

# IMPROVING INFORMATION TRANSPARENCY OF ELECTION TURNOUT (VOTER REGISTRATION)

ULAANBAATAR, MONGOLIA  
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## FOREWORD

LEAD Alumni Association is a non-profit organization comprised of alumni of the Leaders Advancing Democracy (LEAD) Mongolia program that aims at strengthening democratic values and contributing to equal participation of citizens and creating an inclusive society.

We implemented several projects and programs to improve understanding, knowledge, and participation of election among youth. One of the highlights of past programs is the “Election Data Hackathon” co-organized with The Asia Foundation. The data hackathon competition held in May 2020 brought young participants between 18-35 years old. It is designed to improve youth understanding and knowledge about the election and increasing election participation.

As a result of the competition, many initiatives were proposed by the participants with the purpose of increasing election participation among youth. One of the successful cases is to **deliver election turnout data innovatively and on a real-time basis to the general public and advocating a message to increase election participation of the public including the young population**. With the cooperation of the General Elections Commission of Mongolia and [www.ikon.mn](http://www.ikon.mn) website, the winning team’s idea to display the 2020 Parliamentary election voter turnout data categorized by age groups had been implemented on the voting day for the first time in Mongolia.

However, it was challenging to compare 2020 election data by criteria against previous election data. Because **the voter turnout categorized data was not available from elections in the past. Moreover, the election data was not transparent with low accessibility and official sources were not clear**. Therefore, the research team decided to implement activities to increase the transparency of election voter turnout by resolving uncertainties, improving accessibility and transparency of data as well as monitoring the various types of campaigns dedicated to increasing election turnout and participation.

During the process of studying election turnout data, the research team found out the necessity to improve the voter registration system and developed relevant recommendations.

The project team would like to convey their sincere appreciation towards The Asia Foundation, advisors, researchers, organizations, and individuals who contributed their valuable time and knowledge. We strongly believe that the research findings and recommendations will contribute to improving the current voter registration system of Mongolia.

If you have any questions or inquiries related to the research report, do not hesitate to contact us at [leadalumniassociation@gmail.com](mailto:leadalumniassociation@gmail.com)

**The Project Team**



## THE RESEARCH ABSTRACT

On voting day of the 2020 Parliament election of Mongolia, with the cooperation of the General Elections Commission of Mongolia and [www.ikon.mn](http://www.ikon.mn) website, LEAD Alumni Association successfully implemented delivering election turnout data innovatively and on real-time basis for the first time in Mongolia. It was a milestone for Mongolia that analyzed and demonstrated which age group is actively participating in the election by segregating election voter turnout data by geographical location, age groups, and their respective percentages. However, the election turnout data was not available to compare using similar criteria and it was uncertain that the data will be shared in an accessible format. Therefore, this research is being conducted as a first step contributing to the transparency of voter turnout data.

During the process of studying election turnout data, the research team found out the necessity to improve the voter registration system and developed relevant recommendations. Therefore, the research is conducted as “Situational analysis on voter registration (election turnout) and recommendations to increase transparency and accessibility”. The research covers the following three core questions and the conclusion and recommendations provided answers for each question. It includes:

### 1. How do other countries manage their voter registration? Which model will be suitable for Mongolia?

Mongolia creates a voter list by using civil registration data as a solution for each election. This mechanism has disadvantages such as doubts of ensuring the rights to vote fully and non-transparent. Therefore, it is crucial to revise relevant laws and legal policy documents in order to introduce a continuous voter registration system that is updated on a regular basis. Creating a continuous voter registration system has several advantages such as enabling elections to be held based on accurate registration of voters and placing voter registration database openly for the public.

### 2. In terms of managing voter registration (creating a voter registration list) and providing information related to voter turnout, how has it been covered in laws and legal documents? Is it serving in an accessible and transparent way?

It is crucial to improve regulation mechanisms in laws, legal documents, and procedures about transparently providing information to the public about voter turnout and voter registration at times of prior, during, and post voting day period. For instance, the legal responsibilities are not clear for which organization will consolidate voter turnout data and provide information about voter turnout progress updates. General Authority for State Registration and General Elections Commission receives information from their respective units. It shows that it is important to avoid duplication of duties and legally assign responsibilities to fill the existing gap. The following separation of responsibilities is recommended: The General Election Commission maintains its main mandate to organize an election. In addition to its current mandate of creating a voter registration list, General Authority for State Registration needs to take responsibility for the consolidation of voter turnout data and announces the voter turnout progress updates, shares raw data to National Statistics Office, update the database, and make it accessible for the general public. Moreover, it is important to ensure technical preparedness to provide hourly updates to the public about voter turnout progress on voting day. For instance, if the voting commences at 08:00 hours, the voter turnout updates should commence from 09:00 hours

3. Is the current modality and model to present voter registration and voter turnout transparent and accessible? Does openly accessible voter turnout information fulfill the requirements of open sources? What sort of analysis can be conducted?

Before voting day, the citizens check the information at their permanent address. On voting day, citizens have a right to check voter turnout and consolidated data of voter turnout after voting day. In other words, this type of information is **relatively transparent**. However, the voter turnout update is too generic, and it is not available to conduct analysis by age group, gender, and geographical location. The data is not available to compare with other types of statistical information. It is **not accessible and does not fulfill open-source requirements**. Therefore,

- Before the election, announcing eligible voters' data by the total number of voters, age group, gender, and geographical location (or by administration unit) both at country and each election constituency level;
- Generate segregated data in age groups of 18-19, 20-24, 25-29, 30-34, 35-39, 40-44, 45-49, 50-54, 55-59, 60-64, 65-69 and over 70 rather than current age groups of 18-25, 26-40, 41-55, over 56. By segregating age groups in a specific way, it will enable to define election participation factors, improve participation for optimal planning and solutions, and compare other statistical indicators from NSO.
- This information should be placed in an open data format that can be recycled and should be regularly updated to be more accurate and complete at regular intervals (once a year and before an election if it is an election year).

Above mentioned data should fulfill requirements such as regeneratable data, placing data in an open-source format, updating on regular basis (once a year for non-election year and before the election for election year), accurately and completely.

The research, conducted between October 2020 to January 2021, analyzed the voter registration data of elections between 1992-2020 as well as regulatory laws and legal acts related to voter registration. Document analysis and legal comparative analysis methods are used for this research.

## ABBREVIATIONS

<b>ODIHR</b>	Office for Democratic institutions and human rights
<b>LoPCCSDCRKhE</b>	The law on the province, capital city, soum, and district elections
<b>MoD</b>	Ministry of Defense
<b>MIA</b>	Mongolian Immigration Agency
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>GO</b>	Governor's office
<b>CRKh</b>	Citizen's Representative's Khural
<b>LoMSGKhE</b>	The law on Mongolian Parliamentary Election
<b>LoMPE</b>	The Law on Mongolian Presidential Election (LoMPE),
<b>GEC</b>	General Elections Commission
<b>VL</b>	Voters List
<b>GASR</b>	General Authority for State Registration
<b>SCM</b>	Supreme Court of Mongolia
<b>SGKh</b>	Parliamentary
<b>NSO</b>	National Statistics Office
<b>GABP</b>	General Authority for Border Protection
<b>NPA</b>	National Police Agency
<b>GEACD</b>	General Executive Agency of Court Decision

## ONE. THE RESEARCH METHODOLOGY

### 1.1 THE RESEARCH BACKGROUND

The election is a process of making a political decision by casting a ballot. Eligible voters defined by law will participate in the election. The registration of voters, the announcement of voters list, the announcement of election turnout rate based on the voters list and the validation of the voter turnout are the actions for protecting the rights to vote.

However, the process related to voter registration is not transparent, inaccessible creating challenges in ensuring information transparency, violating information acquisition, misleading voters, and obstacles to conduct research works.<sup>1</sup>

This situation leads to negative consequences such as mistrust among citizens and politicians about voter registration<sup>2</sup>, skepticism by opponent political parties<sup>3</sup>, transferring permanent address of voters for political purposes (In 2016, a total number of 18,307 voters changed their permanent address and 41% belongs to 4 constituencies of State Parliamentary election)<sup>4</sup>, limiting rights to vote intentionally and unintentionally, and the low acceptance rate of election results among voters.

Therefore, it is a necessity to study voter registration (voter registration list) in Mongolia, transparency of election turnout, legal environment, past practical experiences, and further actions to be taken in the future.

### 1.2 THE RESEARCH OBJECTIVES

The main objective of the research is to define recommendations in order to improve transparency and accessibility of voter registration based on the situational analysis of voter registration (voter turnout rate).

Within the research objective framework, the research team proposed the following questions:

1. How do other countries manage their voter registration? Which model will be suitable for Mongolia?
2. In terms of managing voter registration (creating a voter registration list) and providing information related to voter turnout, how has it been covered in laws and legal documents? Is it serving in an accessible and transparent way? The research covered the timeframe prior to the election, during the election, and post-election day.
3. How well is the coordination and correlation among government organizations that are in charge voter registration (voter registration list)
4. Is the current modality and model to present voter registration and voter turnout transparent and accessible? Does openly accessible voter turnout information fulfill the requirements of open sources? What sort of analysis can be conducted?

By answering the above questions, the research team developed a policy recommendation that includes necessary

<sup>1</sup> The biggest challenges for the participants of "Election data hackathon" is the limited accessibility to information related election.

<sup>2</sup> General Authority for State Registration has no guilt. GASR information. 25 Jun 2012. <http://www.assa.mn/a/3717>

<sup>3</sup> The Democratic Party couldn't protect grassroots votes. Daily newspaper. 04 Dec 2012  
<https://dnn.mn/archive/31666/>

<sup>4</sup> The report of OSCE ODIHR appointed Election Observation commission 29 Jun 2016, Election of Mongolian Parliamentary, [www.osce.org/files/f/documents/2/9/284941.pdf](http://www.osce.org/files/f/documents/2/9/284941.pdf)

actions to be taken to improve the Mongolian voter registration system and the level of transparency and accessibility of the system.

## 1.3 THE RESEARCH SCOPE

### **Timeframe:**

The research team conducted analysis on voter turnout data of Parliamentary election, Presidential election, and election of Citizen's Representatives Khural at province, capital city, soum and district level between 1992-2020. It also covered active laws and legal acts related to voter registration up until 15 January 2021. The data collection period lasts between October 2020 to January 2021.

### **Contents:**

The research team decided to cover and select the study object of election turnout and election registration as a process and as a system starting from generating voter registration lists and announcement of voter turnout. Therefore, the process is analyzed in the following phases concerning transparency and accessibility.

1. Pre-election period process (voter registration/voter registration list, review, resolve issues, updates, and announcement)
2. Election voting day period (Review voter registration/voter registration list, register voters, announce the voter turnout)
3. Post-election period (validation of voter turnout and announce turnout rate information)

## 1.4 THE RESEARCH METHOD

The document analysis and comparative legal methods are used for the research. The research covered the below indicators at the level of "sufficient", "needs improvement" during the period of pre-election, voting day, and post-election.

## TWO. THE RESEARCH FINDINGS

### 2.1 BACKGROUND INFORMATION

- Between 1992-2020, 8 elections of Parliamentary, 7 elections of President, 8 elections of Citizen's representative's Khural were organized in Mongolia.<sup>5</sup>
- The General Elections Commission is the main organizing authority and in charge of planning for and organizing of election.<sup>6</sup> The General Authority for State Registration- central administrative organization- is responsible for registering citizens over 18 years old based on the state registration online database. In other words, it is based on unique biodata (fingerprint).<sup>7</sup>
- By 15 January 2021, 7 laws and 15 procedural (acts) documents in accordance with the laws are active in terms of regulating Mongolian election relations.<sup>8</sup> Among the relevant laws and procedures, active laws within the research objective are The Law on Mongolian Presidential Election (LoMPE), The law on Mongolian Parliamentary Election (LoMSGKhE), The law on the province, the capital city, soum, and district citizen's representative's Khural elections (LoPCCSDCRKhE) and procedures in line with laws such as order no.A/372, A/961 by Head of General Authority for State Registration (GASR), resolution no.46 by General Election Commission (GEC).
- Central administrative organization for citizen's registration-GASR maintains the voter registration based on state-level citizen's registration database. In other words, Mongolia has an active law on registering voters using unique biodata (fingerprint) and data of citizens over 18 years old.<sup>9</sup> During the election, the voter registration list is created. To conclude, the process related to voter registration maintains characteristics of **"creating voter registration list based on citizen's registration data"**. The below citation provides information on how other countries create voter registration lists.

*Three types of voter registration and voter registration list systems are widely used internationally- periodic list, continuous list and civil registry. Each system has strengths and weaknesses. It is recommended to use the best suitable system for the country context.*

1. *Periodic list- it is the simplest system to create a voter list during the election. The list is updated prior to every election cycle. This process is run by efforts of designated state agencies and temporary staff. This system is used in Ghana, Malawi, and Liberia.*
2. *Continuous list system- it's a regularly updated and maintained system. For countries using this system, the state-designated agency must update and maintain the voter list for the duration of all cycles of the election. In order to update the voter list on regular basis, the state-designated agency need to monitor the demographical changes by sharing information with other state organizations including police, tax, and post office. A unique ID number will be provided to each citizen and information will be updated through data-sharing access for each organization. This system is used in countries such as Argentine, Australia, Canada, France, Algeria, Burkina Faso, Chad, Tanzania, and Mozambique.*

<sup>5</sup> Election. NSO. [www.1212.mn](http://www.1212.mn)

<sup>6</sup> The law on state central administration for election 2006. <https://legalinfo.mn/law/details/459?lawid=459>

<sup>7</sup> The law on state registration on citizens 2018. <https://www.legalinfo.mn/law/details/13540?lawid=13540>

<sup>8</sup> List of laws and procedures are written on Annex 1.

<sup>9</sup> The law on state registration on citizens. 2018. <https://www.legalinfo.mn/law/details/13540?lawid=13540>

3. *A civil registry- is a registration system that collects citizen's information such as unique ID numbers, birth dates, address, and gender. The citizen's registration is used for different purposes. One of the examples is utilizing the list for creating a voter list. In this system, the main authorized organization for organizing elections has a low-level of responsibilities or no responsibilities, and the database is provided by the state organization for registration. This system has the weakness of lowering accountability and oversight. The system is used in Denmark, Germany, and Finland.<sup>10</sup>*

It has high importance from the perspective of the research subject on ensuring transparent announcement of information by a government organization in charge of voter registration and turnout information and whether available data fulfills the requirement of open source. After completing data collection and oversight, the state organization places the data on an open-source platform in order to provide accurate and complete information for stakeholders such as government organizations, non-government organizations, and civil society organizations. In Mongolia, the following laws and legal documents are active in the area of ensuring transparency of state data and information:

- Article 3.6.4 of National Security Concept on information accessibility<sup>11</sup>
- The law on information transparency and the right to information<sup>12</sup>
- The law on transparent account<sup>13</sup>
- The state policy on open-source data (2019).

Therefore, the legal environment is created. The data suggests that the public has the right to receive information about voter registration and election turnout information with open-source format. From another perspective, GEC and GASR have a legal responsibility to provide information in an open-source format. (The information about the process of development of open-source data in Mongolia and international practices are covered in Annex 2.)

- *The level of state sharing data to the public is evaluated by "five-star scheme". 1-star level offers post, graphics, or PDF documents on the website. In other words, data processing is not available. For 2-star and above level offers data processing and re-utilization. The crease in the number of stars, increases the possibility to conduct data processing directly. The research team evaluates election turnout information by using the 5-star scheme.*

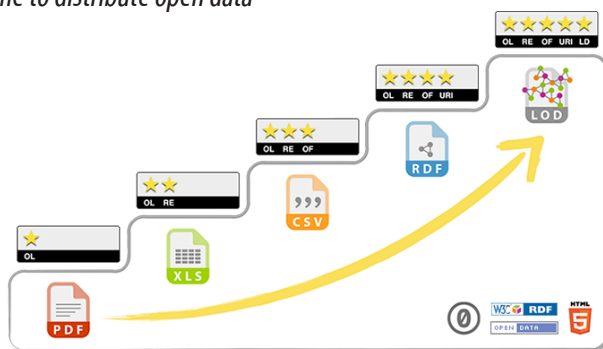
<sup>10</sup> Voter registration. ACE project <https://aceproject.org/ace-en/topics/vr/vra/vra01>

<sup>11</sup> Mongolian National Security concept. 2010. [www.nsc.gov.mn/sites/default/files/National%20Security%20Concept%20of%20Mongolia%20MN.pdf](http://www.nsc.gov.mn/sites/default/files/National%20Security%20Concept%20of%20Mongolia%20MN.pdf)

<sup>12</sup> The law on information transparency and right to information 2011. <https://www.legalinfo.mn/law/details/374>

<sup>13</sup> The law on transparent account. 2014. <https://www.legalinfo.mn/law/details/10497>

Image 1. 5-star scheme to distribute open data <sup>14</sup>



<sup>14</sup> <https://5stardata.info/en/>



## 2.2 PRE-ELECTION PERIOD

### Summary of findings

***The level of voter registration/list is evaluated SUFFICIENT in relation to the clarity of legal regulations.***

- The creating of a voter registration/list is a process of validating citizen's right to vote and the level of exercising the right is reflected on the election turnout rate.
- The activity of voter registration/list is regulated by LoMSGKhE, LoPCCSDCRKhE, LoMPE, and order by the head of GASR
- GASR is responsible for implementing the following actions 2-4 months prior to election such as creating voter lists, resolving duplications and errors, announcing voter list, approving voter mobility procedures, forms, and templates

***The process of ensuring the creation of voter registration/list is evaluated as NEEDS IMPROVEMENT.***

- GASR announces the total number of the voter list. However, the organization does not announce the total number of eligible voting-age population and number of non-registered voters. The number of the voting-age population is not in line with the voter list.
- The information of the number of ineligible voters provided by SCM, MoD, GEACD, NPA, GABP, MIA to GASR through SEC is not transparent.
- Unclear and non-transparent information (age, gender, and location) about citizens/voters living abroad for formal and personal purposes for more than 6 months, it violates the right to vote.

***The access to voter registration/list is AVAILABLE but LIMITED.***

- Voters have a right to access their information online on the website of GASR and in person at the election precinct 86-90 days prior to the election. On paper-based registration at the election precinct, the voters have the right to access information about family members and other people registered under the same permanent address.
- Participating political parties and the coalition has partial access to the voter list no more than 2-20 days prior to the election. In other words, political parties and the coalition can have access to the voter list in a limited way.

### Comprehensive findings

The process, legal regulations and analysis on transparency and accessibility will be explained comprehensively.

***How other activities are regulated in the legal framework in voter registration/list?***

As defined in LoMSGKhE (2019) and LoPCCSDCRKhE (2020), the voter list will be created based on the electronic database of state registration and GASR will be responsible for conducting oversight and will provide general guidance on resolving issues of duplication and complaints and manage relevant registration. On the other

hand, as defined in LoMPE (24 Dec 2020), GASR will be responsible to cooperate with GEC on managing issues related to voter registration and turnout rate.

*Table 1. The procedure on the creation of voter list, oversight, resolving issues of duplication and complaints*

Article 20.16 LoMSGKhE	Article 20.15 LoPCCSDCRKhE	Article 19.17 LoMPE
Central administration organization for state registration shall develop and implement the creation of voter list, oversight, resolving issues of duplication and complaints, the announcement of voter registration, the procedure on voter mobility, forms, and templates in line with LoMSGKhE.	Central administration organization for state registration shall develop and implement the creation of voter list, oversight, resolving issues of duplication and complaints, Announcement of voter registration, forms, and templates in line with LoPCCSDCRKhE	Central Administration organization for state registration shall <b>jointly approve</b> the creation of voter list, oversight, resolving issues of duplication and complaints, procedure on the announcement, forms, and templates <b>with General Elections Commission</b> .

On 24 March, prior to the Mongolian Parliamentary Election, the head of GASR approved **order no.A/372**<sup>15</sup> in accordance with LoMSGKhE on developing procedure on the creation of voter list, announcement, and distribution, and other relevant forms. In accordance with Article 20.15 of LoPCCSDCRKhE, Head of GASR approved order **no.A/961**<sup>16</sup> creation of voter list, announcement and distribution and other relevant forms for Local elections for Provinces, Capital city, Soums, and districts. (By 15 January 2021, the relevant order has not yet been approved in accordance with Law on Mongolian Presidential Election).

Following are the summary of procedures:

1. The territory of the election precinct will be identified. (Varies in types of elections)
2. Information of voting age group population shall be uploaded to the electronic database for each precinct (For instance: Precinct no.1 of Constituency 1)
3. Oversight of accuracy of voter list, completeness, mobility, deceased, lost Mongolian citizenship as well as duplication. The situation-based issues will be resolved.
4. The creation of a voter list shall have a sequence of the last name, first name, age, gender, citizen's ID number, and permanent address.
5. The voter list will be placed on the website of GASR a certain number of days before the election (86 days prior to Parliamentary Election and 90 days prior to PCCSDCRKhE).
6. When placing voters list (VL) on the website, the voter will have a right to access information related to themselves.

<sup>15</sup> The procedure on creation of voters list and voter mobility /Order no.A/372 by Head of GASR/ /24 Mar 2020/ <https://burtgel.gov.mn/post/43795>

<sup>16</sup> The procedure on creation of voters list, announcement and distribution about PCCSDCRKhE /GASR A961/ <https://burtgel.gov.mn/post/43958>

7. The changes in the voters list can be updated on the electronic database no less than 3 days in advance and a copy will be shared with the election precinct, an accredited official, and the local department of GASR.<sup>17</sup>

To conclude, the creation of a voters list will be developed 86-90 days prior to the Parliamentary Election and PCCSDCRKhE and voters will have access to the information. The specific relations are regulated such as voter registration, the scenario for changes, and resolving complaints and conflict issues related to voter registration.

### ***Does the process of development/creation of voters list ensure the right to vote?***

Article 16.9 of The Constitution of Mongolia indicates “The citizens shall have the right to participate in governing the state through the representative body. The citizens have the right to elect and the right to be elected. The suffrage shall start from age of eighteen.<sup>18</sup>” The opportunity to ensure the rights will be satisfied by the state organization. In other words, GASR is mandated for ensuring the rights to elect of all who are 18 years-old and above eighteen excluding the group that lost their rights to elect by a court decision. According to the law, the name and details of citizens living abroad and citizens who lost their rights to elect will be removed from the voters list.

In order to evaluate the level of ensuring rights to elect (whether total eligible voters are included on the voters list), the research team conducted the comparative analysis for the total number of eligible voters against the total number of voters list by using the election data of Presidential and Parliamentary between 1992-2020.

***Table 2. Total number of eligible voters and Voters list<sup>19</sup>***

Election year	Total number of eligible voters	Numerical data change for a number of eligible voters	Number of citizens on the voters list	Number of citizens not on the voters list	
				Number of citizens	Percentage
1992	1,202,704		1,085,129	117,575	9.78
1993	1,159,173	-43,531	1,106,403	52,770	4.55
1996	1,218,549	+59,376	1,147,260	71,289	5.85
1997	1,241,819	+23,270	1,155,228	86,591	6.97
2000	1,364,862	+123,043	1,247,033	117,829	8.63
2001	1,398,219	+33,357	1,205,885	192,334	13.76
2004	1,472,372	+74,153	1,279,516	192,856	13.1
2005	1,578,967	+106,595	1,241,268	337,699	21.39
2008	1,607,825	+28,858	1,542,617	65,208	4.06
2009	1,642,567	+34,742	1,493,217	149,350	9.09
2012	1,882,035	+239,468	1,840,824	41,211	2.19
2013	1,998,586	+116,551	1,864,273	134,313	6.72
2016	1,998,823	+237	1,911,047	87,776	4.39
2017	2,032,022	+33,199	1,990,797	41,225	2.03
2020	Not available		2,003,969 <sup>20</sup>		

Table 2 shows the inconstant swing level of a number of voters not on the voters list and percentage. The interesting fact is the total number of eligible voters from the 1993 Presidential election had decreased from the number of eligible voters of the 1992 Parliamentary Election. The total number of eligible voters of the 2016 Parliamentary Election had increased by 237 from the number of population from three years ago. However, according to the “Population increase, change, and tendency” research report from NSO, the population increase in 2000 was 1.4% and

<sup>17</sup> The articles about regulating relations of announcement of voters list, distribution and information change is placed on Annex 3.

<sup>18</sup> The Constitution of Mongolia. 1992. <https://www.legalinfo.mn/law/details/367>

<sup>19</sup> Parliamentary Election result (1992-2016), Presidential election result (1993-2017), GEC, UB, 2017. <https://www.gec.gov.mn/>

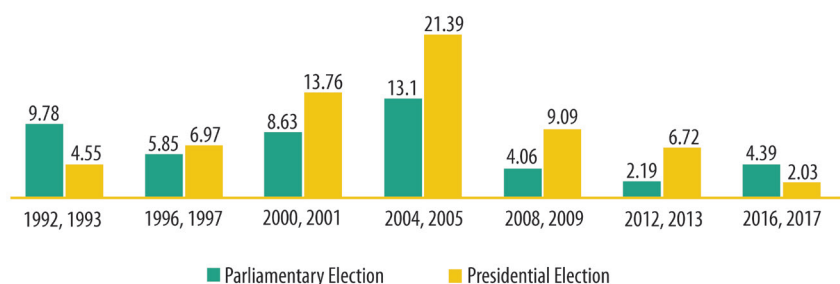
<sup>20</sup> GEC updates. 25 Jun 2020 <https://www.gec.gov.mn/blog/2862>

increased gradually by 1.9% between 2007-2009. The population increase was 1.6% in 2010 and increased constantly by 2.2% between 2011-2014. It declined from 2015 and reached 1.9% by end of 2017.<sup>21</sup> The population over 18 years old increased 5-6% annually.

The number of voters not on the voters list had increased until 2005 and gradually declined. Specifically, this sort of breach is decreasing since introducing biometric data (fingerprint) in practice.

Moreover, the voters list between Presidential Election and Parliamentary election does not match, the number of citizens not on the voters list during the presidential election is higher than that of the Parliamentary Election.

*Image 2. The gap between citizens not on the voters list between Presidential Election and Parliamentary Election, by percentage<sup>22</sup>*



Information on the **voters list does not match with the eligible number of voters shows that citizens don't exercise their fundamental rights** to elect.

### ***How has the process of creation of voters' registration/voters list been implemented? Is it transparent?***

Mongolia closes down the mobility or migration of citizens prior to election day and allows again for mobility after the election. According to active laws, citizen's mobility is ceased 4 months<sup>23</sup> prior to the Parliamentary election and 2 months<sup>24,25</sup> prior to the Local Government election and Presidential Election. **During this no-mobility period, the process of voter registration, creation, and update on the voters list and the election is organized.**

During the process of creating of voters list, GASR is responsible to cooperate with GEC, local government, and other government organizations. Image 3 illustrates coordination between stakeholder organizations in the process of creating a voters list.

<sup>21</sup> Population increase, change and tendency.NSO. UB. 2017 [https://1212.mn/BookLibraryDownload.ashx?url=Dundaj\\_naslalt\\_and\\_ND.pdf&ln=Mn](https://1212.mn/BookLibraryDownload.ashx?url=Dundaj_naslalt_and_ND.pdf&ln=Mn)

<sup>22</sup> Parliamentary Election results (1992-2016), Presidential election results (1993-2017), GEC.UB, 2017. <https://www.gec.gov.mn/>

<sup>23</sup> According to the Article 25.1 of LoMSGKhE, the administrative mobility of citizens are not allowed by 15 February. For the case of irregular election, by-election, re-election, the citizens mobility will not be allowed from the first working day that state central administration organization for registration receives official information from election organizing body. The mobility will be allowed from the following day of the election day. <https://www.legalinfo.mn/law/details/14869>

<sup>24</sup>According to the Article 24.1 of LoPCCSDCRKhE, citizen's mobility will not be allowed 60 days prior to election and it will be allowed from the following day of the election day.

<sup>25</sup>Article 25.1 of LoMPE. 2020.

Image 3. Stakeholders of creating of voters list



GASR receives citizen's information from other government organizations through GEC within the legal timeframe. It includes following:

- SCM (Supreme Court of Mongolia) provides information on citizens with no legal capabilities.
- General Executive Agency of Court Decision (GEACD) provides information of voting-age citizens who are imprisoned and arrested due to criminal cases, compulsory treatment receivers by administrative procedures, and imprisoned by infringement actions.
- General Authority for Border Protection (GABP) provides information on citizens who travelled abroad for more than 60 days. GABP also provides information on its military personnel information who is not living at their permanent address.
- Ministry of Defense (MoD) provides information of its military personnel who are serving for military units and not residing in their permanent address.
- National Police Agency (NPA) provides information on its personnel who are working at their non-permanent address. Moreover, NPA provides information on voting-age citizens who are arrested by infringement actions.
- Mongolian Immigration Agency (MIA) provides information on citizens who took Mongolian citizenship for the year as well as citizens who lost Mongolian citizenship or citizens who restored their Mongolian citizenship.

GASR is responsible for creating a voters list in cooperation with other state organizations. Moreover, the general authority has a responsibility to act as a technical lead on oversight of voters list, resolving issues of duplication and complaints, and registering non-registered citizens.

However, the **information on the number of citizens' restriction of rights to elect by the decision of state organizations is not transparent**. Specifically, the number of people who identified as having no-legal capability, number of people imprisoned, and number of people who traveled abroad for more than 60 days are not available.

Moreover, the information on the number of personnel from the military, police, law enforcement unit, and citizens who restored their Mongolian citizenship, took Mongolian citizenship, and lost Mongolian citizenship is not available in the category of age, gender, and designated election precinct.

In 2019, OSCE provided a recommendation<sup>26</sup> on this matter focusing on the voter registration system within the legal reform for Mongolian elections. The issue of restricting the Mongolian citizens' rights to vote from overseas is crucial. The information on the number of Mongolian citizens living and studying overseas is still not available. By

<sup>26</sup> ODIHR recommendations for law draft of elections of Presidential, SGKH, and Local government, Warsaw. 2019. <https://www.osce.org/mn/odihr/elections/mongolia/441041>

2016 approximately 100,000<sup>27</sup>-130,000<sup>28</sup> Mongolian citizens are living and studying abroad and their rights to elect is violated.

Mongolian citizens from overseas exercised their rights to elect for only three elections: 2012 Parliamentary election, 2013, and 2017 Presidential Election. According to the law, the Mongolian citizens residing overseas must submit the official request and Mongolian diplomatic missions shall take necessary actions for organizing the election.

*Table 3. Number of voters from overseas*

Election	Voting day	Number of diplomatic missions	Number of registered voters	The number of citizens who voted
2012 Parliamentary Election	10 June	39	4276	2779 <sup>29</sup>
2013 Parliamentary Election	14-16 June	39	6494	4242
2017 Parliamentary Election	4-5 July	42	7209	4767

The possibility to participate in the election for overseas citizens became available for only Presidential Elections except for the 2012 Parliamentary Election. Due to the 2012 election system, citizens residing in overseas were able to exercise their rights to elect.

**The lack of transparent information about Mongolian citizens living and working abroad for more than 6 months for the purpose of formal and personal reasons is a form of violating Mongolian citizens' right to elect. The information is not available in segregated formats of age, gender, and geographical location.**

GASR only announces the number of citizens registered on the voters list rather than announcing the total number of eligible voters and number of citizens not registered on the voters list. (Refer to voters' participation data on NSO's statistical database). In other words, not announcing the total number of eligible voters and voters' information in the category of age, gender, and geographical location, raises suspicion against accuracy and transparency. For example, during the 2020 Parliamentary Election, GEC only announced the total number of voters list rather than eligible voters' information over 18 years old.

*Table 4. Number of citizens on the voters list, number of citizens voted (by thousand people)<sup>30</sup>*

Election	Parliamentary Election		Local government elections <sup>b</sup>	
	Number of citizens on the voters list	The number of citizens who voted	Number of citizens on the voters list	The number of citizens who voted
1992	1,085.20	1,037.40	No available information	
1996	1,147.30	1,057.20	1,061.80	765.4
2000	1,247.00	1,028.00	1,105.40	728.8
2004	1,329.80	1,088.30	1,089.30	732.2
2008	1,542.60	1,179.50	1,265.50	830.6
2012	1,840.80	1,238.50	1,852.20	979.8
2016	1,911.00	1,420.80	1,921.10	1,161.10
2020	By 20 Jan 2021, No information found			

<sup>27</sup> Official requests of Mongolian citizens at overseas <https://www.trends.mn/n/6713>

<sup>28</sup> Where is the destination with biggest Mongolian population? <https://ikon.mn/n/u9h>

<sup>29</sup> Parliamentary Elections results of (1992-2016) General Election Commission. UB, 2017. <https://gec.gov.mn/>

<sup>30</sup> Voters' participation. NSO central information database. 2021.

## ***Who does receive the voter registration/voters list in which way?***

Prior to the 2012 Parliamentary election, GASR created a voters list in paper-based format and shared with election precincts within the legal timeframe and distributed “voters’ card” to voters. Voters’ card indicates information of which constituency and precinct. According to the legal regulation, the voter must bring a citizen’s ID card along with a voter’s card to the designated election precinct on the voting day.

From the 2012 Parliamentary election, the use of biodata (fingerprint) information is introduced. Voters’ list is created both in a paper-based and online format in sharing information with voters. The preliminary is generated and printed based on the online voters list and shared with election precincts within the legal timeframe.<sup>31</sup>

Voters have a right to:

1. Access to their information of last name, first name, age, gender, ID number, and permanent address by inserting their ID number.<sup>32</sup>
2. Access their information on a paper-based voters list by visiting the designated election precinct.<sup>33</sup>

In addition, checking the accuracy of their information, **voters can submit their registration request, modify their information or submit the request of transfer to other precincts within the legal timeframe.** GASR disseminates and distributes information related to voter education such as encouraging voters to participate in the election through media.

Registered political parties and coalitions for the election:

Political parties and coalitions registered for election have a right to receive voters list partially by pdf format for one time prior to election within the legal timeframe (20 days prior to Parliamentary Election, 2 weeks prior to Presidential election) . Political parties and coalitions receive information about voters in the category of the last name, first name, ID number, and permanent address. It is legally prohibited to create a copy of the voters list. **The law on the province, capital city, soum, district citizen’s representative’s khural elections has no articles (article removed from the law)** related to access to the voters list information for political parties and coalitions. The fact shows that the legal regulations vary across different elections.

For other stakeholders such as independent candidates, international and local NGOs for election observation, civil society organizations, researchers and the public has no right to access the voters list.

<sup>31</sup> Article 20.10 of LoMSGKhE, the election precinct shall be responsible for providing information about voters themselves without any limitations at precinct working station or local government office since the day the precinct received voters list.

<sup>32</sup> Article 20.4 of LoMSGKhE. Articles 9.2.2; 19.4 of LoMPE

<sup>33</sup> Article 20.10 of LoMSGKhE. Article 19.10 of LoMPE

<sup>34</sup> Article 20.13 of LoMSGKhE, Article 19.15 of LoMPE



## 2.3 VOTING DAY PERIOD

### Summary of findings

***The legal regulation related to consolidating, generating, and announcing voter turnout data needs IMPROVEMENT and CLARITY.***

- This section covers the election day processes such as oversight of voter registration/voters list, registration, and the announcement of voter turnout rate that are completed on election day.
- The accredited staff of GASR works on-site at the election precinct and conducts registration, inserting information, ensures the operation of equipment and software.
- According to the resolution by GEC, the voter turnout updates will be given at 12:00, 17:00, 22:00 hours, and turnout update at 17:00 that covers the information of the total number of voters on the voters list, the number of citizens voted, and percentage. Voter turnout update at 22:00 will be announced with information on total number of voters on the voters list, the number of citizens voted and percentage, gender, and age group dates in the category of 18-25, 26-40, 41-55, over 56.
- Voter turnout rate is shared with upper-level election precincts via phone and e-mails by using the above mentioned form.

***The coordination among organizations involved in consolidating, creating, and announcing voter turnout rate NEEDS IMPROVEMENT.***

- GASR and GEC consolidate information on election turnout rate through their respective units. The process is regulated by GASR and GEC's separate procedures.
- GEC announced the election turnout rate for the elections held before 2020. For 2020 election, GASR announced the voter turnout rate. There is no clear legal regulation covering which organization will take responsibility for consolidation and announcement of voter turnout and mechanism on resolving the issues in times of information mismatch between the two organizations.

***The way of announcing voter turnout rate NEEDS IMPROVEMENT. Current format is not accessible and does not fulfill the open-source requirements.***

- GEC (GASR) receives and consolidates voter turnout rate at 12:00, 17:00, 22:00 by using approved forms and announces by reading out voter turnout percentage by each province, and district (constituency). This format is not accessible and does not fulfill the open-source requirements.
- The public has limited access to voter turnout information.
- In cooperation with IKON.mn and GEC, LEAD Alumni Association initiated to provide voter turnout information that fulfills the open-source requirements in the category of geographical location and age groups for the 2020 Parliamentary election.



## Comprehensive findings

### ***Who is responsible for activities related to voter registration, consolidation and announcement of election voter turnout?***

Article 22.5 of LoMSGKhE<sup>35</sup> states that “Accredited staff shall have access to voters list both paper-based and online format. The staff has a right to modify, oversee the voter registration and registration of voters on the election day, insert information and ensure equipment and software operations”. This process is specifically regulated by order no. A/372<sup>36</sup>, A/961<sup>37</sup> approved by the Head of GASR. **The accredited staff of GASR is responsible for the above-mentioned activities related to voter registration.**

The election turnout updates 1) Shared with GASR from an accredited staff of GASR 2) Shared with GEC from election precinct. In other words, **GASR and GEC consolidated information of election turnout through its units.**

According to the procedure on creating, announcing, and sharing information of voters list that was approved by the order of Head of GASR (A/372, A/961), the information sharing process will be held as defined below “On election day, the accredited staff print opening, progress and closing reports of voter registration within the legal timeframe. The staff shares information with the department of State registration and State registration department shares with civil registration units”.

The election turnout information is shared with the election commission of soum and district from the election precinct through the phone. The election commission of soum and district consolidates the information and shares with election commissions of capital city and province via phone and internet. The commissions of the capital city and province share the consolidated information with GEC through the internet. The precinct prints the election turnout from the voting machine at designated hours and shares the information from the printed sheet with respective units.

The relation of election turnout data collection and information sharing mechanism is regulated by resolution no.46<sup>38</sup> by GEC approved on 27 Apr 2020. The resolution is followed by the approval of form 1 and form 2.

<sup>35</sup> (Article 22.5 of LoPCCSDCRKhE, Article 22.5 of LoMPE,)

<sup>36</sup> The procedure on creating voters list and transfer of voters /order no.A/372 by Head of GASR/ 24 Mar 2020 <https://burtgel.gov.mn/post/43795>

<sup>37</sup> The procedure on creating, announcing and sharing information of voters list of Election of Province, Capital city, soum, district citizen's representative's Khural. /GASR A961/ <https://burtgel.gov.mn/post/43958>

<sup>38</sup> The resolution no.46 of GEC <https://gec.gov.mn/>

The resolution indicates the election precinct shares election turnout information to respective election commission of soum and district by using the forms at 12:00, 17:00, and 22:00. The commissions of soum and district consolidate the information and share it with the election commissions of provinces and capital city. The commissions of provinces and capital city consolidate and share with the General Election Commission.

- The election turnout updates at 12:00 and 17:00 must include the total number of voters on the voters list, number of citizens voted by percentage.
- The election turnout updates at 22:00 must include the total number of voters on the voters list, the number of citizens voted by percentage, gender, and age group data in the category of 18-25, 26-40, 41-55, over 56.

Form 2 indicates that the election commissions of the soum and district shall be responsible for consolidating the election turnout information provided by respective precincts by using the printed turnout sheet from the voting machine. The election commissions of soum and district share information with the province and capital city election commissions. The capital city and province commissions share turnout information with the General Election Commission.

Image 5. Form 2. (Consolidated version of ..... election .... number ... constituency voter turnout information)

Монгол Улсын Сонгуулийн ерөнхий хорооны  
2020 оны 4 дугаар сарын 27-ны өдрийн  
4/6 дугаар тогтоолын 2 дугаар хавсралт

**..... СОНГУУЛИЙН ..... ДУГААР ТОЙРГИЙН САНАЛ ХУРААЛТЫН  
ДҮНГИЙН НЭГТГЭЛ**

..... аймаг, нийслэл, сум, дүүрэг ..... оны ..... дугаар сарын .....-ны өдөр

№	Хэсгийн дугаар	Нарийн жагсаалтад бичигдсэн сонгогчийн тоо	Санал өгсөн сонгогчийн	Үүнээс										
				.....-ийн төлөө өгсөн саналын		.....-ийн төлөө өгсөн саналын		.....-ийн төлөө өгсөн саналын		.....-ийн төлөө өгсөн саналын		санал огт тэмдэглээгүй саналын хуудасны		
				тоо	хувь	тоо	хувь	тоо	хувь	тоо	хувь	тоо	хувь	
А		Б	В	Г	Д	Е	Ж	З	И	К	Л	М	Н	О
1	....-р хэсэг													
2	....-р хэсэг													
3	....-р хэсэг													
	... сум /дүүрэг/-ын дүн													
4	....-р хэсэг													
5	....-р хэсэг													
	... сум /дүүрэг/-ын дүн													
	<b>ТОЙРГИЙН ДҮН</b>													

.....-ийн СОНГУУЛИЙН ХОРООНЫ ДАРГА  
тэмдэг: НАРИЙН БИЧГИЙН ДАРГА

/...../  
/...../

**Тайлбар:** Сум, дүүргийн сонгуулийн хороо нь өөрийн харьяа хэсгийн хороодоос ирүүлсэн санал тоолох төхөөрөмжөөс гарсан санал хураалтын дүнгийн хуудас дахь мэдээллийг үндэслэн дүнг нэгтгэн аймаг, нийслэлийн сонгуулийн хороонд, аймаг, нийслэлийн сонгуулийн хороо сонгуулийн тойргийн хэмжээнд нэгтгэсэн дүнг Сонгуулийн ерөнхий хороонд хүргүүлнэ.

This is a guidance to share election turnout information with GEC and the form will be completed by filling out information of the total number of voters on the voters list, the number of citizens voted by percentage, the number of votes by percentage received for each candidate, and the number of ballot papers with no marks by percentage.

On election day, GASR receives turnout related information through its accredited staff and GEC receives information from the head of election precinct. There are no legal and procedural regulations on **announcing which of the two organization© information by any requirements, which organization's information to be announced with the public, or how to announce the consolidated information.**

In terms of past experiences, GASR announced the election turnout information for the 2020 election. GEC announced voter turnout information for the elections held before 2020. There is no legal regulation on which organization will be responsible for announcing the election turnout rate.

### **How has the voter turnout announced? Does it ensure transparency and accessibility?**

GASR announced the turnout progress updates at 13:00 and 17:00 for the 2020 parliamentary election. IKON.mn received turnout information from GASR and posted the information as of closing time at 22:00 on the website. (When the voting time closes, the election turnout information is announced at the national level by percentage.)

In terms of the local government election, GEC announced the election turnout rate by each province and district at 13:00, 17:00, and 22:00.

GEC and GASR **read out the announcement** of election turnout rate at 12:00, 17:00, 22:00 on election day by using approved forms by consolidating information from provinces and districts (constituency). On the announcement of election turnout, only the percentage of each province or district is mentioned. For instance, the election turnout rate in Arkhangai province is 25% etc. However, the resolution by GEC indicates that 12:00 and 17:00 election turnout progress updates must include the total number of voters on the voters list, the number of citizens voted, and the percentage of voted citizens. Turnout progress update at 22:00 must include the total number of voters on the voters list, the number of citizens voted with percentage, gender, and age group data in the category of 18-25, 26-40, 41-55, over 56.

The way of announcing the election turnout rate is not ensuring transparency and accessibility. Moreover, it raises a suspicion. The election turnout progress updates don't cover the following information:

- Number of eligible voting-age citizens in each election constituency
- How many of the voting-age citizens are registered on the voting list.
- Number of newly registered and newly transferred citizens
- The level of newly registered voters in the constituency and its impact on the election result.
- Oversight whether one voter is registered under one election precinct. And segregation data of voters by age and gender.
- The number of voters from the age group of 18-25 years old for each constituency on the voters list.
- Percentage of voters participated in the election
- Gender segregated data

By ensuring the transparency and accessibility of information on voters' list and delivering the election turnout rate progress updates to the public in an open-source format that increases the common understanding among stakeholders, the principle of democratic election "one voter-one vote" and public trust for election will be strengthened. Lack of access to information and accuracy creates negative impacts including but not limited to lack of trust among public trust for election and lower rate of election participation.

In cooperation with IKON.mn and GEC, LEAD Alumni Association implemented practices<sup>39</sup> on illustrating 2020 election turnout information by using geographical location and age group data. The data illustrated the information of each constituency in the following categories:

- The number of voters on the voters list
- The number of voters restored from temporarily removed mode
- The number of voters (Added to voters list by restoring information of temporarily removed)
- The number of citizens who voted
- The percentage of voted citizens
- Age groups (total number of voted citizens by age groups)
- Age groups (Number and percentage of voter turnout at each age group)

<sup>39</sup> <https://ikon.mn/elections/2020/irts/t>

Image 6. The turnout rate of 2020 Parliamentary election<sup>40</sup> (National level)

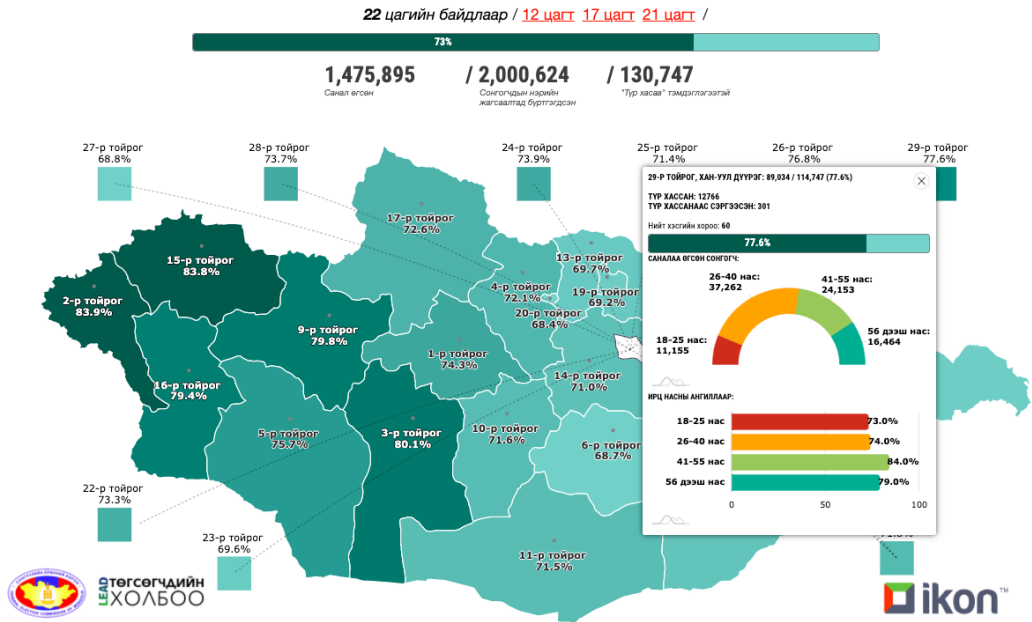
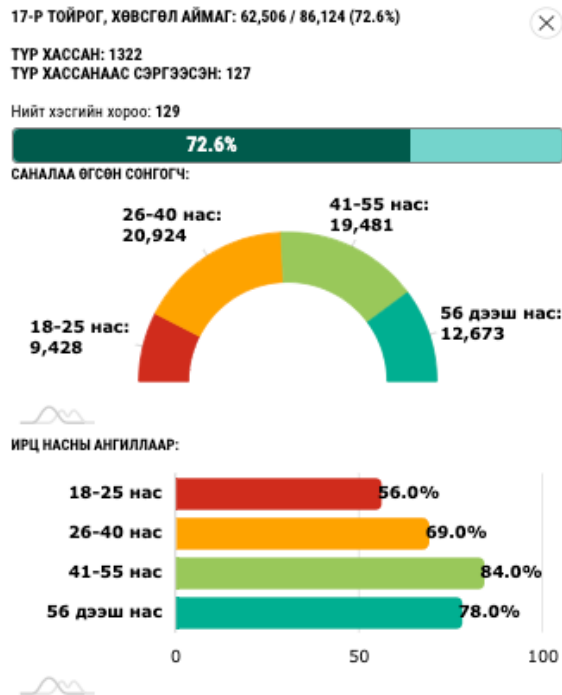


Image 7. Turnout rate of 2020 Parliamentary election<sup>41</sup> (Khuvsgul province level)



<sup>40</sup> <https://ikon.mn/elections/2020/irts/t>

<sup>41</sup> <https://ikon.mn/elections/2020/irts/t>

Image 8. The turnout rate of 2020 Parliamentary election<sup>42</sup> (by provinces and constituencies)

Ирц дээр насны ангилал тус бүрээр

18-25

26-40

41-55

56 дээш

Хүснэгтээр

Тойрог	Аймаг/ дүүрэг	Хэсгийн тоо	Сонгогчдын нэрсийн жагсаалтад бүртгэгдсэн	Түр хасав төсөвөөс сэргээсэн	Нийт сонгогчдын тоо	Санал өгсөн сонгогчдийн тоо (22 цаг)	Санал өгсөн сонгогчдийн хувь (22 цаг)	18-25	26-40	41-55	56 дээш	Санал өгсөн сонгогчийн тоо 22 цагийн байдлаар
1-р тойрог	АРХАНГАЙ	105	61.194	33	61.227	45.469	74.3%	7.106 (55.2%)	14.944 (72.6%)	14.369 (88.5%)	9.050 (78.7%)	<b>45.469</b>
2-р тойрог	БАЯН-ӨЛГИЙ	96	59.386	208	59.594	49.993	83.9%	9845 (73.9%)	18640 (83.0%)	113.711 (96.3%)	7.797 (83.3%)	<b>49.993</b>
3-р тойрог	БАЯНХОНГОР	105	56.574	36	56.610	45.318	80.1%	8200 (69.4%)	16.295 (78.2%)	12.962 (90.6%)	7.861 (81.6)	<b>45.318</b>

The data fulfilled the open-source format requirements. Voter turnout information by GASR and GEC includes non-segregated data on the total number of voters in each age group and the number of citizens voted in each age group. The information by GASR and GEC is shared only by the percentage which does not enable regeneration of data. The objective of open-source data is to ensure possibilities of increasing the transparency of the state information by data generation.

<sup>42</sup> <https://ikon.mn/elections/2020/irts/t>

## 2.4 POST ELECTION-DAY PERIOD

### Summary of findings

***The information of voters' election participation and turnout rate is provided to the public during the announcement of election results. However, there is NO LEGAL REGULATION on which organization is responsible for sharing voters' election participation. (NEEDS IMPROVEMENT)***

- This section covers the process starts from vote closing at 22:00 (During PCCSDCRKhE closing time is 20:00). During this process, activities of validation and announcement of election turnout rate are conducted.
- In addition to validating and consolidating the information of election results, the validation of the election turnout rate at closing is conducted.

***The election turnout rate data is posted TRANSPARENTLY on the official website of GEC. However, the data does not support open source format and is too general and incomplete. (NEEDS IMPROVEMENT)***

- Within the organizational mandates, GEC, GASR, and NSO are the state organizations that have a responsibility to announce and ensure the transparency of information on the voter turnout rate.
- GEC shares the information of election turnout rate both in the paper (booklet) and electronic format (the information of election results and election turnout rate are available on GEC's official website [www.gec.gov.mn](http://www.gec.gov.mn) and it offers options for download in PDF format).
- According to the information at GEC's official website, it uploaded information related to Parliamentary Elections between 1992-2016 and Presidential elections between 1993-2017. Regardless of the availability of data in geographical location, the information is not available for regeneration of data, no segregated data by age and gender.
- Among the Citizen's Representative's Khural Elections, only election results of 2016 are placed on the website. It has no information about the election turnout rate.

***The information related to election turnout on NSO's official website is TRANSPARENT and it supports OPEN SOURCE FORMAT. However, the information is too general. (NEEDS IMPROVEMENT)***

- NSO's official website [1212.mn](http://1212.mn) offers the information of voter turnout rate for Parliamentary Elections for 1992-2016 and Local Government elections between 1996-2016 in the category of the total number of registered voters, the number of citizens voted, and participation percentage.
- The information from NSO supports approved open-source formats in Mongolia such as xlsx, csv, txt, json. In other words, the information from NSO is available for the regeneration of data. However, it is not available for the information by geographical location, age groups, and genders. It only shows the national level consolidated data.

***The official website of GASR has no information about election turnout and it is posted on different sources.***

- The turnout information developed by GASR is not uploaded on the organization's official website. It is shared by different information sources. For instance, the turnout information of the 2020 Parliamentary Election is posted on [www.ikon.mn](http://www.ikon.mn) and turnout information of local government is posted on GEC's Facebook page.

***There is a LIMITATION on conducting analysis on election turnout information and comparing it by the main statistics indicators. (NEEDS IMPROVEMENT)***

- Based on the information by GEC and NSO, it has a limited possibility to compare the election turnout rate for each election by each province.
- It is required to increase the availability of segregated data by age, gender, and geographical location in order to strengthen the voter's turnout and election participation.

## Comprehensive findings

***What is the process of validation and announcement of election turnout rate?***

The voting process closes at 22:00, Ulaanbaatar time. (2020 CRKh election for provinces, the capital city, soums, and districts closes at 20:00). After the voting closes, the process of validation, information sharing, and the announcement of election results will be conducted. The process of election result validation commences after the voting closes. The head of the election precinct presents the information from the voting machine and takes notes. The next step is to connect a modem to the voting machine in order to share the election results of each election precinct with the GEC central server. GEC has a responsibility to consolidate and announce election results within 15 days.<sup>43</sup>

According to the law, up to 50% of election precinct results should be randomly selected for hand-counts to oversee and validate the results. On 14 Apr 2020, GEC adopted resolution no.22 on "the procedure on oversight vote counting"<sup>44</sup>. The election precinct at the constituency adheres to this procedure and conducts the activity of validation of election results. The election precinct documents and takes notes of the process of oversight counting and information is shared with the province and capital city level election precinct. The election precinct at provinces shares information with GEC. **The voter participation and voter turnout will be announced along with the decision of whether to be considered as valid election results.**<sup>45</sup>

Article 71.16 of LoMSGKhE states that "the observers and representation of **media organizations** can be present at oversight counting". The law enables the opportunity for media to deliver information with the public on situational

<sup>43</sup> Article 71.5.1 of LoMSGKhE states "the election precinct presents printed sheet from voting machine to election observers and take notes on election results", Article 71.6 states "the election precinct shall conduct the process of sharing the information of election results and announcement with transparency. The media representation can be present". Article 71.13 states "Upon request of election observer, the observer can receive the photo copy of ballot paper and the task will be managed by election precinct and designated staff on information technology and accredited staff."

<sup>44</sup> The procedure on adopting oversight counting, resolution no.22 by GEC. [https://gec.gov.mn/uploads/2020/tusul\\_juram/](https://gec.gov.mn/uploads/2020/tusul_juram/)

<sup>45</sup> Article 73.1 of LoMSGKhE states that "After election precinct presents election result of the precinct, the election result sheet along with other necessary documents shall be shared with election commission at soum and district level. The soum and district level election commission shall share information with GEC."



information, voter turnout, and oversight counting process in order to share information about whether the election was organized fair.

As defined in articles 20.4 and 20.5 of LoMSGKhE and articles 20.4 and 20.5 of LoPCCSDCRKhE, and Article 3.2 of the procedure on creation, announcement, and information sharing of voters list, the voters' rights to exercise to access their information related to election registration shall be terminated.

After the election, the article 7.1.6 of the law on state central administrative organization on election indicates "GEC is responsible for advocating referendum and election regulations, supporting voters' education, organizing training and conducting research on voter education, providing information for the public about election process and timeframe." GEC publishes booklet and magazines about the organization of election, election activities, and other statistical data in order to share election turnout-related information with the public.

### ***Does election turnout information ensure transparency and accessibility?***

GEC, GASR, and NSO have a legal mandate to provide election turnout information transparently. On the other hand, the question of the protection of citizens' rights to elect in transparent, accessible, and accountable actions by government organizations will be covered in this section.

#### **About General Election Commission:**

After the closing of the vote, GEC officially announces the election turnout information. The formats of the information are:

1. Paper-based format (election results and election turnout information distributed by GEC free of charge.)
2. Online format (election results and election turnout information is available on GEC's official website at [www.gev.gov.mn](http://www.gev.gov.mn). The information is available for download in PDF format).

Table 5 shows the result of accessibility evaluation by using 5 star-scheme for the information on the GEC website.

***Table 5. 5 star-scheme evaluation for information at GEC's official website***

Name of information	Timeframe	Information format	Last updated	5 star-scheme
Election results of Parliamentary	1992-2016	.pdf	2017	*
Results of Mongolian Presidential Election	1993-2017	.pdf	2017	*
Election results of Citizen's Representative's Khural	2016-2019	.pdf	2019	*

According to the 5 star-scheme evaluation, information on the official website of GEC is available only in PDF format and received the mark of "one star". In other words, information is not available for the regeneration of data.

The summary of Parliamentary election results between 1992-2016 shows the consolidated information of total population, the total population of voting age, number of voters on the voters list, number and percentage of citizens voted, and number and percentage of valid votes.

Table 6. The turnout rate of Parliamentary Election between 1992-2016<sup>46</sup>

**PARLIAMENTARY ELECTION RESULTS  
(1992-2016)**

№	Үзүүлэлт	Indicator 1992 election	Indicator 1996 election	Indicator 2000 election	Indicator 2004 election	Indicator 2008 election	Indicator 2014 election	Indicator 2016 election
1	Total number of population	2 154 646	2 231 363	2 382 525	2 407 568	2 564 285	2 801 136	3 057 778
2	Number of population of voting age	1 202 704	1 218 549	1 364 862	1 472 372	1 607 825	1 882 035	1 998 823
3	Numer of voters on the voters list	1 085 129	1 147 260	1 247 033	1 279 516	1 542 617	1 840 824	1 911 047
4	Number and percent age of citizens voted	number	1 037 392	1 057 182	1 027 985	1 051 812	1 179 448	1 238 537
		percent	95,6	92,1	82,4	82,2	76,46	67,28
5	Number and percentage of valid votes	number	975 149	1 010 157	1 002 557	1 036 578	1 160 326	1 238 537
		percent	94,0	95,6	97,5	98,5	98,38	100,00

Each constituency information is available by each soum and province in segregated data of the number of voters on the voters list, number and percentage of citizens voted, and number and percentage of valid votes. (Total population and number of populations of voting age are not available).

Table 7. Turnout percentage of Parliamentary Election, by constituency<sup>47</sup>

**COMPREHENSIVE RESULT OF THE 1992 PARLIAMENTARY ELECTION, CONSTITUENCY 2  
(BAYAN-ULGII AIMAG, BY SOUM AND CANDIDATES)**

№	Indicators	Soums	Altai	Altantsugts	Bayanmur	Bugat	Bulgan	Buyant	Deluun	Nogoonmur	Sagsai	Tolbo	Ulaankhus	Tsengel	Tsagaannuur	Ulgii city	RESULTS
1	Voters on the voters list		1984	1723	2802	1651	2737	1305	3955	3737	2101	2258	3562	3476	1208	12851	45350
2	Number of people who voted	number	1965	1692	2647	1574	2619	1232	3727	3590	2061	2223	3519	3202	1165	10916	42132
		percent	99,4	98,20	94,47	95,34	95,69	94,41	94,24	96,07	98,10	98,45	98,79	92,12	96,44	84,94	92,90
3	Number of valid votes	number	1938	1665	2498	1512	2530	1130	3150	3414	1859	2194	3379	3170	1131	9656	39226
		percent	98,63	98,40	94,37	96,06	96,60	91,72	84,52	95,10	90,20	98,70	96,02	99,00	97,08	88,46	93,10
4	Number of invalid votes	number	27	27	149	62	89	102	577	176	202	29	140	32	34	1260	2906
		percent	1,60	1,60	5,63	3,94	3,40	8,28	15,48	4,90	9,80	1,30	3,98	1,00	2,92	11,54	6,90

For the elections between 1996-2004, the election turnout information is shared by each constituency in the category of provinces, soums, and capital city. The additional information for elections between 2008-2016 shared information by election precincts from Orkhon and Darkhan-Uul provinces and capital city.

For the Presidential election, the coverage of the information is similar to the above Parliamentary Election.

<sup>46</sup> www.gec.gov.mn

<sup>47</sup> www.gec.gov.mn

## Image 9. Voter turnout of Local government election<sup>48</sup>

2019 ОНД ЯВАГДСАН ОРОН НУТГИЙН ИТХ-ЫН НӨХӨН БОЛОН ДАХИН СОНГУУЛИЙН САНАЛ ХУРААЛТЫН ДҮНГИЙН МЭДЭЭ															2019.06.30	
№	Аймаг	Сум	Хэргийн дугаар	Мандатын тоо	Нэрийн жагсаалтад бичигдсэн сонгогчийн тоо	Санал тоолох төхөөрөмжид уншигдсан саналын хуудасны		Санал огт тэмдэглэггүй		Нэр дэвшигчийн овог, нэр	Нэр дэвшүүлсэн субъект	Нэр дэвшигчийн төлөө өгсөн саналын				
						тоо	хувь	тоо	хувь			тоо	хувь			
АЙМГИЙН ИТХ-ЫН НӨХӨН СОНГУУЛЬ																
1	Ховд	Мөнххайрхан	15	1	350	250	71.4	5	2.0	Басангийн БАТБОЛД	МАН	494	50.4			
			16		346	236	68.2									
			17		234	191	81.6									
			18		443	305	68.8									
СУМЫН ИТХ-ЫН НӨХӨН СОНГУУЛЬ																
1	Баян-Өлгий	Ногооннуур	164	1	212	82	38.7		0.0	Сангийн АМАНЖОЛ	Бие даагч	82	100.0			

The election turnout information of GEC is not available for regeneration. It is available in *pdf* and *jpeg* formats and paper-based booklets. Based on this, the following issues have been raised for further consideration.

- The data does not support open-source format. In other words, it is not shared with the purpose of regeneration of the data.
- No timeframe for distributing information on websites and booklets. For instance, the 2020 Parliamentary Election was held on 25 Jun 2020. By 15 Jan 2021, the information of election turnout is not uploaded on the relevant state organization's website.
- The segregation of election turnout needs improvement. The automatic system has been introduced to Mongolia in 2012. The election turnout data is generated in the category of age groups: 18-25, 26-40, 41-55, over 56. The segregated data of election turnout in age groups are not available on relevant state organization's website.

## About National Statistics Office:

The following information is available on the "Election participation" sub-section of the "election" section at NSO's database. The information is evaluated by 5 star-scheme and results are shown in Table 6.

Table 8. 5 star-scheme evaluation for information on NSO's database<sup>49</sup>

Topic name	Timeframe	Information format	Last updated	5 star-scheme evaluation
Voters participation in Parliamentary Election	1992-2016	xlsx .csv	2020-01-31	***
Voters participation in Citizen's Representatives Khural election	1996-2016	.txt .json	2020-01-31	***

The information on NSO is evaluated as "three-star" by using 5 star-scheme. The information is uploaded in regeneratable data formats of "xlsx, csv, txt, json".

The election turnout information for Parliamentary election between 1992-2016 (Local government election between 1996-2016) in the category of number of voters on the voters list, number of citizens voted, and voters participation percentage.

<sup>48</sup> www.gec.gov.mn

<sup>49</sup> www.1212.mn

Image 10. The election turnout for Parliament and Local Government between 1992-2000<sup>50</sup>

Статистик үзүүлэлт	Улс төрийн намын нэр	1992	1996	2000
Улсын Их Хурал	Нэрсийн жагсаалтад бүртгэгдсэн хүн, мянган хүн	1,085.2	1,147.3	1,247
	Сонгуульд санал өгсөн хүн, мянган хүн	1,037.4	1,057.2	1,028
	Сонгогчдын оролцооны хувь	95.6	92.1	82.4
Орон нутгийн хурал	Нэрсийн жагсаалтад бүртгэгдсэн хүн, мянган хүн		1,061.8	1,105.4
	Сонгуульд санал өгсөн хүн, мянган хүн		765.4	728.8
	Сонгогчдын оролцооны хувь		72.1	65.9

The information on NSO is available in approved open-source formats such as .xlsx, .csv, .txt, .json. Moreover, the data can be viewed in different types of graphics. For instance, categorized view on election types, line and table graphs, column graphs, bar and pie charts. However, the information has the following weaknesses:

- The information is only available at the national level. (It is not available by geographical location, age groups, and gender)
- The level of accuracy is not at a sufficient level. There are incidents where mismatch of election turnout at NSO data and GEC data. For instance, the voter turnout rate of Mongolian Presidential elections for 2001, 2005, and 2013 are not matching. (The calculation is made by thousands)

### About General Authority for State Registration:

The election turnout-related information generated by GASR is not available on its official website and available on other organization's information sources. For instance, the voter turnout information for the 2020 Parliamentary election is available on [www.ikon.mn](http://www.ikon.mn) and local government election turnout information is available on the Facebook page of GEC.

The information on [www.ikon.mn](http://www.ikon.mn) covered the voter turnout related to the Parliamentary election in the category of the number of registered voters, the total number of voters and the number and percentage of citizens voted at 17:00, 21:00, and 22:00. Moreover, it includes information of age groups (18-25, 26-40, 41-55, over 56).

- Categorized information of the total number of citizens voted on each age group
- Comparative information on the number of citizens voted among the total number of voters in each age group

<sup>48</sup> [www.gec.gov.mn](http://www.gec.gov.mn)

Image 11. Voter turnout of 2020 Parliamentary election<sup>51</sup>

Тойрог	Аймаг/Дүүрэг	Хэсгийн тоо	Сонгогчдын нэрсийн жагсаалтад бүртгэгдсэн	Тур хасав төлөөс сэргээсэн	Нийт сонгогчийн тоо	Санал өгсөн сонгогчийн тоо (22 цаг)	Санал өгсөн хувь (22 цаг)	18-25	26-40	41-55	56 дээш	Санал өгсөн сонгогчийн тоо 22 цагийн байдлаар
1-р тойрог	АРХАНГАЙ	105	61,194	33	61,227	45,469	74.3% (55.2%)	7,106 (55.2%)	14,944 (72.6%)	14,369 (88.5%)	9,050 (78.7%)	45,469
2-р тойрог	БАЯН-ӨЛГИЙ	96	59,386	208	59,594	49,993	83.9% (73.9%)	9,845 (73.9%)	18,640 (83.0%)	13,711 (96.3%)	7,797 (83.3%)	49,993
3-р тойрог	БАЯНХОНГОР	105	56,574	36	56,610	45,318	80.1% (69.4%)	8,200 (69.4%)	16,295 (78.2%)	12,962 (90.6%)	7,861 (81.6%)	45,318
4-р тойрог	БУЛГАН	68	40,877	19	40,896	29,499	72.1% (51.1%)	3,669 (51.1%)	8,692 (67.1%)	10,062 (85.7%)	7,076 (78.6%)	29,499
5-р тойрог	ГОВЬ-АЛТАЙ	87	37,448	26	37,474	28,376	75.7% (60.8%)	4,869 (60.8%)	9,218 (73.5%)	9,055 (88.2%)	5,234 (79.0%)	28,376

GASR consolidated and generated election turnout information of the 2020 local election for provinces, the capital city, soums, and districts, and the information is uploaded on the Facebook page of the General Election Commission. This information included the number of voters, the total number of voters, number and percentage of citizens voted in the category of each province and district as well as segregated data in 4 age groups (18-25, 26-40, 41-55, over 56). However, this information is uploaded in the format of the jpeg (image).

Image 12. Voter turnout of Local government election, Facebook page of GEC

АЙМАГ, НИЙСЛЭЛ, СУМ, ДҮҮРГИЙН ИТХ-ЫН 2020 ОНЫ ЭЭЛЖИТ СОНГУУЛИЙН ИРЦИЙН МЭДЭЭ - 2020.10.15

№	Аймаг, дүүргийн нэр	Үндсэн сонгогчийн тоо	Нийт сонгогчийн тоо	Санал өгсөн хувийн тоо	Санал өгсөн байдлаар				Хүйсээр:		Насаар:			Нийт сонгогчосан санал өгсөн сонгогчийн хувь	
					Хурууны хээгээр	Хурууны хээгээр таних боломжгүйгээс регистрийн дугаараар	"Тур хасав"-аас сэргээсэн	Зөврийн хайрцаар	Эрэгтэй	Эмэгтэй	18-25 нас	26-40 нас	41-55 нас		56 ба түүнээс дээш
1	Архангай	60 956	60 982	40 076	37 426	1 638	26	986	19 284	20 792	4 693	13 477	13 505	8 401	65.72%
2	Баян-Өлгий	59 834	59 931	48 159	45 170	2 163	97	729	23 636	24 523	7 665	18 623	13 753	8 118	80.36%
3	Баянхонгор	56 290	56 302	37 889	36 049	483	12	1 345	17 015	20 874	5 389	13 825	11 434	7 241	67.30%
4	Булган	40 591	40 621	26 102	25 120	321	30	631	12 332	13 770	2 464	7 657	9 325	6 656	64.26%
5	Говь-Алтай	37 270	37 274	25 175	23 716	844	4	611	11 686	13 489	2 989	8 608	8 612	4 966	67.54%
6	Говьсүмбэр	10 520	10 527	6 883	6 750	82	7	44	3 134	3 749	887	2 506	2 177	1 313	65.38%
7	Дархан-Уул	65 212	65 261	27 094	26 220	525	49	300	11 062	16 032	2 139	7 846	9 106	8 003	41.52%
8	Дорноговь	43 857	43 886	24 281	23 498	387	29	367	10 871	13 410	2 480	8 912	7 641	5 248	55.33%
9	Дорнод	51 204	51 245	29 273	27 990	816	41	426	13 447	15 826	2 730	10 410	9 170	6 963	57.12%
10	Дундговь	30 281	30 292	18 384	17 586	445	11	342	8 388	9 996	2 196	5 846	5 752	4 590	60.69%
11	Завхан	47 014	47 039	33 965	32 226	740	25	974	16 033	17 932	3 944	11 162	11 807	7 052	72.21%
12	Орхон	66 857	66 915	33 886	32 814	688	58	326	14 854	19 032	2 919	11 143	11 168	8 656	50.64%
13	Сэлэнгэ	69 977	70 033	41 583	40 541	510	56	476	18 767	22 816	4 345	13 030	14 103	10 105	59.38%
14	Сүхбаатар	40 337	40 354	30 537	28 847	918	17	755	14 576	15 961	3 735	11 353	9 533	5 916	75.67%
15	Төв	61 251	61 280	38 529	37 199	601	29	700	18 128	20 401	4 475	11 743	12 416	9 895	62.87%
16	Увс	51 258	51 283	36 606	35 202	697	25	682	17 662	18 944	4 699	13 244	11 936	6 727	71.38%
17	Хөвд	53 815	53 864	37 684	35 225	1 427	49	983	17 778	19 906	5 004	13 432	11 972	7 276	69.96%
18	Хэнтий	49 606	49 619	31 052	29 981	473	13	585	14 582	16 470	3 708	10 097	9 976	7 271	62.58%
19	Хөвсгөл	86 096	86 143	50 910	47 605	1 014	47	2 244	22 833	28 077	4 725	17 247	17 257	11 681	59.10%
20	Өвөрхангай	73 984	74 012	42 448	40 077	771	28	1 572	18 842	23 606	4 837	13 883	14 014	9 714	57.35%
21	Өмнөговь	44 346	44 383	29 560	28 422	311	37	790	13 343	16 217	4 025	11 645	8 317	5 573	66.60%
АЙМГИЙН ДҮН		1 100 556	1 101 246	690 076	657 664	15 854	690	15 868	318 253	371 823	80 048	235 689	222 974	151 365	62.66%
22	Багануур дүүрэг	18 468	18 495	9 321	9 004	151	27	139	3 798	5 523	816	3 027	2 924	2 554	50.40%
23	Багахангай дүүрэг	2 726	2 734	2 075	2 005	27	8	35	939	1 136	333	721	563	458	75.90%
24	Баянгол дүүрэг	138 225	138 485	70 845	68 261	1 967	260	357	29 056	41 789	7 391	24 900	20 378	18 176	51.16%
25	Баянхүр дүүрэг	226 613	226 917	105 008	101 480	2 814	304	410	44 431	60 577	12 581	37 975	30 547	23 905	46.28%
26	Налайх дүүрэг	23 664	23 700	13 646	13 107	337	36	166	5 814	7 832	1 809	4 402	3 963	3 472	57.58%
27	Сонгинохайрхан дүүрэг	197 982	198 190	91 126	87 455	2 347	208	1 116	38 313	52 813	10 981	31 235	26 345	22 565	45.98%
28	Сүхбаатар дүүрэг	88 579	88 762	45 311	42 914	1 806	183	408	19 352	25 959	5 162	14 463	12 994	12 692	51.05%
29	Хан-Уул дүүрэг	120 458	120 678	59 512	57 308	1 501	220	483	25 125	34 387	6 303	22 391	16 854	13 964	49.31%
30	Чингэлтэй дүүрэг	97 493	97 587	42 090	39 965	1 512	94	519	17 825	24 265	4 634	12 903	12 409	12 144	43.13%
НИЙСЛЭЛИЙН ДҮН		914 208	915 548	438 934	421 499	12 462	1 340	3 633	184 653	254 281	50 014	152 017	126 977	109 930	47.94%
УЛСЫН ДҮН		2 014 764	2 016 794	1 129 010	1 079 163	28 316	2 030	19 501	502 906	626 104	130 058	387 706	349 951	261 295	55.98%
Нийт сонгогчдоос эзлэх хувь					53.51%	1.40%	0.10%	0.97%	24.94%	31.04%	6.45%	19.22%	17.35%	12.96%	
Саналаа өгсөн сонгогчдоос эзлэх хувь					95.58%	2.51%	0.18%	1.73%	44.54%	55.46%	11.62%	34.34%	31.00%	23.14%	

УЛСЫН БҮРТЭЛИЙН ЕРӨНХИЙ ГАЗАР

<sup>51</sup> <https://ikon.mn/elections/2020/irts/t>

Table 9 shows the 5-star scheme evaluation of the accessibility of information by GASR.

*Table 9. 5-star scheme evaluation for 2020 elections of Parliament and Local Government*

Topic name	Timeframe	Format	Last updated	5-star scheme evaluation
Voter participation of Parliamentary Election	2020	Maps, Charts	2020.06.25	*
Voter participation of local government election for provinces, the capital city, soums, and districts	2020	.jpeg	2020-10-19	*

The information is evaluated as “one star” –format is not available for regeneration of data.

### **There is no clear legal regulation on how GEC, NSO, and GASR when to update voter turnout information after the election for ensuring transparency for the public.**

If the citizens and researchers are interested in accessing the information, the process of approaching which organization, type of request to submit (or purchase) is not clear. Moreover, there is no regulation on making voter turnout information available.

### ***What type of analysis can be conducted based on current data on voter turnout?***

The following analysis can be conducted based on the voter turnout data of elections of Parliamentary 1992-2016 and Mongolian Presidential election 1993-2017 as well as NSO's statistical database /www.1212.mn/.

1. The information on the number of registered voters, the number of voted population, percentage of the voted population against the total population of the country is available for the Parliamentary election 1992-2016 and Presidential election 1993-2017. (The information is only available at the national level and is not available by each constituency, province, the capital city, and district)
2. The information on the number of registered voters and the number of voted population can be regenerated by category of provinces and soums for the Parliamentary election between 1992-2016 and Presidential elections 1993-2017. (The regeneratable information is not available by capital city districts)
3. The election participation data can be generated for each province for the Parliamentary election between 1992-2020 and Presidential election 1993-2017.s
4. The information on the voter turnout of local government election is available by category of the number of registered voters, the number of voted population, and voter participation percentage. However, the information is only available at a national level.

Based on the information given, it is shown that **the information of voter turnout percentage is only available at a national level and it gives a limited possibility to access segregated data by each province.**

By using the voter turnout information of the 2020 local government election, the following additional analysis can be conducted. <sup>52</sup>

<sup>52</sup> The election turnout rate is generated by GASR and it is displayed in images at the Facebook page of GEC

1. The gender data of voted population in the category of the national, province, the capital city, and district level
2. The age group data of voted population in the category of the national, provincial, and capital city level

Based on the voter turnout information of the 2020 Parliamentary election,<sup>53</sup> it is possible to calculate the percentage of voted population by using total registered voters by each constituency (at provinces, the capital city, and district levels)

One of the fundamental principles of a democratic election is to ensure the principle of universality. Therefore, it is highly crucial to ensure every citizen's right to elect. Various types of factors affect the increase and decrease of election participation such as education level, economic condition, livelihood, organizational aspects of the election, election system, political interest, voters age, and geographical coverage, etc. In order to increase the voter turnout rate and participation, it is required to identify the impact of each factor and to implement potential actions and policy changes. In order to implement policy changes and actions, it is required to conduct a comparative study on voter turnout in the category of age, gender, and geographical location against statistical major indicators.

The current information on voter turnout age groups is different from that of NSO's age group categories. It does not support the possibility of conducting a comparative analysis. (Table 8)

*Table 10. The difference between age groups data on demographical statistical indicators and age groups data on voter turnout rate*

Age groups data on demographical statistical indicators	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70+
Age groups data on voter turnout rate /current/	18-25		26-40			41-55			56 +			
Number of years at each age group	8		15			15			-			

The age group data generated by NSO required to be modified similarly with election voter turnout age groups (18-25, 26-40, 41-55, over 56) (Table 9)

*Table 11. The recommendation of modifying age groups information of demographical statistical in line with age groups information of election voter turnout*

Age groups data on demographical statistical indicators	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70+
Age groups data on voter turnout rate / recommendation/	18-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70+
Number of years at each age group	2	5	5	5	5	5	5	5	5	5	5	-

The following actions need to be taken by NSO for the age group of 15-19. In order to compare voter turnout rate against socio-economic information, NSO is recommended to segregate data of the age group of 18-19 years.

<sup>53</sup> The information posted on [www.ikon.mn](http://www.ikon.mn) is originally generated by GASR and source data is available for further regeneration.



## THREE. CONCLUSIONS AND RECOMMENDATIONS

### OVERALL CONCLUSIONS

- The research team made the following conclusions based on the situational analysis on voter registration (voter turnout rate). Mongolia creates a voters list during the election based on citizens' state registration data. This single-time solution process has weaknesses such as not ensuring the voters' right to elect (to be included on voters' registration list) and lack of transparency. Therefore, **the system of continuous voters list needs to be introduced and regular updates of the list that would** enable prerequisite conditions of organizing fair election and the possibility to increase the accessibility of voter registration database for the public.
- The legal regulations and procedures **need to be defined specifically** with transparent and accessible manner -on voter registration and election turnout during the periods of pre-election, election day, and post-election. For instance, GASR and GEC receive election turnout-related information through their units. There is no clear legal regulation of election turnout on which state organization to consolidate, announce, and share the information mismatch by GASR and GEC.
- Based on the given information, it is required to improve coordination of government organizations by not **duplicating their roles and responsibilities for** the election.
- The level of transparency on election turnout information is relatively sufficient. The accessible information includes access for voters, family members, and other voters registered under the same residential address for the pre-election period, access to election turnout by each constituency during the election day, and access to consolidated information of voter turnout information. However, the election turnout information is not available for further analysis based on age, gender, and geographical location as well as conducting comparison against main statistical indicators due to lack of accessibility and fulfilling the open-source requirements.

### RECOMMENDATIONS

Based on the situational analysis on voter registration (election turnout), the research team proposes the following recommendations.

1. **By updating the relevant laws and legal documents, it is recommended to introduce a continuous voter registration system and ensuring regular updates of the voter registration.**<sup>54</sup>
2. **It is recommended to update and clearly define the mandate and responsibilities of state implementing organizations in the legal documents in the area of voters' registration (creation and updates of voters list)**<sup>55</sup>. The following actions are recommended:

#### GASR

- Recommended to be responsible for voter registration, creating and updating voters list, act as a lead organization in charge of validation and announcement of voter turnout rate during the periods of pre-election, voting day, and post-election without the involvement of GEC.
- To finalize the information of voter registration and election turnout in a regeneratable format and transfer the information to NSO.

<sup>54</sup> Check annex 6 for detailed information

<sup>55</sup> Check annex 7 for detailed information



- In order to update the voters list, GASR is recommended to receive relevant information from SCM, MoD, GEACD, NPA, GABP, MIA without referral of GEC. It is recommended to receive and update relevant information for once a year for the non-election year and before the election within the legal timeframe for an election year.

## NSO

- To inform statistical information of the total number of eligible voters, the number of citizens who lost their rights to elect in the category of age, gender, and geographical location, and it is recommended to update the information regularly for both election year and non-election year.
- In order to enable the opportunity to conduct comparative analysis on statistical information, NSO is recommended to place the information in a consolidated database.

## GEC

- It is recommended to maintain its role of organizing elections and providing technical and professional guidance.

**3. It is recommended to announce the progress information of the election turnout rate.** For example, If the voting commences at 8:00, the progress update on election turnout should commence from 9:00. The accredited staff of GASR works at each election precinct in charge of citizen's registration, checking voters' information by using the fingerprint. This information can be automatically exported to the database or information can be gathered at the constituency precinct and can be exported at selected hours. By using the exported information, it is available to announce the voter turnout information to the public. The voter turnout information can be announced by GASR at the office of GEC or live broadcasting in cooperation with technological companies.

**4. To ensure the information accessibility on voters list and voter turnout updates on the election day for citizens, the public, political parties and coalitions within the legal framework.** It includes the following recommended actions.

- To inform the number of eligible voters from each constituency in the category of age group, gender, and geographical location (or by administrative units)
- To redefine the age groups: Modify age groups to narrow scope of age group 18-19, 20-24, 25-29, 30-34, 35-39, 40-44, 45-49, 50-54, 55-59, 60-64, 65-69, over 70 rather than current wider range of age group group of 18-25, 26-40, 41-55, over 56.
- It is recommended to provide information on the number of voted population among each age group. By providing the information, it will enable to define the factors of election participation, propose accurate planning and solutions to improve the election participation, and compare with statistical major indicators of NSO.

**5.** Within the framework of projects like Open Governance Partnership and Smart Governance that Mongolia joined, NSO and GASR are recommended to upload voter turnout rate-related information in an open-source format at [www.1212.mn](http://www.1212.mn) in order to support open-source data and to ensure the provision of reliable, complete and accessible information for the stakeholders of the democratic elections.

6. In order to support voter education and increase election participation and effective mobilization of state and non-governmental organizations© support, the information related to voter turnout should be uploaded in regeneratable open-source formats. The information needs to be regularly updated (once in a year for non-election year and before organizing election for election year) and to fulfill the requirements of accuracy and completeness.

## ANNEX

### 1. By 15 January 2021, 7 laws on 15 procedures (acts) in line with the laws are active in regulating Mongolian elections

Nº	Name of the law	Approved data	Active
1.	On election central organization	12 Jan 2006	Active
2.	On election automation system law	10 Nov 2011	Active
3.	On election	25 Dec 2015	Active
4.	On referendum	05 Feb 2016	Active
5.	On Mongolian Parliamentary Election	20 Dec 2019	Active
6.	On province, the capital city, soum, district-level citizen's representative's khural election	30 Jan 2020	Active
7.	On Mongolian Presidential election	24 Dec 2020	Active

Name of the procedure	Approved organization	Approved year	Active
1. The procedure on the creation of voters list, announcement and information sharing for "Provinces, the capital city, soum, district citizen's representative's khural election approved by Head of General Authority for State Registration	General Authority for State Registration	2020	Active
2. The procedure on an election campaign at online and oversight for online campaigns	General Election Commission	2020	Active
3. The procedure on conducting oversight, observation, and external monitoring for the election activities by Non-Governmental Organizations	General Election Commission	2020	Active
4. The procedure for registration of election documents	General Election Commission	2020	Active
5. The procedure on organizing training for election staff training and certification process.	General Election Commission	2020	Active
6. The procedure on meeting discipline and meeting minutes of the election precincts	General Election Commission	2020	Active
7. The procedure on organizing training for election information technology team members and designated staff and certification process	General Election Commission	2020	Active
8. The procedure on election observation	General Election Commission	2020	Active
9. The procedure on receiving votes by the sealed ballot box	General Election Commission	2020	Active
10. The procedure on printing, delivery, protection of ballot paper	General Election Commission	2020	Active
11. The procedure on election campaign broadcasting by radio and television and oversight process	GEC and Communications Regulatory Commission	2020	Active
12. The procedure on registration and providing identity cards for the staff of political parties and coalitions, managers and aides of candidates, and electioneer.	General Election Commission	2020	Active

## 2. The process of open data development in Mongolia

The prerequisite of national development of open data- the open data readiness assessment is conducted with the support of the “Smart Governance” project funded by a soft loan of the World Bank International Association. The assessment includes the activity of evaluation of a 5-star scheme for state organization open data. 32 data sources of 18 state organizations are assessed. 3 sources evaluated by 3 stars, 2 sources evaluated by 1 star, and the remaining 17 sources evaluated as 1 star<sup>56</sup>. Based on the findings of the assessment, the draft law on “open data” is developed.

Within the “Smart Governance” project, the state open data portal “opendata.gov.mn” launched. The portal offers 105 types of open data from 13 organizations with free-of-charge. /by Dec 2020/. The open data is placed in the following formats as defined in open data policy themes.

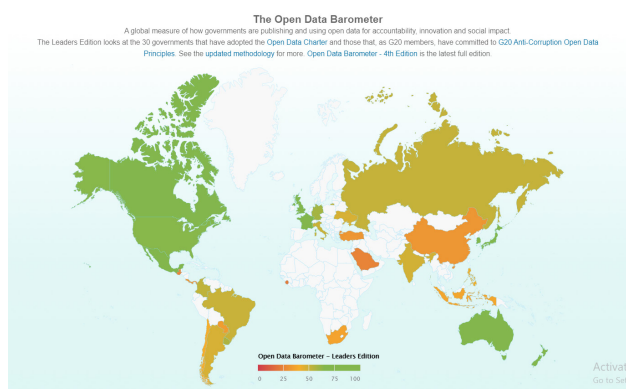
**XLSX** is the most widely used data and information format generated by Microsoft Excel software. In other words, xlsx format is a simple and easy-to-use format in tables.

**JSON** is one of the simple and easy-to-read formats in the programming language. Compared to XML or other formats, it is easier to use on generating data and information.

**XML** is the most commonly used format for sharing data and information and it has the advantage of not modifying existing file structure.

**CSV** file has an input and output structure and is considered as one of the easiest formats to use. It is convenient for sharing and transferring structured big data.

Mongolia is committed to developing open data and it will create positive impacts by introducing it in various sectors. 114 countries are supporting and generating open data<sup>57</sup>. Canada, France, the Republic of Korea, the United Kingdom, Japan, Mexico, the United States of America, the People’s Republic of China, Singapore, and Estonia are the frontrunners in the successful adaptation of open data<sup>58</sup>. The open data of state organizations must fulfill the following requirements. 1. Open and easy to access, 2. Readable by machine 3. Free of charge 4. Regular updates 5. Accurate and complete 6. Sustainable 7. Useful/Practically important.



*Open data generated countries by 2018. /  
Countries marked in white are not applicable/*

<sup>57</sup>Mongolia Open data readiness assessment, page 70

<sup>58</sup>OpenData Barometer, Global Report, 2017

<sup>59</sup>OpenData Barometer, Global Report, 2017

### 3. Articles regulating the announcement, delivery, and modify changes of the voters list.

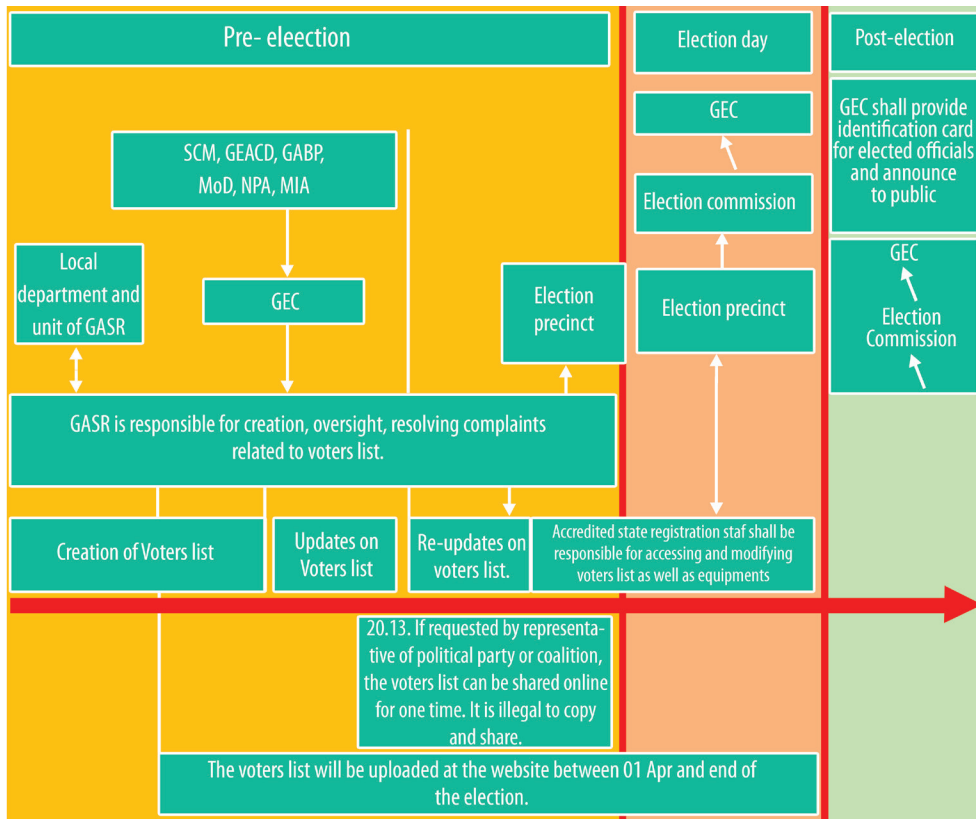
The relevant articles defined in the procedure on voters list creation and transfer of voters /The order no.A/372 by the head of GASR on 24 Mar 2020

Article	Article text
2.1	According to article 13.6 of LoMSGKhE, the local department of state registration authority shall be responsible for uploading election territory and election center information as part of the voter registration section of the online database of state registration as defined by the resolution of the establishment of election precinct by Citizen's Representative's Khural at soum and district level.
2.2	As defined in this procedure, the local department of state registration authority shall be responsible for providing information defined in article 2.1 of this article to the state central administrative organization for state registration along with the original copy of the resolution by Citizen's Representative's Khural within 5 days.
2.3	The state organization shall be responsible for implementing the numbering without duplication of the election precinct at an online database based on the information defined in article 2.2.
2.4	The local department of state registration shall be responsible for adhering the article 2.3 of the procedure by uploading the information of the voting age population that permanently resides and eligible population for voters list on the online database.
2.9	After the oversight of information, the public administration organization shall be responsible for creating a voters list adhering the article 2.7 of this procedure by consolidating information in the order of last name, first name, age, gender, ID number, permanent address under the category of the province, capital city, soum, district, bagh, and khoroo level.
3.1	According to article 2.9 of the procedure, the public administration organization shall be responsible for uploading voters list at the website between 01 April to the end of the voting day during the election year.
3.2	The public administration organization shall provide access for citizens to check information related to themselves by using ID numbers when uploading the voters list on the website.

The relevant articles defined in the procedure on voters list creation and announcement and delivery for Local government election for provinces, the capital city, soum, and districts.  
/The order no.A/961 by the head of GASR

Article	Article text
3.1	According to article 2.8 of the procedure, The Information and technology unit upload voters list of Local Government election on its website between 90 days prior to election and end of voting day.
3.2	According to article 3.1 of the procedure, the information and technology unit shall be responsible for providing the opportunity for citizens to access information related to themselves.
3.4	According to article 2.8 of the procedure, the state registration unit shall be responsible for modifying information on its online database defined in articles 20.9.1-20.9.4 of LoPCCSDCRKhE.
3.7	In addition to article 3.4 of the procedure, the state registration unit and accredited staff shall be responsible for modifying information on the online database defined in article 23.2 of LoPCCSDCRKhE less than 3 days prior to the election and accredited staff of state registration shall inform state registration department and unit in charge of civil state registration.
3.7.1	According to article 23.1 of LoPCCSDCRKhE, modified information of non-registered voters on the voters list, an eligible voter from geographical territory coverage based on the complaints by voters.
3.7.2	According to article 23.1 of LoPCCSDCRKhE, inaccurate voter information on the voters list shall be modified based on the complaints of the voter. The information will be modified based on civil state registration online database information and supporting documents.
3.8	Based on the information defined in article 3.7 of the procedure, the department of state registration shall be responsible for printing "reference for modifying information on voters list- Form 4" and inform accredited staff at their earliest convenience.
3.9	The number of modified information of accredited staff and the number of printed references of the state registration department shall be matching according to article 3.8 of the procedure.
3.10	The state registration department shall be responsible for providing a copy of modified information of voters to election precincts in accordance with "Voters' list of Citizen's Representatives Election for provinces, the capital city, soums and districts-Form 1", a copy to accredited staff and providing remaining one copy to be kept in the state registration department.

#### 4. The overview of voters list creation, announcement, and validation of election turnout



## 5. The accessibility assessment for voters' registration and voter turnout data (summary)

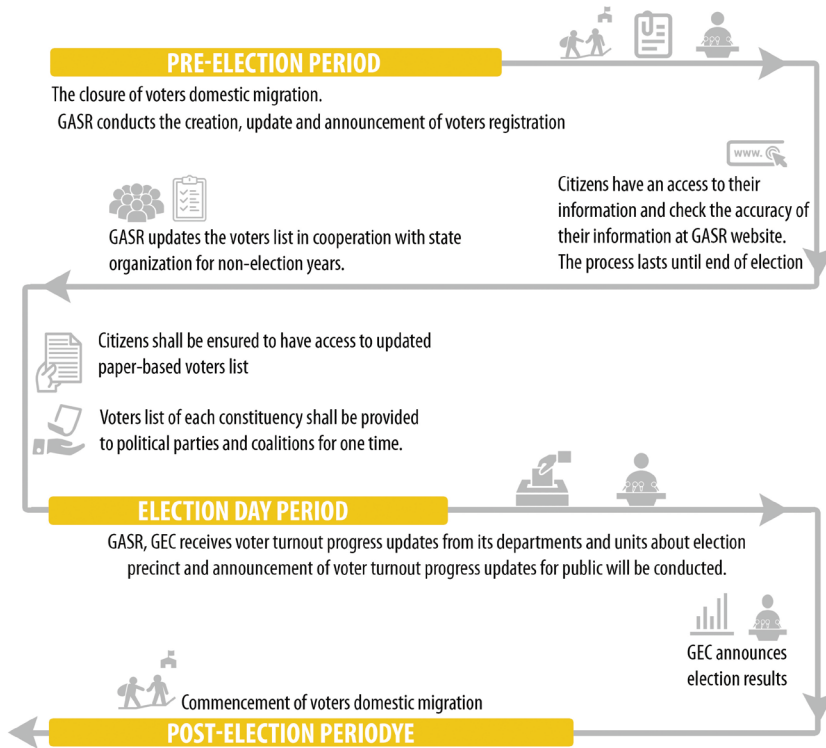
	The activities related to voters' registration and voters list	Responsible organization	Remarks	Evaluation
PRE-ELECTION	Creation of voters list	GASR	The voters have only the opportunity to access and modify their information online	The information of the total number of eligible voters in the category of age, gender, and constituency is not accessible to the public.
	Oversight of voters list	GASR		
	Resolving duplication of voters list and registration	GASR	Within the legal timeframe, GEC receives information from relevant state organizations and resolved the issue.	
	Resolving complaints related to the voters list	GASR	The voters have only the opportunity to access their information by paper-based format and able to modify information	
	It will be shared if the accredited representative of political party or coalitions requests	Election precinct GASR	Shared the information with political parties and coalitions for one time under the terms and conditions of not copying and sharing.	The total number of eligible voters (by age, gender, and constituency) is inaccessible to public and independent candidates.
ELECTION DAY				
POST-ELECTION	Announcing voter turnout progress updates	NOT CLEAR	GEC followed the data collection procedures and provided election turnout progress updates to the public.	The information of the total number of eligible voters in the category of age, gender is semi-inaccessible.
	Validating election results	NOT CLEAR	GEC consolidated election results and provided identification cards for the majority of vote receivers as members of Parliament. GEC provided information to the public.	The information of the total number of eligible voters and their turnout rate in the category of age, gender, and constituency is inaccessible. (From 2020, partial information became accessible, but not sufficient)
	Consolidation of results and announcement	GEC		

## 6. Stakeholders for creation of voters list

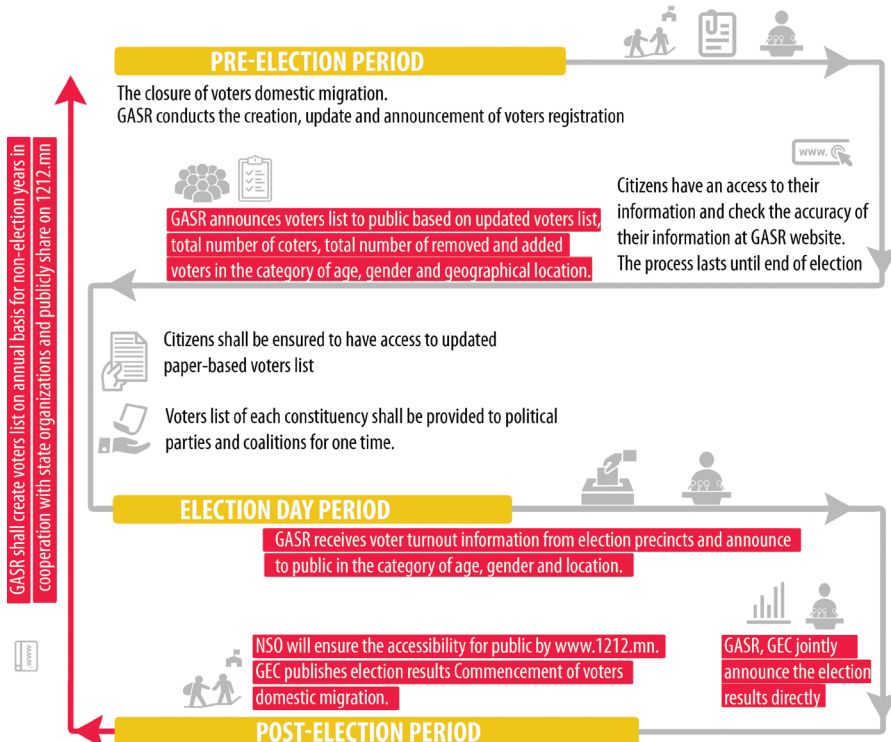




## 7. Current information sharing system of voter registration and voter turnout information



## Recommended information sharing system of voter registration and voter turnout information



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Image 10. Turnout percentage of Parliamentary Election, by constituency

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Image 12. The election turnout for Parliamentary and Local Government between 1992-2000

Image 13. Voter turnout of 2020 Parliamentary election

Image 14. Voter turnout of Local government election, Facebook page of GEC

<sup>59</sup> <https://ikon.mn/elections/2020/irts/t>

<sup>60</sup> <https://ikon.mn/elections/2020/irts/t>

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