



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
DEMOCRACY FUND
Contract NO.PD:C0110/10**

EVALUATION REPORT



UDF-MON-08-258 – Towards a better electoral process in Mongolia

Date: 21 May 2013

Acknowledgements

The evaluators would like to thank all of those who took the time to provide their expertise and insight on the issues of civic education and the electoral processes in Mongolia, and on the implementation of the project *Towards a better electoral process in Mongolia*. In particular, the management and staff of the Women for Social Progress and Voter Education Center for their generous logistical support and warm hospitality.

All errors and omissions remain the responsibility of the authors.

Disclaimer

The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

Authors

This report was written by Sue Nelson and Jargalan Avkhia. Landis McKellar, the Evaluation Team Leader, provided editorial and methodological advice and quality assurance. Ms. Aurélie Ferreira was Evaluation Manager and Mr. Eric Tourres Project Director at Transtec.

I. Executive Summary

(i) Project Data

The *Towards a better electoral process in Mongolia* project sought to strengthen the electoral system and civic participation in Mongolia by raising the level of voter education and public awareness on democratic institutions and processes. Its main objectives were to: 1) prepare a voter education high school curriculum; 2) establish a network of volunteers able to train on voter right issues; 3) improve the skills of key officials involved with elections; and 4) implement a public awareness campaign for voters for the elections in 2012. Its intended outcomes were to have: its voter education curriculum adopted by the Ministry of Education as part of the national school curriculum; trained observers and officials ready for the 2012 elections; and, a more knowledgeable public on voter issues.

This was a two-year USD 300,000 project (1 December 2009 - 30 November 2011). It was implemented by the Women for Social Progress (WSP) and the Voter Education Centre (VEC) based in the capital of Mongolia, Ulaanbaatar. Its intended activities were to:

- x Revise the civic education curriculum and develop a new textbook;
- x Test this new curriculum in five provinces and two schools in Ulaanbaatar;
- x Lobby key officials to adopt the new curriculum into the national curriculum; and,
- x Develop a training package for domestic observation and train trainers from universities to deliver observer training for the 2012 elections.

(ii) Evaluation Findings

The project activities and objectives were directly **relevant** to the objectives of the project and in line with the needs and priorities to strengthen civic participation and the electoral system in Mongolia. The problems surrounding the 2008 elections had led to violence and alarmed Mongolian society. The project addressed these issues by working to improve the understanding of citizens and key actors, such as the police and judges, on the basics of a free and fair process and the resolution of related disputes. This work was also directly

WSP developed synergies with other organizations working on issues of voter participation, such as the International Republican Institute (IRI), to expand its programmatic activities. It used its national network of provincial offices to deliver its training in an **efficient** and decentralized manner, intended to use them to start a cascading natured-training and exchange of information. It reused and repackaged its training materials for its work with the police and media, and tailored it to their needs. As an example, it made a pocket sized handbook to fit in the pocket of a police officer ¶ V X Q and made an audio tape which they thought the police could to listen to in their patrol cars. Their translation and dissemination of international standards and examples of best practices in electoral justice seemed to be a good investment as the costs were minimal and the handbook was being used by the political and legal actors interviewed for this evaluation.

The extent of the S U R M o d e l is unknown. WSP did not do a before/after baseline that

however its design was too ambitious for the means, and certain elements were only marginally touched. This included the training for police, judges and media, and the trainer-of-trainer (TOT) aspect of observation training. The loss of focus on TOT for observation, limited the effectiveness of the training, especially for the justice sector as the norms for electoral justice and the resolution of electoral complaints are still evolving in Mongolia.

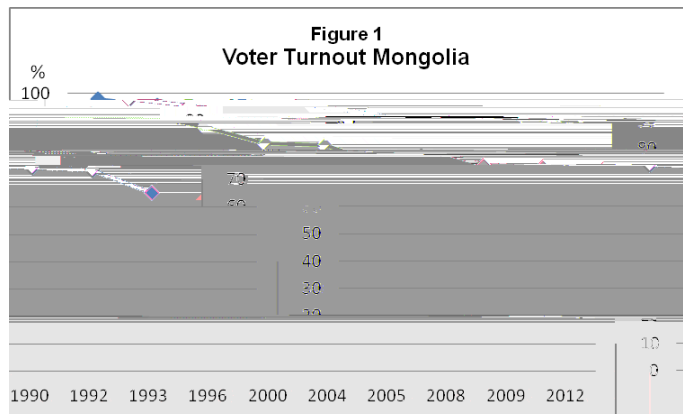
The electoral cycle nature of the project helped to maintain civil society and key actor focus on the issues that needed addressing in the interim period between the elections, when there is time for discussion, capacity building and electoral reforms. Most of its training was basic information because the legal framework for those elections had not yet been adopted. This more generic content was appropriate for these elections given the problems in 2008 and the importance of not repeating them for

II. Introduction and development context

(i) The project and evaluation objectives

The *Towards a better electoral process in Mongolia* project was a two-year USD 300,000 project implemented by the Women for Social Progress and the Voter Education Centre which was an off-shoot of WSP but which used the same staff. USD 25,000 of this was retained by UNDEF for monitoring and evaluation purposes. The project ran from 1 December 2009 to 30 November 2011. Its main objectives were

f



III. Project strategy

(i) Project approach and strategy

With this project, WSP intended to strengthen the electoral syste

the structure of government, role of the president, and election related issues such as0(d)-2.(l)]TJETBT/F

(ii) Logical framework

DEVELOPING A HIGH SCHOOL VOTER EDUCATION CURRICULUM

**xDevelop and test
textbook and
curriculum**

xCurriculum piloted in 5
provinces, 2 capital schools
xNew voter education
textbook developed

Improved high school civics
course content
More knowledgeable youth
and first time voters

More involved and aware
citizens in democratic
systems

The police training did use the trainer-of-trainer approach which was appropriate both in terms of its methodology and for an instruction-driven organization. WSP combined its training module with those of Amnesty International and the Mongolian Human Rights Commission which were intending similar courses, By training 25 police trainers at the police training department (1 day), those trainers replicated this at the unit level with their focal points, who in turn trained all of their officers assigned to election security and the polling sites.¹¹ At the unit level, the project content was merged into the broader three-day training provided to all officers on election security and operations. WSP felt this had been effective as their training highlighted the role of the police in protecting citizens and the integrity of the process during the elections, and not just the polling station locations and the ruling party, which was the perception arising from the 2008 experience. There were no major incidents in the 2012 elections related to the police, but attributing this to the project other efforts is not possible due to the lack of data and the number of other factors present. The extent of use of the pocket manual and audio tape is unknown as this was also not tracked.

Translating the IDEA handbook into Mongolian was definitely a good and cost-effective investment. Undertaking a more in-depth effort with the judges might have also overstretched the project and capacity given all of the other efforts it was undertaking for this and other projects. However, there was also a judicial training institute for in-service training, which might have been a potential partner for this effort as was done with the police.

(iii) Efficiency

The project ife

- x Getting agreement from media stations to re-air paid for programming for free. For

The impact of the work on the school curriculum is the most visible since the Ministry of Education is adopting the project-funded content. In other areas, much of the work was completed well-before the elections were held and subsequent work was done by WSP and others, so attributing results, such as the lack of elections-related violence and the quality of election observation, to this project is difficult. However, from information provided in the project reports and the anecdotal information provided in interviews, it is likely that this project resulted in:

- x More engaged social science teachers and students in the pilot schools on the issues of civic and voter education, and increased student interest in participating in civic/political life. As an example, several of the youth interviewed in a pilot school who were taught by project trained teachers expressed interest in becoming president of Mongolia, including some of the girls.

- x More substantial civic education classes in the fu3 595.7 Tm

Voters in Chingeltei District

WSP Photo

to hear these cases.

(v) Sustainability

Many of the improvements that the project contributed to are likely to be sustained. The voter education module for high schools civics is expected to become integrated into the new curriculum starting with the 2014-2015 school year. This is because the S U R I B (H 2 B 9 (2 0 0 8 (i) - 3 (g) 1 0 () 4 0 (c) - 1 5 (t) - 1 1 (e) - 3 (y) 1 6 () - 1 8 9 (2 f - 1 1 (e)



Students participating in pilot WSP Photo

WSP in 2010

WSP Photo

V. Conclusions

Based on the evaluation findings, the team concludes:

(i) The project was done by the right organization at the right time . WSP had the vision to develop this project, the institutional experience and credibility needed for access to key actors and institutions, a provincial network that gave it a nationwide reach, and the internal capacity to manage a project of this magnitude. This conclusion follows from findings (i), (ii), (iii), and (v).

(ii) The project was too ambitious for its timeframe and means . The project accomplished its list of tasks, however its design was ambitious and certain elements were only marginally touched. This included the training for police, judges and media, and the trainer-of-trainer aspect of the observation training. 7 K L V O L P L W H G W K H S U R M H F reach and effectiveness. This conclusion follows from findings (ii), (iii) and (iv).

(iii) The electoral cycle nature of the project was appropriate, and helped to maintain civil society and key actor focus on the need to improve the electoral system and increase voter understanding in the interim time between the elections when there is time for discussion, capacity building and to make needed reforms. However, this work was more generic in nature because the electoral law was not completed. This was appropriate for 2012 because of the problems in 2008, but future training and awareness raising

(vii) First time UNDEF grantees should be given a virtual induction training on administrative procedures, including the possibility of time extensions and the

Annex 2: Documents Reviewed:

Civicus, *State of Civil Society in Mongolia (2004-2005)*, *Civicus Civil Society Index Report for Mongolia*, 2006

Government of Mongolia, *The General Elections Commission*, 2012

International IDEA, *Electoral Justice Handbook*, 2010

International IDEA with the University of Essex, Human Rights Centre, *State of Democracy in Mongolia, A Desk Study*, 2005

International IDEA, *Voter turnout data for Mongolia*, <http://www.idea.int/vt/countryview.cfm?CountryCode=MN>

International Republican Institute, *Mongolian Civil Society Observes Elections for the First Time*, July 3, 2012, <http://www.iri.org/news-events-press-center/news/mongolian-civil-society-observes-elections-first-time>

International Republican Institute, *Mongolia Parliamentary Elections, June 29, 2008, Election Observation Mission Final Report*, 2008

The Asia Foundation, *Mongolia Presidential Election Observation Report*, 2009

The Asia Foundation, *Mongolia, Voter Education Survey, A Research Report* 2009

UNDP, *Support to Electoral Processes in Mongolia, Project Document*, 2007

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Project Document*, September 2009

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Mid-Term/Annual Progress Report*, December 2010

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Final Project Narrative Report*, 14 June 2012

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Milestone Verification Mission Report No. 3, 11 April 2011*

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Milestone Verification Mission Report No. 2, 29 October 2010*

UDF-MON-08-258, *Towards a better electoral process in Mongolia Police Handbook*

UDF-MON-08-258, *Towards a better electoral process in Mongolia, Observer Handbook*

USAID, *Democracy and Governance Assessment, Mongolia*, 2010

USAID, *Request for Applications: USAID-Mongolia-RFA-438-11-000001-Citizen Engagement and Elections Project*, 2011

Women for Social Progress website, <http://www.wsp.mn/>

Women for Social Progress, *Voter Education Test Training Agenda*, Undated

Women for Social Progress, *Voter Education Training Curriculum*, Undated

Annex 3: Persons Interviewed

31 March 2013	
Arrival international consultant in Mongolia	
1 April 2013	
Oyuntuya Sumya Bumaa Raᠯᠠᠭ	Director, WSP and Voter Education Center

Pharida	Student, 11 th Grade
Ankhiluun	Student, 11 th Grade
3 April 2013	
Sodnomtseren Choinzon	Chairman and Commissioner, General Election Commission of Mongolia
Altanjargal Batnyam	Secretary General and Commissioner, General Election Commission of Mongolia
Unurtsetseg Tsedev	Officer, Division of Information, Research and Methodology, General Election Commission of Mongolia
Barkhas Losolruren	Governance Section, UNDP Mongolia
Badarch Khandsuren	'LUHFWRU RI &LWL]HQ¶V 3DUW 'HSDUWPHQW &LWL]HQ¶V 5HS Khan-Uul District, Ulaanbaatar City
Oyuntuya Sumya	Director, WSP
Munkhnaran Avirmed	Officer, WSP
Enkhtuya Purevjav	Finance Officer, WSP
4 April 2013	
Erdenechimeg Luvsan	Member of Parliament, Parliament, Democratic Party
Buyantugs Purev Sukhbaatar Jamaynkhorloo	Assistant to L. Erdenechimeg (MP)

Annex 4 : Acronyms

GEC	General Elections Commission
IRI	International Republican Institute
NGO	Non-Governmental Organization
TAF	The Asia Foundation
TI	Transparency International
TOT	Trainer-of-Trainer
UNDEF	United Nations Democracy Fund
UNDP	United Nations Development Fund
USAID	U.S. Agency for International Development
USD	U.S. Dollar
VEC	Voters Education Center
WSP	Women for Social Progress