

CASE STUDY

MINISTRY OF JUSTICE AND HOME AFFAIRS

MONGOLIA

AUSTRALIAN DEVELOPMENT SCHOLARSHIPS (ADS)



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Introduction

This case study is focused on the experience of the Ministry of Justice and Home Affairs (MOJHA) in Mongolia, and two of its employees who were recipients of Australian Development Scholarships (ADS). The two employees Mr. Sereenov Mandakhbat and Ms. Alyeksandr Sarangerel from MOJHA's Legal Policy Department received their scholarships in 2007 and 2008 respectively. In this case study, Mr. Mandakhbat and Ms. Sarangerel are referred to as 'graduates'. The perspectives of a range of MOJHA personnel are included in the case study including the State Secretary, staff from the Public Administration and Planning Department, and the candidates' supervisor.

Australia provides a range of scholarships to developing countries, which together are called the Australia Awards. The Australian Development Scholarships are the largest category. For Mongolia, Australia supports 28 ADS scholarships annually for Masters level study in Australia¹. Scholarships are managed by the Mongolia Australia Scholarships Program (MASP) which is located in Ulaanbaatar². Most awardees are government employees (Category 1), but a distinct and smaller stream in the scholarship program also targets employees from the private sector, universities and NGOs (Category 2)³. Since 2003, around 126 ADS scholarships have been provided by Australia to Mongolia.

Interviews for this case study were conducted by Dr. Ian Patrick (M&E Adviser, MASP) with assistance from other MASP personnel including Yu Tsetsgee (Deputy Program Manager) and Doljinsuren Ts. (Program Support Officer). Baasanjargal Ts. (Program Support Assistant) provided data and administrative support.

Purpose

AusAID is supporting a number of case studies as part of the development and implementation of monitoring and evaluation arrangements for the ADS program in Mongolia. The focus is on employers, and on graduates who have returned from studying in Australia and work for that organisation. The case study therefore **examines results at both the organisational and individual levels, in this instance in the context of a government ministry participating in MASP**. Case studies are being selected to identify examples of **good practice**, with the intention of highlighting what has worked well in the scholarship management process. The learning gained is intended to assist with the refinement of the ADS program in Mongolia, and the work of the various stakeholders involved in the selection and management of scholarships.

Approach and Methodology

The approach to the case study involved analysis of background documentation on the management and results of scholarship programs operating in the Asia-Pacific region. This analysis drew on AusAID and other international literature. A paper detailing the proposed approach and methodology was prepared (see Appendix 1). The paper identified a set of propositions regarding what is likely to typify good practice and effective management of scholarship programs (see following section). It was expected that the case study would provide an opportunity to assess whether the propositions were applicable and appropriate. A set of related questions were also identified to provide overall focus for the case study, and semi-structured questions generated to guide the interviews to be conducted with different categories of personnel.

MASP advisers and staff discussed the approach with the Project Coordination Committee (PCC) Chair, Mr. D. Nyamjav and with several possible Ministries. Following approval, formal

¹ In 2009, 28 scholarships were provided, an increase from 24 scholarships in 2008.

² <http://www.masp.mn/index.htm>

³ In 2010, 20 scholarships were provided to Category 1 and 8 to Category 2.

arrangements were made with MOJHA, and graduates and other staff identified for participation. Two appropriate graduates were identified by the Ministry, with regard to gender representation and their work histories. Efforts were made to include the perspectives of senior management and staff from personnel related departments to identify relevant policies, strategies and procedures particularly in the area of human resource planning and scholarship management. These staff were expected to provide an overall view of the role and impact of scholarships in the Ministry, while an interview with the graduates' supervisor would provide a more detailed perspective on the role and contribution of the graduates, both before and after their study overseas. Informed consent forms were developed, and signed by graduates in relation to participation in the study.

Rationale

The case study process allows investigation of several important propositions which, drawing on international experience, reflect characteristics of effective scholarship programs. The propositions are as follows:

- There needs to be a strong link between determining organisational human resource development priorities, selection of candidates, studies undertaken and organisational improvement. The greatest benefits will arise where scholarship candidates and their areas of study are well selected, and this is carefully coordinated with human resource planning in candidates' workplaces.
- Skills and knowledge gained by scholars need to fill capacity gaps or otherwise enable organisations to fulfil their plans or take on new initiatives.
- It is not expected that individual graduates will have an impact on whole organisations, but it is possible that this impact may be identified at the level of the individual work unit or department. Examples that may be identified include where scholars have had a key role in development of a new policy, project or other initiative and where the skills and knowledge gained have been important enabling factors.
- Completing a Masters course in Australia is likely to enhance the personal opportunities available to returned scholars in the workplace. This may apply to duties undertaken, promotion or other aspects related to working life.

1. Management of Australian Development Scholarships in Mongolia

In Mongolia, Australian Development Scholarships operate under a partnership arrangement between the AusAID China Post and the Government of Mongolian (GOM). Within GOM, the Ministry of Finance is the counterpart agency while the Cabinet Secretariat is the implementing body. Within the government sector, a total of 11 Ministries and their associated Agencies, and three government Offices under the Prime Minister, First Deputy Prime Minister and Deputy Prime Minister have been targeted for scholarships. The latter are the Cabinet Secretariat and the Civil Service Council. Scholarships are provided in accordance with the human resource development (HRD) priorities established by the Ministries.

The Mongolia Australia Scholarships Program (MASP) provides support to the Ministries to establish processes which determine these HRD priorities, and otherwise assists with coordination and logistics for the scholarship program. Within each targeted Ministry, a Ministry Working Group (MWG) is established to coordinate the setting of priorities for scholarships, disseminating information and promoting scholarships to interested candidates. Selection is carried out through cooperation between GOM/MWG and MASP. Once selected, candidates undertake English language studies for up to nine months and need to achieve minimum scores in the International English Language Testing System (IELTS) to be accepted in Masters level course in Australia. Scholars, in consultation with their supervisors, prepare Action Plans prior to their departure to guide their

learning and application of knowledge post return. Action Plans are updated following return to Mongolia. The annual budget for Mongolia awardees tuition and allowances has been around AUD 3.3 million.

2. Ministry of Justice and Home Affairs and Use of Scholarships

The Ministry of Justice and Home Affairs has received significant support through scholarships for its staff. Since 2003, 13 scholars have been selected for ADS scholarships. Nine graduates had returned at the time of the case study, and four scholars were studying in Australia. Seven graduates were working in the Ministry. One was promoted to work in another government agency and one graduate began work in the private sector.



The numbers of scholars supported are significant in terms of overall MOJHA staff numbers. In 2010, the MOJHA had 74 staff members. While not accounting for staff turnover, a rough estimate indicates that since 2003 around 17% of the staff had been supported with scholarships. Most scholars have been drawn from the Legal Policy Department, with one from Public Administration and another from the International Relations Department. Of a total of 17 staff in the Legal Policy Department, 8 have received scholarships (47%). Areas of study for scholars from the Legal Policy Department included Commercial Law, International Law, Public Administration and Business Administration. Appendix 2 provides details of ADS graduates and current scholars from MOJHA, as well as staff who have undertaken MASP sponsored English language training.

Like other GOM Ministries involved with the ADS scholarship program, MOJHA has established a Ministry Working Group (MWG) to coordinate matters relating to the scholarship process including setting of priority areas of study (See Appendix 3). The MWG is led by the Director of the Ministry's Public Administration and Management Department (PAMD). A PAMD is similar to a Human Resources Department. Since 2003, there have been four PAMD Heads. The following section provides further details on the Ministry's involvement with ADS scholarships and the perspective of key personnel.

3. Key Personnel and Structures - Perspectives on ADS Scholarships

Mr. Bayasgalan, State Secretary is responsible for the overall management of MOJHA and highlighted the importance of human resource development for the Ministry, as contained in its policy and strategy documents. He identified an earlier Human Resource Capacity Development Initiative, which operated with support from CABSFA⁴, a predecessor of MASP, as having provided valuable assistance in building capacity in the Ministry for HRD planning. Mr. Bayasgalan regarded the ADS scholarships, as managed by MASP, as a purposeful initiative that fills capacity gaps in relation to the plans developed.

⁴ Mongolia Australia Capacity Building and Small Activity Facility



Mr. Bayasgalan, State Secretary

The Ministry and its staff have received a great deal from the ADS program, and many staff are keen to study in Australia. The relations between MOJHA and MASP are good. Preparing staff for the experience through sponsored English language training is an excellent opportunity, and builds skills for staff. It is a challenge for candidates to undertake their English studies and also maintain their work responsibilities.

Mr. Elbegsaihan, Director, Public Administration and Management Department, and Chair, Ministry Working Group viewed the MWG as working well as a representative structure that could fairly establish three key priorities that could subsequently guide possible areas of study for a scholarship. He identified how the MWG contains the heads of the four departments that comprise the Ministry. These individuals are members of the Ministry's Management Board. Mr. Elbegsaihan therefore identified a strong overlap between broader planning issues in the Ministry and planning for scholarships.



Mr. Elbegsaihan, Director, PAMD

To establish three priorities for areas of focus for the scholarships we ask each department to identify their needs, and from many areas identified the MWG ranks them to come up with three. We also develop the shortlist by checking a suggested area's consistency with the Ministry's Development Strategy, and seeing whether the previous year's priorities were achieved.

Ms. Altantsetseg, Secretary, Ministry Working Group and Training Officer highlighted why increasing skills in the legal policy area in MOJHA had been a key focus under the scholarship program. She identified this need as relating to the Ministry's core work in supporting law-making.



Ms. Altantsetseg, Secretary,
MWG

In order to contribute to drafting of new laws, and amendment of existing laws, the Ministry requires high level technical skills and access to knowledge about legal processes in both the Mongolian and international context. English language skills are important to this function, including research, drafting of international agreements and working with external experts and other agencies. Scholarships are a big help in developing such skills.

4. Focus on Two Graduates

Overview

The two graduates selected for inclusion in the case study both worked in the Legal Policy Department. As described above, their work supported the law making processes. One of the graduates had achieved a prominent role in supporting the development of international mining agreements. The graduates' collective view was that the Australian Development Scholarship and study overseas had effectively complemented and reinforced their professional training and career orientation, while also broadening their personal perspectives. They expressed the view that the scholarship had helped to open more sophisticated and challenging work for them within the

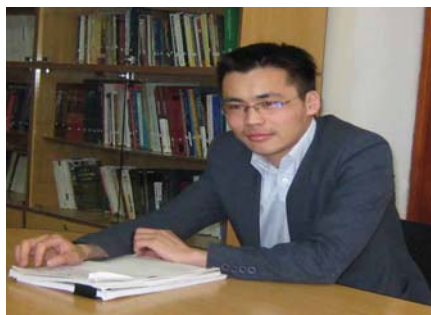
department. The one graduate who had achieved a promotion saw this as closely linked to the scholarship and its results.

Presented below, are brief profiles and perspectives of the two graduates, Mr. Sereenov Mandakhbat and Ms. Alyeksandr Sarangerel. A following section presents the views of their supervisor, Mr. Tsedev Tsolmon.

Mr. Mandakhbat Sereenov

Profile:

- Deputy Director
Legal Policy Department, MOJHA
- Master of Law, University of Melbourne
January 2007 – August 2008
- Undergraduate: Bachelor of Law, People's
Friendship University, Moscow 1999 - 2003
- Age: 27



Background: Mr. Mandakhbat's law studies commenced in Moscow, and on return to Mongolia he sought a position with the government. From 2003, he worked as Assistant to the MOJHA's Vice Minister and State Secretary, before joining the Legal Policy Department in 2004. Subsequently, as part of MOJHA, he joined the Office of the National Human Rights Committee. He expressed his long term interest in international arbitration law, general interest in business law, and in learning foreign languages. These areas coincided with the growing priority need for MOJHA to develop investment agreements for mining. Mr. Mandakhbat commented that Mongolia was already facing challenges developing agreements covering Russian, Chinese and Japanese mining investments. He therefore applied for an Australian scholarship for a Master of Law focusing on dispute resolution and mining, and commenced his 18 month course from 2007. He was subsequently joined in Australia by his wife and daughter.

Perspectives on the Course: He expressed a high degree of appreciation for the course in relation to both its content and teaching style. He found the subjects to be very relevant, with a range of examples incorporated from Australia and other OECD members, and developing countries. He also saw relevance in the legal frameworks and litigation examined that had involved big resource projects in Australia. He appreciated the academic strengths of the University of Melbourne including its large law library. He stated that he had made strong contacts with academic staff and retained these after finishing his course.

What he Gained: Mr. Mandakhbat observed that in Australia he was able to improve his academic knowledge and gain skills in research. He indicated that he was able to further improve his English proficiency, building on nine months of English training received prior to his departure. He stated that he had learned a lot about comparative law, and methods to access laws. These technical and language skills were identified as critical to sourcing legal information for use in drafting laws for Mongolia, and also working with foreign advisers such as from Germany and United States. Mr. Mandakhbat stated that his family had gained greatly from the experience, and that he now took a more international perspective in his everyday life. He regularly accessed the international media. He also commented that he appreciated the opportunity to learn about the cultures of his fellow students.

Following return: Mr. Mandakhbat indicated that upon returning to Mongolia in August 2008, he found readjusting to the different lifestyle and to the cold weather a challenge. He returned to work in the Legal Policy Department. He indicated that he was pleased to begin working on drafting an investment agreement for the Oyu Tolgoi (OT) Project, an international, large-scale copper and gold mining investment involving Ivanhoe Mines (Canada) and Rio Tinto (Australia). He saw this as an excellent opportunity to apply his new skills. He supported the government Working Group formed to focus on this issue, as well as meetings between the Minister and mining representatives, and helped to prepare supportive legislation. The quality of this work appeared to be subsequently recognised in a number of government awards received by Mr. Mandakhbat.

Following conclusion of the OT agreement in October 2009, Mr. Mandakhbat worked on procedural law pertaining to drafting of legislation for which he was secretary of the Working Group. He also commenced work on a project which is 'cleaning' the law of Mongolia, progressively working its way through more than 400 laws to remove duplications, gaps and inconsistencies. He is also provided advice to other ministries about how to draft bills.

Mr. Mandakhbat was promoted on 1st September 2009 and became a Senior Officer, and was then promoted again in January 2010 to become Deputy Director, Legal Policy Department. As Deputy Director of the Legal Policy Dept he became responsible, with the Director, for staff management involving 7 Senior Officers, and 6 Officers.

Links with Australia: Mr. Mandakhbat keeps in touch with the Professor of Commercial Law from University of Melbourne who also provided advice on the OT agreement. He is a participant in the Mozzies Association and hoped to attend the Mongolia Mining Investment 2010 event in Sydney in June. He has also developed a blog which describes his experiences studying in Australia, and is intended to provide assistance to others: <http://mandakhbat.wordpress.com/>. He was also a co-author of a book 'Why Choose Australia', a guide to those thinking of studying and living in Australia.

Future Plans: Mr. Mandakhbat commented that his aim for the future are to be one of the best minerals lawyers in Mongolia, and to continue to support the government in providing an appropriate degree of regulation of investment in the country.

Ms. Alyeksandr Sarangerel

Profile:

- Senior Officer
Legal Policy Department, MOJHA
- Master of Business Administration
Southern Cross University, Australia
August 2008 - October 2009
- Undergraduate: Bachelor of Law
The National University of Mongolia
- Age: 36



Background: Ms. Sarangerel had a long standing intention to work as a lawyer, and was inspired by her grandmother who also worked at MOJHA. As an undergraduate, she became interested in laws covering the private sector and economic activity. Ms. Sarangerel commenced as an officer at MOJHA in 1997 first working on procedural and administrative law for court processes. From 1999, she aspired to undertake further study. She wished to experience living in another culture and be exposed to different law concepts especially in business law. Over a three year period, she studied

German and also applied for a German scholarship. This was most difficult given her work commitments, and in 2002 she commenced English studies including a course in India. She applied for an Australian scholarship and in 2006 was selected to commence English studies in Ulaanbaatar. Ms. Sarangerel viewed the course as a big opportunity to improve her English proficiency over a nine month period. She particularly appreciated having a native speaker amongst her teachers.

The Ministry identified business law as a priority area for 2008, noting that the country was continuing to open up and needed to align its business laws to international good practice. There was only limited knowledge in MOJHA about this area. With her supervisor's support, she applied to study in this area and developed an action plan once she was accepted as a candidate. Through the study, Ms. Sarangerel was also motivated to learn in areas such as decision making, planning, team management and time management. She was motivated to build knowledge of how to work with clients efficiently and effectively. She began a Master of Business Administration at Southern Cross University in August 2008. She was later joined by her husband and two children, a boy (11) and girl (4).

Perspectives on the Course: Ms. Sarangerel indicated that she very much appreciated the course in Australia which contained a mix of subjects in business law and management. She commented that the course had helped her to develop creative and critical thinking skills which she saw as a foundation to the education system in Western countries, in contrast to Mongolia where education was more didactic in orientation.

What she Gained: She felt that the course gave her a strong basis to undertake more sophisticated work on return. She stated that the course helped her to attain a new perspective, including building up her analytical skills. Ms. Sarangerel indicated that her whole family had changed positively from their experience in Australia. She stated that she learned more about the value of team work and had improved her liaison, negotiation and management skills. She appreciated the challenge and felt ready to go ahead with confidence and learn more.

Following Return: Ms. Sarangerel observed that after return it took a little while for the family to readjust, especially her son. In the Legal Policy Department, she was able to apply her new skills in the area of business law, particularly after discussing work in this area with her supervisor. She worked on amendments to the arbitration laws, company laws, and amendments to laws on licensing and certification of economic entities. She supported three Working Groups in undertaking these roles.

Links with Australia: Ms. Sarangerel stated that she maintained links with other students she met in the course, but not with other personnel at the university.

Future Plans: Ms. Sarangerel was hopeful of being promoted in the longer term if opportunities arose, but indicated that positions were not always available, and women faced constraints in achieving promotion. She was keen to see the results of the projects that she had worked on, and submission of the new laws to parliament. With a Masters degree, she became eligible contribute as a lecturer at Mongolian universities and was seeking an opportunity to do this on a part time basis. She also hoped to write one or two articles on the similarities and differences in business law between Australia and Mongolia, and produce a glossary of English and Mongolian legal terms.

Suggestions of Graduates

Both Mr. Mandakhbat and Ms. Sarangerel advocated for the scholarship scheme to be continued. They both noted that it was difficult to work and study English at the same time, and recommended allowing more time to study English in future. Mr. Mandakhbat noted that it was difficult to place some graduates immediately on their return, and he suggested that Ministries adopt a flexible approach to placement when positions were not immediately available.

5. Perspective of Graduates' Supervisor

Both graduates share the same supervisor, Mr. Tsedev Tsolmon, Director, Legal Policy Department. Mr. Tsolmon noted an enhanced capacity in both employees, and regarded Mr. Mandakhbat's work on the OT mining agreement as impressive and well informed by international good practice. He noted that Ms. Sarangerel had only recently returned from Australia, but he planned on drawing on her skills through a comparative study examining international principles on arbitration.



Mr. Tsedev Tsolmon,
Director, Legal Policy Dept.

Staff from the Department who study in Australia tend to show marked increases in work performance on return. It's the same for these two employees. English language abilities improve a lot. Graduates are more proactive and innovative in their work roles, and they are more familiar with use of information technology, able to source legal documents and international laws and undertake comparative studies.

6. Lessons Learned

The case study highlights different aspects of the scholarship experience, and its results. It is not possible to generalise from one case to the situation of all scholarships, but the results are illustrative of aspects of the experience. They provide further evidence to assess the appropriateness of the propositions, highlighted in the introduction to this case study, about what may be considered to be elements of effective scholarship programs.

Knowledge and Skills Development

The case of MOJHA and the two returned graduates, Mr. Sereenov Mandakhbat and Ms. Alyeksandr Sarangerel suggests that the experience of studying in Australia can have a wide range of benefits for graduates, and for employers. These cover development of technical knowledge and skills within a particular professional area, and extend into the areas of English language improvement and enhanced personal skills and initiative. The experience of studying in Australia can be challenging for personal adaptation, adjusting to a new culture and to different pedagogical approaches, coping with the intellectual demands of postgraduate study, and achieving a greater command of the English language. Mastering these challenges can have a significant effect on the graduates' overall abilities which are subsequently applicable to the work context on return. More sophisticated and technically demanding roles may be taken on which are strongly valued by employers. This was clearly reflected in the work roles and promotion of Mr. Mandakhbat who had been back in employment for over two years. With Ms. Sarangerel, who was more recently returned, her increased capacity had already been recognised in her department.

Results at Different Levels in Organisations

With nearly half of employees in the Legal Policy Department having received Australian Development Scholarships, and overall positive reports noted on their enhanced performance, it may be concluded that the impact of the scholarships has been positive at the Departmental level. The range of sophisticated research and law making tasks being taken on, and efforts align advice given on law making in Mongolia to international good practice are illustrated by the case study. As a core function of MOJHA, it is likely that with increased capacity in this area, the provision of ADS scholarships has had a positive impact at the whole organisational level. Assessment of organisational impact was beyond the scope of the case study, but could be considered in future evaluation functions. If this area were to be investigated, it would usefully involve several selected interviews with other government agencies involved with law making and with parliamentary officers to provide an external frame of reference. Additionally, for MOJHA, other dimensions of possible impact are likely to emerge from scholarships provided to employees of its other departments.

Relationship between Human Resource Planning and Scholarships

At MOJHA, planning for scholarships appeared to be well linked to broader human resource planning within the Ministry. The structure and processes of the Ministry Working Group appeared well organised, including the process of priority setting for areas to be addressed through scholarships. The case study highlights how emerging needs in the Ministry are linked to broader societal changes such as the need to regulate large scale mining agreements, and modernise business regulation. Policy change arising from new political leadership is another influential area, as highlighted during the case study. It appears that the effectiveness of scholarship provision is enhanced when a priority for a scholarship definitively highlights such emerging needs, and there is a matching strong commitment and engagement from a particular employee to focus on this area in their studies. Where graduates have been able apply both their commitment and new skills to valued and realistic tasks, results were likely to be enhanced.

Value of High Level Support and Visibility within Ministry

Within MOJHA, support for the scholarship program appears to flow from the highest level within the organisation. Such support appeared to be an important contributing factor to positive results derived from provision of scholarships to Ministry staff. Awareness of the value and practicalities of the scholarship program appeared to reinforce purposeful and positive planning, and suitable resources being directed to this task. Similarly, positive engagement with the program managers (MASP) reportedly meant issues could readily addressed. An example of this was on-going discussion regarding issues that scholars faced studying English in Mongolia during the scholarship preparatory phase and attempting to maintain their work roles. Consideration of any changed arrangements would require high level engagement and support.

Graduate - Supervisor Relationships

Positive relationships between ADS scholars and their supervisor, as demonstrated in this case study appeared to reinforce the scholarship experience, and application of new knowledge and skills. Support from the supervisor is critical to the application process, study planning and uptake of new roles and tasks. The case study highlighted potential to reinforce this further through the supervisor having greater familiarity with scholars' action plans. It was also useful where a graduate, on return, was proactive in terms of advocating for roles and responsibilities that allowed use of new knowledge and skills.

Uniqueness of Study Program

MOJHA human resource staff and graduates regarded the opportunity to study in Australia as unique and beyond the scope of what could be supported by the Ministry. The style of education

and learning was considered unique, and highly advantageous to scholars as part of receiving an 'international' education which emphasised independent thought and investigation.

Linking with other Australian Individuals and Organisations Post Return

The experience of Mr. Mandakhbat who maintained contact with Australian individuals and organisations post return appeared to reinforce the learning achieved and benefits of the scholarship experience. Mr. Mandakhbat's enthusiasm for his time in Australia was demonstrated by his blog and contribution to a book on studying in Australia while advice on critical work issues was drawn from Australian academic staff. It is highly likely that Mr. Mandakhbat's skills in developing mining agreements could be used in future, and this may involve Australian companies. This work would therefore focus on an area where there is a coincidence of interest between Mongolia and Australia. In this case, familiarity with Australia will be most advantageous. It was also noted during the conduct of the case study that MOJHA was interested in forming a broader relationship with a counterpart Australian government law agency. For Ms. Sarangerel, her interest in writing about comparative business law between Mongolia and Australia is a nucleus around which further engagement with Australia could be pursued. Such interest and perceived benefits suggest that there could be value in eliciting any plans to maintain contact with Australia within the scholarship application and action planning process. Although not mandatory, and not always applicable, such an approach could be encouraged, for mutual benefit of both countries.

Scholars Wish to Stay Engaged with Learning Opportunities

The two graduates showed a strong interest in extending the learning opportunities gained from their participation in the scholarship program through their work, and in one case through possible involvement in university teaching in Mongolia. This appears to be a positive consequence of the study experience. The Mozzies alumni association for returned graduates is likely to have a role to play in facilitating informal learning networks, while introducing graduates to further study options which may also involve Australian institutions.

Conclusion

This case study was selected to highlight positive results in terms of the impact of ADS scholarships at both the individual and organisational levels. Such results have been highlighted in the context of the Legal Policy Department in the Ministry of Justice and Home Affairs, and the situation of graduates Mr. Sereenov Mandakhbat and Ms. Alyeksandr Sarangerel. While it appears likely positive whole organisation results also occurred, assessment of this aspect was beyond the scope of the case study. At the individual level, the case study identifies a range of benefits of the scholarship experience that can contribute to both personal and professional development of graduates. These personal development dimensions can effectively reinforce and complement enhanced professional work performance of graduates. Such factors may also reinforce opportunities for promotion for graduates.

A range of attributes of positive management of scholarship has been highlighted which reflect both internal planning within MOJHA, and the structures and processes promoted across participating Ministries and Agencies by MASP to enhance effectiveness. Aspects identified which contribute to an effective scholarship program include a well organised and representative MWG; careful identification of priorities that clearly reflect organisational needs; internal leadership and support for scholarships; selecting scholars who are committed, well motivated and share a common interest in the priority areas; and attention to effective reintegration of graduates. Effective utilisation of the knowledge and skills gained by the graduates was well demonstrated in this case study.

This case study has highlighted results in a government ministry which has received a significant number of AusAID scholarships. Future case studies may focus on a similar context to allow for contrasts and comparisons to be made within this type of context. Additionally, case studies are also likely to investigate more isolated cases such as where graduates work in specific agencies, or in the private or university sectors. Comparing and contrasting results in different contexts will also contribute to a richer picture of the use and effectiveness of the Australian Development Scholarships.

Appendix 1

Approach to Pilot Case Study Australian Development Scholarships – Mongolia Discussion Paper

March 2010

A case study methodology will be employed as part of the monitoring and evaluation (M&E) strategy for the Australia Development Scholarships (ADS) in Mongolia. A key focus of the M&E is determining any outcomes and impacts that arise both at the organisational and individual level. In this case, the organisation level means the workplace of the scholar. Assessing outcomes and impacts, and the reasons why these have occurred will be a key focus of this case study.

Context

A pilot case study will be carried out involving one ministry or central agency, and several returned scholars now working within it who have completed their study in Australia and been back at work for 2 years or more.

Focus

The study will highlight good practice, and the case will be selected on the basis that it is likely to represent a situation where constructive change has occurred in the scholar's workplace that is closely linked to application of the knowledge and skills gained through the scholar's study in Australia. An additional dimension of change that is to be investigated in the study is at the individual level in terms of opportunities for the individual scholar in the workplace. Therefore the study will select cases where returned scholars have additionally had access to increased opportunities such as through promotion or changed job roles.

Rationale

It is generally understood the most benefits will arise where scholarship candidates and areas of study are well selected, and this is carefully coordinated with human resource planning in candidates' workplaces. It is important that the skills and knowledge gained are of benefit to the workplace and fill capacity gaps, or otherwise provide strengths that enable organisations to fulfil their plans or take on new initiatives. The case study will enable examination of the degree to which there is a causal link between determining organisational needs, selecting candidates, studies undertaken and organisational improvement.

It is not expected that individual scholars will have an impact on whole organisations, but it is possible that this impact may be identified at the level of the individual work unit or department. Examples that may be identified include where scholars have had a key role in development of new policy, project or other initiative and where the skills and knowledge gained have been important enabling factors. There may be other less direct benefits from the study such as improvements resulting from sharing of knowledge and skills gained with other colleagues.

Another expectation is that completing a Masters course in Australia will enhance the personal opportunities available to returned scholars in the workplace. This may apply to duties undertaken, promotion or other aspects related to working life. The case study will enable any such individual level changes to be identified and their relationship to the scholarship to be assessed.

It is not expected that the overseas study will be the only determinant of change identified at the organisational or individual level, but it is expected that the overseas study will have made a

reasonable contribution to changes identified. The case study will provide a means to investigate the degree of *attribution* for such change that can be accorded to the overseas study.

Key Questions

- What improvements can be identified at level of the workplace or work unit resulting from knowledge and skills gained through a scholar's prior study in Australia?
- What improvements can be identified at the individual level for returned scholars within the workplace in terms of factors such as promotion, or other work duties undertaken?
- What degree of attribution can be identified for such change in relation to the scholarship and study undertaken?
- What factors in the workplace have most positively influenced improvements in the workplace or work unit?
- Have any of the following factors been present and had a positive influence:
 - Linking the scholarship to human resource planning in the workplace?
 - Undertaking work planning before and/or after the scholars study overseas that aims to utilise knowledge and skills gained?
 - Positive support and involvement of supervisors?
- What individual level factors have most positively influenced the uptake of opportunities for the scholar after return?
- Have any of the following factors been present and had a positive influence:
 - Careful selection of courses of study?
 - Linking study choices to abilities to apply knowledge on return?
 - Personal motivation and planning?
- Have any unexpected or negative outcomes or impacts occurred?

Methodology

The following steps will be involved:

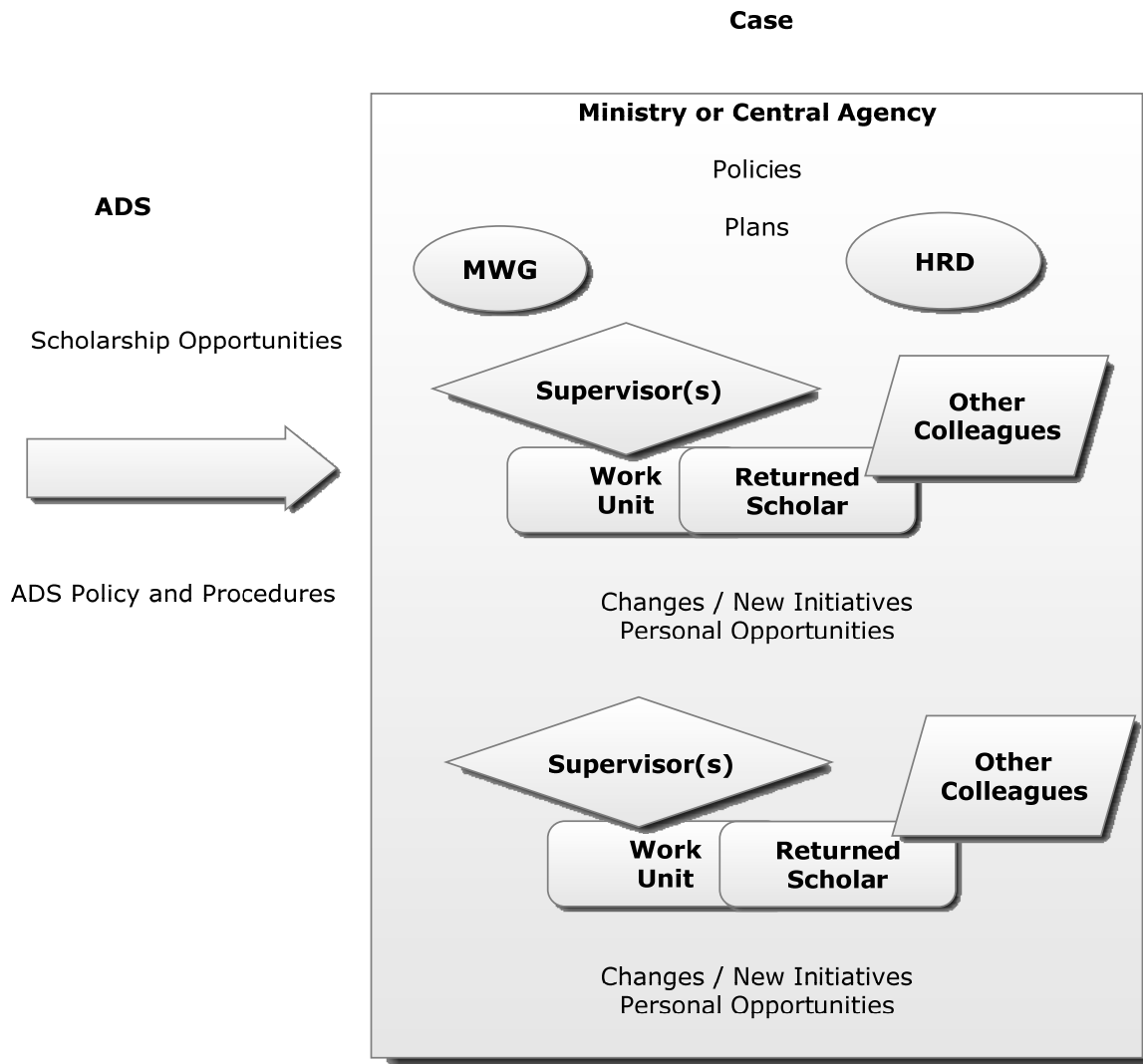
- Choice of a case involving one ministry or central agency, and several returned scholars now working within it who have completed their study in Australia and been back at work for two years or more.
- Introductions to researchers and receipt of permission from ministry and identified scholars
- Examination of background documentation which may involve:
 - Information on the ministry or other agency including strategic plans, annual reports, human resource plans
 - Project report or other documents highlighting workplace initiatives undertaken by scholars
 - Scholarship application data from scholars

- Action plans
- Conduct of interviews with:
 - Department heads (as appropriate)
 - Human resource director (as appropriate)
 - Chair, Ministerial Working Group
 - Supervisor(s)
 - Scholars
 - Colleagues (as appropriate)
 - Other key personnel
- Take photographs for inclusion in report (with permission)
- Analysis of results
- Development of draft report and sharing with key stakeholders
- Finalisation of report
- Distribution to report to key stakeholders

Following the pilot case study, the methodology will be reviewed, and further case study exercises planned.

The following diagram provides an overview of the proposed pilot case study (see over):

Overview of Case Study



The case study will be of an individual ministry or other central agency. Within the ministry or other central agency there will be a number of units of analysis. The case study will focus on the interaction between the returned scholar, their work unit, supervisor(s), and other colleagues. The predominant focus will be on changes and new initiatives resulting from the application of new knowledge and skills linked to the scholarship. The influence of contextual factors including policies and plans, and human resource planning within the ministry or central agency will be taken into account, along with pertinent ADS policy and procedures.

Semi-Structured Questions for Different Categories of Interviewees

Questions for Ministry Working Group

- 1) How has your ministry been involved in the Australian Scholarship Program?
- 2) Could you provide the background on how the MWG operates and how it has developed over time?
- 3) How have you developed the priorities for your ministry, and to what extent are these linked to the human resource needs for the ministry overall?
- 4) How well do you feel that the candidate selection process is operating?
- 5) Can you comment on the way that action planning is handled in the Ministry?
- 6) Do you think that the scholarship program has brought any improvements to the Ministry?
- 7) Are you able to give an example of how knowledge and skills gained through a scholar's prior study in Australia have benefited an individual department within the Ministry?
- 8) Are you able to comment on the selection and performance of the two scholars that have been chosen for the case study? Are you able to identify any improvements that have arisen for the Ministry from their work?
- 9) Do you know whether there have been any improvements arising at the individual level for the two returned scholars including factors such as promotion, or other work duties undertaken?
- 10) Are you able to comment on how the supervisors have been involved with the returned scholars in terms of their reintegration back into the workforce?
- 11) To what extent do any improvements identified relate to the scholarship and study undertaken, or to other factors?
- 12) Do you have any suggestions for improvement of the scholarship program and the way that it is handled within the ministry?

Questions for Supervisor

- 1) How long have you been the supervisor for the returned scholar? Does this cover the time before and after they were studying in Australia?
- 2) Please describe your work position and how it relates to that of the returned scholars.
- 3) Can you describe the scholar's work before and after they returned to Mongolia? Has it changed? Are they still in the same position?
- 4) Are you able to comment on the way that the scholar was selected and the choice of their areas of study? Do you feel that this was appropriate?
- 5) Have you been involved in action planning with the scholar? How has this been going?
- 6) Have any benefits come to your department as a result of the scholar studying in Australia? Has anything changed?
- 7) Have any other members of the department benefited from any knowledge or skills acquired by the scholar?

- 8) At the personal level do you think that the scholar has benefited or changed at all as a result of studying in Australia
- 9) Have there been any negative factors arising from the operation of the scholarship program?
- 10) Do you have any suggestions for improvement of the scholarship program and the way that it is handled within the Ministry?

Questions for Graduates

- 1) Please describe your studies in Australia. How did you find the experience? Did you go alone or with your family?
- 2) What is your academic background?
- 3) What is your work background including work in the Ministry?
- 4) Why did you apply for a scholarship in Australia?
- 5) Were your studies intended to meet specific needs in the Ministry?
- 6) How did you find the application process? The ELT course?
- 7) Did your studies meet your expectations? Did what you learnt match your job requirements?
- 8) Has your job or position changed since you came back to Mongolia?
- 9) Have you been able to apply the knowledge and skills that you gained in Australia following return to Mongolia?
- 10) Are there any examples that you could give of how the knowledge and skills that you acquired assisted your work in the areas of:
 - a) Policy development or implementation
 - b) Project development or implementation
 - c) Development of your department or the Ministry
- 11) Did you develop an action plan in relation to your studies overseas, and have you reviewed it since you returned?
- 12) Has your supervisor or MWG members been involved in discussions of your scholarship and use of the knowledge and skills that you gained?
- 13) Have there been any changes for you personally from your experience studying overseas?
- 14) As a result of your studies are you in contact with any Australian individuals or organisations?
Does this apply to your work?
- 15) Are you involved in the Mozzies? If so, how do you find that?
- 16) What are your plans for the future?
- 17) Do you have any suggestions for improvement of the scholarship program?

Appendix 2: ADS Graduates, Current Scholars and English Language Trainees - Ministry of Justice and Home Affairs

1. Scholarship Graduates - MOJHA

No	Last Name	First Name	Gender	Academic year	Universities / Courses	Graduation Year	Current Position
Under CabSAF¹							
1	Enkhbold	Ganbat	M	2004	University of Technology, Sydney / Dispute Resolution	30 th Dec 2005	Left the Ministry (Head of the Securities Market Department, Financial Regulatory Committee)
2	Ariunbold	Bayanmunkh	M	2005	University of Technology, Sydney / MBA	26 th Dec 2006	Officer, Legal Policy Department, MOJHA
3	Tumen	Tugsjargal	F	2005	University of Melbourne / Commerce Law	27 th Aug 2006	Left the Ministry
4	Ganbaatar	Bilguun	M	2006	Swinburne University of Technology / Public Administration	26 th Jul 2008	Officer, Foreign Relations and Cooperation Department
Under MASP							
5	Sereenov	Mandakhbat	M	2007	University of Melbourne / Commerce Law	12 th Sep 2008	Deputy Head, Legal Policy Department, MOJHA
6	Sanjperlee	Enkhtsetseg	F	2007	Flinders University / Public Administration	31 st Jul 2009	Senior Officer, Legal Policy Department, MOJHA
7	Dashpurev	Amarsaikhan	M	2007	Flinders University / International Law	28 th Mar 2009	Officer, Policy Implementing Department, MOJHA
8	Nyamsuren	Enkhbaatar	M	2008	University of Melbourne / Law	31 st Aug 2009	Senior Officer, Legal Policy Department, MOJHA
10	Alyeksandr	Sarangerel	F	2008	Southern Cross University / MBA	21 st Sep 2009	Senior Officer, Legal Policy Department, MOJHA

The Mongolia-Australia Targeted Capacity Building & Small Activity Facility (CaBSAF) is the predecessor program to the Mongolia Australia Scholarships Program (MASP) and operated for a five year period until July 2008.

2. Current Scholars (May 2010) - MOJHA

No	Last Name	First Name	Gender	Academic Year	Universities/ Courses	Graduation Year
1	Oyun	Bolortsetseg	F	2009	University of Melbourne / Master of Laws	31 st Aug 2010
2	Bold	Urnaa	F	2009	Victoria University / Master of Arts in International Community Development	31 st Jul 2011
3	Bilegt	Davaasuren	f	2009	University of Adelaide / Master of Business Law	31 st Jul 2011

3. English Language Trainees - MOJHA

No	Last Name	First Name	Gender	Academic Year	Duration	IELTS /first /	IELTS /last /
Under CabSAF							
1	Enkhbold	Ganbat	M	2003	3 months	6.0	6.0
2	Ariunbold	Bayanmunkh	M	2004	9 months	6.5	6.5
3	Tumen	Tugsjargal	F	2004	9 months	6.5	6.5
4	Sanjperlee	Enkhtsetseg	F	2006	6 months	5.5	6.0
5	Sukhbaatar	Enkhtsetseg	F	2007	6 months	5.0	5.5
6	Damba	Gantsetseg	F	2007	6 months	5.5	4.5
7	Aleksandr	Sarangerel	F	2007	3 months	5.0	6.0
8	Sereenov	Mandakhbat	M	2006	9 months	6.5	6.5
9	Sanjperlee	Enkhtsetseg	F	2006	9 months	6.5	6.5
10	Sukhbaatar	Enkhtsetseg	F	2006	9 months	5.0	6.0
11	Damba	Gantsetseg	F	2006	9 months	5.5	5.0
12	Aleksandr	Sarangerel	F	2007	9 months	5.5	6.0
13	Nyamsuren	Enkhbaatar	M	2007	9 months	5.0	6.5
14	Bilegt	Davaasuren	F	2008	6 months	6.0	6.5

№	Last Name	First Name	Gender	Academic Year	Duration	IELTS /first /	IELTS /last /
15	Bold	Urnaa	F	2008	9 months	5.0	6.5
16	Oyun	Bolortsetseg	F	2008	3 months	7.0	6.5
17	Lkhagvaa	Mandvaa	F	2008	3 months	4.5	5.0
Under MASP							
18	Lkhagvaa	Mandvaa	F	2010	9 months	5.5	
19	Dorjgotov	Bayarmaa	F	2010	9 months	5.0	

Appendix 3 MOJHA Priorities for ADS

MOJHA Priorities		
HR Capacity Building Priorities		Proposed Fields of Studies
1	Legal reform	Draft Discussion and approval of Laws; Civil law; International law
2	Monitoring	Monitoring; Monitoring of Administrative Acts
3	HRM	System of HRM; Public Administration; Quality of civil services and improvement of its access
4	Law enforcement, Law implementation system, Public interest	Law implementation system; Right to live in healthy and safe environment; Police and Public safety; Registration and Migration Law