

Mongolia
Ministry of Education, Culture, Science and Sports

**Preparatory Survey
on the Project for Human Resource
Development Scholarship
in Mongolia**

Final Report

June 2020

Japan International Cooperation Agency (JICA)

Japan International Cooperation Center (JICE)

GL
JR
20-014

SUMMARY

1. Summary of the Preparatory Survey

Background of the Survey

The Project for Human Resource Development Scholarship (hereinafter referred to as “JDS”) was first launched in Uzbekistan and Laos in fiscal year (FY) 1999 as part of the “100,000 International Students Plan” of the Japanese government, with the aim of developing human resources who can play core roles in the formulation and implementation of social and economic development policies in developing countries. The project has later been introduced to other countries as well, and has accepted 4,662 international students from a total of 18 countries since the first intake of international students in FY 2000 up to FY 2019.

Since FY 2009, the project was gradually switched to a new system as adopted by partner countries subsequently. In this system, an intake framework in four batches is planned, based on the aid policies of the Japanese government and the development issues and the human resources development needs of the target countries. Furthermore, the target of the project is limited to civil servants who are involved in the formulation and implementation of policy in development issues.

The basic research projects conducted by JICA, “Factor Analysis Concerning Results of the JDS Projects” (FY2014) and “JDS Effect Verification” (FY2019) (hereinafter referred to as the JDS basic research), verified the effectiveness and carried out a comparative analysis of JDS in the target countries, and demonstrated the proposal of future project enforcement policies and strategies. In the FY2019 basic research, the average degree recipient rate of JDS fellows from all 13 countries surveyed was 98.7%, and the average civil servants incumbent rate was still high at about 80%. In the questionnaire for returned fellows, it showed that the pro-Japanese feelings were deepened through JDS, and the knowledge and skills acquired in Japan were sufficiently useful even after a number of years had passed since they returned to their home country. Also, the fact that the senior job position incumbent rate has increased in 9 out of 11 countries since the last basic research project confirms that the rate improvement relates to the continuity of JDS. On the other hand, based on the active cases of competition with other donors, such as Australia, South Korea and China, the future directions of JDS were proposed as follows: 1. target clarification, 2. selection strategy, 3. increasing additional value, and 4. branding.

Mongolia has been one of the target countries since 2001, the third year from the beginning of the JDS Project, with 340 JDS participants dispatched to Japan until 2019 including the first-term JDS participants in 2002. Acceptance of JDS Fellows in fiscal year 2020 will mark the completion of sending JDS Fellows in the framework designed in 2016. Under such circumstances, this Preparatory Survey was decided to be conducted with the aim of verifying the appropriateness of implementation of the project and properly reflecting the policy of Japan’s economic cooperation to Mongolia, relevant JICA programs, etc. in the formulation of the project based upon the needs

of the government of Mongolia.

Objectives of the Survey

The main objectives of the survey are as follows:

- To analyze current situation in Mongolia and needs for human resource development, and formulate a framework for the next four batches starting in FY 2020 (dispatch in FY 2021).
- To formulate a basic plan for each priority area, based on the framework, and estimate a budget necessary for the implementation of the project.

Method of the Survey

As part of the preparatory survey, the field survey in Mongolia has been conducted from January to February 2020. In the field survey, the survey team energetically conducted interviews from 24 ministries and agencies, and one local government. This enabled to understand the human resource development needs of each organization. In addition, the second survey was canceled due to the travel restrictions caused by COVID-19 epidemic, however in cooperation with a local Mongolian consultant, a remote questionnaire survey and interview survey from Japan were also conducted.

- January and February 2020: Field survey
 - (1) Setting priority areas (Sub-Programs) and development issues (Components) in accordance with Japanese government's economic cooperation policy for Mongolia and development needs of Mongolia
 - (2) Selecting accepting universities in Japan which would provide appropriate educational programs corresponding to each Sub-Program/Component
 - (3) Selecting target groups corresponding to each Sub-Program/Component
 - (4) Confirming the implementation structure of the project
- March 2020: Estimating the project scale
- April 2020: Drafting the basic plan for each Sub-Program/Component
- May 2020: Interviews from JDS returned fellows

Results of the Survey

(1) Project Design

The following table shows the JDS priority areas and key development issues and accepting universities identified on the basis of the field survey. Although this framework is for master's programs, in accordance with the JDS doctoral program operation policy for all countries, it is also required that the research themes of doctoral programs match the target development issues in the JDS Project plan of each country.

The Framework of the JDS Project in Mongolia (from JDS Fellows 2021 to 2024)

Priority Area (Sub-program)	Development Issue (Component)		Accepting University	Slots
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	Saitama University (GS of Humanities and Social Sciences)	2
		1-1-2 Public Policy	Meiji University (GS of Governance Studies)	2
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	International University of Japan (GS of International Relations)	2
		1-2-2 Business and Economic Legal System	Kyushu University (GS of Law)	1
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		International University of Japan (GS of International Management)	2
			Hiroshima University (GS of Humanities and Social Sciences)	2
	2-2 Developing High-quality Infrastructure to Underpin Growth		Nagaoka University of Technology (GS of Civil and Environmental Engineering)	2
	2-3 Improving Urban Environment Management		University of Tsukuba (GS of Science and Technology)	2

(2) Number of Slots

Following adjustments made by the Ministry of Foreign Affairs of Japan and the JICA before this preparatory survey was conducted, it was agreed that the number of available slots for the next phase of the JDS Project would be reduced to ensure its continuity as a result of comparing the income level and population size of Mongolia with other JDS implementing countries. The maximum number of slots for master's programs will be reduced from 20 to 15 and doctoral programs from two to one. The changes to the number of slots were explained to the Operating Committee by the JICA in August 2019 and have been agreed.

(3) Target Organizations

The JDS Project had been open to all civil servants. However, in light of its objective of developing core human resources of central government ministries and agencies, it was agreed that applicants would be limited to core civil servants (special state service positions and public administration positions) by excluding political positions and support service positions¹ from the next phase. Officials of the Bank of Mongolia and the Development Bank of Mongolia, although they are not civil servants, will continue to be eligible to apply as they are expected to make a direct contribution to successfully dealing with development issues such as public financial management, and financial and capital market policy. Slots reserved for the private sector will be

¹ Political position is the ones that are filled by elections, appointed by discretion of appointers, or assistants who directly report to them. Support service position perform support services of the nation, such as medicine, education, science, culture, and art.

abolished in order to make the JDS Project more effective by offering a limited number of scholarships in light of the project original objective. It was also confirmed that the Operating Committee should have discussions if any additions and/or deletions need to be made to the main target organizations during the phase.

(4) The Operating Committee

The new Civil Service Law enforced in 2019 specifically provides that the Cabinet Secretariat must engage in the professional development of civil servants and the improvement of their skills and competence jointly with the Civil Service Council. It was announced that a Civil Service Human Resources Management Department would be established within the Cabinet Secretariat. Japanese Operating Committee members subsequently suggested that the Cabinet Secretariat be admitted to the Operating Committee and the current Operating Committee members agreed to the suggestion. The Cabinet Secretariat also serves as a counterparty in the Australian scholarship program.

Regrettably, the Cabinet Secretariat's consent to serving on the Operating Committee could not be obtained during this preparatory survey period as it had not been decided who would be the head of the new department or when it would be established. It is therefore necessary to obtain the Cabinet Secretariat's consent before its first Operating Committee is held and to have further discussions about the effective operation of the Committee including the allocation of duties of dealing with reinstatement measures between the Civil Service Council.

It was also agreed that the Mongolia-Japan Center for Human Resources Development, which had given advices in the process of examining the candidates from private sector in the current phase, would be removed from the Operating Committee as slots reserved for the private sector would be abolished in the next phase.

Operating Committee Member

Country	Role	Member
Mongolia Side	Chair	Ministry of Education, Culture, Science and Sports
	Member	Ministry of Finance
	Member	Civil Service Council
	Member	Cabinet Secretariat
Japan Side	Vice-Chair	Embassy of Japan in Mongolia
	Member	JICA Mongolia Office

(5) Evaluation of Relevance of the JDS Project

The consultant analyzed relevance between JDS and development programs in Mongolia, based on national development plan and strategy of the Mongolian government and the general circumstances of the relevant sectors. The priority areas of JDS Project match with the priority areas announced by the Mongolian government at “Long-term Sustainable Development Vision of Mongolia 2016–2030” and “Vision 2050”, and will promote the strategic orientation.

In the Country Assistance Policy for Mongolia formulated in December 2017 by the Japanese government, “Realization of Sustainable Economic Growth and Stable social Development” is set as the basic policy of assistance (overall goal) and “Improving Public Financial Management”, “Environment-friendly and Balanced Economic Development” are set as priority areas (mid-term goal). The JDS Project seeks to develop the competencies of key personnel at the government authorities with responsibility for the relevant fields. JDS is highly relevant to the assistance policies of both Japanese government in relation to ODA programs.

Thus, the JDS Project can be seen as a project that will help the country of Mongolia to achieve the goals of its medium- to long-term development plan, by providing high-level education to key personnel in government. It is highly consistent with aid policy and the philosophy of overseas aid in Japan. By augmenting other aid programs in areas such as technical cooperation and ODA loans, the JDS Project provides additional synergies for the benefit of Mongolia.

2. Recommendations

(1) Implementation of JDS with Awareness of Diplomatic Effects

In Mongolia, because of its economic situation, it is approaching the phase of studying exit strategies for foreign student support projects through grant aid. Therefore it is also necessary to focus on developing human resources who can become a bridge between the two countries will be more conscious of expectations for diplomatic effects. In addition to JDS, various JICA long-term training programs are being implemented, so it is necessary to characterize that JDS is a project that is more conscious of diplomatic effects in order to differentiate and organize from other programs.

(2) Critical Mass Formation

In relation to the JDS Project in Mongolia, from the perspective of critical mass formation at central ministries and government offices, conspicuous outcomes have not been generated, compared with the situation in other countries. Against the backdrop of such situation, there exist many JDS returned Fellows who have changed their jobs to work in the private sector. The employee turnover rate is high for civil servants, which is a circumstance unique to Mongolia. Moreover, despite the fact that civil servants are targeted, university faculty members and researchers have been included thus far. Thus, the number of successful civil servant applicants at central ministries and government offices remains about a half of the fixed number of successful applicants.

However, it has been determined that targets would be limited to core civil servants starting with the next phase. This will make it possible for civil servants who belong to central ministries and government offices to be targeted more intensively. Many more successful applicants from central ministries and government offices can be expected in the future, and it has become possible to observe movements for critical mass formation. In the Bank of Mongolia, JDS returned Fellows

account for about 8% of the manager-level posts currently. As such, critical mass formation is currently in the process of developing, and focused promotion activities will be implemented for target organizations in which critical mass formation can be expected in the future, which lead to favorable outcomes.

(3) Implementation Coordination

During this preparatory survey, an agreement was reached with the Mongolian government about a new framework of the Operating Committee. The Head of the External Cooperation Department of the Ministry of Education, Culture, Science and Sports, who will continue to serve as chairman of the Operating Committee, has a very good knowledge and appreciation of the JDS Project and, with the need for human resources development in Mongolia in mind, he will certainly offer a fresh perspective and active discussion opportunities to the Operating Committee. He is a flexible decision maker with a broader viewpoint on Mongolia. His service as chairman of the Operating Committee will undoubtedly help to put in place a framework that further improves the quality of the JDS Project.

It was also agreed that a representative from the Civil Service Human Resources Management Department, a new department due to be established within the Cabinet Secretariat, would be appointed to serve on the Operating Committee as a new member. The new Civil Service Law enforced in 2019 specifically provides that the Cabinet Secretariat must engage in the professional development of civil servants and the improvement of their skills and competence jointly with the Civil Service Council. Upon admission to the Operating Committee, the Cabinet Secretariat is expected to propose human resources development plans that align with the circumstances in Mongolia and contribute to enhancing the quality of the JDS Project.

(4) Points to Note on Recruitment Activities

In order to achieve JDS objectives, obtaining excellent candidates can be a precondition. Therefore, it is important to collect more excellent applicants from main targeted organizations in the recruitment activities. To do so, by utilizing human relationships with persons in charge of JDS of the ministries and agencies which will be the target organizations and obtaining cooperation and information in the ministries, a certain effect is anticipated.

It is also important to actively communicate the benefits and advantages of the JDS Project to officials of government ministries and agencies. In Mongolia, it is effective to appeal the advantages of JDS as compared to the Australian government scholarship project, which is also targeted at government officials.

In addition, in the JICA Development Studies Program (JICA-DSP), which JICA is promoting now, the fact that international students can learn not only from research in their specialized fields but also Japan's development experience would also be an attractive point. In Mongolia, since it is widely known that those who have studied in Japan have become Diet members and

government officials and are playing an active role at the forefront of solving development issues, it will be effective to enhance the brand power of studying in Japan by disseminating these case widely².

(5) Use of JICA Experts and Policy Advisers

Cooperation of JICA experts and policy advisers is important for JDS. Despite such fact, in reality, information about JDS has not been sufficiently provided to JICA experts or policy advisers. Therefore, although acquisition of cooperation is obtained from the JICA Mongolia Office, explanatory meetings for experts related to the targeted ministries should be implemented. Opportunities for seeking cooperation so as to search for collaboration involving other JICA projects and JDS will be required.

In Mongolia, the target will be limited to core civil servants from the next phase. Therefore, it is necessary to strengthen the application promotion activities to central government ministries and agencies. For example, it seems effective to ask experts and policy advisors to submit short lists to recommend government officials in their dispatched organizations.

(6) Points to Note on Selection Activities

Target organizations interviewed in this preparatory survey cited that their civil servants' poor command of English was the major factor that held them back from applying for the JDS Project. Although these organizations are keenly aware of the need for English language courses, they find it hard to independently organize and provide one for their staff. In view of this, it is proposed that, from the next phase, an 81-hour English language course be provided to shortlisted candidates. The English language course offered during the selection process will help candidates prepare for more specialized interviews and also give an opportunity to study abroad to excellent candidates who would otherwise fail to be shortlisted due to their lack of English skills. Moreover, the English language course will add value to the JDS Project and give a competitive advantage over other scholarship programs, and ultimately attract as many good candidates as possible to the JDS Project.

(7) Reinstatement Measures

In Mongolia, the cases in which JDS Fellows were not allowed to be reinstated into their old positions at their original organizations after returning home (e.g., for a reason that no vacant post existed due to organizational reorganization) and could not be reinstated occurred each year. In relation to the following measures for reinstatement of JDS Fellows have been undertaken: (i) adoption of a three-party agreement among JDS Fellow, his or her organization, and the Operating Committee; and (ii) joining to the JDS Operating Committee of the Civil Service Council, which is expected to play a certain role in reinstatement of JDS fellows. Moreover, the Cabinet

² A member of Parliament and Minister of Energy have experience to study in Japan, as of June 2020.

Secretariat will join as a member of the Operating Committee from the next phase. Therefore, it can be expected that the risk of default of the three-party agreement can be avoided.

In addition, as an example of inability to be reinstated thus far, another employee was assigned to a post prior to studying abroad by a JDS Fellow, such personnel affair was continued even after returning home by such JDS Fellow, and such JDS Fellow was not allowed to be reinstated by the organization for a reason that no other vacant post existed. However, targets for application have been limited to core civil servants from the next phase. In relation to core civil servants, hiring of temporary employees while studying abroad is permitted under the new Civil Service Law. Therefore, posts for JDS Fellows can be ensured even following return home, and an environment in which such JDS Fellows can be easily reinstated exists. Thus, effects for measures for reinstatement can be also expected.

In Mongolia, on the other hand, appointment to departmental heads or above is politically motivated and is likely to be significantly affected by a regime change. Civil servants will have less and less job security as they move up the career ladder. There is a huge pay gap between the private sector and the public sector and it prompts civil servants to make a career move to the private sector. Despite these social factors, it is important to urge main target organizations to give more career opportunities to those who have undertaken professional development on the JDS Project, while raising the reinstatement rate to the maximum extent possible.

(8) Implementation in collaboration with the other ODA project

In implementing JDS as an ODA project, further collaboration with the other ODA projects is of importance from the viewpoint of Support for Development as with the other cases, not that of a scholarship program for individuals. For example, it can be linked to the expression of the synergistic effect of the entire ODA project by creating a mechanism for recommending excellent human resources to JDS among young administrative officers who have been engaged in other JICA projects, or allocating JDS returned fellows to ODA projects.

In addition, it seems possible to exchange opinions and share knowledge on effective recruitment of highly capable candidates and to make guidance on these scholarships during the course of recruitment such as JDS recruitment briefings among the persons in charge of Japan's scholarship projects such as SDGs Global Leader Program implemented by the JICA Mongolia Office and Japan MEXT government-sponsored foreign student study program implemented by the Embassy of Japan in Mongolia.

In order to strengthen the capacity of young administrative officials, etc. who contribute to the promotion of socioeconomic development, it is thought to be possible to increase the synergistic effect of Japan's other projects by cooperating with and supplementing the other projects, not by JDS only. With regard to a role of the implementing agent, it is important to implement JDS while being conscious of cooperation with the other ODA projects: the JICA Human Resource Development Project in Mongolia, among others.

(9) Need for Enrichment Programs

Ministries and agencies visited in the field survey requested arranging for a more practical training based on an internship at government offices and enterprises during the two-year stay in Japan as a beneficial step. Further endeavors should be made, which are likely to deliver such added value for the purpose of improving JDS fellows' skills, helping build a human relationship serving as the foundation for a good relationship between both countries and generating differentiation from other scholarship programs. In so doing, instead of merely asking each accepting university to usefully spend special program expenses, it will be necessary to consider introducing a scheme that can be used for activities that will lead to effects after returning to Japan.

(10) Importance of Japanese Language

Acquiring knowledge of the Japanese language is helpful to understand the Japanese mind and spirituality more deeply and to help to form a bridge between Japan and Mongolia in the future. If the purpose of JDS Project is not only to acquire knowledge in a specialized academic field but also to foster human resources that will contribute to the friendly relations between the two countries in the future, it is necessary that among the activities of the project there is a program that teaches Japanese language. As a certain level of Japanese conversation skill is a common feature among returned fellows who maintain their connection with Japan after returning to their home country, the effectiveness of acquiring the Japanese language has been confirmed to contribute to strengthening bilateral relations. In light of this situation, there is a plan to organize around 70 hours of Japanese language training for JDS fellows in Mongolia by the Mongolia-Japan Center for Human Resources Development in the next phase before they leave for Japan.

(11) Japanese language courses

Through use of characteristics of studying in Japan, which is a JDS Project, Japanese language courses were established to develop human resources who can handle the Japanese language and work in the center of the Mongolian Government after returning home, during the period from 2002 until 2008. After the transition to the new system of JDS, although the Japanese language course was abolished, it was decided to target the human resources who can speak Japanese in the private sector slots newly established from the previous phase. One to two persons³ have been dispatched to Japanese courses each year since 2017. Under the old system, among JDS returned Fellows who completed the Japanese courses, as described above, there exists a Fellow who contributed to promotion of friendly relations between Japan and Mongolia. To honor such achievements, the ambassador's award was provided to such Fellow by the ambassador of the Embassy of Japan in Mongolia. Such Fellow contributes to enhancement of the relationship with Japan as a pro-Japanese person.

In response to abolishment of the slots for the private sector through a preparatory survey, it was determined that Japanese language courses would be abolished automatically. From the viewpoint of fostering personnel who are to contribute to friendly relations between the two countries, it seems that there is a room for reviewing establishment of Japanese language courses in the future as well. However, even in Mongolia, in which the percentage of those who have already learned Japanese language domestically is high, it is difficult to acquire Japanese-language-proficient personnel who are civil servants. Therefore, it is necessary to review potential candidates after careful examination. From among those who have completed the Japanese language courses, including the old system for the same, there is only a single person belonging to the Ministry of Education, Culture, Science and Sports who works for a governmental agency.

(12) Networking, Establishment of a Follow-up Scheme and Roles of Implementing Agent

Measures to be taken during the fellows' stay in Japan for follow-up conducted after they return home

To facilitate continuous follow-up actions and ultimately deliver results in the form of "stronger partnership between Japan and Mongolia," the familiarity with Japan needs to be increased from while JDS fellows' stay in Japan so that they will be motivated to maintain their relationship with Japan following their return. By implementing measures to maintain and develop the Familiarity with Japan that was increased during their stay in Japan in post-return follow-up, better results can be expected.

³ In FY2017, one JDS fellow was dispatched as there was only one candidate passed the selection. After FY2017, two JDS fellows each year have been dispatched.

Follow-up measures implemented after the JDS fellows return home

In order to sustainably conduct follow-ups, measures for maintaining improved interest in Japan and a network that have been strengthened during staying in Japan should be implemented. For this purpose, it is effective to enhance follow-up content while the JDS Alumni Association Mongolia (JDSM) and implementing agents are attempting to collaborate with each other. Current JDSM activities mainly comprise holding events of social gathering, etc. focusing on network strengthening among JDS returned Fellows. Considering the needs of JDS returned Fellows, it is intended to propose to expand opportunities for seminars classified by specialized field and social contribution activities in the future. These activities should be useful for JDS returned Fellows as well. In this way, it can be expected that more and more JDS returned Fellows will proactively participate in the activities.

Networking with Japanese administrative officers for networking

From the viewpoint of improving networking with Japan, the measures to be provided to the JDS fellows during their stay in Japan generally include the holding of lessons for understanding the Japanese culture and seminars for informing about development experience in Japan. However, it is desirable to implement measures utilizing the greatest characteristics of the JDS Project, which mean that the JDS fellows are administrative officers involved in policy making of each country. For the JDS fellows who are expected to serve as a bridge between Japan and Mongolia as a person fond of or familiar with Japan, a network with the Japanese ministries and agencies would be useful for their future career. It is desirable to provide support for establishing a network through exchange with administrative officers and the holding of seminars and workshops with the persons concerned with the Japanese ministries and agencies as a lecturer.

Roles to be performed by the implementing Agent

Role as a mediator

The implementing Agent is expected to function as a mediator between the JDS fellows and the Japanese ministries and agencies and the persons concerned with ODA. It is expected that the implementing Agent will perform matching based on the interest of both parties and work for establishing an organizational network and thereby contribute to better project achievements.

Firm network foundation with JDS fellows

The implementing agent gets involved with the JDS fellows from the time of public announcement for recruitment and selection, regularly contacts the fellows through monitoring, etc. during their stay in Japan and provides immediate support in the case of emergency. For the JDS fellows, the implementing agent is like a partner having a firm trust relationship. For this reason, the implementing Agent can understand the information on the quality and other matters of JDS fellows in a detailed and integrated manner.

The role to be played by the implementing agent would be to function as the network foundation with the JDS fellows who are staying in Japan or have returned home based on their mutual trust relationship. The implementing agent's function for establishing a relationship with the JDS fellows should be focused on from the viewpoint of follow-up activities.

Network foundation with the Japanese ministries

It is important for Japanese government officials to build a network with JDS fellows. JDS fellows studying in Japan, are a diplomatic asset of Japan, and in the future, they will sometimes become diplomatic counterparts and sometimes development partners. For example, in the future, JDS returned fellows may be in charge of infrastructure in their countries, and may become the largest key person in Japan's quality infrastructure exports.

However, it is difficult to take full advantage of the network with JDS returned fellows unless both the Japanese government officials and the JDS fellows have built it. Therefore, it is expected that the implementing agency will have opportunities to actively disseminate information and build networks not only to ODA-related parties but also to other ministries and agencies in Japan. By being utilized by each ministry and agency, JDS will be a human resource development project that will contribute not only to the development of the partner country but also to the development of Japan at the same time, contributing to national interest. This will enable Japan and Mongolia to build a win-win relationship.

Follow-up perspective

Follow-up activities are important from the viewpoint of critical mass formation and network construction/continuation, and are essential for maximizing project results that cannot be measured by quantitative indicators.

At present, in many JDS implementing countries such as Mongolia, after JDS fellows return from Japan, the implementing agent acts as an active hub for the JDS returned fellows, supporting the alumni association activities and conducting follow-up activities. The implementing agent has established the "JDS Follow-up Fund" in each country, and provides financial support for the follow-up activities that JDS returned fellows are able to plan independently. Considering the importance of follow-up activities in the manifestation of project results, it is desirable that follow-up activities will be standardly incorporated into the JDS Project in addition to the spontaneous action of the implementing agent. As a result, it can be expected that follow-up activities ensuring the scale and quality will be developed.

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1. Member List of the Survey Team
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LIST OF ABBREVIATIONS

Abbreviation	Description
AAM	Australia Awards Mongolia
ADB	Asian Development Bank
DAAD	Der Deutsche Akademische Austauschdienst
E/N	Exchange of Note
EPA	Economic Partnership Agreement
G/A	Grant Agreement
GDP	Gross Domestic Product
GNI	Gross National Income
IDA	International Development Association
IELTS	International English Language Testing System
IMF	International Monetary Fund
JDS	Project for Human Resource Development Scholarship
JDSM	JDS Alumni Association Mongolia
JICA	Japan International Cooperation Agency
JISPA	Japan-IMF Scholarship Program for Asia
JJ/WBGSP	Joint Japan/World Bank Graduate Scholarship Program
JSP	ADB-Japan Scholarship Program
DSP	Development Studies Program
JICE	Japan International Cooperation Center
JUGAMO	Japanese University Graduates Association of Mongolia
KOICA	Korea International Cooperation Agency
M/D	Minutes of Discussions
MOJC	Mongolia-Japan Center for Human Resources Development
NGO	Non-Governmental Organization
NPM	New Public Management
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
QS	Quacquarelli Symonds
SDGs	Sustainable Development Goals
SNS	Social Networking Services
THE	Times Higher Education
TOEFL	Test of English as a Foreign Language
UNDP	United Nations Development Programme
YLP	Young Leader's Program

Chapter 1. Background of the Project for Human Resource Development Scholarship (JDS)

1-1. Present Situation and Issues of the JDS Project

1-1-1. Background of the Project

The Project for Human Resource Development Scholarship (hereinafter referred to as “JDS”) is a grant aid project conducted by Japan International Cooperation Agency (hereinafter referred to as “JICA”) that provides scholarships to international students from partner governments. It was established in fiscal year (FY) 1999 under the Japanese government’s “100,000 International Students Plan.” The purpose of the JDS Project is that “young administrative officers and others, who are involved in formulating and implementing the social and economic development plans of the country and are expected to play important roles in the future, shall obtain master’s degrees and Ph.D. degrees at Japanese graduate schools and they shall then contribute to solving development issues of the country as core human resources after returning to their home country; they shall also contribute to strengthening the partnership between the two countries by building up person-to-person networks.” The project has accepted 4,662 international students from a total of 18 countries since the first intake of international students in FY 2000 up to FY 2019.

Although the original target countries of the JDS Project were transition economies in Asia, they were expanded later to other Asian countries such as the Philippines. The project expanded to Ghana in Africa in FY 2012, to Nepal in FY 2016 and to Bhutan, Pakistan, and East Timor in FY 2019. At present, the project has 16 target countries. Indonesia left the JDS Project, which was conducted by JICA in FY 2006, when scholarships began to be coursed through the Japanese ODA loan scheme. China also has left the JDS Project with the last JDS participants from China accepted in FY 2012⁴.

Table 1 Number of JDS Fellows Dispatched (2000-2019)

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
1. Uzbekistan	20	19	19	20	20	20	20	20	19	14	15	15	15	14	15	15	15	17	17	16	345
2. Laos	20	20	20	20	20	20	25	25	25	20	20	20	19	20	20	20	20	22	22	22	420
3. Cambodia		20	20	20	20	20	25	25	25	25	24	24	24	24	24	24	24	24	26	26	444
4. Vietnam		20	30	30	30	30	33	34	35	35	28	29	30	30	30	30	30	30	62	63	639
5. Mongolia			20	20	20	19	20	20	20	18	18	16	17	18	18	18	18	22	22	22	346
6. Bangladesh			29	19	20	20	20	20	20	20	15	15	15	15	15	25	30	30	33	33	394
7. Myanmar			14	19	20	20	30	30	30	30	22	22	22	22	44	44	44	48	48	48	557
8. China				42	43	41	43	47	47	48	45	39	35	—	—	—	—	—	—	—	430
9. Philippines				19	20	20	25	25	25	20	20	20	20	20	20	20	20	20	21	21	361
10. Indonesia				30	30	30	30	—	—	—	—	—	—	—	—	—	—	—	—	—	120
11. Kyrgyz								20	20	18	14	14	15	15	15	15	15	15	15	19	210
12. Tajikistan										3	5	5	5	5	5	5	5	8	8	8	62
13. Sri Lanka											15	15	15	15	15	15	15	15	17	17	154
14. Ghana														5	5	5	10	10	10	10	65
15. Nepal																		20	20	20	80
16. Timor-Leste																					8
17. Pakistan																					17
18. Bhutan																					10
Total	40	79	152	239	243	240	271	266	266	256	241	234	237	203	226	241	266	281	321	360	4,662

⁴ After its termination as grant aid, the project has been shifted under the Ministry of Foreign Affairs of Japan and continued as “Japan Human Resource Development Scholarship for Chinese Young Leaders” (JDS China).

At first, intake plans for the various academic fields were made each year and human resources from both public and private sectors were accepted. Since FY 2009, the project was gradually switched to a new system as adopted by partner countries subsequently. In this system, an intake framework in four batches is planned, based on the aid policies of the Japanese government and the development issues and the human resources development needs of the target countries. Furthermore, the target of the project is limited to civil servants who are involved in the planning and implementation of policy in development issues. This system endeavors to select and focus Japanese government development aid through the JDS Project by accepting international students in four batches in the same target area and from the same target organization and assigning them to the same accepting university. The system aims to form a “critical mass” with a group of JDS returned fellows in each government ministry and agency, so that JDS fellows will be able to smoothly utilize the fruits of their studying in Japan in each organization they belong to after returning to their home countries. In addition, by fixing the accepting university for four years, the system plans to form networks between related organization in the target countries and Japanese accepting universities and to provide education and research programs which match the development issues and the human resource development needs of each country.

1-1-2. Current Situation and Issues of the JDS Project

The basic research projects conducted by JICA, “Factor Analysis Concerning Results of the JDS Projects” (FY2014) and “JDS Effect Verification” (FY2019) (hereinafter referred to as the JDS basic research), verified the effectiveness and carried out a comparative analysis of JDS in the target countries⁵, and demonstrated the proposal of future project enforcement policies and strategies. In the FY2019 basic research, the degree recipient rate of JDS fellows was 98.7%, and the civil servants incumbent rate was still high at about 80%. In the questionnaire for returned fellows, it showed that the pro-Japanese feelings were deepened through JDS, and the knowledge and skills acquired in Japan were sufficiently useful even after a number of years had passed since they returned to their home country. Also, the fact that the senior job position incumbent rate has increased in 9 out of 11 countries since the last basic research project confirms that the rate improvement relates to the continuity of JDS. On the other hand, based on the active cases of competition with other donors, such as Australia, South Korea and China, the future directions of JDS were proposed as follows: 1. target clarification, 2. selection strategy, 3. increasing additional value, and 4. branding.

⁵The FY2014 basic research was conducted in 11 countries except Ghana, which was excluded because its first JDS students had only just returned to the country. The FY2019 basic research was conducted in 13 countries. East Timor, Pakistan and Bhutan were excluded because they did not have any graduated students.

Table 2 Recommendations from JICA Basic Research (source: JICA)

Recommendation	Specific measure	
Target clarification	Role allocation with other JICA scholarship programs	
Selection strategy	Setting special selection capacity	
Increasing Additional Value ↓ Branding	Basic project framework	Setting 1-year course Expansion of target candidates to the middle-aged group (reduced age requirements)
	Pre-arrival program	3-month Japanese language training
	Program during study in Japan	Formation of a network with Japanese ministries and local governments Implementation of internships in government agencies, NGOs, companies, etc. Service and ceremony (VIP visit on arrival in Japan, etc.)
	Activities after returning to home country	Strengthening follow-up activities (support for alumni association networks and research activities after returning to home country, etc.) Sharing and disseminating returned fellows lists to Japan-related institutions
	Improving and strengthening public relations and promotion methods	Redesigning brochures Introducing web applications

In addition, for countries where JDS is being conducted, the number of development issues which require donors to deal with them is likely to decrease as the project continues. Therefore, JDS sets three stages of development; 1. response to development issues, 2. response to development issues and Japan's national interest, and 3. Japan's national interest. The focus of the target institution and the human resources should be shifted according to each stage. For countries that are considered ready to move to the second stage of development, the project operations need to consider diplomatic effects, including setting special selection capacities for institutions with significant economic and diplomatic value to Japan.

1-1-3. Achievements and Issues of JDS in Mongolia

(1) Achievements obtained from the start of JDS in Mongolia to FY2019

Recognition of the JDS Project by Government Bodies

340 Mongolian students have studied in Japan on the JDS Project, 40 of whom are currently studying in Japan and 295 of whom have returned to Mongolia after obtaining a degree. The percentage of JDS scholars from Mongolia having successfully completed their studies is as high as 98.3%, which suggests that one of the JDS Project's objectives of "acquiring knowledge in the field of specialty" has been achieved. The JDS Project has been offered in Mongolia for the last 18 years and is well known in the country. Former JDS scholars to Japan have contributed to the development of Mongolia's government sector as well as its society as a whole with the advanced skills, techniques, and knowledge that they learned in Japan. That is why the JDS Project is highly

recognized by the Mongolian government.

Furthermore, interest in the JDS Project by young civil servants in Mongolia is so great that the ratio of applications to available slots for the last seven-year period until FY2018 is 6:1 on average. Given the fact that the ratio of applications to available slots in 15 countries where the JDS Project is offered in FY2018 is 5.3:1 on average, it is fair to say that the JDS Project maintains its high popularity in Mongolia. Former JDS scholars also have a huge influence in the civil service. They particularly play active roles in organizations with a large number of JDS alumni, such as the Bank of Mongolia (11), the Financial Regulatory Committee of Mongolia (9), the Ministry of Finance (8), the Ministry of Labour and Social Service (5), and the Ministry of Environment and Tourism (3). For this reason, the JDS Project interests and attracts young civil servants working in those organizations.

Active Roles Played by JDS Returned Fellows and Their Contribution to Strengthening the Relationship of the Two Countries

Table 3 shows JDS returned fellows who have prominently made their mark in Mongolia. The fact that those in the private sector, in particular, are successful in their careers is a key characteristic of the JDS Project. One of the first batch of JDS fellows played a pivotal role in arranging for a loan agreement for the Tsetsii wind farm project⁶ as COO of Newcom Group in 2017. This project was the first investment project partly financed by JICA in Mongolia. Currently, she serves as Chief Legal and Regulatory Officer of MobiCom Corporation. The company was established as a joint venture by Newcom Group, Sumitomo Corporation, and KDDI and became KDDI's consolidated subsidiary in 2016. She was featured as one of the most successful people in their thirties in Mongolia by a business magazine, Forbes, in 2015. She is expected to be a future leader of the country.

Another JDS returned fellow of the first batch founded the Mongolian National Labor Party (HUN) in 2015 and has been its Party Leader since then. With the principle of "Humanity First," the Party aims to pursue the development of Mongolia, using the country's human resources as well as mineral resources. Party members include JDS returned fellows and many of those who have studied in Japan. The JDS returned fellow and other party executives visited Japan in October 2019 and met with Mr. Yukio Edano, Leader of the Constitutional Democratic Party of Japan and other party officials⁷. Governmental bodies in Mongolia are generally vulnerable to political influences. If the National Labor Party wins the national election in 2020, it is likely that many of JDS returned fellows may be appointed for key government positions.

⁶ The wind farm project won the Asia Pacific Wind Deal of the Year Award in the IJGlobal Awards 2016 in March 2017. https://www.jica.go.jp/press/2016/20170315_02.html

⁷ Website of the Constitutional Democratic Party of Japan, https://cdp-japan.jp/news/20191002_2142

Table 3 JDS returned fellows promoted after their return (As of May 2020)

Year of Arrival	Name	Present Workplace	Present Position
2002 (1 st Batch)	Ms. Dashzeveg, UYANGA	MobiCom Corporation	Chief Legal and Regulatory Officer
2002 (1 st Batch)	Mr. Badrakh, NAIDALAA	Mongolian Sustainable Finance Association	CEO and Board member
2003 (2 nd Batch)	Mr. Sumiya, SUKHBAATAR	Dundgovi aimag Citizens' Representatives Hural	Head
2005 (4 th Batch)	Mr. Dagvadorj, DOVCHINBAZAR	Information Technology Department , Central Bank of Mongolia	Director General
2005 (4 th Batch)	Ms. Khaltarkhuu, GARMAABAZAR	Human Resources Development , Mongol-Japan Center	Senior Manager
2006 (5 th Batch)	Mr. Baasanjav, ENKHBAATAR	Mining policy committee, Democratic party	Deputy Director
2009 (8 th Batch)	Mr. Amarbayasgalan, AMARSANAA	Urban Development and Master Planning Agency of Capital City	Head
2011 (10 th Batch)	Ms. Bakhnaa, BADAMTSETSEG	Tax, Audit and Methodology Department, General Department of Taxation	Head

Development of a JDS Alumni Follow-up System

A JDS alumni follow-up system had not been developed in Mongolia until Phase 2 (acceptance of JDS fellows until 2016). At that time, there were more than 200 JDS returned fellows in Mongolia and an alumni association had been established, but it did not carry out any activities and not functioning at all. However, after the implementing agent's call for its re-establishment, the association was re-formed as the JDS Alumni Association Mongolia (JDSM) in December 2015. The JDSM actively organizes alumni activities and programs, including networking events that are attended by many JDS returned fellows now. The existence of the JDSM is effective in monitoring how JDS returned fellows are doing and in enabling them to contribute to the development of Mongolia through the JDS network.

(2) Issues of the JDS Project from its Beginning to FY2019

Lower Civil Service Job Retention Rate and Managerial Position Rate

Mongolia is faced with a lower job retention rate in the civil service due mainly to the inability of those who have studied abroad to be reinstated in their civil service jobs or a career move to the private sector after returning to the civil service. According to the JDS basic research conducted in FY2019, the percentage of Mongolian JDS returned fellows working in the civil service is 64.7%, which is the second lowest in 13 countries. The circumstances behind this is unique to Mongolia. Government ministries and agencies are frequently reorganized following a regime change that takes place at a national election every four years and some returned fellows may not have jobs to go back to as a result. Appointments to departmental heads of ministries or above are politically motivated and it tends to affect job security of other civil service positions.

Those who have returned from study abroad may often find themselves in a situation where their positions are no longer kept for them.

The number of complaints about unlawful dismissal filed by civil servants to the Civil Service Council rose from 87 in 2009 to 144 in 2016. Many of them give up filing complaints, which shows a lack of confidence in the government. It is generally acceptable and customary for civil servants to voluntarily leave their jobs because they “belong to” minority or opposition parties. Statistics of the Civil Service Council show that, on average, over 7,000 civil servants leave the civil service of their own free will each year⁸. The enforcement of a new Civil Service Law in 2019 has made it difficult to politically influence the appointment of departmental heads of ministries. It is hoped that it will be easier for returned fellows to be reinstated in their positions.

In accordance with the JDS Project, the following measures for reinstatement of JDS fellows have been undertaken: (i) adoption of a three-party agreement among each relevant JDS fellow, his or her organization, and the Operating Committee; and (ii) joining to the JDS Operating Committee of the Civil Service Council, which is expected to play a certain role in reinstatement of JDS fellows. As an outcome of the adoption of the three-party agreement, three 2017 JDS fellows who returned in 2019 following such adoption have not yet been reinstated as of June 2020, and their agreements have not entered into effect. Given such circumstances, it will be necessary to work with their organization so that such JDS fellows will be able to be reinstated in collaboration with the Civil Service Council continuously in the future as well. Moreover, the Cabinet Secretariat, which is decided to work on human resource development and capacity building for civil servants together with the Civil Servant Council under the new Law of Mongolia on Civil Service enforced in 2019, will join as a member of the Operating Committee. Therefore, it can be expected that the risk of default of the three-party agreement can be avoided.

On the other hand, many returned fellows from study abroad choose to move to the private sector of their own free will for better career advancement and for better pay even if they can return to their former civil service jobs. This is because the civil service does not offer job security and civil service pay is not as high as private sector pay. Statistics of the National Statistical Office of Mongolia show that the average monthly pay as of June 2018 was around 998,000 tögrög (333 euro) and 1.1 million tögrög (367 euro) in Ulaanbaatar, the capital city of Mongolia. According to the Civil Service Council, the average pay of civil servants is around 700,000 tögrög (233 euro), far below the national average, and this is the main factor for good talent leaving the civil service. Employees in the mining industry and the ICT sector, in particular, are very often paid up to 1.5 million tögrög, which is 1.5 times more than civil service pay⁹.

⁸ UNDP “Towards a Professional and Citizen-centred Civil Service in Mongolia” Program documents, 2018

⁹ OECD “Anti-corruption reforms in Mongolia 4th round of monitoring of the Istanbul Anti-Corruption Action Plan” 2019

Mongolia has a lower managerial position rate, as compared to other countries. The rate of employees holding managerial positions is used as a JDS quantitative performance indicator, along with a job retention rate in the civil service. The JDS basic research reveals that the managerial position rates of 13 countries varied significantly from 20% to 97%, with Mongolia at a lower rate of 22.7%. It is believed that Mongolia's higher job fluidity and lower civil service job retention rate also affect its managerial position rate.

However, many of Mongolian JDS alumni who have moved to the private sector hold top management positions in their respective companies. According to the JDS basic research, the percentage for managerial top executives in the private sector is 20.9%, which is the first rank among 13 countries. As described above, there is a JDS returned fellow who has contributed to development of Mongolia by engaging in the wind power generation business to promote the spread of renewable energy in Mongolia as COO of a private company. It can be said that outcomes of case examples in which the private sector has contributed to the economic and social development of Mongolia cannot be overlooked.

Frequent Changes of Mongolian Operating Committee Members

As mentioned earlier, Mongolian Operating Committee members have been replaced as a result of the reorganization of government ministries and agencies and personnel transfers that frequently took place following a regime change in Mongolia. This is a factor that hinders active discussions about the JDS Project in the Operating Committee. The position of committee chairman, which is held by a committee member of the Ministry of Education, Culture, Science and Sports, has been replaced four times during the current phase. Another issue is a low level of commitment of Operating Committee members. There is an Operating Committee member who most often arranges his representative to attend committee meetings on his behalf and fails to participate in official JDS events. Moreover, the Civil Service Council has joined the Operating Committee in the current phase. The Council's involvement was manifested to a certain extent in the introduction of a new three-party agreement among the JDS fellow, his/her belonging organization, and the Operating Committee that promises job reinstatement upon return to Mongolia, as part of efforts to secure jobs for JDS returned fellows. Nonetheless, the Council member's commitment to the JDS Project remains low due to his busy schedule.

Therefore, the composition of the Operating Committee was reviewed in this preparatory survey to ensure a higher level of commitment to the JDS Project.

Low level of English Skills

After the new system has been introduced, the average scores in TOEFL ITP tests of Mongolian applicants are 434, with final candidates' average scores only reaching 473. Very few applicants or finalists achieve 550, which is the minimum scores generally expected by graduate schools. There were some cases where applicants with scores below 400 were accepted. There is concern that such students may have difficulty completing master's programs or writing master's theses

in English at graduate schools in Japan.

Interviews with target organizations conducted in this preparatory survey reveal that some civil servants have no choice but to give up applying for the JDS due to their lack of English skills. Although some target organizations are provided with English language courses by scholarship donors, the other organizations find it hard to organize English language courses themselves for financial reasons. This issue must be addressed in order to help applicants to increase their English proficiency.

In addition to service offered as part of measures to improve applicants' English skills, including debates in English, mock TOEFL tests, and the provision of recommended online learning websites, a plan is underway to offer 81 hours of English language courses during the selection process from the next phase. In relation to the number of training hours, during the period from confirmation of candidates who passed document screening to implementation of technical interviews, it is assumed that English language courses will be implemented during nighttime and/or on holidays during which candidates will be able to take such sessions while they are working. Through consultation with English language training institutions, the most suitable number of hours will be established. English language courses, when offered in response to requests from target organizations, are expected to add higher value to the JDS Project, which can then be characterized as a scholarship program with language training for scholarship candidates combined.

1-1-4. Socio-Economic Situation and Situation of Higher Education

(1) Social and Economic Situation

Mongolia is a landlocked country between Russia and China; its land area is approximately four times as large as that of Japan, but its population is about 3.2 million. About half of them live in Ulaanbaatar, the capital, and populations of Erdenet, the second largest city, and Darkhan, the third largest city, are less than 100 thousands, respectively; difference in population density is large. Population of the City of Ulaanbaatar was 0.548 million in 1989 just before democracy and market economy were introduced, but it increased to 1.46 million in 2019¹⁰.

The annual average temperature is 0.2 degree below zero and the daily average temperature is below zero for more than six months from October to April; sometimes it drops to 50 degrees below zero¹¹. Most of the land is located over 1,500 meters above sea level and is dry due to small amount of precipitation. In winter, there occurs serious air pollution in Ulaanbaatar due to smoke emission from coal for heating, which is not burned enough. Because a lot of people live in the countryside in short summer, it is quiet in Ulaanbaatar in July when application for the JDS Project starts.

¹⁰ National Statistics Office of Mongolia <http://www.1212.mn/>

¹¹ National Agency for Meteorology and Cartography of Mongolia <http://tsag-agaar.gov.mn/>

Because the City of Ulaanbaatar with many high-rise buildings was designed as a city for 0.5 million inhabitants during the days of the former Soviet Union,¹² the function of the city has not caught up with the growing population and traffic jams during morning and evening commuting hours are getting serious. Moreover, as a result of the outflow of population from the countryside to the capital, low-income areas where people live in yurts, traditional portable houses, have been formed.¹³

In 1990, Mongolia shifted from the socialism system to democracy and market economy. Following a different path from those of the neighboring Central Asian countries which were member countries of the Soviet Union, the Mongolian government adopted both the floating currency system in response to hyperinflation and multiparty democracy and also started to privatize state-owned enterprises.¹⁴ Under the Constitution revised in 1992, the unicameral State Great Assembly (76 members with four-year term) has been established as the central assembly and governments have been always changed as a result of seven general elections until now.

At the 2016 general election, a new Election Law was adopted by consolidating various laws under which elections had been held (e.g. Presidential Election Law, Law of Mongolia on Parliament (State Great Hural) of Mongolia Election, Capital City and Province Assembly Election Law). The Constitutional Court ruled that the proportional representation system adopted at the time of general election of 2012 was unlawful and the ruling lead to a major electoral system reform that replaced a combination of multiple-member districts and a large-bloc proportional representation with single-member districts. At the general election, votes were cast and counted and the opposition Mongolian People's Party achieved a landslide victory, winning 65 out of 76 seats, and became the dominant party in the country¹⁵. The next general election is scheduled to be held in June 2020.

The Gross National Income (GNI) per person in Mongolia was 3,660 U.S. dollars in 2018¹⁶, and it is designated by the World Bank as constituting a lower-middle income country. The major industries of Mongolia are mining, livestock farming, distribution industry, and light industry, and mineral resources (e.g., coal and copper concentrates), jewelries, precious metals, and livestock products are mainly exported to China (89.1%). Imports largely depend upon China (33.6%) and Russia (28.2%), and major trade items are fuel, machinery equipment, electronic appliances, etc.¹⁷

¹² "Rapid Urbanization of Ulaanbaatar and the Yurt Areas Redevelopment Project" by Shoko Ishii ("Grassland and Cities: Changing Mongolia"), 2015, Fubaisha, Inc.

¹³ 60% of inhabitants in Ulaanbaatar live in the yurt areas. (Refer to " Process of migrate to Ulaanbaatar and settle in Ger area ", 2018 by Yuko Matsumiya)

¹⁴ "Final Report on Information Gathering and Confirmation Survey about Engineering Higher Education in Mongolia" by JICA, 2013

¹⁵ Ministry of Foreign Affairs, Japan <https://www.mofa.go.jp/mofaj/area/mongolia/index.html>

¹⁶ World Bank <https://data.worldbank.org/country/mongolia?view=chart>

¹⁷ JETRO https://www.jetro.go.jp/ext_images/world/asia/mn/data/mn_20200312.pdf

Following the second half of 1990s, except for the period of financial crisis during the period from 2008 through 2009, in general, Mongolia has implemented economic development steadily based on a market-based economy and mineral resource development. However, due to the establishment of restrictive investment policies and related laws in Mongolia against a backdrop of Mongolian nationalism concerning natural resources, foreign investment in Mongolia decreased sharply. Because of the economic slowdown in China and impact of worldwide cheap prices of resources, the rate of economic growth dropped during the period of 2015 through 2017 again. After that, in 2019, the rate of economic growth recovered to 5.1%. Despite such recovery, the economic structure depends upon mineral resources and is easily influenced by and susceptible to international price trends. In order for Mongolia to sustain its economic growth in the future, it is important to enhance macroeconomic management, such as financial management and strengthening of the financial system¹⁸.

Recently, the Mongolian currency tugrik has drastically dropped against the dollar, affected by concerns about changes in resource prices and confusion due to restrictions on foreign investment, and inflation continues to be in progress. Furthermore, in consideration of dwindling enthusiasm for investment and increasing tendency of the ratio of non-performing loans included in outstanding loans, there is an urgent need to develop and strengthen the financial market. There are also concerns about the sluggish Chinese economy.

In order to stabilize the Mongolian macro economy, it is indispensable to diversify the economic structure and break dependence on mineral resources. To achieve this goal, it is considered important to strengthen competitiveness in the private sector, attract foreign direct investment and develop small- and medium-sized enterprises. In addition, it is required to improve the development and management of natural resources, to develop infrastructure and energy, to develop human resources and secure employment, and to build governance and an economic system necessary to achieve these objectives.

(2) Situation of Higher Education

The foundation of the Mongolian education system was formed between the independence in 1921 and the democratization in 1990, which is nearly seventy years, affected by the education system of the former Soviet Union. Under the initiative of the central government, schools and dormitories were built in the vast land and tuition was free; the rate of literacy is as high as 97%. In the 1980s, Mongolian higher education was developed as a program contributing to planned economy and a professional program was introduced with the aim of developing human resources with high-level expertise for governments and state-owned enterprises.¹⁹

Mongolia's education system was changed in 2008 from an 11-year 5-4-2 system to a 12-year 5-

¹⁸ Ministry of Foreign Affairs, Japan <https://www.mofa.go.jp/mofaj/area/mongolia/index.html>

¹⁹ "Final Report on Information Gathering and Confirmation Survey about Engineering Higher Education in Mongolia" by JICA, 2013

4-3 system based on the international model. Primary and secondary education system still generally consists of integrated education of primary, lower secondary, and upper secondary schools, which is modeled on the former Soviet education system. In higher education, undergraduate programs last four to five years whereas master's programs last one to two years and doctoral program last three to four years (six years for medicine). As of 2019, there are 18 national universities and 73 private universities.

The school attendance rate in higher education drastically increased from 30.2% in 2000 to 65% in 2016. As for the gender-segregated school attendance rate, the school attendance rate of male students is 54% while that of female students is 75%, and in secondary education, the school attendance rate of male students is 100% while that of female students is 101%.²⁰ There is no big difference between men and women in elementary and secondary education, but the university entrance rate of female students is overwhelmingly higher than that of male students. Some experts say that it is due to the characteristics and ability of women who are active and have high academic achievement. On the other hand, there is a research paper pointing out that "it is because Mongolian parents in general regard that men can easily get any kind of jobs to survive, but women need to take better education to have economic stability and opportunities".²¹

Improvement in the quality of education has not caught up with the significant increase of the enrollment rate in higher education. For example, the number of students per teacher at university in Mongolia has increased from 17.1 people in 2001 to 23.6 people in 2018. In addition, the majority of students in higher education major in humanities or social science and the percentage of those who major in engineering is 10.6%.

The government expenditure on education as a percentage of its GDP has increased from 6.1% in 2012 to 7.7% in 2013. The level of spending is similar to that of the socialist era, exceeding 5.8%, which is the average of OECD member countries. This level of public spending reflects the outrageous expenses of services provided to population dispersed over the vast land in a harsh climate. The Education Law guarantees spending of at least 20% of the government budget for educational purposes and education continues to account for a high percentage of the government expenditure. As is described above, education is highly prioritized in Mongolia with the largest percentage of the government budget and it was not reduced even when the world economic crisis occurred in 2008.²² Even after 2010, the government budget on education remains comparatively high, around 13 to 17%, although it had a small increase or decrease year by year.²³

²⁰ Includes students other than the applicable age due to early or late enrollment or a repeat year, etc.
Ministry of Education, Culture, Sports, Science and Technology, Japan
https://www.mext.go.jp/component/b_menu/other/_icsFiles/afieldfile/2018/06/22/1396848_018.pdf

²¹ "A study on women and development in Mongolia with the economies in transition" by Hisako Makimura, ("Study on Modern Society, Kyoto Women's university"), 2013

²² "Higher Education Reform Project Financial Analysis" by ADB, 2011

²³ National Statistical Office of Mongolia; <http://www.1212.mn/statHtml/statHtml.do#>

1-1-5. Mongolia's Development Plan

The "Long-term Sustainable Development Vision of Mongolia 2016–2030" was deliberated at the State Great Assembly in January 2016. It is a long-term development policy that is being formulated in a bipartisan way, based on the basic philosophy of "national development vision to be shared beyond government changes." For the purpose of achieving the macroeconomic average growth rate of 6.8%, it aims to achieve per-capita GNI of 17,500 dollars by 2030. As policies to accomplish the goal, the following four pillars are established: (1) sustainable economic development, (2) sustainable social development, (3) green development, and (4) governance and business environment. The Long-term Development Vision is consistent with sustainable development goals (SDGs) agreed by the United Nations, and Mongolia is evaluated by the United Nations as one of the countries that are making efforts to achieve SDGs ahead of the rest of the world.

Long-term Sustainable Development Vision of Mongolia 2016–2030

- Goal
1. Macro economy: average growth of 6.8%
 2. Per-capita GNI: from 4,280 dollars (2014) to 17,500 dollars (2030)
 3. Importance on the strengthening of financial capacity of the governmental sections: foreign debt management

Policy 1 Sustainable economic development Agriculture Tourism Industry Energy Economic infrastructure	Policy 2 Sustainable social development Fair society High-quality health service Intellectual society Development of human resources	Policy 3 Green development Water resources development Water supply system Global warming countermeasures Low-carbon society	Policy 4 Governance and business environment Reliable and efficient government International business environment
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Policies for three sectors: economic development, social development and environmental conservation

- Economic development → priority on agriculture and tourism, shift to processing industry and infrastructure development
- Social development → focus on reduction in poverty and income gap and improvement in medical care and education
- Environmental conservation → green development and consideration for influence by global warming

Figure 1 Long-term Sustainable Development Vision of Mongolia 2016–2030²⁴

In April 2020, the "Vision 2050," a long-term development policy for the period up to 2050, was submitted by the Cabinet. On April 10, 2020, the Chief of the Cabinet Secretariat said in a Parliament session, "Mongolia is below the world average in many areas of development, including human development, economic competitiveness, business environment, and corruption. Welfare policies aimed at reducing poverty have not achieved sufficient results and the

²⁴ Created by citing briefing paper at the debrief meeting on the "Information Gathering and Confirmation Survey on Regional Comprehensive Development in Mongolia" by JICA

vulnerability of the middle class, which is the driving force of society, is creating inequality and undermining the core values of democracy.” He then stressed the need to summarize development efforts made in the last 30 years and proposed the “Vision 2050,” a long-term development policy document that envisions the next 30 years. The long-term development policy has been enforced since May 2020.

The long-term development policy of Mongolia has 9 fundamental goals and 50 development targets, which are carefully divided into three groups of actions of 10 years for 2020–2030, 2031–2040, and 2041–2050. Following missions are identified to be achieved, focusing on the vision of “Mongolia becoming a leader with its economic growth and social development and a country that achieved sustainable preservation of its nature, language, territorial integrity and culture”²⁵.

Table 4 Long-term Development Policy of Mongolia “Vision 2050”

	Fundamental Goals	Contents
1	Shared National Values	Becoming a nation with deep sense of shared national values
2	Human Development	Raising Mongolia's Human Development Index to 0.9 and making the world's top-10 countries in terms of Happiness Index
3	Quality of life and the middle class	Bringing 80 percent of the total population to middle class by 2050
4	Economy	Increasing GDP by 6.1 times, GDP per capital by 3.6 times, reaching 15,000 USD, and exceeding the threshold of the world's developed countries
5	Good governance	Establishing a sustainable governance, full human rights, a fair system and eradicating corruption
6	Green growth	Promoting green growth and ensuring environmental sustainability
7	Peaceful and secure society	Creating a favorable external and internal environment to protect the core national interests
8	Regional Development	Developing regions within the country that are integrated into the regional economy with competitiveness and a stable settlement system
9	Ulaanbaatar and satellite cities	Developing into a livable, environmentally friendly and human-centered city

1-2. Background and Overview of the Grant Aid

As mentioned earlier, Mongolia achieved strong economic growth through the development of mineral resources in recent years. In 2011, its economic growth rate exceeded 17%, but in 2019, it fell to 5.1%, down 2.1% from the 2018 level of 7.2%²⁶.

Mongolia's economy is expected to continue to weaken even further. Its economy is vulnerable as it is significantly affected by fluctuations of resource prices and the economic conditions of neighboring China and Russia. Further, Mongolia is a country with a small population of around 3.2 million. The Mongolian government has implemented a “small government” policy since its democratization in the 1990s. As a result, government departments and ministries and agencies

²⁵ Media report <http://theubposts.com/vision-2050-to-be-submitted-for-initial-discussion/>

²⁶ Mongolian Economy Overview, JETRO, March 2020

have overall staff shortages and there are not enough personnel who have the expertise to deal with the above-mentioned issues. To achieve the diversification of the industrial structure, job creation, legal reforms, infrastructure development, and sustainable economic growth, it is imperative for the Mongolian government to develop and train civil servants who are equipped to formulate and develop measures to address the country's development issues.

Surrounded by China and Russia, Mongolia is in a geopolitically important location. Its growth as a democratic nation is beneficial to peace and stability in the northeast Asia region, which significantly affect Japan's national security and economic prosperity. The execution by Mongolia of its very first economic partnership agreement (EPA) with Japan in February 2015 gave an opportunity to further strengthen the economic relationship between the two countries. Moreover, the "Japan-Mongolia Mid-term Action Plan for a Strategic Partnership (2017 through 2021)" was signed in 2017, which marked the 45th anniversary of the establishment of diplomatic relations between Japan and Mongolia. Both countries agreed to seek to build a truly reciprocal strategic partnership by providing cooperation in the international area as well as proactively building up mutual cooperation in a wide range of areas, including politics and national security, economy, cultural exchanges and people-to-people interactions, as well as human resources development. It is hoped that the bilateral relations will continue to be enhanced.

1-3. Civil Service System in Mongolia

(1) Administration system and government officers²⁷

Framework of Mongolia's public servant personnel system

Mongolia was a socialist country until 1990. Under one-party rule, like many other socialist countries, its bureaucracy had been integrated into the party. The party had had the exclusive power to appoint personnel and selected bureaucrats from party members. For Mongolia, which joined democratic nations by conducting the first free election in 1990 and establishing a new constitution in 1992, building a new public servant personnel system suitable for a democratic regime was urgently needed.

The framework of the civil service in Mongolia was established under the Law of Mongolia on the Civil Service (hereinafter referred to as "Civil Service Law") in 1994. The Civil Service Law sets out fundamental aspects of the civil service, such as civil servants' classification, recruitment, authority, ranks, benefits, performance appraisals, and disciplinary sanctions, and the establishment of the Civil Service Council. The Civil Service Council was established under the Civil Service Law in 1995 as a body independent from the Cabinet. The Civil Service Council, which is equivalent to Japan's National Personnel Authority, is responsible for conducting entry examinations for core civil servants, establishing and managing human resources management

²⁷ Source: Naranbayar, P, "Mongolia's Public Servant Personnel System" (Excerpt from "Public Servant Personnel System in East Asia" 2013)

standards, carrying out overall liaison with government ministries and agencies, giving recommendations on the improvement of salary and other working conditions and human resources administration, protecting the interests of civil servants, and organizing training programs, among others.

In 2002, the Public Sector Management and Finance Law was enacted. This law established the fundamental status of public administration such as a performance-based budget formulation and execution system, performance appraisals, and performance contracting in the public sector. Under the Public Sector Management and Finance Law, major amendments were made to the Civil Service Law, strengthening the powers of the Civil Service Council to manage human resources, and increasing the importance of performance management.

Revision of the Law of Mongolia on the Civil Service

In January 2019, Law of Mongolia on Civil Service (revision) (hereinafter referred to as “new Civil Service Law”) was entered into force. Under the new Civil Service Law, the Civil Service Council remains an independent body and plays a supervising role to ensure that the personnel procedures relating to recruitment, transfers, promotions and dismissals of core civil servants comply with the law and principle of meritocracy. The new Civil Service Law has introduced some new elements such as the standardization of the civil service, requirements for mandatory training for candidates for senior executive positions, package training towards professionalization, on-the-job training, entry examination reform, and the establishment of a public oversight council²⁸. Especially, the principle of a career-oriented and not politically-motivated civil service job appointment system was introduced, with requirements of minimum years of service for promotion to all senior executive positions, including state secretaries of ministries. Moreover, it has been newly determined that the Cabinet Secretariat will plan and implement training for improvement of knowledge and techniques of civil servants together with the Civil Service Council.

Furthermore, during the period in which core civil servants study abroad in developed countries up to a ceiling of two years, employment of temporary workers has been permitted. By correctly applying these provisions, it can be expected that JDS fellows will be easily reinstated at their original affiliation destinations even after returning home.

Classification of government officials

According to the Civil Service Law civil servants are divided into four classes: political, administrative, special, and support service government official. It also defines government officials who are engaged in these services (see Table 5). Political positions include the ones that are filled by elections (parliamentary members, local assembly members, etc.), those who are appointed by discretion of appointers (ministers, etc.), and assistants who directly report to them

²⁸ UNDP “Towards a Professional and Citizen-centred Civil Service in Mongolia” Project documents, 2018

(advisers, aides, etc.). Administrative positions are the ones which handle general administrative duties, including staff of ministries, agencies, and local governments. Although senior officials such as state secretaries and Director Generals are also administrative positions, in reality, political influence reaches down to Director-level positions.²⁹ Special government officials are those who engage in social security and maintenance of public order, such as judges, military service officers, and police officers. Administrative and special government officials positions are considered core government posts, and those who take these positions are hired by qualifying examination. Support service government officials perform support services of the nation, such as medicine, education, science, culture, and art. The classification of these civil servants is also stipulated in the new Civil Service Law.

Employment and working conditions of those who take support service positions are determined by contract of employment defined by Labor Law of Mongolia, not the Law of Mongolia on the Civil Service.

Table 5 Classification of Government officials in Mongolia

Classification	Description	Example
Political position	Filled by elections	Parliamentary members, local assembly members, etc.
	Appointed by discretion of appointers	Ministers, etc.
	Assistants who directly report to them	Advisers, aides, etc.
Administrative position	Handles general administrative duties	Staff of ministries, agencies, and local governments, etc.
Special government official	Engages in such duties as social security and maintenance of public order	Judges, military service officers, and police officers, etc.
Support service position	Performs support services of the nation	Doctors, teachers, etc.

The total number of civil servants in Mongolia as of April 2018 is 192,475. The number of those in public administration positions is 18,952, who account for around 10% of all civil servants. Among all civil servants, 3,628 public administration officials work at government ministries and agencies and their subordinate departments³⁰. According to statistics of the Civil Service Council, civil servants account for as high as 21.4% of all workforce of Mongolia, but if only core civil servants are taken into consideration, the proportion decreases to 6.3%, putting Mongolia on a par with Japan, one of the lowest ranked OECD countries³¹. Given Mongolia's small population and limited financial resources that support its bureaucracy, the country's public administration organizations have to be proportionately small-scale after all.

²⁹ Interview with JDS returned fellows

³⁰ Mongolia's Civil Service Council website: <https://www.csc.gov.mn/s/47/377>

³¹ OECD data (2015) shows that Japan's government employees represent 5.9% of all employees in the country. This proportion is among the lowest in the OECD nations. (OECD nations' average is 18.1%)

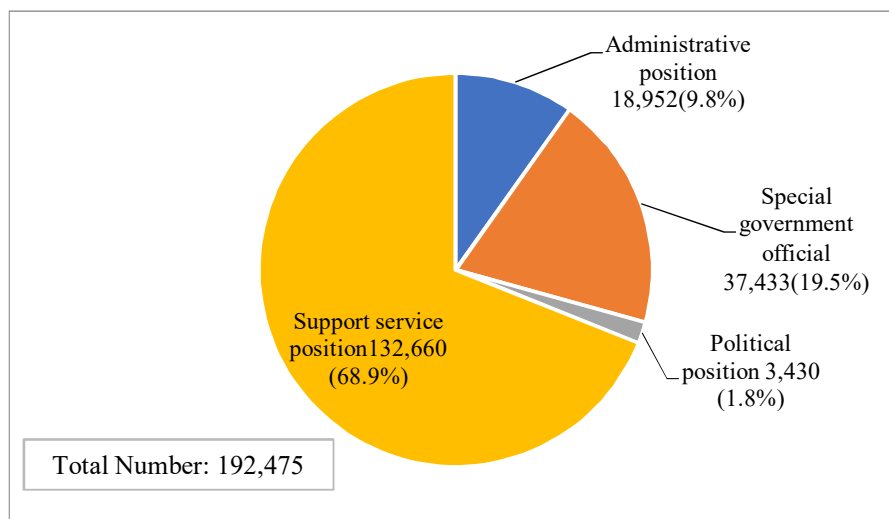


Figure 2 Total number of Civil Servants in Mongolia (By categories)

Looking at the group targeted by the JDS Project through statistics in 2018 by the Civil Service Council, the percentage of young civil servants aged 25 through 45 who are the main target of master's programs and doctoral programs accounts for 64.7% of the total. Moreover, the percentage of civil servants with bachelor's degrees or higher accounted for a total of 46.9% of civil servants. However, many of them have acquired bachelor's degrees (40.1% in all civil servants), 5.9% have master's degrees, and those who have undertaken doctoral programs account for merely 0.9%. Therefore, the needs for master's and doctoral degrees are still high³².

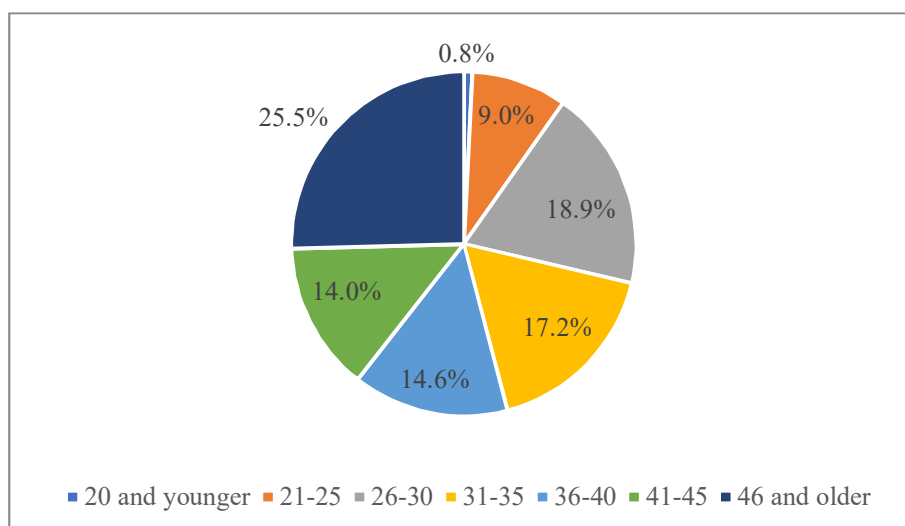


Figure 3 Age structure of Civil Servants in Mongolia (2018)

³² Mongolia's Civil Service Council website: <https://www.csc.gov.mn/s/47/377>

Table 6 Number of Civil Servants by academic degree (2018)

Academic level	Number of civil servants	Rate
Ph.D.	1,720	0.9%
Master	11,281	5.9%
Bachelor	77,183	40.1%
Technical College	14,249	7.4%
Specialized Training College	28,106	14.6%
Upper Secondary School	35,970	18.7%

Under the new Civil Service Law, public administration positions are classified into five categories. The Law stipulates that these positions are to be approved by the government based on a proposal of the Civil Service Council. Public administration positions each have ranks of first, second, third, and fourth levels. The rank of Senior Principal Officer is awarded by the President of Mongolia; the rank of Principal Officer, by the Prime Minister of Mongolia; and the rank of other officers, by ministers. The Law specifically provides that when awarding ranks of public administration positions, years of service, performance, qualifications, etc. must be taken into full consideration.

Table 7 Classification of Administrative Positions

Classification	Position
Senior Principal Officer	State Secretary of ministries, or other similar positions
Principal Officer	Heads of departments and divisions of ministries, or other similar positions
Senior Officer	Heads of units, senior experts, or other similar positions
Associate Officer	Senior specialist, specialist and senior administrative officer, or other similar positions
Assistant Officer	Administrative officers of ministries, or other similar positions

Recruitment

Civil Service Council administers qualifying examinations for core government officials. The Law of Mongolia on Civil Service grants Civil Service Council the authority to invalidate any recruitment of government officials who have not passed the government official qualifying examination. In the Mongolia, the central government determines the number of regular staff of each ministry, agency and local government and their organizational structures. When a vacancy by retirement or other reasons occurs in any ministry, agency or local government, as a general rule, a staff member with the same rank is transferred or a member with the lower rank is promoted to fill the position. If the vacancy cannot be filled by these personnel measures, a new staff member is publicly sought and a qualifying examination is administered to fill the vacancy.

However, unlike Japan where the civil service examination is held at fixed time of every year, the government official qualifying examination is held only when a position becomes vacant. Normally, after Civil Service Council receives the requests from ministries, agencies, and local governments which are hiring, it responds to the requests all together.

All candidates for national and local government officials take the same examination. Since the same examination is administered (unlike Japan where different examinations are administered for different types of government officials), there is no custom to distinguish "career-track" and "non-career-track" government officials. The nature of the examination has been revised in accordance with the new Civil Service Law. That is, it has been determined that three types of examinations (100 points in total) ((i) general education examination (55 points); (ii) description type examination in Mongolian language (30 points); and (iii) evaluation assessment examination (15 points)) would be used for screening. Through the general education examination, knowledge about national policy, the Civil Service Law, legal systems, the history, society, and economy of Mongolia, information technology, etc. will be examined. Through the evaluation assessment examination, the ability for management skills, analytical abilities, problem solution, leadership, and teamwork will be comprehensively evaluated.

Among those who have passed above-mentioned examinations, Civil Service Council recommends "appointment candidates" to ministries and agencies. Recommendations are made according to the exam scores, starting from the top scorer. Among the recommended candidates, appointers of each ministry and agency decide who to hire. Therefore, not all examinees who passed the examination will get a position. It appears that many people on the "appointment candidate list" fail to obtain employment. The appointment candidate list is effective for three years. If a candidate on the list fails to obtain employment during the time, he or she needs to re-take the examination.

Promotion and transfer (career path)

Mongolia's public servant personnel system does not have custom to make personnel transfers periodically at a fixed time of year. Moreover, there is also very little personnel transfers between different offices within a ministry.

It is specified in the Law on Civil Service that promotion of government officials is based on their length of service, performance, and competence. However, in reality, the governing party frequently practices spoils system. Despite the fact that ministries and agencies can only make political appointments of ministers according to the Law on Civil Service, after a general election every four years, wide-ranging personnel changes are made from state secretaries to senior officers. The following is the diagram of government official appointment and promotion in Mongolia where political appointment and merit system coexist.

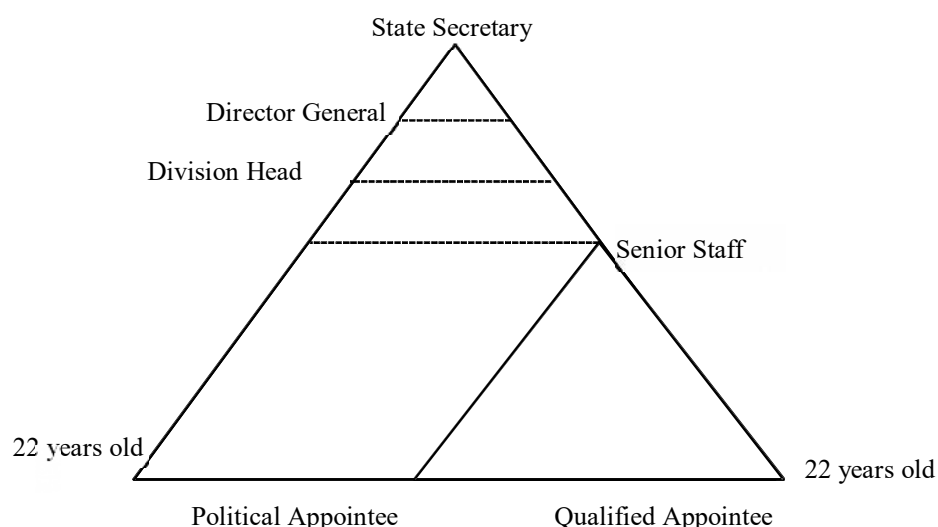


Figure 4 "Double Triangle" Promotion Model in Government Offices of Mongolia³³

The amended new Civil Service Law of 2019 specifies the following years of service as specific requirement for promotion. Some JDS returned Fellows are currently endeavoring to engage in socioeconomic development for Mongolia as Senior Officers. Therefore, it can be expected that the achievements of those who are involved in the merit systems will be duly evaluated through enforcement of the new Civil Service Law.

Table 8 Specific Promotion Requirements for Public Administration Positions

Classification	Position	Specific requirements
Senior Principal Officer	State Secretary of ministries or other similar positions	At least 16 years of employment in the civil service, of which at least 8 years served in position(s) of Principal Officer. Must have attended and completed package professionalization training.
Principal Officer	Heads of departments and divisions of ministries or other similar positions	At least 12 years of employment in the civil service, of which at least 4 years served in position(s) of Senior Officer. Must have attended and completed package professionalization training.
Senior Officer	Heads of units, senior experts, or other similar positions	At least 8 years of employment in the civil service, of which at least 4 years served in position(s) of Associate Officer. Must have attended and completed package professionalization training.

There is a specific chapter in the new Civil Service Law that relates to work performance of civil servants. Under the Law, each organization is required to develop a four-year strategic plan and an annual performance plan in line with the government's action plan while civil servants are required to formulate their respective annual performance plans based on their organization's plans. Decisions on promotion, salary, ranks, the provision of training opportunities, demotion,

³³ Source: Naranbayar, P, "Mongolia's Public Servant Personnel System" (Excerpt from "Public Servant Personnel System in East Asia" 2013)

and accountability measures must be based on the appraisal results of each civil servant's annual performance plan. It is hoped that, in the future, decisions to promote civil servants will be made based on their performance appraisals.

Gender consideration

Law of Mongolia on Promotion of Gender Equality enacted in February 2011 stipulates gender consideration in Mongolia's public servant personnel system. The Law clearly states that gender bias should not be allowed among political appointees and senior administrative officers as shown in Table 9.

Table 9 Outline of Gender equality protection law

		Positions	Ratio of one sex
Political Appointee positions (ministers, etc)		Gorvernment, Aimag (Prefecture), Capital City	Higher than 15%
		Districts of Capital City	Higher than 20%
		Sum (Municipal governments)	Higher than 25%
		Khoroo (Areas)	Higher than 30%
Administrative Executives		State Secretary of ministries , Director General of agencies	Higher than 15%
		Executive Official of other government organizations	Higher than 20%
		Director, Division Head, Section Head of ministries ,	Higher than 30%
		Director, Division Head, Section Head of Aimag, Capital City, Sum, District	Higher than 40%

According to data published by the Civil Service Council as of April 2018³⁴, women occupy around 23% of political appointment positions, 59% of public administration positions, 25% of special state service positions, and 71% of public service positions. Many researchers have mentioned that Mongolia is historically a society with prominent women's empowerment, as compared to other East Asian countries on which Confucianism has had a significant influence. One of the factors behind Mongolian women's empowerment is said to be the fact that measures taken by the government in the communist era to support women's advancement in society has made it commonplace for Mongolian women to be in workforce.

In the Global Gender Gap Index, Mongolia ranked 58th among 149 countries, but its ranking in the political empowerment category of the Index was lower at 101st. The JICA's Country Gender Profile in 2013: Mongolia, Final Report says that Mongolian women are under-represented as decision makers of the civil service and the private sector despite their social advancement. However, 63% of up to 2018 batches of JDS fellows to Japan were women and 47% of them were heads of units or above in their organizations. The JDS Project is thought to contribute to increasing the proportion of women holding key positions.

Administrative organization

As shown in Table 10, Mongolia's central administration organization consists of 13 ministries

³⁴ Mongolian Civil Service Council website <https://www.csc.gov.mn/s/47/377>

and 27 agencies. New Public Management (NPM) Reform was introduced by the parliamentary resolution of 1996 and "gentrification" of the national organization was promoted. That is, policies are formulated, coordinated, monitored and evaluated by ministries and implemented by agencies. There are two types of agencies. One type is called government regulatory agencies, which enforce laws and standards, and another is called government implementing agencies, which implement policies.

Table 10 National Government Organizations in Mongolia³⁵

Ministries	Regulatory Agencies	Implementing Agencies
Prime Minister	General Intelligence Agency	Government Agency for Policy Coordination in State Property
	Communications and Information Technology Authority	
	National Development Agency	
Deputy Prime Minister	General Agency for Specialized Inspection	
	National Emergency Management Agency	
	Authority for Fair Competition and Consumer Protection	
	Mongolian Agency for Standard and Metrology	
Cabinet Secretariat of Government		
Ministry of Environment and Tourism		National Agency for Meteorology and Environmental Monitoring
Ministry of Defence	Mongolian Armed Forces	
Ministry of Construction and Urban Development		Agency for Land Management, Geodesy and Cartography
Ministry of Education, Culture, Science and Sports		Physical Culture and Sports Authority
		Agency of Culture and Art
Ministry of Foreign Affairs		
Ministry of Road and Transportation Development		Civil Aviation Authority
Ministry of Finance		Customs General Administration
		General Department of Taxation
Ministry of Mining and Heavy Industry		Mineral Resources and Petroleum Authority
Ministry of Justice and Home Affairs	National Police Agency	General Authority for State Registration
	General Authority for Border Protection	General Authority for Archives
		General Executive Agency of Court Decision
		Mongolia Immigration Agency
Ministry of Labor and Social Protection		General Authority for Social Insurance
		Agency of Labour and Social Protection
		Authority for Family, Child and Youth Development
Ministry of Food, Agriculture and Light Industry		General Authority for Veterinary Services
Ministry of Energy		
Ministry of Health		
13 Ministries	27 Agencies (10 Regulatory Agencies, 17 Implementing Agencies)	

³⁵ Embassy of Japan in Mongolia Website

Issues

One of the administrative reform-related issues is that a succession of hasty administrative reform measures have been implemented before the stability and continuity of bureaucracy are established. One example is the organizational change performed at every turn of government. In Mongolia, every time general election results in administrative change, ministries and agencies are reformed or abolished. Table 11 summarizes the organizational changes in ministries and agencies from 1992 to 2019. Since 2004, only Ministry of Finance and Ministry of Defense have not been affected by reform or abolition.

Table 11 Transition of reshuffle of government ministries in Mongolia

Year	1992	1996	2000	2004	2008	2012	2014 Oct.	2014 Dec.	2016 Jul.
Number of Ministries	13	9	11	13	11	16	13	15	13
Administrative party	People's Revolutionary Party	Coalition government	People's Revolutionary Party	Coalition government	Coalition government	Coalition of Democratic Party, People's Revolutionary Party, Justice Coalition Party and Civil-will Green Party			People's Party

(2) Human resources development system

The new Civil Service Law specifically provides for package professionalization training and requires training for each category of positions to be implemented. Attendance and completion of package professionalization training is part of the specific requirements for promotion. The Law also stipulates that package professionalization training must be approved by the Civil Service Council and the Mongolian government and implemented by the National Academy of Governance (NAG).

Professionalization training is also supported by a project which has been implemented by the UNDP since 2018. Modules and curriculum of training for executive positions are developed by the Civil Service Council and the NAG. A training proposal is to be submitted to the Mongolian government after evaluating training needs, conducting comparison surveys of other countries' civil servant training, and carrying out expert reviews and tests. Package professionalization training equips participants with specialist knowledge as well as competence in their respective fields and covers gender equality, anti-harassment, misuse of authority in the workplace, and ethics and conflict of interest rules³⁶.

In March 2019, the Cabinet Secretariat of Mongolia and the Ministry of Personnel Management of the Republic of Korea signed a Memorandum of Understanding to provide support for policy planning and implementation in the field of civil service human resources management in

³⁶ UNDP "Towards a Professional and Citizen-centred Civil Service in Mongolia" Project documents, 2018

Mongolia. Korea also indicated its willingness to collaborate with the UNDP project³⁷

1-4. Trends of the Japan's ODA to Mongolia

1-4-1. Trends of the Japanese ODA

(1) Overview

Japan established its diplomatic relations with Mongolia in 1972 and built a Gobi Cashmere Factory as its first-ever ODA Grant project in 1977. After Mongolia's democratization and transition to a market economy in 1990, Japan stepped up efforts to provide bilateral assistance and has since contributed to Mongolia's growth through the development of socioeconomic infrastructure and human resources, including the improvement of the country's largest thermal power station, the construction of primary and lower secondary schools, and the enhancement of water supply and sewerage facilities. Japan has been the top donor to Mongolia since its democratization³⁸.

The execution by Mongolia of its very first economic partnership agreement (EPA) with Japan in February 2015 gave an opportunity to further strengthen the economic relationship between the two countries. Furthermore, the "Japan-Mongolia Mid-term Action Plan for a Strategic Partnership (2017 through 2021)" was signed in 2017, which marked the 45th anniversary of the establishment of diplomatic relations between Japan and Mongolia. Both countries agreed to seek to build a truly reciprocal strategic partnership by providing cooperation in the international area as well as proactively building up mutual cooperation in a wide range of areas, including politics and national security, economy, cultural exchanges and people-to-people interactions, as well as human resources development. Furthermore, the future behavior goal has been achieved. That is, from among the aforementioned three areas, in the "field of cultural exchanges, people-to-people interactions and human resource development," the Japanese government will assist with the development of superior human resources that contribute to the solution of development issues in Mongolia through the JDS Project, thereby promoting human network construction in both countries."

Japan's Country Assistance Policy for Mongolia adopted in December 2017 has the overall goal of "Realization of Sustainable Economic Growth and Stable social Development" and three priority areas. (See Table 12.)

³⁷ <https://www.montsame.mn/en/read/195994>

³⁸ Japan's total ODA disbursements exceeded US\$2.663 billion. (Japan's ODA Data by Country (Mongolia), 2018, Ministry of Foreign Affairs of Japan)

Table 12 Country Assistance Policy for Mongolia by the Japanese Government

Basic Policy (Overall Goal)	Priority Areas (Mid-term Goal)	Development Issues (Short-term Goal)
Realization of Sustainable Economic Growth and Stable social Development	Improving Public Financial Management	<ul style="list-style-type: none"> • Improving Public Financial Management • Promoting the Vital Market Economy
	Environment-friendly and Balanced Economic Development	<ul style="list-style-type: none"> • Promotion of industrial diversification and strengthening of regional development strategies • Developing High-quality Infrastructure to Underpin Growth • Improving Urban Environment Management
	Realization of an Inclusive Society	<ul style="list-style-type: none"> • Achieving health care standards that match the social situation • Improving the quality of basic social services • Promoting social participation and inclusion of people with disabilities

Figure 5 shows changes in assistance provided by major donors in recent years. Although Japan was second after Korea in terms of total bilateral assistance disbursements in 2018, Japan also has contributed to Mongolia's development as the largest donor among the OECD countries for five years from 2013 to 2017.

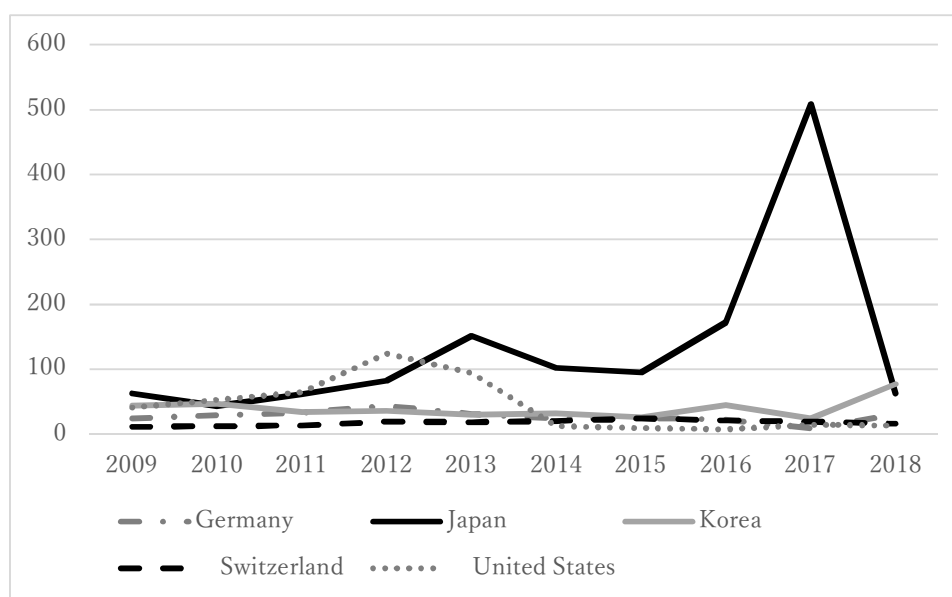


Figure 5 Changes in Aid Expenditure of Major Donors and International Organizations to Mongolia³⁹

(U.S. dollars in millions, based on aggregate spending)

³⁹ OECD.Stat <http://stats.oecd.org>

1-4-2. Japanese Government's Scholarship Programs

As of April 2020, 312,000 international students (government-sponsored and privately-financed) are receiving education in Japan⁴⁰. Looking at the number of international students by region of origin, students from Asian region account for 93.6%. As for the number of international students by nationality, we have 3,124 students from Mongolia, the 11th largest group overall. The number of Mongolian students studying in Japan started to rise around 2002, when the JDS Project was first offered in Mongolia, and the number has more than tripled in the last 15 years.

Mainly five organizations operate programs for Mongolian students studying in Japan sponsored by the Japanese government. There are three major types of programs which target administrative officers like JDS: Young Leaders' Program (YLP), a scholarship student program sponsored by Ministry of Education, Culture, Sports, Science and Technology; scholarship student programs operated with contributions from the Japanese government to international organizations; and JICA's long-term training programs. Table 13 describes the outlines of these programs.

Table 13 Japanese government's scholarship programs

Organizations	Project	Purpose
Ministry of Education, Culture, Sports, Science and Technology (MEXT)	The Japanese Government (Monbukagakusho) Scholarship	To promote international cultural exchange between Japan and other countries and to promote mutual friendship, as well as to contribute to human resources development of foreign countries.
Japan Society for the Promotion of Science (JSPS)	JSPS Fellowship Programs for Overseas Researchers	To support the progress of research by individual foreign research fellows, as well as to promote Japanese academic research and internationalization through cooperative research relationships with foreign researchers.
	RONPAKU (Dissertation PhD) Program	To support outstanding researchers from Asian and African nations in obtaining PhDs from Japanese universities by submitting theses, regardless of the graduate school course. The aim is to improve academic research standards in the target countries and to develop academic exchange relationships between Japan and the target countries.
Ministry of Foreign Affairs (MOFA)	Joint Japan/ World Bank Graduate Scholarship Program (JJ/WBGSP)	To provide <u>middle managers</u> in developing countries with opportunities to study in Master's degree courses in development-related areas in Western countries, Japan, etc. The project has been administered with donations from the Japanese government for longer than 25 years. More than 5,000 people have received the scholarship so far and more than 200 million dollars has been spent by the Japanese government. The project is intended for personnel in both the government and the private sector. 85 people have been dispatched from Mongolia by FY2019 ⁴¹ .

⁴⁰ JASSO, "Result of an Annual Survey of International Students in Japan 2019," 2020

⁴¹ JJ/WBGSP Annual Report 2019

	Japan-IMF Scholarship Program for Asia (JISPA)	This is a scholarship system run in Tokyo by the IMF Regional Office for Asia and the Pacific, based on aid from the Japanese government. The scholarship is offered in order to contribute to the reinforcement of government capabilities in macroeconomic and financial policy planning and implementation, with the aim of training <u>young administration officials</u> in the Asia-Pacific region. Annually, the scholarship is provided to about 35 scholars who study a Master's degree program in the partner universities such as Hitotsubashi University, International University of Japan, GRIPS and the University of Tokyo. There are also small slots for those who apply for a doctoral course in any university in Japan (not specified). From Mongolia, it has a track record of dispatching staff from the Bank of Mongolia and Ministry of Finance ⁴² .
	Asian Development Bank - Japan Scholarship Program (ADB-JSP)	For developing countries who are members of ADB, the program offers opportunities to obtain degrees in development-related fields in 27 designated graduate schools in 10 countries in the Asia-Pacific region. It was established in April 1988, and the Japanese government has spent more than 100 million dollars. More than 2,700 people from 35 member countries have received the scholarship. About 300 people receive the scholarship every year. 126 people from Mongolia have obtained degrees and returned home by FY2018 ⁴³ .
JICA	Long Term Training Program	A technical cooperation program to accept outstanding young human resources from <u>counterparts to JICA projects</u> in developing countries, and from government-related organizations of target countries, for a period of longer than one year, and to have them learn comprehensive and advanced knowledge and techniques.
	ODA Loan Scholarship Program	Dispatch exchange students to Japan in order to contribute to solve the development issues of developing countries by educating government officers, engineers and scholars. This program covers wide range of courses such as short time, long term, bachelor, master and doctor.
Japan Foundation	Japanese Studies Fellowship Program	In order to promote Japanese Studies overseas, this program provides support to outstanding foreign scholars, researchers, and doctoral candidates in Japanese Studies by providing them with the opportunity to conduct research in Japan. Natural sciences, medicine, or engineering fields are not applicable. Maximum 14 months.

(1) The Japanese Government (Monbukagakusho) Scholarship (Ministry of Education, Culture, Sports, Science and Technology: MEXT)

Japanese-government-sponsored scholarship programs for international students was started in 1954 and the first Japanese-government-sponsored students from Mongolia were accepted in 1976 based on a memorandum on cultural and science exchange between the two countries signed in 1974. Mongolia takes advantage of all the programs⁴⁴ to send Japanese-government-sponsored

⁴² 2016 JISPA review report

⁴³ ADB-JSP Annual Report 2018

⁴⁴ Japanese-government-sponsored scholarship for international students consists of the following six programs. (1)

students to Japan, and 54 students were accepted in the 2019 fiscal year. Among them, 11 were graduate research students like JDS and three were YLP.

Table 14 Overview of Research Student and YLP in MEXT Scholarship Program

Program	Research Student	Young Leaders Program (YLP)
Purpose	To Promote the international cultural exchange between Japan and other countries, promote friendship and goodwill, while contributing to the development of human resources in other countries. Students start as research students for 1-2 years. The duration of scholarship will be extended if the students pass entrance examination of graduate schools to be regular students. Half year will be allocated for preparatory education if students' Japanese proficiency is not enough.	To invite young government officers, etc. that are expected to play an active role as future national leaders in Asian countries to Japan, to create a human intellectual network of leaders etc. of countries throughout the world by deepening the understanding of Japan, and to contribute to the construction of friendly relations between countries including Japan and improvement of policy formulations functions. 1 year Master's degree course.
Year started	1954	2001
Fields of study	All fields which Japanese graduate schools offer	Public Administration/ Local Governance (GRIPS), Medical Administration (Nagoya University), Business Administration (Hitotsubashi University), Law (Kyushu University)
Language	Japanese or English	English
fixed number of places	Not fixed	Not fixed
Main qualifications and requirements	Age: under 35 Work Experience: no special experience is required. (Undergraduate students can apply.)	Age: under 40 (except for business administration course), or under 35 (only for business administration course) Work experience: has 3~5 years of actual work experience in the related field
Selection of Candidates	Recommendation by Japanese embassies and missions abroad, recommendation by universities	Based on recommendations from the recommending institutions of the target country, document screening at Japanese accepting university, and final selection by MEXT YLP Committee
Career examples of returned fellows	Minister of Mining, Minister of Education Culture and Science, congressist, Director of the Strategic Policy Planning Department, the City Government of Ulaanbaatar	Former Director of Ministry of Energy, Former Mongolia's Ambassador to the UN

Table 15 Number of MEXT Scholarship students from Mongolia (by each program)

FY	2016	2017	2018	2019
Research Student	12	12	12	11
YLP	1	2	3	3

Source: Embassy of Japan in Mongolia Website

research students (2) undergraduate students, (3) college of technology students, (4) specialized training college students, (5) Japanese studies students, and (6) teacher training students.

(2) JICA's Studying-abroad Projects in Mongolia

As shown in Table 16, four JICA projects are conducted including studying in Japan. There are two projects which target administrative officers like JDS in the mining sector, one of the major Industries and include masters programs: "Training Program for Human Resources Development in the Mining Sector" and "Kizuna Program." The former is a technical cooperation project with emphasis on short-term training in Japan and workshop in Mongolia whose main purpose is to conduct joint research aimed at improving policy-making ability, and its study in master's program is a complementary component. The latter targets not only Mongolia but also strategically important resource-endowed countries with personnel training needs in mining. The acceptance target from Mongolia is 14 persons over ten years from 2013 to 2023. Seven persons have already been dispatched and four persons have obtained degrees and returned to Mongolia as of June 2020.

The purpose of Higher Engineering Education Development Project is to train engineers needed by Mongolia's industries through enrichment in the quality and quantity of engineering education and research at two major universities in Mongolia (Mongolian University of Science and Technology and National University of Mongolia). During ten years from 2014 to 2024, students and faculty members have been dispatched to technical colleges, faculties, and graduate schools for the purpose of obtaining a degree or research.

Table 16 Studying-abroad Projects in Mongolia

Project	Training Program for Human Resources Development in the Mining Sector	Kizuna Program	Higher Engineering Education Development Project	SDGs Global Leader Program
Scheme	Technical cooperation project	Country/Area-Focused Training Course	ODA loan	Technical cooperation project
Purpose	To train personnel for mining development which gives consideration to mineral deposit environment	To strengthen a network of personal contacts through training personnel of a developing country who will bear continuous mining development	To train engineers for industries through functional enhancement of higher engineering education	Fostering highly-skilled human resources to promote development cooperation to achieve the SDGs
Target	Ministry of Mining and Heavy Industry	Ministry of Mining and Heavy Industry, Central Geological Laboratory of Mongolia, Mongolian University of Science and Technology	Mongolian University of Science and Technology, National University of Mongolia	Government officials, Researchers and Private sectors
Training format	Short-term training in Japan, long term training (master's program), local workshop	Internship at a government organization, a company, etc., in addition to research in master's or doctoral program. Conducting overseas survey with an academic advisor	College of technology, bachelor, master's program, doctoral program	Master's program, doctoral program
Number of participants	Short-term: 10 persons/time x 3 times Long-term: 4 persons	Target: 14 persons (5 active)	Target: 1,000 persons (100 master's program, 60 doctoral program, 200 college of technology, 320 twinning program, 320 non-degree)	Target: 1 person (for Mongolia)
(fAccepted by	Ministry of Economy, Trade and Industry, Agency of Natural Resources and Energy, Japan Oil, Gas and Metals National Corporation, International Institute for Mining Technology, Akita University	Akita University, Tohoku University, Waseda University, University of Tsukuba	Nagaoka University of Technology, Kitami Institute of Technology, Nagoya Institute of Technology, Toyohashi University of Technology, Kyoto Institute of Technology, Kyushu University, and others	Hiroshima University (2019), University of Tsukuba (2020) *Depending on research theme

1-4-3. Situation of Private Cooperation and Exchange

Trade between Japan and Mongolia totaled around 60.8 billion yen in 2018. Japan's imports from Mongolia were around 3.6 billion yen while Japan's exports to Mongolia were around 57.2 billion yen, which shows Japan's extremely favorable balance of trade. Japan's major imports from Mongolia included mineral resources (coal, fluorite), textiles, and machinery. Japan's major exports included automobiles, machinery, and construction and mining equipment. Japan's direct investments in Mongolia totaled US\$752 million. The number of branches of Japanese companies in Mongolia is one and there are 56 representative offices and 448 local subsidiaries of Japanese companies operating in Mongolia⁴⁵.

MobiCom established by Sumitomo Corporation and KDDI as a joint venture with Mongolia's Newcom Group in 1995 is an example of Japanese companies' investment in and expansion to Mongolia. MobiCom became the largest mobile phone operator in Mongolia with market share of nearly 50%. In 2016, KDDI converted the company into its consolidated subsidiary by increasing its stake to more than 50%. One of the first batch of JDS returned fellows, was appointed as Chief Legal and Compliance Officer of MobiCom in 2017.

In 2003, H. S. Securities Co., Ltd. (currently known as Sawada Holdings Co., Ltd.) acquired all shares of Khan Bank LLC. It has since grown to be a commercial bank with the country's largest asset portfolio.

A Japan-Mongolia summit meeting was held during an official visit to Japan by Mongolian Prime Minister Ukhnaa Khurelsukh in December 2018. During the meeting, Prime Minister Abe mentioned the success of the 9th Japan-Mongolia Government and Business Sector Joint Committee and expressed his willingness to work with Mongolia to strengthen the economic and business relationship between the two countries by ensuring the implementation of the Japan-Mongolia Economic Partnership Agreement (EPA)⁴⁶.

1-5. Trend of Other Donor's Aid

Prior to 1990, students were limited to the Soviet Union or other socialist countries if they wanted to study abroad. However, these days, there are more and more scholarship programs for newly emerging nations like China and Turkey in addition to Western countries and competition between donors to snag top scholars is intensifying. Like the JDS, the Australia Awards Mongolia (AAM) and the Korea International Cooperation Agency (KOICA) scholarship programs are mainly designed to train government administrators for Mongolia. The AAM in particular is actively recruiting government officials to become students. Former AAM scholars who hold key government positions such as parliament members and cabinet ministers inspire young civil servants to apply for the AAM. Its active alumni programs interest them as well. The AAM is

⁴⁵ Ministry of Foreign Affairs, Japan <https://www.mofa.go.jp/mofaj/area/mongolia/index.html>

⁴⁶ Website of the Ministry of Foreign Affairs of Japan
https://www.mofa.go.jp/mofaj/a_o/c_m1/mn/page6_000238.html

open to private sector applicants and many of its scholars now enjoy a very successful career in the private sector. The JDS Project can gain some insight into public-private partnership using alumni networks from the AAM's model.

Including the private sector, the Fulbright and Chevening scholarships are able to recruit top-class students from wide range. Germany has built the German-Mongolian Institute for Resources and Technology (GMIT) in the suburbs of Ulaanbaatar to support engineering fields, in addition to the DAAD scholarship program. Reforms to the Mongolian government official system include past examples of support from Canada.

Table 17 Other Donor's Scholarship Programs in Mongolia

Program	Target	Degree	Field of study	Slot
Australia Awards Mongolia(AAM)	Government officers/Open recruitment	Master, Doctor	Public sector management, Business management, Education, Engineering and Mining, Construction, Environment and Agriculture, Health, Information and Communication Technology, Society and Culture	30 to 45 people (Government officers 55%, Open recruitment 45%)
KOICA Scholarship	Government officers	Master (Most of programs are 1 year)	Governance, Agricultural development, Medicine, Environment, Energy, Education	15 to 20 people
Chevening Scholarship	Open recruitment	Master (1year)	Climate change, Democracy, environment protection, Governance	Approximately 10 people
Fulbright Scholarship	Open recruitment	Master	Science, Technology, Mining, Public health, Environment	13~15 people
DAAD ⁴⁷	Open recruitment	None specified	MBA, Economics, Development management, Science, Technology, Agriculture, Environment, Medical, Education, Legal designation, Media	Unclear
Russian government scholarship	Open recruitment	Bachelor, Master, Doctor, Induction course, academy	Priority areas by Ministry of Education, Culture, Science and Sports	60 people
Chinese government scholarship	Open recruitment	Bachelor, Master, Doctor	None specified	252 people (2019)
Turkey government scholarship	Open recruitment	Bachelor, Master, Doctor	None specified (Teaching language is Turkey and English)	Approximately 60 people
Korean government scholarship	Open recruitment	Bachelor, Master, Doctor	Korean history, Diplomacy, Bibliography, Philosophy, National language, Anthropology, Folklore, Religion, Musicology, Art history, Cultural informatics, Human geography, Political science, Economics, Sociology, Education, Korean culture, Society, International Relationship	7 people

Australia Awards Mongolia : AAM

Since 1993, the Australian government had offered scholarships in various ways before the

⁴⁷ Der Deutsche Akademische Austauschdienst, established in cooperation with German universities

Australia Awards Mongolia (AAM) commenced in 2013. The Development Awards and Australia Awards, which were the predecessors of the AAM, were launched in 2003, and over 200 Mongolians have obtained postgraduate degrees (master's or doctoral degrees) in Australia.

As with the JDS Project, the AAM was initially offered to public sector employees only, but in 2008 private sector and NGO employees also became eligible to apply. People living in provinces, linguistic or ethnic minorities, and people with disabilities, among others, are strongly encouraged to apply and a total of around 600 applications are made each year. Finance, Economics, and Governance attract more applications whereas Engineering and Science are less popular among applicants. The number of scholarship places offered is not specified and is subject to change according to annual budgets. The number of scholarship recipients in 2018 and 2019 was 40 and 28, respectively. The ratio of scholarship recipients from the public sector to those from the private sector is roughly 1:1.

The AAM expects master's program candidates to achieve an IELTS score of at least 6.0 at the time of application. Candidates must take and pay for English language tests and submit their test results at the time of application. Each year, about 70% of applicants meet the eligibility criteria. Successful applicants will be offered six months of English language training.

The AAM Alumni Network Strategy was launched in 2013 to promote engagement and interaction with Australia Awards alumni. Many beneficiaries gain from this engagement: the alumni themselves, the Governments of Mongolia and Australia, employers, industries, and universities. The AAM also funds the Mongolia-Australia Friendship Society (Mozzies) activities. Former AAM scholars include four parliament members, three ministers (Ministry of Foreign Affairs, Ministry of Finance, and Ministry of Defense), and the Deputy Governor of the Bank of Mongolia, to name a few. There are also a number of former AAM scholars among departmental heads of government ministries and agencies and presidents of national universities. AAM alumni enjoy very successful careers in the industry, government, and academia sectors alike.

KOICA Scholarship

The KOICA Scholarship Program invites applications from 44 countries around the world. There are about 50 to 60 applications from Mongolia each year and 15 to 20 successful applicants are sent to Korea. Only core civil servants are eligible to apply and applications from those in public service positions are not accepted. Master's programs are conducted in English and usually last for a year and a half. English language requirements are specified by individual universities and TOEIC scores of 700 are generally expected. Water Resources Management and Environment are popular fields of study and attract more applications from the Ministry of Environment and Tourism and its subordinate organizations.

Fulbright Scholarship

The Fulbright Scholarship is noted for selecting only the very best candidates from among a

general recruitment. There are no age restrictions or priority bodies, and they attempt to ensure high quality students from a wide demographic range, including regional areas. The Fulbright Commission runs the program as an operating committee made up of members from the Mongolian government and the United States embassy, and selects the students. The program uses a cost-sharing scheme with the Mongolian government. Fulbright graduates are also involved with the selection process by serving as interviewers. Some 300 to 400 apply for this scholarship. English requirements are 85 iBT points in TOEFL (550 PBT points) or 6.5 in IELTS.

Chinese Government Scholarship

Each year, about 250 degree program students study in China under the educational cooperation program between the Mongolian government and Chinese government. This scholarship is available to all applicants and there are age limits for bachelor's, master's, and doctoral degree programs. There are no specified fields of study and applicants are free to choose their preferred program from any of 243 universities in China.

According to Statistics on International Students Studying in China issued by the Ministry of Education of the People's Republic of China, there were 1,956 Mongolian students studying in China in FY2005. In FY2016, the number increased to 8,508 and in FY2018, it rose to 10,158, a fivefold increase from FY2005⁴⁸. In view of China's greater influence on Mongolia in trade and investment and its geopolitical importance, Mongolia is expected to further strengthen its relationship with China in the area of human resources development.

1-6. Situation and Needs for Human Resource Development in Target Organizations

Toward selection of qualified human resources, which is a precondition as an expression of outcomes for JDS, literature investigation, questionnaire investigation, and a hearing investigation were implemented in order to understand the needs of human resource development and the situation of the human resource layer of targeted organization.

(1) Overview of Literature Investigation

From January to March 2020, questionnaire and interview surveys targeting main government agencies and assumed target organizations were carried out. (Targeted at 38 agencies and organizations) Based on the analysis of existing materials available in Japan, a field survey was conducted in Mongolia from January to February 2020 aiming at visiting main target organizations and interviewing them on their needs regarding human resource development as well as their development issues. Some advices concerning value-added programs and expectations towards JDS were given from JDS returned fellows who experienced studying in Japan.

⁴⁸ Students who were on non-degree programs were included in the statistics.

(2) Findings of both Surveys

Development issues and needs for human resource development

According to questionnaires and acquisition of opinions from target organizations, there were strong shared human development needs in the following areas. Examples were formulation of proposals for public policy and development of legal systems in each field. Moreover, some target organizations made replies as follows. That is, “there existed employees who gave up applying for the program because the distance between the JDS development issues and the nature of their duties was remote. Thus, we would like the relevant fields to be a little more extensive than they currently are, such that more employees will be entitled to apply for the program.”

The next-phase priority area for the JDS Project in Mongolia is “sound macroeconomic management and strong governance.” The Ministry of Finance demonstrated a view to the effect that the macroeconomic policy, for which an IMF project currently moving along, would be an important policy issue and thus, continuous JDS support would be necessary. Furthermore, in response to amendment to the tax law in 2020, new departments were established in the General Department of Taxation. Thus, it was also mentioned that it would be desirable to foster experts for fiscal policy management in the fields of international taxation, debt management, and property tax, as well as the digital market area.

As far as another priority area for assistance “environment-friendly and balanced economic development” is concerned, the Ministry of Environment and Tourism (MET) and the National Emergency Management Agency of Mongolia mentioned needs in environmental policies regarding contamination of soil, water, air, etc. and disaster prevention policies. Moreover, the Ministry of Construction and Urban Development (MCUD) mentioned a deficiency in personnel who were able to perform construction plans and assessments based on international standards, and they stated that they wanted to foster related experts.

In addition, priority areas and development issues for target organizations confirmed through questionnaire surveys and interview surveys have been summarized in Table 18.

Table 18 Priority Areas and Development Issues of Main Target Organizations

Organization	Areas where human resources development is required
Ministry of Finance	International taxation; corporate transactions in the mining industry; internal audit and monitoring; and fiscal policy
Ministry of Justice and Internal Affairs	Law applicable to economy; social law (family, gender); and anti-drug and anti-terrorism law
Ministry of Education, Culture, Science and Sports	Policy planning; management of experts in the fields of culture, art, and sports; and management of the educational field
Ministry of Mining and Heavy Industry	Law (contracts) and economy in the fields of mining, oil refinery, heavy industry (copper and steel production), geology, and petroleum.
Ministry of Labour and Social Service	Law and economy in the field of social security; population research; and policy planning
Ministry of Construction and Urban Development	Geodesy data analysis; urban development including waste water treatment and management; construction planning; and public policy
Ministry of Road and Transport	Railway, air transportation, sea transportation, road (construction), road (management), distribution, railway, combined transportation, railway maintenance engineers and human resources capable of controlling traffic and transportation of a new airport
Ministry of Environment and Tourism	Anti air pollution; environmentally friendly technical development; and environmental protection
Ministry of Food, Agriculture, and Light Industry	Light industry; development of small and medium-sized enterprises; and policy planning
Financial Regulatory Committee	Insurance; finance; securities; and human resources (management and supervision)
Customs Agency	Law; economy; and IT
General Department of Taxation	International taxation; debt management; property tax; and digital marketplace
National Emergency Management Agency	Disaster prevention and management; public policy planning; and human resources
National Development Agency	IT-based industrial development; data analysis and synthesis; trade; FDI linkages (experts linking corporate transaction partners); and logistics planning
Bank of Mongolia	Finance and economy; law; IT; and human resources

Major Scholarship Programs Offered by Other Donors

Many of target organizations send their personnel to study in Japan on the JDS Project as well as other Japanese scholarship programs and to Australia, the UK, and Korea. The findings of interviews with government ministries and agencies are as follows: Australia is the top study abroad destination, followed by Korea, the US, and the UK. It is assumed that scholarship applicants from Mongolia prefer Australia and Korea as the Australia Awards Mongolia and Korea's KOICA Scholarship are the only scholarship programs offered exclusively to civil servants.

Table 19 Study abroad destination of Mongolia public servant other than choosing JDS

Organization Responded	Scholarship Program other than JDS
Ministry of Foreign Affairs	Russia, Romania, Turkey
Ministry of Finance	Australia, Korea (KOICA), China, IMF, America(Fulbright), Russia
Ministry of Justice and Home Affairs	Australia, Korea (KOICA)
Ministry of Mining and Heavy Industry	Australia, America, Canada
Ministry of Construction and Urban Development	Korea (KOICA), China (short-term training), Germany (Short-term training)
Ministry of Road and Transportation Development	China, Korea (KOICA), University under the Ministry of Transport of Korea, Australia
Ministry of Food, Agriculture and Light Industry	Australia
Customs General Administration	Australia, Hungary, Kazakhstan
General Tax Administration	Australia, Korea (KOICA), Netherlands
National Development Agency	America(Fulbright)
National Emergency Management Agency	Russia, Thailand, Korea
Financial Regulatory Commission	Australia, Korea (KOICA)
Bank of Mongolia	Australia, Korea (KOICA), United Kingdom (Chevening), America

Requests to the JDS Project**Setting the Program Duration**

The Ministry of Foreign Affairs in Mongolia mentioned that due to staff shortages, they prefer one-year programs rather than two-year programs, if offered. To reduce the time required to acquire the knowledge and experience which would normally take two years, to one year, higher levels of academic competence and English language skills would be expected. Because of Mongolian applicants' poor command of English, serious discussion should be had before one-year programs are offered in Mongolia. However, JDS returned fellows gave positive comments that their two-year programs had not only enabled them to obtain degrees, but also had allowed them to gain insights about Japan. They added that experiences in Japan would be definitely beneficial once back in Mongolia. For this reason, it is essential to stress to the Ministry of Foreign Affairs the advantages of two-year programs, and to communicate that the Ministry will be able to look forward to returns from their two-year investment on their officials on the JDS Project. Efforts should also be made to continue to encourage their participation in the JDS Project.

Reserving Places for Specific Target Organizations

The Ministry of Foreign Affairs and Ulaanbaatar City Administration requested that some special slots be reserved exclusively for them. No target organizations have been identified for each component in Mongolia yet, but it may be a good idea to consider reserving slots only for those target organizations that may play a diplomatically beneficial role. However, there may be a temporary reduction in applications to the JDS Project from the next phase, because only core

civil servants will be eligible to apply. It is necessary to analyze the number and quality of applications in the next phase to determine whether reserving slots would be beneficial to the JDS Project in Mongolia.

Requests for Additional Programs

Practical Training

Some people expressed their opinion that the JDS Project should offer programs that combine its existing graduate programs of an academic nature with more practical training such as government or corporate internship programs. Those who had studied in Japan commented that JDS fellows, whether they are technical officers or administrative officers, need practical training to gain hands-on experience of learning both mentally and manually how to leverage their knowledge.

English Language Training

At the interviews, almost all of the target organizations requested that English language courses be provided on the JDS Project. Although these organizations are aware of the need for their personnel to study abroad, all of them are not able to do so because of their poor command of English. More information was obtained from one of the interviewees, the Financial Regulatory Committee. As part of the financial and economic support programs of the World Bank, the Financial Regulatory Commission provides English language training, which is attended by 50 staff annually. A human resources manager said that their staff improve English skills through the training and that the Financial Regulatory Committee does not see any issues with the levels of the staff's English skills when they go abroad to study. The Bank of Mongolia, another interviewee, said that they do not have any concerns about their staff's command of English because short-term overseas programs are frequently organized and English skills are almost always needed for business at the bank. Every year, a large number of applications are received from both organizations and it is therefore believed that raising the English skill levels of applicants from target organizations will lead to attracting more applicants.

Short-term Training Programs

Many target organizations have short-term training programs as well as degree programs in place for their overseas programs and they requested short-term courses also be offered on the JDS Project. As for the content of the short-term training, there was a high need for training that included more practical skills. This request may be worth considering in view of the fact that more options for short-term courses were recommended in the JDS basic research to add higher value to the JDS Project. It is possible that short-term course participants would be so impressed with life in Japan, Japanese culture, and the quality of the course that they would subsequently decide to apply for the JDS Project. It may be a good idea to approach and attract potential applicants, using a list of young civil servants who have participated in the JICA's theme-specific or country-

specific training programs before.

Needs for doctoral programs

According to the questionnaire surveys and interview surveys conducted through target organizations, certain needs were confirmed regarding doctoral programs. In particular, according to the Bank of Mongolia, “specialized knowledge equivalent to that of the degree of doctoral programs for formulating drafts for macroeconomic policy is necessary. Therefore, it would be beneficial for senior executives to undertake doctoral programs.” At present, the Bank of Mongolia is a target organization to which the highest number of JDS returned Fellows belong, and superior JDS returned Fellows can be expected to apply for doctoral programs in the future. Many ministries and government offices replied that “under the promotion system for civil servants, achievement of doctoral programs have not been an element leading to specific promotion. However, such achievement could comprise a targeted element of assessment.” Finally, the first batch of JDS scholars graduated from the doctoral programs of the JDS Project in Mongolia as of March 2020. Thus, it will be important to confirm outcomes based on career changes and excellence in performance on the part of JDS returned Fellows.

Chapter 2. Contents of the JDS Project

2-1. Overview of JDS Project

The JDS Project is a grant aid project that provides scholarships to international students from partner governments with purpose on developing human resources who can be expected to play central roles in policy making and implementation for socio-economic development of the developing countries. It was established in FY 1999 under the Japanese government's "100,000 International Students Plan."

The JDS Project is not for supporting individuals, but characterized by focusing on developing human resources engaging in the priority areas (Sub-Programs) that are selected through discussions between target countries and Japanese related parties.

On the basis of the above mentioned aim and features of the JDS Project, the preparatory survey team investigates human resource development needs corresponding to the concerned Sub-Programs established based on the national development plan of the target country and Country Assistance Policy for Mongolia by the Japanese government, and existence of potential candidates at expected Target Organizations and others. Further, based on the result of the said survey, the survey team formulates the scale of the JDS Project set as four-batch package, and program plan of each Sub-Program (the Basic Plan for the Sub-Program).

2-1-1. Project Design

Table 20 shows the JDS priority areas and key development issues and expected degrees identified on the basis of the field survey conducted from January to February 2020. Although this framework is for master's programs, in accordance with the JDS doctoral program operation policy for all countries, it is also required that the research themes of doctoral programs match the target development issues in the JDS Project plan of each country.

Table 20 Framework of JDS Mongolia (intake FY2021-2024)

Priority Area (Sub-program)	Development Issue (Component)		Expected Theme of the Research/Possible Fields of Study	Slots
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	Sustainable Development Policy, Development Economy, Macro Economic Planning, Public Financial Management, Public Investment Policy, Internal Audit, International Taxation, Public Debt Management, Property Tax	2
		1-1-2 Public Policy	Social Welfare Governance, Social Security Governance, Health Policy -Rural Development, Regional development, Population Policy / Urban Decentralization Policy, Tax Administration, International Education in comparative perspective, Human Resource Development, E-Governance, Public Procurement Policy	2
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	Financial Policy, Capital Market Policy, Revitalization of the Stock and Bond Markets, FDI Promotion Policy, Digital Market Policy and Management	2
		1-2-2 Business and Economic Legal System	Business and Economic Legal System, Legal Negotiation on Contract with International Corporations, Mediation and Other Conflict Management Approaches, Public Private Partnership Law, Competition Law, International Financial Law and Regulation	1
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		Industrial Policy, Agriculture Policy, Business Administration and Finance, SMEs Development, Local Industry Promotion, SDGs Monitoring	4
	2-2 Developing High-quality Infrastructure to Underpin Growth		Urban Policy, Urban/Regional Plan, Transportation Plan, Public Private Partnership, Urban Development Project Management, Geodesy Data Analysis, Waste Water Treatment Plan and Management, Logistics Management System, Complex Transportation	2
	2-3 Improving Urban Environment Management		Urban Environment Policy, Environment Assessment, Environment Engineering, Disaster Management, International Environment Law	2

(1) Number of Slots

Following adjustments made by the Ministry of Foreign Affairs of Japan and the JICA before this

preparatory survey was conducted, it was agreed that the number of available slots for the next phase of the JDS Project would be reduced to ensure its continuity as a result of comparing the income level and population size of Mongolia with other JDS implementing countries, etc. The maximum number of slots for master's programs will be reduced from 20 to 15 and doctoral programs from two to one. The changes to the number of places were communicated to the Operating Committee by the JICA in August 2019 and have been agreed. This preparatory survey reconfirms the changes. Certain needs for doctoral programs were identified in the interviews with target organizations and JDS returned fellows.

(2) Component and Research Theme

With respect to Sub-Program “1. Sound macroeconomic management and strong governance,” “Public policy,” which was requested by many target organizations, has been added in “1-1 Improving public financial management” as its Sub-Component. To enable applicants to better understand the development issues of “1-2 Promoting the vital market economy,” Sub-Components “Financial policy and capital market policy” and “Business and Economic Legal System” have been added. The aim of each Sub-component is as follows:

- Public financial management: Aiming to improve the government's financial management capabilities.
- Public policy: Aiming to enhance public finance expertise required by a range of government ministries and agencies.
- Financial Policy and Capital Market Policy, and Business and Economic Legal System: Developing human resources responsible for promoting a market economy and improving its environment.

Mongolia's economy and industrial structure are extremely fragile and its financial and banking sector needs urgent reform. Government officials are required to continue to improve their expertise in this field.

With respect to Sub-Program “2. Environment-friendly and balanced economic development,” four slots have been generously allocated to “2-1 Industrial Policy and Business Administration.” This is the development issue for which applications from more than one government ministry or agency are expected. In contrast, two slots have been allocated to each of two development issues for which applications from only a limited number of target organizations may be made. These two development issues are “2-2 Developing high-quality infrastructure to underpin growth” (the aim of which is to develop human resources in the fields that are highly relevant to urban and regional development planning and existing JICA projects (e.g. airport management)) and “2-3 Improving Urban Environment Management” (the aim of which is to strengthen capabilities to resolve environmental issues of the densely populated city of Ulaanbaatar).

(3) Target Organization

The JDS Project had been open to all civil servants. However, in light of its objective of developing core human resources of central government ministries and agencies, it was agreed that applicants would be limited to core civil servants (special state service positions and public administration positions) from the next phase. Employees of the Bank of Mongolia and the Development Bank of Mongolia, although they are not civil servants, will continue to be eligible to apply as they are expected to make a direct contribution to successfully dealing with issues such as public financial management, and financial and capital market policy. Slots reserved for the private sector will be abolished in order to make the JDS Project more effective by offering a limited number of scholarships in light of the project original objective..

There are some JDS returned fellows who were not allowed to be reinstated into their old positions at their original organizations after returning home in Mongolia. The new Civil Service Law has made it easier for core civil servants to be reinstated as it is now permitted to temporarily hire replacements during their study abroad. Moreover, the Operating Committee is able to engage more actively in addressing the reinstatement issue. This situation may have a positive impact on raising the reinstatement rate.

With respect to target organizations for each component, it was agreed, given frequent restructuring of government ministries and agencies and higher job fluidity in the civil service in Mongolia, that applications from all target organizations would continue to be accepted in the same way that they were in this current phase. It was also agreed that the main target organizations from which applications should be more strongly encouraged would be identified. The potential main target organizations are listed in the table below. It was also confirmed that the Operating Committee should have discussions if any additions and/or deletions need to be made to the main target organizations during the phase.

Table 21 Expected Main Target Organizations

Priority Area (Sub-program)	Development Issue (Component)		Main Target Organizations
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	-Ministry of Finance -Customs General Administration -General Department of Taxation -National Development Agency -National Audit Office
		1-1-2 Public Policy	-Cabinet Secretariat of Government -Ministry of Education, Culture, Science and Sports
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	-Ministry of Foreign Affairs -Financial Regulatory Commission -Central Bank of Mongolia -Ministry of Justice and Home Affairs -Authority for Fair Competition and Consumer Protection
		1-2-2 Business and Economic Legal System	-Cabinet Secretariat of Government -National Development Agency
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		-Ministry of Food, Agriculture and Light Industry -Ministry of Mining and Heavy Industry -National Development Agency
	2-2 Developing High-quality Infrastructure to Underpin Growth		-Ministry of Construction and Urban Development -Ministry of Road and Transport Development -National Development Agency
	2-2 Developing High-quality Infrastructure to Underpin Growth		-Ministry of Environment and Tourism -Ministry of Construction and Urban Development -National Emergency Management Agency

(4) Accepting Universities

Prior to this preparatory survey, the JICA presented proposed fields of study and development issues of the JDS Project in Mongolia to existing and potential JDS host universities and invited them to submit student hosting proposals indicating their preferred countries and proposed issues. Subsequently, a total of 43 proposals were submitted from 20 universities or 24 graduate schools.

The details of the student hosting proposals submitted by these universities and their experiences of hosting international students including JDS fellows were assessed by the JICA based on the assessment guidelines. Then, the universities that had made suggestions about the components were reviewed by the JICA and those shortlisted and ranked highly in the review were presented to Mongolian government officials when this preparatory survey was discussed with them in Mongolia. The shortlisted universities' profiles were described to the government officials during the discussion. After the discussion, host universities and the number of available places were agreed as shown in the table below.

Table 22 Accepting Universities of the JDS Project in Mongolia

Priority Area (Sub-program)	Development Issue (Component)		Accepting University	Slots
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	Saitama University (GS of Humanities and Social Sciences)	2
		1-1-2 Public Policy	Meiji University (GS of Governance Studies)	2
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	International University of Japan (GS of International Relations)	2
		1-2-2 Business and Economic Legal System	Kyushu University (GS of Law)	1
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		International University of Japan (GS of International Management)	2
			Hiroshima University (GS of Humanities and Social Sciences)	2
	2-2 Developing High-quality Infrastructure to Underpin Growth		Nagaoka University of Technology (GS of Civil and Environmental Engineering)	2
	2-3 Improving Urban Environment Management		University of Tsukuba (GS of Science and Technology)	2

2-1-2. Implementation System of the JDS Project

(1) Operating Committee

Mongolia has a lower job retention rate in the civil service (JDS fellows hosted under the new format until FY2016: 64.7%) than other countries where the JDS Project is offered. There were cases in which some JDS returned fellows were denied by their employers the opportunity to go back to their old jobs upon return to Mongolia⁴⁹. The Civil Service Council, which is expected to play a specific role in ensuring reinstatement in the civil service, was admitted to the Operating Committee in the current phase. In 2018, a memorandum of understanding was signed between the JICA and the Civil Service Council to reinforce reinstatement measures.

The performance of the Operating Committee was reviewed in this preparatory survey. An Operating Committee member who represents Civil Service Council is one of five permanent members of the Civil Service Council. Although he held such a high-level position, he often failed to take actions as agreed by the Operating Committee due to his busy schedule, e.g. failed to serve letters of reinstatement. Following a request for improvement from the survey team, it was agreed that the Operating Committee should appoint an individual with a higher level of commitment as a member of the Committee in the next phase.

⁴⁹ The number of cases which their organization refused to JDS fellows' return to work was three in 2016, three including the case due to the loss of their organization because of the organizational reorganization in 2017, and one in 2018.

The new Civil Service Law enforced in 2019 specifically provides that the Cabinet Secretariat must engage in the professional development of civil servants and the improvement of their skills and competence jointly with the Civil Service Council. It was announced that a Civil Service Human Resources Management Department would be established within the Cabinet Secretariat. Japanese Operating Committee members subsequently suggested that the Cabinet Secretariat be admitted to the Operating Committee and the current Operating Committee members agreed to the suggestion. The Cabinet Secretariat also serves as a counterparty in the Australian scholarship program.

Regrettably, the Cabinet Secretariat's consent to serving on the Operating Committee could not be obtained during this preparatory survey period as it had not been decided who would be the head of the new department or when it would be established. It is therefore necessary to obtain the Cabinet Secretariat's consent before its first meeting is held and to have further discussions about the effective operation of the Committee including the allocation of duties of dealing with reinstatement measures between the Civil Service Council.

Mongolian Operating Committee members indicated that it would be appropriate for the Civil Service Council to be the chairman of the Operating Committee as the Civil Service Council is the one that can take more decisive actions about reinstatement measures. Japanese Operating Committee members stated that, as a rule, the implementation organization was to serve as chairman and that the chairman's duties entailed a great deal of administrative work to implement and promote the JDS Project. Then, they suggested that the Ministry of Education, Culture, Science and Sports serve as co-chairman, along with the Civil Service Council. After a further discussion, it was agreed that the Ministry of Education, Culture, Science and Sports would continue to serve as chairman.

The Head of the Development Financing Department, who served on the Operating Committee as the representative of the Ministry of Finance until the previous phase, was so busy that he could hardly attend Operating Committee meetings and most often had a representative attend on his behalf. It was agreed that the Head of the Public Administration and Management Department responsible for human resources in the Ministry of Finance would be appointed in the next phase. The head, who has visited Japan on a monitoring mission in 2018, is regarded as the ideal person for the job as he has a good understanding of the JDS Project and is willing to provide assistance in reinstating returning students at the Ministry of Finance.

It was also agreed that the Mongolia-Japan Center for Human Resources Development, which had given advices in the process of examining the candidates from private sector in the current phase, would be removed from the Operating Committee as slots reserved for the private sector would be scrapped in the next phase.

Table 23 Operating Committee Member

Country	Role	Member
Mongolia Side	Chair	Ministry of Education, Culture, Science and Sports
	Member	Ministry of Finance
	Member	Civil Service Council
	Member	Cabinet Secretariat
Japan Side	Vice-Chair	Embassy of Japan in Mongolia
	Member	JICA Mongolia Office

(2) Role of Operating Committee

Mongolian Operating Committee members provide a range of support. Their activities include approaching various government ministries and agencies and networks to invite applications for the JDS Project, arranging a courtesy visit to the Japanese ambassador before fellows leave for Japan, and sending letters to various government ministries and agencies informing the return of the students. They have had meetings and discussions not as a mere formality but to make the operation of the JDS Project and its application and selection processes more effective. It is hoped that they will continue to provide cooperation in the next phase and beyond.

Securing the right number of the right candidates is the JDS Project's issue. To secure such applicants as well as to adopt a recruitment policy and select final candidates, assistance of Mongolian Operating Committee members should be more eagerly sought to approach governmental bodies, and in particular, central ministries and agencies. The Operating Committee's active involvement and cooperation is vital when taking follow-up actions after fellows' return to Mongolia and creating an environment that allows them to advance their careers. The Cabinet Secretariat and the Civil Service Council are also expected to work even more closely to approach government ministries and agencies about returning students' reinstatement to their former positions, which is an issue that must be addressed by the JDS Project in Mongolia.

Table 24 Role of Operating Committee

Role	Details
Formulate the recruitment and selection plan	Determined in accordance with the basic principles of recruiting activities for each year (taking into account priority development areas, the main target organizations and promotional methodology), based on the national development plan of Mongolia and general aid principles in Japan Selection principles for JDS Project in Mongolia determined in accordance with the JDS Operating Guidelines
Interview the candidates	At the third-round selection (comprehensive interview), the interviewer evaluates the potential candidate; the Operating Committee makes the final determination on candidates
Select JDS fellows from the candidates	The final candidates chosen through the selection process are approved by the Operating Committee
Promote effective utilization of JDS returned fellows and follow-up	Follow-up including strategies for utilizing JDS returned fellows to promote the outcomes of the project
Others	Principles to be determined when JDS returned fellows occur and necessary measures to be undertaken Attendance at events such as send-off party and debriefing upon return, with suggestions provided with a view to encouraging statements to be made about the outcomes of JDS In addition, respond to any necessary matters in relation to operation of the JDS scheme and make decisions as appropriate

2-1-3. Basic Plan for Sub-Programs (Master' Program)

Based on the framework agreed upon during the field survey in February 2020, the Basic Plan was drafted in each of the JDS priority areas (Sub-Programs) and the consultant presented it to the Operating Committee members. Each Basic Plan outlines the objectives and evaluation indicators and also describes the role of JDS in the context of development policy in Mongolia in each of the JDS priority areas. In addition, it sets out the principles and a summary of the history of aid provided by Japan, and describes the initiatives undertaken by the accepting universities. JDS fellows for four batches will be formulated as a single package or phase. They are sent under the same Sub-Programs/Components, Target Organizations and accepting universities for six years, in accordance with the Plan. This approach is designed to boost the policy-making and administrative competencies of core personnel and in turn enhance the policy-making capacity of Target Organizations.

Table 25 is proposed applicant eligibility of the JDS Project in Mongolia. Details will be approved at the first Operating Committee of FY 2020.

**Table 25 Applicant Eligibility of the JDS Project for Master's course in Mongolia
(Tentative)**

Points	Details
Nationality	Citizens of Mongolia
Age	Between 25 and 40 as of April 1, in the year of dispatch
Academic Background	Possess a bachelor degree from universities authorized by the Government of Mongolia or other countries.
Job Category	Core civil servants (special state service positions or public administration positions) Employees of Bank of Mongolia or Development Bank of Mongolia
Work Experience	Have at least two-year full-time work experience as government employee as of application deadline.
English Proficiency	Must have proficiency in English, sufficiently fluent for studying in Japan. TOEFL iBT 61 (ITP 500) / IELTS 5.5 or higher is preferable.
Others	Those who are currently receiving or planning to receive any scholarships, and those who have previously acquired a master's degree in a foreign country with a scholarship awarded by other foreign assistances are ineligible.
	Must well understand the objective of JDS Project, and should have a strong willingness to work for the development of Mongolia after their return.
	Must not be serving in the military
	Must be in good health, both mentally and physically.

2-1-4. Acceptance into the Ph.D. Program

In the current phase, needs for the doctor's course among JDS returned fellows were confirmed. Therefore, in the next phase as well, the first Operating Committee meeting will determine how to collect and screen applications in accordance with the objectives and basic policy described below.

(1) Objectives

In addition to allowing JDS fellows to make policy and other decisions on development issues in their respective countries from a broad point of view based on high-level knowledge and research results, the objective of the doctor's course is to develop human resources that lead international discussions as representatives of their respective countries and exert influences on domestic and foreign affairs from a global perspective by establishing a network of connections worldwide. Another objective is to develop true leaders knowledgeable about Japan in the countries by encouraging them to build and evolve favorable relationships with Japan throughout the doctor's course.

(2) Basic policy

JDS fellows will be accepted in autumn at the second year since the project starts. Aside from that for the master's courses, the number of JDS fellows to be accepted is set at four. Fulfilling the one slot for the doctor's courses is not considered as a goal. The slot is fulfilled only if there are appropriate candidates for the course.

(3) Form of acceptance and treatment

In principle, the upper limit to the period of support is three years⁵⁰. The scholarship during the stay in Japan is granted in the same way as for government-financed research students in the doctor's course.

(4) How to recruit and select applications

Apart from those for the regular master's course slot, applications, recruitment and selection policy are decided by the JDS Operating Committee. Applicants are required to obtain the prior approval of their belonging organizations and the accepting university (and required documents such as guidance plans and letters of recommendation) and submit an application together with a set of application documents and research plans.

Applications are screened by the JDS Operating Committee. The nomination letter submitted by the applicant's belonging organizations should describe the order of priority for applicants from the ministry. If the number of applicants is three times the acceptance slot or larger, the document screening is conducted by the Operating Committee members. Later, the Operating Committee member conducts the interview to decide a final successful candidates.

Unlike the master's course, the JDS doctor's course requires final successful candidates to submit an application to the university to which they apply and take entrance examinations there. If they fail to pass the examinations, their status as the JDS final successful candidates will be revoked. This does not necessarily mean that each year four JDS fellows are admitted to a Japanese university to study in the JDS doctor's course.

Table 26 Applicant Eligibility of the JDS Project for PhD course in Mongolia (Tentative)

Points	Details
Nationality	Citizens of Mongolia
Age	Under 45 years old (as of 1 st of April on arrival)
Academic Background	Applicants must be JDS Returned Fellow or others who completed a Master's course in Japan
Occupation	Core civil servants (special state service positions or public administration positions) Employees of Bank of Mongolia or Development Bank of Mongolia
Work Experience	Applicants must have returned to Mongolia after finishing the Master's program and have worked for more than 2 years in public sector.
English Proficiency	TOEFL iBT 61 (ITP 500) / IELTS 5.5 or higher (Must submit validated score upon application.)
Others	Must obtain approval (reference letter from a supervising professor) from a university in Japan
	Must obtain a permission letter from his/her belonging organization
	Have published at least one (1) peer-reviewed paper(s).

⁵⁰ The period can be extended by up to six months only if it is judged that the student concerned is highly likely to obtain a doctor's degree.

2-2.Obligations of Recipient Country

During the period of recruitment and selection of JDS fellows, Ministry of Education, Culture, Science and Sports takes a main role in planning, implementation, management and supervision of the JDS Project as a chair of the Operating Committee. They ask main government organizations related to each Sub-Program for cooperation to disseminate the information about JDS and promote application.

While the JDS fellows study in Japan, the Mongolian government monitors the fellows via the Agent on a regular basis to report to JICA. They also find the updates on the progress or concerns of the JDS Project on the regular report submitted by the Agent to take appropriate actions in cooperation with the Operating Committee members if necessary. In addition, the Mongolian government supports the JDS fellows to collect data or other materials necessary for completing their master's theses.

After the JDS fellows return to Mongolia, taking into consideration that main objectives of the JDS Project include contribution of the JDS returned fellows to solving development issues of the country as well as the development of the human network, the Mongolian government shall hold a Reporting Session in order to acknowledge their achievements, and take necessary measures including the subsequent trend survey or the promotion of academic and cultural exchange and cooperation with Japan. The Operating Committee takes necessary measures to facilitate the outcomes of the project, particularly it is essential for them to make efforts to let JDS fellows return to their previous job or have a position in a key government organization where they can utilize their experience in Japan.

2-3.JDS Project Implementation Schedule

When Ministry of Foreign Affairs of Japan and JICA officially make a decision to implement JDS from FY 2021 onwards as the result of the preparatory survey, the project will presumably be implemented for the next four batches according to the schedule shown in Figure 6 below. Officially, the Ministry of Foreign Affairs determines the maximum number of students and the maximum amount to be accepted each year with the approval of the Japanese government through cabinet meeting.

	FY2019	FY2020	FY2021	FY2022	FY2023	FY2024	FY2025	FY2026	FY2027
Preparatory Survey									
1st Batch (Master)		R/S	A		R				
2nd Batch (Master)			R/S	A		R			
3rd Batch (Master)				R/S	A		R		
4th Batch (Master)					R/S	A		R	
1st Batch (Ph.D.)		R/S	A		R				
2nd Batch (Ph.D.)			R/S	A		R			
3rd Batch (Ph.D.)				R/S	A		R		
4th Batch (Ph.D.)					R/S	A		R	

R/S: Recruitment & Selection A: Arrival in Japan R: Returning home

Figure 6 Implementation Process

2-4. Recruitment and Selection Methods

2-4-1. Recruitment Methods

(1) Recruitment Tools / Materials

Recruitment tools include a recruitment website, brochures, posters and leaflets, as well as information through SNSs, blogs, press releases on each organization's website, in cooperation with the Operating Committee members and HR department in the target organizations.

Application requirements, application forms and PR materials (posters, leaflets, and website etc.) will be designed to include information according to the needs of applicants by adding, for example, "advice for preparing application documents". It will be possible to effectively utilize these application tools. Also, advantages of studying abroad with JDS will be demonstrated, using comments from the JDS returned fellows who are currently playing active parts in the government organizations.

(2) Recruitment Methods

Pamphlets, posters, and leaflets for the recruitment of applicants will be distributed to government bodies via the Operating Committee. Visits to government ministries and agencies and other government bodies to invite applications and promotion seminars in the capital city as well as several other cities will be considered. In promotion seminars, opportunities to study how to write research plans given by JDS returned fellows will be established. In this way, support will be provided such that research plans of candidates will be suitable for research at master's courses.

The locations and frequency of promotion seminars will be determined by the Operating Committee at a later date. It is desirable to organize these events efficiently and effectively in

conjunction with the JICA's other programs.

Many people use Facebook in Mongolia. PR and advertising on Facebook is so effective that JDS Mongolia has opened its official Facebook page in the last fiscal year. The effect of having the Facebook page is apparent as many of applicants visited the Facebook page and contacted the JDS office for more information or attended promotion seminar. PR and advertising efforts on Facebook should be continued.

Moreover, through use of the network of the JDS Alumni Association Mongolia (JDSM), JUGAMO, JICA alumni, JICA experts who belong to ministries and government offices, application information, etc. will be dispatched to more potential applicants. Furthermore, from the next phase, subjects targeted for application have been limited to core civil servants. In light of this, implementation of promotion seminars classified by ministry and government office will be also reviewed in collaboration with JICA experts who belong to ministries and government offices. Through enhancement of a better impression about studying in Japan based on cooperation by associated parties on the Japan side, it will be highly possible to acquire actual applicants.

2-4-2. Selection Method

Selection will be conducted in three stages: document screening by accepting university, technical interview by professor of accepting university, and comprehensive interview by the Operating Committee. Prior to the selection, guidelines for selection procedures will be formulated, which are to be approved by the Operating Committee, to select candidates according to the purpose of this project.

Additionally, in relation to the JDS Project in Mongolia, upon applying for the same, a method for applicants to choose a second-choice university has not been used thus far. When multiple accepting universities have been allocated within the same component, more superior candidates will naturally pass the exams in a prioritized manner. From this perspective, it is desirable to review the possibility of allowing candidates to choose a second-choice university.

Moreover, according to the JDS Project, in Mongolia a low level of English proficiency has become problematic. As a measure against this problem, 81 hours of English language courses will be implemented, targeting those who have passed document screening during the next phase. Implementation of English language training in the process of screening will be useful as a measure for technical interviews for candidates. At the same time, acquisition of superior candidates who have given up applying for the JDS Project due to lack of English proficiency thus far can be expected.

2-5. Pre-departure and Post-arrival Orientation, Enrichment Program and Special Program

2-5-1. Contents of Pre-departure and Post-arrival Orientation

In order to achieve the project goal through the JDS fellows, it is further essential to understand the society and development experiences of Japan as background knowledge. According to results of the questionnaire subjected to JDS returned fellows of other countries, as for questions about pre-departure and post-arrival orientations, more than half of them responded that Japanese language trainings and lectures focusing on Japanese culture and society were useful. Therefore, (1) Lectures to understand the social and development experiences of Japan, the basic knowledge of assistance policy toward Mongolia, (2) Programs to improve self-awareness as JDS fellows such as courtesy call to the president of JICA, (3) Orientations with the aim of enabling them to smoothly commence their life in Japan, (4) Programs to understand Japanese culture and language are going to be implemented.

During the pre-departure orientation program in Mongolia, likewise in other countries, JICA Mongolia Office will be requested to give a briefing on Japan's development experience and assistance policy toward Mongolia as well as projects currently implemented in Mongolia. In addition, the Agent will explain JDS Project, necessary preparations and procedures to go to Japan, and introduce Japan society and culture. Moreover, Japanese language training will be implemented for around 70 hours from next phase.

After arrival, the gist and objectives of this project, the roles JDS fellows are expected to play and possibilities of coordination with other projects will be communicated to improve recognition of participation to the JDS Project and their motivation. By incorporating leadership training and through active group work, the fellows will be urged to have a sense of purpose as leaders and an opportunity to learn about what elements are necessary to become a leader.

University faculties will be requested to give lectures on the basic knowledge of Japanese politics, economy, society and culture.

JDS fellows will also be given information on rules, procedures and lifestyle in Japan. In particular, with regards to managing their safety during their stay in Japan, they will be given explanations regarding natural disasters such as earthquakes, tsunamis, typhoons and avalanches, as well as crime and traffic rules. They will gain an understanding and be prepared to spend their time in Japan safely with peace of mind. Hands-on training using anti-disaster training facilities will also be implemented.

The Japanese language training will be implemented for around 35 hours, following the language training at the pre-departure orientation. JDS fellows will not only gain necessary conversation ability in Japanese, they will also gain an understanding of Japanese culture, lifestyle and social manners through hands-on learning, and they will be taught useful communication techniques for

daily life.

Opportunities for JDS fellows to smoothly adapt to Japan will also be offered, such as workshops for overcoming culture shock in an unfamiliar lifestyle environment and to promote understanding of other cultures with opportunities to learn the experiences of JDS returned fellows.

In regards to the impact of the new coronavirus infectious disease that occurred in 2020, it is difficult to predict the impact of orientation before and after training for JDS fellows in the next phase, which will be accepted from the next fiscal year, but considering the social changes after corona, taking care of the infection prevention, it is required to consider using video content and conducting online orientation without compromising the quality and quantity of training content.

2-5-2. Contents of Enrichment Program

JDS fellows are expected to contribute to solving the country's development problems as core human resources after returning home and contributing to the expansion and strengthening of friendly relations between the two countries with good understanding of Japan. While other similar projects by other donors are being offered, it is possible for the JDS Project to be competitive not only by obtaining a degree at a graduate school, but also by offering a program to increase added value.

For this reason, in addition to education in high quality and research at each accepting university, it is desirable for the JDS Project to improve the quality of existing programs such as pre-departure and post-arrival orientation, special programs offered by accepting universities, joint programs. At the same time, it is important to provide more useful opportunities for the JDS fellows such as networking events during their stay and internship programs at JICA or other organizations.

According to the results of the questionnaire to the returned fellows of other countries, many of them wanted internship opportunities in the Japanese ministries and agencies, networking events with Japanese administrative officers, etc. as possible programs provided during their stay. Some programs have been already implemented, such as networking events with Japanese administrative officers conducted by the implementing agent and individual internships at the Ministry of Foreign Affairs and JICA, and it is desirable to be continued as a part of the project and further developed.

In addition, exchange events with local communities are also of great interest to returned fellows. In the questionnaire survey conducted before the return of JDS fellows by the implementing agent, many fellows comment that they wanted to have more opportunities to interact with Japanese people, along with Japanese language. If those opportunities to exchange with local Japanese people and community are provided such as events coordinated with a local international communication organization and homestay programs, it will lead for the JDS fellows to gain

deeper experience of Japanese society.

In the JDS basic research conducted in FY2019, the following recommendations were made for adding value and branding so that JDS will continue to be recognized as a high-value scholarship program. As mentioned above, some programs are already being implemented, but it is necessary to promote efforts with these recommendations to differentiate JDS as a scholarship program with more distinctive features.

Table 27 Methods of added value to make JDS more attractive⁵¹

Timing	Examples of efforts to increase the added value of the project
Before studying in Japan	Japanese language training improvement (conducted approx. 3 months)
During study in Japan	Social meetings with the JICA Issues Department, Japanese government agencies, local governments, etc.
	Lectures on Japanese development experience, Japanese politics and administration, Japanese diplomacy and Asia/Africa, and Japanese culture and society
	Leadership training
	Internships in government agencies, NGOs, companies, etc.
	Service and ceremony as a JDS fellow (VIP visit on arrival in Japan, etc.)
After studying in Japan	Follow-up activities improvement
	Sharing and disseminating the list of returned fellows to relevant Japanese organizations
	Online database of returned fellows list
	Support for alumni networks
	Support for returned fellows' research activities and their families

2-5-3. Contents of Special Program

The accepting universities will engage in extra activities for JDS fellows in accordance with necessities of their country and development issues taking into consideration circumstances of JDS fellows in addition to the existing university program.

The special program consists of the following aims.

- (a) To solve development issues in the relevant countries, JDS fellows learn about practical knowledge and experiences through more practical and specific cases.
- (b) Through special program activities, JDS fellows or related organizations in the relevant countries build a network for future activities of researchers and organizations from Japan and overseas.
- (c) JDS fellows will gain the necessary support within a limited period to engage in school research and smooth communication with related persons, and to attain their goals.

Many universities who have already accepted JDS fellows have already implemented field trips and seminars both in Japan and abroad by utilizing the special programs. Among them, field trips were particularly highly evaluated in the questionnaire to the JDS returned fellows. As well as

⁵¹ Basic research (110 pages) etc. are summarized.

continuous encouragement by the Agent for the use of special programs at each university, it is expected that appropriate consultation should be provided by the Agent to the universities so that the universities can provide useful programs that will contribute to the above purpose of the JDS Project with reference to the questionnaire results of JDS returned fellows.

2-6. Monitoring, Guidance and Counseling

2-6-1. Implementation System

A coordinator of the implementing Agent is assigned to each university, which accepts the JDS fellows in order to build a good relationship with faculty members and staff of the university and to respond to the fellows promptly in case of emergency. In case the university is located in a provincial city, a responsible person is assigned in the nearest branch of the agent.

2-6-2. Guidance and Counseling

The coordinator provides advice for the JDS fellows with regard to their campus life and daily life after they arrive Japan until immediately before they leave Japan. In addition, the responsible person assists the fellows by arranging for accommodations, assisting them to go through a procedure for notifying moving-in, to enter the national health insurance plan, to get insurance coverage, and to vacate housing, etc.

2-6-3. Monitoring

In order to check the efficient implementation of the Project, it is necessary to understand the condition of the academic and daily life of the JDS fellows under the project. For appropriate monitoring, a good relationship needs to be built with the university staff to receive information on the fellows on a daily basis. In addition, it should be prepared to have an opportunity to have an interview with the fellows regularly to understand their academic and daily life, and provide necessary support in an appropriate timing.

In particular, regular monitoring system by one on one interview helps to find the fellows' problem in an early stage, which normally cannot be seen on daily life, and problems such as the incompleteness of academic courses and aggravated physical condition can be prevented by this system. Furthermore, good practice such as distinguished academic research accomplishments can be found through regular interviews, and they are reported as the result of the project through periodic and other public relations reports on the project.

In order to prevent the spread of COVID-19, when it is difficult to conduct face-to-face monitoring, interviews will be conducted remotely such as online interviews. In case a possible case of infection is found among JDS fellows, the implementing agent will contact frequently with them, and take the necessary support by working together with related stakeholders until the

concerns is solved.

2-6-4. Response in Case of Emergency

A support system is established with the assistance of call centers in the private specialized company to respond to the JDS fellows with regard to their health problems and other life-related problems during night time, weekends and holidays, and during the year-end and New Year holidays.

In addition, the e-mail delivery system and the safety confirmation system are provided so that information on the safety and whereabouts of all the fellows can be consolidated promptly and accurately even if phone lines are disconnected while large-scale disasters and other emergencies happen.

Furthermore, the following measures will be taken to prevent JDS fellows from being infected with COVID-19 during their stay in Japan.

- Providing the information on COVID-19
- Bring to JDS fellows attention to prevention of infection
- Request for postponement of overseas travel (oversea research, private travel), provision of support for JDS fellows to return to Japan
- Hearing from JDS fellows on their health conditions, supporting JDS fellows with a possible case of infection, and providing counseling with JDS fellows who are worried

For JDS fellows who are concerned about infection, the implementing agent promptly consults with medical institutions and provides the necessary support under the guidance. In addition, if there is a possibility of infection, the implementing agent will immediately report to JICA and the persons involved in the project.

2-7. Follow-up

To achieve higher-level goals of the JDS Project, it is important to help JDS fellows to acquire specialist knowledge, conduct research, and connect with fellow while in Japan as well as to take a range of follow-up actions for those who are currently studying in Japan and those who have returned to Mongolia. In Mongolia in particular, where the level of worker mobility is high due to frequent restructuring of government ministries and agencies, monitoring the career paths of JDS returned fellows leads to understanding the effectiveness and viability of the JDS Project and the extent to which the goals have been achieved. Whether follow-up actions can be effectively taken depends very much on the understanding and cooperation of the Mongolian government and its business community and the JDS Project's proactive efforts.

The first batch of JDS fellows from Mongolia arrived in Japan in 2002. As of April 2020, 295 fellows have gained a degree and returned to their home country. There are a larger number of JDS alumni in organizations such as the Bank of Mongolia, the Financial Regulatory Committee, the Ministry of Finance, the Ministry of Labour and Social Service, and the Ministry of Environment and Tourism. They enjoy a fulfilling career in their respective workplace, capitalizing on their study experience in Japan.

The JDS Alumni Association Mongolia (JDSM) is active in Mongolia. When it was re-formed in 2015, a big reception was held, and at the same time, a memorandum of understanding was signed among three parties; the JDSM, the JICA, and the JICE, to confirm their agreement to continue and support the JDSM's activities. In 2017, the JDSM organized a joint networking event in partnership with the JICA Alumni Association. In 2018, an Enhanced Networking Event was held and attended by over 100 JDS returned fellows. The association also launched a fundraising campaign to raise money for victims of torrential rain that hit western Japan. The JDSM arranges small meetings for members to catch up on each other's news and actively organizes a variety of other activities.

Furthermore, Facebook, which has with many users in Mongolia, will be proactively used for follow-up activities in the future as well. The JDS Mongolia Facebook official page will be fixed as an agile tool for enhancing the network of JDS returned fellows. Specifically, the aforementioned tools will be used for guidance for events, such as seminars and reporting sessions, reporting on alumni association activities, and sharing of case examples for performance by JDS returned fellows. Furthermore, as proposed through the JDS basic research in FY2019, current lists for JDS returned fellows shared by JICA and the Embassy of Japan in Mongolia will be compiled to form an online database. Such database list will be effective for creation of a system that allows associated parties on the Japan side to collaborate with JDS returned fellows easily.

Moreover, the JDS Project was open to the private sector when it was first launched in Mongolia and many of returned fellows in the private sector have achieved a career success. This is what distinguishes the JDS Project in Mongolia from those offered in other countries. The JDSM will surely contribute to enhancing public-private partnership in Mongolia by strengthening a network of JDSM alumni from both public and private sectors.

Chapter 3. Evaluation of the JDS Project and Recommendation

3-1.Relevance between JDS Project and Development Issues / Country Assistance Policy

Based on the development plan of Mongolia and the current situation and problems of each sector, the consistency of JDS and Mongolia's development plan was analyzed as follows.

3-1-1. Conformity with Priority Development Issues in Mongolia

As mentioned earlier, the “Long-term Sustainable Development Vision of Mongolia 2016–2030” has been implemented in Mongolia, with the following four pillars: (1) Sustainable economic development, (2) Sustainable social development, (3) Green development, and (4) Governance and business environment. In addition, the “Vision 2050,” a long-term development policy for the period up to 2050, has approved by the State Great Hural (Parliament) in May 2020. In the Vision 2050, Measures to achieve nine goals, including economy, governance, green growth, and regional development, will be taken in three periods: 2020–2030, 2031–2040, and 2041–2050. The positioning of priority areas in the next phase of the Mongolia JDS Project in these long-term development policies is as follows.

(1) Sound macroeconomic management and strong governance

In recent years, public debts have sharply increased due to expansionary fiscal policies in Mongolia, and budget deficits to GDP was 17% in 2016⁵². As a result of the aforementioned examples, a critical situation occurred. In order for the Mongolian Government to overcome its economic and financial difficulties and to attempt medium- and long-term economic growth and stability in the future, governance enhancement has been sought for through: (i) improvement of public financial management ability; (ii) arrangement of legal and judicial systems; (iii) functional strengthening of financial markets; and (iv) vigorous market economy promotion. One of the measures based on “Long-term Sustainable Development Vision of Mongolia 2016-2030” is a “sustainable economic growth.” Macroeconomic policy and business environment arrangement have been established as important issues. Moreover, even in relation to the “economy” development goal of “Vision 2050,” a sustainable macroeconomy that bears risks has been established as a goal. The JDS Project can be positioned to support solutions to the aforementioned issues.

(2) Environment-friendly and balanced economic development

In Mongolia, while industrial diversification is stagnant, a gap that depends upon the income level and region has been exposed. Therefore, the following actions, etc. are sought for: (i) fostering of personnel who can achieve promotion of industrial diversification and industrial development; (ii) development of safe cities in view of environment friendliness and disaster aspects; and (iii)

⁵² “Rolling Plan for Mongolia”, Ministry of Foreign Affair of Japan

enhancement of connectivity through high-quality infrastructure improvement supporting growth. According to the Long-term Sustainable Development Vision of Mongolia 2016-2030, tourism development, infrastructure improvement, green development, and consideration of the impact of global warming have been established as important policies. Moreover, Vision 2050 also includes green development, regional development, and urban development among its nine development goals. The JDS Project can be positioned to support solutions to the aforementioned issues.

3-1-2. Conformity with Japanese Economic Cooperation Policy to Mongolia

The Country Assistance Policy for Mongolia formulated by the government of Japan in December 2017 adopted “Supporting the effort toward poverty reduction through sustainable economic growth” as its overall goal and identified three priority areas for mid-term goals: 1) Sound macroeconomic management and strong governance, 2) Environment-friendly and balanced economic development, and 3) Realization of inclusive society. In order to address the development issues listed below, the JDS Project is regarded as a project that seeks to develop the competencies of key personnel at the government authorities with responsibility for the relevant fields. The JDS Project is relevant to the assistance policies of both Japanese government and the JICA.

Priority areas and development issues of the JDS Project are designed in accordance with the overseas aid principles set out by the Government of Japan and are highly consistent with these principles (Figure 7).

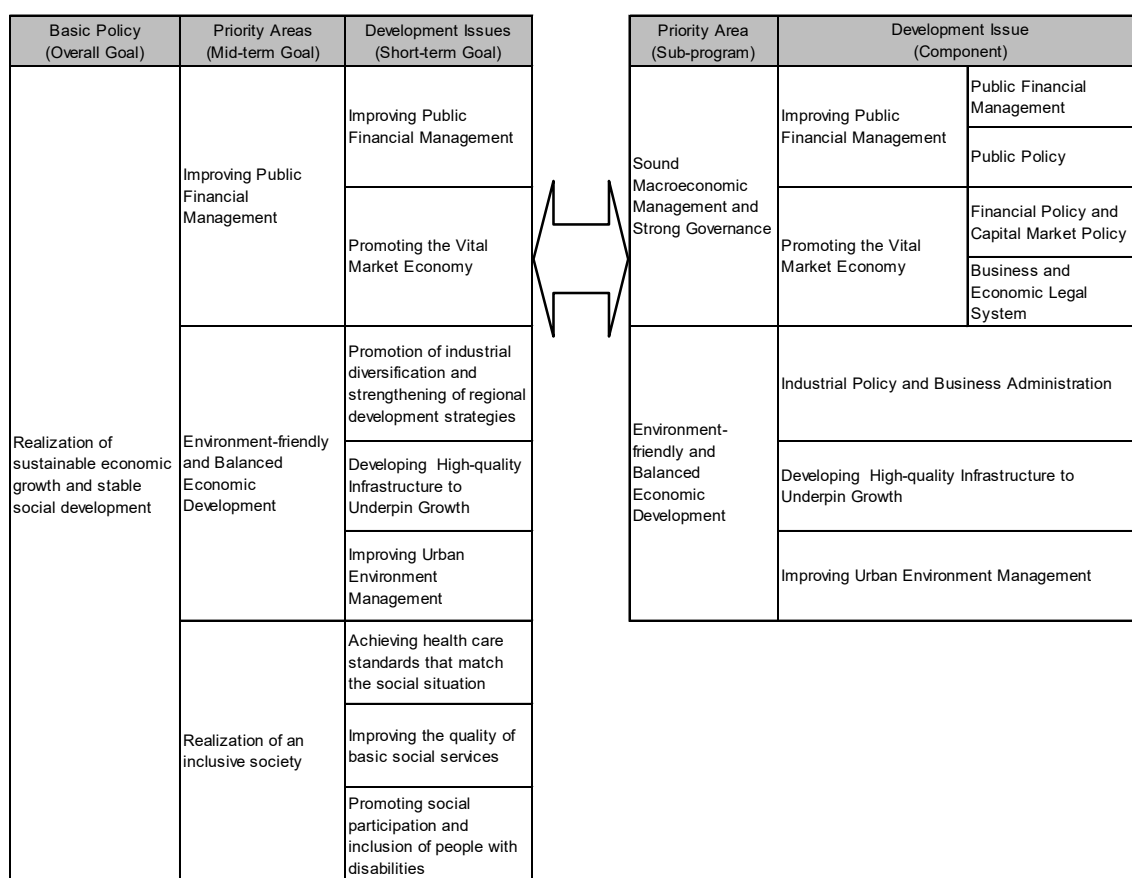


Figure 7 Relevance between Japan's Aid Policy to Mongolia and JDS Framework

3-1-3. Feasibility of Providing Grant Assistance through JDS

Recipients of grant assistance are chosen in accordance with the criteria for interest-free loan recipients as defined by the global Independent Development Association (IDA), namely, Gross National Income (GNI) of \$1,175 per capita. Grant assistance is generally used to assist developing countries with major nation-building projects and initiatives designed to alleviate poverty, often in areas where the local government does not have enough funds or is unable to obtain the necessary loans. Grant assistance is designed to help recipient countries to be more autonomous and independent, and is carefully coordinated with other technical aid projects and interest-bearing loans provided by Japan and other donor countries.

Mongolia has a GNI of \$3,660 per capita⁵³, and as such is considered a lower-middle income country in the World Bank classifications. But with a population of just 3.2 million, Mongolia is relatively small in economic terms. Moreover, the economy is highly dependent on mineral resources and therefore vulnerable to fluctuations in global resource prices. There are many issues to be addressed, including infrastructure, basic services such as health and welfare, and the

⁵³ World Bank <https://data.worldbank.org/country/mongolia?view=chart>

environmental impact of development. The World Bank currently provides both IDA interest-free loans and low-interest loans through the International Bank for Reconstruction and Development (IBRD).

In light of all of the above, we investigated the feasibility of providing grant assistance through the JDS Project, with reference to the relevant notification from the Ministry of Foreign Affairs,⁵⁴ with a particular focus on the following three aspects.

(1) Foreign / Diplomatic Relations

The JDS Project is designed primarily for the benefit of younger civil servants engaged in the formulation and/or implementation of government policy in the area of socioeconomic development. It is expected that beneficiaries of the JDS Project will return to Mongolia after their studies in Japan and one day become leading figures in Mongolia with a sympathetic pro-Japanese outlook. The JDS alumni are seen as valuable assets as they will have a deep understanding and appreciation of Japan that will help to create stronger ties between our two nations.

The economic partnership agreement (EPA) between Japan and Mongolia came into force in June 2016 (the first such agreement entered into by Mongolia). It will give a significant boost to bilateral economic relations. In the “Japan-Mongolia Mid-term Action Plan for a Strategic Partnership (2017 through 2021)” signed between Japanese and Mongolian prime ministers in March 2017, the Japanese government pledges to promote the creation of a people-to-people network between the two countries by providing support, through the JDS Project, to Mongolia’s efforts to develop its human resources who will contribute to successfully dealing with its national development issues. Follow-up actions to be taken through the JDS Project subsequent to the agreement between the prime ministers will make the bilateral relationship even stronger. Therefore, the JDS Project is considered highly appropriate and relevant in terms of beneficial outcomes for foreign relations.

(2) Strategic objectives

Sandwiched between China and Russia, Mongolia occupies an important position in geopolitical terms. Ensuring that Mongolia enjoys economic growth while retaining its democratic system of government benefits Japan by contributing to peace and stability in the general northeast Asia region, which has a direct bearing on our national security as well as economic prosperity. Mongolia boasts extensive mineral reserves including coal, copper, uranium, rare metals and rare earth. Japan is therefore keen to keep Mongolia onside as a reliable provider of resources and energy supplies.⁵⁵ Furthermore, since economic growth is expected in the medium and long term in Mongolia, the development and maintenance of the transportation/traffic infrastructure to

⁵⁴ "On the Effective Utilization of Grant Assistance by Recipient Countries with Relatively High Income Levels," Ministry of Foreign Affairs, April 2014

⁵⁵ "Bilateral Aid and Assistance Principles—Mongolia, Ministry of Foreign Affairs," 2017

support it will be an issue. In this way, the JDS Project is consistent with many of the core strategic objectives of the Japanese government in areas such as national security, domestic reconstruction and infrastructure exports.

(3) Economic Weakness

Mongolia currently boasts a GNI figure of \$3,660 per capita⁵⁶, but it is important to remember that the bulk of the recent economic growth has been driven by mineral resources, at the expense of development in other industries. Given that the mining sector is highly vulnerable to global market price fluctuations, it is not prudent for the Mongolian economy to have such a high level of dependence on a single industry. The Government of Mongolia looks to Japan to provide aid, investment and technology transfer to assist with industry diversification and the transformation to a more competitive private sector. By providing quality training for government officers to boost the capacity of government, the JDS Project will help to promote diversification and create a more robust industry structure as the foundation for sustained economic growth and development. As such, the JDS Project can be considered highly relevant.

The aforementioned JDS basic research stresses the importance of maintaining continuity in the JDS Project, so that it becomes a respected and valued program in the recipient country that ultimately encourages stronger bilateral ties. Cutting off funds for JDS would potentially impact on diplomatic relationships, because JDS not only contributes to development in the immediate sense, it also fosters pro-Japanese sentiment in the recipient country, which is an important diplomatic asset.

Thus, the JDS Project can be seen as a project that will help the country of Mongolia to achieve the goals of its medium to long-term development plan, by providing high-level education to key personnel in government and private industry. It is highly consistent with aid policy and the philosophy of overseas aid in Japan. By augmenting other aid programs in areas such as technical cooperation and ODA loans, the JDS Project provides additional synergies for the benefit of Mongolia.

⁵⁶ World Bank <https://data.worldbank.org/country/mongolia?view=chart>

3-2.Expected Effect of JDS Project

3-2-1. Identifying Relationships with Other JICA Cases and Considering the Feasibility of Collaboration with Them

(1) Role Allocation with Other JICA Programs for Studying Abroad

As mentioned earlier, four JICA study abroad projects are carried out in Mongolia, of which the Training Program for Human Resources Development in the Mining Sector, the Kizuna Program, and the SDGs Global Leader Program are the projects aimed at civil servants. As with the aforementioned case, in relation to dispatching of civil servants from Mongolia based on SDGs Global Leader Program, dispatching related to the education area is assumed at the moment. However, there exists no scheme restriction. Therefore, JICA will make accommodations so that relevant personnel will be dispatched with a central focus on areas which the JDS Project does not contain in the future as well. In this way, it will be possible to comprehensively engage in issues affecting civil servants in Mongolia. Moreover, the purpose of Higher Engineering Education Development Project is to enhance functions for educational institutions and to foster engineering industrial personnel, which are different from those of the JDS Project.

Furthermore, as far as the JDS Project is concerned, in light of the project purpose of fostering core personnel for central ministries and government offices, development of personnel who contribute to formulation of policy drafts in the center of governmental power will make strategic progress in the future. In this way, it is also important to attempt differentiation from other projects.

(2) Collaboration with Other JICA Cases

The JICA tirelessly undertakes technical assistance, financial assistance, private sector collaboration, citizen participation projects, and other programs in a wider range of fields in Mongolia. These fields include macroeconomic management, enhanced governance of public administration and finance, industrial diversification, infrastructure development, the environment, health, education, and support for people with disabilities. Ongoing JICA technical cooperation projects that are highly relevant to the JDS Project's components for the next phase are summarized in the table below. Both the JICA projects and the JDS Project can be far more effective through overseas transfer by the JDS of those involved in the JICA projects and/or JDS alumni's participation in the JICA projects.

**Table 28 Prospective JICA Technical Cooperation Project to be Carried out in
Partnership with JDS**

Project	Organization
Project for Formulation of National Comprehensive Development Plan	<u>Ministry of Construction and Urban Development</u> , <u>National Development Agency</u>
Project for Capacity Development of Road Pavement Design Suitable for Mongolian Climate Condition	<u>Ministry of Road and Transportation Development</u> , Road Transport Development Center, Ulaanbaatar City Road Development Bureau
Project for Enhancing Capacity of Revised Tax Law Enforcement of Mongolian Tax administration	<u>General Tax Administration</u>
Project on Strengthening the Capacity for Occupational Safety Management in the Construction Sector	<u>Ministry of Construction and Urban Development</u> , <u>National Development Agency</u> , General Agency for Specialized Inspection
Project for capacity development to establish a national GHG inventory cycle of continuous improvement	<u>Ministry of Environment and Tourism</u> , Natural Environment Climate Fund
Capacity Development Project for Air Pollution Control in Ulaanbaatar City Phase 3	Ulaanbaatar City Air Pollution Control Agency, <u>Ministry of Environment and Tourism</u>
Project for Strengthening the Government Capacity of Public Investment Plan	<u>Ministry of Finance</u> , <u>National Development Agency</u>
Project for Capacity Building of Capital Market in Mongolia Phase 2	<u>Financial Regulatory Commission</u>

Note: Underlined are the main target organizations of JDS

3-2-2. Measures to be taken with each indicator toward the achievement of JDS Project goals

The effect of the human resource development program is expected to manifest itself in the long term. Therefore, the project goal which is to be reached at the completion of the project, is that “the capacity of human resources engaged in the development issues improves.” In addition, overall goal is “to improve the competence of related administrative agencies concerning the development issues” through the effective use of the knowledge and experience acquired by the returned fellows to their organization. Through these, it is expected ultimately “to contribute to solving the development issues of their home country.”

The appropriateness of implementing the JDS in Mongolia will be evaluated on the basis of this preparatory survey, and will eventually be reviewed by the Japanese government. It is, however, necessary for the Mongolian government dispatching JDS fellows to provide support during their study and after their return and, in addition, for the accepting universities to provide a curriculum that makes contributions to solving the development issues of the country. It is, therefore, expected that the achievement of the project goal will continue to be promoted.

The following indicators used to measure the achievement of the project goal are common to all Components in view of the perspectives mentioned above.

- Ratio of JDS fellows who have obtained master's degree
- Enhancement of the capacity of JDS returned fellows on analysis, policy making and project operation/management
- Policy formulation and implementation by utilizing the study outcomes of JDS returned fellows

With respect to the indicators of “ratio of JDS fellows who have obtain master's degree” and “enhancement of the capacity of JDS returned fellows on analysis, policy making and project operation/management,” a high completion rate is expected to be achieved as a result of the steady implementation of the following: 1) Encouraging applications by appealing to Human Resource Department in the organizations that are consistent with each Sub-Program and Component as well as the human resources that match the intent of the project at the time of recruitment; 2) Selecting JDS fellows on the basis of academic knowledge, relevant work experience, basic quality, and potential for contribution after returning to the country; and 3) Offering various types of support and regular monitoring (namely, managing and advising on academic, lifestyle, and health issues in the form of interviews) to JDS fellows in Japan.

Regarding the other indicator, “policy formulation and implementation by utilizing the study outcomes of JDS returned fellows,” it is desirable to make efforts so that returned fellows are able to use the knowledge and capabilities acquired in Japan. In order to encourage JDS returned fellows to make use of their newfound knowledge in policy formation and implementation, and in light of high worker mobility rates and relatively low rates of re-employment in Mongolia, it is suggested that the traditional two-party contract between the JDS returned fellow and the employer be replaced with a tripartite contract where the Operating Committee is also represented. This would help to ensure that JDS fellows can either resume their previous roles after returning to Mongolia, or take on new roles that properly utilize their new skills and competencies.

In addition, it is integral to monitor how the JDS fellows' experience in Japan will be utilized in their professional careers after returning to their country over the mid to long term in order to evaluate the effectiveness of the JDS Project. Through the monitoring, it is required to conduct follow-up activities necessary for producing project outcomes and support JDS fellows to further develop their professional skills and expand the networking. Appropriate follow-up activities will not only clarify the project outcomes, but also maintain relations between JDS fellows and Japan, and benefit Japan into future collaboration with JDS fellows who are familiar with Japan and will be leaders of the country.

3-3.Comparison with Other Scholarship Programs Provided by Other Donors

The JDS basic research analyzed the factors that contribute and hinder the effective progress and achievement of the JDS Project, in comparison with other donor's scholarship program. Based on this the factors in terms of JDS Mongolia are summarized as shown in the table below:

**Table 29 Examples of Factors that Affect the Achievement of JDS Mongolia
(Findings from JICA Basic Research)**

Items	Contributing Factors	Inhibiting Factors
Recruitment, selection, before coming to Japan.	<ul style="list-style-type: none"> ● Highly transparent selection ● University faculty members conduct local interviews and contribute to the selection of appropriate human resources. ● Acceptance field meets development needs ● Recommendation for application by the partner government 	<ul style="list-style-type: none"> ● work experience is required ● Limited target organizations / fields ● Long selection period ● There is little pre-training for improving English ● There is no training to learn Japanese culture and language ● Strict rules during study abroad
During the arrival in Japan	<ul style="list-style-type: none"> ● Providing high-quality educational opportunities in Japan ● Living support for students 	<ul style="list-style-type: none"> ● Low awareness by Japanese ministries
After returning home	<ul style="list-style-type: none"> ● Building a network between returned fellows and the accepting universities ● There are regulations for returning to work. The Japanese government is working on the appropriate allocation of returned fellows to the partner government 	<ul style="list-style-type: none"> ● Undeveloped mechanism for Japanese government and companies to utilize returned fellows ● As there is no way to obtain information from Japan, it is difficult to have an identity as a "JDS returned fellow."

In Mongolia, the Australia Awards in Mongolia (AAM), which includes civil servant applicants, is widely known to targeted ministries and government offices as being among the same type of scholarship project. Details on the comparative advantages between the JDS Project and AAM have been organized in the following Table.

Table 30 Comparative advantages between the JDS Project and the Australia Awards in Mongolia (AAM)

Items for comparison	JDS	AAM	Comparative advantage
Targeted degree	Mainly, master's degrees and doctoral programs	Mainly, master's degrees and doctoral programs	-
Program description	Focus on research work	Focus on course work	-
Targeted subjects	Young civil servants	Applicants widely accepted from the private sector, including corporations, NGOs, and international institutions	Advantage
Number of persons accepted	Fixed	Fluctuates each year depending on budget changes	Advantage
Support by affiliated institutions	Regular communication with students studying abroad depending upon affiliated institutions	Mentor assigned at affiliated institutions	Disadvantage
Support system (staff)	Adviser for studying abroad assigned to each individual, regular monitoring, and emergency support based on the 24-hour system	A single staff member (i.e., Scholarship Contact Officer) appointed by the Australian Government and assigned to each university	Advantage
Courses prior to actual lectures	Guidance provided for basic academic skills and how to write papers falling within the special program budget depending upon university	Learning how to write papers and learning methods for research and methods for paper citation through provision of IAP (Introductory Academic Program) at university	-
Measures for English skills	English language training for about a month implemented for a country in which English proficiency is particularly poor	Free English language training provided prior to and following visiting abroad for candidates whose English proficiency is not sufficient	Disadvantage
Special budget	Special program budget provided to an accepting university	Provision of airline ticket fees for returning to the home country as appropriate during fieldwork	Advantage
Method of project management	Implementation and management by implementing agents (designated for local region and areas within Japan)	Implementation and management by implementing agents (designated for local region only)	Advantage
Part-time jobs	Part-time jobs for foreign student prohibited in principle	Part-time jobs permitted within the scope of the relevant visa	Disadvantage
Follow-up activity	Voluntary response by JDS returned Fellows or implementing agents	Various events held through use of budget for follow-up activities	Disadvantage
Follow-up strategy	None	Comprehensive alumni strategy through "Australia Global Alumni Engagement Strategy 2016-2020" announced in 2016	Disadvantage

Furthermore, project partnership with accepting universities enables each university to be widely involved in the selection of candidates, and the Special Program, which is offered in addition to

existing university programs, provides curriculums that meet needs of each JDS fellow and country. The throughout involvement of accepting universities in the selection, guidance, acceptance and follow-up works as an advantage to JDS Project.

In addition, proactive involvement of the implementing agent in the establishment of project policy each year and its versatile support for JDS fellows, such as recruitment and selection of candidates, send-off, regular monitoring throughout their stay in Japan, alumni activities and reappointment to their original job posts after their return, give JDS Project a comparative advantage over other donors. Though the average completion rate of Japan's master's program for the past 10 years (2008-2017) is 87.8 %, that of JDS Mongolia is 98.3 % for the past 20 years.

On the other hand, one of the disadvantages of JDS is considered to be follow-up. Follow-up activities for Australian scholarships are based on the "A Australia Global Alumni Engagement Strategy 2016-2020." This is a comprehensive alumni strategy for all alumni of Australia Awards Scholarship, and alumni are considered to be an important human resource in Australia's diplomacy, business and public relations for returning students active in every country in the world. Based on this strategy, the establishment of an online community, the calling of graduate ambassadors, the fostering of connections among researchers, and the organization of digital libraries for returnees are strengthening the network and promoting exchanges all over the world.

In comparison, follow-up activities at JDS are left to the voluntary activities of each JDS fellows and alumni associations in each country. In the future, it is considered to lead to the achievement of project results by effectively utilizing the implementing agent that has a network with JDS returned fellows and carrying out follow-up activities such as alumni association activities within the framework of the JDS Project.

3-4. Project Evaluation Indicator Data

3-4-1. Indicators for Outcome and Impact of JDS Project

Table 31 lists the indicators used to assess the outcomes and impacts of the JDS Project in Mongolia. An impressive 98.3% of JDS fellows from Mongolia have been successful in obtaining a degree through JDS. Government officials account for 49% of JDS returned fellows, and this figure rises to 71% if limited to the new format. Around 30% of JDS returned fellows are working at section manager level or above (11% under the new system).

Table 31 Project evaluation indicator data on JDS Mongolia (as of May, 2020)

Inaugural year			2001
Number of Slots per year		2002-2008 (old system)	20
		2009-2015 (new system)	18
		2016-2019 (new system)	20
Fellows accepted		Total	340 (old system 139, new system 201)
		Sex	Male 126, Female214 (ratio of female: 62.9%)
		Average age	29.4 (Upon arrival)
		Teaching Language	English 306, Japanese 34
Returned Fellows		Total	300
		Fellows obtained degree	295 (English 265, Japanese 30)
		Failed fellows	5
		Completion rate	98.3%
By category of work place	Upon arrival	Total	Government officers 261(77%), Private companies 45 (13%), International organizations, donor, embassies 23 (7%), NGO11 (3%)
		Old system	Government officers 65(47%),Private companies 40 (29%), International organizations, donor, embassies 23(16%),NGO11(8%)
		New system	Government officers 196(97.5%), Private companies 5 (2.5%)
	After return to country	Total	Government officers 147 (49%), Private companies 80 (27%), International organizations, Donors, Embassies, NGO 23 (8%), Doctor course 11 (4%), Others 39 (13%)
		Old system	Government officers 32 (23%), Private companies 54 (39%), International organizations, Donors, Embassies, NGO 20 (14%), Doctor course 3 (2%), Others 30 (22%)
		New system	Government officers 115 (71%), Private companies 26 (16%), International organizations, Donors, Embassies, NGO 3 (2%), Doctor course 8 (5%), Others 9 (6%)
Ration of management level (upper than section chief)		Total	Upon arriva: : 16 (7%), Current: 90 (30%)
		Old system	Upon arrival: 14 (10%), Current: 58 (19%)
		New system	Upon arrival: 2 (2%), Current: 32 (11%)

In addition, in order to decide the items for measuring qualitative effects, information will be gathered focusing on the following items as the definition of best JDS practices.

Table 32 Items indicating Qualitative Effects of JDS (Proposal)

1. Contribution to resolving development issues in the country
Attaining promotion, obtaining influential power inside the organization, and engaging in policy making as a key person
Especially utilizing research conducted on the Master's Degree Course
Conducting activities concerning political measures as a member of JDS alumni
2. Contribution to strengthening relationships with Japan as a Japanophile
Engaging in JICA projects as the counterpart
Participating in diplomatic negotiations with Japan
Collaboration with private businesses in Japan and participating in joint research studies with Japanese universities
Implementing activities concerned with strengthening relationships with Japan as JDS alumni members
3. Utilization of networks other than the above
Smoothly conducting services utilizing the JDS fellow network
4. Other secondary outcomes
Contribution to university internationalization (mainly students staying in Japan) and contribution to regional internationalization (mainly students staying in Japan)
Planning and implementing social contribution activities, activities concerning Japan, and other activities to raise JDS values using the name of JDS outside the worksite
Academic contribution (excellent academic achievement, submission of articles to journals, sharing of research outcomes, etc.)

3-4-2. Degree of Capacity Building of JDS fellows (Effectiveness evaluation of the JDS Project)

Evaluation indicators are set to conduct terminal evaluation with diversified perspectives. The effectiveness of the project can be measured on the basis of various criteria including the independence of relevant organizations and the activities of JDS fellows after returning to the country, in addition to the management and progress of the project. Focusing on JDS fellow monitoring that is the fellow information management function, which is also a feature of JDS, indicators are created to evaluate the “degree of capacity building of JDS fellows (especially capacities necessary for policy making and implementation)” and the “level of appropriateness of university curricula” and also conduct a questionnaire survey. The survey respondents were principally JDS fellows.

(1) Contents of Survey

As for the “degree of capacity building of JDS fellows,” given that the “development of young administrative officers” is the objective of the JDS Project, it was aimed to examine changes in the abilities required for policy making and implementation in the developing country as a result of the JDS Project. In concrete terms, the survey was conducted to measure improvements in skills and thinking abilities such as “scientific research and analytical skills,” “logical thinking ability,” “problem-solving ability” and “leadership,” as well as changes in attitudes including “morality,” “discipline,” “sense of responsibility” and “aggressiveness”.

The appropriateness of university curricula for the solution of development issues, on the other

hand, was already confirmed when the curricula were presented for screening before the beginning of the survey. Survey items are, therefore, created in order to check whether the proposed curricula were actually implemented and, in addition, whether the offered curricula truly produced an outcome that contributes to resolving the development issues.

(2) Method of Survey

The questionnaire survey to measure “degree of capacity building of JDS fellows” targeting JDS fellows was undertaken upon their completion of study. At the time of the completion of their study, questionnaires are to be distributed to and collected from all the fellows at each accepting university and in each graduate school.

In addition, during the evaluation meeting held before the JDS fellows return to their home country, they are directly asked for details of their evaluations concerning the educational quality of each university/department, the adequacy of the assistance system, the status of student life in Japan, points for JDS improvement, and so on based on their responses to the questionnaire survey. Through this, best practices and issues are gathered to be used as a reference for project improvement.

3-5.Evaluation of the Past JDS Project

According to the survey in question, in order to perform surveys for a status for production of effects, data analysis surveys were performed in line with quantitative indicators described in “3-4. Project Evaluation Indicator Data (indicators related to JDS outcomes and impacts)”. In addition to such data analysis surveys, indicator items for qualitative effect measurement based on outcome indicators were established. Through questionnaires and acquisition of opinions from JDS returned fellows who achieve superior performance in their home countries after studying abroad through the JDS Project and relevant affiliated institutions, good practice examples were collected.

(1) Acquisition of degrees as well as necessary knowledge and skills by JDS Fellows

By May 2020, the rate of completion of JDS Mongolia fellows has reached 98.3%, and it can be considered that one of the indicators, “Master's degree for international students,” has been sufficiently achieved in Mongolia.

According to questionnaires and visiting interviews from target organizations, for JDS returned fellows involved in JDS Mongolia to make superior performance in and contribute to affiliated organizations has been assessed. One of the JDS Project outcomes is that abilities necessary for JDS civil servants are to be improved through studying in Japan and that they are to contribute to affiliated institutions and the resolution of Mongolian development issues through use of such abilities. Furthermore, it is expected that JDS fellows will, after returning home, contribute to affiliated institutions and the resolution of Mongolian development issues through use of such

abilities.

(2) Contribution to solution of Mongolian development issues

In relation to contribution to solution of Mongolian development issues, examples of good practices are described as follows. It can be confirmed that JDS Fellows have participated in formulation of policy drafts and important conferences of the government.

- A JDS Fellow has been involved in processes for reviewing and confirming international treaties, international laws, etc. in Mongolia, as a councilor of the Department of International Law and Treaty, the Ministry of Foreign Affairs.
- A JDS Fellow has proposed projects implemented for each region as a portion of annual policies for economic and social development and finance in Ulaanbaatar.
- A JDS Fellow, as a judge, has participated in governmental working group in which bills for the Bankruptcy Law of Mongolia, the Civil Procedure Code of Mongolia, the Land Law of Mongolia, the Property Law of Mongolia, etc.
- A JDS Fellow was involved into amendment to regulations on Mongolia's insurance market in 2018 as a management member of production division at the Financial Regulatory Committee of Mongolia.
- In 2019, a JDS Fellow announced language education for the Kazakhs of Mongolia (a minority group in Mongolia) at the Twelfth Session of the Forum on Minority Issues sponsored by the United Nations and submitted a written proposal to the Mongolian Government.
- In 2019, a JDS Fellow travel with the Vice Minister of Construction and Urban Development, Mongolia and attended the conference with the Vice-Minister of Ministry of Land, Infrastructure, Transport and Tourism. During such conference, they discussed cooperation in the field of urban development.
- After graduation, a JDS Fellow was involved in the amendment of the Business Law and the Land Law of Mongolia, and attended the Asia Pacific Judicial Summit implemented in Hong Kong in 2017. Moreover, in 2019, such Fellow announced arrangement of the Civil Procedure Code of Mongolia at a meeting with the Japan's Ministry of Justice.

(3) Use of research projects in master's programs for policymaking

Examples of good practices for using research projects in master's programs for policymaking are described as follows. In addition, many case examples, etc., such as announcement of research results within ministries and government offices, are mentioned.

- As a follow-up for research projects in master's programs, a joint database related to urban development in Ulaanbaatar was established in 2016. This database is useful for sharing of

relevant information among the mayor's office and 26 bureaus beneath such office even now.

- Using the “regional development based on regional characteristics” master's program research, a JDS Fellow is involved in formulation of drafts for human settlement programs that are parts of regional development strategies as a person responsible of the urban planning division of the Ministry of Construction and Urban Development in Mongolia.
- Using master's program research, a JDS Fellow was involved in arrangement for regulations on the Mongolian reinsurance market.

(4) Achievement of superior performance in private corporations

Mongolia is conspicuously characterized by the fact that there are many successful case examples of those who have been in the private sector and NGOs (included in application subjects in the beginning of commencement of the JDS Project) compared with other JDS-related countries. Examples of remarkable performance in private corporations are described as follows.

- In 2016, a JDS Fellow served as a chief legal and regulatory officer at MobiCom Corporation LLC, KDDI's consolidated telecommunications subsidiary. KDDI invested in MobiCom from its founding, allying with operating partners Sumitomo Corporation and Newcom Group. In 2015, such Fellow was selected for inclusion on the Forbes Mongolia 30 Under 30 list.
- After returning to Mongolia, a JDS Fellow assumed a COO position in TenGer Finance Group (TFC). Currently, such Fellow serves as a COO of Ard Insurance, LLC, which is one of the top five companies in the Mongolian insurance industry.

According to the JDS basic research, the top management in private sector is ranked the first place among 13 countries in percentage terms. Analysis has shown that JDS Fellows have made great achievements in organizations that play important roles for socioeconomic development in Mongolia, such as major Japanese telecommunications companies, banks, and NGOs. In Mongolia, through use of networks comprising persons from private corporations and NGOs who are JDS returned Fellows working as civil servants, increasing contributions to socioeconomic development through public-private partnerships can be expected in the future.

(5) Contribution to enhancement of relationship with Japan as pro-Japanese persons

Examples of good practices that have contributed to enhancement of the relationship with Japan through pro-Japanese persons are described as follows. It can be confirmed that JDS returned Fellows contribute to implementation of strategies and holding of events proactively in collaboration with universities, the JICA Mongolia Office, and the Embassy of Japan.

- A JDS returned Fellow contributed to dispatching of Japanese information via the media, as a representative of the Mongolian Television Forum, and to the promotion of friendly relations with Japan and Mongolia through music as the president of NGO Art Step, which

supports the Mongolian National Morin Khuur Orchestra. In November 2019, the ambassador's award was provided to such Fellow for achievement by the ambassador of the Embassy of Japan in Mongolia⁵⁷.

- The Faculty of Life and Environmental Sciences of the University of Tsukuba, which has accepted JDS Fellows involved in the field of environment since the first phase, has implemented training in Japan for city employees in Ulaanbaatar, and has constructed a deep relationship with local connections through the use of JDS Project opportunities.
- Toyo University has established an alumni reunion for Mongolia, supporting activities at this university in Mongolia, such as recommendations for application for this university and study tours to Mongolia.
- A JDS returned Fellow has participated in the JICA's Project for Formulation of National Comprehensive Development Plan as a counterpart of the Ministry of Construction and Urban Development (MCUD).
- Seven senior- and director-general level employees of the Bank of Mongolia took a one-week training at the Bank of Japan in 2017 through investment by KDDI which is a parent company of MobiCom Corporation, and they learned about relevant policies and regulations.

(6) Use of networks among JDS Fellows

In relation to case examples using networks among JDS Fellows, examples of good practices are described as follows. In addition, opinions have been obtained to the effect that networking among JDS Fellows has been of great help for information collection and communication beyond a given type of business, such as with administrative bodies, private corporations, and NGOs.

- All JDS returned Fellows who work at judicial organs in Mongolia have maintained close relationships with each other even following graduation. When professors at Kyushu University each year visit Mongolia, all of them get together and exchange opinions.
- The NGO was established with a central focus on JDS returned Fellows from the Ministry of Labor and Social Protection, Mongolia who studied at Keio University and Meiji University. Training sessions for governance enhancement targeting civil servants have been implemented.
- The Mongolian National Labour Party (HUN) was established in 2015. Currently, a JDS returned Fellow serves a leader of such party. Many members of the party have experienced studying in Japan (including JDS returned Fellows).

⁵⁷ Embassy of Japan in Mongolia website
https://www.mn.emb-japan.go.jp/itpr_ja/commendation_mng20191105.html

(7) Other subprojects

From among countries in which the JDS Project has been implemented, in particular, in Mongolia, activities by the JDS Alumni Association Mongolia (JDSM) are proactively conducted and networking events and social contribution activities have been implemented. Major activities in recent years are described as follows.

- In 2015, 716 books (written in Mongolian and English) in total were collected from JDS returned Fellows, and such collected books were donated to public schools and the Selenge Library within Ulaanbaatar.
- In 2017, the “Joint Networking Event” was implemented in collaboration with JICA Alumni Association.
- In 2018, fund-raising activities supporting a disaster area affected by heavy rain (in western Japan) called by JDSM were implemented and relief money was donated to the Japanese Red Cross Society.
- In 2018, 100 or more JDS returned Fellows as well as parties associated with JICA, the Embassy of Japan in Mongolia, etc. got together for a network strengthening meeting.


3-6. Issues and Recommendations

Issues and recommendations obtained in this survey are as follows.

(1) Implementation of JDS with Awareness of Diplomatic Effects

In relation to the next-phase JDS Mongolia Project, projects conducted with an awareness of generating more diplomatic effects should be implemented. As described in "1-1-2. Current Situation and Issues of the JDS Project," according to the basic research "JDS's effect verification (2019)" implemented by JICA, three development phases of JDS ((i) responses to development issues, (ii) responses to development issues + national interest of Japan, and (iii) national interest of Japan) have been designated. It is suggested that the focus on targeted organizations and personnel should be shifted during each phase. In Mongolia, because of its economic situation, it is approaching the phase of studying exit strategies for foreign student support projects through grant aid. Therefore it is also necessary to focus on developing human resources who can become a bridge between the two countries will be more conscious of expectations for diplomatic effects.

Table 33 Changes in the focus of human resource development and the targets that JDS should bear by the development stage

Assumed Stage of the Partner Country	A. Many development issues The framework in line with Japan's Country Development Cooperation Policy = Current JDS Project	B. Development Issues + Important Issues for Japan	C. Country of Political, Economic, and/or Diplomatic Importance (e.g., China)
Focus of Human Resources Development (HRD)	Development of core human resources in civil service who address development issues (Responding to development issues)	Development of core human resources in civil service who have influence on development issues (Development issues + Japan's national interests)	Fostering of government officials who serve as a bridge between the partner country and Japan (Expected diplomatic benefits)
Targets of JDS	<ul style="list-style-type: none"> - Open recruitment - Young government officials (at government offices whose duties include policymaking and planning, as well as sectoral government offices), university faculty members 	<ul style="list-style-type: none"> - Target to recruitment from government offices or departments whose duties include policymaking and planning - Introduce reducing number of slot or cost-sharing between the partner country and Japan - Designating target organizations or departments under the Japanese special slot 	<ul style="list-style-type: none"> - Ministries, organizations, or departments agreed upon between the partner country and Japan - Cost-sharing agreed upon between the two countries
the current position of JDS Mongolia			

(2) Critical Mass Formation

In relation to the JDS Project in Mongolia, from the perspective of critical mass formation at central ministries and government offices, conspicuous outcomes have not been generated, compared with the situation in other countries. Against the backdrop of such situation, there exist many JDS returned Fellows who have changed their jobs to work in the private sector. The employee turnover rate is high for civil servants, which is a circumstance unique to Mongolia. Moreover, despite the fact that civil servants are targeted, university faculty members and researchers have been included thus far. Thus, the number of successful civil servant applicants at central ministries and government offices remains about a half of the fixed number of successful applicants.

However, it has been determined that targets would be limited to core civil servants starting with the next phase. This will make it possible for civil servants who belong to central ministries and

government offices to be targeted more intensively. Many more successful applicants from central ministries and government offices can be expected in the future, and it has become possible to observe movements for critical mass formation. In particular, the recognition degree regarding the JDS Project is comparatively high in the Bank of Mongolia (11 persons), the Financial Regulatory Committee of Mongolia (9 persons), the Ministry of Finance (8 persons), the Ministry of Labor and Social Protection (5 persons), and the Ministry of Environment and Tourism (MET) (3 persons), to which many JDS returned Fellows belong. From among them, JDS returned Fellows account for about 8% of the manager-level posts in the Bank of Mongolia currently. As such, critical mass formation is currently in the process of developing, and focused application activities will be implemented for target organizations in which critical mass formation can be expected in the future, which lead to favorable outcomes.

(3) Implementation Coordination

During this preparatory survey, an agreement was reached with the Mongolian government about a new framework of the Operating Committee. The Head of the External Cooperation Department of the Ministry of Education, Culture, Science and Sports, who will continue to serve as chairman of the Operating Committee, has a very good knowledge and appreciation of the JDS Project and, with the need for human resources development in Mongolia in mind, he will certainly offer a fresh perspective and active discussion opportunities to the Operating Committee. He is a flexible decision maker with a broader viewpoint on Mongolia. His service as chairman of the Operating Committee will undoubtedly help to put in place a framework that further improves the quality of the JDS Project.

It was agreed that the Operating Committee would be reshuffled by replacing the committee members representing the Civil Service Council and the Ministry of Finance, respectively, both of whom had a low level of commitment due to their busy schedules. It was also agreed that a representative from the Civil Service Human Resources Management Department, a new department due to be established within the Cabinet Secretariat, would be appointed to serve on the Operating Committee as a new member. The new Civil Service Law enforced in 2019 specifically provides that the Cabinet Secretariat must engage in the professional development of civil servants and the improvement of their skills and competence jointly with the Civil Service Council. Upon admission to the Operating Committee, the Cabinet Secretariat is expected to propose human resources development plans that align with the circumstances in Mongolia and contribute to enhancing the quality of the JDS Project.

Regrettably, the Cabinet Secretariat's consent to serving on the Operating Committee could not be obtained during this preparatory survey period as it had not been decided who would be the head of the new department or when it would be established. It is therefore necessary to obtain the Cabinet Secretariat's consent before its first meeting is held and to have further discussions about the effective operation of the Committee including the allocation of duties of dealing with reinstatement measures between the Civil Service Council.

At the same time, it is also important to recognize that high-level officials of Mongolia government ministries and agencies may be frequently replaced, as is the case with members of the Operating Committee, who may have to leave the Committee depending on the outcome of the general election scheduled for June 2020. It is therefore vital for Japanese Operating Committee members to display greater initiative in the operation of the JDS Project to ensure its coherence.

(4) Points to Note on Recruitment Activities

In order to achieve JDS objectives, obtaining excellent international students can be a precondition. Therefore, it is important to collect more excellent applicants from main targeted organizations in the recruitment activities. However, at the present time, with high mobility of higher education, the competition for obtaining international students among donors is intense.

Currently, the universities of Japan are not ranked highly in the world university rankings such as those of the Times Higher Education (THE) and Quacquarelli Symonds (QS), and in view of this situation, their international competitiveness and name recognition is low. Therefore, in order to attract attention to studying in Japan, in addition to introducing the attractiveness of universities, a different approach is required.

First, by building human relationships with persons in charge of JDS of the ministries which will be the target organizations and obtaining cooperation and information in the ministries, a certain effect is anticipated. Most applicants often obtain information from the department in charge of JDS of each ministry. In order to spread information from persons in charge of JDS to the applicant level, it is most important to build good relationships with persons in charge and obtain cooperation. It is vital to conduct steady business activities such as visiting the main government organization frequently and increasing awareness of JDS itself. In Mongolia, persons in charge of the JDS Project of each ministry may be changed depending upon the result of the national election of June 2020. Thus, it is essential for implementing agent to visit main governmental bodies frequently and to conduct down-to-earth, slow, and steady promotional activities for attempting to improve the degree of recognition of the JDS Project continuously.

It is important to actively communicate the benefits and advantages of the JDS Project to officials of government ministries and agencies. The officials should be informed that the JDS Project is a human resources development program aimed at civil servants which has been tailored to Mongolia's development issues and offers the following added value: The JDS Project is beneficial to Mongolia's medium to long-term development; Host universities are regarded as project partners; In addition to existing programs, special programs tailored to the specific needs of Mongolia will be provided. The following benefits and advantages should also be communicated: The comprehensive framework is put in place to provide advice, guidance, and support to scholarship students; Scholarship students will be provided with full support including regular monitoring service while in Japan; Scholarship students will be invited to civil service

networking events and offered individual internships at the Ministry of Finance and the JICA. It must be stressed that from the next phase, the JDS Project in Mongolia will be available to core civil servants only and that the JDS Project is a highly prestigious scholarship program that offers great value to civil servants working for central government ministries and agencies.

In addition, in the JICA Development Studies Program (JICA-DSP), which JICA is promoting now, the fact that international students can learn not only from research in their specialized fields but also Japan's development experience would also be an attractive point. In Mongolia, since it is widely known that those who have studied in Japan have become Diet members and government officials and are playing an active role at the forefront of solving development issues, it will be effective to enhance the brand power of studying in Japan by disseminating these case widely⁵⁸.

(5) Use of JICA Experts and Policy Advisers

Cooperation of JICA experts and policy advisers is important for JDS. Despite such fact, in reality, information about JDS has not been sufficiently provided to JICA experts or policy advisers. Therefore, although acquisition of cooperation is obtained from the JICA Mongolia Office, explanatory meetings for experts related to the targeted ministries should be implemented. Opportunities for seeking cooperation so as to search for collaboration involving other JICA projects and JDS will be required.

In Mongolia, the target will be limited to core civil servants from the next phase. Therefore, it is necessary to strengthen the application promotion activities to central government ministries and agencies. For example, it seems effective to ask experts and policy advisors to submit short lists to recommend government officials in their dispatched organizations.

(6) Points to Note on Selection Activities

Target organizations interviewed in this preparatory survey cited that their civil servants' poor command of English was the major factor that held them back from applying for the JDS Project. Although these organizations are keenly aware of the need for English language courses, they find it hard to independently organize and provide one for their staff. In view of this, it is proposed that, from the next phase, an 81-hour English language course be provided to shortlisted candidates. During the period from determining those who have passed documentary screening until implementation of technical interviews, the training hours will be used presumably at night and on holidays, during which candidates will be able to take English language courses, while they are working. Based on this fact, the most suitable number of hours will be set through consultation with English language training institutions. The English language course offered during the selection process will help candidates prepare for more specialized interviews and also give an opportunity to study abroad to those promising applicants who would otherwise fail to be

⁵⁸ A member of Parliament and Minister of Energy have experience to study in Japan, as of June 2020.

shortlisted due to their lack of English skills. Moreover, the English language course will add value to the JDS Project and give a competitive advantage over other scholarship programs, and ultimately attract as many good candidates as possible to the JDS Project.

(7) Reinstatement Measures

In Mongolia, during the phases thus far, cases in which JDS Fellows were not allowed to be reinstated into their old positions at their original destinations after returning home (e.g., for a reason that no vacant post existed due to organizational reorganization) and could not be reinstated occurred each year. In relation to the following measures for reinstatement of JDS Fellows have been undertaken: (i) adoption of a three-party agreement among each relevant JDS Fellow, his or her affiliated institution, and the Operating Committee; and (ii) joining to the JDS Operating Committee of the Civil Service Council, which is expected to play a certain role in reinstatement of JDS fellows. As an outcome of the adoption of the three-party agreement, three 2017 Fellows who returned in 2019 following such adoption have not yet been reinstated as of June 2020, and their agreements have not entered into effect. Given such circumstances, it will be necessary to work with affiliation destinations so that such Fellows will be able to be reinstated in collaboration with the Civil Service Council continuously in the future as well. Moreover, the Cabinet Secretariat will join as a member of the Operating Committee from the next phase. Therefore, it can be expected that the risk of default of the three-party agreement can be avoided.

Furthermore, as far as 2018 Fellows who will be returned in 2020 are concerned, letters for guidance for returning home to affiliation destinations have been dispatched one month prior to returning home by JDS Fellows thus far. Instead, it has been determined that such letters will be provided in two instance in total (i.e., six months prior to returning home and three months prior to the same). Measures for reinstatement can be expected from early notification to affiliation destinations for returning home at an early time.

In addition, as an example of inability to be reinstated thus far, another employee was assigned to a post prior to studying abroad by a JDS Fellow, such personnel affair was continued even after returning home by such JDS Fellow, and such JDS Fellow was not allowed to be reinstated by the affiliation designation for a reason that no other vacant post existed. However, targets for application have been limited to core civil servants from the next phase. In relation to core civil servants, hiring of temporary employees while studying abroad is permitted under the new Civil Service Law. Therefore, posts for JDS Fellows can be ensured even following return home, and an environment in which such JDS Fellows can be easily reinstated exists. Thus, effects for measures for reinstatement can be also expected.

In Mongolia, on the other hand, appointment to departmental heads or above is politically motivated and is likely to be significantly affected by a regime change. Civil servants will have less and less job security as they move up the career ladder. There is a huge pay gap between the private sector and the public sector and it prompts civil servants to make a career move to the

private sector. Despite these social factors, it is important to urge main target organizations to give more career opportunities to those who have undertaken professional development on the JDS Project, while raising the reinstatement rate to the maximum extent possible. Some of Mongolia's current cabinet ministers have studied in Japan. The benefits of studying in Japan should be stressed to the human resources departments of government ministries and agencies to raise their understanding and appreciation of its effectiveness.

(8) Implementation in collaboration with the other ODA project

In implementing JDS as an ODA project, further collaboration with the other ODA projects is of importance from the viewpoint of Support for Development as with the other cases, not that of a scholarship program for individuals. For example, it can be linked to the expression of the synergistic effect of the entire ODA project by creating a mechanism for recommending excellent human resources to JDS among young administrative officers who have been engaged in other JICA projects, or allocating JDS returned fellows to ODA projects.

Dissemination of this project to the persons in charge at JICA offices abroad and experts, encouragement of competent human resources from partner countries to apply to JDS, utilization of alumni network for the project, etc. are required. In particular, in order to promote the cooperation with the technical cooperation projects under implementation, not only it is important to share information with involved experts, but also, to provide them with opportunities to directly meet with JDS returned fellows. In this point, it is expected that the agent also further deepen their understanding of the projects implemented by JICA and the relevant policies of the Mongolian government and make beneficial proposals.

In addition, it seems possible to exchange opinions and share knowledge on effective recruitment of highly capable candidates and to make guidance on these scholarships during the course of recruitment such as JDS recruitment briefings among the persons in charge of Japan's scholarship projects such as SDGs Global Leader Program implemented by the JICA Mongolia Office and Japan MEXT government-sponsored foreign student study program implemented by the Embassy of Japan in Mongolia.

In order to strengthen the capacity of young administrative officials, etc. who contribute to the promotion of socioeconomic development, it is thought to be possible to increase the synergistic effect of Japan's other projects by cooperating with and supplementing the other projects, not by JDS only. With regard to a role of the implementing agent, it is important to implement JDS while being conscious of cooperation with the other ODA projects: the JICA Human Resource Development Project in Mongolia, among others.

(9) Need for Enrichment Programs

Ministries and agencies visited in the field survey requested arranging for a more practical training based on an internship at government offices and enterprises during the two-year stay in Japan as

a beneficial step. Further endeavors should be made, which are likely to deliver such added value for the purpose of improving JDS fellows' skills, helping build a human relationship serving as the foundation for a good relationship between both countries and generating differentiation from other scholarship programs. In so doing, instead of merely asking each accepting university to usefully spend special program expenses, it will be necessary to consider introducing a scheme that can be used for activities that will lead to effects after returning to Japan.

(10) Importance of Japanese Language

Acquiring knowledge of the Japanese language is helpful to understand the Japanese mind and spirituality more deeply and to help to form a bridge between Japan and Mongolia in the future. Even though they stay in Japan for two years, it is limited in opportunity to deepen their understanding of the Japanese and Japanese culture. If the purpose of JDS Project is not only to acquire knowledge in a specialized academic field but also to foster human resources that will contribute to the friendly relations between the two countries in the future, it is necessary that among the activities of the project there is a program that teaches Japanese language. Language is the foundation of cultural understanding and it is an essential tool to communicate with the Japanese. In order to continue with the study of Japanese, it is possible to provide opportunities for which using Japanese is necessary. For this reason, internships in Japanese government agencies and companies, homestay programs that give opportunities to interact with ordinary Japanese and the like are effective.

In the FY2019 JDS Basic Research, in addition to the gradual reduction of scholarship amounts in FY2009, it was also pointed out that the withdrawal of pre-arrival Japanese training from FY2010 was a complex factor that reduced the satisfaction level of JDS fellows. Furthermore, as a certain level of Japanese conversation skill is a common feature among returned fellows who maintain their connection with Japan after returning to their home country, the effectiveness of acquiring the Japanese language has been confirmed to contribute to strengthening bilateral relations. In light of this situation, there is a plan to organize around 70 hours of Japanese language training for JDS fellows in Mongolia by the Mongolia-Japan Center for Human Resources Development in the next phase before they leave for Japan. Relevant persons will take a "zero beginner course" for persons learning Japanese for the first time provided by such Center, and reaching 60% of Japanese-Language Proficiency Test (JLPT) N5 will be set as a goal.

Since there are a large number of people who can teach Japanese language in Mongolia, it may be possible for them to offer opportunities to learn practical Japanese.

(11) Japanese language courses

In Mongolia, the percentage of domestic Japanese language learners is high compared with the population. Thus, through use of characteristics of studying in Japan, which is a JDS Project, personnel who can handle the Japanese language and who work in the center of the Mongolian Government after returning home were fostered. For such main purpose, during the period from 2002 until acceptance in 2008 for which the old system was used, Japanese language courses were established. The number of persons accepted for Japanese language courses at that time was set while assuming 25% as a goal. Under the old system, 29 persons in total completed master's programs in Japanese. Since the private sector was also targeted under the old system, most of the learners in the Japanese courses were from the private sector. There were two JDS Fellows who belonged to governmental agencies at the time of application.

Subsequently, the old system was changed to a new system. Since then, the Japanese courses were abolished. Despite such abolishment, it was determined that the newly established framework for the private sector for the previous phase would be used for persons involved in Japanese language. One to two persons have been dispatched to Japanese courses each year since 2017.⁵⁹ There is only one person who completed the Japanese course after changing to the new system. Thus, it is difficult to attempt to clarify the outcome at this point. However, it is intended to focus on performance by JDS returned Fellows who are involved in Japanese courses in the future.

Under the old system, from among JDS returned Fellows who completed the Japanese courses, as described above, there exists a Fellow who contributed to promotion of friendly relations between Japan and Mongolia. To honor such achievements, the ambassador's award was provided to such Fellow by the ambassador of the Embassy of Japan in Mongolia. Such Fellow contributes to enhancement of the relationship with Japan as a pro-Japanese person.

In response to abolishment of the framework for the private sector through a preparatory survey, it was determined that Japanese language courses would be abolished automatically. From the viewpoint of fostering personnel who are to contribute to friendly relations between the two countries, it seems that there is a room for reviewing establishment of Japanese language courses in the future as well. However, even in Mongolia, in which the percentage of those who have already learned Japanese language domestically is high, it is difficult to acquire Japanese-language-proficient personnel who are civil servants. It is necessary to review potential candidates after careful examination. From among those who have completed the Japanese language courses, including the old system for the same, there is only a single person belonging to the Ministry of Education, Culture, Science and Sports who works for a governmental agency.

⁵⁹ In FY2017, one JDS fellow was dispatched as there was only one candidate passed the selection. After FY2017, two JDS fellows each year have been dispatched.

(12) Networking, Establishment of a Follow-up Scheme and Roles of Implementing Agent
Measures to be taken during the fellows' stay in Japan for follow-up conducted after they return home

To facilitate continuous follow-up actions and ultimately deliver results in the form of “stronger partnership between Japan and Mongolia,” the familiarity with Japan needs to be increased from while JDS fellows' stay in Japan so that they will be motivated to maintain their relationship with Japan following their return. By implementing measures to maintain and develop the Familiarity with Japan that was increased during their stay in Japan in post-return follow-up, better results can be expected.

There is a JDS alumni association in Mongolia. It provides valuable opportunities for JDS returned fellows to make full use of the JDS network and maintain their ties with Japan. However, some incentives will be needed for busy JDS returned fellows to take the lead in organizing alumni activities. For this purpose, it is important to raise interest in Japan even during the stay in Japan, form a network with researchers and private companies, and call for maintaining relationships even after returning to Japan.

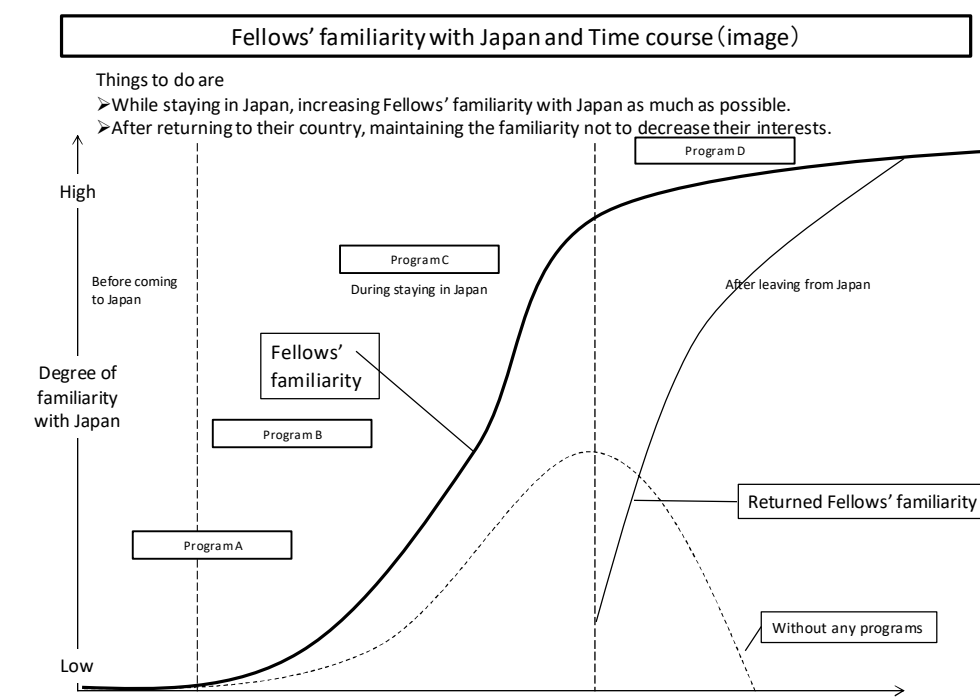


Figure 8 Fellows' Familiarity toward Japan and Time Course (Image)

Follow-up measures implemented after the JDS fellows return home

In order to sustainably conduct follow-ups, measures for maintaining improved interest in Japan and a network that have been strengthened during staying in Japan should be implemented. For this purpose, it is effective to enhance follow-up content while the JDS Alumni Association Mongolia (JDSM) and implementing agents are attempting to collaborate with each other. Current JDSM activities mainly comprise holding events of social gathering, etc. focusing on network strengthening among JDS returned Fellows. Considering the needs of JDS returned Fellows, it is intended to propose to expand opportunities for seminars classified by specialized field and social contribution activities in the future. These activities should be useful for JDS returned Fellows as well. In this way, it can be expected that more and more JDS returned Fellows will proactively participate in the activities.

Furthermore, as proposed through the JDS basic research in FY2019, current lists for JDS returned Fellows shared by JICA and the Embassy of Japan in Mongolia will be compiled to form an online database. Such database list will be effective for creation of a system that allows associated parties on the Japan side to collaborate with JDS returned Fellows easily. Moreover, information on good practices for JDS returned Fellows obtained by implementing agents will be shared with parties associated on the side of Japan in a timely manner. In this way, strengthening and promoting of collaboration can be expected.

Networking with Japanese administrative officers for networking

From the viewpoint of improving networking with Japan, the measures to be provided to the JDS fellows during their stay in Japan generally include the holding of lessons for understanding the Japanese culture and seminars for informing about development experience in Japan. However, it is desirable to implement measures utilizing the greatest characteristics of the JDS Project, which mean that the JDS fellows are administrative officers involved in policy making of each country. For the JDS fellows who are expected to serve as a bridge between Japan and Mongolia as a person fond of or familiar with Japan, a network with the Japanese ministries and agencies would be useful for their future career. It is desirable to provide support for establishing a network through exchange with administrative officers and the holding of seminars and workshops with the persons concerned with the Japanese ministries and agencies as a lecturer.

The network formulated by these measures is practical for the fellows' operations after they return home, giving an incentive to the fellows to maintain such network and therefore it is expected to establish a continuous relationship.

Roles to be performed by the implementing Agent

Role as a mediator

The implementing Agent is expected to function as a mediator between the JDS fellows and the Japanese ministries and agencies and the persons concerned with ODA. It is expected that the

implementing Agent will perform matching based on the interest of both parties and work for establishing an organizational network and thereby contribute to better project achievements.

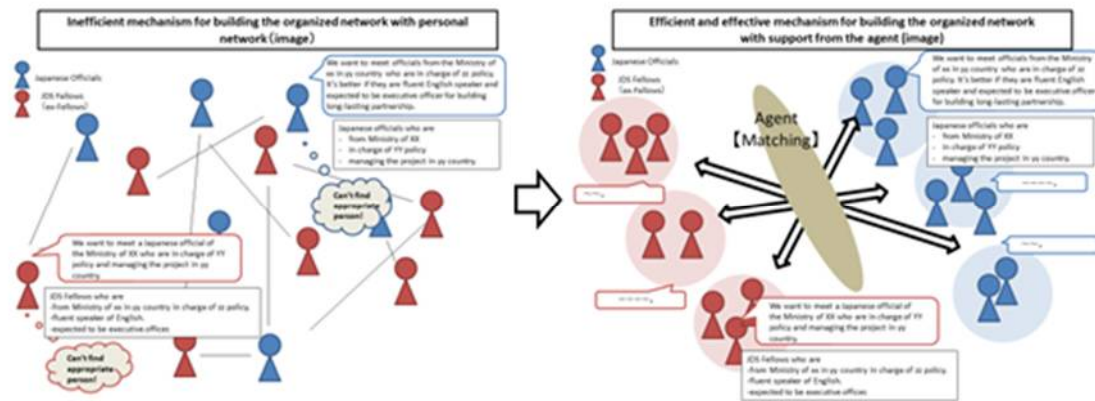


Figure 9 Roles as a Mediator by the Implementing Agent

Firm network foundation with JDS fellows

The implementing agent gets involved with the JDS fellows from the time of public announcement for recruitment and selection, regularly contacts the fellows through monitoring, etc. during their stay in Japan and provides immediate support in the case of emergency. For the JDS fellows, the implementing agent is like a partner having a firm trust relationship. For this reason, the implementing Agent can understand the information on the quality and other matters of JDS fellows in a detailed and integrated manner.

Generally speaking, a problem arising in connection with the follow-up of the fellows is to obtain the information on their whereabouts after returning home. In the JDS Project in other countries, the implementing agent and the JDS fellows have a trust relationship and therefore the JDS fellows can contact the implementing agent even after returning home, and they have already established a relationship and system that make it possible to know the detailed matters on the fellows' division and work.

The role to be played by the implementing agent would be to function as the network foundation with the JDS fellows who are staying in Japan or have returned home based on their mutual trust relationship. The implementing agent's function for establishing a relationship with the JDS fellows should be focused on from the viewpoint of follow-up activities.

Network foundation with the Japanese ministries

It is important for Japanese government officials to build a network with JDS fellows. JDS fellows studying and growing up in Japan, are a diplomatic asset of Japan, and in the future, they will sometimes become diplomatic counterparts and sometimes development partners. For example, in the future, JDS returned fellows may be in charge of infrastructure in their countries, and may

become the largest key person in Japan's quality infrastructure exports.

However, it is difficult to take full advantage of the network with JDS returned fellows unless both the Japanese government officials and the JDS fellows have built it. Therefore, it is expected that the implementing agency will have opportunities to actively disseminate information and build networks not only to ODA-related parties but also to other ministries and agencies in Japan. By being utilized by each ministry and agency, JDS will be a human resource development project that will contribute not only to the development of the partner country but also to the development of Japan at the same time, contributing to national interest. This will enable Japan and Mongolia to build a win-win relationship.

Follow-up perspective

As mentioned above, follow-up activities are important from the viewpoint of critical mass formation and network construction/continuation, and are essential for maximizing project results that cannot be measured by quantitative indicators. At present, in many JDS implementing countries such as Mongolia, after JDS fellows return to Japan, the implementing agency acts as a hub for the JDS returned fellows, supporting the alumni association activities and conducting follow-up activities by taking the lead.

Among them, the implementing agency has established the “JDS Follow-up Fund⁶⁰” in each country, and provides financial support for the follow-up activities that JDS returned fellows plan independently. As an example, in Vietnam, JDS returned fellows use this fund to hold the workshop voluntarily such as “food safety (2017)”, “water safety (2018)” and “environmental conservation (2019)”. These workshops were regarded as educational activities that contribute to raising public awareness, and many media outlets introduced them as activities of JDS returned fellows.

It is clear that maintaining a network by JDS returned fellows only, expecting their autonomy, is difficult. In order for JDS fellows to continue to be an asset of Japan, the Japanese government or JDS itself must actively maintain the network. Considering the importance of follow-up activities in the manifestation of project results, it is desirable that follow-up activities will be standardly incorporated into the JDS Project in addition to the autonomy of the implementing agency. As a result, it can be expected that follow-up activities will be developed that ensure scale and quality.

⁶⁰ The Fulbright scholarship also has a scheme that provides financial support for planning follow-up activities for graduates.

(13) Review of JDS Project Exit Strategy in Mongolia

From the next phase, the number of slots available to JDS Mongolia will be reduced to 15 for master's programs and one for doctoral programs. A country like Mongolia whose income level has risen relatively compared with other countries due to steady economic growth has reached the phase of an exit strategy for JDS Fellow support project through grant aid.

Continuing provision is important, as stated in the JDS basic research. When formulating an exit strategy, provision continuity should prevail over termination regardless of the extent of reduction. The JDS Project in Mongolia have somehow failed to deliver better results than those in other countries in terms of returned fellows' promotion, job reinstatement, or career paths after their return to the home country. Nevertheless, the JDS Project's results assessed based on such factors are significantly affected by the civil service and political situation in Mongolia. It is said that education is the foundation of national development in the long run. Hopefully, the continuing provision of the JDS Project will enhance Mongolia's development and its relationship with Japan in the long run.

Indonesia is the only country in which the JDS Project has been terminated. When reviewing a specific exist plan, examining what has happened in Indonesia will be useful. Currently, the implementation agent in Indonesia is responsible for taking follow-up actions for its JDS returned fellows. The termination of the JDS Project in Indonesia has made it impossible to find out the career path of each and every one of the JDS returned fellows. Amid a growing need for JDS fellows to offer their service as diplomatic assets, it would be a great loss to Japan if the JDS network ceased to exist. As far as current JDS implementing counties are concerned, implementing agent understands current conditions of JDS returned Fellows. Thus, information about JDS Fellows who have promoted to deputy director, vice minister, and minister is obtained quickly, and such information is shared with the Japanese government as well, which has led to strengthening of the bilateral relations. In addition, JDS fellows' traceability is one of the JDS Project's strengths that distinguish it from other government-sponsored scholarship programs. Maintaining this traceability capability is vital for the JDS Project to stand out from other scholarship programs.

3-7. Conclusion

Mongolia is one of the countries in the world that have very strong pro-Japanese sentiment. Japan has provided continued assistance to Mongolia as the top donor since its democratization. Mongolia is friendly and supportive towards Japan, consistently endorsing Japan's stance on a wide range of important issues faced by the international community. Mongolia is Japan's highly important partner, integral to its efforts to pursue regional and international cooperation. The implementation of the Agreement between Japan and Mongolia for an Economic Partnership (EPA) in 2016 and the signing of the Japan-Mongolia Mid-term Action Plan for a Strategic Partnership in 2017 should strengthen the relationship between the two countries more than ever.

The mining industry is the driving force of Mongolia's economic growth. However, the mining sector itself does not create sufficient employment opportunities and Mongolia is faced with a major issue of diversifying its industrial structure. Now that the EPA has become effective, more business and investment opportunities in Mongolia are eagerly anticipated by the Japanese government and it is increasingly important to provide an improved business environment including infrastructure and the legal system. To address these issues, Mongolia first needs to increase a pool of top talent, which is still far from enough. This gives the JDS Project an opportunity to provide assistance in developing highly talented professionals in Mongolia.

From a viewpoint of implementing the JDS Project, the civil service in Mongolia does not offer job security and it is not uncommon for civil servants to move to the private sector. The number of returned fellows in Mongolia who hold high-ranking government positions is not as high as those in other countries. In addition, there are external factors such as increasingly intensifying competition with other scholarship donors. This survey confirms that despite such situation, JDS fellows have made their mark in their respective government agencies, leveraging their study abroad experience, and, at the same time, their performance is highly recognized by their employers.

The JDS Project takes a considerable amount of time to undertake as it starts with the recruitment of international students and does not end until the students have gained a degree and the benefits of their overseas studies have been ascertained. 295 Mongolian JDS fellows have obtained a degree in Japan and are now advancing their careers in their respective fields. They are making a good contribution to their country's growth. Mongolia is classified as a lower-middle income country in terms of GNI per capital and is nearly ineligible for ODA Grant, but the fact that its GNI tends to be higher because of its small population should be taken into consideration. During this preparatory survey, many respondents voiced their frustration of not being able to send their staff abroad for study despite their need for professional development through study abroad programs. It was clear that continued assistance was definitely needed. To bring stability to East Asia and maintain and improve the relationship between Japan and Mongolia, the JDS Project should remain available and renew its established track record of excellent performance in Mongolia.

The JDS Project in Mongolia is characterized by a higher number of fellows from the private sector or NGOs (or those who have moved to the private sector or NGOs) who have achieved career success than in other countries. Active interactions among alumni in the private and public sectors are a familiar sight at alumni events. It may not be impossible that the JDS network sows the seeds of public-private partnership that will contribute to Mongolia's socioeconomic growth. It is also possible that this new public-private partnership model will become another achievement of the JDS Project in the future. As part of follow-up actions for JDS returned fellows, the Japanese government should, without altering the JDS Project's intended goal of developing civil servants, engage each and every one of those who have made the career transition to the private

sector. JDS returned fellows working in the private sector and the public sectors are both valuable assets to Japan. Japan should adopt a new and flexible approach and think about how best to take advantage of a network of JDS alumni in both sectors. To put it another way, the performance of the JDS Project in Mongolia should not be assessed purely based on JDS returned fellows' promotion or job retention rate, but assessments based on the social situation in Mongolia and the JDS Project's characteristics are also well worth considering.

End

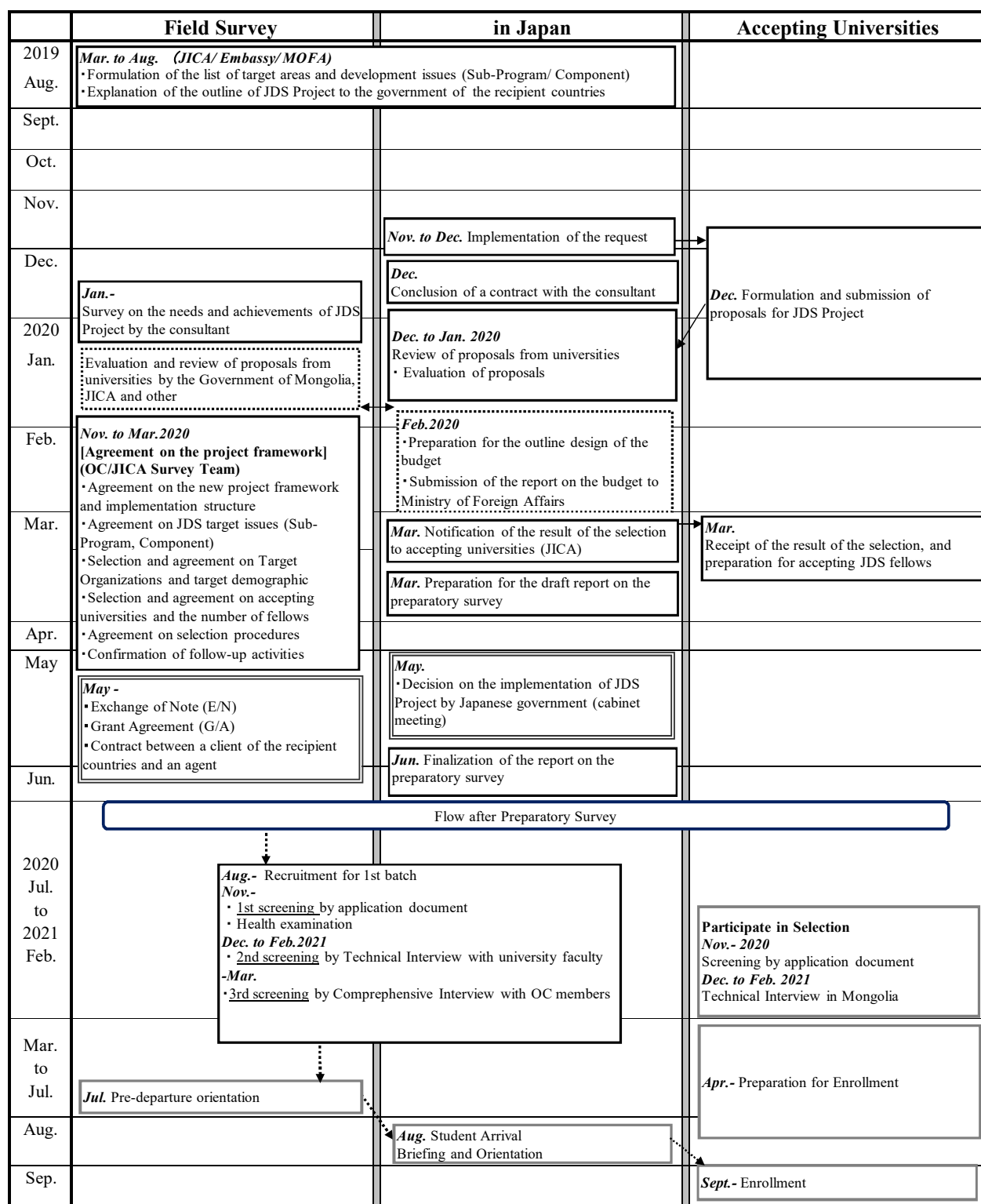
List of Appendixes

1. Member List of the Survey Team
2. Flowchart of the Preparatory Survey for JDS
3. List of Contact Persons
4. Minutes of Discussions (M/D)
5. The Number of JDS Fellows to be Accepted for the Next Four Years
under the JDS Project in Mongolia

Member List of the Survey Team

Name	Assigned Work	Organization and Position
Ms. TAMURA Eriko	Leader	Chief Representative JICA Mongolia Office
Mr. YAMAE Mikuni	Cooperation Planning	Deputy Assistant Director Grant Aid Project Management Division 2, Financial Cooperation Implementation Department, JICA
<Consultants>		
Mr. SHIONOYA Tsuyoshi	Human Resource Development Planning	Managing Director International Student Programs Department I, JICE
Ms. HITOTSUBASHI Reiko	Overseas Study Planning	Deputy Director International Student Programs Division, International Student Programs Department I, JICE
Ms. NAGASAWA Aya	Needs Study/Coordination	Country Officer International Student Programs Division, International Student Programs Department I, JICE

Flowchart of the Preparatory Survey for JDS in Mongolia



The Project for Human Resource Development Scholarships (JDS)

List of Contact Persons during the Field Survey in Mongolia

1. Survey by Consultant from 27th to 31th January, 2020

Date and Time	Organization	Contact Person	Remark
27 th January 2020 11:00-12:00	JICA Mongolia Office	- Ms. TAMURA Eriko, Chief Representative - Ms. FUJITA Eri, Representative (Education, Social Protection)	Discussion with the Operating Committee (OC) members
27 th January 2020 15:00-16:00	Ministry of Finance	- Mr. Batkhuy Idesh, General Director, Development Financing Department	
27 th January 2020 17:00-18:00	Civil Service Council	- Mr. Tsendendamba Samdan, Permanent member	
28 th January 2020 11:00-12:00	Ministry of Road and Transportation Development	- Mr. Badamsuren.E, HR officer - Ms. Enkhmaa.E, External cooperation officer	Human resource needs in Mongolia
28 th January 2020 14:00-15:00	Ministry of Food, Agriculture and Light Industry	- Ms. Munkhtuya, HR officer	
28 th January 2020 17:00-18:00	Embassy of Japan in Mongolia	- Mr. HAYASHI Shinichiro, Minister-Counsellor - Mr. MATSUHASHI Tomoyuki, Second Secretary	Discussion with the Operating Committee (OC) members
29 th January 2020 9:30-10:30	National Emergency Management Agency	- Mr. Natsagdorj, HR Officer	Human resource needs in Mongolia
29 th January 2020 11:00-12:00	Customs General Administration	- Mr. Gendentsveen, Director general, Public Administration Dept. - Ms. Tsendsuren, External Cooperation officer - Mr. Uuganbayar, HR Officer	
29 th January 2020 14:00-15:00	General Tax Administration	- Ms. Bayartsetseg, HR Officer	
29 th January 2020 16:00-17:00	Ministry of Education, Culture, Science and Sports	- Ms. Bolor.P, External cooperation officer - Ms. Oyunbileg Oirov, External cooperation officer	
30 th January 2020 10:00-11:00	Ministry of Justice and Home Affairs	- Ms. Altantsetseg Yura, HR officer	
30 th January 2020 10:30-12:30	Ministry of Labour and Social Protection	- Ms. O. Myagmarsuren, HR Officer < JDS Returned Fellows > - Ms. Sholtoi Maya (14 th batch) - Ms. Dashjamts Enkhutul (15 th batch) - Ms. Shiirev-Od Gereltesteg (15 th batch) - Ms. Jargalsaikhan Tungalag (15 th batch) - Ms. Yura Otgonbileg (16 th batch)	Human resource needs in Mongolia, Outcome of JDS fellows
30 th January 2020 11:30-12:30	Ministry of Construction and Urban Development	- Mr. Myagmardorj.B, HR Officer	Human resource needs in Mongolia
30 th January 2020 14:30-16:30	Financial Regulatory Commission	- Ms. G. Yanjindulam, HR Officer - Ms. O. Tsendsuren, HR Officer < JDS Alumni > - Mr. Enkhbaatar Namjil (16 th batch) - Ms. Narantuya Natsagdorj (16 th batch) - Ms. Bolor Baatarchuluun (14 th batch)	Human resource needs in Mongolia, Outcome of JDS fellows

30 th January 2020 16:00-17:00	Ministry of Mining and Heavy Industry	- Ms. Munkhtuya, HR Officer	Human resource needs in Mongolia
31 st January 2020 10:00-12:00	The Bank of Mongolia	- Ms. Burmaa Damdinsuren, Head of HR Division < JDS Returned Fellows > - Ms. Orkhontuul Barchin (10th batch) - Mr. Munkh-erdene Batkhishig (15th batch) - Mr. Ochgerel Lkhagva (15th batch) - Mr. Dovchinbazar Dagvadorj (4th batch) - Mr. Altansukh Damdinsuren (12th batch) - Mr. Byambadorj Oyunbat (11th batch) - Mr. Tamir Tsogbayar (13th batch)	Human resource needs in Mongolia, Outcome of JDS fellows
31 st January 2020 11:00-12:00	Ministry of Environment and Tourism	- Mr. Erdennebulgan Luvsanbayar, Director General, Dept. of Public Administration and Management - Mr. Sainbayar.A, Senior officer of Legal Division	Human resource needs in Mongolia
31 st January 2020 14:30-15:30	National Statistical Office	- Ms. Enkhtsetseg, HR Officer	
31 st January 2020 14:30-15:30	Authority for Fair Competition and Consumer Protection	- Ms. Khorolsuren, HR Officer	
31 st January 2020 16:00-17:00	National Audit Office	- Mr. Bilguun Burentegsh, External Relations Officer - Mr. Enkhbold Delger, External cooperation manager	

2. Survey Team from 3rd to 7th February, 2020

Date and Time	Organization	Contact Person	Remark
3 rd February 2020 14:00-15:00	Australia Awards Mongolia	- Ms. Enkhtuvshin Lunden, Manager (Alumni and Academic Engagement)	Interview on other donors
3 rd February 2020 16:00-17:00	KOICA	- Ms. Bo Young Song, Deputy Country Director - Ms. Su-Yang Kim, Deputy Country Director - Ms. Munkhzul Jamsran, Project Manager	Interview on other donors
4 th February 2020 9:00-10:00	National Development Agency	- Mr. Munkhbold Adiya, General Director, Development Policy Dept.	Human resource needs in Mongolia
4 th February 2020 11:00-12:00	Cabinet Secretariat of Government	- Mr. Ganbold Dashdavaa, Public Administration and HR Dept. - Ms. Bolorsuvd, External Cooperation officer	

4 th February 2020 15:00-17:00	Ministry of Finance	<ul style="list-style-type: none"> - Mr.Dorjdagva Purev, Director General, Public administration and Management Dept. - Mr.Batkhurel, General Director, Economic Policy Dept. - Mr. Batzul, Head of Purchasing Policy Division, Legal Dept. < JDS Returned Fellows > - Ms.Guljan Kagvat (16th batch) - Ms.Odontungalag Batsaikhan (8th batch) - Mr.Ganbayar Javkhlan(11th batch) 	Human resource needs in Mongolia, Outcome of JDS fellows
5 th February 2020 12:00-13:00	Ulaanbaatar City Administration	- Mr. Urtnasan, Head of HR division	Outcome of JDS fellows
5 th February 2020 14:30-15:30	Ministry of Foreign Affairs	<ul style="list-style-type: none"> - Mr. Battuvshin Batmunkh, Deputy Director, Dept. of Public Administration and Management - Mr.Unurmunkh, HR Officer - Ms.Solongo Chuluunbaatar 	
5 th February 2020 16:00-17:00	Ministry of Education, Culture, Science and Sports	- Mr.Gardi Delger, Director General, External Cooperation Dept.	Discussion with the Operating Committee (OC) members
5 th February 2020 17:30-18:30	Civil Service Council	- Mr. Tsedendamba Samdan, Permanent member	
6 th February 2020 14:00-17:00	JDS OC members	<ul style="list-style-type: none"> - Mr.Gardi Delger, Director General, External Cooperation Dept., Ministry of Education, Culture, Science and Sports - Mr. Tsedendamba Samdan, Permanent member, Civil Service Council - Mr.Dorjdagva Purev, Director General, Public administration and Management Dept., Ministry of Finance - Ms. TAMURA Eriko, Chief Representative, JICA Mongolia Office - Mr. MATSUHASHI Tomoyuki, Second Secretary, Embassy of Japan in Mongolia 	Minutes Discussion
6 th February 2020 19:00-21:00	JDS Alumni	<ul style="list-style-type: none"> -Ms. Dashzeveg Uyanga (1st batch) -Ms. Batkhishig Sarnai (8th batch) -Mr. Lkhagva Ochgere (15th batch) -Mr. Yura Otgonbileg (16th batch) 	View Exchange Meeting with JDS Returned Fellows
7 th February 2020 11:00-12:00	JUGAMO	- Mr. Nasanbileg Batbayar	Interview on other alumni organization
7 th February 2020 17:00-18:00	Embassy of Japan in Mongolia	<ul style="list-style-type: none"> - HE. KOBAYASHI Hiroyuki, Ambassador Extraordinary and Plenipotentiary - Mr. MATSUHASHI Tomoyuki, Second Secretary 	Report of Survey

**MINUTES OF DISCUSSIONS
ON THE PREPARATORY SURVEY OF
THE PROJECT FOR HUMAN RESOURCE DEVELOPMENT SCHOLARSHIP
TO MONGOLIA**

Based on the several preliminary discussions between the Government of Mongolia (hereinafter referred to as “Mongolia”) and Japan International Cooperation Agency (hereinafter referred to as “JICA”), JICA decided to conduct a Preparatory Survey in respect of “the Project for Human Resource Development Scholarship” (hereinafter referred to as “the JDS Project”) to be implemented in Mongolia.

In view of the above, JICA dispatched a Preparatory Survey Team (hereinafter referred to as “the Team”) headed by TAMURA Eriko, Chief Representative, JICA Mongolia Office, JICA, to Ulaanbaatar from February 3 to 7, 2020.

The Team held a series of discussions with the members of the Operating Committee of the JDS Project (hereinafter referred to as “the Committee”). The both parties reached an agreement on the JDS Project as attached hereto.

Ulaanbaatar, February 7, 2020

田村 恵子

TAMURA Eriko
Leader
Preparatory Survey Team
Japan International Cooperation Agency



GARDI Delger
Director of External Cooperation Department,
Ministry of Education, Culture, Science and
Sports



BATKHUU Idesh
Director General of Development Financing
Department,
Ministry of Finance

I. Objective of the Preparatory Survey

The Mongolia side understood the objectives of the Preparatory Survey explained by the Team referring to ANNEX 1 “Flowchart of the Preparatory Survey”.

The main objectives of the Survey are:

- (1) To agree on the framework of the JDS Project from Japanese fiscal year 2020 to 2023 to be implemented under Japan’s grant aid
- (2) To design the outline of the JDS Project through collecting basic information on human resource development for civil servants in the Mongolia
- (3) To explain the outline of the JDS Project to the relevant parties of the Mongolia
- (4) To estimate overall costs of the first cycle, that is a period of five years, of the JDS Project

II. Objective of the JDS Project

The objectives of the JDS Project are to support human resource development in recipient countries of Japanese Grant Aid, through highly capable, young civil servants and others, who are expected to engage in formulating and implementing social and economic development plans and are expected to become leaders in their countries, by means of accepting them in Japanese universities as JDS Fellows. Moreover, the Project aims to strengthen the partnership between their countries and Japan.

JDS Fellows accepted by the Project will acquire expert knowledge, conduct research, and build human networks at Japanese universities, and are expected to use such knowledge after returning to their work, to take an active role in solving practical problems of the social and economic development issues that their countries are facing.

III. Framework of the JDS Project

1. Project Implementation

The Mongolia side confirmed that the JDS Project is implemented under “Flowchart of JDS Project for the Succeeding Four Batches (ANNEX 2)”.

2. Implementation Coordination

The both parties confirmed that the implementation coordination of the JDS Project is as follows.

(1) Implementing Organization

Ministry of Education, Culture, Science and Sports (hereinafter referred to as “MECSS”) is responsible for administrative matter of the JDS Project, and therefore MECSS is regarded as the Implementing Organization.

(2) Operating Committee

The Team pointed out a problem that some JDS returned fellows could not return back to their original organizations. From the standpoint of assuring the outcome of JDS, the function for solving this problem should be strengthened, thus the Team proposed that Cabinet Secretariat

of Government should be added to a member of the Committee in addition to Civil Service Council. Civil Service Council and Cabinet Secretariat of Government shall be expected to encourage each organization certainly to secure job positions for JDS returned fellows. Therefore, the Committee is composed of the representatives from the following organizations.

Mongolia side

- MECSS (chair)
- Civil Service Council
- Cabinet Secretariat of Government
- Ministry of Finance

Japanese side

- Embassy of Japan(vice-chair)
- JICA Mongolia Office

3. Target Areas of the JDS Project

Based on the discussion held between the both parties, target priority areas as Sub-Program and target development issues as Component are identified as below.

Priority Area as Sub-Program 1 :

Sound Macroeconomic Management and Strong Governance

Development Issue as Component and Sub-component

- 1-1. Improving public financial management
 - 1-1-1 Public financial management
 - 1-1-2 Public policy
- 1-2. Promoting the vital market economy
 - 1-2-1 Financial policy and capital market policy
 - 1-2-2 Business and economic legal system

Priority Area as Sub-Program 2 :

Environment-friendly and Balanced Economic Development

Development Issue as Component

- 2-1. Industrial policy and business administration
- 2-2. Developing high-quality infrastructure to underpin growth
- 2-3. Improving urban environment management

4. Target Organizations and applicants

Both parties agreed to take an open application system that targets at all the core civil servants (public administration position and special state service position) of the government organizations, and the officials of the Bank of Mongolia and the Development Bank of Mongolia. In addition, both parties set the expected main organizations for each component as identified in ANNEX-3 “Design of JDS Project for the Succeeding Four Batches”.

It was agreed that these main organizations shall be reviewed every year according to the result of recruitment / selection, discussed and decided in the Committee.

In order to assure the project outcome, both party confirmed the importance of selection of the candidates.

5. Maximum Number of JDS Fellows

The total number of JDS Fellows for the first batch in Japanese fiscal year 2020 shall be at fifteen (15) for Master's Program and one (1) for PhD Program, and this number would indicate the maximum number per batch for four batches, from Japanese fiscal year 2020 to 2023.

6. Accepting Universities and Supposed Numbers of JDS Fellows per University

Based on the discussion held between the both parties, it was agreed that the educational programs of following universities would be suitable to the development issues in the Mongolia (for Master's Program).

Development Issue as Component 1-1 : Improving public financial management

- 1) Public financial management: Saitama University, Graduate School of Humanities and Social Sciences (2 slots)
- 2) Public policy: Meiji University, Graduate School of Governance Studies (2 slots)

Development Issue as Component 1-2 : Promoting the vital market economy

- 1) Financial policy and capital market policy: International University of Japan (IUI), Graduate School of International Relations (GSIR) (2 slots)
- 2) Business and economic legal system: Kyushu University, Graduate School of Law (1 slot)

Development Issue as Component 2-1 : Industrial policy and business administration

- International University of Japan (IUI), Graduate School of International Management (GSIM) (2 slots)
- Hiroshima University, Graduate School of Humanities and Social Sciences (2 slots)

Development Issue as Component 2-2 : Developing high-quality infrastructure to underpin growth

- Nagaoka University of Technology, Graduate School of Civil and Environmental Engineering (2 slots)

Development Issue as Component 2-3 : Improving urban environment management

- University of Tsukuba, Graduate School of Science and Technology (2 slots)

7. Follow-up of the JDS Fellows

It was agreed that monitoring and evaluation for posting and allocation of JDS returning fellows should be done actively by Government of Mongolia for expanding their outcomes and human network. Both parties confirmed the necessity of securing job positions for JDS Fellows returning to their organizations. The countermeasures to increase the job retention rate of JDS Fellows after coming back to Mongolia are the followings; 1) to, 2) In case original organizations

of JDS Fellows reject their reinstatement, the Committee shall support to enable the JDS Fellows to return back to their original organization by issuing request letters, 3) Other necessary countermeasures, including the proper enforcement of New Law of Mongolia on Civil Service, should be considered by the Committee members.

In addition, both parties also confirmed the importance of the sustainable administration of the JDS Alumni Association in Mongolia for enhancing knowledge sharing and networking among JDS returning fellows.

IV. Undertakings of the Project

Both parties confirmed the undertakings of the Project as described in Annex 4. Especially, the Government of Mongolia shall open the Bank Account (Banking Arrangement: B/A) within one (1) month after signing on Grant Agreement (G/A). Afterwards, the Government of Mongolia shall issue the Authorization to Pay (A/P) for the payment to the Agent (consultant) within one (1) month after the signing of the contract agreement. Within the framework of the JDS project, the Bank Account shall be opened for each G/A per batch of JDS Fellows, and the A/P shall be issued for each contract of the Agent.

V. Important Matters Discussed

1. Schedule of the Survey

The Government of Mongolia shall submit an official request to the Government of Japan through a diplomatic channel in February 2020.

The Team will report the results of the Survey to the Government of Japan in March 2020. The final scope of the Project will be decided by the Government of Japan in May 2020 (tentative).

2. Training Course for English and Japanese language

According to the results of survey, the Team confirmed the current situation that it was difficult for several organizations to dispatch their staff members as JDS applicants due to their insufficient English language skill. The Japanese side proposed that English training courses for applicants shall be conducted during their selection process. At the same time, the Japanese side will also consider the implementation of Japanese language courses for successful applicants before their arrival in Japan.

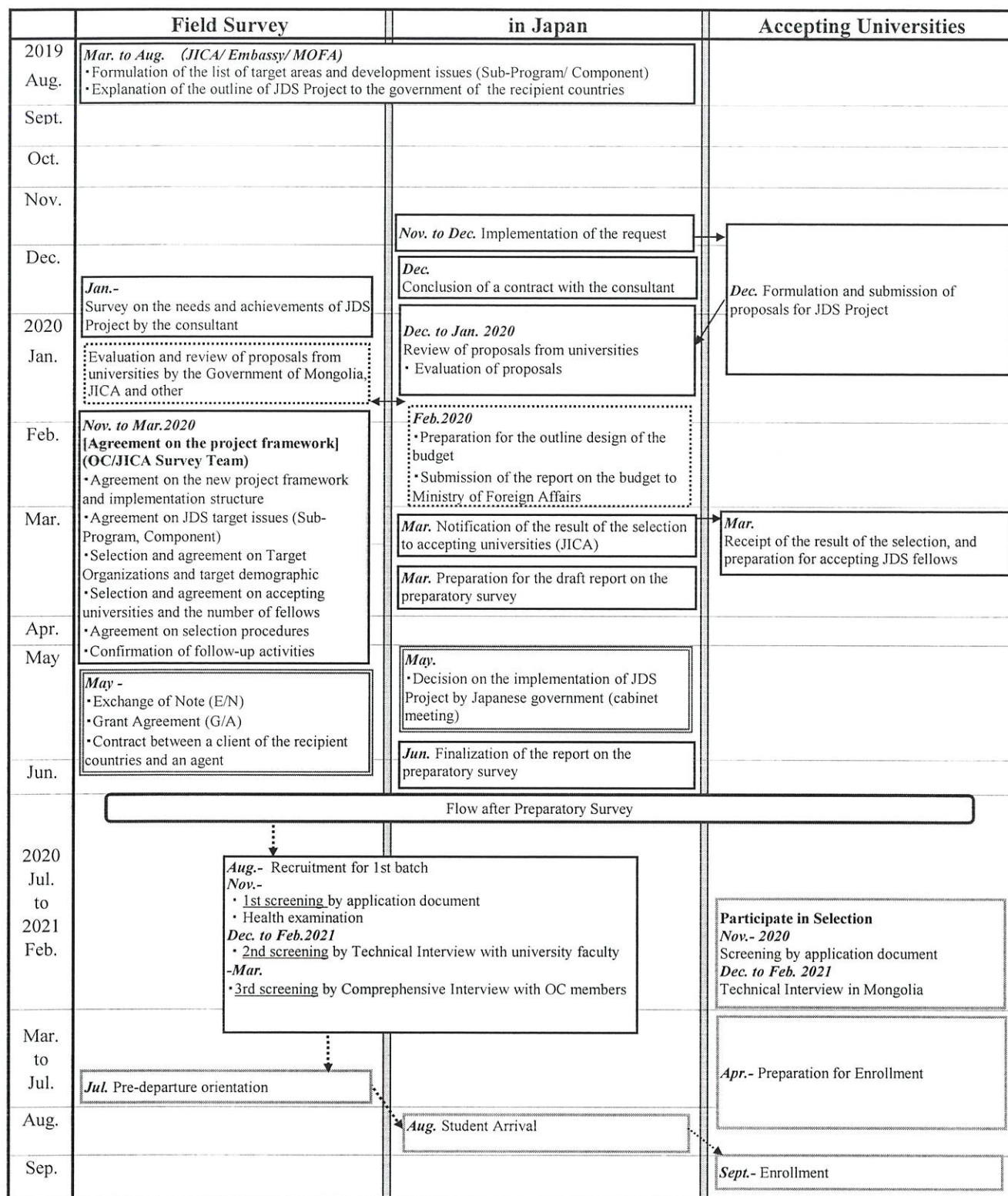
ANNEX 1: Flowchart of the Preparatory Survey

ANNEX 2: Flowchart of JDS Project for the Succeeding Four Batches

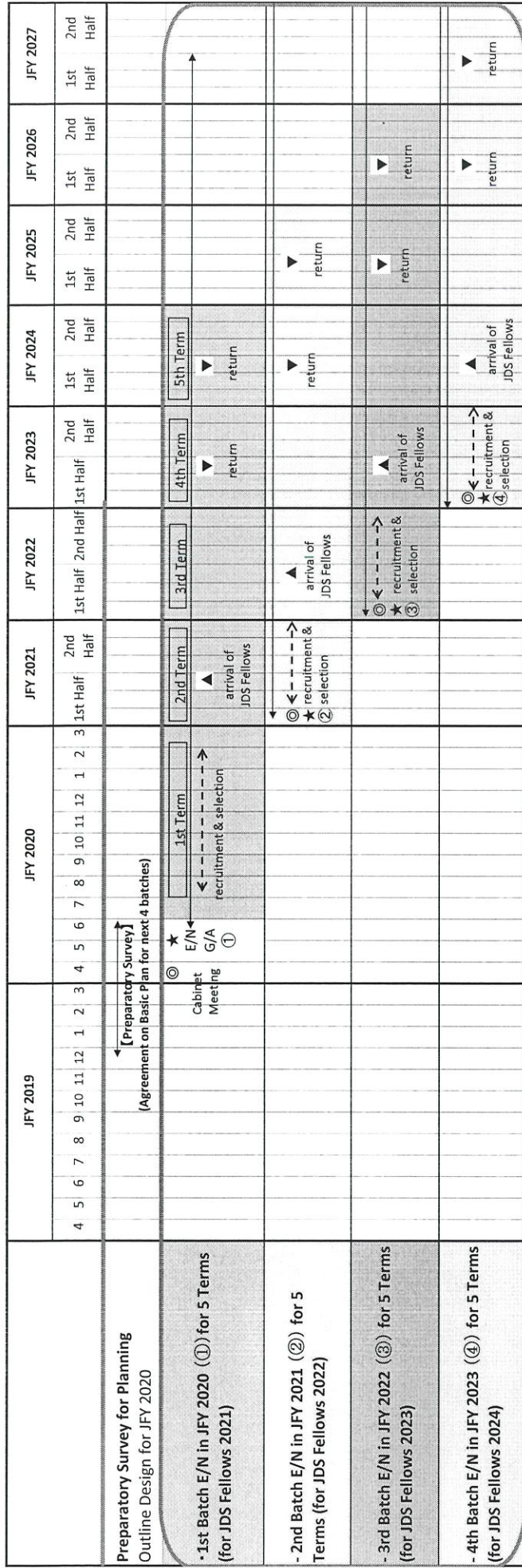
ANNEX 3: Design of JDS Project for the Succeeding Four Batches (Draft)

ANNEX 4: Undertakings of the Project (Draft)

Flowchart of the Preparatory Survey



Flowchart of JDS Project for the Succeeding Four Batches



Project Period for 8 years

- ◎ : Cabinet Meeting (Japan)
 ★ : Exchange of Notes (E/N), Grant Agreement (G/A)
 → : Period covered by Grant Agreement (G/A)
 ▲ : Arrival
 ▼ : Return to the country

Design of JDS project for the Succeeding Four Batches

Sub-program (JDS Target Priority Area)	Component (JDS Target Development Issue)	Sub Component	slots	Expected Theme of the Research/Possible Fields of Study* (tentative)	Target Applicants* (tentative)	Expected Main Target Organizations* (tentative)	Accepting University
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	2	-Sustainable Development Policy -Development Economy -Macro Economic Planning -Public Financial Management -Public Investment Policy -Internal Audit -International Taxation -Public Debt Management -Property Tax	<div>-All Core Civil Servants</div> <div>-Officials in Central Bank of Mongolia and Development Bank of Mongolia</div>	<div>-Ministry of Finance</div> <div>-Customs General Administration</div> <div>-General Department of Taxation</div> <div>-National Development Agency</div> <div>-National Audit Office</div> <div>-Cabinet Secretariat of Government</div> <div>-Ministry of Education, Culture, Science and Sports</div>	Saitama University Graduate School of Humanities and Social Sciences
		1-1-2 Public Policy	2	-Social Welfare Governance -Social Security Governance -Health Policy -Rural Development -Regional development -Population Policy / Urban Decentralization Policy -Tax Administration -International Education in comparative perspective -Human Resource Development -E-Governance -Public Procurement Policy			Meiji University Graduate School of Governance Studies
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	2	-Financial Policy -Capital Market Policy -Revitalization of the Stock and Bond Markets -FDI Promotion Policy -Digital Market Policy and Management		<div>-Ministry of Foreign Affairs</div> <div>-Financial Regulatory Commission</div> <div>-Central Bank of Mongolia</div> <div>-Ministry of Justice and Home Affairs</div> <div>-Authority for Fair Competition and Consumer Protection</div> <div>-Cabinet Secretariat of Government</div> <div>-National Development Agency</div>	International University of Japan (IUJ) Graduate School of International Relations
		1-2-2 Business and Economic Legal System	1	-Business and Economic Legal System -Legal Negotiation on Contract with International Corporations -Mediation and Other Conflict Management Approaches -Public Private Partnership Law -Competition Law -International Financial Law and Regulation			Kyushu University Graduate School of Law
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		4	-Industrial Policy -Agriculture Policy -Business Administration and Finance -SMEs Development -Local Industry Promotion -SDGs Monitoring		<div>-Ministry of Food, Agriculture and Light Industry</div> <div>-Ministry of Mining and Heavy Industry</div> <div>-National Development Agency</div>	International University of Japan (IUJ) Graduate School of International Management (2 slots) Hiroshima University Graduate School of Humanities and Social Sciences (2 slots)
	2-2 Developing High-quality Infrastructure to Underpin Growth		2	-Urban Policy -Urban/Regional Plan -Transportation Plan -Public Private Partnership -Urban Development Project Management -Geodesy Data Analysis -Waste Water Treatment Plan and Management -Logistics Management System -Complex Transportation		<div>-Ministry of Construction and Urban Development</div> <div>-Ministry of Road and Transport Development</div> <div>-National Development Agency</div>	Nagaoka University of technology Graduate School of Civil and Environmental Engineering
	2-3 Improving Urban Environment Management		2	-Urban Environment Policy -Environment Assessment -Environment Engineering -Disaster Management -International Environment Law		<div>-Ministry of Environment and Tourism</div> <div>-Ministry of Construction and Urban Development</div> <div>-National Emergency Management Agency</div>	University of Tsukuba Graduate School of Science and Technology
	Maximum Number per year			15			

*Allocation of number of participants per each component, expected theme of research and target organization will be finalized in the Preparatory Survey.

Undertakings of the Project

(1) Specific obligations of the Recipient which will not be funded with the Grant

NO	Items	Deadline	In charge	Estimated cost	Ref.
1	To establish an operating committee (hereinafter referred to as “the Committee”) in order to discuss any matter that may arise from or in connection with the G/A	Within 1 month after signing of the G/A	MECSS	N/A	
2	To appoint the head of representatives of the Recipient who will be a chairman of the Committee	Within 1 month after signing of the G/A	MECSS	N/A	
3	To open the Bank Account (Banking Arrangement (B/A))	Within 1 month after signing of the G/A	MOF	N/A	
4	To issue A/P to a bank in Japan (the Agent Bank) for the payment to the Agent	Within 1 month after the signing of the contract	MOF	N/A	
5	To bear the following commissions to a bank of Japan for the banking services based upon the B/A				
	1) Advising commission of A/P	Within 1 month after the signing of the contract	MECSS	approx. JPY6,000.-	
	2) Payment commission for A/P	Every payment	MECSS	approx. 0.1% of the payment amount	
6	To organize the first meeting of the Committee	Within 1 month after assigning the Agent	MECSS	N/A	
7	To organize the Committee meeting	During the Project	MECSS	N/A	
8	To ensure that customs duties, internal taxes and other fiscal levies which may be imposed in the country of the Recipient with respect to the purchase of the products and/or the services be exempted.	During the Project	MECSS	N/A	
9	To accord the Japanese physical persons and/or physical persons of third countries whose services may be required in connection with the supply of the products and/or the services such facilities as may be necessary for their entry into the country of the Recipient and stay therein for the performance of their work	During the Project	MECSS	N/A	
10	To bear all the expenses, other than those covered by the Grant, necessary for the implementation of the Project	During the Project	MECSS	N/A	
11	To give due environmental and social consideration in the implementation of the Project	During the Project	MECSS	N/A	

(MECSS: Ministry of Education, Culture, Science and Sports, MOF: Ministry of Finance, B/A: Banking Arrangement. A/P: Authorization to pay)

(2) Other obligations of the Recipient funded with the Grant

NO	Items	Deadline	Amount (Million Japanese Yen)
1	To work on the recruitment and selection procedures of JDS candidates	During the Project	
2	To provide JDS candidates with information on study in Japan	During the Project	
3	To carry out matriculation procedures and make arrangements for trips to Japan for JDS fellows	During the Project	
4	To handle payment of tuition fees and scholarships	During the Project	
5	To provide pre-departure and after arrival orientation on JDS before/after arrival in Japan to JDS fellows	During the Project	
6	To monitor academic progress and living conditions of JDS fellows	During the Project	
7	To organize JDS fellow's returning program which consists of support for necessary procedure on JDS fellows' returning, evaluation meeting on JDS program upon the graduation, meeting for reporting the results after JDS fellow's returning to their respective countries, and	During the Project	
8	To perform other duties necessary for implementation of the Project.	During the Project	
	Total		-

(Note) Progress of the obligations of the Recipient may be confirmed and updated from time to time in a written form between JICA and the Recipient.

The Number of JDS Participants to be Accepted for Next Four Years
under the JDS Project in Mongolia (Master's Course)

Sub-Program	Component		University	Graduate School	Expected Number of JDS Participants				
					1st Batch	2nd Batch	3rd Batch	4th Batch	Total
1. Sound Macroeconomic Management and Strong Governance	1-1 Improving Public Financial Management	1-1-1 Public Financial Management	Saitama University	Graduate School of Humanities and Social Sciences	2	2	2	2	8
		1-1-2 Public Policy	Meiji University	Graduate School of Governance Studies	2	2	2	2	8
	1-2 Promoting the Vital Market Economy	1-2-1 Financial Policy and Capital Market Policy	International University of Japan	Graduate School of International Relations	2	2	2	2	8
		1-2-2 Business and Economic Legal System	Kyushu University	Graduate School of Law	1	1	1	1	4
2. Environment-friendly and Balanced Economic Development	2-1 Industrial Policy and Business Administration		International University of Japan	Graduate School of International Management	2	2	2	2	8
			Hiroshima University	Graduate School of Humanities and Social Sciences	2	2	2	2	8
	2-2 Developing High-quality Infrastructure to Underpin Growth		Nagaoka University of technology	Graduate School of Civil and Environmental Engineering	2	2	2	2	8
	2-3 Improving Urban Environment Management		University of Tsukuba	Graduate School of Science and Technology	2	2	2	2	8
Total					15	15	15	15	60