

PROJECT DOCUMENT

Project Title	Support to Election Administration
UNDAF Outcome:	Strengthened governance for protection of human rights and reduction of disparities
Expected CP Outcome(s): (linked to the project and extracted from the CPAP)	Electoral systems and processes improved for fair outcome and enhanced representation of underrepresented groups
Expected Output(s): (resulting from the project and extracted from the CPAP)	Capacity of the GEC developed in preparation for the upcoming parliamentary elections of 2012 leading to enhanced credibility of the electoral process. Outputs: <ul style="list-style-type: none"> - Professional development training provided to electoral officials - Voter education and information programmes developed and implemented - Improved ability of the to prevent and resolve electoral disputes
Implementing Partner:	General Election Commission
Responsible Parties:	

Brief Description

The project is an integral part of the Country Programme Action Plan (CPAP) signed between the Government of Mongolia and UNDP in January 2012, whereby the Government requested UNDP to provide electoral assistance in Mongolia. As part of the GEC's long term, systematic voter education programmes, this project aims to respond to the GEC's immediate need to provide efficient and effective voter education and information campaign on the new electoral system and methods for casting of votes before the June 2012 elections and the resolution of electoral disputes, thus to assist the GEC in its tasks of delivering a credible and cost-effective election. The activities planned under this project will be delivered in the months leading to the June 2012 parliamentary elections.

Programme Period:	2012-2016	Total resources required	USD 158,000
Key Result Area (Strategic Plan):	Fostering Democratic Governance	Total allocated resources:	
Atlas Award ID:	_____	• UNDP TRAC	USD 108,000
Start date:	15 March 2012	• Other:	
End Date:	30 Sep 2012	○ Donor	_____
LPAC Meeting Date:	09 March 2012	○ Government	_____
Management Arrangements:	NIM	Government In-kind Contributions	
		Unfunded	50,000

Agreed by:

Luvsanjav Namsrajav, Chairman, General Election Commission

13 March 2012

Sezin Sinanoglu, UNDP Resident Representative

13 March 2012

I. Situation analysis

The Law on Parliamentary Elections approved by parliament in December 2011 introduced several substantial changes both in electoral system and in ways how elections are conducted: i) the electoral system was changed from a plurality system to a mixed system (out of 76 seats 48 will be elected from local districts and 28 will be elected from a national list); ii) a 20 percent quota for women candidates was introduced; iii) for the first time, automated voting and vote counting machines will be used; iv) for the first time, Mongolians living overseas will be able to vote; v) unlike previous elections, civil servants, and not political party nominees will be appointed to work as electoral committee and polling officers. In addition, for the first time, the voters will use a smart ID card to register as voters, and voter registration is now the responsibility of the National Registration Authority, rather than the General Election Commission's (GEC)¹. Another innovation is that special voting booths will be prepared at polling stations for people with disabilities.

With parliamentary elections due in June 2012, these measures are expected to address some of the challenges during the previous elections such as the quality of the voter register, lengthy counting process, results credibility, and women's political participation. However, with such a short timeframe this proposes immense challenges to the training and education of elections officials and voters alike to ensure that all stakeholders view the electoral process as free, fair and legitimate. It is conceivable that without a large voter education campaign there will be confusion amongst voters resulting in disputed results.

At the request of the UNDP Country Office, a needs assessment mission (NAM) was fielded by the Electoral Assistance Division (EAD) of the UN Department of Political Affairs (DPA) in November 2011. Upon assessing the needs, feasibility and risks of continued UN electoral assistance, the UN Focal Point for Electoral Assistance identified parameters of UN electoral assistance to be provided in 2012-2016 as: i) support to the electoral reform process; ii) strengthening electoral dispute resolution; iii) enhancing women's political participation; iv) voter education; (V) possible donor coordination. A comprehensive programme will be developed later outlining strategies and outputs of UNDP's assistance in this area.

II. Project Strategy

The primary objective of the project is to develop the capacity of the GEC in preparation for the upcoming parliamentary elections of 2012 leading to enhanced credibility of the electoral process. Hence it responds to the immediate needs of GEC in the administration of the parliamentary elections, focusing on the following:

Building the capacity of electoral officials

As there have been some important legal and operational changes to the way election are run in Mongolia there will be two key areas that will require extra attention in 2012. The first area is

¹ The GEC is the election management body of Mongolia. In the 45 days before and in the weeks after an SGH election the GEC is responsible for: (i) preparing a final voters roll; (ii) preparing a final list of nominated candidates; (iii) preparing for and conducting polling and counting leading to a final list of elected representatives. Throughout the electoral process the GEC is responsible for boundary delimitation, voter education, working with national security institutions, electoral dispute resolution (appeals and challenges to provisional voters roll, candidate list, and elected representatives list), and generic administrative, logistical and financial duties related to each of the tasks.

the training of polling officials in the use and technical backstopping of the electronic voting and counting machines. The second is the training of a completely new set of officials in their responsibilities, with civil servants now required to act as polling and electoral officials, replacing the previously selected political party members who conducted these tasks. While electronic voting and counting machines are designed to increase trust in the electoral process and reduce the potential for fraud, if they are not understood or used properly they can have the opposite effect.

Voter Education

Voter education is aimed at potential voters and is an important element in developing an environment within which free and fair elections can take place. It is particularly important in Mongolia in the context of the 2012 elections as there is a more complex mixed-electoral system and information and communication technologies (ICT) will be used for the first time. There is an increased potential for informal votes – ballot papers which are incorrectly completed or not filled, therefore not counted towards any candidate. It has direct relevance to undermining the legitimacy of an election result if the informal rate is too high, and also can spark electoral disputes on polling day and in the immediate post-election period. In a strongly contested political environment it is important that all voters have the information to be able to cast their vote to avoid in electoral disputes and to minimize the risk of escalation of those disputes.

Electoral Dispute Resolution

The timely resolution of electoral disputes is key to any successful electoral event. Where people are able to articulate their concerns and have their grievances heard, it reduces the risk that their grievances will be voiced and acted on outside of the official system. The relevant authorities, including the GEC officials, the administrative court, the constitutional court need to have the capacity to handle complaints in a transparent and timely matter. The project will assist the GEC in public information campaigns that educate voters on their avenues of recourse and training of relevant officials on dispute resolution techniques.

In order to achieve the objective, the project plans to implement the following activities under three outputs:

Output 1. Professional development training provided to electoral officials

- Develop guidance booklet for electoral committee members and polling officers, including general civic education content, such as the role, rights and responsibilities of voters within a democracy, gender equality in political participation, importance of impartiality and independence of electoral committee members and polling officers,
- Provide manuals with detailed dot point guidance on voting station procedures and processes, including the use of electronic voting and counting machines;
- Upload the guidance booklet and other relevant materials onto the GEC website for easy access;
- Conduct an analysis of the new legal framework for electoral dispute resolution and identify needs for capacity building and coordination support;
- Training of polling officials on resolution of electoral disputes;
- Efficient delivery of the training for electoral officials, including training of trainers, on their duties and use of new technologies;
- Produce posters and booklets which show roles and responsibilities of electoral committee members and polling officers to be displayed at polling stations.

Output 2. Voter education and information programmes developed and implemented

- Assist the GEC in developing a voter education strategy
- Prepare key messages to be delivered to voters and design appropriate means to deliver them, including through print media, leaflets/posters, radio/TV ads, and others;
- Take a particular attention to reaching out to first time voters, voters with disabilities, voters living in remote areas and overseas;
- Deliver civic education media campaign that promotes the participation of women in the electoral process

Output 3. Improve the GECs ability to prevent and resolve electoral disputes

- Study different methodologies on electoral security for development of a risk management plan for the coming elections;
- Conduct an independent assessment of the lessons learned from the 2012 elections.

III. Results & Resources Framework and Annual Work Plan for 2012

Intended Outcome as stated in the Country Program Document: Strengthened governance for protection of human rights and reduction of disparities Outcome indicators as stated in the Country Program Results and Resources Framework, including baseline and targets - Electoral systems and processes improved for fair outcome and enhanced representation of underrepresented groups. Indicator: Availability of revised voter education programme. Baseline: Voter education programme is partially implemented; needs emphasis on women's empowerment. Target: Voter education programme adopted with a specific component on gender equality in political representation Partnership Strategy: Civil society organizations, other donors, local hurals and local governments, media Project title and ID (ATLAS Project ID): Support to Electoral Administration ID: 81607						
Intended Outputs	Indicative Activities	Q	Responsible parties	Description	Account	Budget
Output 1. Professional development training provided to electoral officials <i>Indicator:</i> Number of polling stations with staff trained on new electoral management technology <i>Baseline:</i> Currently no one is trained <i>Target:</i> 100% of all staff in all polling stations	1.1. Develop and produce a guidance booklet for electoral committee members and polling officers; - Develop guidance booklet for electoral committee members and polling officers; - Disseminate the booklet for electoral committee members and polling officers;	2	GEC, National consultant	Printing	72500	20,000
	1.2. Design and implement training, including training of trainers; - Design training toolkit, including training of trainers; - Implement training, including training of trainers;	2	GEC, National consultant	Training	75700	20,000
	1.3 Conduct an analysis of the new legal framework for electoral dispute resolution and train electoral committee members and polling officers;	2	GEC	Consultancy Training	15,000 (unfunded)	
Subtotal:						55,000
Output 2. Voter education and information programmes developed and implemented <i>Indicator:</i> Percentage of the public that understand how to vote <i>Baseline:</i> Informality rate from 2008 <i>Target:</i> No significant difference in	2.1. Prepare key messages to be delivered to voters and design appropriate means to deliver them, including through print media, leaflets/posters, radio/TV ads, and others; - Agree on overall design and plan of voter education campaign; - Develop key messages and agree on means of delivery; - Sub-contract media organizations;	2	GEC, UNDP project team, National consultant	Procurement	72100	35,000 15,000 (unfunded)

informality rate from 2008 - 2012	2.2. Reach out to first time voters, voters with disabilities, voters living in remote areas and overseas; - Design and disseminate short TV promotions and porters for young voters, voters with disabilities, voters overseas	2	GEC, UNDP project team, National consultant	Procurement	72100 72500	8.000 (unfunded) 2.000
Output 3. Improve the GECs ability to prevent and resolve electoral disputes	Subtotal:					60,000
<i>Indicator:</i> Percentage of the public that has confidence in the GEC to administer free and fair elections <i>Baseline:</i> Percentage of public that currently has confidence in the GEC to administer election <i>Target:</i> An increase of 15% on baseline date in the public's confidence in the GEC after the elections	3.1. Study different methodologies on electoral security	2-3	GEC, UNDP project team, National consultant	Procurement	72100 72500	5.000 (unfunded)
	3.2.Undertake an independent study of the lessons learned from the 2012 parliamentary elections and disseminate the findings	3		International Consultant	72100	15.000 (unfunded)
					Sub-total:	20,000
	Project staff	2-3	Administration		61105	15,000
Administrative costs	Miscellaneous	2-3	Administration		72500	3,550
	ISS3%					4,600
	Subtotal:					23,100
TOTAL						158,100

IV. Management Arrangements

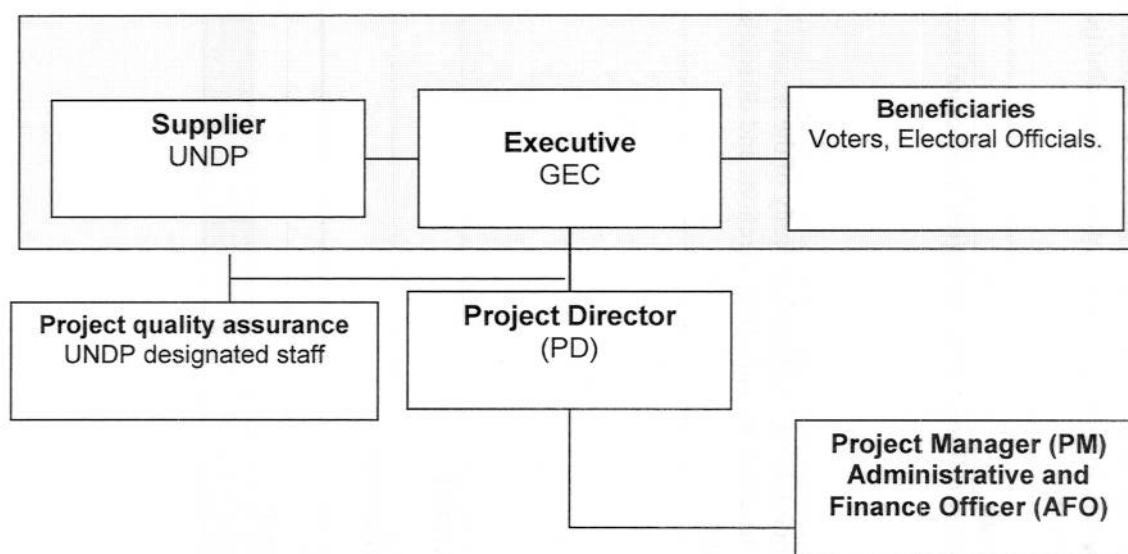
The project shall be implemented in the National Implementation (NIM) modality and shall be managed in accordance with the rules and procedures outlined in UNDP POPP.

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.



The Board will be chaired by the Chairperson of the General Election Commission (GEC) and co-chaired by the UNDP Deputy Resident Representative (DRR). Other members of the Board will include representatives of civil society organizations. The PD, 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 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 Board will allocate responsibility for day-to-day implementation and management of the project to the **Project Director** is the Chairman of the GEC 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 GEC 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. The PD and the PM will meet on a regular basis with the UNDP governance team.

Given shortness of the project duration, the Project Manager (PM) and Administrative and Finance Officer (AFO) of the ongoing Representation and Inclusiveness through Electoral System (RITES) project will concurrently work as the PM and AFO of this project.

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

The Implementing Partner (GEC) 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. 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.

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).

B. Audit arrangements

The project shall be subject to management and financial audits in accordance with UNDP's Programmes and Operations Policies and Procedures (POPP). UNDP will commission the audit 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 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. The reports will record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

Given shortness of the project, Project Terminal Report will be produced instead of Annual Review Report.

Where necessary, UNDP shall commission the evaluation, and the evaluation exercise shall be carried out by external independent evaluators.

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 modifications 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. ANNEX: Risk Log

The nature of this project which aims at supporting the electoral management body to administer free and fair elections, thus leading to a credible outcome of the elections constitutes a high risk in terms of project implementation. The following are potential risks associated with the implementation of the project:

#	Description	Category	Probability and Impact	Countermeasures / Management response	Owner	Author	Date Identified	Last Update	Status
1	Time pressure is a great risk with regard to deliverables of the project as only 3.5 months left before the elections.	Operational	P=3 I=3	Rapid operationalization of the project and deployment of necessary experts and teams, including deployment of project staff from the ongoing RITES project. Adequate monitoring is in place to ensure delivery of results.			Project Inception		
2	Slow process of political decision making on important issues such as smart ID cards, the timing of local elections causing distraction of the GEC staff.	Political	P=3 I=4	Recruitment of additional technical staff					
3	Major disruption in electoral processes due to protests	Political	P=3 I=4	GEC develops a risk management plan.					
4	If the Parliament decides to conduct parliamentary and local elections together in June, it will cause enormous administrative pressure to the GEC.	Political	P=3 I=4	Depending on the decision of the Parliament, UNDP may need to extend the project duration and/or mobilize additional resources in case the GEC needs additional support in conducting local elections.					
5	Ineffectiveness of voter education campaigns	Technical	P=2 I=2	Select experienced content developers and advocacy strategists. Adequate monitoring is in place to ensure delivery of results.					

