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## Mongolia – MNG 176: Formal Employment is promoted for inclusive and diversified economic growth

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## LIST OF ACRONYMS

CEACR	Committee of Experts on the Application of Conventions and Recommendations
CMTU	Confederation of Mongolian Trade Unions
CO	Country Office
CRM	Customer Relations Management
DAC	Development Assistance Committee
DW4YN	Decent Work for Youth Network
DWCP	Decent Work Country Program
DWT	Decent Work Team
ETE	End Term Evaluation
EU	European Union
GASI	General Agency for Specialized Inspection
HQ	Headquarters
ILO	International Labour Organization
ITC ILO	International Training Center of the ILO
HR&GE	Human Rights and Gender Equality
LM	Labour Market
LMIS	Labour Market Information System
MLSP	Ministry of Labour and Social Protection
MONEF	Mongolian Employers' Federation
M&E	Monitoring & Evaluation
NPC	National Project Coordinator
OSH	Occupational Safety and Health
RBSA	Regular Budget Supplementary Account
RBCT	Regular Budget Technical Cooperation
RILSP	Research Institute of Labour and Social Protection
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
TOC	Theory of Change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDAF	United Nations Development Frameworks
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNSDCF	United Nations Sustainable Development Cooperation Framework
WHO	World Health Organization

## EXECUTIVE SUMMARY

The project “Formal employment is promoted for inclusive and diversified economic growth in Mongolia” is a 24-months, USD 764'200 initiative, funded by Regular Budget Supplementary Account<sup>1</sup> (RBSA) of the International Labour Organization (ILO). This RBSA project was designed to fit 2018-19 ILO Programme and Budget's strategic indicators, while the final reporting is to be done against the indicators of 2020-21 P&B.

Due to variety of reasons, for example, COVID-19 pandemic related lockdowns and restrictions and its effects and change of the Government, to align the project's timeline with development of CCA and UNSDCF for Mongolia, the project received two no-cost extensions until 31 December 2021. With the same reasons, the UNDAF 2017-2021 for another year, thus ending in 2022, and it is negotiating with the Government the UN Sustainable Development Cooperation Framework for 2023-2027. The tripartite constituents of Mongolia have also agreed to extend the current DWCP for another year, thus, also ending in 2022. The upcoming DWCP will cover years between 2023 and 2027.

The project aims at increased capacity of government, workers' and employers' organizations in Mongolia to accelerate formalizing employment in line with the ILO Recommendation No. 204 on Transition from the Informal to the Formal Economy.

### Purpose, scope and clients of the evaluation

Current evaluation exercise is an independent End-Term Evaluation (ETE) of the project “Formal employment is promoted for inclusive and diversified economic growth in Mongolia”. Purposes of the evaluation are for two folds. Firstly, the final evaluation serves the purpose of accountability to the donors and ILO constituents. Secondly, the evaluation findings and insights will contribute to internal learning within the ILO. The exercise is conducted in line with the ILO Evaluation Policy Guidelines ILO Policy Guidelines for results-based evaluation<sup>1</sup> and the UN Norms and Standards for Evaluation<sup>2</sup>.

The evaluation scope covered the whole project period from the start on 1 January 2019 until the end of the Project, 31 December 2021. It encompassed the linkages of this RBSA project and its relevant and contribution to the achievement of MNG176 under DWCP Mongolia and to the related P&B outcomes and to the related SDGs.

The evaluation integrated gender equality, disability inclusion and other non-discrimination issues as a cross-cutting concern throughout its methodology, analysis and deliverables. Gender concerns were addressed in accordance with the ILO Guidance note 4, “Integrating gender in monitoring and evaluation of projects”. Finally, the evaluation paid special attention

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<sup>1</sup> [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_571339.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf)

<sup>2</sup> Norms and Standards for Evaluation (2016). URL: <http://www.uneval.org/document/detail/1914>

to how the Project is relevant to the ILO's Programme and policy frameworks at the national, regional and global levels, relevant Sustainable Development Goals (SDGs), UNDAF and national sustainable development strategies and other relevant national development frameworks, including relevant sectoral policies and programmes.

The findings of the evaluations and its recommendations will be used by the ILO and its stakeholders to enhance organizational learning.

## Methodology of evaluation

The evaluation applied a mixed-method approach, with the main focus being on the qualitative techniques, including quantitative data obtained through the review of the project documents and reports and video materials produced by the Project. The primary data was collected directly from the stakeholders through individual and group interviews conducted with the stakeholders via virtual mode and through the focus group discussions conducted with the Project's beneficiaries. To validate the evaluation findings the workshop was held with the stakeholders including representatives of the tripartite constituents.

Project reports and documents as well as key policy papers and country strategic plans and research reports were analysed as secondary data sources. The evaluation applied the OECD/DAC evaluation criteria of relevance, coherence, effectiveness, efficiency, sustainability and impact potential.

## Main Findings and conclusions

The Project has been impacted greatly by the COVID-19 pandemic. The 24-months intervention with the budget of 764 400 USD faced the crisis after 15<sup>th</sup> months of the implementation. In the first quarter of 2020, knowing that Mongolia would go in a strict lockdown, the Project's management made the decision to carry on with the planned activities in a virtual mode. The comprehensive training on dispute labour resolution system in the cooperation with ITC in Turin was specially designed in Mongolian language to be delivered through the online mode for the constituents in Mongolia. The project also supported the constituents by development of the specific materials to ensure safe working conditions during the health crisis.

**Relevance and strategic fit:** Strategic relevance of the project has been rated as high by all key stakeholders and constituents who confirmed great extent of the facilitated social dialogue across strategic directions of the project. The project is well-aligned with countries' national priorities, strategies and plans: the Mongolia Sustainable Development Vision 2050, the ILO's strategy as well as the SDGs 8 and 16.

**Coherence:** The Project demonstrated high level of coherence with the tripartite constituents, UN and youth-led initiatives to address emerging concerns and challenges faced by workers and economic units operating in the informal economy. Gender Equality and Human Rights

approach were addressed by the project in synergy with various range of stakeholders to achieve SDGs 8 and 16.

**Validity of Design:** The Project's design is based on the Results Based Management approach (RBM) even though the Results Framework has not been developed in the conventional logframe. The indicators are appropriate in most cases and aligned with the ILO P&B Outcomes and relevant targets. Project's design failed to inform the Theory of Change on Risks and Assumptions. Absence of the baseline data limited the evaluability of the Project in relation to the progress of the targets set.

**Effectiveness:** The Project provided technical support and resources to support the organizations of workers and employers' organizations to implement improved and effective services to the economic units and workers operating in the informal economy to facilitate their formalization. The technical support provided to tripartite constituents including the government resulted in the development and adoption of two major policies – 6th National OSH Action Plan and new Labour law which extend protection of workers and economic units working in informal economy. The RBSA intervention has not succeeded in its advocating efforts on the part of the government to ratify the remaining governance conventions related to labour inspection, in particular C81 and C129. In terms of assessing the Project's effectiveness based on the ILO corporate indicators RBSA project achieved several indicators under MNG 176, MNG 801, MNG 802.

**Efficiency of resource use:** The project has been efficient in provision of the direct technical assistance to the government and tripartite constituents in the development and adoption of the key policy documents – the revised Labour Law and 6th National Action Plan on OSH. It has also successfully pulled the resources to support the constituents in raising awareness of the population about social insurance, with high focus on workers in informal economy, and promoting new labour law through targeted campaigns and outreach services at relevant low cost. Major research products were completed by the end of the Project failing to be used and applied during the course of the Project's implementation timeframe.

**Impact orientation:** The Project's implementation impacted new labour law of Mongolia through the change of the scope of the law which now is extended to the informal workers. The latter have also now access to the labour dispute settlement system. The knowledge gained during this RBSA project on informal economy was used to develop 10-year Social Development targeted Policy, which is one of the seven 10-year development policies until 2030. The RBSA Project strengthened social dialogue and promoted among youth benefits of the membership in the trade unions and the collective bargaining. Young men and women supported by the trade unions improved their working conditions strengthened voice in the labour market.

**Project's sustainability:** The results of the RBSA project have the potential to impact lives of men and women working in the informal economy through the contribution the SDG's targets 8.3, 8.5 and 8.8. The social partners adopted relevant strategies and implemented actions plans contributing to SDG targets 8.3 and 8.5.

The developed and adopted National Action Plan on OSH and tripartite committee on OSH will be able to contribute to safer working environment for men and women, including herders, working in the informal economy, provided that relevant action plans are adopted and implemented on the part of social partners as well. The Project achieved high ownership of



the results demonstrated by the presence of the strategies and actions taken by the tripartite constituents to address challenges of workers and economic units operating in the informal economy

### Lessons learnt:

1. The nation-wide research on informality driven by the state research institution guided by the technical expertise on the part of the ILO is a lengthy exercise challenged by the different approaches and communication but worthy of these efforts as it builds capacity of the national research institutions, generates ownership of the research and enhances potential for replicability of similar research by the state;
2. Strategies on tackling informality developed by the social partners supported by the focused interventions resulted in raised capacity to address issues of informality and demonstrated commitment to implement the strategies at the nation-wide level.

### Emerging good practices:

This evaluation exercise collected several emerging good practices with potential for replication on the part of tripartite constituents: governments, trade unions and employers' organizations

1. The MLSP developed online training on OSH for micro-entrepreneurs adapted for persons with disabilities to be studied any time, at self-paced mode, at any location
2. The GASInsurance conducted awareness raising campaigns for wide population through the series of videos explaining benefits of social insurance
3. The Decent Work for Youth Network developed awareness-raising campaign to promote benefits of the new labour law for youth based on typical characters representing young men and women facing challenges in the labour market including young persons with disabilities.

### Main recommendations and follow-up

1. **To the ILO National Coordinator.** To ensure that the ETE results are shared and discussed with the stakeholders.
2. **To the CO-Beijing.** To conduct consultations with tripartite constituents on feasibility of the development large-scale intervention aimed at addressing informality through the development of the state strategy with measurable indicators, an action plan and monitoring and evaluation plan
3. **To the CO-Beijing.** To build on achieved results and support constituents in promoting new labour law through outreach services and dissemination of the developed materials at the nation-wide level
4. **To the CO-Beijing.** To continue advocacy efforts in promoting ratification of the governance conventions C81 and C129

5. **To the ILO-BKK, Programme Department.** To improve project design, data collection, reporting and monitoring performance of future RBSA interventions.
6. **To the CO-Beijing and ILO Mongolia National Coordinator.** To continue active promotion and dissemination of the knowledge products and tools developed by the project at high level events organized at the national and regional level
7. **To the MLSP and RILSP.** To improve data collection on informality by integrating specific questions in LFS and conducting regular periodic research followed the RILSP study to monitor the situation on informal economy in comparison with the baseline data collected in 2021
8. **To the CO-Beijing and ILO Mongolia National Coordinator.** To advocate ratification of C190 - Violence and Harassment Convention, 2019 (No. 190) among the ILO constituents in Mongolia

## 1. INTRODUCTION

Current evaluation exercise is an independent End-Term Evaluation (ETE) of the project “Formal employment is promoted for inclusive and diversified economic growth in Mongolia”.

The findings of the evaluations and its recommendations will be used by the ILO and its stakeholders to enhance organizational learning.

## 2. CONTEXT AND BACKGROUND

The project “Formal employment is promoted for inclusive and diversified economic growth in Mongolia” is a 24-months, USD 764'200 initiative, funded by Regular Budget Supplementary Account<sup>1</sup> (RBSA) of the International Labour Organization (ILO). This RBSA project was designed to fit 2018-19 ILO Programme and Budget’s strategic indicators, while the final reporting is to be done against the indicators of 2020-21 P&B.

Due to variety of reasons, for example, COVID-19 pandemic related lockdowns and restrictions and its effects and change of the Government, to align the project’s timeline with development of CCA and UNSDCF for Mongolia, the project received two no-cost extensions until 31 December 2021. With the same reasons, the UNDAF 2017-2021 for another year, thus ending in 2022, and it is negotiating with the Government the UN Sustainable Development Cooperation Framework for 2023-2027. The tripartite constituents of Mongolia have also agreed to extend the current DWCP for another year, thus, also ending in 2022. The upcoming DWCP will cover years between 2023 and 2027.

The project aims at increased capacity of government, workers’ and employers’ organizations in Mongolia to accelerate formalizing employment in line with the ILO Recommendation No. 204 on Transition from the Informal to the Formal Economy. The project is contributing to improve the working and living conditions of workers and economic units in the informal economy and give them a voice in the processes that affect them. Building upon the experience, expertise and interest of the ILO’s constituents, the project is implementing knowledge-based interventions for the formalization of the informal economy. They include joint actions in the areas of business environment, skills development, occupational safety and health, access to services and social protection, gender equality, labour law enforcement, promotion of quality employment for young people and democratic participation in public policy and debates.

### 2.1. Brief outline of country context

Mongolia is a landlocked country located between China and Russia. It is a middle-income country. In 2020, Mongolia’s population is slightly over 3 million: 3 296 866 (49,1% men and 50,9% women). In terms of demographic structure people aged 15 y.o. or less take 31,5%, people aged 15-64 y.o. 64,4%, aged 65 y.o. and more – 4,1%. In the past 3 decades, the

median age of the population raised almost by 10 years, 18.8 to 27.9, because of a decrease in birth and an increase in life expectancy.

A total of 98.7 percent of the population aged 15 and above is literate. Mongolia's literacy rate remains high compared to the world average. Nationwide, the share of the population with the higher education is 26.5 percent, while the share of population with technical and vocational education is 8.6 percent. This shows that there are relatively few people with technical and vocational education compared to those who have the higher education.

Nationwide, there are 106.4 thousand persons with disabilities, which is 3.3 percent of the total resident population. The 58.9 thousand or 55.4 percent of total persons with disabilities are male and 47.4 thousand or 44.6 percent are female. According to the census, 31.2 percent of the total number of persons with functional disabilities are registered as employed.

Mongolia is renowned for its nomadic culture and traditions. Its extreme climate and susceptibility to natural disasters have had a great effect on herds and livestock, impacting, in turn, upon livelihoods, food supply and rural-urban migration. Whilst 53.8 percent of the population aged 15 and above are employed in urban areas, it is 60.6 percent in rural areas, which is due to the fact that the majority of the rural population is engaged in livestock husbandry. In particular, the men's employment in rural areas is 66.5 which is 11.8 percentage points higher than that of men's employment in urban areas. It is translated by the fact that the majority of men in rural areas is engaged in livestock husbandry.

The national unemployment rate reached 9.9 percent in 2020, which saw 5.4 percentage points decrease from the previous census conducted in 2010 but in comparison with the majority of the countries of Asia it is one of the highest overcoming the 5% average unemployment rate.<sup>3</sup>

The unemployment rate is 13.2% in urban areas and 3.7% in rural areas. This is mainly caused by the fact that there has been substantial amount of migration inflows in urban areas, at the same time there is fewer employment opportunities for those recently migrated from rural areas to urban areas.

In 2020, the State Great Hural, the parliament of Mongolia, approved the Mongolia Sustainable Development Vision 2050. By 2050 Mongolia shall become a leading Asian country in terms of its social development, economic growth and its citizens' quality of life. Its aims include raising Mongolia to upper middle-income country status, increasing annual economic growth, reducing income inequality, improving health and educational outcomes, protecting the environment and dealing with the challenges of climate change and ensuring good governance.

Mongolia ratified all eight fundamental conventions of the ILO and only two out of four governance conventions. These are conventions C122 Employment Policy Convention, 1964

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<sup>3</sup> ILO Asia-Pacific Employment and Social Outlook, 2020

and C144 Tripartite Consultation (International Labour Standards) Convention, 1976. Mongolia has not ratified the governance (priority) conventions related to labour inspection, namely Labour Inspection Convention, 1947 (No 81) and Labour Inspection (Agriculture) Convention, 1969 (No 129).

Growing gender disparities have also marked Mongolia's economic growth. According to the 2019 Labour Force Survey, the labour force participation rate is 60.5 percent nationwide, 56.8 percent in urban areas, and 71.0 percent in rural areas. The labour force participation rate in urban areas is 14.2 percentage points lower than in rural areas (11.0 percentage points for men and 16.2 percentage points for women). At the national level, Labour force rate for women is 14.9 percentage points lower than for men (15.9 percentage points in urban areas and 10.7 percentage points in rural areas). At the national level, the average hourly wage for male employees were MNT 4.7 thousand and for women employees were MNT 4.5 thousand.

The proportion of youth (age 15-24) not in education, employment or training (NEET) is 19.6% which is quite good performance in comparison with the Asian countries (less than 30%) but quite high in comparison with neighbouring countries China - 18, 9% and Russia – 13,2%.<sup>4</sup>

## 2.2. Project context

In June 2018, the 107th International Labour Conference adopted a roadmap for "Effective ILO development cooperation in support of the Sustainable Development Goals." It called on the Office to effectively integrate the Decent Work Agenda and the added value of tripartism, normative action and social dialogue in the implementation of the reform of UN Development System (UNDS) at the national level.

The ILO's service to its constituents aimed to strengthen their institutional capacities to participate in achieving the SDGs, including by acting upon the recommendations from the ILO supervisory bodies regarding the implementation of international labour standards. Further, the ILO's development cooperation strategy continued to find ways to reach actors in the informal economy and keep supporting the transition from the informal economy to the formal economy.

The Mongolian RBSA Project aimed to improve the working and living conditions of workers and economic units in the informal economy and give them a voice in the processes that affect them by facilitating the transitions from of the informal economy to the formal economy knowledge.

## Expected impact

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<sup>4</sup> ILO Youth Statistics [Youth - ILOSTAT](#)

- By 2030, Mongolia achieves its Sustainable Development Vision , creating sustainable jobs for all Mongolians and becomes a high middle-income country;
- By 2022, more economic units, waged and self-employed workers operating in the informal economy are able to transit to the formal economy.

## Project strategy

CO-Beijing has developed the Project in consultation with ACTRAV, ACTEMP and NORMES to propose knowledge-based interventions for the formalization of the informal economy built upon the experience, expertise and interest of the ILO's constituents. They included joint actions in the areas of business environment, skills development, occupational safety and health, access to services and social protection, gender equality, labour law enforcement, promotion of quality employment for young people and democratic participation in public policy and debates.

The ILO aimed to establish new partnerships with relevant stakeholders to create conditions for effective and sustainable transitions from the informal to the formal economy.

The Project's strategy included four cross-cutting drivers, including

- A. International labour standards;
- B. Equality and non-discrimination;
- C. Social dialogue;
- D. Environmental sustainability.

## The management set-up of the project

The project was implemented by the ILO Country Office for China and Mongolia managed by a National Project Manager in close cooperation with an ILO National Coordinator for Mongolia, supported by an Administrative Assistant. In terms of technical backstopping the project continues to make use of the strong knowledge and expertise of the specialists from technical departments (EMP/INWORK, ACTEMP, and ACTRAV).

### 2.3. Project objectives, activities and results achieved

The Project's objectives were formulated as milestones based on SMART model in liaison with relevant ILO's country and Programme's indicators and SDG's

- **Milestone 1.** By 2022, thanks to the implementation of the knowledge-based strategy by the ILO constituents in partnership with key national and international stakeholders,

workers and economic units operate in the informal economy have progressively gone through a process of formalisation (reportable to ILO P&B outcome indicator 6.1)

- **Milestones 2,3** By 2021: MONEF and CMTU has provided adequate services to and strengthened its representativeness among economic units operating in the informal economy (reportable under ILO P&B Outcome 6.3 & 10.2 & 10.5)
- **Milestone 4** By 2020, the CEACR notes Mongolia's progress in closing the gaps in the implementation of Employment Policy Convention, 1964 (C122) and the fundamental conventions. (ILO P&B Outcome 2.2)
- **Milestone 5** By 2021, the tripartite constituents have enhanced capacities and visible roles in national debates on SDGs, employment and informality. (reportable under ILO P&B outcomes, 6.1 10.3 and 10.5)

## Major activities and results achieved

The Project's key activities included technical assistance to the constituents in collective organisation of workers and economic units operating in the informal economy; research, studies and assessments aimed to inform constituents on the challenges to achieve decent work for all, including analysis of the gaps in labour law enforcement and impact of the labour law reform, capacity building of the constituents to extend social protection coverage of informal workers and business owners and improve mechanisms of labour rights protection for workers in the informal economy through access to the labour dispute resolutions.

Below are the highlights of the project's achievements up to date:

- The Ministry of Labour and Social Protection (MLSP) assessed the performance and capacity of the existing Tripartite Dispute Resolution Committees. Findings of the assessment fed into tripartite discussions on the draft labour law.
- The MLSP case study on non-standard forms of employment in Mongolia has profiled employment relations with analyses of informality at work for tripartite deliberation on appropriate legislative actions. This also fed into the parliamentary and tripartite discussions on the draft labour law
- Under the guidance of the National tripartite OSH committee and in consultation with social partners, the MLSP has developed and approved a national OSH strategy with a clear focus on work safety and health in the informal economy.
- The Mongolian Employers' Federation (MONEF) and the Confederation of Mongolian Trade Unions (CMTU) are collaborating to assess current policies and programmes and initiate a policy dialogue with the Government to prepare for future of work.

- MONEF rolled out a management tool to directly engage and build relationships with informal enterprises to offer information, services and assistance. MONEF customized the ILO In Business-an innovative business training programme targeting micro and small enterprises, including businesses) in the informal economy in Mongolia.
- By implementing the CMTU Plan of Action on the Informal Economy and reviewed union actions in Eastern European countries, Nepal, and Hong Kong, CMTU is triggering workers' actions. As a result of this work 18 new unions and 863 new members, 70% being women joined the CMTU. Improved information, counseling and legal aids reached 3,102 workers and 10 trade unions.



## 3. EVALUATION BACKGROUND

In line with ILO Evaluation Policy Guidelines<sup>3</sup> and given the special nature of RBSA, any RBSA contribution approaching USD one million will require an independent evaluation. This RBSA project ended on 31 December 2021.

### 3.1. Evaluation purpose and objectives

Purposes of the evaluation are for two folds. Firstly, the final evaluation serves the purpose of accountability to the donors and ILO constituents. Secondly, the evaluation findings and insights will contribute to internal learning within the ILO.

#### Objectives of this evaluation

The main objectives of the evaluation are to:

1. To assess the extent to which the RBSA funded intervention has achieved its planned objectives and whether it has contributed to the achievement of DWCP Mongolia (MNG176), ILO P&B outcomes [Outcome 3 (Output 3.1); and Outcome 7 (Output 7.4)] and the SDG 8 & SDG 16, and whether any positive and negative factors have contributed to the achieving (or not achieving) the project planned objectives.
2. To assess whether the RBSA intervention added-value in relation to capacity-building, legislative and policy reforms, and knowledge products
3. To assess whether social dialogue and other efforts to strengthen operational capacity of constituents have played a key role in the project achievement
4. To assess whether and how the COVID-19 pandemic has affected the planned objectives and whether the project was able to make adjustments to remain relevant.
5. To document lessons learnt and possible good practices

#### Users of this evaluation

The evaluation will serve the following users/clients' groups:

The primary end users of the evaluation findings is the ILO constituents in Mongolia, ILO Office in Mongolia, ILO Country Office in Beijing, ILO Regional Office for Asia and the Pacific (ROAP), ILO HQ (technical departments, Evaluation Office, PARDEV and PROGRAM).

Secondary user of the evaluation findings are other interested partners, academic, other ILO units and regions, and public.

## Scope of this evaluation

The evaluation scope covered the whole project period from the start on 1 January 2019 until the end of the Project, 31 December 2021. This evaluation covered all geographical coverage of the Project where the Project had its operation. Geographically, this means that, the evaluation focused on Ulaanbaatar as the focus of the project's interventions, and where the relevant stakeholders are located. It encompassed the linkages of this RBSA project and its relevant and contribution to the achievement of MNG176 under DWCP Mongolia and to the related P&B outcomes and to the related SDGs.

The evaluation integrated gender equality, disability inclusion and other non-discrimination issues as a cross-cutting concern throughout its methodology, analysis and deliverables. Gender concerns were addressed in accordance with the ILO Guidance note 4, "Integrating gender in monitoring and evaluation of projects". Finally, the evaluation paid special attention to how the Project is relevant to the ILO's Programme and policy frameworks at the national, regional and global levels, relevant Sustainable Development Goals (SDGs), UNDAF and national sustainable development strategies and other relevant national development frameworks, including relevant sectoral policies and programmes.

The evaluation included three phases - (a) inception phase, which includes desk review and preparation of the inception report (20 October 2021 - 13 December 2021), (b) data collection phase, which included virtual interviews and focus groups discussions (FGDs) with ILO constituents, donors and key project partners and beneficiaries (22 December 2021 – 28 January 2021); and (c) report writing phase, which included drafting the report based on the inputs from discussions and the interviews with key stakeholders and analysis of desk review and preparing final report (1 February 2022 - 3 March 2022).

### 3.2. Evaluation principles and standards

The ILO adheres to the UN System Evaluation Norms and Standards and applies the OECD/DAC Evaluation Quality Standards and Criteria. Therefore, in conducting this independent end-term evaluation, the evaluation consultant complied with the evaluation rules and standards of the United Nations System, as well as the Evaluation Quality Standards and Criteria of OECD/DAC and the United Nations Evaluation Group standards.

These international benchmarks require that gender and human rights be taken into consideration in evaluations. Thus, gender and human rights considerations were taken into consideration during the End-Term evaluation. Finally, ethical safeguards concerning the independence of the evaluation were ensured at all stages of the evaluation process.

### 3.3. Evaluation methodology

The purpose and scope of this evaluation exercise required a methodology that provides accountability in assessing how the project progressed in achieving its results as well as highlighting lessons learned to improve performance and assessing the relevance of similar interventions in future. Thus, a mixed methods approach was proposed for this end-term evaluation, with main focus being on qualitative techniques.

To strengthen the credibility and usefulness of evaluation results, the evaluator used both primary and secondary data sources. The primary data was collected directly from stakeholders about their first-hand experience with the intervention through Key informants' interviews and Focus group discussions via distant mode. The latter allowed the evaluation consultant to originate the information for the first time. Secondary data sources consisted of documentary evidence that has direct relevance for the evaluation, such as nationally and internationally published reports, project documents, country strategic plans, and research reports. Using both primary and secondary data sources allowed to enhance validity of the results of evaluation.

Evaluation methodology included the following data collection methods:

**Document review:** Review and analysis of project document, the theory of change, DWCP, progress reports and the ILO IRIS reports, activity reports, surveys, studies and other knowledge products produced by the project as well as other relevant documents. *Overall, the end-term evaluation consulted about 60 documents, out of them more than 50 – documents and papers produced by the Project.*

**Key informant interviews:** individual semi-structured interviews and group discussions were conducted with all ILO project staff directly involved in project management and implementation, interviews with key project stakeholders and beneficiaries in the project countries. In particular, the following interviews were conducted:

- **Interviews with project technical and managing staff (at both national, sub-regional and global level at ILO's headquarters in Geneva);**
- **Focus group discussions with the beneficiaries of the MONEF and CMTU engaging equal ratio of men and women to ensure that both genders took part in the evaluation process and shared their opinion directly with the evaluator.**

Each interview lasted not less than 30 mins and was conducted in line with UNEG Norms and Standards on competencies and ethics in evaluation<sup>5</sup>. See Annex B for the detailed statistics and list of persons interviewed. Overall, it was conducted 16 interviews (11 individual and 5 group interviews) with the participation of 21 persons (8 men and 13 women)

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<sup>5</sup> UNEG Norms and standards for evaluation, 2016 URL: <http://www.uneval.org/document/detail/1914>

representatives of each ILO's tripartite constituent – government, trade unions and employers' organizations. Two focus group were conducted with the participation with 6 women and 6 men.

**Data validation/Evaluation Briefings with project teams:** at the end of the data collection phase, the evaluator conducted a data validation briefing with ILO's project team. During the briefing, the findings of the data collection were presented, evaluation findings were jointly discussed and validated, and a set of emerging recommendations and lessons learnt identified. Such briefing allowed enhancing validity of results and ensure ownership of the recommendations developed during evaluation

**Evaluability of human rights and gender equality.** The End-term evaluation exercise adopted a Human Rights and Gender Sensitive Approach. To ensure this, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>6</sup> was followed in conducting the exercise and reporting. Preliminary analysis of the evaluability of human rights and gender equality has been conducted at the inception phase. On the basis of the evaluability exercise, UNEG recommendations were suggested to be included in the evaluation process, they are available as Annex D to this report and were used for orientation in data collection and report writing stages.

At the final stage, all data collected by the Evaluator was verified and analyzed to inform the preparation of the final evaluation report. Data analysis has been conducted using triangulation method, to validate main findings of desk research and primary data collection, to eliminate inconsistencies in the findings and ensure quality control.

### 3.4. Evaluation criteria and questions

The evaluation followed the UN Evaluation Standards and Norms, the Glossary of key terms in evaluation and Results Based Management utilizing OECD DAC evaluation criteria<sup>7</sup>. The evaluation applied the OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact potential. Below are the main evaluation questions per each of the criteria:

- ✓ **Relevance and strategic fit:** The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).

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6 United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation, (UNEG, 2014)

7 OECD DAC evaluation criteria which were used are: the relevance, the coherence and validity of the programme design, effectiveness and efficiency of the programme, the impact of the results and the potential for sustainability.

1. The extent to which the project has responded to the need of the tripartite constituents, beneficiaries and recipients in Mongolia.
  2. The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Mongolia?
  3. How far is the project impacted by the COVID-19 pandemic and to what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context?
- ✓ **Coherence:** The compatibility of the intervention with other interventions in a country, sector or institution
4. Assess the extent of compatibility of interlinkages between the RBSA interventions and other ILO projects, other interventions carried out by Government of Mongolia, social partners and other international partners?
  5. Has the project maximized synergies and improve collaboration with new or existing actors? Has there been a duplication of efforts/resources?
  6. The extent to which the RBSA intervention adheres to decent work principles including International Labour Standards, human rights- based approach and gender equality and non-discrimination;
  7. To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced projects relevance and contribution to priority SDG targets and indicators? (explicitly or implicitly)
  8. To what extent the project has engaged/enhanced the partnership with key stakeholders in Mongolia?
- ✓ **Validity of design:** The extent to which the design is logical and coherent <sup>7</sup>
9. Is overall project's design including project's major desired Outcomes logical and coherent?
  10. Are the project's defined outputs and performance indicators with baselines and targets, realistic in contributing to the outcome MNG176 given the intervention logic, time and resource available?
  11. How capacity strengthening has played its role in the ToC and in activities, outputs and results? If success of capacity strengthening has been defined?
  12. How responsive was the project design to DWCP and national sustainable development plans for the SDGs? And in responding to COVID19 pandemic?
- ✓ **Effectiveness:** The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?
13. Have the Project achieved the desired outcomes? If not, what were the reasons behind this?

14. To what extent was the project effective in influencing/strengthening leadership to expand membership in IE units working in the informal economy? How the Project assisted to organizations of workers and employers' organizations to implement improved and effective services to the economic units and workers operating in the informal economy to facilitate their formalisation?
  15. Assess the project efforts in enabling the voice and representation among workers in the informal economy. To what extent the RBSA project enabled support services to workers? What is the contribution of such efforts to accelerate formalizing employment?
  16. To what extent are tripartite constituents satisfied with and/or using the outputs (focus on knowledge products, technical advice) produced, and how the partnerships/relationships lead to effective cooperation in project implementation?
  17. Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how?
- ✓ **Efficiency:** The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way
18. Have project management and staffing efforts to implement and monitor the project been adequate?
  19. Assess the monitoring and oversight of this RBSA funded project – how efficient it is and whether it has affected the delivery of the project. How effective is the role of ILO Country Office for China and Mongolia, Regional office, and HQ in technical supporting and monitoring of the project?
  20. Has the project steering committee and/or governance structure exists to oversee the project?
  21. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve expected results? Could they have been allocated more effectively and if so, how?
  22. How did the project make decision to shift the focus of the outputs/activities? How the project has re-structured the Budget to address the COVID-19 challenges”
  23. To what extent has the project has leveraged resources with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?
- ✓ **Impact:** The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects
24. Did knowledge-based interventions effectively contribute to promote sustainable transitions from the informal and to the formal economy? <sup>8</sup>
  25. What are the evidence of broader and longer-term effect that the project has contributed to sustainable transitions of men and women from the informal and to the formal economy including young women and men and men and women with disabilities? And whether the COVID-19 pandemic has affected the possible impact of the project?

- ✓ **Sustainability:** The extent to which the net benefits of the intervention continue, or are likely to continue.

26. To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)
27. To what extent sustainability considerations were taken into account in the project interventions?
28. What is the likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by constituents and other partners after major assistance has been completed?
29. How strong is the level of ownership of results by the targeted communities, institutions?

### **Cross-cutting issues/Issues of Special Interest to the ILO**

- ✓ **International Labour Standards (ILS)**

30. The degree to which intervention activities, outputs, and objectives are consistent with prescriptions in relevant normative instruments where they have been formally embraced through ratification or expressions of endorsement by stakeholders.
31. What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of this RBSA project?

- ✓ **Social dialogue**

32. To what extent the project has further enhanced the social dialogue among the constituents and partners in Mongolia? And the extent that the social dialogue has contributed to achieving the MNG176?

- ✓ **Gender equality and non-discrimination**

33. To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards Gender equality and non-discrimination? Inclusion of people with disabilities?

### **3.5. Limitations of the evaluation**

Six major limitations and challenges were observed during the evaluation process:

1. **Limitation to travel due to the COVID-19 world pandemic situation prevented observation of the key events on site. This means that the evaluator was not able to meet with project's**

stakeholders and beneficiaries in person. All interviews and focus group discussions were conducted via distant mode.

2. Since the evaluation covered the whole period of the implementation of the Project from its start in 2019 – some stakeholders were not involved in the Project from its start and could not recall some Project's activities / events in detail due to the quite long time passed.
3. ILO implements several projects in Mongolia and project's stakeholders could not often differentiate this Project from the other as they recall the activity or certain event or take this as ILO's activity, thus additional measures of validations were needed to assign the reported results to the current evaluated project.
4. The data collection process during the evaluation conducted in a distant mode was challenged by the fact that unlike real time missions when the countries should make time to meet the evaluator within the allocated time frame, the possibility to hold interviews online resulted in several postponements which increased the duration of the data collection phase.
5. Due to the COVID-19 challenges including appearance of a new type of virus Omicron resulted in the sickness of the important key informants, including the ILO Project's manager who could not participate in this evaluation process. Thus, the most important interview informing the evaluator about the Project in detail didn't take place what in turned challenged writing the final evaluation report.
6. The project document was developed in the previous biennium 2018-2019, and evaluating it under a new biennium 2020-2021 linked to new indicators, where P&B outcomes and indicators are different posed a challenged to this evaluation.



## 4. KEY FINDINGS OF EVALUATION

This Section is organized according to the evaluation criteria presented in the TORs and analyses of the factual evidence available. A brief summary on key findings for each evaluation criteria is presented at the end of each subsection.

### 4.1. Relevance and strategic fit

**Relevance and strategic fit** — *The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).*

#### 4.1.1. The extent to which the project has responded to the need of the tripartite constituents, beneficiaries and recipients in Mongolia

Tripartite constituents represented by the Ministry of Labour and Social Protection of Mongolia, General Agency for Specialized Inspection (GASI), the Mongolian Employers' Federation (MONEF) and the Confederation of Mongolian Trade Unions (CMTU) have confirmed relevance of the Project to the current development goals in Mongolia, nationalized SDGs (in particular SDG 8) and the needs of the social partners to address challenges in achieving decent work for all, including men and women, working in the informal economy.

It was highlighted that the Project has been extremely timely and relevant to address the needs of men and women working in the informal economy at the new Labour Code, which entered into force on 1 January 2022 and supported the constituents in better understanding on the phenomena of informal economy and non-standard forms of employment, including new forms of jobs driven by the platform economy.

In particular the Project supported the needs of the constituents in developing new National Action Plan for Occupational Safety and Health for Mongolia and assessed current system of Labour Dispute Resolution. The research undertaken by the ILO and the Research Institute of Labour and Social Protection (RILSP) which has resulted in the publication "The state of informal employment in Mongolia: Survey report"<sup>8</sup> appeared to be of paramount importance for all the constituents as it helped them to benchmark where the country stands now in terms of informal economy situation.

Beneficiaries of the Project comprised from civil servants, trade unions members and members of the employer's organization who participated in the various capacity building

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<sup>8</sup> [https://www.ilo.org/beijing/what-we-do/publications/WCMS\\_834558/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/publications/WCMS_834558/lang--en/index.htm)

activities of the Project stressed the importance of the Project to shape better understanding of the benefits of the decent work and enhanced social dialogue to achieve better working conditions for their fellows.

The social partners the MONEF and the CMTU confirmed that the Project was relevant in supporting the implementation of their respective strategies to address the issues of informality by exercising proactive approach to engage with their potential members (workers and economic units working in the informal economy) and strengthen cooperation with their current members by providing new tailored services in an efficient and consistent manner.

#### 4.1.2. The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Mongolia

The Project supported the constituents in creating greater opportunities for women and men to secure decent employment and income (DWCP Priority MNG176) in line with Recommendation No 204 of 2015 concerning the Transition from the Informal Economy to the Formal Economy. The constituents stressed relevance of the Project of the SDG#8 which is included in the Mongolia national development strategy – Mongolia Sustainable Development Vision 2050.

The Project supported the implementation of the Outcome 6 - **Formalization of the informal economy** of the ILO Programme and Budget for the Biennium 2018-2019; and

Outcome 3 – **Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all**; and Outcome 7 – **Adequate and effective protection at work for all** of the ILO Programme and Budget for the Biennium 2020-2021.

Tripartite constituents confirmed the relevance of the main project's activities and ILO's technical assistance in the development of the new National Action Plan for Occupational Safety and Health and assessment of the current system of Labour Dispute Resolution on a tripartite basis which contribute to the implementation of the Outcome 3 and Outcome 7 of the ILO Programme and Budget for the Biennium 2020-2021.

The assessment of the system of Labour Dispute Resolution on a tripartite basis resulted in strengthened social dialogue and the inclusion of the specific provision to the new Labour Law of Mongolia which enhanced access for workers and economic units in the informal economy to the Labour Dispute Resolution system of Mongolia. Thus, the Project's activities are relevant to the SDG #16 **Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels**. For more details, please see summary table below:

**Table 1. Areas of the project relevance to the RBSA Project in Mongolia (compilation of the evaluator based on the document review and key informants' interviews)**

STRATEGY	AREAS OF RELEVANCE
2030 Agenda for Sustainable Development	<p>SDG #8 Promote policies to support job creation and growing enterprise (Target 8.3); Full Employment and Decent Work with Equal Pay (Target 8.5), Protect labour rights and promote safe working environment (Target 8.8)</p> <p>SDG #16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, in particular Promote the rule of law at the national and international levels and ensure equal access to justice for all (Target 16.3); Ensure responsive, inclusive, participatory and representative decision-making at all levels (Target 16.7)</p>
ILO Programme & Budget	<p><b>Outcome 6 - Formalization of the informal economy of the ILO Programme and Budget for the Biennium 2018-2019;</b></p> <p><b>Outcome 3 – Economic, social and environmental transitions for full, productive and freely chosen employment and decent work for all; and</b></p> <p><b>Outcome 7 – Adequate and effective protection at work for all; of the ILO Programme and Budget for the Biennium 2020-2021</b></p>
ILO Decent Work Country Programme (DWCP)	<p><b>Country Priority 1: Expand the productively employed workforce in a formal and inclusive economy;</b></p> <p><b>Country Priority 2: Reorient labour market governance and institutions towards an inclusive market economy</b></p>

#### 4.1.3. How far is the project impacted by the COVID-19 pandemic and to what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context?

The Project has been impacted greatly by the COVID-19 pandemic. The 24-months intervention with the budget of 764 400 USD faced the crisis after 15<sup>th</sup> months of the implementation. In the first quarter of 2020, knowing that Mongolia would go in a strict lockdown, the Project's management made the decision to carry on with the planned activities in a virtual mode. The comprehensive training on dispute labour resolution system in the cooperation with ITC in Turin was specially designed in Mongolian language to be delivered through the online mode for the constituents in Mongolia.

ITC, the Project's team and the constituents had to learn new ways of communication to continue with the consultations, capacity building activities and coordination meetings. The Project has also provided translation of the ILO's publications from English to Mongolian

language to share with the international experience in dealing with the COVID-19 challenges in the informal economy, namely:

- COVID-19 and mining: Prevention and control checklist
- COVID-19 crisis and the informal economy: Immediate responses and policy challenges
- Prevention and Mitigation of COVID-19 at Work. Action Checklist.

The outreach activities which had to be held in the markets and other work places occupied by workers and economic units working in informal economy had to be put on hold and where possible shifted to the online mode. Due to several strict lockdowns the project received two no-cost extensions until 31 December 2021.

At the time of the final evaluation at the data collection stage (January 2022) the stakeholders demonstrated great level of the adjustment to the new technologies and appreciated efforts of the ILO's team to adapt to the emerging health challenges and modern ways of communication.

#### KEY FINDINGS ON RELEVANCE:

Strategic relevance of the project has been rated as high by all key stakeholders and constituents who confirmed great extent of the facilitated social dialogue across strategic directions of the project. The project is well-aligned with countries' national priorities, strategies and plans: the Mongolia Sustainable Development Vision 2050, the ILO's strategy as well as the SDG 8 and 16.

## 4.2. Coherence

**Coherence** - *The compatibility of the intervention with other interventions in a country, sector or institution*

### 4.2.1. Assess the extent of compatibility of interlinkages between the RBSA interventions and other ILO projects, other interventions carried out by Government of Mongolia, social partners and other international partners?

The Project cooperated with the UN campaign led by the UNFPA to reduce the prevalence of gender-based violence (GBV) in Mongolia by further strengthening national capacity for prevention and response in cooperation with the social partners. The interviews with the key informants representing social partners confirmed better awareness about gender-based violence and contribution to the implementation of the campaign through the dissemination of the relevant materials to workers and employers.

The MLSP reported that the ILO strengthened awareness and promotion of the ratification of the C190 - Violence and Harassment Convention, 2019 (No. 190) among the constituents. The ILO provided information, training and research on Convention No. 190 on the Prohibition of workplace harassment and violence against informal workers. These efforts contributed to the implementation of the National Program of Mongolia on Gender Equality (2017-2021).

The Project has supported the implementation of the CMTU strategy on the informal employment and assisted in the development of the strategy for MONEF aimed at addressing challenges of the informal employment.

The MLSP reported that the Project has been relevant in supporting priority of the Mongolia to extent the social protection for all, achieve decent work (SDG #8) and shape Mongolia as a Digital Nation.

The particular importance of the Project was contribution to the development of new Labour Law and coordination of the efforts of the tripartite constituents in promoting new labour law to the wide public.

### 4.2.2. Has the project maximized synergies and improve collaboration with new or existing actors? Has there been a duplication of efforts/resources?

The tripartite constituents reported that they enjoy cooperation on a regular and tripartite basis with the ILO. The Project allowed them to learn international experience and best practices in dealing with the challenging issues of the social protection, OSH and labour dispute resolution system in the informal economy. The MONEF and CMTU reported that the Project allowed them to extent cooperation with their members in the regions, cooperate with city and regional structures.

Though the Government runs courses for businesses at the established state centers, it was reported by the MONEF that the InBusiness trainings assisted in the implementation by the ILO based on participatory and peer-to-peer approach is a different intervention. The ILO InBusiness Programme passed to the MONEF through the license and adopted to the Mongolian context will allow the MONEF engaging with their members and raise their capacity in running business by sharing experiences and learning from each other.

The research on the Informal Employment in Mongolia undertaken by the Research Institute of Labour and Social Protection (RILSP) did not duplicate efforts of the RILSP and state structures and served as the important source of information to inform the constituents on the baseline where Mongolia stands now in terms of this phenomena.

#### 4.2.3. The extent to which the RBSA intervention adheres to decent work principles including International Labour Standards, human rights-based approach and gender equality and non-discrimination

The RBSA intervention demonstrated the adherence to the principles of decent work by addressing issues of the occupational safety and health, rights at work, social protection and social dialogue, with gender equality non-discrimination and ILS as crosscutting issues. In particular the Project promoted the R204 - Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204).

The Project supported the development of the National Action Plan on OSH aligned with the Decent Work agenda and Mongolia Sustainable Development Agenda until 2050.

The National Action Plan on OSH (2021-2025) is based on ILO OSH principles, the ILO “Centenary Declaration of Future Work” and the UN SDGs, especially SDG8. It is based on the Constitution of Mongolia providing its citizens the right to favourable working conditions. To this aim, it promotes a safety culture at work (a human centred approach). It states that safe and healthy working conditions is good business and increases productivity and work quality. It aims to introduce Decent Work and Vision Zero (the principle to aim for zero occupational accidents, diseases, acute poisonings and harm).

In particular the National Action Plan on OSH aligned with the Decent Work includes the pillar on improving the Mongolian legislation on occupational health services, prevention of asbestos-related diseases, occupational disease benefits and labour inspections to be able to ratify the following ILO Conventions:

- Labour Inspection Convention, No.81;
- Labour Inspection (Agriculture) Convention, No.129;
- Occupational Health Services Convention, No. 161;
- Asbestos Convention, No. 162,
- Safety and Health in Agriculture Convention, No. 184 and

- Promotional Framework for OSH Convention, No. 187.

The Project adopted human-rights based approach by providing technical assistance in the assessment of the Mongolia's labour dispute resolution (LDR) system. This research was undertaken to address the most critical policy question is how to make legal protection more inclusive so that labour laws will apply to a broader spectrum of work relationships excluded from coverage by Mongolian laws, such as those in small enterprises, e.g., with less than ten employees, the informal sector, and working persons without labour contract.

In reference to labour relations, there was also a need to clarify and strengthen the supervisory role of labour inspection, improve the use of mediation and arbitration, and reduce the need for the courts for the final resolution of labour disputes. The results of the assessment include the development of the set of the recommendations to improve the LDR system including through the enhancing access to the workers in the informal economy.

The Project addressed gender equality issues at the implementation level. Upon advice of MONEF and CMTU, the proposed work and hence resulting impact was focused on the retail and trade sectors, transport sector which count with high numbers of young men and women wage and self-employed workers. The RBSA supported its constituents in the development of new and/or improved services that address the needs of young people and women operating in the informal economy. The evaluation exercise revealed efforts of this RBSA project to address the needs of men and women with disabilities through the support of the development of the trainings by the MLSP adapted to the needs of persons with disabilities and awareness raising campaign developed by the Decent Work for Youth Network on promotion of the new labour law addressing needs of persons with disabilities.

#### 4.2.4. To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced projects relevance and contribution to priority SDG targets and indicators? (explicitly or implicitly)?

It was reported by nearly all the stakeholders that RBSA project contributes to the achievement of the SDG#8 prioritized by the state and the ILO's constituents.

The Project's goals and interventions have been aligned with the joint UNDP, ILO and FAO Project funded by the EU "SDG - Aligned Budgeting to Transform Employment in Mongolia". EU Budget Support (BS) programme aims to support the Government of Mongolia to implement the national reform agenda and assist the implementation of the Public Finance Management and Employment policies. The EU BS programme and its Technical Assistance project supports the country in delivering sustainable growth and its transformation into a sustainable development model with more productivity, better capacity to respond to and recover from unanticipated crises, and more employment opportunities for all social groups, especially the more vulnerable and disadvantaged. The RBSA project laid out the foundation for social partners to cooperate with the UN. The ILO briefed them on the UN reform and the United Nations Development Assistance Framework and the upcoming UN Sustainable Development Cooperation Framework to help them understand how the UN works.

The National Action Plan on Occupational Health and Safety (2021-2025) was developed by a tri-partite working group including the Government represented by the Ministry of Labour and Social Protection and General Agency for Specialized Inspection (GASI), employers represented by the MONEF and workers represented by the CMTU. The established tripartite commission strengthened tripartite cooperation aimed at the improvement of OSH and working conditions in Mongolia, supporting the UN SDGs and specifically Goal 8 Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. Decent work and OSH focus especially on SDG target 8.8 - Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.

The assessment of the Mongolia's labour dispute resolution (LDR) system with the developed recommendations to improve access to justice for workers in the informal economy contribute to the achievement of the Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, in particular to the Target 16.3: Promote the rule of law at the national and international levels and ensure equal access to justice for all which could be measures by the Indicator 16.3.3: Proportion of the population who have experienced a dispute in the past two years and who accessed a formal or informal dispute resolution mechanism, by type of mechanism.

#### 4.2.5. To what extent the project has engaged/enhanced the partnership with key stakeholders in Mongolia?

The key informants represented by the tripartite constituents reported on great level of cooperation with the ILO and the tripartite parties involved through the participation at the national tripartite commission on OSH, joint research of the ILO and Research Institute of Labour and Social Protection (RILSP), jointly implemented policy development exercises and capacity building activities with the Ministry of Labour and Social Protection (MLSP), The General Authority for Social Insurance (GASInsurance), Mongolian Employers' Federation (MONEF) and Confederation of Mongolian Trade Unions (CMTU).

The General Authority for Social Insurance (GASInsurance) cooperated with the ILO and the CMTU on running the outreach campaign aimed at raising awareness of the population about social insurance coverage.

The cooperation on raising awareness of youth on labour rights and new labour law has been established with the Decent Work for Youth Network (DW4YN) consisting of 17 governmental and non-government organizations that work in youth related areas. The Decent Work for Youth Network (DW4YN) cooperated with the ILO National Coordinator's office in Ulaanbaatar, but wished more cooperation was established on the part of the global initiative Decent Jobs for Youth.

#### KEY FINDINGS ON COHERENCE:



The Project demonstrated high level of coherence with the tripartite constituents, UN and youth-led initiatives to address emerging concerns and challenges faced by workers and economic units operating in the informal economy. Gender Equality and Human Rights approach were addressed by the project in synergy with various range of stakeholders to achieve SDGs 8 and 16.

### 4.3. Validity of Design

#### ***Validity of Design — the extent to which the design is logical and coherent***

##### 4.3.1. Is overall project's design including project's major desired Outcomes logical and coherent?

The Project's design was based on the theory-of-change approach and adopted the results-based management approach (RBM) in its sense even though the results framework was elaborated in a form of the conventional logframe. The Project's team informed the evaluator that the RBSA project's templates do not foresee the results framework typically used by the ILO for the donor funded projects. At the time when this intervention was conceived the RBSA projects were entitled to adhere to the milestones' design approach. Thus, the ProDoc is based on the major milestones and related outputs to achieve the immediate objective of the Project: to improve the working and living conditions of workers and economic units in the informal economy and give them a voice in the processes that affect them by facilitating the transitions from of the informal economy to the formal economy knowledge.

The outputs were assigned to the major milestones. While such design set up has certain advantage – to formulate desired outcomes as a desired result to happen bounded by the time frame, the absence of the baseline and targets limits the possibility to assess the project's progress. The milestone 1 set the goal that by 2022 workers and economic units operate in the informal economy have progressively gone through a process of formalization thanks to the implementation of the knowledge-based strategy by the ILO constituents in partnership with key national and international stakeholders. Yet this desired change is quite ambitious for the project with such a short time frame and limited budget. Also, the absence of the baseline data doesn't allow to estimate the number of workers and economic units operating in the informal economy have progressively gone through a process of formalization.

The outputs chosen for the milestone 2 and 3 related to the capacity building of the MONEF and the CMTU are quite realistic yet again the absence of the baseline data and targets limits the possibility to assess what is "More and better outreach services" desired by the Project to happen on the part of the constituents.

The Output 4: Technical assistance provided to the government to increase the efficiency of labour and workplace inspections with a view to facilitate the transition to formality, with a

special attention to young and women workers is not logically placed to contribute to the desired outcomes related to the ratification of the conventions C122, C81 and C129 as the technical assistance to improve efficiency of labour and workplace inspections with a view to facilitate the transition to formality, with a special attention to young and women workers is not necessarily linked to the ratification of the related conventions.

The promotion of the Recommendation 204 (2015) concerning the Transition from the Informal Economy to the Formal Economy and Social Protection Floors Recommendation, 2012 (No. 202) have not been embedded in the Project’s design at the results framework.

The output 5 “Enhanced visibility and increased participation of ILO constituents in the development and implementation of the UNDAF” introduced to achieve the milestone 5 “By 2021, the tripartite constituents have enhanced capacities and visible roles in national debates on SDGs, employment and informality” seems to be logical yet the falling the specific and measurable change of the desired change of the increased capacity beyond increased level of visibility and participation.

The Project’s design didn’t address actual outputs delivered by the Project and observed through this evaluation such as development of the new programme on OSH aligned with the Recommendation 204 (2015) related to the achievement of the decent work for men and women working in the informal economy. Thus, project’s design lacks coherence in this sense.

The strong feature of the Project’s design is the presence of the specifically formulated outcomes, outputs and activities to address the needs of the major constituents of the ILO – the MONEF and CMTU in a focused and balanced manner. Also, coherence with the UN country team, links with the SDGs and the ILO Programme and budget was reflected in the design set up: Milestones 5 and the related output 5.

#### 4.3.2. Are the project’s defined outputs and performance indicators with baselines and targets, realistic in contributing to the outcome MNG176 given the intervention logic, time and resource available?

At the time of the RBSA Project was conceived back to 2018, the outcome MNG 176 – “Formal employment is promoted for inclusive and diversified economic growth” was related to the Outcome 6 – “Formalization of the informal economy” of the ILO Programme and Budget for the Biennium 2018-2019 which was based on ten policy outcomes. Next ILO Programme and Budget 2020-2021 was based on 8 policy outcomes and the project’s desired outcomes were assigned to the Outcome 1, Outcome 3 and Outcome 7.

**Table 2. Project’s defined outputs and related P&B indicators under Outcome MNG 176**

Milestones	ILO P&B Outcome Indicator Biennium 2018-2019	ILO P&B Outcome Indicator Biennium 2020-2021
<b>MILESTONES I By 2022, thanks to the implementation of the</b>	Reportable to the ILO P&B outcome indicator 6.1: Number of	Reportable to the ILO P&B indicator 3.1.3. Number of member States with

<p>knowledge-based strategy by the ILO constituents in partnership with key national and international stakeholders, workers and economic units operate in the informal economy have progressively gone through a process of formalization.</p>	<p>member States in which constituents have developed a common understanding and a basis for monitoring informality with a view to facilitating progress towards formalization</p>	<p>an integrated strategy towards formalization in line with Recommendation No. 204</p>
<p>The success indicators, baseline and targets were not identified for the ILO P&amp;B Biennium 2018-2019; thus, the evaluability of this P&amp;B is limited. The milestone set is vague in terms of corresponding the outcome indicator 6.1. The Indicator chosen under P&amp;B Biennium 2020-2021 is relevant and appropriate.</p>		
<p><b>MILESTONES 2-3 By 2021: MONEF and CMTU has provided adequate services to and strengthened its representativeness among economic units operating in the informal economy.</b></p>	<p>Reportable under the ILO P&amp;B Outcome 6.3: Number of member States in which employers' or workers' organizations provide support to workers and economic units in the informal economy for facilitating transition to the formal economy;</p> <p>Indicator 10.2: Number of employers' and business membership organizations that have successfully created, strengthened and delivered services that respond to the needs of existing and potential members</p> <p>Indicator 10.5: Number of member States in which workers' organizations influence policy agendas at different levels</p>	<p>Reportable to the ILO P&amp;B indicator 1.1.2. Number of EBMOs that produce analyses on the changing business environment and conduct advocacy activities to influence policymaking.</p> <p>Reportable to the ILO P&amp;B Indicator 1.2.1. Number of national workers' organizations with innovative strategies to attract new groups of workers and/or to improve their services</p>
<p><b>The criteria for success were not chosen yet the indicators chosen are realistic, logical and achievable</b></p>		
<p><b>MILESTONES 4</b></p> <p><b>By 2020, the CEACR notes Mongolia's progress in closing the gaps in the implementation of C122 and the fundamental conventions. (ILO P&amp;B Outcome 2.2)</b></p> <p><b>By 2020, Mongolia makes progress in completing the ratification of standards and governance conventions, in particular C81 and C129.</b></p> <p><b>By 2019:</b></p> <p><b>a. The Parliament of Mongolia adopted the Revised Labour Law and includes in its agenda the ratification of C81 and C129. (ILO P&amp;B Outcome 2.1)</b></p> <p><b>b. The government and social partners initiated a tripartite review of regulations and practices concerning labour inspection against the revised Labour Law and further elaborate</b></p>	<p>ILO P&amp;B Outcome 2. Indicator 2.2: Number of member States that have taken action to apply international labour standards, in particular in response to issues raised by the supervisory bodies</p> <p>ILO P&amp;B Outcome 2. Indicator 2.1: Number of member States that have made progress towards full ratification of fundamental and governance Conventions</p> <p>ILO P&amp;B Outcome 6.3: Number of member States in which employers' or workers' organizations provide support to workers and economic units in the informal economy for facilitating transition to the formal economy</p>	<p>Reportable to the ILO P&amp;B 3.1.3. Number of member States with an integrated strategy towards formalization in line with Recommendation No. 204</p> <p>Note: Labour inspection related activities have been moved to the Project "SDG - Aligned Budgeting to Transform Employment in Mongolia project".</p>

<p>guidelines and regulations specifically for workers and operators in the informal economy (ILO P&amp;B Outcome 6. 5).</p>		
<p>The indicators of success are clear yet their achievement is out of the Project's control and often influenced by the political stability and climate in the countries. Risks assessment and assumptions would be beneficial to accompany similar indicators in future including the baseline data</p>		
<p><b>MILESTONES 5: By 2021, the tripartite constituents have enhanced capacities and visible roles in national debates on SDGs, employment and informality.</b></p>	<p>Reportable under ILO P&amp;B outcome 6, Indicator 6.1:</p> <p>Number of member States in which constituents have developed a common understanding and a basis for monitoring informality with a view to facilitating progress towards formalization</p> <p>Reportable under ILO P&amp;B outcome 10, Indicator 10.3:</p> <p>Number of employers' and business membership organizations that have successfully enhanced their capacity to analyse the business environment, provide leadership on policy issues and influence policy development</p> <p>Reportable under ILO P&amp;B outcome 10, Indicator 10.5:</p> <p>Number of member States in which workers' organizations influence policy agendas at different levels</p>	<p>7.2.1. Number of member States with national OSH policies or programs, accompanied by institutional frameworks, addressing specific risks</p> <p>7.4.2. Number of countries with a validated diagnosis of the informal economy and/or policies, regulations or compliance mechanisms to support the transition to formality of informal workers in formal enterprises or in households</p>
<p>Criteria for success were not chosen yet for the 6.1 and 10.3 the Programme and Budget provides two criteria of success which should be met which allows measuring the achievement of the indicator. For the Indicator 10.5.1, three criteria of success are offered suggesting that at least one should be met and it would be beneficial if the Project's design informed which particular outputs are desired to be achieved to meet the targets.</p>		

#### 4.3.3. How capacity strengthening has played its role in the ToC and in activities, outputs and results? If success of capacity strengthening has been defined?

The Theory of Change of the Project is describing the high-level results in the outcomes-oriented manner: what actions are desired to be taken on the part of key stakeholders – the tripartite constituents, including the social partners (MONEF and CMTU) and labour inspections. The capacity building approach has not been integrated into the logical chain of the ToC omitting the important pre-conditions to be achieved:

- A) The stakeholders are capacitated;

B) The stakeholders are willing to take the desired actions;

At the activity level the Project included the capacity-building activities to ensure the delivery of key outputs:

- The ILO will support MONEF in enhancing its organizational capacity to monitor Mongolia's progress towards SDGs with respect to SDG 8.3. (Output 2);
- The ILO will provide technical assistance to the CMTU in strengthening its organizational capacity to implement its strategy and action plan to increase the membership and representation of the targeted groups of workers and advocate for more and better services that are responsive to workers in the informal economy in relevant policy for a (Output 3)
- The ILO will provide technical assistance and support the joint work of the Ministry of Labour and Social Protection (MLSP), GASI (i.e. labour inspection), National Commission for Gender Equality and Agency for Family, Child and Youth Development in developing a systematic approach to facilitate transitions to formality, improve working conditions, and increase labour compliance (Output 4)

The specific activity focused on raising capacity of the stakeholders in a conventional manner included “Designing and implementing a training programme for labour inspectors” (Output 4) and “Skills training and outreach for young and women workers in informal economy” (Output 1). The specific success of capacity strengthening has been defined. For some outputs (Output 2) the project’s design is not clear how to ensure that organizational capacity of the MONEF raised to monitor Mongolia's progress towards SDGs with respect to SDG 8.3. missing the activities to achieve the desired result.

To sum up the Project’s design is missing the success indicators of the capacity building at the immediate level results to ensure the higher-level results of the enhanced capacity of the stakeholders is achieved.

### **THEORY OF CHANGE**

*If tripartite constituents effectively utilised evidence-based strategy to influence policies and programmes, national plans and UNDAF to promote sustainable transitions from the informal to the formal economy;*

*If Mongolian Employer’s Federation (MONEF) implemented more and better outreach services that are responsive to the needs and characters of the economic units operating in the informal economy including through alliances with other organizations of informal enterprises;*

*If Confederation of Mongolian Trade Unions (CMTU) and its affiliates implemented targeted outreach services to improve working conditions, skills and labour protection that are responsive to the needs and characters of the workers in the informal economy with a particular focus on young and women workers;*

*If MONEF and CMTU have strengthened their representativeness among economic units and workers operating in the informal economy;*

*If the government-oriented labour and workplace inspections and extend legal coverage to facilitate the transition to formality with a special attention to young and women workers;*

*If the constituents jointly monitored, reported and advocated on the formalization process in high level reports connected to the SDGs;*

*If constituents used the results of the intervention to influence labour laws and development cooperation and partnerships, including the UNDAF for Mongolia, to better reflect R204, C122, C29, C81, and C129.*

*Then by 2022, more economic units, waged and self-employed workers operating in the informal economy (particularly young women and women workers) will be able to transit to the formal economy as illustrated in Mongolia's national report on SDG, particularly on indicator 8.3.1 ("Proportion of informal employment in non-agriculture employment, by sex") & Mongolia will have made significant progress to promote the rule of law at the national and international levels, and ensure equal access to justice for all (SDG 16, target 16.3).*

*Longer term impact: By 2030, Mongolia achieves its Sustainable Development Vision, creating sustainable jobs for all Mongolians and becomes a high middle-income country.*

*Medium term impact: By 2022, more economic units, waged and self-employed workers operating in the informal economy are able to transit to the formal economy, significant progress is made to promote the rule of law and achieved equal access to justice for all.<sup>9</sup>*

#### 4.3.4. How responsive was the project design to DWCP and national sustainable development plans for the SDGs? And in responding to COVID19 pandemic?

The design of the Projects is based on the 2017-2021 DWCP's priorities of Mongolia addressing both country priorities:

Country Priority 1: Expand a productively employed workforce in a formal and inclusive economy;

Country Priority 2: Reorient labour market governance and institutions towards an inclusive market economy;

The ProDoc states relevance of the RBSA project to the DWCP's outcomes 1.2 and 2.1. related to the formalization of enterprises. Nevertheless, it was observed by the evaluator that planned activities under Output 1 including the research of the informal economy and the analysis of the gaps in labour law enforcement and impact of the labour law reform are responsive to the **DWCP outcome 1.1. Government, in consultation with social partners, improves implementation and coherence of national employment programmes for vulnerable population.** Outputs 2 and 3 of the RBSA project related to the better performance of the MONEF and CMTU, are responsive to the DWCP outcome **1.2. Government and social partners support SMEs to realize fundamental principles and**

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<sup>9</sup> The said objectives were defined in Sustainable Development Vision 2030, which is revoked and replaced by Sustainable Development Vision 2050, [https://cabinet.gov.mn/wp-content/uploads/2050\\_VISION\\_LONG-TERM-DEVELOPMENT-POLICY.pdf](https://cabinet.gov.mn/wp-content/uploads/2050_VISION_LONG-TERM-DEVELOPMENT-POLICY.pdf)

**rights at work.** Output 4 related to the labour inspection response to the **DWCP Outcome 2.1: Government and social partners use modernized approaches to improve wages and working conditions.** Milestone 4 related to the ILS is responsive to the **DWCP outcome 2.2 Government takes initiatives to ratify and discharge its ILS obligations.**

The DWCP is aligned with the United Nations Development Framework (UNDAF) for Mongolia (2017-2021) aimed towards realizing the goal of the 2030 Sustainable Development Agenda of Mongolia, “By 2030, Mongolia becomes a multi-sector stable economy and a society dominated by middle and upper-middle income classes, which would preserve ecological balance, and have stable and democratic governance.”

This RBSA intervention aligned its longer - term impact with the 2030 Sustainable Development Agenda of Mongolia:

**Table 3. Project's longer-term impact aligned with the 2030 SDG of Mongolia**

Project's longer- term impact	2030 Sustainable Development goal of Mongolia
<p><i>By 2030, Mongolia achieves its Sustainable Development Vision, creating sustainable jobs for all Mongolians and becomes a high middle-income country.</i></p> <p><i>Medium term impact: By 2022, more economic units, waged and self-employed workers operating in the informal economy are able to transit to the formal economy, significant progress is made to promote the rule of law and achieved equal access to justice for all.<sup>10</sup></i></p>	<p><i>By 2030, Mongolia becomes a multi-sector stable economy and a society dominated by middle and upper-middle income classes, which would preserve ecological balance, and have stable and democratic governance</i></p>

#### KEY FINDING ON VALIDITY OF DESIGN:

The Project’s design is based on the Results Based Management approach (RBM) even though the Results Framework has not been developed in the conventional logframe. The Project’s indicators are appropriate in most cases and aligned with the ILO P&B Outcomes, DWCP outcomes and relevant targets. Project’s design failed to inform the Theory of Change on Risks and Assumptions. Absence of the baseline data limited the evaluability of the Project in relation to the progress of the targets set.

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<sup>10</sup> The said objectives were defined in Sustainable Development Vision 2030, which is revoked and replaced by Sustainable Development Vision 2050, [https://cabinet.gov.mn/wp-content/uploads/2050\\_VISION\\_LONG-TERM-DEVELOPMENT-POLICY.pdf](https://cabinet.gov.mn/wp-content/uploads/2050_VISION_LONG-TERM-DEVELOPMENT-POLICY.pdf)

## 4.4. Effectiveness

**Effectiveness - The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups**

### 4.4.1. Has the Project achieved the desired outcomes? If not, what were the reasons behind this?

The evaluator faced certain challenges in assessing the achievements of the desired outcomes as the Project's results framework suffered from the following limitations:

1. Formulation of the outcomes though tried following the SMART model was not specific enough to understand clearly what is meant by the success;
2. The baseline data was neither collected nor documented prior intervention thus the evaluability of the progress was not always possible;
3. Due to the longer absence of the Project's coordinator followed by the resignation, the data validation and additional evidences was not always possible.

The presented below analysis indicates status on achievement to the extent possible with indication when the evaluation was limited

**Table 4. Status on achievement of Project's outcomes (milestones)**

No	Outcome (milestone)	Status on Achievement
1	By 2022, workers and economic units that operate in the informal economy have progressively gone through a process of formalization.	Could not be evaluated as the baseline data was not set and the formulation is not specific enough to allow adequate assessment
2	By 2021, Mongolian Employers' Federation (MONEF) and Confederation of Mongolian Trade Unions (CMTU) each has provided adequate services to and strengthened its representativeness among the economic units operating in the informal economy.	Achieved; based on the interviews with the MONEF and the CMTU and focus groups with their beneficiaries, these stakeholders provided trainings and services to workers and economic units operating in the informal economy
3	By 2021 the ILO constituents have enhanced capacities and visible roles in national debates on SDGs, employment and informality.	Could not be evaluated as the baseline data was not set and the formulation is not specific enough to allow adequate assessment
4	By 2020 the CEACR notes Mongolia's progress in closing the gaps in the implementation of C122 and the fundamental conventions.	The report of the CEACR on the implementation of the C122 is quite satisfactory. <sup>11</sup>
5	By 2020 the government has continued the process to complete the ratification of all governance conventions.	<b>Not achieved</b>

<sup>11</sup> [Comments \(ilo.org\)](https://www.ilo.org/ceacr)



Regarding the milestone 5 “By 2020 the government has continued the process to complete the ratification of all governance conventions”, this milestone has not been achieved as by the end of January, 2022 Mongolia has not ratified the remaining governance conventions regarding labour inspections.

The Project aimed to advocate for a deepening of the normative foundation by stimulating progress towards the ratification of the governance conventions related to labour inspection, in particular C81 and C129. The General Agency for Specialized inspection (GASI) was reluctant to actively promote C81 and C129 and adopt the strategic compliance approach in labour inspection thus the project focused on assessment of the current labour disputes resolutions system.

As for the milestone 4 “By 2020 the CEACR notes Mongolia’s progress in closing the gaps in the implementation of C122 and the fundamental conventions”, it is achieved regarding the Convention C122 as the CEACR feedback is quite satisfactorily. As for the other fundamental conventions and ILS, the 2020 feedback of the CEACR notes slow progress of Mongolia.

*“The Committee notes that the Government has once again provided no response to its previous comments. It recalls that the constitutional obligation of submission is of the highest importance and is a fundamental element of the standards system of the ILO.*

*The Committee therefore once again requests the Government to indicate whether the Protocol of 2002 to the Occupational Safety and Health Convention, 1981, adopted at the 90th Session of the Conference (June 2002), has been submitted to the State Great Hural.*

*It also requests the Government to provide information on the submission to the State Great Hural of the Protocol of 2014 to the Forced Labour Convention, 1930, and the Forced Labour (Supplementary Measures) Recommendation, 2014 (No. 203), adopted by the Conference at its 103rd Session, the Transition from the Informal to the Formal Economy Recommendation, 2015 (No. 204), adopted by the Conference at its 104th Session, as well as the Employment and Decent Work for Peace and Resilience Recommendation, 2017 (No. 205), adopted by the Conference at its 106th Session. In addition, the Committee requests the Government to provide information on the submission of the Violence and Harassment Convention (No. 190) and Recommendation (No. 206), 2019, adopted by the Conference at its 108th Session (June 2019)”.*

In terms of assessing the Project’s effectiveness based on the ILO corporate indicators RBSA project achieved several indicators under MNG 176, MNG 801, MNG 802.

**MNG 176 Formal Employment is promoted for inclusive and diversified economic growth:**

Following the technical support provided by the ILO, the tripartite work group led by the Ministry of Labour and Social Protection (MLSP) was able to develop the NAP-OSH. The ILO reviewed drafts and supported the organization of numerous discussions and meetings on the NAP-OSH. In addition, the ILO also provided technical advice in the design of specific training tools for micro-businesses and herders. As a result, Minister for Labour and Social Protection has issued an Order No A/151 to approve NATIONAL ACTION PROGRAMME ON OCCUPATIONAL SAFETY AND HEALTH FOR 2021-2025, on September 29, 2021 (The ILO P&B Indicator 7.2.1. Number of member States with national OSH policies or programmes, accompanied by institutional frameworks, addressing specific risks). The ILO provided technical guidance to the Research Institute on Labour and Social Protection (RILSP) of the Ministry of Labour and Social Protection (MLSP) to conduct an informal employment study in 2021, which includes a rapid assessment of the consequences of COVID-19 for workers in informal employment. (The

ILO P&B Indicator 7.4.2. Number of countries with a validated diagnosis of the informal economy and/or policies, regulations or compliance mechanisms to support the transition to formality of informal workers in formal enterprises or in households).

**MNG 801 Strengthened institutional capacity of employers' organizations:**

In October 2020, the Mongolian Employers Federation (MONEF) enhanced its membership management and organizational working methods by adopting technology-based systems to improve representativeness, effectiveness and efficiency. The technology, a tailored a Customer Relationship Management (CRM) system, is used to gather and analyse data for decision making in the design and implementation of more targeted membership strategies by sector and enterprise status, as well as for marketing of services. A total of 3,125 enterprises were registered in the database as of November 2021. By enabling real time monitoring of membership subscriptions, service fees, and invoicing of members, the CRM also assists MONEF to professionalize its financial management. (The ILO P&B Indicator 1.1.1. Number of EBMOs with improved governance systems, strategies to widen representation and/or enhanced service provision).

**MNG 802 Strengthened institutional capacity of workers' organizations:**

The ILO has provided both financial and technical support to CMTU to implement the CMTU Plan of Action in the Informal Economy by providing various capacity building trainings. (The ILO P&B 1.2.1. Number of national workers' organizations with innovative strategies to attract new groups of workers and/or to improve their services)

**4.4.2. To what extent was the project effective in influencing/strengthening leadership to expand membership in IE units working in the informal economy? How the Project assisted to organizations of workers and employers' organizations to implement improved and effective services to the economic units and workers operating in the informal economy to facilitate their formalisation?**

During the interviews the leaders of the social partners represented by the CMTU and the MONEF have demonstrated high level of competency, involvement and dedication to address the challenges faced by men and women working in the informal economy. They confirmed that they are a part of the high-level tripartite commissions working on the state level on finding solutions to ensure safe and healthy work place for men and women working in the informal economy, extend their social coverage and strengthen mechanisms to protect their rights.

Both the CMTU and the MONEF recognized the importance on addressing challenging issues of transition from the informal to formal economy and acknowledged that this RBSA intervention strengthened their capacity in developing tailored strategies to expand membership in IE units working in the informal economy, designing services based on their needs and representing their interests to the duty bearers.

**CMTU:** The Project provided financial assistance to support the CMTU in implementing the strategy on transition from informal to formal economy which was developed prior the Project. The CMTU in collaboration with their branches in the regions conducted awareness raising

campaigns and outreach activities to men and women working in the informal economy at their work places. Jointly with the opinion-leaders they approached local administrative bodies to improve working conditions of men and women working in the informal economy and protect their jobs. The focus group discussion with men and women working in the informal economy confirmed that these active measures led to better awareness on the part of the workers (men and women) on the benefits of contributing to the social security system today in order to have adequate social protection in future, their willingness to be active members of the trade unions and even paying the membership fees.

**MONEF:** The Project provided technical assistance to the MONEF in developing the strategy aimed at engaging with their current members, the employers, and the potential members, including employers operating in the informal economy, in transition from the informal to formal economy and pursuing the decent work. The engaging strategy was further operationalized through the customization and installation of the Clients Relations Management system (CRM) to enhance the efficiency of the MONEF to engage with their current members and extend their services to the potential members – businesses working in the informal economy.

The Project sought technical expertise of the ACTEMP specialist based in the ILO Bangkok regional office to lead on that process. The CRM system was installed based on the CRM system solution designed earlier by the ILO to assist the employers' organizations in the effective management of their membership. The CRM was adapted to the needs of the MONEF including the displaying its interface in Mongolian language. Further the CRM was installed at the various departments of the MONEF followed by the training of the personnel on its usage and application, including using the data to develop tailor-made services for the MONEF members. It was confirmed by the MONEF leadership that the CRM system is installed and used by the training department to design and offer new capacity building products for their members.

#### 4.4.3. Assess the project efforts in enabling the voice and representation among workers in the informal economy. To what extent the RBSA project enabled support services to workers? What is the contribution of such efforts to accelerate formalizing employment?

Apart from the direct technical and financial assistance to the CMTU and the MONEF to support them in enabling the voice and representation among workers and economic units in the informal economy through the direct and action-based interventions, the Project provided technical assistance to the GASInsurance on running awareness raising campaign and outreach services among workers in the informal economy to inform them on the benefits of the social coverage. The GASInsurance representative informed the evaluator that due to this assistance they trained volunteers to conduct outreach work at the work places with the high numbers of workers in the informal economy. The training allowed to raise competency of the volunteers at the level of the state servant on social protection, thus expanding the opportunities of the GASInsurance to conduct outreach activities in the conditions of limited labour resources.

The Project also provided technical assistance and conducted research exercises to inform the constituents on the root causes and current limitations present in Mongolia at the policy level in terms of enabling voice of workers in the informal economy.

Firstly, the Project provided technical assistance to introduce the necessary provisions to the new labour law to ensure that interests of workers in the informal workers are taken into account. The new labour law came into force on the 1st of January 2022 providing the legal basis for workers of the informal economy to have louder voice in the Mongolian labour market.

Secondly, the Project assisted the constituents in drafting National Action Plan on OSH by recruiting international and national in close coordination with the tripartite constituents. The action plan was developed based on the data from the OSH national profile prepared and the series of consultations and strategic exercises facilitated by the international expert based on the methods of SWOT-analysis.

The developed action plan resulted in the results matrix with the specific activities and SMART indicators which further was distilled by the tripartite constituents to narrow the work focus in order to achieve better results. The consultants have impression that the government is very much interested in solving OSH problems yet their perspective on extending OSH activities to the informal sector is not clear. To advocate this approach the consultants tried bringing attention of the tripartite constituents to the implementation of the ILO Recommendation #204. The National OSH Committee will follow up on implementation of the National Action Plan on OSH.

The experts reported that currently there is no representative of the informal sector in the National Commission on OSH. The Project shared international practices to engage with the self-mobilized organizations of informal workers to promote OSH practices and motivate them to shift into formal economy showing the advantages. Also, the experts recommended 5-6 international conventions on OSH to the tripartite constituents to be ratified and felt that tripartite constituents were willing to consider their ratification by 2025.

Thirdly, the Project assisted the constituents with the assessment of the current labour dispute resolutions system of Mongolia and the results of this assessment informed the proposals to the Parliament to amend the Labour Code in order to increase the access to the labour dispute resolutions system on the part of herders and domestic workers employed by the individuals. The assessment process engaged tripartite constituents to learn what is the current shape of the labour dispute resolutions system of Mongolia, what is the administrative capacity to address the labour disputes as in the formal as in the informal sectors and what are international practices on the labour dispute settlement approaches. The results of this assessment laid the ground for the constituents to understand better which design of the future labour dispute resolutions system should be formed by Mongolia.

#### 4.4.4. To what extent are tripartite constituents satisfied with and/or using the outputs (focus on knowledge products, technical advice) produced, and how the partnerships/relationships lead to effective cooperation in project implementation?

The RBSA Project produced numerous knowledge products in Mongolian language (handbooks and guides) to support the constituents in implementing strategies and activities in transition from the informal to formal employment. The key informants demonstrated to the evaluator various products produced by the Project. The trade unions appreciated developed and printed copies of the following products used by them at daily basis to engage with other unions and men and women working in the informal economy:

- Нийгмийн даатгал - Албан бус салбарт ажиллагч үйлдвэрчний эвлэлийн гишүүд, идэвхтэн сонгуультнуудад зориулсан гарын авлага (Social insurance: Handbook for trade unionists and activists), 3,000 printed copies
- Нийгмийн даатгал гарын авлага (Handbook on Social Insurance), 10,600 printed copies
- Малчдад зориулсан хөдөлмөрийн аюулгүй байдал эрүүл ахуйн гарын авлага (Handbook on occupational safety and health for herders), 2,500 printed copies
- Албан бус эдийн засагт ажиллагчдыг үйлдвэрчний эвлэлийн зохион байгуулалтад оруулах нь - Үйлдвэрчний эвлэлийн гарын авлага (Organizing Informal Workers into Trade Unions-A trade union guide), 500 printed copies
- Аж ахуйн нэгж, байгууллагын үйл ажиллагааг сэргээн ажиллуулахад анхаарах арван арга хэмжээ (Safe Return to Work: Ten Action Points)
- Уул уурхайд КОВИД-19-өөс урьдчилан сэргийлэхэд ашиглах хяналтын шалгах хуудас (COVID-19 and mining: Prevention and control checklist)
- КОВИД-19 цар тахлаас үүдсэн хямрал ба албан бус эдийн засаг: Шуурхай арга хэмжээ ба бодлогын сорилтууд (COVID-19 crisis and the informal economy: Immediate responses and policy challenges)
- Ажлын байранд КОВИД-19 халдвараас сэргийлэх, тархалтыг саармагжуулах нь ШАЛГАХ ХУУДАС (Prevention and Mitigation of COVID-19 at Work ACTION CHECKLIST)

The MONEF appreciated the most technical assistance provided by the Project on the methodological support in launching the InBusiness Training for their members. The participatory approach and peer-to-peer learning design of the InBusiness Training would be exercised in future by the MONEF to deliver the InBusiness programme to their members. The MONEF included this training into the overall training plan of the organization and have plans on expansion of this programme to its members at the nation-wide level.

The government represented by the GASI and the MLSP stressed the importance of the conducted study on the State of Informal Economy of Mongolia which allowed better understanding on the current situation of the phenomena of the informal employment of Mongolia.

All the constituents expressed high satisfaction with the ILO support and provided technical expertise. The produced knowledge products allowed them deepening their knowledge and raised capacity in addressing challenges of the informal employment.

#### 4.4.5. Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how?

The RBSA Project relied on the tripartite constituents to pursue its strategy. The undertaken interventions included active engagement in the studies and discussions of its results, facilitation sessions and exercises on the development of the national strategies and action plans, providing direct financial support for the MONEF and CMTU to deliver their own projects and initiatives in addressing challenges and provision of the services to men and women including young men and women working in the informal economy.

This resulted in high level of self-mobilization on the part of MONEF and CMTU to deliver specific services and targeted campaigns aimed at increasing level of the unionization on the part of men and women working in the informal economy. It was also reported by the MONEF and CMTU that running targeted campaigns and outreach services to men and women working in the informal economy allowed them strengthening their presence in the regions of Mongolia and establish fruitful partnerships with their union members.

Union members were able to engage better with the local communities advocating for better working conditions and safe environment at work.

#### KEY FINDING ON EFFECTIVENESS:

The Project provided technical support and resources to support the organizations of workers and employers' organizations to implement improved and effective services to the economic units and workers operating in the informal economy to facilitate their formalization. The technical support provided to tripartite constituents including the government resulted in the development and adoption of two major policies –National Action Plan on OSH for 2021-2025 and new Labour law which extend protection of workers and economic units working in informal economy. In terms of assessing the Project's effectiveness based on the ILO corporate indicators RBSA project achieved several indicators under MNG 176, MNG 801, MNG 802. The RBSA intervention has not succeeded in its advocating efforts on the part of the government to ratify the remaining governance conventions related to labour inspection, C81 and C129.

## 4.5. Efficiency

***Efficiency - the extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way***

The evaluator faced certain challenges in assessing the project's efficiency due to the following limitation:

1. RBSA project was started on 1 Dec. 2018 and its framework was not set up according to the Work Breakdown Structure (WBS) so the expenditure data could not be broken by outcomes and outputs which limited evaluability of the cost-efficiency of the Project.
2. At the time of evaluation, the Project coordinator left which lengthened the data collection by the ILO Mongolia to restore the institutional memory of the Project

### 4.5.1. Have project management and staffing efforts to implement and monitor the project been adequate?

The project was implemented by the ILO Country Office for China and Mongolia managed by National Project Manager in close cooperation with ILO National Coordinator for Mongolia, supported by Administrative Assistant. In terms of technical backstopping the project continues to make use of the strong knowledge and expertise of the specialists from technical departments (EMP/INWORK, ACTEMP, and ACTRAV).

The Project also relied on the CMTU, the MONEF and other social partners to implement specific initiatives withing the proposed projects.

The scope of the activities analysed and the conducted interviews with the constituents suggest that project management and staffing efforts to implement and monitor the project been adequate to ensure smooth implementation. The delays of the Project were caused primarily by the COVID-19 challenges such as the lockdowns in Mongolia, affected health condition on the part of constituents and the ILO Project's staff.

### 4.5.2. Assess the monitoring and oversight of the of this RBSA funded project – how efficient it is and whether it has affected the delivery of the project. How effective is the role of ILO Country Office for China and Mongolia, Regional office, and HQ in technical supporting and monitoring of the project?

The monitoring procedures of this RBSA Project included reporting on the progress of the delivered outputs, revised timeline and workplan in the template introduced by the Regional Programme Service based in Bangkok. These reports were approved by the PROGRAM in June 2020 and April 2021. The reports submitted to the evaluator facilitated the evaluation process.

It was reported by the Project that the Director of the ILO Country Office for China and Mongolia could not visit Mongolia with the monitoring mission due to the movement

restrictions in the light of the COVID-19 crisis. Overall monitoring procedures established by the ILO Country Office for China and Mongolia and the Regional office in Bangkok found to be satisfactorily.

The interviews conducted with the ILO technical specialists based in the regional office and HQ confirm involvement of the technical support staff to a various extent. High involvement on the part of the ACTEMP to support the MONEF activities and high involvement on the part of ITC in Turin to design and deliver the training to the constituents on labour dispute resolution. Less involvement was reported on the part of ACTRAV yet this has not affected the efficiency of the delivery of the Project.

#### 4.5.3. Has the Project steering committee and / or government structure exists to oversee the Project?

The Project has not established neither specific steering committee nor government structure to oversee the Project. The constituents reported that the coordination over the Project's implementation takes place within regular tripartite board and they are quite content on the current modus operandi with the ILO.

#### 4.5.4. Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve the expected results? Could they have been allocated more effectively and if so, how?

### Human Resources

The analysis of the initial budget allows to conclude that Staff costs has not exceeded 30% of the total budget. The Project's staff included one P5 ACTRAV for 2 months, one P5 ACTEMP for 2 months, both based in Geneva, one National Officer B for 24 months and one G5 for 24 months based in Mongolia to support the delivery of the Project's activities. The budget structure doesn't indicate the percentage of the involvement of the key personnel.

If one assumes that both field-based staff were budgeted at 100% involvement than such budgeting could be questioned regarding the involvement of the NOB at 100% hence this position assumes involvement with other ILO projects in Mongolia.

**Table 5. RBSA Project's Budget**

BUDGET LINE	Unit	USD	%
P5 Standard Cost (ACTRAV and ACTEMP)	4	85 400	11%
NOB Standard Cost (Mongolia)	24	103 440	13%



G5 Standard Cost (Mongolia)	24	45 360	6%
Travel ILO staff	Lump sum	70 000	9%
Individual Contract	Lump sum	60 000	8%
Implementation agreements	Lump sum	400 000	52%
<b>TOTAL</b>		<b>764 200</b>	<b>100%</b>

## Financial Resources

The Budget structure included the breakdown of the costs per outputs. The grand total of the budget for the delivery of the outputs results is 545 000 USD while total sum of the implementation agreements and individual contracts is 460 000 USD. The activities under outputs 1, 2, 3 and 4 have been articulated yet the cost-breakdown per activities was not provided. Output 5 didn't suggest clearly articulated activities and expected results and the annual lump sums were budgeted with the total of 30 000 USD. This practice reduces the accountability of the funds spent and affects management for results.

The Project undertook almost equal-share approach to support the delivery of the outputs based on the tripartite involvement and distribution of resources. Technical assistance to government (Output 4) has budgeted the largest amount of 145 000 USD, the outputs related to the enhanced capacity of the social partners has equal share of 125 000 USD (Outputs 2 and 3 respectively), the strategic research and policy advocacy benefitting all constituents and development actors 120 000 USD (Output 1) and the modest amount of 30 000 USD to support visibility of the constituents in the development and implementation of the UNDAF (Output 5).

**Table 6. RBSA Project's Budget by Outputs**

Project's outputs	Main Beneficiary	Budget, USD
<b>Output 1: A knowledge-based strategy to promote sustainable transitions from the informal to the formal economy in the contexts of UNDS reform is developed and implemented by the tripartite constituents in partnership with key development actors. Duration: January – June 2019</b>	Tripartite constituents (government, trade unions, constituents) and development actors	120 000
<b>Output 2: More and better outreach services to promote the formalization of economic units operating in the informal economy advocated by MONEF including through alliances with organizations of informal enterprises</b>	Trade Unions (MONEF)	125 000
<b>Output 3. More and better outreach services advocated by CMTU and its affiliates to improve working conditions, skills and labour protection for workers in the informal economy with a particular focus on young and women workers</b>	Employer's Organizations (CMTU)	125 000
<b>Output 4. Technical assistance is provided to the government to increase the efficiency of labour and workplace inspections with a</b>	Government	145 000

view to facilitate the transition to formality with a special attention to young and women workers		
<b>Output 5. Enhanced visibility and increased participation of ILO constituents in the development and implementation of the UNDAF</b>	Tripartite constituents, UN	30 000

The RBSA Project cooperated with the Project “Support GSP+ Beneficiary Countries to Effectively Implement ILS and Comply with Reporting Obligations – Mongolia” (MNG/16/50/EUR) which provided financial assistance for the CMTU to reach out to informal economy workers and unions through mixed approaches involving dissemination of information, training, counselling, and development of an action plan in a participatory manner.

Overall, the resources have been allocated strategically to achieve the expected results. The analysis of the deliverables per budgeted outputs (see Annex E) shows that funds invested into outputs were delivered at more than 80% rate and resulted in the adoption of the research-based policies and new services undertaken by the social partners. This evaluation observed that validation forums under Output 1 and training on monitoring SDGs under Output were not delivered.

## Time Resources

Due to variety of reasons, for example, COVID-19 restrictions and change of the Government, to align the project’s timeline with development of CCA and UNSDCF for Mongolia, the project received two no-cost extensions until 31 December 2021. The initial deadline was Project’s activities was 30 December 2020.








The Project set rather broad milestones for the activities and results related to the outputs 1 (Milestone 1) correlating with the Project’s end, outputs 2 and 3 (Milestones 2-3) related to the work of social partners and output 5 (Milestone 5).

More intensified work aimed to be completed by the end of 2019 and 2020 was planned in the light of revised labour law and enhanced work of labour inspections. However, the evaluator was informed that due to the changes in the government and shift of the government interests the labour law was revised in June, 2021 and government decided to put off work related to the labour inspections.

The strategic output 1 was planned to deliver action-oriented research which could further inform the tripartite constituents on the future strategies and actions to be taken in line with the strategic recommendations. In this regard, it would have been more strategically appropriate to set the timelines to a) complete research activities by year one of the Project’s implementation, b) to develop action-based strategies and plans by the mid-term of the Project, and c) to conduct monitoring of the progress of the action-based plans – by end-term of the Project.

**Table 7. Planned Project's Milestones**

	2019	2020	2021
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Key Project's Milestones	Jun'19	Dec'19	Jun'20	Dec'20	Jun'21	Dec'21
Milestone 1. By 2022, thanks to the implementation of the knowledge-based strategy by the ILO constituents in partnership with key national and international stakeholders, workers and economic units operate in the informal economy have progressively gone through a process of formalization.						
MILESTONES 2-3 By 2021: MONEF and CMTU has provided adequate services to and strengthened its representativeness among economic units operating in the informal economy.						
MILESTONES 4						
By 2020, the CEACR notes Mongolia's progress in closing the gaps in the implementation of C122 and the fundamental conventions. (ILO P&B Outcome 2.2)						
By 2020, Mongolia makes progress in completing the ratification of standards and governance conventions, in particular C81 and C129.						
By 2019: a. The Parliament of Mongolia adopted the Revised Labour Law and includes in its agenda the ratification of C81 and C129. (ILO P&B Outcome 2.1)						
By 2019: b. The government and social partners initiated a tripartite review of regulations and practices concerning labour inspection against the revised Labour Law and further elaborate guidelines and regulations specifically for workers and operators in the informal economy (ILO P&B Outcome 6. 5)						
MILESTONES 5: By 2021, the tripartite constituents have enhanced capacities and visible roles in national debates on SDGs, employment and informality.						

The actual project's results and major milestones against the Project's timelines are presented below.

**Table 8. Actual Delivery of the Project**

2019	2020	2021
The Confederation of Mongolian Trade Unions (CMTU) adopted a Plan of Action on Informal Economy in 2019	As of July 2020, 18 months of implementation, the ILO supported the constituents in developing new initiatives to tackle growing informality. CMTU engaged five new unions with 467 members.  MONEF adopted its strategic plan, including the Client Service Management (CSM) system.	CMTU implements its Plan of Action in the Informal Economy, resulting in more members from the informal economy (863 new members)  Linking this initiative, MONEF is customizing the ILO In Business- an innovative business training programme targeting micro and small enterprises, including businesses) in the informal economy in Mongolia.

		It was reported by the ILO that the MONEF study on business environment was never undertaken instead the MONEF prioritized Future of Work study ensuring COVID-19 impact on the informal sector is included in the report
The MLSP assessed the performance and capacity of the existing Tripartite Dispute Resolution Committees ITC/ILO Turin and the MLSP set up an on-line training programme on labour dispute resolutions and prevention to members of the tripartite dispute resolution committees at the provincial and national level.	A recently created working group on labour dispute resolution discussed a plan of action to prevent and resolve labour disputes.	Under the guidance of the National tripartite OSH committee, the MLSP developed a national OSH strategy with a focus on work safety in the informal economy.
The ILO led UN work on social protection for herders in UN joint programme	The general election took place on 24 June 2020. A new government has been formed. The MLSP requested the ILO to review the current draft. The ILO expected to provide a Technical Memorandum on the draft law in September 2020.  As a result, the project's original planned work on labour inspection has been replaced by the work on labour dispute resolutions.	The project supported the MLSP in designing specific training tools for micro-businesses and herders.
The MLSP initiated case study analyses of non-standard forms and informality at work in Mongolia so as to profile employment relations for tripartite deliberation on appropriate legislative actions.	The MLSP planned to use the experiences from the joint work as key reference in the drafting of the State Policy on the Informal Economy (Formalization) which is scheduled for 2021.	State Policy on the Informal Economy (Formalization) was not developed due to the fact that the Parliament approved a new law on Development Policy and Planning and its management ( <a href="https://legalinfo.mn/mn/detail/15403">https://legalinfo.mn/mn/detail/15403</a> ) which went into effect from July 2020. According to this law, only long term, midterm and short-term policies allowed, therefore, no sectoral or inter-sectoral policy, such as State Policy on Employment and/or Informal Economy was not allowed. According to the law, the Government should develop and implement nine 10-year targeted development policies, one of which is 10-year targeted Social Development Policy. ILO has supported development of the latter policy with its internal RBTC fund (by recruiting a consultant and organizing discussions). The discussion heavily used findings of studies and research conducted under the RBSA project.
The ILO and MLSP are designing a study to assess the impact of COVID-19 on workers and operators in the informal economy.	May 2020 Policy Brief was produced.	Research was conducted by the RILSP in cooperation with the ILO
Mongolian Employers' Federation (MONEF) and CMTU are collaborating to assess the	Based on the policy scan, social partners will engage their respective members to raise awareness,	"Future of work" research was prepared in the end of 2021,

effectiveness of programmes and policies to future of work trends. The findings will be discussed at a tripartite policy dialogue scheduled to take place at the end of 2020.	assess preparedness and identify opportunities for tripartite and bipartite collaboration to support Mongolia's preparation for the "Future of work". The findings will be discussed at a tripartite policy dialogue in November 2021.	beginning 2022.
	Normative stock-taking report for Decent Work in Mongolia, 2020	<p>Survey Report. Mongolia: the State of Informal Economy, 2021</p> <p>Case Study on Non-Standard Forms of Employment in Mongolia, 2021</p> <p>Research on the "Analysis of the Future of Work in Mongolia: tripartite responses, 2021</p> <p>The Future of Work in Mongolia and 2030 Sustainable Development Agenda, 2021</p>

#### 4.5.5. How did the project make decision to shift the focus of the outputs / activities? How the project has re-structured the Budget to address the COVID-19 challenges?

The Project did not re-structure the Budget to address the COVID-19 challenges but rather shifted the focus of the outputs and activities in line with the shift of interest on the part of the government. The General Agency for Specialized inspection (GASI) was reluctant to actively promote C81 and C129 and adopt the strategic compliance approach in labour inspection. After the general election that took place on 24 June 2020, the new Minister for Labour and Social Protection confirmed labour law revision remains a priority. At the request of the MLSP to review the latest draft law, the ILO provided a Technical Memorandum in October 2020. As a result, the project's original planned work on labour inspection has been replaced by the work on labour dispute resolutions.

The MLSP planned to use the experiences from the joint work as key reference in the drafting of the State Policy on the Informal Economy (Formalization) which was scheduled for 2021. The Policy will be of strategic importance as the MLSP is commencing the EU-funded Budget Support programme with the budget of EUR 43 million during 2020 – 2024.

State Policy on the Informal Economy (Formalization) was not developed due to the fact that the Parliament approved a new law on Development Policy and Planning and its management (<https://legalinfo.mn/mn/detail/15403>) which went into effect from July 2020. According to this law, only long term, midterm and short-term policies allowed, therefore, no sectoral or inter-sectoral policy, such as State Policy on Employment and/or Informal Economy was not allowed. According to the law, the Government should develop and implement nine 10-year targeted development policies, one of which is 10-year targeted Social Development Policy. ILO has supported development of the latter policy with its internal RBTC fund (by recruiting a consultant and organizing discussions). The discussion heavily used findings of studies and research conducted under the RBSA project.

OSH national action plan was developed at a request of the Ministry of Labour and Social Protection. The MLSP established a working group to develop the plan, and the RBSA project has supported the work by conducting reviews and assessment, recruiting international and national consultants and organizing various discussions.

The project did not restructure the budget to address the COVID-19 challenges. At each extension a slight budget revision was made. Due to the travel restrictions the Project saved funds for this budget line which allowed producing additional outputs such as OSH national plan. However, the Project has made minor allocations for translating ILO guides and to provide protective devices such as masks, sanitizers and COVID rapid tests

#### 4.5.6. To what extent has the Project leveraged resources with other projects / programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?

The Project established partnership with the Decent Work for Youth Network to maximize impact of the awareness raising campaigns and advocacy efforts in light of the revised new labour law with focus on young men and women, including men and women residing in rural areas (herders) and persons with disabilities.

The Decent Work for Youth Network comprises more than 17 organizations represented as by government agencies as by CSOs. The Decent Work for Youth Network developed the campaign supported by the Project leveraging resources with the EU in cooperation with the Decent Jobs for Youth Initiatives, United Nations Youth Advisory Panel and other organizations. The awareness raising campaign was developed and run from October through December 2021 reaching about 450 000 people. Given the fact that population of Mongolia is slightly more than 3 mln people, these achieved results could claim that the campaign reached 14% of the entire population at the relatively low cost – 8 554 USD.

#### KEY FINDINGS ON EFFICIENCY:

The project has been efficient in provision of the direct technical assistance to the government and tripartite constituents in the development and adoption of the key policy documents – the revised Labour Law and National Action Plan on OSH. It has also successfully pulled the resources to support the constituents in raising awareness of the population about social insurance and promoting new labour law through targeted campaigns and outreach services at relevant low cost. Major research products were completed by the end of the Project failing to be used and applied during the course of the Project's implementation timeframe.

## 4.6. Impact

***Impact - the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher level results***

### 4.6.2. Did knowledge-based interventions effectively contribute to promote sustainable transitions from the informal and to the formal economy?

The RBSA project undertaken various knowledge-based interventions (surveys, stock taking reports, assessments and case studies) aimed at promoting sustainable transitions from the informal and to the formal economy including:

- Normative stock-taking report for Decent Work in Mongolia, 2020
- An Assessment of Mongolia Labour Dispute Resolution System, 2020
- Survey Report. Mongolia: the State of Informal Economy, 2021
- Case Study on Non-Standard Forms of Employment in Mongolia, 2021
- Research on the “Analysis of the Future of Work in Mongolia: tripartite responses, 2021
- The Future of Work in Mongolia and 2030 Sustainable Development Agenda, 2022

**Normative stock-taking report for Decent Work in Mongolia.** The paper produced in 2020 provides analysis in the areas of international labour standards to be considered for the normative work of domestic integration and implementation through policy, law and operations of the government, with the social and development partners in Mongolia, and ultimately ratification by the Government of Mongolia.

The tripartite constituents including the CMTU and the MONEF reported on their advocacy efforts to promote ratification of the C81 (Labour Inspection Convention, 1947) and C129 (Labor Inspection Agriculture Convention, 1969) – the remaining governance conventions not yet signed by Mongolia.

**An Assessment of Mongolia Labour Dispute Resolution System.** The paper was produced in 2020. The assessment started in November 2019 and was completed in September 2020. It is based on a review and analysis of relevant laws and regulations, analysis of available statistics and administrative data from various sources, and research on related papers and official documents; and information obtained from interviews, round-table discussions and consultations with key informants.

The results of this assessments were integrated into the revised Labour Law addressing the pertaining critical policy question how to make legal protection more inclusive so that labour laws will apply to a broader spectrum of work relationships heretofore effectively excluded from coverage, such as those in small enterprises with less than ten employees, the informal sector, and working persons where no employment relationship exists.

**Survey Report. Mongolia: the State of Informal Economy, 2021, Case Study on Non-Standard Forms of Employment in Mongolia, 2021.** The knowledge-based products and research undertaken by the Project have not resulted by the development of the State Strategy addressing challenges of the informal economy. However, government actors confirmed that the research on the informal economy provided the benchmark for Mongolian policy makers helping them to understand where Mongolia stands now.

The methodology of the research could be used to conduct similar research in future by RILSP to monitor the situation in the informal economy. Some government stakeholders expressed opinion that this research will inform the development of the new State Strategy on informal economy as the previous one ended in 2015.

Knowledge on informal economy gained by this RBSA project was integrated into the draft of the 10 year Social Development targeted Policy of Mongolia which has a potential of long-term impact.

#### 4.6.3. What is the evidence of broader and longer-term effect that the project has contributed that benefit young women and men and people with disabilities? And whether the COVID-19 pandemic has affected the possible impact of the Project?

The project has piloted various initiatives aimed at raising awareness of young men and women on decent work, labour rights including rights for collective bargaining and social protection. The project contributed to the adoption of the new labour law which now includes protection of labour rights of persons in the informal economy, including herders and domestic workers. It was confirmed by the MLSP that the Project's implementation impacted much the revised labour law through the following dimensions:

1. Extend of the scope of the law. The law is extended to the informal workers
2. Labour Dispute Settlement is included in the new labour code.
3. Labour inspections could extend their authority to the informal sector allowing unannounced labour inspection.

It was reported by the CMTU and the MONEF that youth employment is in focus of their activities. The Project allowed the CMTU to engage with young members of the trade unions who advocated for labour rights of young men and women and help them to get organized by joining trade unions, improve their labour contracts and working conditions through the collective bargaining agreement and advocacy support provided by the CMTU.

These outreach activities and provision of the legal support to young men and women at the work places with high number of informal jobs raised visibility of the CMTU and allowed to advocate among youth the idea of the trade unions and the collective bargaining. The focus



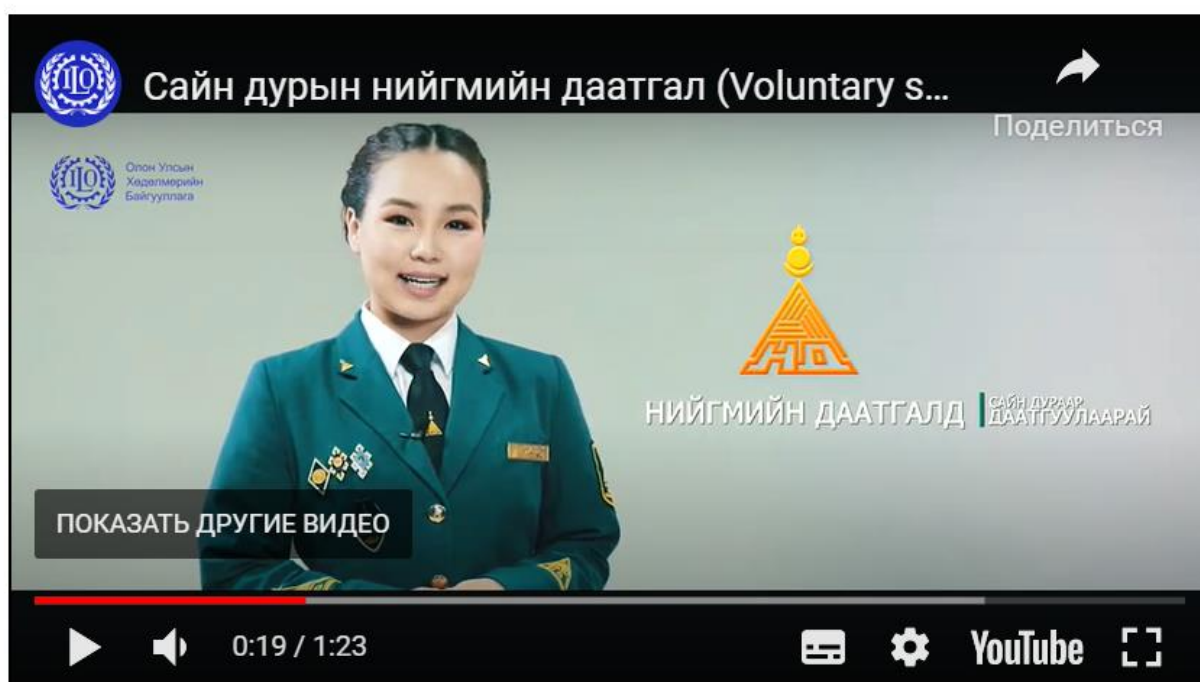
groups participants provided examples of positive impact on the life of young men and women who became a part of the campaign:

- 16 000 truck drivers working in 286 companies consider to be a part of the trade union following examples of their 200 colleagues who formed the trade union and negotiated with employers' harmful practice of sleeping drivers in the trucks instead of the hotels;
- 200 vendors joined the trade union at the city market to negotiate their rights with city administration to ensure rental space at another market while the market of the primary occupation had to be renovated;
- 400 drivers of small vans without distinct employers appealed to the authorities to procure new eco-friendly buses in Ulanbaatar city;
- 300 vendors at the dairy markets consider to be a part of the trade union to negotiate with the market administration better working conditions and prices at rental space following the example of their 30 colleagues who joined the trade union;
- Young women working in the beauty industry – hairdressers and beauticians organized to negotiate with the government and landlord low prices for rental space during the COVID-19

It is also worth to mention that according to the information from GASI:

- 3196 workers started contributing voluntarily to the social insurance coverage as the result of the awareness raising campaign.

**Figure 1. Screenshot of the GASI Awareness Raising Campaign**



The participant of the focus group (young male) confirmed the impact of the training on his life:

***“I have realized that contributing to the social insurance today is important for my pension in future. Upon the training I signed up for the voluntary social insurance coverage. I also joined the trade union. For now, I don’t pay fees as***

***the trade union members have not set them up for the self-employed workers but I don't mind paying membership fees in future”***

The COVID-19 affected this outreach work to some extent as though some trade unions organized awareness raising campaign in the social media and even online meetings, the advocacy work requires intense activities in the field, at the market places. Training and support provided by the Project was crucial for the activists to engage with youth organizing them into trade unions.

The MONEF reported that InBusiness training, CRM and developed application to become a member of the MONEF including the business operators working in the informal economy will increase the efficiency and MONEF's appeal to young businessmen, young men and women as the latter prefer digital services, practical approach and modern communications.

It was observed by the evaluator that current membership sign in form at the MONEF's web-site is not adapted for business operators working in the informal economy as the mandatory fields require to provide the name of the registered business. Thus, in practice the business operators working in the informal economy could not benefit from the MONEF services and perhaps the organization' has not changed the mindset for attracting businesses working in the informal sector which are usually micro businesses.

**Figure 2. The screenshot of the MONEF membership form.**

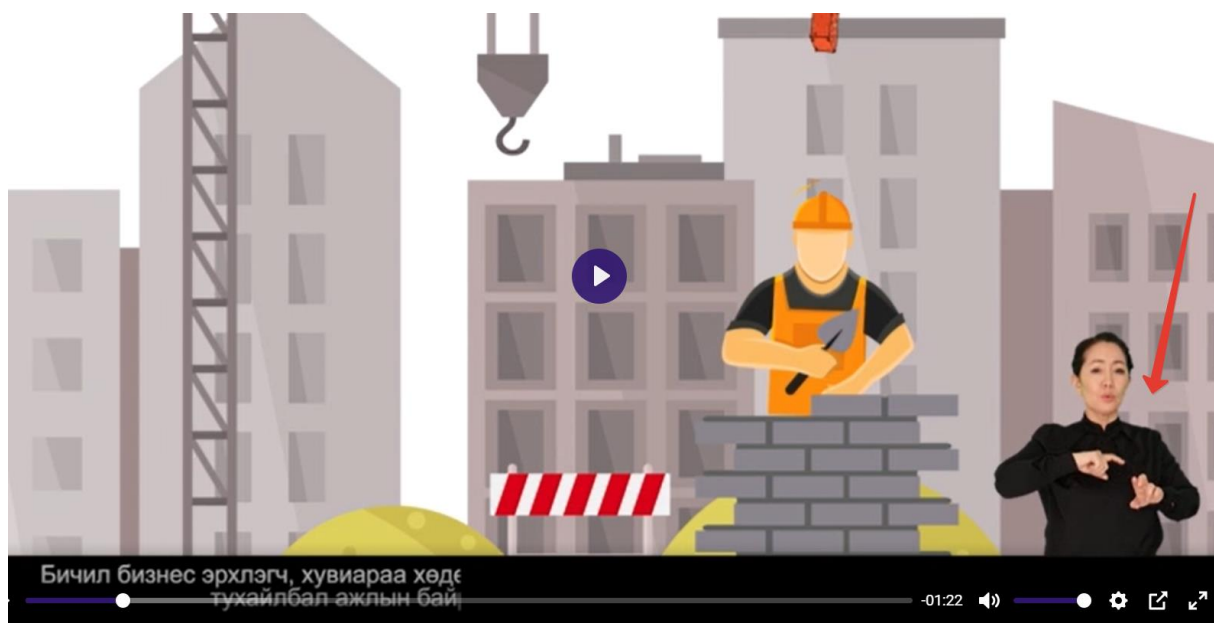
The screenshot shows a web form titled "Register". At the top, there is a dark blue header with the text "Company information" and a red asterisk followed by the Mongolian text "- оор тэмдэглэсэн хэсгүүдийг заавал бөглөнө үү". Below the header, there are several input fields:

- "Company Name \*" with a red asterisk, followed by a text input box.
- "Company Register \*" with a red asterisk, followed by a text input box.
- "Established date" with a text input box containing "ДД.ММ.ГГГГ" and a calendar icon.
- "Property type" with a dropdown menu showing "State and local" and a downward arrow.
- "Business type" with a dropdown menu showing "Services" and a downward arrow.
- "Operations type" with a dropdown menu showing "Mining" and a downward arrow.

### **Persons with disabilities.**

The Project has not implemented direct activities or initiatives aimed at targeting persons with disabilities. However, their needs were taken into account during the awareness raising campaigns run by the partners. The MLSP developed training on OSH for micro-businesses accompanied by the signed languages enhancing access to persons with disability.

Figure 3. OSH Training for Micro-businesses



The other example includes the addressing needs of persons with disabilities within the awareness raising campaign run by the Decent Work for Youth Network (DW4YN). The network developed special poster explaining how new labour law affects persons with disabilities (Figure 4).

Figure 4. Poster targeting persons with disabilities



#### KEY FINDINGS ON IMPACT:

The Project's implementation impacted new labour law of Mongolia through the change of the scope of the law which now is extended to the informal workers. The latter have also now access to the labour dispute settlement system. The RBSA Project strengthened social dialogue and promoted among youth benefits of the membership in the trade unions and the collective bargaining. Young men and women supported by the trade unions improved their working conditions strengthened voice in the labour market.

## 4.7. Sustainability

**Sustainability - the extent to which the net benefits of the intervention continue, or are likely to continue**



4.7.1. To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)


The results of the RBSA project have the potential to impact lives of men and women working in the informal economy through the contribution the SDG's targets 8.3, 8.5 and 8.8. The social partners adopted relevant strategies and implemented actions plans contributing to SDG targets 8.3 and 8.5.

The developed and adopted National Action Plan on OSH and tripartite committee on OSH will have potential to contribute to safer working environment for men and women, including herders, workers in the informal economy, provided that relevant action plans are adopted and implemented on the part of social partners as well.

The new labour law will impact working conditions for men and women working in the informal economy including enhanced access to the labour dispute resolution, yet the enhanced capacity and strengthened mechanisms on the part of state structures are desired to ensure positive impact – labour dispute resolution system and labour inspections.

**Figure 5. Impact orientation of the RBSA Project towards SDGs**

SDG 8	Impact Orientation
<p><b>TARGET 8.3</b></p> 	<p><b>Promote policies to support job creation and growing enterprise (Target 8.3)</b></p> <p>The MONEF's strategy on operationalizing InBusiness Programme and the license issued by the ILO to MONEF will allow to further implement training programmes contributing to the target 8.3:</p> <p><i>Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services.</i></p>
<p><b>TARGET 8.5</b></p> 	<p><b>8. Full Employment and Decent Work with Equal Pay (Target 8.5)</b></p> <p><b>9. The CMTU strategy and action plan on addressing challenges of faced by men and women working in the informal economy, including young people will contribute to the target 8.5:</b></p> <p><b>10. By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value.</b></p> <p><b>11. The impact on the lives of workers with disability was not observed.</b></p>

<p><b>TARGET 8.8</b></p> 	<p><b>12. Protect labour rights and promote safe working environment (Target 8.8)</b></p> <p><b>13. The developed OSH National Plan, established tripartite committee on OSH, training tools developed for herders will contribute to the target 8.8.:</b></p> <p><b>14. Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.</b></p>
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#### 4.7.2. To what extent sustainability considerations were taken into account in the Project interventions?

The project relied on the participatory tripartite approach to ensure the ownership and sustainability of the achieved results. The tripartite constituents were engaged in the implementation of the Project's activities through undertaking knowledge-based research, developing relevant strategies and actions plans.

The Project provided technical assistance and delivered capacity building activities to enhance the capacity of the constituents to understand challenges of men and women working in the informal economy including access to the best international practices.

The actual implementation of the activities related to the improvement of services and addressing needs of men and women working in the informal economy allowed constituents to acquire practical skills and identify challenges related to the implementation of action plans.

The project also invested funds and efforts in sustaining knowledge gained by translating into Mongolian and publishing the tool kits to be used by stakeholders in future on their own:

- Organizing Informal Workers into Trade Unions. A trade union guide;
- Social Insurance: Handbook for trade unionists and activists;
- Handbook on Social Insurance;
- Handbook on occupational safety and health for herders;
- A guide to services of the CMTU Legal center for members and workers in the informal economy;
- A user guide to CMTU membership software and application for members in the informal economy;
- Labour Dispute Systems: Guidelines for improved performance.

### 4.7.3. What is the likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by constituents and other partners after major assistance have been completed?

The RBSA project has achieved solid results at the policy level by:

- a) attributing to the development of National Action Plan on OSH for 2021 – 2025 which was approved by the Ministerial Order No A/151 on 29 September 2021
- b) contributing to the revised labour law which has been adopted in 2 July 2021 and includes needs of men and women working in the informal economy

The social partners CMTU and MONEF assured that the interventions undertaken by them would be continued as the challenges of workers and business units operating in the informal economy will stay in their focus supported by the developed strategies and action plans.

The MONEF has created the training department to scale up the InBusiness Training. The CMTU acquired new practices of the collective bargaining and active outreach services with their union members which could be continued in future.

The GASI trained 16 activists who would be working on raising awareness of the population on the benefits of the social protection.

The developed awareness raising campaign could be continued by the Decent Work for Youth Network yet the resources for active promotion of the campaign would be required to maximize impact of the achieved results.

### 4.7.4. How strong is the level of ownership of results by the targeted communities, institutions?

The main institutions targeted by the Project, the CMTU, the MONEF, the GASI and the MLSP reported that the initiatives undertaken by them in partnership with the ILO allowed to develop, approbate and institutionalize the training kits to be used by them in future. The MONEF and the CMTU will use the developed training to educate and sensitize their members, while government agencies GASI and the MLSP will use the developed modules to educate wide population on social insurance and basics of OSH for SMEs. The training modules were adapted and developed by the organizations which demonstrates high ownership for the achieved results and high potential for sustainability in future.

**Figure 6. Training models institutionalized by the stakeholders**

MONEF IN BUSINESS MODULES	CMTU INFORMAL WORKERS MODULES
Tailored and customised the training modules of the ILO InBusiness program in English and Mongolian: 1. IB Small Manufacturers	Training modules for workers in the informal economy and elected union representatives 1. Freedom of association and the right to organize

<ol style="list-style-type: none"> <li>2. IB Quality Control</li> <li>3. IB Marketing for Success</li> <li>4. IB Business planning for Aspiring Entrepreneurs</li> <li>5. IB Small Market Vendors</li> <li>6. IB Investment needs</li> <li>7. IB Forecasting sales and expenses (upcoming, 500 printed copies of each in Mongolian)</li> </ol>	<ol style="list-style-type: none"> <li>2. Labour rights and working conditions</li> <li>3. Occupational safety and health</li> <li>4. Defending labour and economic rights through collective bargaining agreements</li> <li>5. Organizing TU activities online</li> <li>6. Business opportunities</li> <li>7. Workers in the informal employment (upcoming)</li> </ol>
<b>GASI TRAINING VIDEO SESSIONS</b>	<b>MLSP OSH TRAINING VIDEO SESSIONS</b>
<p>Tailored and customised training modules on social insurance coverage:</p> <ol style="list-style-type: none"> <li>1. Pensions</li> <li>2. Unemployment</li> <li>3. Short Term benefits</li> <li>4. Employment Injuries</li> <li>5. Voluntary Social Insurance</li> <li>6. Online services of social insurance</li> </ol>	<p>Training modules on occupational safety and health for micro-entrepreneurs:</p> <ol style="list-style-type: none"> <li>1. General understanding on OSH</li> <li>2. OSH law and legislations</li> <li>3. Risk assessment and OSH prevention measures at workplace</li> <li>4. Organizing employees' medical examination</li> <li>5. OSH management for small businesses</li> <li>6. Emergency Response</li> </ol>

#### KEY FINDINGS ON SUSTAINABILITY:

The results of the RBSA project have the potential to impact lives of men and women working in the informal economy through the contribution the SDG's targets 8.3, 8.5 and 8.8. The social partners adopted relevant strategies and implemented actions plans contributing to SDG targets 8.3 and 8.5.

The developed and adopted National Action Plan on OSH and tripartite committee on OSH will have potential to contribute to safer working environment for men and women, including herders, working in the informal economy, provided that relevant action plans are adopted and implemented on the part of social partners as well. The Project achieved high ownership of the results demonstrated by the presence of the strategies and actions taken by the tripartite constituents to address challenges of workers and economic units operating in the informal economy



## CROSS – CUTTING ISSUES

The Programme and Budget for 2018-19 contains four cross-cutting policy drivers (CCPDs) – on international labour standards, social dialogue, gender equality and non-discrimination, and a just transition to environmental sustainability – that are relevant for all areas of ILO work. The first three CCPDs, which have been retained from the previous biennium, have a clear constitutional and institutional basis, relating as they do to issues that are considered inherent to the ILO mandate. The fourth one has been added for 2018-19 taking account of the increased significance of the issue across the four dimensions of the Decent Work Agenda given current circumstances, notably the impact of climate change and the implications for the world of work of its prevention and mitigation.

The Project integrated cross-cutting issues to a various extent at the design stage specifying the level of the Project and its relevance to the ILO cross cutting policy drivers by assigning the specific markers:

**Table 9. RBSA cross cutting policy drivers and markers**

ILO Cross cutting policy drivers	Marker	Significance
<b>International labour standards</b>	<b>2A</b>	expected to make a significant contribution to the CCPD
<b>Gender Equality and Non-discrimination</b>	<b>2A</b>	expected to make a significant contribution to the CCPD
<b>Social Dialogue</b>	<b>2B</b>	the CCPD is the principal objective of the interventions and expected results
<b>Just Transition to environmental sustainability</b>	<b>1</b>	expected to make a limited contribution to the CCPD

The analysis presented below will explore the contribution of the Project to the International Labour standards, Gender Equality and Non-discrimination and Social Dialogue. The cross-cutting policy driver “Just Transition to environmental sustainability” has not been examined due the low intention on the part of the Project’s design to make a significant contribution in this light.

### International Labour Standards (ILS)

- The degree to which intervention activities, outputs, and objectives are consistent with prescriptions in relevant normative instruments where they have been formally embraced through ratification or expressions of endorsement by stakeholders.

The Project integrated ILS to a high extent through the specific activities, outputs and objectives at the design and implementation stages. The Project's documented provided background on Mongolia's progress related to the implementation of the Convention No 122 followed the direct request on the part of CEACR to the Mongolian government on measures taken or envisaged to facilitate progressive transition to the formal economy. In 2018 when the Project was conceived Mongolia ratified 8 fundamental conventions and 2 out of 4 governance conventions which form the minimum of the international labour standards to address issues of informality. Two governance conventions not yet signed by Mongolia were conventions related to labour inspections C81 and C129 and the Project aimed to advocate for their ratification.

At the time of writing this report these two governance conventions were not signed by Mongolia yet according to the interview with the MLSP the tripartite constituents are considering their ratification in the near future.

It was also reported by the MLSP that the tripartite constituents consider the ratification of the conventions No 190 – Violence and Harassment Convention and currently the Ministry is conducting the research on such possibility.

### - What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of this RBSA project?

The Project supported the constituents in creating greater opportunities for women and men to secure decent employment and income (DWCP Priority MNG175) in line with Recommendation No 204 of 2015 concerning the Transition from the Informal Economy to the Formal Economy.

The National Action Plan on OSH for 2021 – 2025 which was approved by the Ministerial Order No A/151 on 29 September 2021 was developed in line with the Recommendation No 204 of 2015, ILO OSH principles, the ILO “Centenary Declaration of Future Work” and the UN SDGs, especially SDG 8. It aims to introduce Decent Work and Vision Zero (the principle to aim for zero occupational accidents, diseases, poisonings and harm).

The strategic objective one of the developed Action Plan on OSH is to improve the legislation on occupational health services, prevention of asbestos-related diseases, occupational disease benefits and labour inspections to be able to ratify the following ILO Conventions:

- Labour Inspection Convention, No.81;
- Labour Inspection (Agriculture) Convention, No.129;
- Occupational Health Services Convention, No. 161;
- Asbestos Convention, No. 162,
- Safety and Health in Agriculture Convention, No. 184
- Promotional Framework for OSH Convention, No. 187.

It is worth to note that in 2020 Mongolia signed the C167 – Safety and Health in Construction Convention in 2020.

The Assessment of Mongolia's labour dispute resolution system observed the limitation of the previous labour code which limited access to the labour dispute resolution system based on the relationship between the employer and the employee based on the employment contract. The recommendation based on ILO Recommendation No.198 (Employment Relationship Recommendation) was developed and further integrated into the revised Labour law:

**Table 10. Integration of ILO Recommendation No.198**

Project's Recommendation	Addressed Recommendation, Labor Law
<p>Remove the requirement that an employment contract exists and is valid only when it is in writing. Incorporate the principle that the existence of an employer-employee relationship is based on the facts of the work relationship, using ILO Recommendation No. 198 (Employment Relationship Recommendation) as reference.  <b>Source: Assessment of Mongolia's labour dispute resolution system, MLSP, 2020</b></p>	<p>An employer or its authorized representative and a prospective employee shall mutually agree on the employee's duties, remuneration and other employment conditions, and an employment relationship shall be (considered) established when the employee begins to perform his or her work and duties  <b>Source: Law of Mongolia on Labour, newly revised, 2 July 2021</b></p>

## Social dialogue

- To what extent the project has further enhanced the social dialogue among the constituents and partners in Mongolia? And the extent that the social dialogue has contributed to achieving the MNG176?

This evaluation observed enhanced cooperation on the part of tripartite constituents within the RBSA Project:

- Tripartite work group under the technical support provided by the ILO led by the MLSP developed National Action Plan on OSH
- Tripartite group revised National Labor Law
- CMTU cooperated with the GASI on training social insurance consultants
- Social partners the CMTU and the MONEF took part in the consultative process of the diagnostic research of the state of the informal economy led by the RILSP

These examples contributed to achieving MNG176 against the output indicators:

7.2.1. Number of Member States with National OSH policies or programmes, accompanied by institutional frameworks, addressing specific risks

7.2. Number of Member States with a validated diagnosis of the informal economy and / or policies, regulations or compliance mechanisms to support the transition to formality of informal workers in formal enterprises or in households

## Gender equality and non-discrimination

- To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards Gender equality and non-discrimination? Inclusion of people with disabilities?

The Project aimed to impact light industries such as cashmere, wool processing and carpet companies as well as the retail and trade sectors which count with high numbers of young and women wage and self-employed workers through development of new and / or improved services that address the needs of young people and women operating in informal economy.

Following the Theory of Change the Project aimed by 2022 achieve the impact characterized by more economic units, waged and self-employed workers operating in the informal economy (particularly young women and women workers) will be able to transit to the formal economy as illustrated in Mongolia’s national report on SDG, particularly on indicator **8.3.1 “Proportion of informal employment in non-agriculture employment, by sex”** and Mongolia will have made significant progress to promote the rule of law at the national and international levels, and ensure access to justice for all (SDG, 16, target 16.3)

Goal 8. Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive Employment and Decent Work for All	2015	2016	2017
8.3.1 “Proportion of informal employment in non-agriculture employment, by sex”	25	20	25

The indicator chosen can’t inform this evaluation if this target is achieved as the next Voluntary National Review of Mongolia on SDGs is due on 2023. Also, sex disaggregated data is not available in the VNR Report of Mongolia 2019 failing to inform the indicator to make any judgements.

The scope of interventions undertaken by the Project was limited to the activities undertaken by the CMTU and the MONEF, thus the impact of the Project on Gender Equality is limited.

Similarly, the Project has not undertaken activities at the policy level aimed at improvement of lives of persons with disabilities even though they face serious challenges in the Mongolian labour market. According to the VNR Report of Mongolia 2019, only 20 percent of people with disabilities are employed and employers’ perceptions of and attitudes toward people with disabilities are generally negative.

## 5. CONCLUSIONS AND LESSONS LEARNT

### 5.1. Conclusions

Strategic relevance of the project has been rated high by all key stakeholders and constituents during the interviews. The project is well-aligned with countries' national priorities and plans, the ILO strategy and the SDG's 8 and 16. Project design and results framework is aligned with DWCP priorities, ILO strategic targets and SDG's targets yet lack clear formulation what the Project intends to achieve at the outputs level. Absence of the baseline limited evaluation of Project's results.

The RBSA Project achieved the intended results to some extent. Major results at the policy level included the revised Labour Law which now extends the protection of workers and economic operating in the informal economy and the developed and adopted National Action Plan in OSH in accordance with the ILO Recommendation 204. This RBSA project also contributed to the promotion of the new labour law to the wide public.

The strategic research and advocacy efforts has not resulted in the major outcomes desired by the Project – the development and adoption of the State Policy on the Informal Economy and the ratification of the two governance conventions C81 and C129. However, the tripartite constituents reported better understanding of the phenomena of informality in Mongolia. On a policy level knowledge on informal economy gained by this RBSA project was integrated into the draft of the 10-year Social Development targeted Policy of Mongolia which has a potential of long-term impact.

The project has been effective in securing national ownership of the project results. Participatory and needs-based approach adopted by the project allows the results of the project to be sustained after its end. To enhance the sustainability of the project and strengthen the uptake of the project outcomes by the national stakeholders, it is important to keep the discussions on the informal economy in focus and mainstream needs of workers and economic units in ILO's projects in the country with continued efforts for ratification of the governance conventions.

The RBSA intervention has limited impact on gender equality and disability inclusion. More comprehensive and targeted approach would be needed to address the issues at the national level through policy measures, relevant promotion of the ILS and targeted interventions at the nation-wide level.

## 5.2. Lessons Learnt

Two main lessons learnt were identified by the End-Term Evaluation, all of them are described in more details below.

### Lessons learnt:

1. The nation-wide research on informality driven by the state research institution guided by the technical expertise on the part of the ILO is a lengthy exercise challenged by the different approaches and communication but worthy of these efforts as it builds capacity of the national research institutions, generates ownership of the research and enhances potential for replicability of similar research by the state;
2. Strategies on tackling informality developed by the social partners supported by the focused interventions resulted in raised capacity to address issues of informality and demonstrated commitment to implement the strategies at the nation-wide level.

## 5.3. Good Practices

This evaluation exercise collected several emerging good practices with potential for replication on the part of tripartite constituents: governments, trade unions and employers' organizations

1. The MLSP developed online training on OSH for micro-entrepreneurs adapted for persons with disabilities to be studied any time, at self-paced mode, at any location
2. The GASI conducted awareness raising campaigns for wide population through the series of videos explaining benefits of social insurance
3. The Decent Work for Youth Network developed awareness-raising campaign to promote benefits of the new labour law for youth based on typical characters representing young men and women facing challenges in the labour market including young persons with disabilities.

## 6. RECOMMENDATIONS

When analyzing data collected during the desk review and primary sources of information and formulating recommendations, the evaluator applied a utilization-focused approach.<sup>12</sup> This is aimed at developing recommendations which will be realistic, feasible and support the ILO project team to make informed decisions about similar interventions, increase sustainability of the results as well as produce evidence on emerging good practices and lessons learnt for future interventions.

RECOMMENDATIONS / PRIORITY/ ADDRESSED TO	TIMEFRAME AND RESOURCE IMPLICATIONS
<p>1 <b>To the ILO National Coordinator.</b> To ensure that the ETE results are shared and discussed with the stakeholders. The ILO Project Team, with support from the ILO National Coordinator should ensure that the results of the end-term evaluation are shared and discussed with the national stakeholders and partners</p>	<p>Within two months. No extra resources needed</p>
<p>2 <b>To the CO-Beijing.</b> To conduct consultations with tripartite constituents on feasibility of the development large-scale intervention aimed at addressing informality through the development of the state strategy with measurable indicators, an action plan and monitoring and evaluation plan</p>	<p>Three months. No additional resources needed</p>
<p>3 <b>To the tripartite constituents, the MLSP, the MONEF and CMTU.</b> To build on achieved results and promote new labour law through outreach services and dissemination of the developed materials at the nation-wide level aimed to cover total population of Mongolia with due frequency (at least 5 to 7 times) of viewed advertisement</p>	<p>Three months, Additional resources needed</p>
<p>4 <b>To the CO-Beijing.</b> To continuer advocacy efforts in promoting ratification of the governance conventions C81 and C129 explaining their importance for tackling</p>	<p>Within three months. No additional resources needed</p>

<sup>12</sup> Utilization-Focused Evaluation. URL: <https://www.betterevaluation.org/it/node/779>

	challenges of informality along with the adherence to the fundamental conventions ratified by Mongolia	
5	<b>To the ILO-BKK, Programme Department.</b> To improve project design, data collection, reporting and monitoring performance of future RBSA interventions. The RBSA interventions should integrated results logframe into their standard proposal forms to include baselines and targets along with risks matrix and assumptions.	Within three months. No additional resources needed
6	<b>To the CO-Beijing and ILO Mongolia National Coordinator.</b> To continue active promotion and dissemination of the knowledge products and tools developed by the project at high level events organized at the national and regional level	Within three months. No additional resources needed
7	<b>To the MLSP and RILSP.</b> To improve data collection on informality by integrating specific questions in LFS and conducting regular periodic research followed the RILSP study to monitor the situation on informal economy in comparison with the baseline data collected in 2021	Within six months. Additional resources might be needed for technical expertise
8	<b>To the CO-Beijing and ILO Mongolia National Coordinator.</b> To advocate ratification of C190 - Violence and Harassment Convention, 2019 (No. 190) among the ILO constituents in Mongolia	Within three months. No additional resources needed



International Labour Organization

iTrack Evaluation

# ANNEXES



## ANNEX A List of Documents Analyzed

1. "VISION-2050" LONG-TERM DEVELOPMENT POLICY OF MONGOLIA
2. LAW OF MONGOLIA ON LABOUR
3. Labour Force Study Report, 2020
4. DRAFT National Action Programme on Occupational Health and Safety 2021 – 2025 for Mongolia
5. MONGOLIA DECENT WORK COUNTRY PROGRAMME, 2017-2021
6. ProDoc dated 11 Dec 2018
7. Workplan for 2020-2021 as of March 2020 and updated in June 2020
8. Technical report, reviewed by P. Liewkeat, Programme Analyst, CO-Beijing, 25 July 2020, P. Bolormaa, ILO National Coordinator and Dai Xiaochu, Deputy Director, CO-Beijing 13 April 2021
9. Technical report, reviewed by P. Liewkeat, Programme Analyst, CO-Beijing, 25 July 2020
10. Business and Sustainability Plan for Proposed Mongolian Program ( Phase 1)
11. Research on the "Analysis of the future of work in Mongolia: tripartite responses, ILO-SICA
12. AN ASSESSMENT OF MONGOLIA'S LABOUR DISPUTE RESOLUTION SYSTEM
13. CASE STUDY ON NON-STANDARD FORMS OF EMPLOYMENT IN MONGOLIA
14. Appendices to the CASE STUDY ON NON-STANDARD FORMS OF EMPLOYMENT IN MONGOLIA
15. Survey report Mongolia: The state of informal employment
16. Normative stock-taking for Decent Work in Mongolia, 2020
17. RBSA project web page: Formal Employment Is Promoted for Inclusive and Diversified Economic Growth in Mongolia
18. Нийгмийн даатгал - Албан бус салбарт ажиллагч үйлдвэрчний эвлэлийн гишүүд, идэвхтэн сонгуультнуудад зориулсан гарын авлага (Social insurance: Handbook for trade unionists and activists), 3,000 printed copies. Link: [https://www.ilo.org/beijing/what-we-do/publications/WCMS\\_822428/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/publications/WCMS_822428/lang--en/index.htm)
19. Нийгмийн даатгал гарын авлага (Handbook on Social Insurance), 10,600 printed copies. Link: [https://www.ilo.org/beijing/what-we-do/publications/WCMS\\_822430/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/publications/WCMS_822430/lang--en/index.htm)
20. Малчдад зориулсан хөдөлмөрийн аюулгүй байдал эрүүл ахуйн гарын авлага (Handbook on occupational safety and health for herders), 2,500 printed copies. Link: [https://www.ilo.org/beijing/what-we-do/publications/WCMS\\_811482/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/publications/WCMS_811482/lang--en/index.htm)
21. МҮЭХ-ны Хууль зүйн зөвлөгөө, мэдээллийн төвийн үйлчилгээний талаарх танилцуулга (A guide to services of the CMTU Legal center for members and workers in the informal economy (upcoming, 3,000 printed copies)
22. МҮЭХ-ны гишүүнчлэлийн програм ашиглах заавар (A user guide to CMTU membership software and application for members in the informal economy) (upcoming, 5,000 printed copies)
23. Албан бус эдийн засагт ажиллагчдын нийгмийн хамгааллыг өргөжүүлэх нь: Олон улсын туршлагаас суралцахуй (Extending social security to workers in the informal economy: Lessons from international experience), (300 copies in the process with the printing house)
24. Нэгдсэн Үндэстний Байгууллагын Тогтвортой хөгжлийн хамтын ажиллагаа ба Зохистой хөдөлмөр хөтөлбөр: Үйлдвэрчний эвлэлд зориулсан гарын авлага (United Nations Sustainable Development Cooperation and the Decent Work Agenda: A Trade Union Reference Manual) (upcoming)

25. Албан бус эдийн засагт ажиллагчдыг үйлдвэрчний эвлэлийн зохион байгуулалтад оруулах нь - Үйлдвэрчний эвлэлийн гарын авлага (Organizing Informal Workers into Trade Unions-A trade union guide), 500 printed copies. Link: [https://www.ilo.org/beijing/what-we-do/publications/WCMS\\_822425/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/publications/WCMS_822425/lang--en/index.htm)
26. Аж ахуйн нэгж, байгууллагын үйл ажиллагааг сэргээн ажиллуулахад анхаарах арван арга хэмжээ (Safe Return to Work: Ten Action Points). Link: [https://www.ilo.org/beijing/what-we-do/projects/WCMS\\_764887/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/projects/WCMS_764887/lang--en/index.htm)
27. Уул уурхайд КОВИД-19-өөс урьдчилан сэргийлэхэд ашиглах хяналтын шалгах хуудас (COVID-19 and mining: Prevention and control checklist). Link: [https://www.ilo.org/beijing/what-we-do/projects/WCMS\\_764874/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/projects/WCMS_764874/lang--en/index.htm)
28. КОВИД-19 цар тахлаас үүдсэн хямрал ба албан бус эдийн засаг: Шүүрхай арга хэмжээ ба бодлогын сорилтууд (COVID-19 crisis and the informal economy: Immediate responses and policy challenges). Link: [https://www.ilo.org/beijing/what-we-do/projects/WCMS\\_750534/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/projects/WCMS_750534/lang--en/index.htm)
29. Ажлын байранд КОВИД-19 халдвараас сэргийлэх, тархалтыг саармагжуулах нь ШАЛГАХ ХУУДАС (Prevention and Mitigation of COVID-19 at Work ACTION CHECKLIST). Link: [https://www.ilo.org/beijing/what-we-do/projects/WCMS\\_750531/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/projects/WCMS_750531/lang--en/index.htm)  
Хөдөлмөрийн маргааны удирдлагын тогтолцоо: Үйл ажиллагааны гүйцэтгэлийг сайжруулахад баримтлах удирдамж (Labour Dispute Systems: Guidelines for improved performance), 1,500 printed copies. Link: [https://www.ilo.org/beijing/what-we-do/projects/WCMS\\_745431/lang--en/index.htm](https://www.ilo.org/beijing/what-we-do/projects/WCMS_745431/lang--en/index.htm)
30. Хөдөлмөрийн хууль тогтоомжийг хэрэгжүүлэх хөдөлмөрийн хяналтын үйл ажиллагааны стратегийг төлөвлөх аргачлал (ILO Approach to Strategic Compliance Planning for Labour Inspectorates). Link: [https://www.ilo.org/beijing/about-the-office/WCMS\\_708738/lang--en/index.htm](https://www.ilo.org/beijing/about-the-office/WCMS_708738/lang--en/index.htm)
31. Сайн дурын нийгмийн даатгал (A promotional video on the voluntary social insurance schemes in Mongolia): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_760264/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_760264/lang--en/index.htm)
32. Малчдад зориулсан хөдөлмөрийн аюулгүй байдал эрүүл ахуйн гарын авлагын танилцуулга (Animation on the handbook on occupational safety and health for herders) [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_811489/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_811489/lang--en/index.htm)
33. "АЛБАН БУС САЛБАРЫН ХӨДӨЛМӨР ЭРХЛЭЛТ" цуврал хэлэлцүүлэг 1: Албан бус хөдөлмөр эрхлэлт ба Нийгмийн яриа хэлэлцээ (EMPLOYMENT IN THE INFORMAL ECONOMY series discussion 1: Informal employment and Social dialogue)CMTU: <https://www.facebook.com/MUEHolboo/videos/515899016017252>
34. Өөрчлөхийн тулд зохион байгуулах нь: Албан бус салбарт ажиллагчид (Organizing for change: Workers in the informal economy (translation from English into Mongolian)
35. CMTU: <https://www.facebook.com/watch/?v=1080759812298948>
36. Хөдөлмөрийн аюулгүй байдал, эрүүл ахуй (Occupational safety and health):
37. [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_812240/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_812240/lang--en/index.htm)
38. Эвлэлдэн нэгдэх эрх чөлөө, хамтын хэлэлцээ хийх эрх ба хөдөлмөрийн харилцаан дахь үйлдвэрчний эвлэлийн оролцоо (Freedom of association and right to collective bargaining)
39. [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_822388/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_822388/lang--en/index.htm)

40. Хөдөлмөрийн тухай хууль ба залуучуудын хөдөлмөрлөх эрх (Video podcast on new labour and labour rights at work for youth (upcoming)
41. Хөдөлмөрийн тухай хууль ба залуучуудын хөдөлмөрлөх эрх (6 video graphic videos on new labour and labour rights at work for youth (upcoming)
42. Хөдөлмөрийн гэрээ (Employment contract): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_812236/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_812236/lang--en/index.htm)
43. Ажлын байрны стресс, түүнийг даван туулах арга зам (Psychology and stress management: [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_812238/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_812238/lang--en/index.htm))
44. Тэтгэврийн даатгал (pensions): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777055/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777055/lang--en/index.htm)
45. Ажилгүйдлийн даатгал (unemployment): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777068/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777068/lang--en/index.htm)
46. Тэтгэмжийн даатгал (short term benefits): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777056/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777056/lang--en/index.htm)
47. Үйлдвэрлэлийн осол, мэргэжлээс шалтгаалсан өвчний даатгал (employment injuries): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777071/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777071/lang--en/index.htm)
48. Сайн дурын даатгал (voluntary social insurance): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777054/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777054/lang--en/index.htm)
49. Нийгмийн даатгалын цахим үйлчилгээ (online services of Social insurance): [https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS\\_777073/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777073/lang--en/index.htm)
50. Сайн дурын даатгалын ач холбогдол (Benefits of the voluntary social insurance), 3,500 printed copies:
51. Хөдөлмөрийн аюулгүй байдал, эрүүл ахуйн дэлхийн өдөр 2021 Зурагт хуудас (Safe Day 2021 - Poster - Yellow version). [https://www.ilo.org/beijing/WCMS\\_777093/lang--en/index.htm](https://www.ilo.org/beijing/WCMS_777093/lang--en/index.htm)
52. Хөдөлмөрийн аюулгүй байдал, эрүүл ахуйн дэлхийн өдөр 2021 Зурагт хуудас (хөх) (Safeday 2021 Poster - Blue version)[https://www.ilo.org/beijing/WCMS\\_777092/lang--en/index.htm](https://www.ilo.org/beijing/WCMS_777092/lang--en/index.htm)
53. Хөдөлмөрийн аюулгүй байдал, эрүүл ахуйн Дэлхийн өдөр 2020 Зурагт хуудас (Poster for World Day for Safety and Health at Work 2020) [https://www.ilo.org/beijing/information-resources/public-information/factsheets/WCMS\\_742502/lang--en/index.htm](https://www.ilo.org/beijing/information-resources/public-information/factsheets/WCMS_742502/lang--en/index.htm)
54. Ажлын байран дахь дарамт, хүчирхийлэл (Awareness raising poster and stickers on workplace harassment for workers in the three markets), 300 copies of the poster and 600 copies of 2 types of stickers
55. Бичил бизнес эрхлэгчдэд зориулсан хөдөлмөрийн аюулгүй байдал, эрүүл ахуйн сургалт (training platform on occupational safety and health for micro-entrepreneurs). <https://skillup.mn/course/615d3c2ebc0794234f4a394a>
56. Training content: Ерөнхий танилцуулга хичээлүүд (Brief introduction of the training), Ерөнхий танилцуулга хичээл (General briefing), Эрсдэлийн менежмент (Risk management), Анхны тусламж (First Aid), Галын аюулгүй байдал (Fire safety), ХАБЭА-н менежментийн практик жишээ (Practice examples of the OSH management)
57. Үндсэн хичээлүүд (Video sessions on main topics): ХАБЭА-н тухай ерөнхий ойлголт (General understanding on OSH), ХАБЭА-н тухай хууль тогтоомж (OSH law and legislations), Ажлын байран дахь аюулыг илрүүлэх, эрсдэлийг үнэлэх, урьдчилан сэргийлэх арга зам (Risk assessment and OSH prevention measures at workplace), Ажилтны эрүүл мэндийн үзлэг, тандалтын зохион байгуулалт (Organizing employees' medical examination), Бичил бизнесийн

- ХАБЭА-н менежмент (OSH management for small businesses), Онцгой байдлын эрсдэлтэй нөхцөлд авах хариу арга хэмжээ (Emergency response)
58. ITCILO E-Campus: Bilingual e-learning platform on Dispute Resolution System for Mongolia (in English and Mongolian)
  59. 16 video sessions on labour dispute prevention and resolution (in English with Mongolian subtitles) by ITC
  60. ITCILO E-Campus: A bilingual platform for the course on Effective Membership Strategies and CRM Deployment to Engage Informal Business Units in Mongolia - Phase 1: Membership strategies and related benefits, Marketing theories and tools, adaptable to EBMOs, Reaching out and attracting under-represented segments, notably the informal economy, Main features and benefits of the ITCILO CRM.
  61. ITCILO E-Campus: A bilingual platform for the course on Effective Membership Strategies and CRM Deployment to Engage Informal Business Units in Mongolia - Phase 2: Marketing campaigns and lists, Events, Surveys and Reports
  62. In Business Modules. Tailored and customised the training modules of the ILO InBusiness program in English and Mongolian: IB Small Manufacturers; IB Quality Control; IB Marketing for Success; IB Business planning for Aspiring Entrepreneurs; IB Small Market Vendors; IB Investment needs; IB Forecasting sales and expenses (upcoming, 500 printed copies of each in Mongolian);
  63. Training flyers, 4 types
  64. CMTU Modular training programmes and materials. Modular training programmes and materials for workers in the informal economy and elected union representatives: Freedom of association and the right to organize, Labour rights and working conditions, Occupational safety and health, Defending labour and economic rights through collective bargaining agreements, Organizing TU activities online, Business opportunities, Workers in the informal employment (upcoming)
  65. The Government Action Plan 2021-2024, <https://legalinfo.mn/mn/detail/15804>

## ANNEX B List of Persons Interviewed

### SUMMARY STATISTICS

**Total Number of interviews conducted:** 16 (out of them 11 individual interviews and 5 group interviews)

**Persons participated:** 21 (8 men and 13 women)

### THE LIST OF THE KEY INFORMANTS INTERVIEWED DURING THE END-TERM EVALUATION:

***Project “Formal employment is promoted for inclusive and diversified economic growth in Mongolia”***

#### List of interviews with ILO officials, external experts and constituents

TIME	DATE
	17 JANUARY 2022
<b>Group Interview</b>	<b>Mr. Wiking Husberg</b> , International Consultant <b>Mr. Naransukh Damiran</b> , National Consultant
	18 JANUARY 2022
<b>Individual Interview</b>	<b>Ms. Halshka Graczyk</b> , ILO Technical Specialist on Occupational Safety and Health (OSH)
	18 JANUARY 2022
<b>Individual Interview</b>	<b>Mr. Wade Bromley</b> , ILO Senior Employers Specialist
	20 JANUARY 2022
<b>Individual Interview</b>	<b>Mr. Batsugar Tsedendamba</b> , National Consultant
<b>Individual Interview</b>	<b>Mr. Geoffrey Ducanes</b> , International Consultant
<b>Individual Interview</b>	<b>Ms. Makiko Matsumoto</b> , DWT Employment Specialist, ILO-BKK
	20 JANUARY 2022
<b>Individual Interview</b>	<b>Ms. Yuki Otsugi</b> , DWT Specialist, Workers’ Activities, ILO-BKK
<b>Group Interview</b>	<b>Ms. Enkhjargal Enkhtaivan</b> , Director for General Coordination Department and <b>Mr. Badarch</b> , MONEF
<b>Individual Interview</b>	<b>Mr. Ernesto Benedicto Bitonio</b> , International Consultant
	24 JANUARY 2022
<b>Individual Interview</b>	<b>Ms. Otgontungalag Tsevel</b> , Director of Labour monitoring and Legal Policy Department, CMTU

26 JANUARY 2022

**Group  
Interview**

**Mr. Altansukh Myagmarjav**, Deputy Director and **Mr. Batkholboo Sergelen**, Head of Employment Policy Research Sector

27 JANUARY 2022

**Group  
Interview**

**Ms. Gerelmaa Mandaa**, Director of Social Insurance Service Development Division and **Ms. Narantuya Dashdondov**, Senior Officer for marketing of social insurance services, General Authority for Social Insurance

28 JANUARY 2022

**Individual  
Interview**

**Ms. Altantsetseg Batchuluun**, National Consultant

28 JANUARY 2022

**Individual  
Interview**

**Ms Maya Sholtoi**, Senior analyst in charge of Labour law and Regulation, MLSP

**Group  
Interview**

**Ms Tsevelmaa Jigjid**, Senior analyst in charge of Occupational Safety and Health, Occupational Safety and Health Division, MLSP and **Ms Altantsatsral Tserenbaatar**, Analyst in charge of Employment Policy and Regulations, MLSP

4 MARCH 2022

**Individual  
Interview**

**Ms. Baljinnyam Chinzorigt**, Coordinator of DW4YN, Head of YOUTHinc NGO

## ANNEX C Terms of Reference



International  
Labour  
Organization

Call for Expressions of Interest (**Re-advertisement**)

Independent Final Evaluation

Evaluation title	End term evaluation of 'Formal Employment Is Promoted for Inclusive and Diversified Economic Growth in Mongolia'
Evaluation type	Independent Final Evaluation
Project code	MNG/18/01/RBS
Project budget	USD 764,200
Budget source	ILO Regular Budget Supplementary Account (RBSA)
Project duration	1 January 2019 - 31 December 2021
Geographical coverage	Mongolia
Administrative Unit in charge of the project	ILO Country Office – Beijing
ILO Technical Unit/ ILO Responsible unit(s) for backstopping the project	EMP/INWORK ACTEMP ACTRAV
P&B outcome(s) under evaluation	580060 - Outcome 6 - Formalization of the informal economy

DWCP outcome (CPO)	MNG176
SDG(s) under evaluation	SDG 8 (8.3 and 8.5) and SDG 16 (16.3)
Evaluation period	October - December 2021
Evaluation Manager	Narendra Bollepalli, ILO Kathmandu

The ILO Evaluation Office is seeking expression of interest from an individual (either national or international) consultant to conduct an independent final evaluation of the project titled 'Formal employment is promoted for inclusive and diversified economic growth in Mongolia'.

Type of contract: External Collaboration Contract

For further details about the evaluation, please refer to the Terms of Reference (TOR) below.

#### Required Information for Submission an Expression of Interest (EOI)

A description of how the candidate's skills, qualifications and experience are relevant to the required qualifications of this assignment;

A brief approach/methodology the candidate will likely use for this evaluation

A list of previous evaluations that are relevant to the context and subject matter of this assignment;

A statement confirming their availability to conduct this assignment and the daily professional fee expressed in US dollars;

A copy of the candidate's curriculum vitae (which must include information about the qualifications held by the candidate);

A statement confirming that the candidate has no previous involvement in the delivery of the project in Mongolia, and/or a personal relationship with any ILO officials who are engaged in the project;

Names of two referees who can be contacted for reference.



The deadline for EOI submission is by 6 PM (Bangkok time) on 28 Sept. 2021. Please send an e-mail with subject title "Evaluation of Mongolia Formal Employment" to the Evaluation Manager, Mr. Narendra Bollepalli ([bollepalli@ilo.org](mailto:bollepalli@ilo.org)) with a copy to Ms Pamornrat Pringsulaka ([pamornrat@ilo.org](mailto:pamornrat@ilo.org)).

Note: This posting is a re-advertisement. Candidates who have already applied need not reapply.



## TERMS OF REFERENCE

### FINAL EVALUATION

## Formal Employment Is Promoted for Inclusive and Diversified Economic Growth in Mongolia

### Background Information

The Mongolian economy has undergone a boom-bust cycle. The spectacular economic growth in the first decade of the 21<sup>st</sup> century has declined in the second decade. The period following 2012 has seen a dramatic contraction of the annual growth rate of labour productivity and the share of informal employment in non-agricultural sector doubling between 2006/7 and 2016, from 12.7% to 26.3%. More women than men have non-agricultural informal wage jobs especially in the retail trade and service sectors, according to a joint publication of ILO and NSO (National Statistics Office). In 2013, the informal economy was estimated to provide livelihoods to nearly one-third of the population and to contribute to about 35% of the GDP. The NHRCM labour rights survey in 2016 revealed a high prevalence of informality practices in SMEs: young and women workers are often not paid for their work, face arbitrary hiring and firing decisions, often work long hours, and are not declared to public authorities. All reports and studies converge in highlighting the overrepresentation of women and young people in vulnerable or precarious forms of employment either in the formal or informal economy.

The ILO is supporting the Government of Mongolia in its endeavours to achieve the targeted SDGs and is in line with the Government of Mongolia's request for support from the international community. In the Mongolia Decent Work Country Programme (2017-2021) (DWCP), the ILO and the Mongolian constituents agreed to "Expand the productively employed workforce in a formal and inclusive economy" and to "Reorient labour market governance and institutions towards an inclusive market economy." These two outcomes are directly related to formalization of enterprises.

Against this backdrop, a Regular Budget Supplementary Account<sup>13</sup> (RBSA) funded project was developed that aims to strengthen ILO's constituents' (Government, Employers' and Workers' organizations) efforts to support the achievement of the SDGs, particularly, to achieve the realisation of SDG-8 and SDG-16, their related indicators. The RBSA 2018-19 allocated 'Formal employment is promoted for inclusive and diversified economic growth in Mongolia' is a two-year (2019-2020) project and was designed to fit 2018-19 ILO Programme and Budget's strategic indicators, while the final reporting is to be done against the indicators

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<sup>13</sup> RBSA is the pool of unearmarked technical funds from various donors.

of 2020-21 P&B. Due to variety of reasons, for example, COVID-19 restrictions and change of the Government, to align the project's timeline with development of CCA and UNSDCF for Mongolia, the project received two no-cost extensions until 31 December 2021. With the same reasons, the UNDAF 2017-2021 for another year, thus ending in 2022, and it is negotiating with the Government the UN Sustainable Development Cooperation Framework for 2023-2027. The tripartite constituents of Mongolia have also agreed to extend the current DWCP for another year, thus, also ending in 2023. The upcoming DWCP will cover years between 2023 and 2027.

[The project](#) aims at increased capacity of government, workers' and employers' organizations in Mongolia to accelerate formalizing employment in line with the ILO Recommendation No. 204 on Transition from the Informal to the Formal Economy. The project is contributing to improve the working and living conditions of workers and economic units in the informal economy and give them a voice in the processes that affect them.

Building upon the experience, expertise and interest of the ILO's constituents, the project is implementing knowledge-based interventions for the formalization of the informal economy. They include joint actions in the areas of business environment, skills development, occupational safety and health, access to services and social protection, gender equality, labour law enforcement, promotion of quality employment for young people and democratic participation in public policy and debates.

The project is implementing interventions that reflects the ILO strategy for the formalisation of the informal economy that calls on the leadership of workers and employers organizations to strengthen their representativeness among economic units and workers operating in the informal economy and implement improved and effective services to facilitate their formalisation. To facilitate formalisation processes, the Government is providing improved and extended services for example, labour inspection services, labour dispute resolutions, etc.,. The constituents are being supported to jointly analyse the situation of informality, monitor and report the progress toward formalisation.

Theory of change: If tripartite constituents effectively utilised evidence-based strategy to influence policies and programmes, national plans and UNDAF to promote sustainable transitions from the informal to the formal economy; If Mongolian Employer's Federation (MONEF) implemented more and better outreach services that are responsive to the needs and characters of the economic units operating in the informal economy including through alliances with other organizations of informal enterprises; if Confederation of Mongolian Trade Unions (CMTU) and its affiliates implemented targeted outreach services to improve working conditions, skills and labour protection that are responsive to the needs and characters of the workers in the informal economy with a particular focus on young and women workers; If

MONEF and CMTU have strengthened their representativeness among economic units and workers operating in the informal economy; If the government oriented labour and workplace inspections and extend legal coverage to facilitate the transition to formality with a special attention to young and women workers; if the constituents jointly monitored, reported and advocated on the formalization process in high level reports connected to the SDGs; if constituents used the results of the intervention to influence labour laws and development cooperation and partnerships, including the UNDAF for Mongolia, to better reflect R204, C122, C29, C81, and C129. Then by 2022, more economic units, waged and self-employed workers operating in the informal economy (particularly young women and women workers) will be able to transit to the formal economy as illustrated in Mongolia's national report on SDG, particularly on indicator 8.3.1 ("Proportion of informal employment in non-agriculture employment, by sex") & Mongolia will have made significant progress to promote the rule of law at the national and international levels, and ensure equal access to justice for all (SDG 16, target 16.3).

Longer term impact: By 2030, Mongolia achieves its Sustainable Development Vision, creating sustainable jobs for all Mongolians and becomes a high middle income country.

Medium term impact: By 2022, more economic units, waged and self-employed workers operating in the informal economy are able to transit to the formal economy, significant progress is made to promote the rule of law and achieved equal access to justice for all.

Refer to the project [page](#) for details on expected outcomes, outputs of the project and for some of the activity reports.

Although the current RBSA project has encountered delays due to COVID-19 pandemic in implementations, most of the interventions will be completed early 2021. Revised work plan and justification is available.

The project is implemented by the ILO Country Office for China and Mongolia managed by National Project Manager in close cooperation with ILO National Coordinator for Mongolia, supported by Administrative Assistant.. The evaluation will be managed by a Monitoring and Evaluation Officer based in ILO Kathmandu, who has no prior involvement in the project, administratively and/or technically. The evaluation manager prepares this TOR and will subsequently finalize it in a consultative process involving project team, ILO tripartite constituents and other key stakeholders of the project. The evaluation will be conducted in

compliance with the United Nations Evaluation Guidelines (UNEG) Norms and Standards<sup>14</sup>, ILO policy guidelines (3<sup>rd</sup> edition) and the ethical safeguards.

### Purpose and Objective of the Evaluation

In line with ILO Evaluation Policy Guidelines<sup>15</sup> and given the special nature of RBSA, any RBSA contribution approaching USD one million will require an independent evaluation. This RBSA project is coming to an end in December 2021. This TOR provides details of what, how and when final evaluation would cover and take place.

Purposes of the evaluation are for two folds. Firstly, the final evaluation serves the purpose of accountability to the donors and ILO constituents. Secondly, the evaluation findings and insights will contribute to internal learning within the ILO.

The primary end users of the evaluation findings is the ILO constituents in Mongolia, ILO Office in Mongolia, ILO Country Office in Beijing, ILO Regional Office for Asia and the Pacific (ROAP), ILO HQ (technical departments, Evaluation Office, PARDEV and PROGRAM). Secondary user of the evaluation findings are other interest partners, academic, other ILO units and regions, and public.

The final evaluation's specific objectives are

To assess the extent to which the RBSA funded intervention has achieved its planned objectives and whether it has contributed to the achievement of DWCP Mongolia (MNG176), ILO P&B outcomes [Outcome 3 (Output 3.1); and Outcome 7 (Output 7.4)] and the SDG 8 & SDG 16, and whether any positive and negative factors have contributed to the achieving (or not achieving) the project planned objectives

To assess whether the RBSA intervention added-value in relation to capacity-building, legislative and policy reforms, and knowledge products

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<sup>14</sup> <http://www.unevaluation.org/document/download/2787>

<sup>15</sup> [http://www.ilo.ch/eval/Evaluationpolicy/WCMS\\_571339/lang--en/index.htm](http://www.ilo.ch/eval/Evaluationpolicy/WCMS_571339/lang--en/index.htm)

To assess whether social dialogue and other efforts to strengthen operational capacity of constituents have played a key role in the project achievement

To assess whether and how the COVID-19 pandemic has affected the planned objectives and whether the project was able to make adjustments to remain relevant.

To document lessons learnt and possible good practices

The evaluation will adopt participatory process and will consult with tripartite constituents and other key stakeholders throughout the evaluation process. The final evaluation will take into account the contextual situation that the project has been operating in Mongolia during the project period.

### Evaluation Scope

The evaluation scope will cover the whole project period from the start on 1 January 2019 until the end of December 2021. It will cover all geographical coverage that the project has its operation. Geographically, this means that, the evaluation focuses on Ulaanbaatar as the focus of the project's interventions, and where the relevant stakeholders are located. It will encompass the linkage of this RBSA project and its relevant and contribution to the achievement of MNG176 under DWCP Mongolia and to the related P&B outcomes and to the related SDGs. The evaluation will integrate ILO's cross-cutting issues, including norms and social dialogue, gender equality, disability inclusion, other non-discrimination concerns, and medium and long-term effects of capacity development initiatives throughout the evaluation methodology and all deliverables, including the final report.

Gender dimension should be considered as 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 assess the relevance and effectiveness of gender related strategies and outcomes to improve the lives of women and men. All this information should be accurately included in the inception report and evaluation report.

### Evaluation Criteria and Questions

The evaluation should address OECD/DAC and ILO evaluation criteria and concerns, i.e. relevance, coherence, effectiveness, efficiency, sustainability and impact as defined in the ILO Policy Guidelines for results-based evaluation, 2017. The evaluator may adapt the evaluation criteria and questions, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

Relevance and strategic fit: The extent to which the intervention objectives, design and approach continue to respond to beneficiaries, country, and partners/institution/donors' needs, policies, and priorities, and is expected to continue to do so if circumstances change (or have changed).

The extent to which the project has responded to the need of the tripartite constituents, beneficiaries and recipients in Mongolia.

The relevance of the project in support of the goals outlined in the 2030 Agenda for Sustainable Development, the ILO Programme & Budget, and the ILO Decent Work Country Programme (DWCP) for Mongolia?

The extent to which the RBSA intervention adheres to decent work principles including International Labour Standards, human rights- based approach and gender equality and non-discrimination

How far is the project impacted by the COVID-19 pandemic and to what extent was the project able to remain relevant and adapt in response to the COVID-19 crisis as well as the local context?

Coherence: The compatibility of the intervention with other interventions in a country, sector or institution

Assess the extent of compatibility of interlinkages between the RBSA interventions and other ILO projects, other interventions carried out by Government of Mongolia, social partners and other international partners?

Has the project maximized synergies and improve collaboration with new or existing actors?  
Has there been a duplication of efforts/resources?

Validity of design: The extent to which the design is logical and coherent

Are the project's defined outputs and performance indicators with baselines and targets, realistic in contributing to the outcome MNG176 given the intervention logic, time and resource available?

How capacity strengthening has played its role in the ToC and in activities, outputs and results?

How responsive was the project design to DWCP and national sustainable development plans for the SDGs? And in responding to COVID19 pandemic?

To what extent did the project leverage partnerships (with constituents, national institutions and other UN/development agencies) that enhanced projects relevance and contribution to priority SDG targets and indicators? (explicitly or implicitly)

Effectiveness: The extent to which the interventions achieved, or are expected to achieve, its objectives and its results, including any differential results across groups?

To what extent the key project interventions are focused on strengthening of leadership of workers and employers organizations to strengthen their representativeness among economic units and workers operating in the informal economy and implement improved and effective services to facilitate their formalisation?.

Assess the project efforts in enabling the voice and representation among workers in the informal economy. To what extent the RBSA project enabled support services to workers? What is the contribution of such efforts to accelerate formalizing employment?

To what extent are tripartite constituents satisfied with and/or using the outputs (focus on knowledge products, technical advice) produced, and how the partnerships/relationships lead to effective cooperation in project implementation?

To what extent the project has engaged/enhanced the partnership with key stakeholders in Mongolia?

Is the project engaging the right social partners to pursue the project strategy? The extent to which the social partners have been involved in the implementation and how?

To what extent the project results contribute (or not) to the identified SDGs and related targets?

Efficiency:

Has project management and staffing to implement and monitor the project adequate? Assess the monitoring and oversight of this RBSA funded project – how efficient it is and whether it has affected the delivery of the project. How effective is the role of ILO Country Office for China and Mongolia,, Regional office, and HQ in technical supporting and monitoring of the project?

Has the project steering committee and/or governance structure exists to oversee the project?

Have resources (funds, human resources, time, expertise, etc.) been allocated strategically and efficiently to achieve expected results? Could they have been allocated more effectively and if so, how?



How did the project make decision to shift the focus of the outputs/activities? The extent to which the project had spent their expenditure before the COVID-19 pandemic as it has impacted on the implementation?

To what extent has the project has leveraged resources with other projects/programmes, and through partnerships with other organizations, to enhance the project impact and efficiency?

## Impact

Has the intervention made a difference to specific SDGs the project is linked to? If so, how has the intervention made a difference? (explicitly or implicitly)

Did knowledge based interventions effectively contribute to promote sustainable transitions from the informal and to the formal economy?

What are the evidence of broader and longer-term effect that the project has contributed that benefit young women and men and people with disabilities? And whether the COVID-19 pandemic has affected the possible impact of the project?

## Sustainability

To which extent the results of the intervention likely to have a long term, sustainable positive contribution to the SDG and relevant targets? (explicitly or implicitly)

To what extent sustainability considerations were taken into account in the project interventions?

What is the likelihood that the results of the intervention are durable and can be maintained or even scaled up and replicated by constituents and other partners after major assistance has been completed?

How strong is the level of ownership of results by the targeted communities, institutions?

## Cross-cutting issues/Issues of Specials Interest to the ILO

### International Labour Standards (ILS)

The degree to which intervention activities, outputs, and objectives are consistent with prescriptions in relevant normative instruments where they have been formally embraced through ratification or expressions of endorsement by stakeholders.

What ILO normative framework (Conventions, Recommendations, operational guidelines, agreed policy instruments etc.) that forms the basis of this RBSA project?

## Social dialogue

To what extent the project has further enhanced the social dialogue among the constituents and partners in Mongolia? And the extent that the social dialogue has contributed to achieving the MNG176?

## Gender equality and non-discrimination

To what extent were the intervention results defined, monitored and achieved (or not), and what was their contribution (or not) towards:

Gender equality and non-discrimination?

Inclusion of people with disabilities?

## Methodology

Suggested methodologies and approach are the followings:-

Examining the intervention's Theory of Change, with particular attention to the identification of assumptions, risk and mitigation strategies, and the logical connect between levels of results and their alignment with ILO's strategic objectives and outcomes at the global and national levels, as well as with the relevant SDGs and related targets.

The methodology should include multiple methods, with analysis of both quantitative and qualitative data, and should be able to capture intervention's contributions to the achievement of expected and unexpected outcomes. The methods of data collection has to be flexible due to the current situation of the COVID-19 pandemic, they are as follows but not limit to:-

Desk review of relevant documents –i.e. relevant ILO Evaluation guidelines and standard requirements, project document and progress reports, DWCP Mongolia, SDGs relevant documents, reports of studies and research undertaken, etc.,.

Observations, field visits, interview, focus group discussion, survey with key stakeholders and beneficiaries. Due to the protracted COVID-19 pandemic restrictions, if the field visits is not possible, alternative methods should be applied. To some extent, in-person interviews are possible for a resident Mongolian national consultant by following appropriate COVID-19 behaviours, whereas, physical travel to the country may become a limitation for a non-Mongolian consultant if international travel is not eased and restriction on gatherings are not removed.

Stakeholders workshop with key stakeholders, debriefing of project team for critical reflection of the findings. It is likely that the virtual stakeholders workshop will be held.

The data and information should be collected, presented and analyzed with appropriate gender disaggregation even if project design did not take gender into account.

To the extent possible, the data collection, analysis and presentation should be responsive to and include issues relating to ILO's normative work, social dialogue, diversity and non-discrimination, including disability issues.

The methodology should clearly state the limitations of the chosen evaluation methods, including those related to representation of specific group of stakeholders.

The detailed approach and methodology, including the work plan should be part of the inception report. Criteria for selecting key informants for interviews, survey, or selected areas/units for in-depth assessment must be elaborated in the inception report.

The methodology should ensure involvement of key stakeholders in the implementation as well as in the dissemination processes (e.g. stakeholder workshop (virtual?), debriefing of project team, etc.).

The evaluator may adapt the methodology, but any fundamental changes should be agreed between the evaluation manager and the evaluator, and reflected in the inception report.

## Main Deliverables

Deliverable 1. Inception report: It should be prepared on the basis of reviewed documents and reports as well as of the initial discussion with the Evaluation Manager and the project team. The Evaluation Manager will review and approve the inception report before the commencement of the field data collection. In line with the ILO EVAL Checklist 3, it should include.

Examining Theory of Change underling the project to be evaluated

Description of the evaluation methodology and evaluation instruments to be used in data collection and analysis and the data collection plan mentioned above. Evaluation instrument (matrix) should comprise evaluation criteria, evaluation questions and guided sub-questions for interview and focus group discussions, and who are the target audience for each questions/sub-questions

Detailed fieldwork plan for the field trip (if applicable), or draft agenda for the interview/FGD with key stakeholders

A proposed report outline structure.

Deliverable 2. Stakeholders workshop: After the evaluator has completed data collection, initial findings should be presented to all key stakeholders for validation. The stakeholders workshop maybe organized after the draft report has become available. Timing of stakeholders workshop should be clearly specified in the inception report.

Deliverable 3. Draft evaluation report: In line with the ILO EVAL Checklist 5, the draft report should include: an Executive summary with the methodology, key findings, conclusions and recommendations - conforming to the ILO template<sup>16</sup>.

purposes, scope, and methodology of the evaluation (including limitations);

an analysis of the findings and a table presenting key outputs delivered under each immediate objective (milestone);

identified findings, conclusions and recommendations;

Evaluation findings regarding the project performance, organized by evaluation criteria and an explanation given when the evaluation questions could not be addressed;

Conclusions should be together with presentation of relative strength of evidence that supports each of evaluation's main conclusions and recommendations, e.g. high/medium/low strength of evidence; or pointing to specific evidence that underpins each main conclusion; or some other form of definition.

lessons learnt and emerging better practices in the ILO standard template;

annexes, including data files, including survey data, case studies and focus group discussions transcribes, etc.;

The Evaluation manager will do a quality standard review of the draft report before circulating the draft report to all key stakeholders, the project staff for their review. Evaluation Manager will collect all comments and forward the consolidated comments to the evaluator.

Deliverable 4. Final evaluation report (using the relevant templates for the Title Page, the Executive Summary and Annexes including lessons learned and emerging good practices in the ILO Template). Report is considered final only when it is approved by ILO Evaluation Office.

The report will be in English following the structure of ILO evaluation report preparation guidelines. The report should be maximum of 35 pages excluding annexes. The quality of the

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<sup>16</sup> Template for [Summary of Evaluation](#)

report will be assessed against the relevant EVAL Checklists for evaluation report<sup>17</sup> for evaluation report.

All draft and final outputs, including supporting documents, analytical reports and raw data should be provided in electronic version compatible for Word or Windows. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.

The Evaluation Manager will review the final version and submit it to ILO Evaluation Office (EVAL) for their final approval. Once approved, the evaluation report, good practices, and lessons learned will be uploaded and stored at [ILO i-eval Discovery](#) as to provide easy access to all development partners, to reach target audiences and to maximize the benefits of the evaluation.

## Management Arrangements and Work Plan

### The Roles and Responsibilities

*Evaluation manager:* - The evaluation will be managed by ILO certified Evaluation Manager who has not prior involvement in the project. For this exercise, the evaluation manager is Narendra Bollepalli, Technical Officer for Monitoring and Evaluation, ILO Country Office Kathmandu ([bollepalli@ilo.org](mailto:bollepalli@ilo.org)). He is responsible for the overall management of the evaluation and in particular to:

prepare the TOR and ensure consultation with all key stakeholders before TOR is finalized

facilitate and recruit an independent evaluator;

ensure proper stakeholder involvement;

approve the inception report;

review and circulate draft and final reports;

dissemination of draft report

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<sup>17</sup> [Checklist 4 – Validating methodologies](#); Checklist 5 – [Preparing the Evaluation report](#); Checklist 6 – [Rating the quality of evaluation](#); (Revised March 2014)

Ms. Pamornrat Pringsulaka, Regional Evaluation Officer, ROAP (pamornrat@ilo.org) will do quality assurance of the report and ILO Evaluation Office (EVAL), Geneva will give approval of the final evaluation report.

*Evaluator (External consultant):* - will be recruited through competitive process. The evaluator reports to the evaluation manager.

Desired competencies of evaluator

Tasks	Profile
<p>Desk review of project documents and relevant materials;</p> <p>Briefings with project staff and evaluation manager;</p> <p>Develop the inception report;</p> <p>Conduct interviews with selected stakeholders and project staff, donor;</p> <p>Undertake field data collection</p> <p>Facilitate stakeholders workshop</p> <p>Draft and finalize evaluation report.</p>	<p>Not have been involved in the project.</p> <p>Relevant background in social and/or economic development</p> <p>At least 5 years experience in conducting evaluations of projects/programmes of UN/Multilateral agencies.</p> <p>Experience reviewing programmes and national policies in the areas of formal employment, market economy, gender equality, rights-based approaches, employers' organizations, workers' organizations, normative frameworks around labour rights and operational dimensions desirable;</p> <p>Experience in qualitative and quantitative data collection and analysis and research and survey design;</p> <p>Knowledge in ILO tripartism, social dialogue will be advantage</p> <p>Experience in the design, management and evaluation of enterprise development projects</p> <p>Knowledge on gender equality and non-discrimination issues;</p> <p>Experience in Mongolia will be an advantage</p> <p>Fluency in spoken and written English</p>

*Key stakeholders and partners:* - will participate actively in the evaluation process including provide inputs to the TOR and provides inputs to evaluation team, and will participate in the stakeholders' workshop, and will review draft evaluation report.

*Project manager/coordinator and team:* - Project team will be actively engaged in the evaluation process and provide relevant inputs required by evaluator(s) and will provide all relevant documents to the evaluator(s). The project team will support all administrative and logistic needed during the evaluation process (in line with the ILO rules and regulations i.e. coordination interview schedules with respondents/group of respondents, provision of interpretation services when needed, introduction to stakeholders, in-country transportation). The project team will also prepare contract for the evaluator(s) as per agreed terms by the Evaluation Manager and the evaluator(s).

#### Work plan

The duration of this contract is for 25 working days between October - December 2021. The mission in Mongolia is expected during 1<sup>st</sup> week - 2<sup>nd</sup> week of November 2021.

Stage	Responsible Person	Timeline	# of working days
Preparation and finalization of TOR	Evaluation manager (EM) with support of project team and key stakeholders	By 03 Sept. 2021	
- Call for expression of interest - Identification of independent consultant - Entering contract and preparation of budgets and logistics	EM Project Team	By 1 <sup>st</sup> week of October 2021	
Initial briefing with evaluator	EM; Project Team, CO-Beijing	By 2 <sup>nd</sup> week of October 2021	2

Desk review and inception Report	Evaluator	By 4 <sup>th</sup> week of October 2021	5
Stakeholder interviewing: including interviews and validation of initial results with stakeholders	Evaluator	During 1 <sup>st</sup> – 2 <sup>nd</sup> Week of November 2021	9
Development of draft report	Evaluator	During 3 <sup>rd</sup> Week of November	7
- Circulate draft report to key stakeholders for comments and factual check;  - Consolidate comments on draft report and send to the Evaluation Consultant Team leader	EM; Project Team; Stakeholders	By end of November 2021	
Finalize the evaluation report, reflecting stakeholders' comments, providing explanations on if comments were not included	Evaluator	By first week of December 2021	2
Final report approval	ILO Evaluation Office	By 15 <sup>th</sup> December 2021	
Total no. of working days for Evaluator			25

## Legal and Ethical Matters

The evaluation will comply with UN Norms and Standards. The evaluator will abide by the EVAL's Code of



Conduct<sup>18</sup> for carrying out the evaluations. UN Evaluation Group (UNEG) ethical guidelines will be followed.

The consultant should not have any links to project management, or any other conflict of interest that would interfere with the independence of the evaluation.

Ownership of data from the evaluation rests jointly with the ILO and the consultant. The copyright of the evaluation report will rest exclusively with the ILO. The use of data for publication and other presentations can only be made with written agreement of the ILO. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

#### Annexures

Annex 1: Project document

Annex 2: Progress reports

Annex 3: DWCP Mongolia (2018-2021) and the linked P&B outcomes

Annex 4: other relevant documents

(Annex 1 to 5: Documents and further details will be provided with the finally shortlisted consultant)

Annex 5: List of key stakeholders (to be finalized in consultation with the project team/stakeholders)

Organization	Name
ILO Country Office for China and Mongolia	- Director of ILO Country Office for China and Mongolia - ADFIN officer - Programme Officer

<sup>18</sup> [http://www.ilo.org/eval/Evaluationguidance/WCMS\\_206205/lang--en/index.htm](http://www.ilo.org/eval/Evaluationguidance/WCMS_206205/lang--en/index.htm)

Organization	Name
	<ul style="list-style-type: none"> <li>- ILO National Coordinator for Mongolia</li> <li>-National Project Manager, and Project Assistant of the RBSA project</li> <li>- ILO colleagues from other relevant projects (tbd)</li> </ul>
ILO CO-Beijing	<ul style="list-style-type: none"> <li>- Programme Officer, CO-Beijing</li> <li>- Senior Specialist, Social Dialogue and Industrial Relations</li> </ul>
ILO Regional Office-Bangkok	<ul style="list-style-type: none"> <li>- Chief, Regional Programme Services</li> <li>- Programme Analyst, ROAP</li> <li>- Specialist, Local Strategies for Decent Work</li> <li>- Specialist, Employment</li> <li>- Specialist, Labour administration and inspection</li> <li>- Senior Specialist, Employers' Activities</li> <li>- Regional Specialist, Workers' Activities</li> <li>- Specialist, Workers' Activities</li> <li>- Employment Specialist</li> <li>- Senior Economist, Head of RESA Unit</li> </ul>
ILO HQ	<ul style="list-style-type: none"> <li>- Technical Specialists, Occupational Safety and Health (OSH)</li> <li>- Labour Market Specialist</li> <li>- Specialist, Enterprise Formalization</li> <li>- Technical and Programme Officer, DEVINVEST</li> <li>- Specialist, Employment Policy, EMPLOYMENT</li> <li>- Senior Economist, RESEARCH</li> </ul>
ITC-ILO	<ul style="list-style-type: none"> <li>- Specialist, Labour dispute resolution</li> </ul>

Organization	Name
	- Specialists, ACTEMP and CRM and several other colleagues
Government of Mongolia	- Ministry of Labour and Social Protection (MLSP), - General Agency for Specialized Inspection (GASI), -General Authority for Social Insurance - Research Institute of Labour and Social Protection
Employer's Organisation	- The Mongolian Employers' Federation ( <a href="#">MONEF</a> )
Trade unions	- The Confederation of Mongolian Trade Unions ( <a href="#">CMTU</a> )
Research partners	- Research Institute of Labour and Social Protection - SICA - Individual researchers
	Few beneficiaries (will be sampled)

## Annex 6: All relevant ILO evaluation guidelines and standard Templates

### 1. 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)

### 2. 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)

### 3. 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)

### 4. 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)

### 5. 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)

6. 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)

7. 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)

8. 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)

9. Template for evaluation summary

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

## ANNEX D Evaluability of Human Rights and Gender Equality

### EVALUABILITY OF HUMAN RIGHTS AND GENDER EQUALITY

Mid-term evaluation exercise adopted Human Rights and Gender Sensitive Approach. To ensure this, UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>19</sup> was followed in conducting the exercise and reporting. Summary of the evaluability assessment is presented below.

Evaluability	Characteristics of the intervention	Evaluators' comments
	<p>The intervention theory has clearly considered HR &amp; GE issues (e.g. the intervention identified, from the beginning, problems and challenges that affect particular groups, inequalities and discrimination patterns in the area where it occurs, contextual or</p>	<p>Gender Equality, in particular constraints for women and youth were raised in the Project Document in the Section. Vulnerable groups were outlined and quite decent HR analysis was conducted:</p> <p><i>“The NHRCM labour rights survey in 2017 revealed a high prevalence of informality practices in SMEs: young and women workers are often not paid for their work, face arbitrary hiring and firing decisions, often work long hours, and are not declared to public authorities. All reports and studies converge in highlighting the overrepresentation of women and young people in vulnerable or precarious forms of employment either in the formal or informal economy”</i></p>

<sup>19</sup> United Nations Evaluation Group, Integrating Human Rights and Gender Equality in Evaluation, (UNEG, 2014)

High	systematic violations of rights, etc.)	
	HR & GE are clearly reflected in the intervention design (logframe, indicators, activities, M&E systems, reporting mechanisms)	<p>Project design includes cross-cutting drivers aimed at advancing human rights and gender equality:</p> <p><b>A. International labour standards:</b> Under this Country Programme Outcome, the ILO will support its constituents to give effect to the Fundamental Principles and Rights at Work, ILO Recommendation No. 204 and the direct request of the CEARC on Mongolia's report on C122. Improved labour inspection, especially after the adoption of the revised Labour Law, can engender greater compliance. Ratification of C81 and C129 will help secure reforms of the national labour inspection system, both in law and in practice.</p> <p><b>B. Equality and non-discrimination:</b> Upon advice of MONEF and CMTU, the proposed work and hence resulting impact will be focused on light industries such as cashmere, wool processing and carpet companies as well as the retail and trade sectors, which count with high numbers of young and women wage and self-employed workers. The ILO will ensure coordination with national authorities, UN agencies and other development partners in order to support its constituents in the development of new and/or improved services that address the needs of young people and women operating in the informal economy.</p> <p><b>C. Social dialogue:</b> Both the design and implementation of a model intervention to promote the formalisation of workers and economic units operating in the informal rely on social dialogue. The ILO will further strengthen the capacities of its constituents to participate in the achievement of the 2030 Sustainable Development Agenda. This enhanced capacity will include advocacy about the economic growth potential of formalisation processes drawing upon an enhanced representativeness of the social partners in the informal economy.</p> <p>Yet main goal of the Project and expected outcomes were not formulated in a gender sensitive and inclusive manner:</p> <p><i>To improve the working and living conditions of workers and economic units in the informal economy and give them a voice in the processes that affect them by facilitating the transitions from of the informal economy to the formal economy knowledge.</i></p>

		<ul style="list-style-type: none"> <li>• <i>By 2030, Mongolia achieves its Sustainable Development Vision , creating sustainable jobs for all Mongolians and becomes a high middle income country;</i></li> <li>• <i>By 2022, more economic units, waged and self-employed workers operating in the informal economy are able to transit to the formal economy</i></li> </ul> <p><b>Vulnerable groups were outlined:</b> <i>These vulnerable populations include women, youth, migrants, rural population, and persons with disabilities who tend to be overrepresentation in the informal economy</i></p> <p><b>Specific activities included</b> <i>The promotion of gender equality at the workplace and women's economic empowerment oa Action</i></p> <p><b>Specific results focused on HR advancement:</b></p> <p><i>OUTPUT 3: More and better outreach services advocated by CMTU and its affiliates to improve working conditions, skills and labour protection for workers in the informal economy with a particular focus on young and women workers</i></p> <p><b>Progress report templates do foresee regular reporting on HR&amp;GE:</b> <i>Cross cutting policy drivers:</i></p> <p><i>Describe progress on cross-cutting policy drivers (gender, non-discrimination) – analysis to take into consideration the marking.</i></p>
	<p>The intervention design benefited from a strong and inclusive stakeholder analysis</p>	<p>To some extent. Quite decent Stakeholder Analysis was conducted including motivation, constraints of each group and application for design</p>
	<p>The intervention design benefited from specific human rights and gender analyses</p>	<p>No</p>

<p>Records of implementation and activity reports contain information on how HR &amp; GE issues were addressed</p>	<p>Not quite specifically:</p> <p>Describe progress on cross-cutting policy drivers (gender, non-discrimination) – analysis to take into consideration the marking.</p> <p>Report 1. The project contributes to deepened understanding of the ILO’s Mongolian constituents on employment informality and increased commitments to engage workers and operators that are hitherto not represented in policy process and dialogues at all levels.</p> <p>Report 2. The project contributes to deepened understanding of the ILO’s Mongolian constituents on employment informality and increased commitments to engage workers and operators that are hitherto not represented in policy process and dialogues at all levels.</p>
<p>Stakeholders (both women and men) have participated in the various activities of the intervention in an active, meaningful and free manner</p>	<p>Information is sex disaggregated (examples)</p> <ul style="list-style-type: none"> <li>• 64 per cent of the training and seminar participants were women (1149 participants: 736 women and 413 men) while 64.4 per cent of the new members are women (467 members: 301 women and 166 men).</li> <li>• 18 new unions and 863 new members, 70% being women</li> </ul>
<p>Monitoring systems have captured HR &amp; GE information (e.g. the situation of different groups of people, specific indicators, etc.)</p>	<p>No M&amp;E was developed</p>
<p>Data has been collected in a disaggregated manner (e.g. by sex, ethnicity, age, etc.)</p>	<p>Data in progress reports is sex disaggregated</p>



	reflecting the diversity of stakeholders	
	Progress and results reports for the intervention include HR & GE information	No
	Context (political, institutional, cultural, etc.) where the intervention is inserted is conducive to the advancement of HR & GE	<p>To some extent. Gender Equality and Human Rights agenda is addressed duty bearers and appreciated by the UN bodies:</p> <p><i>The Committee welcomes the adoption of the Law on the Promotion of Gender Equality (2011), which prohibits gender discrimination. However, it is concerned:</i></p> <p><i>(a) That the new legislative reforms for the advancement of women lack adequate resources for their implementation and accountability;</i></p> <p><i>(b) That there is insufficient knowledge among the branches of government of the rights of women under the Convention and the Optional Protocol thereto, and of the concept of substantive equality of women and men and the Committee’s general recommendations;</i></p> <p><i>(c) That there is a lack of information on women’s access to justice and on court cases in which provisions of the Convention have been directly invoked or applied;</i></p> <p><i>(d) That women themselves, especially those in rural areas and those belonging to disadvantaged groups, are unaware of their rights under the Convention and thus lack the information necessary to claim them.</i></p> <p>Source: Committee on the Elimination of Discrimination against Women Concluding observations (2016) CEDAW/C/MNG/CO/8-9</p>

UNEG recommendations to address evaluability challenges:

- Make sure that the evaluation ToR takes full advantage of the information already produced by the intervention, and of the participation and accountability mechanisms established.

- Consult stakeholders on whether there are still areas where the HR & GE dimensions in the intervention need improvement.
- Address any possible weaknesses and recommend steps to improve the intervention, if necessary. Consult stakeholders on their ideas about how to improve.
- If necessary, include methods and tools in the evaluation that can capture new data or strengthen the existing ones on HR & GE (e.g. information on additional groups of people, changes in the context, etc.).
- Use the context (political, institutional, cultural) of the intervention in favour of the evaluation: when it is conducive, build on this support to ensure a highly participatory evaluation.

Medium	The intervention theory has considered HR & GE issues to a certain extent, with weaknesses in some areas of the intervention	yes
	HR & GE have been reflected in the intervention design to some extent (e.g. intended or mentioned, but not clearly articulated on how to address them in practice; limited to only a few disaggregated indicators such as number of men and women; addressing numbers without addressing actual changes in rights and	yes

	equality situation; clear in the narrative but not in the logframe, etc.)	
	The intervention design benefited from a stakeholder analysis, but important groups have been left out	yes
	The intervention design benefited from limited human rights and gender analyses, or from only one of them	yes
	Records of implementation and activity reports include limited data on how HR & GE have been addressed	yes
	Stakeholders have participated in the intervention to a certain extent (e.g. being informed or consulted, but not taking part in decisions; only some	yes

	groups have been consulted; etc.)	
	Monitoring systems have captured some information on HR & GE	No
	Some limited disaggregated data have been collected	yes
	Progress and results reports for the intervention include some information on HR & GE	yes
	Context (political, institutional, cultural, etc.) where the intervention is inserted is conducive, to a certain extent, to the advancement of HR & GE	yes

UNEG recommendations to address evaluability challenges:

- Understand the reasons for the limitations: are they political, practical, budgetary, time related, due to limited know-how, etc.? Consult stakeholders and documentation that may offer insights on this.

- Highlight the evaluability limitation in the evaluation ToR. Include, in the evaluation design, tools and methods that make use of the existing data, but that may also help generate new information on HR & GE. Include tools and methods that strengthen stakeholder participation.
- Pay special attention to the stakeholder analysis in the evaluation process, and who should be involved. **Make sure to consider groups that have been left out, and how to include them at this stage.**
- Include in the evaluation process an exercise to strengthen the existing HR & GE analyses.
- During the evaluation process, seek partners and documents that may have useful information on HR & GE that has not been captured by the intervention (e.g. national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.)

Low	The intervention theory failed to consider HR & GE dimensions in its design, implementation and monitoring	No
	Stakeholder, HR & GE analyses were not conducted adequately or not existent at all	No
	Data on HR & GE and/or disaggregated data are not available	No
	Stakeholder participation in the design, implementation and monitoring	Yes.The project had close collaboration with CMTU Women council (to be confirmed at the data collection phase). The project also worked with Decent Work for Youth Network (to be confirmed at the data collection phase). The organizations serving to people with disabilities were not consulted.

	<p>processes of the intervention has been minimal or has left out important groups (women, men, indigenous people, people with disabilities and HIV/AIDS, children, etc.)</p>	
	<p>Progress and results reports for the intervention do not address HR &amp; GE issues</p>	<p>yes</p>
	<p>Context (political, institutional, cultural, etc.) where the intervention is inserted is not conducive to the advancement of HR &amp; GE</p>	<p>yes</p>

UNEG recommendations to address evaluability challenges:

- Understand the reasons for the failure: are they political, practical, budgetary, time-related, due to limited know-how, etc. Consult stakeholders and documentation that may offer insights on this.
- Highlight the evaluability limitation in the evaluation ToR. Include, in the evaluation design, tools and methods that may help generate information on HR & GE, even if limited. Include tools and methods to enhance stakeholder participation.

- Pay special attention to the stakeholder analysis in the evaluation process, and who should be involved. Because the HR & GE dimensions have not been considered in the intervention, several important stakeholders will most probably have been left out.
- Include preparation of HR & GE analyses in the evaluation process.
- During the evaluation process, seek partners and documents that may have useful information on HR & GE that has not been captured by the intervention (e.g. national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.).
- In spite of the context, try to identify advocates and supporters of HR & GE and involve them from the evaluation design stage.
- During the data analysis process, pay special attention to the question whether the intervention had a negative effect on particular stakeholders. Consider and consult stakeholders on how this situation could be improved.
- Highlight the challenges of addressing HR & GE in the evaluation report, including evaluability challenges. Since HR & GE are a mandate of the UN, which should be considered in every intervention design, provide assertive recommendations for immediate action.

**Conclusions: Based on the conducted analysis the evaluability of HR&GE dimensions in “Formal employment is promoted for inclusive and diversified economic growth in Mongolia” Project is rated as “medium”.**

1. Gender Equality and Human Rights dimension was included in the Project Intervention Logic and Design.
2. Specific objectives were not formulated to achieve significant success in upholding HR&GE in Mongolia; most of indicators were not gender-sensitive
3. Vulnerable groups were outlined and their interests and needs were well embedded in the Project Design.
4. There is no *Performance Evaluation Framework* which allows collecting data in sex disaggregating manner, yet progress reflect sex disaggregated data
5. Progress reports failed to provide any progress on HR&GE.

The following UNEG recommendations are suggested to be included in M&E Evaluation Process:

- Learning about nature of current limitations: are they political, practical, budgetary, time related, etc?
- Making use of the existing data and generate new information on HR & GE.
- Considering groups that have been left out (women organizations and activists, organizations serving men and women with disability and HIV, youth and human rights organization), and how to include them at this stage.
- Include in the evaluation process an exercise to strengthen the existing HR & GE analyses. Raise this during the focus groups

• Seeking partners and documents that may have useful information on HR & GE that has not been captured by the intervention (e.g. national evaluation/statistics offices, other development agencies, civil society and community organizations, media, academia, etc.)



## ANNEX E Lessons learnt

### Lesson Learnt 1

Project Title: Formal employment is promoted for inclusive and diversified economic growth in Mongolia

Project TC/SYMBOL: MNG/18/01/RBS

Name of Evaluator: Svetlana Bronyuk

Date: 07.03.2022

*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>	The nation-wide research on informality driven by the state research institution guided by the technical expertise on the part of the ILO is a lengthy exercise challenged by the different approaches and communication but worthy of these efforts as it builds capacity of the national research institutions, generates ownership of the research and enhances potential for replicability of similar research by the state
<b>Context and any related preconditions</b>	The National Labour Force Survey of Mongolia doesn't include specific questions related to the informal economy. The undertaken nation-wide research on informality was undertaken by the Project to bridge the knowledge gap and inform future policies

<b>Targeted users / Beneficiaries</b>	National research institutions, governments, ILO programme officers
<b>Challenges /negative lessons - Causal factors</b>	The Project opted for conducting the research in cooperation with the state national research institution yet based on the ILO methodology guided by an international expert and supported by a national expert. This caused longer understanding on the part of the national research institution of the whole cooperation process and lengthened the research exercise
<b>Success / Positive Issues - Causal factors</b>	Joint process supported by a national consulted allowed to form mutual understanding on the ILO approach and methodology and raised the capacity of the national research institutions to conduct similar research work on a regular basis to inform policy makers about issues of informality
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Similar activities and resources should be foreseen at the conceptualization phase of similar projects.

## ILO Lesson Learnt 2

**Project Title: Formal employment is promoted for inclusive and diversified economic growth in Mongolia**

**Project TC/SYMBOL: MNG/18/01/RBS**

**Name of Evaluator: Svetlana Bronyuk**

**Date: 07.03.2022**

*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.*

<b>LL Element</b>	<b>Text</b>
<b>Brief description of lesson learned (link to specific action or task)</b>	Strategies on tackling informality developed by the social partners supported by the focused interventions resulted in raised capacity to address issues of informality and demonstrated commitment to implement the strategies at the nation-wide level
<b>Context and any related preconditions</b>	The RBSA project supported the development of the strategies and related activities aimed to address issues of informality by the employers' and workers' organizations providing them technical support and direct funds
<b>Targeted users / Beneficiaries</b>	Men and women working in the informal economy; employers' and workers' organizations

<b>Challenges /negative lessons - Causal factors</b>	<b>N/A</b>
<b>Success / Positive Issues - Causal factors</b>	The development of the strategies and the implementation of the targeted activities supported by the funds and technical assistance of the ILO raised capacity of the social partners to implement the strategies and plan similar activities beyond the end of the Project
<b>ILO Administrative Issues (staff, resources, design, implementation)</b>	Related outputs (development of the strategy, focused interventions and /or services undertaken by the social partners) should be included in the Projects design and the supported by budget.

## ANNEX F Emerging Good Practices

### Emerging Good Practice 1

**Project Title:** Formal employment is promoted for inclusive and diversified economic growth in Mongolia

**Project TC/SYMBOL:** MNG/18/01/RBS

**Name of Evaluator:** Svetlana Bronyuk

**Date:** 07.03.2022

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

<b>GP Element</b>	<b>Text</b>
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The Ministry of Labour and Social Protection of Mongolia (MLSP) developed online training on OSH for micro-entrepreneurs adapted for persons with disabilities to be studied any time, at self-paced mode, at any location
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	SME and individual entrepreneurs operating in the informal economy are hard to reach to provide training on OSH. It is estimated that in Mongolia more than 50% of labour force work in the informal economy. The online training on OSH for micro-entrepreneurs adapted for persons with disabilities could be studied any time, at self-paced mode, at any location provided that the country has adequate internet coverage.

<b>Establish a clear cause-effect relationship</b>	The online inclusive training on OSH for micro-entrepreneurs adapted for persons with disabilities could be studied any time, at self-paced mode, at any location including persons with limited mobility, persons with hearing disability, persons with vision disability
<b>Indicate measurable impact and targeted beneficiaries</b>	Targeted beneficiaries: micro-entrepreneurs adapted for persons with disabilities
<b>Potential for replication and by whom</b>	Tripartite constituents could replicate similar trainings to maximize coverage of micro-entrepreneurs including micro-entrepreneurs with disabilities
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	The ILO's Strategic Plan for 2022–25 (articles 27 – addressing the need to leave no one behind, formalization of informal work, protecting and empowering of disadvantaged groups; articles 29-30 – addressing safety and health at work
<b>Other documents or relevant comments</b>	Training platform on occupational safety and health for micro-entrepreneurs): <a href="https://skillup.mn/course/615d3c2ebc0794234f4a394a">https://skillup.mn/course/615d3c2ebc0794234f4a394a</a>

## Emerging Good Practice 2

**Project Title:** Formal employment is promoted for inclusive and diversified economic growth in Mongolia

**Project TC/SYMBOL:** MNG/18/01/RBS

**Name of Evaluator:** Svetlana Bronyuk

**Date:** 07.03.2022

*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 GASI conducted awareness raising campaigns for wide population through the series of videos explaining benefits of social insurance
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Awareness raising campaign was conducted through the series of videos for wide population to explain the benefits of formal employment. Video sessions on social insurance benefits included 6 videos on pensions (1), enemployment (2), short term benefits (3), employment injuries (4), voluntary social insurance (5), online services of social insurance (6)

<b>Establish a clear cause-effect relationship</b>	Video sessions on social insurance benefits educate wide population including young men and women, why formal employment is important today to be better protected in future
<b>Indicate measurable impact and targeted beneficiaries</b>	All groups of population including unemployed men and women
<b>Potential for replication and by whom</b>	Tripartite constituents and especially governments could explain legislation and state benefits for population in an easy-to-learn mode to educate wide population
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	The ILO's Strategic Plan for 2022–25 (articles 24 – addressing change in the world of work, articles 27 – addressing the need to leave no one behind, formalization of informal work, protecting and empowering of disadvantaged groups; articles 29-30 – addressing safety and health at work
<b>Other documents or relevant comments</b>	<p><b>Video sessions on social insurance benefits (in the Mongolian language)</b></p> <ul style="list-style-type: none"> <li>▶ Тэтгэврийн даатгал (pensions): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777055/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777055/lang--en/index.htm</a></li> <li>▶ Ажилгүйдлийн даатгал (unemployment): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777068/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777068/lang--en/index.htm</a></li> <li>▶ Тэтгэмжийн даатгал (short term benefits): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777056/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777056/lang--en/index.htm</a></li> <li>▶ Үйлдвэрлэлийн осол, мэргэжлээс шалтгаалсан өвчний даатгал (employment injuries): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777071/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777071/lang--en/index.htm</a></li> <li>▶ Сайн дурын даатгал (voluntary social insurance): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777054/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777054/lang--en/index.htm</a></li> <li>▶ Нийгмийн даатгалын цахим үйлчилгээ (online services of Social insurance): <a href="https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777073/lang--en/index.htm">https://www.ilo.org/beijing/information-resources/public-information/multimedia/WCMS_777073/lang--en/index.htm</a></li> </ul>

## Emerging Good Practice 3

**Project Title:** Formal employment is promoted for inclusive and diversified economic growth in Mongolia

**Project TC/SYMBOL:** MNG/18/01/RBS

**Name of Evaluator:** Svetlana Bronyuk

**Date:** 07.03.2022

*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 Decent Work for Youth Network developed awareness-raising campaign to promote benefits of the new labour law for youth based on typical characters representing young men and women facing challenges in the labour market including young persons with disabilities
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	Mongolia revised its labour law and tripartite constituents required assistance in its wide promotion. The Decent Work for Youth Network developed awareness-raising campaign to promote benefits of the new labour law for youth using youth-appealing formats and approaches
<b>Establish a clear cause-effect relationship</b>	The Decent Work for Youth Network developed youth characters to be depicted in the campaign to show how the new law addresses their rights including young men and women and persons with disabilities. Outlining various groups of youth establishes better understanding of their challenges in the employment markets and shows how a certain policy could address them
<b>Indicate measurable impact and targeted beneficiaries</b>	<p>Targeted beneficiaries (young men and women including young persons with disabilities) were reach through social media using paid promotion:</p> <p>The target Planned Reach for posters and infographics were planned as 125k – 396k. Reached 419,185 Target Audience = (205,554 for Poster + 213,631 for Infographics)</p> <p>The target Planned reach for Graphic Video is 40k-100k. Reached 80,685 Target Audience</p> <p>The target Planned reach for Podcast is 50k. Reached 88,777 Target Audience</p>
<b>Potential for replication and by whom</b>	Tripartite constituents and youth groups

<p><b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b></p>	<p>The ILO's Strategic Plan for 2022–25 (articles 24 – addressing change in the world of work, articles 27 – addressing the need to leave no one behind, formalization of informal work, protecting and empowering of disadvantaged groups)</p>
<p><b>Other documents or relevant comments</b></p>	<p>6 social media posters, Access <a href="#">posters here</a> on YOUTHinc's web page for Decent Work for Youth Network.</p> <p>6 infographics, Access <a href="#">infographics here</a> on YOUTHinc's web page for Decent Work for Youth Network.</p> <p>6 graphic videos were produced to explain key provisions of the new Labor Law that are most relevant to young people and convey them in format and style suitable for young people. Access <a href="#">videos here</a> on YOUTHinc's webpage for Decent Work for Youth Network.</p> <p>1 Video Podcast + 1 (Additional) Audio Podcast on the revised Labor Law and its implications for youth was recorded and disseminated. Access <a href="#">videos here</a> on YOUTHinc's webpage for Decent Work for Youth Network.</p>

## ANNEX E Status on Project's delivery per outputs

Outputs	Units	Unit's cost	Total	Intended Results	Delivered Results
<b>Output 1: A knowledge-based strategy to promote sustainable transitions from the informal to the formal economy in the contexts of UNDS reform is developed and implemented by the tripartite constituents in partnership with key development actors. Duration: January – June 2019</b>					
4 Briefs / Strategy	4	20 000	80000	Action-oriented research produced and validated by the stakeholders who will take upon the actions in the areas of their competence. A plan of action will be developed by compiling these actions, of which implementation progress and impacts will be monitored	<p>Research Produced:</p> <ol style="list-style-type: none"> <li>1.The state of informal employment in Mongolia: Survey report</li> <li>2.Collection of cases documenting non-standard forms of employment – MLSP.</li> <li>3. Future of work report – MONEF and CMTU</li> <li>4. Assessing institutional capacity of labour inspection ILO Approach to Strategic Compliance Planning for Labour Inspectorates was published in the Mongolian language and discussed with GASI and labour inspectors in September 2019</li> </ol> <p>Experience Sharing and Advocacy:</p> <ol style="list-style-type: none"> <li>1.General Agency for Social Insurance used the ILO tool, Extending Social Security to workers in the informal economy: Lessons from international experience. The tool has been translated into Mongolian.</li> <li>2. On voluntary social insurance, GASinsurance has expanded its partnership with CMTU affiliates representing workers in the informal economy through customized training and awareness raising in urban and rural areas. A Plan of Actions: The ILO provided an outline of a mid-term</li> </ol>
Validation Forums		Lump sum	10 000		
Experience Sharing and Advocacy		Lump sum	20 000		
Missions		Lump sum	10 000		



					plan for labour inspection strategy to GASI
		<b>Total</b>	<b>120 000</b>		<b>80% delivered vs planned, validation forums were not conducted</b>
<b>Output 2: More and better outreach services to promote the formalization of economic units operating in the informal economy advocated by MONEF including through alliances with organizations of informal enterprises</b>					
MONEF's activities	2	50 000	100 000	New Services and operational strategies to reach informal business operators; Evidence-Based policy Recommendations; Enhanced capacity of the MONEF to monitor SDG 8.3	1. Strategy produced 2. CRM installed 3. In Business training
Missions		Lump sum	25 000		
		<b>Total</b>	<b>125 000</b>		<b>80% delivered vs planned, activities to enhance capacity of the MONEF to monitor SDGs were not delivered</b>
<b>Output 3. More and better outreach services advocated by CMTU and its affiliates to improve working conditions, skills and labour protection for workers in the informal economy with a particular focus on young and women workers</b>					
Raising awareness on informal economy within CMTU	2	50 000	100 000	Strategic Planning Increased services that better address needs of workers in the informal economies Collective Bargaining Provision of legal support Outreach and organizing of women and young informal workers Monitoring and documenting outreach experiences Policy advocacy for decent work and transition from the informal to formal economy Monitoring SDG implementation by the government	1. In January 2019, CMTU adopted its Plan of Action on the informal economy which benefited from grassroots consultations during 2018. To facilitate learning from other unions on responding to workers in the informal economy ACTRAV integrated interregional union exchange as part of the collaboration with CMTU. National unions from Uzbekistan, Kyrgyzstan, and Mongolia met twice. 2. Informal economy unions (863 new members) established during the partner programme with the ILO; and trained trade union officers in the national OSH legislation in relation to the workers in the informal economy. 3. The CMTU Legal center has developed a guide to its services for members
Missions		Lump sum	25 000		

				<p>and workers in the informal economy.</p> <p>4. Local pilots, training, a series of consultations have been supported for organizations of market vendors, transport workers, retail workers and rural workers strengthened and expanded with own action plans and for selected groups of workers, especially market vendors, transport workers and construction crane operators, supported in collective agreements.</p> <p>5. TU leaders, members and workers have resumed virtually. CMTU trained new union members and leaders in the informal economy as part of testing newly developed training materials.</p> <p>6. Two new pilot initiatives have been launched in late 2020: an on-site information centre to reach out to coal freight truck drivers near Chinese border at distance 800 km away from Ulaanbaatar and an online information centre/shared office for informal sector unions in Ulaanbaatar.</p> <p>7. Bilateral and tripartite virtual dialogues with the government and local authorities involving unions and members in the informal economy with a focus on current challenges and recovery measures.</p> <p>8. Targeted campaigns and awareness raising for construction workers, young and women workers in retail trade and markets, and rural informal workers.</p> <p>9. Enhancement of membership registration software and updated data entry of members in the informal economy.</p> <p>10. Under the project, review of the NSO Informal Employment Statistics has been integrated into tripartite technical seminars and discussions hosted by CMTU, MLSP and GAS Insurance. Discussion continued at the MLSP policy seminars</p>
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					and deliberations of the tripartite-plus working group.
		Total	125 000		<b>100% delivered vs planned</b>

**Output 4. Technical assistance is provided to the government to increase the efficiency of labour and workplace inspections with a view to facilitate the transition to formality with a special attention to young and women workers**

<b>Annual Lump Sums</b>	2	60 000	120 000	Revised labour law	1.Revised labour law
Missions		Lump sum	25 000	<p>New procedures, guidelines and regulations to increase fundamental principles and rights at work in the informal economy;</p> <p>Reviewed and tailored international good practices on Labour Inspections</p> <p>Trained labour inspectors</p> <p>Improved monitoring and labour inspection practices including its responsiveness to the needs of young and women workers and business operators in the informal economy</p>	<p>2.Assessing institutional capacity of labour inspection ILO Approach to Strategic Compliance Planning for Labour Inspectorates informed the development of a new EU-funded project on SDG-Aligned Budgeting to Transform Employment In Mongolia with planned support to labour inspection in 2021-2024.</p> <p>3.The MLSP's pre-election plan to develop a State Policy on the Informal Economy (Formalization) has not been explicitly reflected in the post-election government policy and action plan. However, the policy is in the agenda of National Tripartite Agreement for Labour and Social Consensus for 2021-2022.</p> <p>4.The findings of discussions and studies produced under the RBSA project has fed into the draft of 10-year targeted programme, which has not yet approved. The draft is shared with evaluation consultant.</p> <p>5.Findings of the Research on non-standard forms of employment in Mongolia (deliverable under output 1) and the assessment of LDR system (deliverable under output 4) have fed into the tripartite technical working group discussions and the Parliamentary working group on the draft labour law.</p> <p>6.ILO provided technical assistance to NSO in</p>

				<p>analyzing labour force survey data and preparing Statistical Factsheet on informal employment based on the new LFS data, which integrated the 19th ICLS Resolution concerning statistics of work, employment and labour underutilization. Review of the NSO Informal Employment Statistics has been integrated into technical seminars and discussions hosted by MLSP, GASInsurance and CMTU. Discussion will continue at the MLSP policy seminars and deliberations of the tripartite-plus working group.</p> <p>7. Effective labour dispute resolutions (LDR) have proven to be a critical mechanism in addressing informality. A functioning system of LDR prevent informalization of employment; address informality issues at the workplace and give workers and business operators in informal economy access to justice and labour protection.</p> <ol style="list-style-type: none"> <li>a. 4 participants from MLSP, CMTU and MONEF attended the ITC/ILO training course on Building effective labour dispute prevention and resolution systems in Turin, Italy between 28 October and 1 November 2019.</li> <li>b. In November 2020 national assessment was completed by a tripartite working group established for this purpose. Based on its findings and recommendations, the tripartite working group agreed a plan of actions. Due to the strict lockdowns in November 2020-January 2021 followed by the change of Government in January 2021, the MLSP has submitted its proposal of</li> </ol>
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				<p>actions for the ILO support in February 2021.</p> <p>c. ITC-ILO five week customized distance learning course for Mongolian tripartite constituents 25 May - 3 July 2020.</p> <p>d. The ILO's Labour Dispute Systems: Guidelines for Improved Performance has been published in the Mongolian language. With the technical assistance from the ILO, the MLSP, supported by the ILO and ITC/Turin used it as a main reference to assess the strengths and weaknesses of the existing tripartite labour dispute prevention and identify areas for actions.</p> <p>8.Consultancy team has worked to develop operational rules of local tripartite dispute resolution committees;</p> <p>9.Developing measures to extend social security coverage to workers in the informal economy by using the ILO's new resource package on Extending social security to workers in the informal economy</p> <p>a. Three knowledge sharing technical consultations on social protection extension strategies in December 2020 to feed into broader discussions and debate on social insurance reform. Based on the ILO resource package, GASInsurance and MLSP are developing information briefs to be disseminated at the national consultative workshop in late June 2021.</p> <p>b. Pilot initiative to reach out to workers in the informal sector through their co-</p>
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					<p>workers and union representatives specifically trained as voluntary social insurance advisers (training and follow-up support at workplaces) in September 2020-June 2021. Refresher training was held in April 2021. Experience sharing workshop will be held in June 2021.</p> <p>c. Awareness raising campaign targeted workers in the informal economy has been scaled up in partnership with CMTU (February-June 2021).</p> <p>9. Technical advice to government on OSH</p> <p>a. OSH global tools such as WISE, WIND and WISH and organize related trainings has been revised at the request of MLSP due to COVID-19 and post-election changes in legislative and operational frameworks.</p> <p>b. OSH training programme for informal economy was developed and adopted</p> <p>c. National OSH Action Plan for 2021-2025 with a special focus on informal economy and tripartite consultations was approved.</p>
		Total	145 000		<p><b>100% delivered vs planned. Activities related to labour inspection were substituted by the LDR assessment and development of OSH strategy</b></p>
<p><b>Output 5. Enhanced visibility and increased participation of ILO constituents in the development and implementation of the UNDAF</b></p>					

Annual Lump Sums	2	15 000	30 000	<p>Technical assistance to the activities within tripartite plus group</p> <p>Joint cooperation with the UN agencies to address the social and economic needs of vulnerable groups in the informal economy: women, youth, migrants, rural populations and persons with disabilities who tend to be over represented in the informal economy.</p> <p>Good understanding on the part of tripartite constituents of the new generation of UNDAF and of the UNDS reform</p>	<ol style="list-style-type: none"> <li>1. Regular information sharing and update is ongoing, including through the project on SP-Herders, which is a UN Joint Programme on Social Protection.</li> <li>2. At the tripartite plus working group meetings and policy seminars have been organized on informal economy. This group includes tripartite partners, as well as representatives from UNRCO, IOM, UNDP, among others. Reports listed below have also been shared and discussed. <ol style="list-style-type: none"> <li>a. State of informal employment in Mongolia, NSO</li> <li>b. Non-standard forms of employment in Mongolia, MLSP</li> <li>c. Future of work challenges and the informal economy in Mongolia</li> <li>d. The COVID-19 impact on the informal economy, MLSP</li> </ol> </li> <li>3. The project also supported social partners in shaping their strategies to engage in the development and implementation of UNSDCF.</li> <li>4. The project supported organization of a tripartite meeting on UNSDCF, One UN and how social partners and the ILO will fit in the picture.</li> <li>5. Translation and publication of the ACTRAV tool “United Nations Sustainable Development Cooperation and the Decent Work Agenda: A Trade Union Reference Manual”</li> <li>6. ACTRAV training workshop with CMTU in May 2021</li> <li>7. Translation and publication of the ACTEMP tool “Operational Guidance for EBMOs on Common Country Assessments in</li> </ol>
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					the context of UNSDCF” in May-June 2021 8.ACTEMP workshop with MONEF in early July 2021
		Total	30 000		<b>100% delivered vs planned</b>
			<b>Grand Total</b>		
			<b>545 000</b>		