United Nations Development Programme
Country: MONGOLIA

PROJECT DOCUMENT

Project Title: **Support to Participatory Legislative Process**

Expected Country Programme Outcome(s):

- Enabling environment created to promote transparency, accountability and ethics in public organizations.
- Electoral systems and processes improved for fair outcome and enhanced representation of underrepresented groups.

Expected output(s)

Output One:	Comprehensive study on two decades of institutional developments and constitution implementation in Mongolia
Output Two:	Consultative policy support for state structuring and improved legislative drafting
Output Three:	Improved relationship between the citizens and parliament
Output Four:	Improved UNCAC implementation

Implementing Agency: Parliament Secretariat, Parliament of Mongolia

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Brief Description

The project is part of UNDP's CPAP for 2012-2016 in the area of democratic governance. It was developed as a response to the new emerging needs identified through the mission led by the Policy Development Bureau of UNDP in October 2012. It aims to assist the Parliament of Mongolia in improving legislating drafting processes through supporting ex-ante policy analysis and stakeholder open dialogue; in increased access of citizens to their elected representatives, and the review and implementation of the United Nations Convention against Corruption and ethics and conflict of interest policies and legislation.

Programme Period:	2012-2016	Total resources required		$1.000.000
Key Result Area (Strategic Plan)	_____	• Total allocated resources:		$750.000
Atlas Award ID:	_____	• Regular		$750.000
Start date:	Apr 2013	• Other:		
End Date	Dec 2016		o Donor	_____
PAC Meeting Date	01 Mar 2013		o Donor	_____
Management Arrangements	NIM		o Government	_____
		Unfunded budget:		$250.000

Agreed by (Implementing Partner):
_____
Enkhbold Zandaakhuu, Speaker, State Great Hural of Mongolia

Agreed by (UNDP):
_____
Sezin Sinanoglu, UNDP Resident Representative

13 March 2013

I. SITUATION ANALYSIS

A comprehensive situation analysis is provided in the report "Institutional and Context Analysis: Public Sector Governance, anti-corruption and participation in Mongolia" prepared by a team of governance experts of UNDP in December 2012.

II. STRATEGY

To address the challenges highlighted in the situation analysis, UNDP will assist in creating a conducive environment for more accountable, accessible and effective parliamentary processes. This will be achieved by means of four main outputs:

   i. Assist the Parliament in conducting a comprehensive review and assessment of 20 years of institutional developments to advance democracy in Mongolia in line with the Constitution.

   ii. Supporting a more inclusive policy and legal drafting process and assist in applying ex-ante policy analysis and stakeholder dialogue with regard to some selected laws that have a critical impact on governance;

   iii. Improve access of citizens to their elected representatives through introduction of effective modes of public participation in pre-legislative scrutiny, open consultation with interested parties, public right to petition and systematic grievance procedures.

   iv. Facilitate a stakeholder dialogue on the recommendations of the UNCAC Country Review Report and review of the national laws and practice, assist in implementation of conflict of interest policies and legislation.

Output 1: Comprehensive review and assessment of 20 years of institutional development to advance democracy and state building in Mongolia in line with the Constitution -

Two decades after the fall of the communist system and start of the democratic and economic transition, members of Parliament have expressed the need to take stock of where the country stands and to analyse and asses the successes and remaining challenges in establishing a robust and accountable democratic system. The President's Office and the Standing Committee on State Structure (SCSS) warned against piecemeal ad hoc demands for constitutional amendments; hence, the SCSS will conduct a comprehensive review of the Constitution and the current institutional framework, including lessons learned with regard to the separation of powers, checks and balances. UNDP has been requested to support that process, which should lead to a set of recommendations for constitutional and legislative reforms.

Support the SCSS in conducting a comprehensive study on the evolution and current status of democratic institutions in Mongolia, analysing their strengths and weaknesses, drawing lessons learned and putting forward proposals for reform. This analysis will be undertaken in a highly participatory manner, with participation from both the ruling and opposition parties and bringing together stakeholders from government, parliament, the judiciary, the media, civil society and the business sector. A sound methodology for this study will be developed with support from UNDP democratic governance advisors. Preliminary findings will be discussed at different workshops, as appropriate, prior to finalization, publication and dissemination of the report.

This output of the project is expected to create consensus on further constitutional reforms and institutional developments, needed checks and balances to enhance integrity in democratic institutions and overall adjustments to the functioning of the system of the separation of powers of state at national and sub-national level, within the specific context of Mongolia.

Output 2: Consultative policy support for state structuring and improved legislative drafting

The current process of ex ante policy analysis and consultation in legislative drafting needs improvement. Members of parliament so far receive very limited time to study and consult on draft laws before they are discussed and approved in Parliament. The Research Centre of the Parliament has limited capacity. In particular with regard to new laws that have a profound impact on the operations of state institutions, and also affect the state-society relations, there is a need to ensure a consistent and transparent process of policy development, consultations and decision-making, to ensure stakeholder buy-in and hence, sustainability of the decisions taken.

When dealing with a particular segment of the incremental reform process (e.g. the reform of the civil service system or the introduction of the new Budget Law) the process usually spans from (1) agenda setting (timing), (2) political and administrative justification (purpose, reasoning, and communicating the benefits of the reforms envisaged), (3) analysis of the problem-tree for that particular reform or policy issue, (4) defining the steps towards decision-making and political negotiations, (5) identification of the key actors (political parties, the public service, civil society, the international community) - both supporters and potential opponents, (6) designation of the policy-entrepreneur who will take the lead for the reform process and (7) action plan for implementation of the reform process once the decisions taken and the law approved.

Many of these steps are currently rushed through, or even neglected, including the need to have a clear communication strategy during the policy and legal development process and implementation plan once the law is approved. In-depth discussions, with analysis of advantages and risks, and alternative policy options, building on comparative experiences of what worked and what did not work in other countries are lacking. To ensure public interests are adequately considered and addressed in the legislation, involvement of the Standing Committees is critical and the political will in the key standing committees for such processes is very strong.

The current procedural weaknesses in policy development and legal drafting have a series of negative implications. The lack of consultations results in limited stakeholder buy-in and poor quality of policies and laws. These shortcomings in turn undermine potential implementation of new policies and legislation. Neglect to develop policy options hamper the political dialogue on reforms and require revisions of laws after initial implementation deficiencies. Limited research and judicial oversight result in potential contradiction with other laws or even the Constitution. Ensuring the constitutionality of the proposed legislation; assessment of its financial and administrative consequences for the public sector and the business community and its environmental consequences; the clarity of the texts themselves are important aspects of law quality concerns. The Government's initiative to develop a new law on law-making is an important step in addressing these deficiencies. Since 2/3 of the legal drafts are prepared by the government, a quality assurance system also needs to be established at executive level. The Ministry of Justice has developed a methodology for assessing the impacts of laws with support from GIZ. There is also a need to change the mentality that everything should be regulated by law.

1. **Support the development of procedures for legislative drafting**, indicating the steps in the policy making and drafting process and critical verification mechanisms before laws can be approved. These procedures ideally would also require impact assessments, human rights, gender, environmental and anti-corruption and consultation with stakeholders. UNDP will provide technical support to the Parliament Secretariat and relevant Standing Committees to review the existing laws and procedures on legislative drafting and submission, including the Law on the SGH, the Law on the SGH Session procedure, and the law on Procedures for Submission of draft legislation and other decisions by the SGH. This work will eventually lead to rationalization of the structure and functions of the Parliament Secretariat in support of better legislative drafting and screening process. The project will offer practical tools aimed at improved procedures for public hearings and making a submission by citizens and CSOs, organization of public consultations on draft legislations as well as the use of online facilities. UNDP will draw on its Global Programme for Parliamentary Strengthening to compile and share best practices in legislative drafting and will provide national and international expertise when required. Moreover, UNDP will support awareness raising about new laws an procedures among civil servants and the public more broadly (publish manuals on legislative procedures and operations, pamphlets explaining legislative process, etc).

2. **Assist the Standing Committee on State Structure and the Legal Standing Committee with ex-ante policy analysis and research** for selected laws on state structure. UNDP will support policy analysis, comparative research and stakeholder consultations and public hearings for selected draft laws (e.g. revisions in the laws on civil service, elections, political parties and political finance, and anti-corruption). The project will provide assistance in obtaining specialised expert advice (national and international) as needed. The International Institute of Democracy and Electoral Assistance (IDEA) has been requested to provide expert advice on the law on political parties and political finance. UNDP can complement this by organizing stakeholders' consultation and additional policy research. The project will engage other development partners (e.g. CIDA, SDC, USAID) as well as other UNDP projects in these policy discussions (e.g. the Law on Administrative and Territorial Units and Their Governance and other local governance related laws).

The project will provide expertise and support to the SCSS and SCLA, Parliament Secretariat and will also work with relevant government agencies such as the President Office, the Ministry of Justice, the Cabinet Secretariat, the Civil Service Council and the Independent Authority against Corruption. The project will help to establish better collaboration in policy and law making between the Parliamentary Standing Committees and government institutions. This output of the project is expected to improve public policy making, accountability and transparency in the policy and law making process, in accordance with international standards. At the same time, the project will help on-the-job development of the capacities of the members of the Standing Committees and staff of the Parliament Secretariat to elaborate a legislative agenda, to amend and draft legislation, to develop key policy priorities, and to better understand their respective roles and responsibilities, to use the rules and procedure in order to increase procedural efficiency and, to consult with key groups to ensure any amendments or draft laws reflect the needs of various groups of citizens.

UNDP is currently finalizing an e-learning module on legislative drafting that has been tested through AGORA, the Portal for Parliamentary Development (http://www.agora-

parl.org/atlas/parliaments) and will make all that knowledge and comparative experience available through the current Project.

Another related issue is the need for systematic monitoring of the implementation of legislation, both as to whether it is being effectively implemented and what its consequences are in practice. One common reason why law is not effectively implemented is that adequate financial provision has not been made. Hence, under the Output 3 and 4, the project will support the Standing Committee on Petitions and Legal Affairs to increase their oversight capacity in the implementation of laws on the example of the recently approved laws on Right to Information and Conflict of Interest.

Output 3: Improved relationship between citizens and their elected representatives

Mongolia has made a series of attempts to increase transparency of public institutions, reverse the culture of secrecy and promote people's participation in governance. After years of civil-society lobbying, the Right to Information Law was adopted in June 2011. The new Law on the Right to Information is likely to make a breakthrough in people's participation. It is also considered an essential condition for more ethical and accountable state-society relationships. Although the Law is in force since June 2011, much awareness raising remains to be done and regulations and procedures need to be developed at the level of the ministries and agencies to ensure its effectiveness. Civil servants need to be trained on the law and these new procedures.

At the level of the parliament, a new Standing Committee on Petitions was established to bridge the gap between the Parliament and the people. It is also expected that the committee could become a role model for the local Hurals. However, the Committee currently has very limited resources and is not fully operationalized. The Chairperson on the Standing Committee on Petitions has requested UNDP support to help the Committee deliver on its mandate. By combining the Right to Information Law and the Law on Solutions of the Citizens' Applications and Complains to the State Organizations, the Standing Committee on Petitions would provide a good opportunity to enhance transparency, accountability, and integrity in the public service.

1. **Support capacity development of the Standing Committee on Petitions to advance people's participation in public affairs**. To establish a baseline, the project will help the SC in conducting a study on barriers to people's access and interaction with the Parliament. The projects will also assist the Standing Committee in developing procedures for its day-to-day operations, regulating the submission and handling of petitions and monitoring follow up with relevant public agencies. Given limited resources and staff, a preliminary agreement was reached with the Law School in the National University of Mongolia to deploy Law students who will work for the Petitions committee on an interim basis. An MOU will be signed with the University and students will be requested to sign an oath of non-disclosure of any information obtained in the execution of their functions at the Parliament. Banking on the experiences of the Standing Committee for Petitions the project will collaborate with the Local Governance project to explore the option of establishing similar petition committees/units at the level of the Soum and Aimag Hurals.

2. **Support implementation of the Right to Information Law**. The project will support monitoring and evaluation, based on which, an action plan for effective implementation of the law will be developed. This may cover preparing manuals, training and awareness raising (with

the public service, civil society and the private sector) on the right to gain access to information. More specifically, the project will assist in developing draft regulations on "classified information" and support selected sectors on a pilot basis in developing detailed procedures for their staff to support application of the Right to Information law. The project will collaborate with relevant NGOs and the Local Governance project in rolling out that training at the level of the local governments and hurals.

3. **Outreach of the Parliament and its members to their constituencies.** The project will deploy the means to support interaction between elected representatives and their voters, including interactive websites, establishment public communication centres in Governors' Offices in aimags and districts allowing a space for citizens to interact with members of parliament and citizens' representative hurals. For this purpose, UNDP and the Parliament Secretariat will seek the ways to revitalize the Parliamentary Advocacy Centres that were established under the previous UNDP project "Parliamentary Support for Democratic Governance", using the existing resources such as Citizens' Halls and personal representatives of MPs in local constituencies.

This output of the project is expected to result in a better informed citizenry and better interaction between citizens and their elected representatives in the national parliament and local hurals. At the same time, the project will help on-the-job development of young law school students, allowing the Standing Committee to deliver on its mandate and students to gain practical on-the-job knowledge on the working of democratic institutions in Mongolia.

Output 4: Improved UNCAC implementation

The UNCAC "Country Review Report of Mongolia" issued by the UNODC Secretariat in Vienna (review cycle 2010-2011, Chapter III- Criminalization and Law Enforcement, Chapter IV-International Cooperation), provides very practical recommendations to enhance Mongolia's compliance with international standards under the UNCAC. With support from UNDP and UNODC, the SCLA convened the first stakeholders' consultation meeting in January 2013 which discussed a draft plan of actions by the Government of Mongolia to implement these recommendations. The new government approved a list of laws to be reviewed during its tenure, including the Anti-Corruption Law (2006), the Criminal Law and the Criminal Procedure Law. The government is also working on a new national anti-corruption strategy. It is important that revisions of these laws and strategies take into account the findings of the UNCAC review process and are done on the basis of a solid policy analysis and consultative process. For example, considering citizens' perceptions of corruption in the political sphere, the revision of the law on Political Parties and Political Finance is a crucial reform for enhancing integrity in the public sphere and for tackling corruption at its roots.

Efforts to promote ethics and integrity in the public service are now essentially concentrated on the implementation of the new Conflict of Interest Law. Given limited planning, implementation of that Law appears to be challenging and there are already some calls for amendments. Other development partners in particular CIDA and Asia Foundation are active but there is ample need for additional training and awareness raising. This training could also be targeting the local hurals, hence working with the Local Governance project.

Finally, corruption cases under investigation are increasingly leading to the identification of stolen assets in jurisdictions outside Mongolia. The IAAC is now for the first time confronted with such

complex cases, involving international requests for mutual legal assistance and asset recovery. Training is urgently required to assist the IAAC and the Central Authority in the Ministry of Justice to develop the required capacity to deal with these types of cases effectively.

1. **Support the UNCAC review and its implementation.** The UNDP project will assist the Legal Standing Committee with organising stakeholders' dialogue on the recommendations from the UNCAC review and further revisions of the national legislation. The project will mobilise necessary expertise as needed, and share best practices in this regard. The project will provide support to the IAAC, as appropriate, to finalize and implement the new national anti-corruption strategy, in line with UNCAC requirements and best practices from the Asian region. Moreover, UNDP will support further self-assessment of UNCAC Chapters II (Preventive Measures) and V (Asset Recovery), as per the requirements of the UNCAC Review Mechanism. The next cycle of review of these chapters will start in 2015.

2. **Support implementation of the Conflict of Interests Law.** The project will support monitoring and evaluation of implementation of the law, the production of a series of training videos, in collaboration with pilot agencies and Ministries and customised for specific agencies or sectors, taking into account relevant codes, policies, laws and practices, and other reference materials. A separate project on public ethics will be developed with the aim to roll-out this type of training in other public organizations, which shall be implemented by the Civil Service Commission and IAAC. UNDP will mobilise resources form other sources to implement this project.

3. **Provide access to relevant expertise on asset recovery and mutual legal assistance.** UNDP will provide relevant capacity building support to the IAAC and the Ministry of Justice on asset recovery and mutual legal assistance. UNDP will mobilise specialized expertise support from the UNODC and the Stolen Asset Recovery initiative of the World Bank/UNODC (StAR Initiative).

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:
- Enabling environment created to promote transparency, accountability and ethics in public organizations.

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:
Indicator: Relative values of corruption perceptions index
Baseline: Mongolia ranks 94 out of 176 countries in the world (Transparency International 2012), MDG9 Target 24-10: Index of corruption 0.64 (2009)
Target: CPI/Transparency ranking moved ahead (2016); MDG9 target - maintain the positive trend on the Index of Corruption

Applicable Key Result Area (from 2008-13 Strategic Plan):
Partnership Strategy: Partnerships to be forged with the State Great Hural of Mongolia and its Standing Committees on State Structure (SCSS), Legal Affairs (SCLA) and Petitions, the President's Office (PO), Independent Authority Against Corruption (IAAC), Civil Service Commission (CSC), the Cabinet Secretariat (CS) and the Ministry of Justice (MoJ) of Mongolia.

Project title and ID (ATLAS Award ID): Support to Participatory Legislative Processes

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS (US$)
Output 1: Comprehensive review and assessment of 20 years of institutional development to advance democracy and state building in Mongolia Baseline: - No analysis of 20 years of state structure reform in Mongolia Indicator(s): - Analytical study conducted through consultative processes	Targets (2013) - Study on evolution of Democratic Institutions in Mongolia and recommendations for future reforms Targets (2014) - Finalize the study and consensus is reached on the constitutional and institutional reforms	**Study on Democratic Governance Institutions (1992-2012): Lessons Learned and Proposals for Reform**	SCSS President's Office	
		Develop methodology for the study and have consultation	UNDP	Subcontract
		Recruit national and international consultants	UNDP	Subcontract
		Undertake the study and validate the findings	SCSS/PO	Workshop
		Organise consultations and public hearings	SCSS/PO	Workshop
		Publish and disseminate the study	Project	Procurement
		Prepare recommendations for constitutional and institutional reform to advance democracy and state building in Mongolia	SCSS	Subcontract
Subtotal				80.000
*To be mobilized				20.000

Outputs / Baseline / Indicators	Targets	Activities	Parliament Secretariat/SCLA	
Output 2: Consultative policy support for state structuring and legislative drafting Baseline: - No standard process for legal drafting - No ex-ante policy analysis and impact assessment of laws that have profound impact on state structure Indicator(s): - Procedures available for legislative drafting - Number of policy studies in support of legislative drafting	Targets (2013) - Law on Legislative Drafting approved after stakeholder dialogues Targets (2014-2016) - Legislative drafting process monitored in accordance with procedural standards - Rationalized structure of the Parliament Secretariat in line with requirements of legislative drafting - Proposals for institutional reform of the State structures are developed based on ex-ante policy analysis and debated in a transparent and consultative manner.	**1. Support the development of procedures for legislative drafting**	Parliament Secretariat/SCLA	
		Expert support to review of the existing laws related to legislative drafting and submission	Parl. Sec	Subcontract
		Learn from international comparative experience and best practice in legislative drafting	UNDP	Training
		Develop communication and implementation plan	MoJ	Subcontract, Workshop, training
		Consultation on draft amendments and implementation plan of laws related to legislative drafting and submission		
		Training and awareness raising about the new laws and procedures		
		Develop and implement procedures for public hearings, submissions by citizens and CSOs, public consultations on draft policies and laws	Parl. Sec	Subcontract
		2. Ex-ante policy analysis, impact assessments and research for selected laws on state structure (Law on public service, elections, political parties and political finance, anti-corruption).	**SCSS, SCLA** C SC, PO, CS, IAAC	
		Impact assessment of reforms proposed in draft law and comparative research		Subcontract
		Expert inputs in ex-ante policy analysis and policy options and discussion papers		Subcontract
		Stakeholder dialogues and consultations on selected draft policies/laws		Workshop
Subtotal				150.000
*To be mobilized				60.000
Output 3: Improved relationship between parliament and citizens Baseline: - Little awareness and little use of the (new) Right to Information Law	Target (2013) - Study on Citizen's Access to Parliament – recommendations - Monitoring of implementation of the R2I law – action plan - Public communication strategy	**1. Capacity Development of the Petitions Committee for enhanced citizen participation in parliament**	Petitions Standing Committee	
		Study on restrictions of access by citizens to the State Great Hural	PSC	Subcontract
		Proposals for amendment of rules and	PSC	Subcontract

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Baseline / Indicators	Targets	Activities	Responsible	Type
- Restricted access for citizens to parliament.	of the Parliament	procedures for enhanced citizen participation in parliament		
- Procedures for operations of the SC on Petitions approved in Jan 2013.	Target (2014)	Comparative research and experiences of similar petitions committees	UNDP	Training
- UNDP supported establishment of parliamentary advocacy centres in aimags and districts in 2005, many of them are non-functional	- First Annual Report of the SC on Petitions	MOU with University Law School for ongoing internships	MNU	
- New TV channels opened to broadcast plenary sessions live	- Manual on implementation of the R2I Law	Regular reports on citizens' petitions to inform policy making and future reforms	PSC	
	- Regulations on classified information	**2. Support implementation of the Right to Information Law**	PSC	
Indicator(s):	- At least 3 ministries issued procedures to support implementation of the R2I Law	Conduct a survey and monitoring of implementation of the law and prepare a report on the status of implementation		Subcontract
- Regular use of the Right to Information Law by citizens	- Establish public communication centres in aimags and districts	Information campaign on the law		
- Revised rules and procedures for citizens' access to parliament	Targets (2015-2016)	Materials prepared to support implementation (manual, ministerial guidelines, regulations on what is to be considered classified information)		Subcontract
- Capacity of the Petitions Standing Committee to deal with complaints of citizens	- Annual Report of the SC on Petitions	Training on Right to Information policy and practices for civil servants at central and local levels		Training
- Increased channels of communication between parliament and citizens.	- Training conducted on the R2I law	Comparative research and experiences (India, South Africa, etc)	UNDP	Training
	- Local training sessions, public hearings conducted in public communication centres.	**3. Outreach of the Parliament and its members to their constituencies**	**Parliament Secretariat**	
		Develop public communication strategy of the Parliament		
		Establish and operationalize public communication centres in aimags and districts		
		Organize local training sessions, public discussions, hearings and seminars		
		Involve local media and elected officials in advocacy work relating to parliamentary activity		Subcontract, Workshop, training
		Improve parliamentary website according to the international standards (content development and maintenance)		

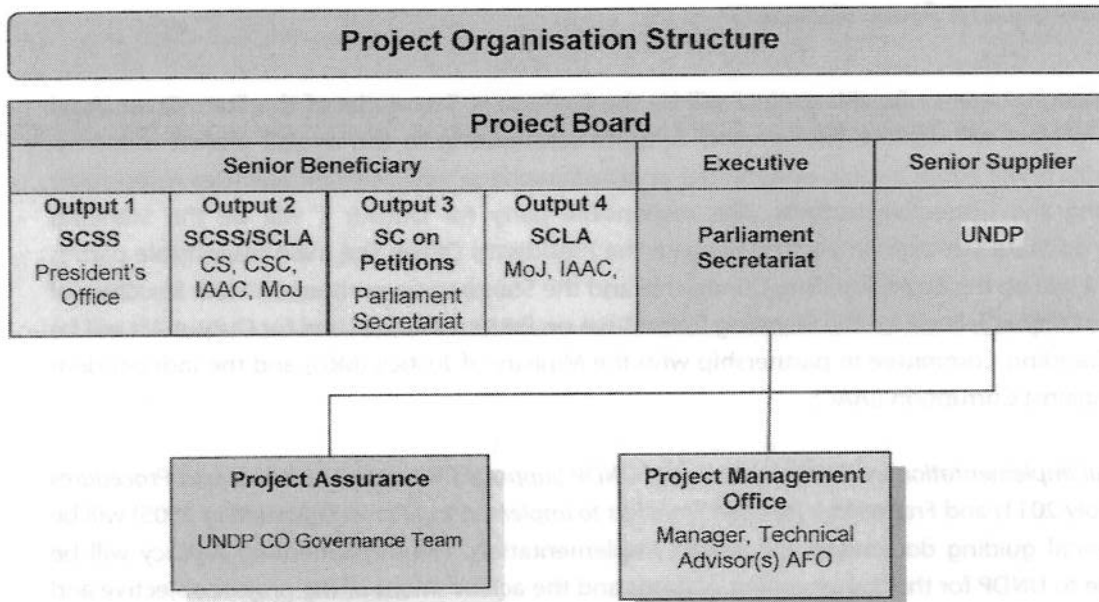|			
Subtotal			250.000
*To be mobilized			120.000
Output 4: Improved UNCAC implementation	1.Support UNCAC Review and Implementation	SCLA Partners: UNODC, WB StAR initiative, Asia Foundation	
Baseline: - Chapters III and IV of UNCAC reviewed and the Country Review Report available. - Absence of National Anti-Corruption Strategy	National Consultation on the UNCAC Country Review Report	SCLA	Workshop 5.000
	Expert analysis and inputs into the AC Law, Criminal Code, Criminal Procedure Code (etc.) legislative review process taking into account the UNCAC Review recommendations	UNDP	Subcontract 5.000
Indicators: - New laws taking into account the UNCAC Country Review Report recommendations - New National Anti-Corruption Strategy	Support the development and implementation of the new national anti-corruption strategy.	IAAC	Subcontract, workshop 20.000
Targets (2013) - Stakeholder discussion on UNCAC country review report - New Anti-Corruption Strategy	Support regular review of implementation of UNCAC, incl. Self-Assessment on Chapters II & V	IAAC	Subcontract 20.000
Targets (2014) - Analysis of implementation of the COI law - Policy study and stakeholder dialogues in support of revising the Anti-corruption law	2. Support implementation of conflict of interest law		
	Analysis of implementation of the COI	SCLA	Subcontract 10.000
Target (2015-2016) - UNCAC Self-assessment on chapters II and V - Adaptation and updating of training materials customised for specific agencies and/or focusing on relevant codes, policies , laws and practices	Adaptation and development for specific agencies/ministries and/or focusing on specific laws, codes, practices	SCLA	Subcontract 15.000
	3. Enhanced capacity for asset recovery and law enforcement		
	Training and expertise support for IAAC and Central Authority (MoJ) on international asset recovery	IAAC, MoJ	Subcontract 25.000
Subtotal			100.000
Policy support and management costs			170.000 (*50.000)
Total project budget			750.000
*Additional funding to be mobilized			250.000

ANNUAL WORK PLAN

Year: 2013

EXPECTED OUTPUTS And baseline, indicators including annual targets	PLANNED ACTIVITIES List activity results and associated actions	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
Output 1 *Baseline:* *Indicators:* *Targets:* *Related CP outcome:*	1. Activity Result -Activity action -Activity action								
	2. Activity Result -Activity action -Activity action								
	3. Activity Result - Activity action - Activity action								
	4. Activity Result -Activity action -Activity action								
Output 2 *Baseline:* *Indicators:* *Targets:* *Related CP outcome:*	1. Activity Result -Activity action -Activity action								
	2. Activity Result -Activity action -Activity action								
Output 3 *Baseline:* *Indicators:* *Targets:* *Related CP outcome:*									
TOTAL									

IV.   MANAGEMENT ARRANGEMENTS

The implementing agency for this project will be the Parliament Secretariat of the State Great Hural (SGH). The project will achieve four parallel outputs contributing to the overall project outcome. Consequently, it will adopt a multi-stakeholder approach working with relevant agencies responsible for delivering the respective outputs. The responsible party for Output 1 will be the Standing Committee on State Structure in partnership with the President's Office. The main responsible parties for Output 2 will be the Legal Standing Committee and the Standing Committee on State Structure of the SGH; for Output 3, it will be the Standing Committee on Petitions of SGH and for Output 4 it will be the Legal Standing Committee in partnership with the Ministry of Justice (MoJ) and the Independent Authority Against Corruption (IAAC).

The National Implementation by the Government of UNDP Supported Projects: Guidelines and Procedures (issued in July 2011) and *Framework for Cash Transfers to Implementing Partners* (issued in 2005) will be used as overall guiding documents for project implementation. The Implementing Agency will be accountable to UNDP for the disbursement of funds and the achievement of the project objective and outcomes, according to the approved work plan. In particular, the Implementing Agency will be responsible for the following functions: (i) coordinating activities to ensure the delivery of agreed outcomes; (ii) certifying expenditures in line with approved budgets and work-plans; (iii) facilitating, monitoring and reporting on the procurement of inputs and delivery of outputs; (iv) approval of Terms of Reference for consultants and tender documents for sub-contracted inputs; and (vi) reporting to UNDP on project delivery and impact.

The overall programme management structure of the project is shown below (see PPT).

Project Organisation Structure

Project Board					
Senior Beneficiary				Executive	Senior Supplier
Output 1 SCSS President's Office	Output 2 SCSS/SCLA CS, CSC, IAAC, MoJ	Output 3 SC on Petitions Parliament Secretariat	Output 4 SCLA MoJ, IAAC,	Parliament Secretariat	UNDP

Project Assurance	Project Management Office
UNDP CO Governance Team	Manager, Technical Advisor(s) AFO

The Project Board. The Project Board (PB) has the responsibility to supervise and monitor the project delivery according to the annual work plan and project document. The PB is chaired by the project executive and is also composed of the project suppliers and beneficiaries. The PB will meet at least every 6 months. The PB is responsible for making executive management decisions, including approval of work plans, budget plans and project revisions. Specifically the PB will be responsible for: (i) achieving co-ordination among the various government agencies; (ii) guiding the program implementation process to ensure alignment with national and local development priorities and sustainable resource use; (iii) overseeing the work being carried out by the implementation units, monitoring progress and approving reports; (iv) overseeing the financial management and production of financial reports; and (v) monitor the effectiveness of project implementation.

The Board will be chaired by the **project executives**: the General Secretary of the Parliament Secretariat and the UNDP Resident Representative who will both co-chair the Board meetings. The project executives will be responsible for overall guidance and direction of the project, overseeing delivery of the project and deciding on corrective action for Board consideration as needed.

Beneficiaries will include the Standing Committees of State-Structure, Legal affairs and Petitions, the President's Office, the Cabinet Secretariat, the Ministry of Justice, the IAAC and the Civil Service Council. Project beneficiaries are responsible for Co-ownership of the project from a user (stakeholder) viewpoint, ensuring the realization of the project results from the perspective of the beneficiaries, attending Project Executive Board meetings and reviews, reviewing exception reports and exception plans and recommending corrective action when required.

UNDP as well as potential donors will be the **Senior Supplier**(s) of the project, responsible for ensuring regular supply of resources to ensure the effective operations of the project, providing guidance and technical advice, as needed, also by using UNDP and donor's global and regional expertise, reviewing exception reports and exception plans and recommending corrective action when required.

The role of the **Project Manager** will be to: (i) ensure the overall project management and monitoring according to NIM guidelines; (ii) facilitate communication and networking among key stakeholders; (iii) organize the meetings of the PB; and (iv) support stakeholders. The Project Manager has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board and is responsible for day-to-day management and decision making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. Responsibilities include the preparation of progress reports which are to be submitted to the members of the Project Board. The Project Manager will also coordinate directly with UNDP. A monthly meeting between UNDP and the project management team will be held to regularly monitor the planned activities and their corresponding budgets in the project's Annual Work Plan (AWP). Where necessary, project Coordinator(s)/Professional Support Officer(s) may be recruited by the Implementing Agency to assist the Project Manager in running day-to-day activities. All project team members, including Administrative Finance Officer and driver are UNDP contract holders.

The Project Assurance. The Project Assurance function will be performed by UNDP's Democratic Governance team. The function supports the Project Board by carrying out objective and independent project oversight and monitoring functions, spot-check/audit/quality review of deliverables and outputs and exercising appropriate authority over transactions. The manager ensures project management milestones are managed and completed. Project Assurance has to be independent of the Project Manager; therefore the Project Board cannot delegate any of its assurance responsibilities to the Project Manager.

V.   MONITORING FRAMEWORK AND EVALUATION

Please refer to the Deliverable Description to complete this component of the template.
Suggested text to be adapted to project context

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

End of project

- **Terminal report.** In the last quarter of the project implementation, Project Terminal Report will be prepared by the Project Manager and submitted to the Project Board.
- **Project evaluation.** In the last quarter of the project implementation, an independent project evaluation will be conducted.
- **Audit.** The project will be audited at least once during its lifetime.

VI.   LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP in January 2012 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.

This project will be implemented by the Parliament Secretariat, the State Great Hural of Mongolia (Implementing Agency). Consistent with the Article III of the SBAA, the responsibility for the safety and security of the Implementing Partner and its personnel and property, and of UNDP's property in the Implementing Partner's custody, rests with the Implementing Partner. To this end, 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 implementing partner'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 the Implementing Partner's obligations under this Project Document.

The Implementing Partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under/further to this Project Document".

VII. RISK ANALYSIS

#	Description	Date Identified	Type	Impact & Probability	Counter measures/ Management response	Owner	Submitted, updated by	Last Update	Status
1	A comprehensive review of the state of democracy and its institutions in Mongolia could be part of a political agenda. UNDP could be linked to the political agenda of parties/individuals	October 2012		Modest	UNDP will ensure that the study involves multi-stakeholders including opposition parties, representatives from government, CSOs and private sector.				
2	The Government has an ambitious programme and is rushing with its implementation, leaving little space for policy analysis and consultation	October 2012		High	UNDP will essentially work with the Standing Committees of the SGH				
3	The government has requested different development partners for assistance on similar topics hence creating a risk of duplication of efforts and resources.	October 2012		Low	UNDP will coordinate its activities with donors working in the same area.				
4	The scope of the project, comprehensive but logical, could become meaningless if not enough resources are mobilised.	October 2012		High	Resources will be mobilized from development partners.				