

Inter-Parliamentary Union



United Nations Development Programme



# Promoting Inclusive Parliaments: The representation of minorities and indigenous peoples in parliament

## Project Document

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## **1. Introduction**

A democratic parliament should reflect the social diversity of the population in terms of gender, language, religion, ethnicity, or other politically significant characteristics. A parliament which is unrepresentative in this sense will leave some social groups and communities feeling disadvantaged in the political process or even excluded altogether, with consequences for the quality of public life or the stability of the political system and society in general.

The United Nations Development Programme (UNDP) and the Inter-Parliamentary Union (IPU) propose to conduct a series of activities to enhance the effective representation of minorities and indigenous peoples in parliament. This effort seeks to build on the positive results achieved by the IPU's Women in Politics programme and its worldwide reputation as the most authoritative source of data on the number and proportion of women in parliament, by expanding this capacity to also cover minorities and indigenous peoples. It also draws on work conducted by UNDP and the UN system on the issue of minorities and indigenous peoples.

The proposal seeks to use improved data on minority and indigenous people's representation in national parliaments to advocate for greater political participation and more effective representation of these groups. It will carry out awareness raising activities to this end, including in the context of programmes of assistance to parliaments.

The proposal covers both minorities and indigenous peoples, even though indigenous peoples may in some jurisdictions be the majority population. This is because the issues that impact upon the political representation of both groups, such as marginalization and discrimination, are in many ways analogous.

The proposal is based on the recommendations developed at a joint UNDP – IPU consultation on minority representation that was organized in March 2007. In the consultation, there was a unanimous view that a proactive focus on political representation was crucial and that greater work with political leaders and parliamentarians was also extremely important. The project will focus on representation not only in terms of numbers or percentages but also in terms of effectiveness, for example how minorities and indigenous groups are represented and take part in decision-making processes in parliament.

## **2. Situation Analysis**

According to Article 2, paragraph 2 of the 1992 UN Declaration on Minorities “persons belonging to minorities have the right to participate effectively in [...] public life” and “the right to participate effectively in decisions on the national, and where appropriate, regional level concerning the minority to which they belong or the regions in which they live [...]”.

The international legal framework therefore provides support for the right of persons belonging to minorities to be represented in parliament. This right can be derived from the rights to political participation, including the right to vote, to equal suffrage and to stand for office, which are upheld in both international and regional standards, both binding and declaratory. It is further supported by other rights that are crucial if minorities are to have a fair chance of being elected to the legislature, notably the right to non-discrimination and the rights to freedom of association, assembly and expression.

As the elected body that represents society in all its diversity, parliaments have a unique responsibility for reconciling the conflicting interests and expectations of different groups and communities through the democratic means of dialogue and compromise.

The vast majority of the world's internal conflicts have an ethnic or religious dimension. Many are rooted in failures to protect and promote minority rights and in minority rights violation such as curbs on freedom, political exclusion, economic discrimination, hate crimes and supremacist policies<sup>1</sup>.

There is a strong link between oppressed and marginalized minorities and contemporary conflicts, and conflict prevention needs to address minority issues.

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<sup>1</sup> Carrots, Sticks and Ethnic Conflicts: Rethinking Development Assistance (2003), Miltonm Esman, Herring.

Underrepresented groups are also often economically disadvantaged, and their lack of representation can reduce the incentives of parliamentary institutions to respond effectively to the needs of the poor. In extreme cases, parliaments that are captured by narrow political elite can lose legitimacy and fuel conditions for irresponsible populism or conflict. A more inclusive political system is more likely to create the political incentives in developing countries necessary to strengthen government action to meet the Millennium Development Goals.

In order to promote more inclusive parliaments, specific arrangements have often been made for the parliamentary representation of minorities or indigenous peoples. These include ensuring representation of national minorities through a system of reserved number of seats in one or both chambers of parliament; and other forms of guaranteed participation in the legislative process, for example in parliamentary committees responsible for minority issues.

The most complete data set on minority representation in parliament is found in the publication by the Minority Rights Group International (MRG) entitled, Electoral Systems and the Protection and Participation of Minorities. This publication, which covers some 50 countries, analyses how electoral systems can influence the numbers of minority candidates elected and how majority parties seek to appeal to or marginalize minority voters and how inclusive candidate list will be.

Based on the successful IPU efforts to use data on women's representation in national parliaments to advocate for removing obstacles to greater political participation by women, IPU and UNDP organized a consultation in March 2007 bringing together representatives of parliaments, international organizations, NGOs and academia to reflect on minority representation in parliaments, available data, possible data collection exercise and advocacy efforts.

### **3. UNDP and IPU comparative advantage**

#### **A. UNDP**

UNDP, with its 166 country offices around the world, represent a strategic partner in terms of access to the UN system expertise on minority issues as well as a network to integrate this into parliamentary development programming.

For UNDP, there is an overwhelming correlation between minority status and poverty. UNDP's overall commitment to sustainable human development could be strengthened with better attention to the situation of minorities.

Within the UN agencies, UNDP has access to expertise on minority issues notably through the United Nations Office of the High Commissioner for Human Rights (UNOHCHR). On 10 December 1948 States pledged that the UN can not remain indifferent to the fate of Minorities. The responsibility of the UN to promote and protect minority rights, in accordance with its mandate, was reaffirmed in article 9 of the 1992 UN Declaration on the Rights of Persons belonging to National or Ethnic, Religious and Linguistic Minorities (UN Minorities Declaration). In that Declaration, States also pledged to protect the existence and identity of minorities within their territory, to establish conditions of equality and non-discrimination and to ensure effective participation of minorities in public life. States obligations towards the rights of persons belonging to minorities have also been laid down in Article 27 of the International Covenant on Civil and Political Rights of 1966 as well as the Millennium Declaration of 2000, para 25, where States resolved "to strengthen the capacity of all our countries to implement the principles and practices of democracy and respect for human rights, including minority rights". In 1995, the UN Working Group on Minorities was created as a subsidiary organ of the Sub-Commission on the Promotion and Protection of Human Rights. The Working Group aims at being a forum for dialogue. Firstly, it facilitates greater awareness of the differing perspectives on minority issues and, consequently, to seek better understanding and mutual respect among minorities and between minorities and Governments. Secondly, it can act as a mechanism for hearing suggestions and making recommendations for the peaceful and constructive solution to problems involving minorities, through the promotion and protection of their rights. The Working Group has considered good and less good

experiences in considering the participation of minorities in public life in different countries and has created various tools to understand better minority rights and obligations of States and the UN to promote and protect those rights, such as the Commentary on the UN Minorities Declaration, the Minority Profile and Matrix and a guidance note on actions to be taken to improve the representation, responsiveness and accountability of policing and other public services to minorities and communities' concerns within different countries.

Furthermore, UNDP can integrate the outcomes and good practices into the Global Programme on Parliamentary Strengthening (GPPS<sup>2</sup>) and UNDP Parliamentary Development network to ensure sustainability of the outcomes developed by the Inclusive Parliaments initiative.

## **B. IPU:**

The IPU is the international organization of Parliaments of sovereign States ([Article 1 of the Statutes of the Inter-Parliamentary Union](#)). It was established in 1889. The Union is the focal point for world-wide parliamentary dialogue and works for peace and co-operation among peoples and for the firm establishment of representative democracy.

Over the years, the Inter-Parliamentary Union has played a pioneering role in the development of a number of standards and guidelines pertaining to democracy, elections and the working methods of parliaments and promoting good practices of democracy by parliaments.

IPU has also developed several guides (Parliament and democracy in the twenty-first century: A guide to good practice) and databases (Women in National Parliaments) to support the development of inclusive parliaments and consequently, IPU's knowledge and expertise would be a strong advantage of the UNDP – IPU partnership on this initiative on Inclusive Parliaments.

IPU has more than 30 years of research and advocacy work in the area of women's political participation. It has become the internationally recognized authority in promoting women's political rights, not only through advocacy but also through building capacity for effective participation of women in political, especially parliamentary processes.

IPU has implemented more than 100 projects of technical assistance to parliaments since 1973. Finally, IPU has excellent access to parliaments around the world and has developed a strong network of parliamentary experts.

## **4. Objectives and activities**

The project will seek to achieve three main objectives, which will inform activities as outlined below.

### **1) Increase knowledge on the representation of minorities and indigenous peoples**

Authoritative data is needed to form a strong evidence base for further activities. The project will work with parliaments to extend and institutionalize existing data collection initiatives.

A questionnaire will be prepared for parliaments that will include, but not be limited to, questions about the number of minority representatives and information related to their proportion in the population.

The questionnaire will also collect information on a range of other issues, including: 1) provisions on the representation of minorities in electoral laws, 2) what affirmative action parliaments are taking to promote minority representation (outreach to minority communities, use of minority languages in parliamentary proceedings, etc.), 3) whether a particular committee has a remit to address minority issues, 4) the existence of other mechanisms to promote minority interests (minority caucuses).

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<sup>2</sup> GPPS was launched in May 1999 and made possible through the generous support of the Government of Belgium. The Programme carries the overall objective of strengthening the capacity of parliaments and improving the ability of elected officials to represent and be accountable to the will of the people. GPPS is implemented at a country-level, a regional-level and a global-level.

As part of the data collection exercise, the project will investigate how parliaments can facilitate the participation of minority representatives in parliamentary decision-making processes, and how minority representatives are able to make an effective and meaningful contribution to parliamentary work.

## **2) Provide tools for parliaments and other stakeholders on promoting inclusive parliaments**

Based on the data collected and analyzed, UNDP and IPU will develop a Toolkit on Promoting Inclusive Parliaments. The toolkit would be targeted at a parliamentary audience. It would also be of interest to other stakeholders who interact with parliament on minority issues. The toolkit will contain relevant information, examples and recommendations for parliamentary action. The toolkit could contain a number of items, including:

- A presentation of why the representation of minorities is important
- A series of key messages about minority representation
- An overview of international obligations and mechanisms regarding the participation of minorities in political life
- An analysis of the current state of minority representation in parliament
- An analysis of electoral systems with regard to minority representation
- An analysis of similarities and difference between the representation of women and the representation of minorities
- Recommendations for parliamentary action to enhance inclusiveness
- If the following can be prepared in time:
- Examples of good practices in parliaments in ensuring inclusiveness
- Case studies that enable the voice of minority representatives, and their constituents, to be heard
- A set of questions to help parliaments to self-assess their inclusiveness

## **3) Build capacity to advocate for more inclusive parliaments**

Minority representation faces some, but not all, of the same challenges as women's representation. Minority communities can learn from women's political advancement, particularly in how they have used international normative frameworks (such as CEDAW) as an effective advocacy tool for addressing broader issues of political participation. Mechanisms such as status reports on the state of minorities in a country could be useful in stimulating dialogue about reform in a particular country. Special measures in Parliament could also be promoted, such as the use of specific parliamentary committees on minority issues. Disaggregated indicators are necessary for both along with an enhanced commitment of MPs. Some of the IPU's advocacy activities for women, such as the meeting of Women Speakers of Parliament or campaigning around International Women's Day, could usefully be adapted to the context of minority representation.

A series of activities will be carried out to promote use of the toolkit in parliaments and to raise awareness among key stakeholders.

Activities will include:

- Awareness raising for MPs and political parties on minority issues and the positive and enriching aspects of diversity.
- An international conference on the issue of minority representation
- An annual analysis of trends in minority representation
- Capacity building support to parliamentary committees and caucuses that are addressing minority issues or working on issues of promoting political inclusion.
- Information for parliaments and minority groups on effective reporting to international UN bodies, treaties and other human rights monitoring systems. Under the UN Convention on the Elimination of All Forms of Racial Discrimination as well as the International Covenant on Civil and Political Rights

(articles 25 and 27) Governments are required to report on minority participation. Reporting obligations under UN Human Rights Treaties and addressing minority participation can be used as an occasion for parliamentary hearings to evaluate progress on minority inclusion.

## **A. Implementing arrangements**

### **Roles and responsibilities**

The project will be jointly managed by IPU and UNDP. IPU will be particularly responsible for relations with parliaments. UNDP will contribute its extensive experience and contacts in parliaments. UNDP will be particularly responsible for relations with the United Nations system and other stakeholders, including NGOs and minority organizations.

All publications will be jointly published by IPU and UNDP, and intellectual property will be shared by the two organizations. All meetings and seminars will be jointly organized by IPU and UNDP, in partnership with parliaments that choose to participate in the project.

IPU will be responsible for the financial management of the project.

A letter of agreement between IPU and UNDP will describe the division of responsibilities and the use of funds in greater detail.

External consultants will be used to carry out many of the activities, under Terms of Reference to be developed by IPU and UNDP. Consultants have been budgeted at CHF 6'000 per person month. A total of 25 person months (CHF 150'000) have been budgeted over the three year project duration.

### **Advisory Board**

An Advisory Board will be set up to provide guidance throughout the project and to facilitate linkages with key stakeholders (parliaments, minority groups, international organizations, academics). The Advisory Board will also assist in identifying the most strategic activities and partners for the capacity building initiatives. The composition of the Advisory Board will be the subject of agreement between IPU and UNDP.

The Advisory Board would consist of up to 15 people. Close attention would be paid to maintaining balance between geographic regions, gender, people for parliaments, people from minority groups, and other experts.

The Advisory Board would meet twice in 2008, once in 2009 and once in 2009. Transport costs have been calculated on the basis of CHF 2'000 per person per meeting. DSA has been calculated on the basis of CHF 300 per person per night, with each meeting requiring 3 nights accommodation. Interpretation is foreseen in three languages (English, French, Spanish), calculated on the basis of CHF 1000 per interpreter per day.

### **Timing of activities**

The project will be carried out in two phases. The first phase will run from the beginning of 2008 to the beginning of 2009. The activities in the first phase will principally involve data gathering and publication, and the production of a toolkit for parliaments. The second phase will involve principally working more closely with parliaments and minority groups to promote use of the toolkit and raise awareness of the issues.

A mid-term project evaluation will be carried out at the end of the first phase to assess the progress of activities, evaluate their impact and propose adjustments as necessary.

## **5. Target audiences**

The principal targets and beneficiaries of the project are parliaments themselves. The project aims to assist parliaments in becoming more inclusive of the social diversity of the population. A more inclusive parliament is better equipped to carry out one of parliament's fundamental roles - to manage the conflicting interests and expectations of different groups and communities through the democratic

means of dialogue and compromise – than a parliament that is not inclusive of the population's diversity.

The most immediate benefit should be felt by the current and future parliamentarians of minority and indigenous background themselves. The project will provide indirect support for them to perform their parliamentary mandate more effectively by encouraging a more favourable environment in parliament. As a consequence, minority and indigenous communities in general will benefit from more effective representation in parliament.

The project does not intend to support minority groups directly, as this is best left to others that are better equipped to do so on the ground. The project will provide indirect support by making available data, a toolkit and advocacy material that can be used or adapted with these groups to approach the issue of representation in parliament.

Some of the activities will be targeted at stakeholders who are in a position to interact with parliaments or exercise some influence on the issue of minority representation. These stakeholders include governments, entities within the United Nations system, NGO, particularly from minority communities or who work in favour of minority rights, and the media

Meanwhile, academics and researchers will benefit from the availability of baseline data on a global scale, which they will be able to use in their own work.

A number of groups and institutions who are already actively involved in the promotion of minority rights (UN Office of the High Commissioner for Human Rights, OSCE High Commissioner on National Minorities, Minority Rights International...) will participate in the project and may use its outcomes in their own activities.

## **6. Risks, assumptions and challenges**

The strategy is to create a virtuous circle between the three principle groups of activities: knowledge, tools and advocacy. The availability of authoritative data will enable the creation of a strong set of tools for parliamentary action. The advocacy activities will promote use of the tools and facilitate the collection and updating of authoritative data. The three groups of activities are therefore mutually reinforcing.

Two important aspects need to be addressed in order to achieve a successful outcome to the project:

- political issues surrounding minority representation
- incentives for parliaments to become more inclusive

### **Political issues surrounding minority representation**

The simple fact of proposing to work on the issue of minority representation is sufficient to raise a number of concerns among parliaments. One recurrent concern is whether IPU and UNDP intend to issue prescriptive recommendations for how minorities should be represented in a specific national context. This is certainly not the purpose of the project.

To defuse these concerns, an extensive FAQ (Frequently Asked Questions) will be prepared at the project outset to clarify what the project aims to do and what it does not aim to do. As a matter of general principle, the project will seek to be fully transparent about its aims and objectives.

There is no internationally agreed definition of minorities. The United Nations Declaration on Minorities (adopted by General Assembly resolution 47/135 of 18 December 1992) loosely defines minorities by referring to "National or Ethnic, Religious and Linguistic" Minorities. Attempting a more precise statement and definition has been fraught with difficulties.

Figures for the population of minority groups can be both highly contentious and highly political, and conducting a census on the basis of minority identity can be a controversial act in itself. Estimates of minority communities in the population may be underplay the size of minority communities, while minority communities may overestimate their size.

In the light of these considerations, this proposal will follow the UN Declaration, whereby the term “minority” is understood to encompass national, ethnic, religious and linguistic minorities. This politically sensitive approach would leave it up to parliaments to provide data in the manner that they are most comfortable with, and would not limit the kind of information they may provide. The recommendations contained in the toolkit will be of a general nature. No country-specific recommendations will be made at any stage.

At an individual level, it is important to take into consideration the choice of individuals to self-identify, or not, with a particular group. It is recognized that allowing parliamentarians to self-define minority status will necessarily limit the ability to compare data across countries.

The proposed data collection method is to request the parliamentary authorities to provide only aggregate statistical data. At no stage will there be a requirement to identify the individuals concerned, nor will any nominative or personally identifiable data be collected or published.

It is expected that there will not be a 100% response rate to the initial data collection exercise. It is likely that many parliaments do not have any data on the ethnic composition of their membership; some would not be willing to share the data even if they did have it.

Data collection must therefore be seen as an ongoing activity, rather than a one-off event. There is no doubt that it will take time to overcome initial reluctance to provide data. Even so, an initial dataset that covers 50% of the world’s parliaments would have sufficient authority to serve as a basis for analysis and advocacy. The advocacy would create a snowball effect whereby other parliaments would be encouraged to provide data in subsequent years.

Political mobilisation along ethnic lines can be a force for division, which entrenches differences between communities rather than promoting inclusion. Reserved seats or quotas can be a useful means of ensuring representation of marginalized minorities, but where these techniques are applied to most or all seats in parliament this can entrench the ethnic divide, even as populations and identities shift over time.

Nevertheless, a focus on inclusive parliaments has the potential to be done in a way that eases, rather than increases, tensions between minority and majority communities.

Whether mainstream political parties or ethnic parties form a better vehicle for ensuring minority representation is a fundamentally political question that is very country specific and the project will not seek to draw any particular conclusions on this issue.

In general terms, 'One size fits all' prescriptions are to be avoided because of the diversity of minority situations. They would not necessarily work across different countries, or at different stages of the same country's development.

### **Incentives for more inclusive parliaments**

The second aspect concerns the incentives for parliaments – both parliaments as institutions and parliamentarians as individuals – to take action to enhance the inclusiveness of parliament. Here, the experience gained by IPU in advocating the increased representation of women in parliament will be very useful.

Parliamentary reform has many different sources<sup>3</sup>. Extra-parliamentary sources of reform include: changing societal needs; pressures from the public; technological change; international influence and peer-group pressure. Intra-parliamentary sources include the recognition of procedural limitations; ‘reform initiators’ (key individuals; party groups; reform committees); support mobilisers and implementers.

Moreover, parliaments are by no means the only actors who have a direct impact on the effective representation of minorities and indigenous peoples in parliament. Governments, the electoral system,

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<sup>3</sup> Inter-Parliamentary Union (2006). Parliament and democracy in the twenty-first century : A guide to good practice, p184



political parties and minority groups themselves all play major roles. Nevertheless, parliaments play a central role in relation to other groups and institutions, for example in defining the electoral system, and the close relationship with political parties.

The project will take different approaches. The most direct approach will be to make available to parliaments a toolkit containing authoritative data, analyses and examples of good parliamentary practice. Seminars will be organized to increase parliamentary knowledge of the issues and to encourage parliamentary action. However, this alone will not be sufficient to guarantee change.

The toolkit will also be a useful resource for other stakeholders including minority groups, NGOs, the media and the public who are well placed to push for reform. It will also be made available to international organizations who work with parliaments. Pressure from external sources and peer groups will encourage parliamentary action.

Minority representatives themselves will be well placed to mobilize support for parliamentary action from within the institution.

## 7. Results based workplan

	2008	2009	2010
<b>General Objective</b> : Assist parliaments in becoming more inclusive of the social diversity of the population			
Specific Objective : Stimulate parliamentary discussion and action in favour of the representation of minorities and indigenous peoples in parliament			
<b>Objective 1</b> : Increase knowledge on the representation of minorities and indigenous peoples in parliament			
<b>Expected accomplishment 1</b> : Baseline data on the representation of minorities and indigenous peoples in parliament is collected and made available	x		
<b>Expected accomplishment 2</b> : Trends in the representation of minorities and indigenous peoples are tracked annually	x	x	x
<b>Expected accomplishment 3</b> : The impact of the presence of minority representatives in parliament is better understood		x	x
<b>Objective 2</b> : Provide tools for parliaments and other stakeholders on promoting inclusive parliaments			
<b>Expected accomplishment 4</b> : A toolkit is published	x		
<b>Expected accomplishment 5</b> : An effective communication campaign is carried out	x		
<b>Objective 3</b> : Build capacity to advocate for more inclusive parliaments			
<b>Expected accomplishment 6</b> : The capacity of parliaments and parliamentarians to address the issue of minority representation is increased		x	x
<b>Expected accomplishment 7</b> : The capacity of other stakeholders to exert influence on parliaments to address the issue of minority representation is increased		x	x
<b>Objective 4</b> : Ensure effective oversight and evaluation of the project			
<b>Expected accomplishment 8</b> : Convene an Advisory Group is convened to provide guidance to the project	x	x	x
<b>Expected accomplishment 9</b> : Evaluate the project at the end of the first phase and adjust as necessary		x	

## 8. Logframe

Intervention Logic	Objectively verifiable indicators of achievement	Sources of Verification	Risks and Assumptions
<p><b>General Objective :</b> Assist parliaments in becoming more inclusive of the social diversity of the population</p> <p><b>Specific Objective :</b> Stimulate parliamentary discussion and action in favour of the representation of minorities and indigenous peoples in parliament</p>	<p>Level of Minority Representation in Parliaments</p> <p>Existence of measures facilitating representation of minorities (quotas, reserved seats...)</p> <p>Existence of minority caucuses</p> <p>Use of minority languages in parliaments</p> <p>Perception of minorities</p>	<p>Parliaments</p> <p>Electoral systems at national level</p> <p>Internal rules within the Parliament</p> <p>Research studies (Minority Rights Group and other advocacy organizations)</p> <p>Public opinion surveys</p>	<p>The political sensitivity of the issue of minority representation may mean that parliaments are unwilling partners at first</p> <p>The diversity of situations with regard to minorities and indigenous people may preclude any global approach</p>
<p><b>Objective 1:</b> Increase knowledge on the representation of minorities and indigenous peoples in parliament</p>			
<p><b>Expected accomplishment 1:</b> Baseline data on the representation of minorities and indigenous peoples in parliament is collected and made available</p>	<p>Number of parliaments for whom data is available in the database</p> <p>Availability of sex-disaggregated data</p> <p>Number of users of the database</p> <p>Number of requests for information</p>	<p>Database</p> <p>IPU</p>	<p>Some parliaments will not be able to provide data or will not want to do so</p> <p>Difficulty to compare data collected at parliamentary level</p>
<p><b>Main activity 1.1</b> Create a FAQ on minority representation and project activities</p>			
<p><b>Main activity 1.2</b> Carry out a Desk Review of relevant material available</p>			
<p><b>Main activity 1.3</b> Prepare, test, and implement a questionnaire for parliaments</p>			

Intervention Logic	Objectively verifiable indicators of achievement	Sources of Verification	Risks and Assumptions
<b>Main activity 1.4</b> Publish and maintain a database on minority representation			
<b>Expected accomplishment 2:</b> Trends in representation of minorities and indigenous peoples are tracked annually	Timely publication of annual updates	IPU	The sustainability and updating of the database needs to be ensured
<b>Main activity 2.1</b> Publish an annual analysis of the state of minority representation in parliament			
<b>Expected accomplishment 3:</b> The impact of the presence of minority representatives in parliament is better understood	Publication of studies Support of the Advisory Group	Expert review	Excellent knowledge of the local context is required to understand the impact
<b>Main activity 3.1</b> Carry out research on how minority representatives are able to make an effective and meaningful contribution to parliamentary work			
<b>Objective 2:</b> Provide tools for parliaments and other stakeholders on promoting inclusive parliaments			
<b>Expected accomplishment 4:</b> A toolkit is published	Toolkit published in time for the 60 <sup>th</sup> anniversary of the Universal Declaration of Human Rights Number of requests for copies of toolkit Number of translations of toolkit	IPU	The publication of the toolkit could be delayed Data collected may have too many gaps to enable authoritative analysis
<b>Main activity 4.1</b> Prepare, print and distribute a toolkit for parliaments			
<b>Expected accomplishment 5:</b> An effective communication campaign is carried out	Number of articles in the press Number of requests for information	IPU Internet	Media attention may be focused on the 60 <sup>th</sup> anniversary of the Universal Declaration

Intervention Logic	Objectively verifiable indicators of achievement	Sources of Verification	Risks and Assumptions
<p><b>Main activity 5.1</b> Create and print flyers promoting the toolkit</p>			
<p><b>Main activity 5.2</b> Create a dedicated website</p>			
<p><b>Main activity 5.3</b> Organize a launch event</p>			
<p><b>Objective 3:</b> Build capacity to advocate for more inclusive parliaments</p>			
<p><b>Expected accomplishment 6:</b> The capacity of parliaments and parliamentarians to address the issue of minority representation is increased</p>	<p>Number of participants in seminars Number of parliaments requesting information and assistance Number of good practices identified and shared</p>	<p>IPU</p>	<p>Appropriate incentives for parliamentary action need to be identified Parliamentarians from non-minority backgrounds may not wish to engage with the issue</p>
<p><b>Main activity 6.1</b> Organize an international conference on the participation of minorities and indigenous peoples in political life</p>			
<p><b>Main activity 6.2</b> Organize seminars for parliamentary committees dealing with minority issues</p>			
<p><b>Main activity 6.3</b> Publish a self-assessment tool for parliaments to assess their inclusiveness</p>			
<p><b>Main activity 6.4</b> Carry out an analysis of parliamentary rules and procedures with regard to members of parliament from a minority or indigenous background and ethnic parties</p>			
<p><b>Main activity 6.5</b> Publish case studies of how parliaments seek to be inclusive</p>			

Intervention Logic	Objectively verifiable indicators of achievement	Sources of Verification	Risks and Assumptions
<p><b>Expected accomplishment 7:</b> The capacity of other stakeholders to exert influence in favour of more inclusive parliaments is increased</p>	<p>Number of articles in the press Number of country reports to UN treaty mechanisms that refer to the representation of minorities and indigenous people Number of minority groups engaged with the project</p>	<p>Internet United Nations Expert review</p>	<p>Issues of territorial control and self-determination may overshadow the issue of parliamentary representation The capacity of minority groups to engage with parliaments may be very weak Public opinion may not be supported of enhanced minority representation</p>
<p><b>Main activity 7.1</b> Advocate greater engagement of minority groups with the issue of representation in parliament</p>			
<p><b>Main activity 7.2</b> Advocate greater engagement of UN treaty mechanisms with the issue of minority representation</p>			
<p><b>Expected accomplishment 8:</b> An Advisory Group is convened regularly to provide guidance to the project</p>	<p>Number of Advisory Group meetings held Balance in the composition of the Advisory Group</p>	<p>IPU</p>	<p>Achieving balance between regions, minority and non-minority members, parliamentary and non-parliamentary members is a challenge.</p>
<p><b>Main activity 8.1</b> Convene four meetings of the Advisory Group</p>			
<p><b>Expected accomplishment 9:</b> The project is evaluated at the end of the first phase and any necessary adjustments are made</p>	<p>Evaluation carried out on a timely basis Findings of the evaluation are incorporated into phase two of the project</p>	<p>IPU</p>	<p>Sufficient data will have been collected to enable a meaningful evaluation to take place.</p>
<p><b>Main activity 9.1</b> Carry out an evaluation of phase one of the project</p>			