Title	**REPRESENTATION AND INCLUSIVENESS THROUGH ELECTORAL SYSTEM (RITES PROJECT)**
Document Language	English
Responsible Unit	Governance Cluster
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Subject (Taxonomy)	*Find from Atlas or User Guide*
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Replaces	This is the initial version of a project document that defines the purpose and scope of UNDP assistance to Mongolia's effort at electoral reform and promotion of women's right to political participation.
Is part of	UNDP Mongolia CP and CPAP 2007-2011, UNDAF 2007-2011
Conforms to	Mongolia MDG-based National Development Strategy, Mongolia Millennium Development Goals, National Programme for Gender Equality, platforms/bylaws of parliamentary political parties
Related documents	Mongolia Electoral Capacity Building Needs Assessment (28.07.08), Global Programme for Electoral Cycle Support (GPECS), UNDP User Guide
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Project Title	REPRESENTATION AND INCLUSIVENESS THROUGH ELECTORAL SYSTEM
UNDAF Outcome 2:	Democratic processes are strengthened through institution building, civil society empowerment, and enhanced accountability and transparency to reduce disparities and human poverty
Expected CP Outcome(s): (linked to the project and extracted from the CPAP)	Capacity for democratic and participatory governance enhanced in national and local governing institutions
Expected Output(s): (resulting from the project and extracted from the CPAP)	Representative and oversight role of the Parliament and local hurals enhanced
Implementing Partner:	Secretariat of the State Great Hural (parliament)
Responsible Parties:	General Election Commission, National Committee on Gender Equality, parliamentary political party secretariats, women's, voter education and journalistic ethics CSOs, academia, media groups

Brief Description

This project is part of Government of Mongolia and UNDP cooperation in fostering democratic governance for the attainment of national MDGs. Building on previous experience and on-going initiatives in strengthening the national electoral system towards greater inclusiveness and representation, it responds to the need to a) enhance the knowledge and information base of the current electoral reform debate and process for informed public support, 2) assist the parliament in identifying and developing an electoral formula for an electoral legal framework reform conducive to a representative parliament, fair elections, integrity and transparency of political finance and enhanced capacity of political parties for policy formation; 3) build political will and positive action both within and without the political arena that would promote fuller exercise of women's right to political participation. The project will place a strong overall focus on awareness and knowledge building and work with a range of partners such as parliament, political parties, GEC, NCGE, academia, mass media and CSOs in producing the outputs and deliverables. The project will be implemented under the leadership of the State Great Hural (SGH, parliament) Standing Committee on State Structure for stakeholder coordination and programme coherence. The project will be mainstreamed into the on-going electoral reform process started by the SGH and seek to ensure synergy and complementarity with relevant initiatives supported by UNDP and other donors within government and civil society.

Programme Period:	20010-2012		Total resources required	USD 310.000
			Total allocated resources: _____	
Key Result Area (Strategic Plan):	Fostering Democratic Governance		• UNDP DGTTF USD 200.000	
			• UNDP TRAC USD 110.000	
			• Other:	
Atlas Award ID:	_____		o Donor _____	
			o Government _____	
Start date:	March 2010			
End Date:	March 2012		• Financial gap: USD	
LPAC Meeting Date:	February 2010			
Management Arrangements:	NEX		Government In-kind	

Agreed by:

Ulziisaikhan Enkhtuvshin, Chair, SGH SCSS   3 May 2010

Akbar Usmani, UNDP Resident Representative   3 May 2010

Acronyms and Abbreviations

APR	Annual Project Review
CP	Country Programme (UNDP)
CSO	Civil Society Organization
CWP	Civic Will Party
DP	Democratic Party
IP	Implementing Partner
MDG3	Millennium Development Goal 3 on Gender Equality and Empowerment of Women
MMDG9	Mongolia Millennium Development Goal 9 on Human Rights and Democratic Governance
MGP	Mongolian Green Party
MNRTV	Mongolian National Radio TV (public broadcasting corporation)
MPRP	Mongolian People's Revolutionary Party
NEX	National Execution
PD	Project Director
PEA	Political Education Academy
PM	Project Manager
POPP	Programmes and Operations Policies and Procedures
RP	Responsible Partner
SGH	State Great Hural
SGH SCSS	State Great Hural Standing Committee on State Structure
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
VEC	Voters' Education Centre
WG	Working Group

I.   Situation analysis

Mongolia had her last general elections in June 2008, fifth to date since the advent of multi-party democracy and market economy in 1992. The preceding four elections – invariably assessed by international observers as free and fair – and the overall development process have earned the country a reputation of a model of peaceful transition and smooth succession of governments. The situation changed when on July 1, 2008 a riot broke out in the capital city Ulaanbaatar over the returns of elections to the State Great Hural (SGH, national legislature), leaving five fatal casualties, over 700 arrested and more than 200 tried under a state of emergency imposed for the first time in the country's recent history.[1]

Disappointment with the current electoral (plurality) system goes back to the very first multi-party elections of 1992 which demonstrated the striking gap between voter preferences and allocation of seats in the national legislature that typically comes with the given electoral formula. Then a political party that won a little more that half of the votes cast (57 percent) got 92 percent of the SGH seats, and only 8 percent of the seats went to those who received a little less than half (43 percent) of the ballots. Moves from a multi-member district system (block vote in 1992) to the single-member district system (FPTP in 1996, 2000 and 2004) and back to block voting in the 2008 elections predictably have had little effect on rectifying what the public largely viewed as a "wrong" electoral system[2].

One of the consequences of this system is the vote wastage and the resultant disenchantment of voters with a particular electoral system or even with elections as a tool of democratic rule and lessening of their civic commitment. This may very well be an explanation for the fact that voter turn-out in Mongolia has gone down from 95 percent in 1992 to around 76 percent in 2008.

Other weaknesses inherent in the plurality system such as near complete marginalization of smaller parties[3] and especially women in the election to the country's highest law-making body have been very evident in Mongolia.

In Mongolia with her universal and equal suffrage, women are the largest electorate by virtue of their share in the population (51.1 percent[4]). However, their representation in the SGH plummeted to 3.9 percent in 1992 from the 23-25 percent of the socialist era, peaked at 12 percent in 2000, dropped to 6.6 percent in 2004 and landed again on 3.9 percent in the last June 2008 general elections. The elimination[5] from the SGH election law of a clause prescribing political parties and party coalitions to allot no less than 30 percent of nominations to women-candidates is yet another indicator of an overall gender-insensitive environment within and without the political system.

The pressure for change towards a more proportional translation of votes into parliament seats resulting in a representative parliament, integrity and transparency of political finance and fair elections has been manifest in a number of public fora initiated by civil society organizations, parliamentarians and political parties alike throughout these years. The SGH undertook formal legislative initiatives with ad hoc law amendment working groups that tabled various Mixed and PR formulas as options in 1996 and 2005. These amendments were not accepted and the system remained unchanged.

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[1] Domestic and international mass media reports for early July 2008. The reports also cite the international observers' assessment of the 29 June 2008 elections as free and fair.

[2] A 2005 voter perception survey by a parliamentary taskforce (set up to revise the electoral law) showed 42.5% of respondents believing the electoral system to be "wrong", 31% knowing too little to say anything and 26.5% thinking it was "right". Electoral System Analysis. Final Report. Voter Education Center. Mongolia

[3] Mongolia has 18 registered political parties. The 2008 elections involved a total of 13 parties (3 of them in a coalition) and brought 4 parties into the SGH with 2 of them having only one seat each. In the past period an average of 10 parties and party coalitions has been running for parliament with the average outcome of either one or two main political parties (MPRP and DP, the latter alone or in coalition with 2 more parties in average) winning from 92% to 98% of the seats, one seat going to a third party and another seat to an independent.

[4] 2008 Statistical Yearbook. National Statistical Office, Ulaanbaatar, Mongolia.

[5] This clause was approved in a revised law of 2005 and deleted under 2007 amendments.

In 2009, by the resolution of the Speaker of the SGH, an ad-hoc parliamentary working group was established with the task of revising the laws on parliamentary and local elections, amendments in the Law on the Election of the SGH is included in the agenda of the SGH spring session (April-July) 2010.

The content, as it is, of the current debate on electoral reform and consultations with stakeholders in the parliament, political parties, GEC, NCGE and civil society suggest the following areas of intervention:

- Strengthening of the knowledge base of the on-going electoral reform debate to facilitate informed choices and to create high public anticipation of a change towards the norms and standards of a true representative democracy;
- Provision of technical assistance (TA) to the SGH Working Group on Electoral Law Amendment in developing optional electoral formulas;
- Provision of TA in the analysis of the Law on Political Party and assessment of political party functions, structure and processes to support alignment of the said legal framework with the electoral reform and strengthening of policy formation and human resources management (candidate development) capabilities of political parties;
- Support to women's CSO networks in organizing themselves for inputting in the electoral reform debate and for dialogue with political party and media leaders on choices of electoral systems enabling women's political participation; and
- Promotion of acceptance and appreciation within society of women's right to political participation by projecting positive image of women and their role and contribution in public life and political leadership.

Providing assistance in these areas is in line with the objectives and strategies of UNDAF 2007-11 and UNDP Country Programme and Country Programme Action Plan 2007-11 as identified on the project document's cover page.

Electoral system is a structural unit of the political system that is broadly recognized as one of the main factors that may positively or negatively affect the right to representation of smaller political parties, minority groups and most specifically women. It is therefore assumed that the project's thrust at supporting the effort at reforming the country's electoral system towards greater representation and inclusiveness[6] in the parliament will benefit women by creating a better opportunity for the exercise of their right to be elected.

II. Project Strategy

The underpinning for this project is the unique synergy created by the political order of the day which is electoral reform, and by the objectives identified in Mongolia's Millennium Development Goals (MDG), including her own ninth MDG on Human Rights and Democratic Governance (MDG9) and the MDG-based Comprehensive National Development Strategy for 2007-2021, as well as the platforms and bylaws of parliamentary political parties[7]. These emphasize civic participation in policy formation, transparency and accountability of governing institutions and participation of women in decision-making. In particular, the project supports the "strategic goals" to "further strengthen the parliamentary system and ensure stability of public policy", "create conditions for ensuring gender equality at decision-making level" and "increase the share of women-candidates in general elections to no less than 30 percent" as stated in the MDG-Based Comprehensive National Development Strategy (NDS). It is assumed that this project, **if implemented with the intended demand-driven focus and political commitment**, should help the country steady the course towards her MDG3 that sets a high target of 30 percent for women's representation in the national legislature by 2015.

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[6] Speaking at a conference "Women's participation in the national legislature" on 4 March 2010, the SHG Chairperson (Speaker) D.Demberel pointed out that the laws on SGH election, political parties and gender equality provided an ample opportunity to address the lack of legal norms and standards necessary for achieving the Mongolia MDG target of 30 percent for women MPs and the NDS goal of creating conditions for gender equality in decision-making.

[7] The ruling MPRP's by-laws set aside for women no less than 25 percent of the seats in the party's governing bodies of all levels. The DP, second largest parliamentary party, assigns no less than 50 seats on its 228-member National Consultative Committee (governs the party between its Congresses).

The project will have a strong voter education and policy advocacy thrust to disseminate sound knowledge of electoral systems and their role in democratic governance in order to assist the public in internalizing the need of the proposed reform and to promote a public mindset conducive to upholding women's right to representation. The other aspect of the project will be to provide technical assistance in the identification of an acceptable electoral formula and in the design of its system as well as in reviewing the political party law and developing recommendations for its revision in conjunction with the electoral reform.

Thus the project aims to undertake the following in the period of two years within the aforementioned framework:

1. A two-pronged information and policy advocacy campaign to 1) strengthen the knowledge base of the electoral reform process for political commitment and informed public support to optimizing electoral system towards a more representative and inclusive parliament, and 2) foster positive attitude and action both within and without the political arena to promote fuller exercise of women's right to political participation.

2. Provision of technical assistance to 1) designing Mixed and PR electoral formulas as options for policy debate and reform of the electoral legal framework, and 2) developing recommendations on strengthening political party legal and institutional frameworks in the context of the electoral reform with focus on organizational accountability, integrity and transparency of political finance and policy formation responsibility.

Both these objectives will require thorough review, consolidation, updating and re-packaging of the existing research and analytical data and information as well as educational and advocacy materials. Additional research will be done and materials developed where necessary.

Fostering of public support to electoral reform and women's right to political participation will require a series of well-thought policy and advocacy fora and mass media communications of various forms. These also include stakeholder consultations on optional electoral formulas.

Of special importance in these activities will be the events bringing together women's organizations and political party and media leaders to deepen mutual understanding of the issues facing women in exercising their right to political representation.

This and the assistance in reviewing the political party legal and institutional frameworks to feed into the electoral reform are activities of innovative nature in UNDP's democratic governance work in Mongolia.

The stated thrust of the proposed electoral reform towards a more proportional representation and the premise of the overriding importance of local context in electoral system design will provide main points of reference for policy and technical advice and advocacy activities under the project. Their substance and processes will be guided by conceptual and methodological frameworks that originate from the knowledge and expertise of such leading international initiatives on electoral assistance as ACE Electoral Knowledge Network, IKNOW POLITICS and BRIDGE.[8]

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[8] (Former 'Administration and Cost of Elections' initiative), the ACE Electoral Knowledge Network is a global capacity development facility which operates the world's largest encyclopedia of electoral information. It's a joint initiative of EISA (the Electoral Institute of Southern Africa), Elections Canada, the European Commission, the Federal Electoral Institute of Mexico (IFE), the International Foundation for Electoral Systems (IFES), International IDEA, UNDESA, UNDP and the UN Electoral Assistance Division (EAD). The International Knowledge Network of Women in Politics (IKNOW Politics) is an online workspace for elected officials, candidates, political parties, academia and practitioners interested in advancing women in politics. It is a partnership between UNDP, UNIFEM, NDI, IPU and International IDEA. Building Resources in Democracy, Governance and Elections (BRIDGE) is recognized as the most comprehensive professional development course on election administration. BRIDGE partners are the Australian Electoral Commission (AEC), IFES, International IDEA, UNDP and the UN Electoral Assistance Division.

The project will seek resource mobilization and support from other donors interested in electoral reforms and processes to deepen the foundations established during the phase of assistance provided through the UNDP Democratic Governance Thematic Trust Fund. Technical backup to national experts working on electoral formulas and political party legal and institutional framework will be extended by the UNDP Regional Centre in Bangkok.

Gender will be a special consideration in all project activities. Policy and legal reviews and recommendations thereof, research and advocacy materials will address conceptual, structural and attitudinal constraints women face as candidates and elected representatives. Legal amendments and policy recommendations will provide for measures to put in place the norms, mechanisms and processes ensuring gender balance in the nomination of candidates, access to capacity development and campaign resources, and, lastly, in elections per se. Production of sex-disaggregated data and information by the electoral machinery will need to be a legal requirement to enable evidence-based and gender sensitive policies and interventions by government, political parties and civil society for the protection and promotion of women's right to political participation.

Intended to support electoral reform, the project touches upon sensitive issues and sensitive relationships among diverse stakeholder groups that are characterized by a wide spread of interests and opinions both within and between themselves. This requires precise targeting, accurate messaging and participation and consultation as essential qualities of all project products and processes. Participatory and consultative nature of project activities is vital especially with regard to building understanding and consensus around the purposes of the electoral reform and substance of the proposed electoral formulas as well as the challenges and solutions to the issue of women's political participation.

The UN agencies in Mongolia are active in the areas of democratic governance relevant to this project. UNDP has been a close collaborator of national government and non-governmental counterparts in mainstreaming MDGs in national development strategies, developing the internationally innovative Democratic Governance Indicators, and strengthening capacity of the General Election Commission. UNFPA has been supporting the National Committee on Gender Equality to build up its institutional capacity and partners with the SGH's Standing Committee on Social Policy, Education, Culture and Science in population and development activities, in particular those promoting women in political leadership. Human rights and gender equality are core subjects of UNICEF's policy advocacy and the agency currently chairs the UN Theme on Gender in Mongolia.

The Friedrich Ebert and Konrad Adenauer Foundations (Germany), International Republican Institute and the Asia Foundation (USA) are among bilateral organizations that have been active in electoral assistance, supporting governmental and non-governmental organizations in the research and analysis of electoral policy, legal and institutional frameworks and formulation of options for their strengthening.

The project's strategy will be to cooperate with the aforementioned partners by sharing information and coordinating activities for complementarity and synergy, and to build on the results of donor-supported activities, in particular by making use of the capacities created within government and civil society and of a body of research and advocacy materials that cover a broad range of issues such as electoral system design, political party capacity building, women-candidate development and voter education.

III. Results & Resources Framework

Intended Outcome as stated in the Country Program Document: Capacity for democratic and participatory governance enhanced in national and local governing institutions

Outcome indicators as stated in the Country Program Results and Resources Framework, including baseline and targets
- number/percentage of women in Parliament and in other senior posts (2008 baseline: 3.9% in Parliament, 6.6% in the Cabinet)

Partnership Strategy: In the field of democratic governance capacity development UNDP has established close working relations with both the parliament and the executive government, and is recognized by the GEC as lead donor. UNDP will seek to achieve synergy and complementarity with all donors already active (e.g. USAID, Friedrich Ebert Foundation, Konrad Adenauer Foundation) in electoral and women's political empowerment assistance or may enter the area in the project lifetime. UNDP will partner with UNDP Regional Centre in Bangkok for policy and technical advice.

Project title and ID (ATLAS Project ID): Representation and Inclusiveness Through Electoral System (RITES Project)				
Intended Outputs	**Output Targets for (years)**	**Indicative Activities**	**Responsible parties**	**Inputs**
1. Knowledge base aimed at building consensus for electoral reform of a more representative and inclusive parliament developed *Baseline:* *- Ad hoc SGH Taskforce is established to work on draft amendments to the electoral legislation.* *- There are electoral system reform recommendations developed with intl policy advice and reportedly made little use of.* *- There is an on-going debate in the mass media involving politicians and others and generally characterized by insufficient levels of conceptual and technical knowledge of electoral systems and their workings.* *- The draft amendments in the General Election law included in the agenda of the SGH spring session April–July 2010.* *Output indicators:* *- Electoral law amended with policy and technical advice on the most optimal and practical design conducive to fostering inclusive of women and minority groups and their representation in parliament .*	1.1. Previous studies on electoral management, processes, campaign finance, women in politics are compiled and analyzed for the project purpose. 1.2. Mixed and PR electoral formulas designed as options for policy debate and reform of the electoral legal framework (2010) 1.3. Amendments to the electoral legal framework formulated to align it with the selected electoral system (2010, 2011) 1.4. Recommendations on political party legal and institutional frameworks developed in the context of the electoral reform with focus on organizational accountability, transparency of political finance and policy formation responsibility.	1.1.1 Review findings and recommendations from previous research on the performance of Mongolia's electoral system and its possible reform. 1.1.2 Undertake analysis of the law on political parties and political party institutional assessment (policy formation purpose vs structures, processes, technical capacity) 1.1.3 Consolidate the existing analysis of the campaign finance regulatory framework into sound recommendations on policy/legal reform aimed at enhancing the integrity and transparency of political finance. 1.1.4 Conduct baseline and follow-up public perception surveys on a) the levels of satisfaction with the existing electoral system and expectations of general elections, b) perceptions and expectations with regard to women's participation in legislative and executive decision-making. 1.1.5 Undertake an analytical study of Mongolia's experience with the majority/plurality system focusing on the	SGH Taskforce, SCSS, national consultants SCSS, Political parties, International consultant GEC, SCSS, VEC NCGE, MONFEMNET National consultants	2 short-term national consultants for Parliamentary Taskforce (4 m/mo): . USD4000 1 national consultant for public information and awareness activities (6 m/mo): USD 6,000 1 short-term intl consultant (1 m/mo = 2 wks field work, 2 wks desk work, travel): USD 25,000 Research (recommendations on campaign finance reform, political party law analysis, political party institutional assessment, baseline and follow-up public opinion survey/s): USD 36,540 Electoral system design workshops: 2-day SGH Taskforce brainstorming retreat; 1-day SGH Taskforce roll-out retreat; 1-day multi-stakeholder round-table with appr. 100 participants = $8,000 Update of journalist training curriculum ; training; design and printing of certificates - $5,000

- Number of products made available for informed policy debates *- Recommendations made on alignment of political party legal and institutional frameworks with the reformed electoral law.* *- At least 8 programmes on electoral reform substance and process broadcast by Radio and TV stations with nationwide coverage.* *- A core group of up to 30 journalists trained and active as a resource on responsible electoral journalism.* *- Number of media and other fora on electoral reform*		results achieved and lessons learned.		Content development of RTV and printed media communication, discussion group meetings: USD 3,000 Publishing, broadcasting USD 30,000 Election map of Mongolia - $25,000 Translation, printing - USD 5,000
		1.1.6 Create electronic gender-disaggregated database on the results of elections for parliament, president, and citizens' representative hurals at all levels for public access and research studies (Election map of Mongolia)	GEC, PEA	
		1.1.7 Present optional electoral system designs at a series of stakeholder meetings (including women) and media events to facilitate understanding and consensus within the parliament and political parties, and raise public awareness.	SGH/SCSS	
	1.5. Massive awareness and information campaign conducted to promote informed public participation in the electoral reform process and the media role in fostering free and fair elections and a representative democracy (2010, 2011)	1.2.1. Produce user-friendly information packages on Mixed and PR electoral systems as resource materials for policy debate and general awareness building.	SGH task force, national consultant	
		1.2.2. Develop and disseminate a series of radio and TV programmes and printed media communication formats to increase public knowledge of the substance of the electoral reform debate and of electoral systems and inclusive governance taking in account gender issues.	SCSS, GEC, advocacy and media groups, national consultant, MNRTV, media companies	
		1.2.3. Develop training programme for journalists on electoral laws, women's right to political and civic participation; conduct certification training for a core group of journalists.	GEC, Press Institute, national consultant	
		1.2.4. Facilitate cooperation with the media and electoral stakeholders for responsible electoral journalism.	GEC, Globe International, Association of Journalists and newspapers	**Output 1 cost: USD 143,500**

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2. Advocacy campaign aimed to promote fuller exercise of women's right to political participation developed and implemented. *Baseline:* *- Women MPs account for 3.9 percent.* *- A 30 percent women-candidate quota was removed from the Law on the Election of the State Great Hural in a 2007 amendment.* *- Draft Law on Gender Equality which proposes to restore the said quota has been submitted by the Cabinet to the SGH but its consideration is contingent on the progress of the electoral reform.* *- Statutory women's representation quotas for political party governing bodies are in principle implemented by parliamentary parties but support in other respects, especially in terms of financing, is weak.* *- Promotion and training of women candidates and public servants is conducted but in strong contingency on availability of funding mostly from donor sources.* *- There is a body of research, literary and other material on women in politics for use for project purposes.* *Output indicators:* *- # of debate undertaken on recommendations emanating from existing studies on women in politics* *- Legal frameworks relevant to gender equality strengthened to ensure equal opportunity for women's political and civic participation.* *- Public/voter perception survey (see 1.1.4.) shows an increase in the levels of public knowledge and appreciation of women's right to participation and contribution in political decision-making.* *- Women make up 30 percent of candidates from major political parties in the 2012 elections*	2.1. Women's participation in the debates and advocacy for electoral reform enhanced (2010, 2011)	2.1.1 Support training, networking and consultations among women's groups to achieve a common stance on and advocate for a preferred electoral system that serves best their right to political participation.	NCGE, women's organizations of political parties, MONFEMNET	Training, consultations and networking USD 35,000
		2.1.2. Support consultations of gender equality advocates with parliamentarians, political party and media leaders to promote common understanding on issues and solutions with regard to women's right to elect and be elected.	NCGE, women's organizations of political parties	
	2.2. Enhance the role of the media as means of information, education, and communication on women's issues and for a positive portrayal of women in the media (2010, 2011)	2.2.1 Review, consolidate, re-package the existing content, develop new products (e.g. documentaries) and media strategy for an information campaign raising public awareness of women's leadership roles and contributions in social life and governance.	NCGE, MONFEMNET, media groups, national consultant	Purchase of products, content and management plan development, discussion meetings, Publishing, broadcasting: USD 60 ,000 **Output 2 cost: USD 99,000**
				Project management costs: USD 72,370 Staff (NPM, AFA), procurement, travel, miscellaneous: USD 57,500 Evaluation USD 10,000 **Total indicative budget: USD 310,000** (gap USD 40,000)

IV. Management Arrangements

The project shall be implemented in the National Execution (NEX) modality and shall be managed in accordance with the rules and procedures outlined in UNDP POPP.

Overall responsibility for project implementation will be with the **Project Board (the Board).** The Board will:
- provide policy guidance and monitor project performance (timely implementation of all components)
- review progress on a periodic basis in terms of the delivery of project results and benefits, approve progress reports and end-of-project report
- manage risks
- ensure that project milestones are managed and completed.

More specifically, it provides guidance on matters concerning overall project management and project finances, approves project revisions and addresses project issues as raised by the Project Manager (PM). It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies.

Board members individually and collectively will ensure that potential risks in the project's policy and political environment that may undermine the achievement of project objectives or production of its outputs are removed or mitigated in a timely and effective manner. Hence, it is responsible for overall quality assurance of the project. In addition, it approves the appointment and responsibilities of the project manager and defines the latter's responsibilities.
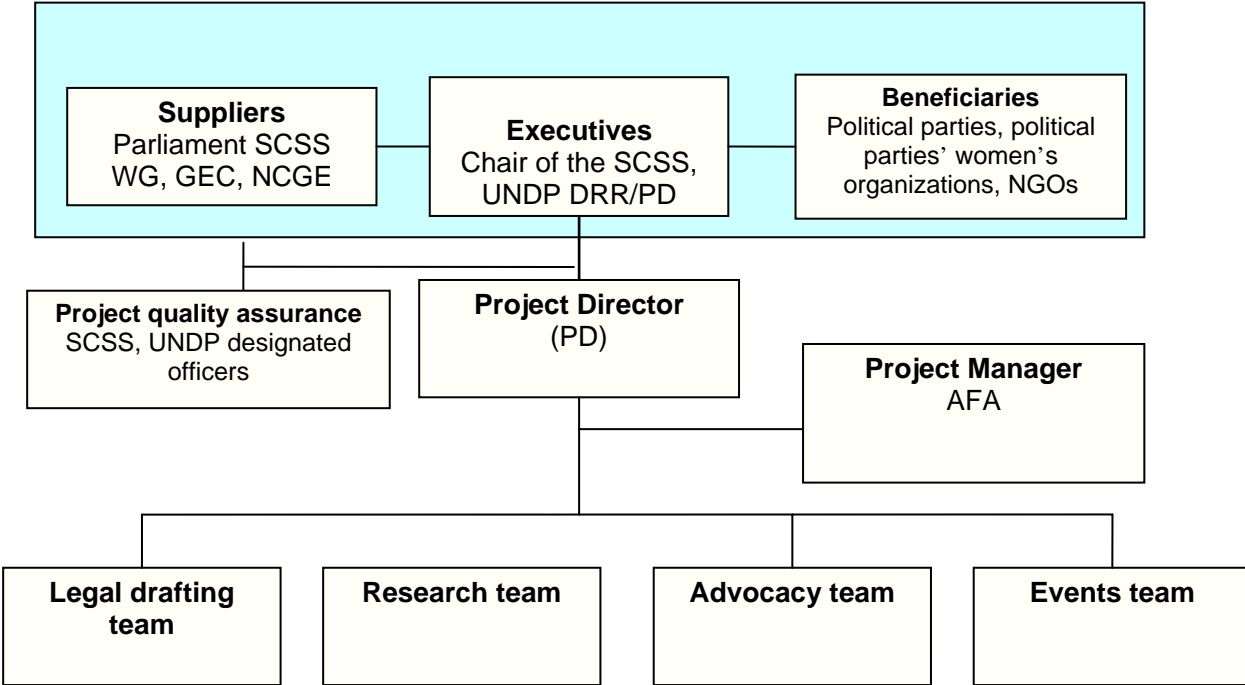
The Board will be chaired by the Chairperson of the SGH Standing Committee on State Structure (SCSS) and co-chaired by the UNDP Deputy Resident Representative/Programme Director (DRR/PD). As **Executives**, the SCSS Chair and UNDP DRR/PD represent the ownership of the project and assume ultimate responsibility for its successful implementation. Other members of the Board will include representatives of political parties (SGH party factions, select non-parliamentary parties), GEC, NCGE

and civil society organizations. The NPD, the UNDP Programme Officer for the project and the PM will participate in meetings of the Board without having voting powers. The Board meetings are open to representatives of (potential) third-party cost-sharing donor(s) and other development partners in electoral assistance, who will be notified of forthcoming meetings and provided with relevant documents in advance.

The Board decides on a consensus basis. In case a consensus cannot be reached, final decision shall rest with the UNDP Resident Representative. The organigramme shows the composition of the board and key roles on the project.

The Board will allocate responsibility for day-to-day implementation and management of the project to the **Project Director** who will be appointed by the Chair of the SCSS and is responsible for project implementation according to an agreed work plan and within set budget ceilings. The PD will essentially be responsible for the successful running of the project, and for the delivery of outputs under this project document. The PD shall lead the coordination efforts between the SCSS and other concerned agencies and responsible parties. The PD will also provide coordination, management and oversight over the establishment and activities of the various teams that will be established to help achieve the outputs at the level of the responsible parties, and coordinate also with other projects that contribute to the same outcome in the country programme. Hence, the PD will be responsible for all matters concerning the day-to-day running of the project on behalf of the Board, to ensure that the project produces the required products, to the required standard of quality and within the specified constraints of time and cost. In collaboration with the team managers, the PD will also be responsible for producing regular progress reports and end of project report. The PD, project manager and team managers will meet on a regular basis with the governance cluster leader and the responsible UNDP Programme Officer. A separate Memorandum of Understanding will be concluded between the SCSS, UNDP with the GEC and NCGE for specific deliverables as specified in the RRF (Attachment III) and funding arrangements.

In consultation with the SCSS, UNDP will select and recruit a Project Manager who will support the PD with daily project management. The PM is expected to be a highly-qualified professional who apart from managerial expertise will also provide substantive technical and policy advice and inputs, where needed. He/she will liaise, on behalf of the PD with the different team managers that are established by the responsible parties. Team managers will be hired by the project to support work planning and implementation of project activities at the level of the Responsible Parties. On behalf of the PD, the Project Manager will guide the Team Managers in designing and implementing the project outputs.

Project Assurance is the responsibility of each Project Board member and a function of objective oversight and monitoring which is independent of the Project Manager. Project assurance support will be provided to the Project Board by a designated SCSS staff and UNDP Programme Officer.

The Project Support Office (PSO) will be located in the SGH SCSS which will be the main Implementing Agency for the project. In consultation with the SCSS, UNDP will also recruit an Administrative and Financial Assistant. The PSO will recruit team members as shown in the organigramme, national and international consultants on a need-basis as per the Annual Work Plans (AWPs).

The main responsible parties will be the SGH Working Group (on SGH and local election and GEC laws), GEC, NCGE and other non-state entities as defined in the Results and Resource Framework – and possible to be defined as the project evolves. These RPs are responsible for producing specific project deliverables in accordance with the approved work plans.

The Implementing Partner (SGH SCSS) will open a separate bank account for the project. UNDP will advance the funds to the Implementing Partner according to UNDP rules, regulations and guidelines. The PD will disburse the funds to the Responsible Partners (RP) according to the project's activities and work plans. The RPs will report back to the PD who will report on project implementation to the Board. It will be the responsibility of the PD (assisted by the PM) to prepare a consolidated financial report, in the required format, and provide it to UNDP at regular and necessary intervals. It will also be the

responsibility of the PD to provide the required progress reports to UNDP after receiving inputs from the RPs.

A. **UNDP Support Services.**

UNDP will provide the required human resource, procurement and other administrative and management services in line with the *Standard Letter of Agreement Between the UNDP and the Government for the Provision of Support Services* (Please refer the letter available in the UNDP Mongolia website), and under NEX arrangement modality.

B. **Prior obligations and prerequisites.**

The Implementing Partner will provide strategic oversight and coordination to ensure the use of best national and international practice and complementarity with other interventions in the fields specific to this project. It will ensure ownership of the project by securing legal and regulatory frameworks necessary for institutionalization and mainstreaming of its outputs as basic concepts and means of fostering democratic governance and democratic electoral system and process.

Non-state stakeholders will commit human and other resources to make the most of the opportunities for participation and capacity development offered by the project, and amplify the benefits of the project by undertaking advocacy to raise public awareness and knowledge of electoral systems and processes as fundamental mechanisms of democratic rule.

National project counterparts will also act to the best of their ability to mobilize political support at all levels for the achievement of the objectives of this project involving multiple stakeholders and sensitive relationships and issues.

It is assumed that the changes that may occur in the composition, structure and/or functions of the national project counterparts shall not affect the agreed project design, objectives and outputs, and they will ensure a smooth turn-over of the responsibility for project management and delivery of project outputs to their successors if and when such a turn-over is warranted by the change.

The national project counterparts shall provide the following contribution:

Contribution	Contributor	Terms of provision
Project Implementing Unit office space	SGH SCSS	In kind contribution
Office space for short-term consultants (international and national) and teamwork where required	SGH SCSS, NCGE, and other national counterparts	In kind contribution by state entities On a cost-sharing basis with non-state entities (e.g. support with office space rent)
Meeting venues	SGH SCSS, GEC, NCGE and other national counterparts	In kind contribution
Time and salary of PD and relevant government staffs	SGH SCSS, GEC, NCGE	In kind contribution

C. **Audit arrangements**

The project shall be subject to management and financial audits in accordance with UNDP's POPP and National Execution Guidelines. The National Audit Office (NAO) may undertake the audits of the Government Implementing Partner (IP). If the NAO chooses not to undertake the audit of specific IPs to

the frequency and scope required by UNDP, UNDP will commission the audits to be undertaken by a private sector audit service.

V. Monitoring framework and evaluation

Project monitoring and evaluation will be conducted in compliance with the programming policies and procedures set out in UNDP's POPP and on the basis of a Monitoring Schedule Plan to ensure the achievement of the stated results within the agreed budget and schedule.

Quarterly progress reports shall be submitted by the PD to the Project Board members and the UNDP Governance team leader and program officer. The reports will record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

An Annual Review Report shall be prepared by the PD and shared with the Project Board. The Annual Review Report shall provide a summary of results achieved against pre-defined annual targets at the output level.

Based on the annual review report, the Board shall conduct a meeting to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. This annual review may involve other stakeholders as required.

Other monitoring activities will be:
- Regular field visits as outlined in the Monitoring Schedule Plan;
- Periodic project management meetings and meetings with partners and stakeholders, as required.

In accordance with UNDP Evaluation Policy, UNDP and the Government in consultation with other stakeholders will jointly agree on the purpose, use, timing, financing mechanisms and terms of reference for such an evaluation. UNDP shall commission the evaluation, and the evaluation exercise shall be carried out by external independent evaluators identified jointly by the Project Board and the cost-sharing donor(s).

Additional monitoring and evaluation activities may be undertaken as requested by stakeholders and/or cost-sharing donor(s).

Quality Management for Project Activity Results *Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project" if the information is available. This table shall be further refined during the process "Initiating a Project".*

The project will produce a wide range of deliverables such as electoral formulas, advocacy materials, public fora and media events. Quality logs for these deliverables will be completed based on the agreement of stakeholders and team plans.

OUTPUT 1:		
Activity Result 1 (Atlas Activity ID)	*Short title to be used for Atlas Activity ID*	Start Date: End Date:
Purpose	*What is the purpose of the activity?*	
Description	*Planned actions to produce the activity result.*	
Quality Criteria *how/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. what method will be used to determine if quality*	**Date of Assessment** *When will the assessment of quality be performed?*

	criteria has been met?	

VI. Legal Context

This document together with the CPAP signed by the Government and UNDP and incorporated by reference, constitute a Project Document as referred to in the Standard Basic Assistance Agreement (SBAA) concluded by the Government of Mongolia and UNDP on 28 September, 1976. All CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the Implementing Partner (formerly Executing Agency) and its personnel and property, and of UNDP's property that may be in Implementing Partner's custody, rests with the Implementing Partner.

The Implementing Partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest odifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

VII. ANNEXES

Annex A. Potential risks that could hamper project implementation

The nature of this project which aims at supporting the national effort at a radical electoral reform and a change in gender stereotypes in people's perceptions and attitudes towards women's political participation constitutes a highest risks imaginable in terms of project implementation.

However, it should be noted that a solid basis for mitigating the risks inherent in this project is provided by:
- the high appreciation of the purpose and timeliness of the proposed assistance expressed by the consulted high ranking parliamentarians and leaders of parliamentary political parties, GEC, NCGE and civil society organizations active in electoral, gender and media fields;
- the impressive unanimity with which they have identified the challenges and the activities to address them.

Time pressure is the single greatest risk with regard to such important deliverables of the project as provision of TA in developing amendments to the electoral and political party laws as well as building public knowledge and support for the electoral reform in the period to and through the SGH spring session (April-July 2010). A means to mitigate this risk would be the rapid operationalization of the project and deployment of necessary experts and teams through the leadership and combined efforts of SGH SCSS and UNDP.

Ineffectiveness of advocacy campaigns for electoral reform and women's political participation. To mitigate this risk it is important to select experienced content developers and advocacy strategists, devise a media strategy which would also identify and involve knowledgeable and well reputed journalists, ensure the best possible participation of all stakeholders in free and open debate conducive to mutual learning, provide experienced moderators/facilitators where necessary. SGH SCSS's leadership will be important in securing the cooperation of the MNRTV as well as media owners.

Failure to mobilize key stakeholders. Parliamentarians, political parties, media leaders, academia, women's and other civil society groups are all stakeholders under this project and all may have diverse and often competing stakes in the issues addressed by the project. Engaging them in the work on project deliverables (e.g. revision of political party law), or bringing together for a meaningful dialogue and eventually a consensus would require leadership on the part of SGH SCSS and high relationship management skills from all project staff and consultants/experts. Selection of a National Project Manager who will be widely accepted by the stakeholders is of strategic importance to the project.

Finally, electoral reform obviously is not an event driven by a donor-supported project. Even if the electoral system remains unchanged for reasons beyond the Implementing Partner (SGH SCSS) and UNDP's control, the project will have created a solid knowledge base and a multitude of advocacy resources that can be used for further efforts at improving the systems of a representative democracy. This is especially true with regard to the advocacy campaign on women in politics which will become even more relevant under the plurality/majority system should it stay in place.

Annex B. Terms of Reference: *TOR for key project personnel should be developed and attached* (to be attached)