part of the set of recommendations, the project explores ways to improve the integrated delivery of social policies.

Within this component, the Assessment Based National Dialogue on Social Protection and Employment Promotion was conducted, from September 2013 to May 2015, with a view to reaching a national consensus on the definition of a social protection floor for Mongolia and

assessing its cost.

The ABND report was endorsed by the office of Prime Minister and launched by the Ministry of Social Protection and Population Development, Ministry of Labour, CMTU, MONEF and the United Nations Country Team on 15 May 2015 with participation of 121 representatives from the Government Ministries, agencies, MONEF and CMTU, academicians, UN agencies, international organizations, development partners, local NGOs. Published in both English and Mongolian languages, 300 hard copies of the report have been disseminated and soft copies sent through e-mails, the Social protection platform and the ILO website. The key messages of the ABND were also put into a public service announcement (PSA), diffused on SIGO channels.

In line with the recommendations of the ABND of continuing promoting social protection in Mongolia, the project completed a report **assessing the social security laws in view of the possible ratification of the ILO Social Security (Minimum Standards) Convention, 1952 (No.102)**. The ILO officially handed over the report in December 2015 to the MPDSP, CMTU and MONEF for validation and steps forward towards the ratification. If Mongolia is to ratify Convention No. 102, it will be the second country after Japan in the Asia-Pacific region.

The project is also providing support to the government and social partners for the **extension of old-age pension to herders, self-employed and informal economy workers**. The tripartite constituents reached a consensus on the broad scenarios for such extension with the following main features: Pillar 1: universal minimum pension with different financing methods (non-contributory) varying according to the categories of workers and people; Pillar 2: a mandatory contributory pension for all categories of workers (defined benefits), subsidized for herders, not subsidized for rest of employees; and Pillar 3: a voluntary supplementary pension, not subsidized (defined contributions). A financial assessment of the broad scenarios was conducted and its final report has been shared with MPDSP and other stakeholders including social partners and SIGO. Along the process, the project helped organizing tripartite discussions at various levels. The project also supported a number of capacity building activities of social partners for an active and informed role in the tripartite discussions. The financial assessment provides some considerations and recommendations concerning the adequacy and sustainability of the reform of old-age pension system and its extension to herders, self-employed and informal economy, as proposed by the government, aligned with ILO principles and standards. The ILO also provided technical comments on the draft State pension reform policy to the constituents with a view of helping the Government address the pension reform in a solid and comprehensive manner.

In view of **improving the delivery of social services and benefits** and therefore increasing social protection coverage, following up on the ABND recommendations, the project also conducted a rapid assessment of the single window services in selected two aimags and Ulaanbaatar. The report is completed and findings and recommendations will be discussed with the government in 2016.

The second main area of intervention of the project in Mongolia is the preparation of recommendations for **improving social protection and enhancing employability of young herders**. The recommendations will built on the piloting and evaluation of programmes implemented in two provinces (aimags), Uvurhangai and Bayankhongor. In Bayankhongor and Uvurhangai aimags, the social and economic rapid assessment for identification pilot strategy and measures to promote young herders' employment, income security and social protection through herders' cooperatives in selected soums was discussed with the local task forces and recommendations endorsed. Following on the broad recommendations, in March 2015, ILO experts on social protection, skill development and value chain visited Bayankhongor and Uvurhangai aimag and developed jointly with the aimag taskforce some strategies and a design of measures that integrate social protection, income security and youth employment. The objective of the

integrated measures is to link better employment promotion, skills development, business development, and social protection, in particular but not only among young herders. Such approach relies on developing the capacities of herders' cooperatives as a vehicle to improve herders' income security. It is expected that the lessons and experience learnt from the piloting will feed the national policy for supporting youth employment and income security, and promoting social protection, especially among herders. The implementation of the proposed measures started in July 2015 and will continue until end of April 2016. More concretely, the measures included four skill trainings on processing better quality and higher standards of wool, dairy, leather and meat. To support the face to face training, four self-learning manuals were developed and largely used by cooperatives and herders. The project and local partners trained a team of business counsellors in the pilot soum, part of the team are leaders of cooperatives and soum government officials. Through the team, the local government has now established business counselling and training services aimed to support herders' economic activities. In addition to the services, a self-learning package *Community Based Business Development*, targeting at young herders was developed and piloted. The project also included activities to reinforce the capacities of the public employment services, in order to better address the needs of youth wishing to move away from herding. In October 2015, two training workshops on employment services tested some training material. The project is now working with the Ministry of Labour to improve the training material with the view of scaling up its use at the national level. Finally, the project is working with SIGO for raising awareness on the importance of social protection, both through public service announcement and modules to be included under the *Community based Herders Business Development* package.

A mid-term review mission of the soum interventions was conducted end of November 2015 to assess preliminary results and eventually re-adjust the activities for 2016. The main recommendation of the mid-term review is to emphasize remaining efforts on strengthening capacities of herders' cooperatives as key actors for improving income security, business development and social protection of herders. Activities for the remaining six months of the project will focus on building capacities of cooperatives and developing a modern vision for the cooperatives in Mongolia.

## **Annex 2 : All relevant ILO evaluation guidelines and standard templates**

Code of conduct form (To be signed by the evaluator)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Checklist No. 3 Writing the inception report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165972/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165972/lang--en/index.htm)

Checklist 5 Preparing the evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165967/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165967/lang--en/index.htm)

Checklist 6 Rating the quality of evaluation report

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165968/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165968/lang--en/index.htm)

Template for lessons learnt and Emerging Good Practices

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206158/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206158/lang--en/index.htm)

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206159/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206159/lang--en/index.htm)

Guidance note 7 Stakeholders participation in the ILO evaluation

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165982/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165982/lang--en/index.htm)

Guidance note 4 Integrating gender equality in M&E of projects

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_165986/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm)

Template for evaluation title page

[http://www.ilo.org/eval/Evaluationguidance/WCMS\\_166357/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_166357/lang--en/index.htm)

Template for evaluation summary: <http://www.ilo.org/legacy/english/edmas/eval/template-summary-en.doc>

## Appendix 6. Inception Report

### Inception Report Final Independent Evaluation

<b>Project Title</b>	Promoting and building income security and employment services in Asia (2nd phase): focus on Mongolia, learning from ASEAN (RAS/13/08/JPN – 104322). Hereafter ILO/Japan MAPS Project
<b>Technical Cooperation code</b>	RAS/13/08/JPN
<b>Administrative Unit</b>	ILO Regional Office for Asia and the Pacific
<b>Technical Backstopping Unit</b>	Social Security specialist, ILO Decent Work Team for East Asia, South-East Asia and the Pacific, Bangkok
<b>Donor agency</b>	Government of Japan
<b>Project duration</b>	January 2014 to December 2016
<b>Budget</b>	USD 2,101,707
<b>Period covered by the evaluation</b>	January 2014 to December 2016
<b>Date of Evaluation</b>	16 May – 20 December 2016

#### 1. TERMS OF REFERENCE

The Terms of Reference (ToRs) for the Final Evaluation provide that the first output (Deliverable 1) shall be

**An inception report** – to be drafted upon the review of the available documents and an initial discussion, through skype interviews, with relevant ILO officials/specialists in Bangkok, Beijing, and Headquarters in late May. This inception report should set out the clear evaluation instrument (which include the key questions and data gathering including questionnaires /and analysis methods) and any changes proposed to the methodology or any other issues of importance in the further conduct of the evaluation.

The Inception Report is structured in line with ILO Guidelines (Checklist No. 3 Writing the inception report).

#### 2. ADHERENCE TO THE TOR

The purpose of the evaluation is to assess the achievement of the project against its plan, identify challenges and any external factors that may have affected the project and its implementation.

The evaluation will examine the period of project implementation since project inception until December 2016. It will cover both activities in Mongolia and at the ASEAN level. The evaluation will integrate gender equality as a crosscutting concern throughout its methodology and all deliverables, including some recommendations in the final report.

The conceptual framework used in this evaluation is one that is consistent with results-based Management (RBM) and addresses the following criteria proposed by OECD: relevance, efficiency, effectiveness, sustainability and impact (as specified in the ToRs).

The detailed questions addressed in this evaluation are:

<p>RELEVANCE of the project and strategic fit</p>	<ul style="list-style-type: none"> <li>- <i>To what extent the project objective/outcomes were relevant to the needs of the ASEAN countries and Mongolia?</i></li> <li>-<i>To what extent have the design and implementation of capacity-building and other activities involved stakeholders or been demand-driven?</i></li> <li>- <i>How well did the project contribute to the achievement of the DWCP outcomes, national development framework and UN development assistance framework (UNDAF) of Mongolia?</i></li> <li>- <i>To what extent the project’s intervention contributed towards the ILO’s goal of non-discrimination and gender equality and the promotion of relevant ILO’s instruments (including, migration related Instruments, Maternity Protection Convention, 2000 (No.183).?</i></li> </ul>
<p>VALIDITY of Design (to what extent the design is logical and coherent)</p>	<ul style="list-style-type: none"> <li>-<i>Were the project strategy, objectives and assumptions appropriate for achieving the planned results?</i></li> <li>-<i>Does the project make use of a monitoring and evaluation framework? Is data regularly collected?</i></li> <li>- <i>What are the lessons learnt in the design of the project?</i></li> </ul>
<p>Project PROGRESS and EFFECTIVENESS</p>	<ul style="list-style-type: none"> <li>-<i>Has the project achieved its planned objectives?</i></li> <li>- <i>In which component(s) the project had the greatest achievement towards the objectives so far and what are the factors for such results?</i></li> <li>- <i>For the other component(s), what were the main constraints, problems and areas in need of further attention?</i></li> <li>-<i>How have outputs been transformed into outcomes?</i></li> <li>- <i>To what extent and how have stakeholders (in particular the ILO constituents in Mongolia and ASEAN countries) been involved in the project implementation?</i></li> </ul>

	<ul style="list-style-type: none"> <li>- How can the ILO build on or expand the main achievements of the project?</li> <li>- What is the project's result advocacy strategy? How was the strategy implemented? What are the results?</li> <li>- What are the lessons learnt and good practices?</li> </ul>
EFFICIENCY of resource use	<ul style="list-style-type: none"> <li>- Have resources (funds, human resources, time, expertise etc.) been allocated strategically to achieve outcomes?</li> <li>- Have resources been used efficiently? Have activities supporting the strategy been cost-effective?</li> <li>- What have been the benefits and related costs of integrating gender equality or not?</li> </ul>
EFFECTIVENESS of management arrangements (including monitoring and evaluation)	<ul style="list-style-type: none"> <li>- Are the available technical and financial resources adequate to fulfil the project plan?</li> <li>- Was there a clear understanding of the roles and responsibilities by all parties involved?</li> <li>- Has the project received adequate political, technical and administrative support from its national partners? Have implementing partners provided adequate support for effective project implementation?</li> <li>- How effectively have the project management and ILO monitored project performance and results?</li> <li>- Has the project made strategic and effective use of other related ILO projects, products and initiatives to increase its effectiveness and impact?</li> <li>- How effective is communication between the project team, the ILO and the implementing partners, in particular the ASEAN Secretariat and partners in Mongolia, including the UNCT of Mongolia, as well as the donor?</li> </ul>
SUSTAINABILITY And IMPACT of the project	<ul style="list-style-type: none"> <li>- What are the emerging impacts of the project and the changes that can be linked to the project's interventions?</li> <li>- Were some outputs of the project reflected in some official documents (ASEAN documents, laws, UNDAF, national policies)?</li> <li>- Has the project developed tools, methodology and training package that can be re-used in the future by ILO constituents?</li> <li>- How effective and realistic was the exit strategy of the project?</li> <li>- Are the means of action gradually being handed over to the national partners?</li> </ul>

	<p><i>- Are national partners likely to continue working on project's achievement or carry forward its results? How effectively has the project built necessary capacity of people and institutions (of national partners and implementing partners)? How effectively has the project built national ownership and capacity?</i></p> <p><i>- Are there efforts being made so that the tools, methodology and training package can be re-used and replicated by other ongoing and newly starting projects sponsored by development partners?</i></p> <p><i>- Can the project approach or results be replicated or scaled up by national partners or other actors? Will partners support their replication and scaling up, including with sufficient financial resources?</i></p>
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## **2. EVALUATION METHODOLOGY**

The evaluation adopts the ILO's Evaluation Guidelines as the basic evaluation framework. It will be carried out in accordance with ILO standard policies and procedures, and complies with evaluation norms and follows ethical safeguards.

The evaluation methodology will include:

- Desk review and analysis of documents related to the project.
- Desk review of other relevant documents such as the Decent Work Country Programmes, ILO regional strategies and conclusions of the Asia Pacific Regional Meetings, draft of the ASEAN Declaration on Social Protection, the draft Note for the Areas of Critical Importance Creating and extending social protection floors.
- Skype interviews with key ILO personnel & donor in Bangkok and Geneva in late May 2016
- Interviews with key stakeholders including the Mongolian Government, Workers' and Employers' representatives (see Annex III)
- Field visits to the rural capacity building component of the project including focus group with participating herders and co-op members
- Visit to One Stop Shop (Narinteel)
- Participation in the ILO-MAPS dissemination workshop (Ulaanbaatar)
- Stakeholder validation workshop in Ulaanbaatar – where the preliminary findings are presented to key stakeholders
- Consultations with ASEAN Secretariat, ASEAN Confederation of Employers, ASEAN Trade Unions Congress, prior to the ILO-ASEAN seminar on social protection and natural disasters in Manila
- Meetings with key ILO Specialists, CTAs and Management, other partners of the project (UNICEF, FAO, HelpAge) in Bangkok and present the findings to the regional management

The data collection worksheet is attached as Annex I.

## **3. WORK PLAN**

The detailed work plan is set out below:

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Desk review of project documentation	Lead and National Evaluators	16-31 May 2016
Consultations and interviews via Skype with relevant ILO officials/specialists in Bangkok, Beijing, Ulaanbaatar, Headquarters	Lead Evaluator	Late May 2016
Evaluation Mission in Mongolia	Lead and National Evaluators	6-15 June (Ulaanbaatar & Uvurhangai aimag)
Inception report (Deliverable 1) submitted to Evaluation Manager	Lead Evaluator	12 June
Participation in the dissemination workshop in Mongolia	Two evaluators	14 June (Ulaanbaatar)
Mongolian stakeholders' meeting (present preliminary findings)	Two Evaluators/ project management	15 June (Ulaanbaatar)
Draft conclusions on Mongolian component, i.e. Mongolian section of Draft 0 report	Two evaluators	By 1 July
Conclusions of Deliverable 2 translated into Mongolian and circulated for comments to key stakeholders, comments collated, translated and sent to lead evaluator	National Evaluator	31 July
Consultations with ASEAN Secretariat, ASEAN Confederation of Employers, ASEAN Trade Unions Congress, prior to the ILO-ASEAN seminar on social protection and natural disasters	Lead Evaluator	21-23 November (Manila, Philippines)
Meetings with key ILO Specialists, CTAs and Management, other partners of the project (UNICEF, FAO, HelpAge) in Bangkok and present the findings to the regional management	Lead evaluator	24-25 November (Bangkok)
Drafting of evaluation report (Draft 0) and submitting it to the Evaluation Manager	Lead Evaluator	By 30 November

<b>Task</b>	<b>Responsible person</b>	<b>Time frame</b>
Sharing the draft report to all concerned for comments	Evaluation Manager	1 December
Collect consolidated comments on the draft report, send to the evaluator	Evaluation Manager	By 9 December
Finalisation of the report and submission to Evaluation Manager	Lead Evaluator	15 December
Review of the final report	Evaluation Manager/ROAP	15-20 December
Submission of the final report to EVAL (Deliverable 6)	Evaluation Manager/ROAP	20 December
Approval of the final evaluation report	EVAL	Early January 2017
Presentation of the evaluation report at the Annual Review Meeting with the donor	Evaluation manager	End of January 2017
Follow up on recommendations	EVAL ILO Director/ ILO ROAP Regional Director	February 2017

#### **4. PRELIMINARY FINDINGS**

#### **4. PRELIMINARY FINDINGS**

At the time of submission of this Inception Report, the evaluation team had completed the desk review of relevant documents, Skype interviews with key informants, and the Mongolian mission (including the personal interviews with stakeholders in Mongolia; the field mission to Uvurhangai aimag; and the feedback workshop).

On the basis of the information gathered during these events, we would make the following preliminary findings in relation to the Mongolian competent of the project under the different evaluations headings:

##### **Relevance of the project**

The project appears to have been very relevant to the needs of Mongolia. Mongolia has one of the more extensive social protection systems in Asia (see ADB, Social Protection Index) but does not have a clear strategic approach in all areas of social protection. Therefore, an overall review (ABND) was very appropriate. The issue of pensions for herders is an important issue and is now reflected in the State Policy on Pension Reform. Herders make up a large proportion of the rural employment and often lack specific skills and business support. Therefore, the project objectives were very relevant to Mongolia. They were also relevant to the donor (GoJ) priorities which include a focus on Mongolia and on supporting inclusive policies.

##### **Validity of design**

While the activities in the project were very relevant, in terms of project design, the project may have been over-ambitious in taking on too many issues i.e. social protection policy issues with MPDSP, rural capacity building in 2 aimags, and the integration of services/one stop shop (OSS). It seems likely that any one of these components could have provided sufficient work for a project of this size and two components would certainly have been sufficient. As discussed below, in the event, the objective on integrated social policies and the OSS was the one with more limited achievements. In addition, the duration of the project was initially too short – especially given the need to engage with herders and the seasonal pattern of their work. The original PRODOC did not identify the need to work with co-ops as part of rural capacity building but this was identified during project implementation and included.

##### **Project effectiveness & efficiency of resource use**

In most areas of the project, the project activities have been implemented in full or close to in full. The one exception to this is objective 5 (One Stop Shop) where it has not been possible to implement all activities. The specific objectives are discussed in more detail below.

#### *Objective 1- ASEAN co-operation*

Mongolian constituents attended the Regional Pension Course in Bangkok, February 2015 (3 participants: MPDSP, MONEF and CMTU). In addition, in October 2014, a delegation of ASEAN officials from Cambodia, Indonesia and Thailand, travelled to Mongolia to learn more about the country's experience in delivering social services and benefits through single-window service points.

#### *Objective 2 - Assessment-based national dialogue*

The project has carried out extensive studies and analysis and has completed an extensive consultation and capacity building process. The report on the ABND has been drafted and endorsed by the GoM (published in 2015). Already some recommendations set out in the ABND have been implemented (e.g. contribution arrangements for herders). In our consultations, there was very positive feedback from stakeholders in terms of capacity raising.

#### *Objective 3 - Improve employability & income security for young rural workers*

This component of the project was carried out in two aimags (and 2 soums). The aimags were selected on the basis of previous positive work experience during the child labour project and the aimags selected the soums. The project carried out a social and economic rapid assessment followed by capacity raising activities (training and manuals). There has been very positive feedback on these activities during our field mission and at the dissemination workshop on 14 June 2016. The local stakeholders report that the project has already led to improved livelihoods although it is not possible yet to assess the longer term position. The project supported work to raise social insurance cover for herders. We were provided with local data in Narinteel soum which indicated that social insurance coverage had risen from 20-33% in the three co-ops covered to 40-55% after the project intervention. In addition MyCoop materials have been adapted to Mongolia and a training course has been carried out.

#### *Objective 4 - Old age pension coverage for vulnerable groups*

There has been a detailed financial assessment of proposed reforms and pension scheme for herders and self-employed. The report, endorsed by the tripartite constituents, sets out a possible basis for scheme, although a specific scheme has yet to be designed. The project also completed an assessment report and capacity raising on ratification of Convention 102 and has discussed this process with MPDSP and the social partners.

### *Objective 5 - Integrated mechanisms to co-ordinate policies and deliver social protection*

The project has prepared a Rapid assessment of single window (one stop shop) (completed by an experienced international consultant) and has also carried out some awareness raising activities. However, as noted above, this is the area where the project has not been able to fully implement the PRODOC by holding workshop for discussing the recommendations of the OSS rapid assessment. As noted this reflects over-ambition in design rather than any failings by the project. Other development partners (e.g. SDC) have been working for many years on this issue in Mongolia and considerable resources are required to have an impact in this area.

### **Effectiveness of management arrangements**

In general the management arrangements appear to have been effective and no major issues were reported. It would appear that this is, in part, due to the employment of appropriate and experienced project support staff in UB including staff who are familiar with ILO procedures. In relation to the ASEAN component, the ASEAN Secretariat reported their satisfaction with the management arrangements and the co-operation found on the ILO side.

### **Sustainability and Impact**

In terms of impact, at the ASEAN level, it is important to note that this is phase 2 of the ILO-Japan project which commenced in 2010. Indeed, a third phase (Extending Social Security in ASEAN) has already commenced. This level of continuity has allowed the project to develop a closer relationship with ASEAN and to have a greater impact on policy development. It is noticeable that social protection issues are now being identified in a range of ASEAN documents (e.g. Regional Strategic Framework on Social Protection and Development, 2016-20; Framework Action Plan on Poverty Eradication and Rural Development 2016-20, AADMER Work Program, SLOM and ACMW Work Programmes). In particular, the ASEAN 2015 document identifies the need to promote equitable access to and strengthen social protection.<sup>41</sup> The long-term nature of the program also helps ILO to build awareness and relationships in the member states. The sustainability of the project is enhanced by the fact that the work will continue into a third phase to 2018.

At the Mongolian level, while some individual measures can be identified, the social protection policy components are likely to be more long-term in impact on policy. However, all stakeholders were very positive about the ABND process and its positive impact on the

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<sup>41</sup> <http://www.asean.org/storage/2015/12/ASEAN-2025-Forging-Ahead-Together-final.pdf>

capacity of stakeholders to contribute to the policy process. The work on the ratification of Convention 102 has raised awareness and clarified the legal position that Mongolia is in a position to ratify the Convention. The evaluation of the rural capacity building was very positive and local respondents report that it has had a positive impact on livelihoods. Overall, there has been a positive impact of the project.

In terms of sustainability of the social protection work, the social partners report that their capacity has been enhanced so that they are much better able to continue discussions on the social protection issues. We would assume that ILO will continue to engage on these issues within its own resources and to provide support to the ongoing policy debate. There is also a positive response from stakeholders (e.g. MOL and NAMAC) to the work of the rural capacity component. However, the challenge is to turn this into action so as to ensure sustainability. Recommendations in relation to sustainability are set out below.

### **Conclusions & recommendations**

In general the stakeholders have been very positive about the project and its implementation, including the professionalism of the project team. As noted above, with the exception of objective 5 (and activity 1.2), most activities have been implemented in full. Indeed, the project implemented additional activities in the ASEAN component (additional seminar on disaster risk management and social protection and work on monitoring framework).

In terms of project design, the combination of the ASEAN and Mongolian components predictably did not work very well and, in addition, the project may have been over-ambitious in taking on too many issues (i.e. social protection policy issues with MPDSP, rural capacity building in 2 aimags, and integration of services/One Stop Shop)

In terms of impact, while some individual measures can be identified, at the ASEAN level, the project has helped to develop further the ILO's relationship with the ASEAN secretariat and member states and to develop awareness and capacity on social protection issues. At the Mongolian level, the policy components (ABND, pensions for herders and Convention 102) are likely to be more long-term in impact on policy. However, all stakeholders were very positive about the ABND process and its positive impact on the capacity of stakeholders to contribute to the policy process. The evaluation of the rural capacity building was very positive and, in terms of improved livelihoods, local respondents report that it has had a positive impact on livelihoods

In ASEAN, the work of the project will be taken forward in the new ILO-Japan ESSA project. However, specific issues were identified by the project which would warrant additional development, e.g. the role of social protection in relation to disaster risk management. In Mongolia, a key issue for the project appears to be sustainability and what ILO and stakeholders can do to ensure that its positive impact is carried forward and that policy

issues are carried into the new Government. This includes, in particular, how to ensure the mainstreaming of the rural capacity building work.

In terms of immediate recommendations, we would recommend that ILO should consider mobilising resources in relation to ‘handing over’ the project to the new government (post-elections) and to taking forward some aspects of the work, e.g. ratification of Convention 102, development of (aspects of) the Social Protection Floor, and possibly (depending on the views of the new GoM) further work on improving pensions for vulnerable groups including herders.

We also recommend that ILO continue to engage with key stakeholders to consider and develop concrete measures to mainstream the rural capacity component into existing programs (e.g. EPP for herders, and other projects to be delivered by development partners, e.g. new EU/FAO SECIM project).

## **5. ADHERENCE TO ILO GUIDANCE AND FORMATTING REQUIREMENTS**

The consultant acknowledges the ILO formatting requirements, especially with regard to:

- Formulating and presenting recommendations;
- Identifying and presenting lessons learned, and filling in the lesson learned templates; and
- Identifying and presenting emerging good practices, and filling in the relevant template.

Checklist 10 (Documents for the evaluator) finalized and signed by the evaluation consultant, is attached below confirming that all necessary documentation has been received.

The consultant confirms acceptance of the terms of Checklist 5: Preparing the evaluation report.

## Checklist 10 - DOCUMENTS FOR THE EVALUATOR

This checklist is for the evaluation manager to ensure that all documents are presented to the evaluator when presenting the contract for signature.

### KEY CONTRACT DOCUMENTS

- Evaluation Contract; which includes the payment schedule.
- Terms of Reference; which includes the WBS, Calendar and Evaluation Budget
- List of individuals pertinent to the evaluation with contact details
- Code of Conduct for Evaluation in the ILO (signed and returned by evaluator)
- Checklist 10: List of supplemental documentation, supplied by links or cloud services.
- Project Documents
  - Project Document
  - Annual project reports
  - Definition and cost of a social protection floor in Mongolia
  - Assessment of the social security legislation for the ratification of Convention 102
  - Financial assessment of the proposed reform of the social security system for herders and self-employed persons
  - Rapid assessment and recommendations for the further development of the One Stop Shop in Mongolia
- ILO or National documentation
  - State Policy on Pensions Reform, 2015-2030
  - ASEAN Declaration on Social Protection
  - Social Protection Floor
- EVAL Guidance documents for the evaluator
  - Guidance Note 7 Stakeholder participation in ILO evaluations
  - Checklist No. 3 Writing the inception report plus the templates
  - Checklist No. 5 Preparing the evaluation report
  - Checklist No. 6 Rating the quality of evaluation reports
  - Templates for Lessons Learned and Emerging Good Practices

Mel Cousins

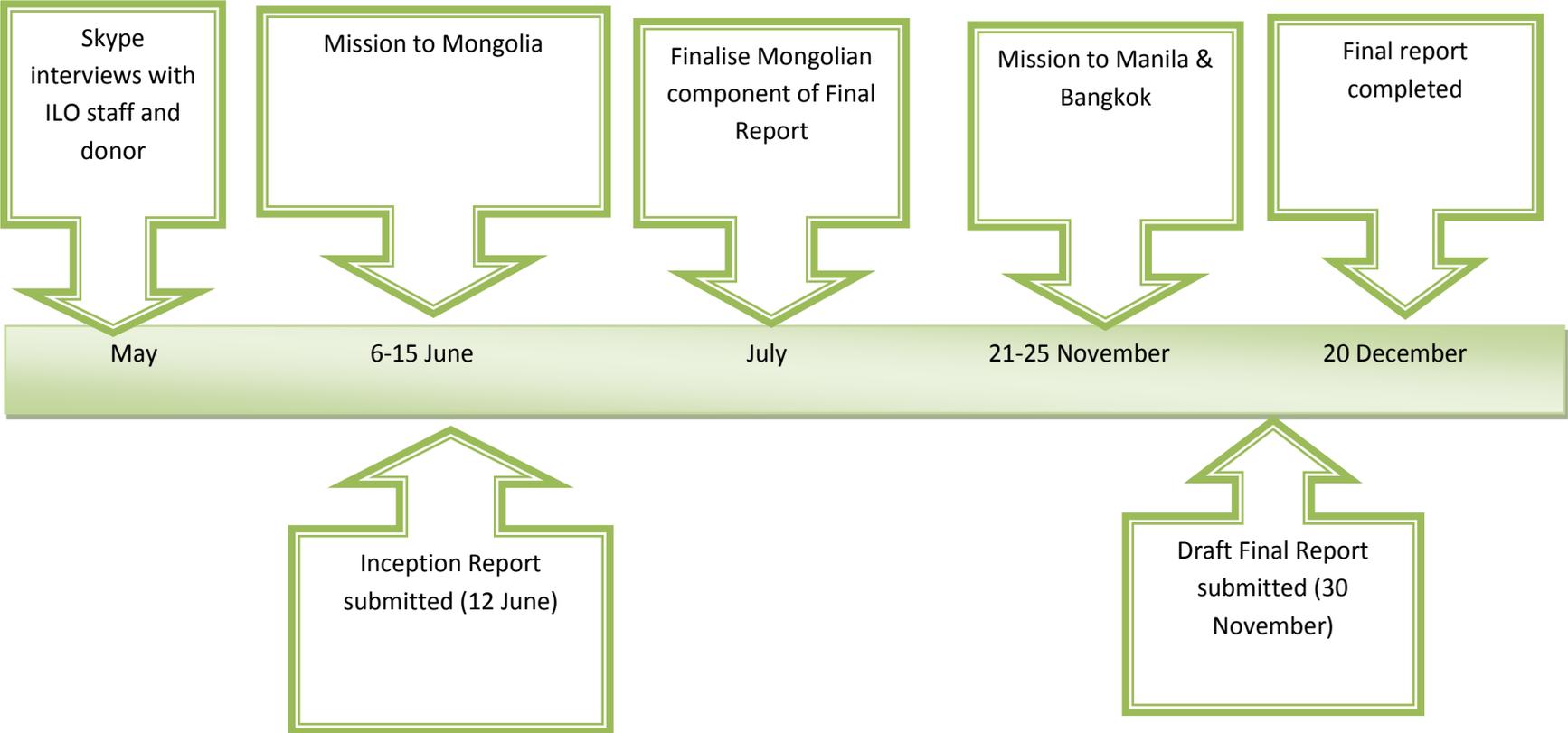
Consultant Acknowledges receipt

Annex I - DATA COLLECTION PLAN WORKSHEET for the inception report

3.

Evaluation Questions	Indicator	Sources of Data?	Method?	Who Will Collect?	How Often?	Who will analyze?
<b>1 RELEVANCE of the project and strategic fit</b>	Views of key stakeholders	Interviews with key stakeholders	Interview	Consultants	Once off	Consultants
<b>2 VALIDITY of Design</b>	Views of key stakeholders	Interviews with key stakeholders	Interview	Consultants	Once off	Consultants
<b>3 Project PROGRESS and EFFECTIVENESS</b>	Implementation of project plan	Review of documentation/interviews with key stakeholders	Document review/interviews	Consultants	Once off	Consultants
<b>4 EFFICIENCY of resource use</b>	Expenditure data	ILO financial data	Document review	Consultants	Once off	Consultants
<b>5 EFFECTIVENESS of management arrangements</b>	Views of project staff and stakeholders	Interviews with key informants	Interview	Consultants	Once off	Consultants
<b>6 SUSTAINABILITY and IMPACT of the project</b>	Views of key stakeholders	Interviews with key stakeholders/stakeholder workshop	Interview/workshop	Consultants	Once off	Consultants

Annex II - Timeline



### Annex III - Mission Schedule

*Evaluation team:*

*Mr. Mel Cousins, International Consultant*

*Ms. Undraa Suren, National Consultant*

Time	Meetings	Place	Remarks	Confirmation status
<b>Thursday – 02 June</b>				
17.00 – 18.00 (UB)	<b>Discussion with MAPS project staff:</b> Ms A.Lkhagvademberel, NPM, ILO-MAPS	Via skype	8 hours difference between UB and Dublin. Need to fix time. Can discuss together or separately/ or earlier than 02 June	
17.00 – 18.00 (UB)	<b>Discussion with MAPS project staff:</b> Mr Yo.Nyamdavaa, NTO, ILO-MAPS	Via skype		
<b>Friday – 03 June</b>				
10.00 (AM) (Ottawa, Canada)  15.00 (PM) (Dublin, Ireland)	<b>Discussion with ILO National coordinator, Mongolia</b> Ms P.Bolormaa	Via Skype	Discussion can last for 1 hour or more.	Confirmed
<b>Sunday – 05 June</b>				
	Arrival			
<b>Monday – 06 June</b>				
08.30 – 10.00	<b>Meeting with MAPS project staff:</b> Ms A.Lkhagvademberel, NPM Mr Yo.Nyamdavaa, NTO Ms B.Bayartsetseg, Administrative assistant	Room 105 UN Building		
11.00 – 12.30	<b>Meeting with Social Insurance General Office (SIGO)</b> Mr B.Batbaatar, Director of Social Insurance Policy Implementation Department Ms D.Narantuya, Specialist Ms U.Bodigerel, Specialist	SIGO building	- Capacity building of social insurance inspectors/ administrators - Awareness raising targeted herders and young people	Confirmed

14.00 – 16.00	<b>Meeting with Ministry of Population development and social protection (MPDSP)</b> Ms L.Munkhzul, Director of Social Protection Policy Implementation Department Ms Ts.Bolormaa, Director of Foreign Relation Department Mr B.Batjargal, Senior specialist of Social Protection Policy Implementation Department	MPDSP	- Social protection assessment based national dialogue - Pension reform/extension of social security - Social security legal assessment/ C102 - Capacity building of technical staff	Confirmed
16.30 – 17.30	<b>Meeting with UNFPA</b> Ms Z.Uyanga, Youth Development Project Manager, UNFPA	UN Building	- Linkage of the two projects - The UNFPA project has benefitted from the ILO-MAPS.	Confirmed
<b>Tuesday – 07 June</b>				
09.00 – 10.30	<b>Meeting with National Association of Mongolian Agricultural cooperatives (NAMAC)</b> Ms Ts.Altantuya, Vice President of NAMAC	NAMAC building	- Capacity building of herders' cooperatives	Confirmed
11.00 – 12.30	<b>Meeting with Ministry of Labour (MOL)</b> Ms G.Suvdaa, Director of Employment Policy Coordination Department Ms. Ts.Amartugs, Head of Labour force migration division (former Director of Employment policy department of MOL /was key partner of the Project) Ms. Ts.Bayarmaa, Specialist in charge of employment policy planning and labor statistics	MOL building	- Social protection assessment based national dialogue - Overall employment promotion programmes, especially a program for herders - Possible continuation of outcomes of the rural component	Informed, need to be re-confirmed
14.00 – 15.30	<b>Meeting with MONEF</b> Mr. Ts.Erdenebaatar, Head of the General Regulation Division	MONEF	- Social protection assessment based national dialogue - Pension reform/extension of social security - Social security legal assessment/ C102 - Capacity building of social security and pensions	Confirmed
16.00 – 17.30	<b>Meeting with CMTU</b> Mr. G.Adiya, Secretary General Ms. Ts.Otgontungalag, Head of the Labour and Social Policy Division Mr. M.Nyamdavaa, Specialist of Labour and Social Policy Division	CMTU	- Social protection assessment based national dialogue - Pension reform/extension of social security	Confirmed

			<ul style="list-style-type: none"> <li>- Social security legal assessment/ C102</li> <li>- Capacity building in social security and pensions</li> </ul>	
<b>Wednesday – 08 June</b>				
07.00 – 14.00	Move from UB to Uvurkhangai aimag center (travel time)			
15.00 – 16.00	<b>Meeting with Social Development Division, Governor’s office and Local task force in Uvurkhangai aimag</b> Mr. B.Munkhjargal, Director of the Social Development Division Local task force members	Governor’s office building	<ul style="list-style-type: none"> <li>- Socio-economic rapid assessment</li> <li>- Aimag policy and action on youth employment</li> </ul>	Confirmed
16.30 – 17.30	<b>Meeting with Employment Division, Governor’s office</b> Director of the Employment Division		<ul style="list-style-type: none"> <li>- Employment service training</li> <li>- Herders employment promotion programme</li> </ul>	Confirmed
<b>Thursday – 09 June</b>				
08.00 – 10.00	Move to Nariinteel soum			
10.00 – 16.00	<b>Meetings with Governor’s Office</b> Soum Governor Officials Cooperative member Beneficiaries	Governor’s office building	<ul style="list-style-type: none"> <li>- Implementation, outcome and impact of the pilot programme to support young herders income, employment and social protection</li> </ul>	Confirmed
16.00 – 18.00	Move to Uvurkhangai aimag center (travel time)			
<b>Friday – 10 June</b>				
09.00 – 16.00	Move to Ulaanbaatar (travel time)			
16.00 – 17.30	Compile notes on week’s meetings			
<b>Saturday – 11 June</b>				
09.00 – 19.00	Work on findings/Preparation for the evaluation workshop			
<b>Sunday – 12 June</b>				
<b>Monday – 13 June</b>				
08.30 - 10.00	<b>Meeting with the MAPS project staff</b> Ms. Celine Peyron Bista, CTA	UN building		

	Ms. A.Lkhagvademberel, NPM Mr. Yo.Nyamdavaa, NTO			
11.00 - 12.30	<b>Meeting with SDC</b> Mr Jack Mira	SDC office	- Cooperation concerning one stop shops in terms of social protection and employment service delivery mechanism	Confirmed
14.00 - 15.30	<b>UN agencies</b> Ms. N.Enkhnasan, Chief of Social Policy, UNICEF Ms. D.Tsogzolmaa, Specialist, WHO	UN Building	- Social protection assessment based national dialogue	Confirmed
<b>February – 14 June</b>				
09.00 - 16.00	<b>Participation in the ILO-MAPS dissemination workshop</b>	UN House		
16.30 - 18.00	<b>Meeting with national consultant</b> Ms. N.Mongolmaa, former National consultant of the Mid-term review of the Project, now working on the technical report on the Rural component outcomes	UN House	- Outcome of the rural component	Confirmed
<b>Wednesday – 15 June</b>				
10.00 - 13.00	<b>Presentation of preliminary findings of the evaluation at the stakeholder workshop /extended Steering committee meeting of the Project</b>			
<b>Thursday – 16 June</b>				
	Departure			

## Appendix 7. List of persons interviewed<sup>42</sup>

Name	Organisation	Title
Ahn, Pong-Sul	ILO	Regional specialist in Workers' Education
Ariga, Yasuo	ILO	CTA ILO/Japan Multi-Bilateral Programme
Baruah, Nilim	ILO	Senior Migration Specialist
Cunha, Nuno	ILO	Senior Social Protection Specialist, ILO Decent Work Team for Asia & Pacific
Irena, Mega	ASEAN Secretariat	Assistant Director, Poverty, Eradication & Gender Division
Kumar, Arun	ILO	Senior Specialist in Workers' Activities
Lamotte, David	ILO	Deputy Regional Director
Musngi, Miguel	ASEAN Secretariat	Senior Officer, Disaster Management and Humanitarian Assistance Division
Pamornrat, Pringsulaka	ILO	Evaluation Officer, ILO Regional Office for Asia & Pacific
Peyron Bista, Celine	ILO	CTA, MAPS Project
Satriani, Sinta	ILO	Consultant, MAPS Project
Tang, Miao Tiang	ILO	Senior Specialist on Employers' Activities
Torres, Amy	ILO	Senior Skills Development Specialist
Yamabana, Hiroshi	ILO	Chief Actuary
Yu, Sandra	ILO	Informal economy and rural development specialist

<sup>42</sup> Person interviewed in Mongolia are listed in the Inception Report at Appendix 6 above.

