



## MALDIVES ONE UN FUND

### ANNUAL PROGRAMME NARRATIVE PROGRESS REPORT

REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2012

|   |   |
|---|---|
| <b>Programme Title &amp; Project Number</b> <ul style="list-style-type: none"><li>Programme Title: Strengthening UN Coherence, Aid Effectiveness, and M&amp;E</li><li>Programme Number (if applicable) 00079975</li><li>MPTF Office Project Reference Number: 0079975</li></ul>   | <b>Country, Locality(s), Thematic/Priority Area(s)<sup>1</sup></b><br><i>(if applicable)</i><br>Country/Region Male. Maldives<br>Thematic/Priority MDGs   |
| <b>Participating Organization(s)</b> <ul style="list-style-type: none"><li>UNDP</li></ul>   | <b>Implementing Partners</b> <ul style="list-style-type: none"><li>Ministry of Finance and Treasury and Department of National Planning</li></ul>   |
| <b>Programme/Project Cost (US\$)</b> <p>MPTF/JP Contribution:<br/>USD445,500</p> <ul style="list-style-type: none"><li>by Agency (if applicable)</li></ul> Agency Contribution <ul style="list-style-type: none"><li>by Agency (if applicable)</li></ul> Government Contribution<br><i>(if applicable)</i><br>Other Contributions (donors)<br><i>(if applicable)</i><br><b>TOTAL: USD 445,500</b> | <b>Programme Duration</b> <p>Overall Duration 12 months</p> <p>Start Date : 23 September 2011</p> <p>End Date (or Revised End Date)<br/><sup>2</sup>31 December 2014</p> <p>Operational Closure Date<sup>3</sup></p> <p>Expected Financial Closure Date</p> |
| <b>Programme Assessment/Review/Mid-Term Eval.</b> <p>Assessment/Review - if applicable <i>please attach</i><br/><input type="checkbox"/> Yes <input type="checkbox"/> No Date: <i>dd.mm.yyyy</i></p> <p>Mid-Term Evaluation Report – <i>if applicable please attach</i><br/><input type="checkbox"/> Yes <input type="checkbox"/> No Date: <i>dd.mm.yyyy</i></p>                                  | <b>Report Submitted By</b> <ul style="list-style-type: none"><li>Name: Mohamed Faisal</li><li>Title: Coordination Specialist</li><li>Participating Organization (Lead): UNDP</li><li>Email address: mohamed.faisal@undp.org</li></ul>                       |

<sup>2</sup> As per approval by the relevant decision-making body/Steering Committee.

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## ABBREVIATIONS AND ACRONYMS

|       |                                     |
|-------|-------------------------------------|
| DAO   | Delivering as One                   |
| DNP   | Department of National Planning     |
| GRB   | Gender Responsive Budgeting         |
| MAF   | MDG Acceleration Framework          |
| M&E   | Monitoring and Evaluation           |
| MDGs  | Millennium Development Goals        |
| MFDR  | Managing for Development Results    |
| MoFT  | Ministry of Finance and Treasury    |
| RC    | Resident Coordinator                |
| RBB   | Results Based Budgeting             |
| SAP   | Strategic Action Plan               |
| UNCT  | UN Country Team                     |
| UNDAF | UN Development Assistance Framework |

## **I. PURPOSE**

### **Main Objectives of the Programme:**

The Programme aims to support the country in accelerating the achievement of the Millennium Development Goals through relevant and evidence-based development planning, budgeting, implementation, and monitoring, and effective coordination of development assistance.

### **Expected outcomes of the Programme:**

Enhanced capacities to formulate, implement, and monitor progress in implementing the national strategy for MDG acceleration, including coordination capacities for coherent UN and other development assistance.

### **Relevant Outcome/Outputs in the UNDAF 2011 – 2015:**

Outcome 14: Institutional capacity strengthened and framework in place to coordinate and plan national development at local and national levels.

Output 14.1: Development planning systems strengthened and utilized for decision-making.

Output 14.2: Institutional and technical capacity for monitoring and evaluation strengthened.

## **II. RESOURCES**

### ***Financial Resources:***

Funds available for the Programme are from the Expanded DAO Funds for MDG achievement amounting to USD 445, 500.

### ***Human Resources:***

The funds are managed by the Coordination Specialist & the Coordination Associate in the Resident Coordinators Office.

### III. IMPLEMENTATION AND MONITORING ARRANGEMENTS

The activities in the programme are being implemented closely with the identified lead partner for the activity. For MDG acceleration and strengthening of national development planning, budgeting, and monitoring capacities, and MDG advocacy, the lead partner is the Department of National Planning under Ministry of Finance and Treasury. For aid coordination, the lead partners are the External Resources Management Division of Ministry of Finance and Treasury and the Ministry of Foreign Affairs. The RC Office has the responsibility to manage the programme and coordinate with other UN agencies to ensure coherence in the UN system's support to the programme. The UN M&E Working Group is the inter-agency coordination mechanism for this programme and other programmes contributing to the relevant UNDAF Outcome.

Regular programme monitoring is being undertaken by the RC Office, together with the M&E Working Group. The programme review was included in the UNDAF annual review held in December 2012. Also, since the programme is an inter-agency initiative, the coordination experience in implementation has been reported 2012 RC Annual Review Report submitted to the UN Development Operations and Coordination Office.

It should be noted that in view of the uncertainties in the political environment and the change in the Country situation, the UNCT has agreed to hold Mid-Term Review of the UNDAF in 2013.

### IV. RESULTS

The programme start date was 23 September 2011. The following is the progress report of the programmes for the reporting period January – December 2012:

#### OUTPUT 1.1

**MDG ACCELERATION:** Government implements programmes and issues policies directed towards acceleration of MDG achievement and sustaining the gains in achieving the MDGs.

A concept note and detailed timeline for developing the MDG acceleration framework was presented to the UNCT and partners aimed to identify critical gaps, and generate consensus on the need to develop an MDG Acceleration Framework. In lieu of this a National Coordinator was engaged to lead and manage the MAF process to achieve the expected outputs, especially the MAF Country Action Plan. A Research Report was also prepared by the consultant for short listing of the MDGs.

The development of the MAF Country Action Plan required consultation with policy makers and stakeholders and in view of this a stakeholder orientation meetings was held to understand the process of formulating an MDG Acceleration Framework and identify the specific Goal for which the MAF methodology will be employed. As no decision was reached on the selection of a goal, detailed papers were developed on the two goals selected; Goal 1: Eradicate Extreme Poverty and Hunger (Target: Malnutrition) & Goal 7: Ensure Environmental Sustainability. The Reports including a Cabinet paper have been submitted to the National Authorities for the selection of goal for the MAF. However the process has been stalled and delayed due the lack of decision on the goal selection and the UN has continued to pursue this process.

The 2010 MDG Progress Report was published and disseminated. The UN Maldives carried out multi-sectoral advocacy activities with specific focus on the MDG's aiming to raise awareness of MDGs among school children.

## **OUTPUT 1.2**

**MANAGING FOR DEVELOPMENT RESULTS (MFDR):** Government utilizes the Strategic Action Plan (SAP) Results Frameworks for planning, budgeting and monitoring.

The UN team provided inter-agency support to the Government in mainstreaming Management for Development Results (MFDR) approach to national planning and budgeting. In view of this a training programme was conducted to build and enhance the technical capacity of Ministry of Finance and Treasury (MoFT) and Department of National Planning (DNP) and the Local Government Authority (LGA) of the Government of Maldives to implement Results Based Budgeting. This was based on the premise that the Formulation of an Monitoring and Evaluation Framework for the Government of Maldives and the Results Based Monitoring and Training supported by the UN System in Maldives need to be complemented by RBB.

Furthermore, Gender Responsive Planning and Budgeting capacity of Ministry of Finance and Treasury, Department of National Planning, Ministry of Fisheries and Agriculture and Local Government Authority was developed in 2012. To encourage evidence-based decision making work has been initiated to establish the Maldives Institute for Policy Studies (MIPS).

## **Output 1.3**

**AID EFFECTIVENESS:** Strategic partnerships with key donors are strengthened and overseas development assistance is better utilized to support the achievement of MDGs and national priorities.

To enhance aid coordination, several meetings were convened with the donor community in the region (Maldives, Sri Lanka, Delhi) to discuss consolidation of the crisis, democratic transition, and future engagement. The UN also held specific meetings with the donor communities especially those residing in India and Sri Lanka to mobilize support for the upcoming presidential elections in 2013.

Sectoral Coordination Meetings were held with Environment and Health sector Implementing Partners in close consultation with the Ministry of Finance to identify bottlenecks hindering programme implementation and address coordination issue. Areas for possible interventions were identified. As part of the UNDAF Annual Review 2012 also sectoral challenges and required interventions were identified.

The UNCT also highlighted the need for a simple and robust aid-coordination mechanism in the in two forums with the Ministry of Finance and Treasury however due to the lack of capacity in the Ministry the process has not been initiated.

The political and socio-cultural transition under the context of MIC has impacted the work of the UN in the Maldives. The Government has expressed preference for more physical (i.e. infrastructure and similar) support from some UN agencies and international development partners, rather than support to policy formulation, and the conduct of studies, assessments, and feasibilities; which are the usual forms of UN support in MICs. This will be further reviewed when the UN undertakes the Mid Term Review of the UNDAF in 2013.

As a regular activity the One UN Maldives newsletter was prepared on a quarterly basis by the UN team.

## **OUTPUT 1.4**

**UN COHERENCE:** UN agencies are working more coherently to achieve the UNCT Annual Work plan objectives

There have been several key achievements in coordination by the UNCT for the year

Efforts were made in 2012 to convince donors to release funding for the climate resilient joint programme called Low Emission Climate Resilient Development (LECRd) conceptualized and developed in 2011. Unfortunately political uncertainty contributed to the funds not being released by the donors in 2012 which has delayed the implementation of the project. The funds have now been released and the UNCT is pursuing the implementation of the Project by engaging an International Programme Development Adviser to finalise the Programme document.

The Integrated Governance Programme launched in August 2012 provided a platform for inter-agency coordination in the area of democratic consolidation and human rights. In this regard parallel activities were jointly undertaken in the area of human rights.

Gender mainstreaming remained a key area for the UNCT. In this regard a gender score card exercise was conducted and a number of recommendations were made, such as strengthening gender in M&E and engaging with religious institutions, and a management response was developed by the UNCT to pursue this further. Substantial inter-agency work was undertaken to establish institutional mechanisms for protection of women, children and vulnerable groups. These include the ratification of the Domestic Violence Act, setting up of the Family Protection Authority, and formulation of prevention strategies for abuse and domestic violence. Furthermore an international consultant was engaged to provide technical assistance to support the Ministry of Gender, Family and Human Rights to enhance its capacity and develop a system to collect and analyze data on vulnerable groups. UN System also supported the ToT and refresher trainings for Gender Trainers.

A national consultant was engaged to develop an UNDAF Communication Strategy to support the achievement of the UNDAF outcomes, promote greater coherence and synergies among communications activities of the UN agencies. The Strategy was finalized and the UN is in the process of operationalising it.

The good working relations between the Ministry of Finance and Treasury, the UN system's coordinating government agency contributed to these key achievements. However, given the political situation in the country the UNCT had to rethink its strategy of engagement especially with Government, and chose not to engage in high-profile activities or initiate new initiatives that would require longer-term commitment, because of the uncertainty in the situation. This has also affected the implementation of the regular programmes.

## V.FUTURE WORK PLAN

The government has reconfirmed its commitment to pursue the following activities:

On MDG Acceleration, the UN will pursue the process of developing the MDG Acceleration Framework delayed by the decision on the selection of the goal. Advocacy and communication events that enhance discussion (dialogue and debate) on issues, challenges to MDG achievement and other human development and human rights concerns will be carried out. The UN will also be supporting the Post 2015 dialogue with stakeholder consultations.

On MfDR, assistance will continue to be provided for strengthening capacities for results-based management in the government and the civil society organizations. Support will be provided to the formulation of the new national development plan and related Results and Evaluation Frameworks based on MFDR principles. The UN Agencies will provide technical assistance in strengthening evidence-based decision making through the Maldives Institute for Policy Studies. Furthermore the UN is undertaking the development of the National Human Development Report which would contribute to the national policy dialogues.

On Aid Effectiveness, the UNCT is working with the Ministry of Finance and Treasury to establish a simple and robust Aid Coordination Mechanism and monitoring system of the government. To support and strengthen the process, mapping and consolidation of donor funding information will be undertaken which would assist in streamlining donor coordination; reduce duplication of donor support; aid in resource mobilization and transparent management of donor funding. The UNCT will also be engaging with the Non-Resident Agencies on a more regular basis.

On UN Coherence, the UN team will undertake an UNDAF MTR to assess the effectiveness, impact in delivery of the of UN system support to the needs of the country and to assist the UN in aligning its programmes based on the changed environment and circumstances. The UNDAF MTR process will include the development of a Situation Analysis based on which the UNDAF Action Plan will be revised. An UNDAF Annual Review will be undertaken by the end of 2013.

The UNCT will also be undertaking re-development of the UN Maldives website to enhance its feature in providing a more effective and accessible communication tool on the UN Maldives activities and information to a wide range of target audiences.

In view of political uncertainty and the upcoming presidential elections the UN will need to strengthen its capacity to respond to the challenges in the political and socio-economic environment.



## VI. INDICATOR BASED PERFORMANCE ASSESSMENT

|   | Performance Indicators   | Indicator Baselines                                    | Planned Indicator Targets  | Achieved Indicator Targets  | Reasons for Variance (if any)   | Source of Verification   | Comments (if any) |
|---|--|--|--|---|---|--|-------------------|
| <b>Outcome 1<sup>4</sup></b>  |  |  |  |   |   |  |                   |
| <b>Output 1.1</b><br><br><b>MDG ACCELERATION:</b><br>Government implements programmes and issues policies directed towards acceleration of MDG achievement and sustaining the gains in achieving the MDGs | Indicator 1.1.1<br><br>Identification and implementation of key programmes to accelerate the achievement of the MDGs | No Strategy/Plan, although SAP is considered MDG-based | Key programmes to accelerate the achievement of the MDGs are identified, resources allocated, and initiated. | Partially Achieved<br><br>Hiring of a national consultant to lead the development of a MAF Action Plan.<br><br>A Research Report was prepared for short listing of the MDGs.<br><br>Stakeholder orientation meeting held to assist in formulating an MDG Acceleration Framework and goal selection.<br><br>Detailed papers formulated on the two goal selected for further review<br><br>Printing and | Delays in the activities awaiting the decision of the MAF goal selection by the Cabinet | MDG Progress Reports<br><br>Report from the stakeholder orientation meeting<br><br>Minutes of Meeting held with the government |                   |

<sup>4</sup> For PBF: Either country relevant or PMP specific.

|   |   |  |   |  |   |  |  |
|---|---|--|---|--|---|--|--|
|   |   |  |   | dissemination of MDG Report and other advocacy materials<br><br>Organizing advocacy and communication events   |   |  |  |
| <b>Output 1.2</b><br><br><b>MANAGING FOR DEVELOPMENT RESULTS (MFDR):</b><br>Government utilizes the SAP Results Frameworks for planning, budgeting and monitoring.                                      | <b>Indicator 1.2.1</b><br><br>Degree of utilization of SAP Results Frameworks in planning, budgeting and monitoring | Sector results frameworks have just been formulated          | DNP and 3 lead ministries in the SAP and or relevant ministries in the MDGs report on SAP progress and use the SAP Results Frameworks in developing annual plans, budgets, and monitor progress | Partially achieved<br><br>Trainings conducted for government counterparts on RBB<br><br>Gender Responsive Planning and Budgeting capacity of the central government developed.<br><br>Established of Maldives Institute for Policy Studies | The political uncertainty did not provide a conducive environment to carry out activities related to SAP.<br><br>Limitation of data also posed implementation difficulties. | Reports from the Ministries<br><br>Assessment of the national budget |  |
| <b>Output 1.3</b><br><br><b>AID EFFECTIVENESS:</b><br>Strategic partnerships with key donors are strengthened and overseas development assistance is better utilized to support the achievement of MDGs | <b>Indicator 1.3.1</b><br><br>Number of Government-Donor coordination meetings in the year                          | 1 Donor Conference and 2 donor meetings held in 2 key cities | MPF held and donor coordination meetings held in at least 2 key door cities   | Partially achieved:<br><br>Meetings held with donors community in the region<br><br>Sectoral Coordination Meetings were held with Environment and Health sector Implementing   | The political uncertainty did not provide a conducive environment undertake the MPF   |  |  |

|   |  |                                    |   |  |  |  |  |
|---|--|------------------------------------|---|--|--|--|--|
|   |  |                                    |   | Partners   |  |  |  |
|   | Indicator 1.3.2<br>Amount of additional donor resources mobilized in SAP pillars | US\$ 46 million as of October 2010 | Increase of 10% in donor resources mobilized  | Resources for the One UN Fund to support the integrated climate change programme were mobilized.   |  | Monitoring reports of the Ministry of Finance and Treasury – External Resources Department                         |  |
| <b>Output 2.2</b><br><b>UN COHERENCE:</b><br>UN agencies are working more coherently to achieve the UNCT Annual Workplan objectives | Indicator 1.4.1<br>Monitoring of UNDAF Action Plan implementation                | UNDAF Annual Reviews held          | Meaningful discussions are held in UNDAF Action Plan mid-year and annual reviews with necessary adjustments made in a timely manner | Achieved UNDAF Mid Year Review and UNDAF Annual Review was held with stakeholders. A report was produced.<br><br>Situation Analysis and UNDAF mid-term review to be undertaken in 2013 |  | RC Annual Reports<br><br>UNDAF Annual Reports  |  |
|   | Indicator 1.4.2<br>Status of implementation of UN workplan                       |                                    | Planned activities and expected outputs are achieved  |  | Partially achieved<br><br>Most activities planned in the UNCT Annual Work plan were achieved | Changes in government priorities and policies; capacity constraints of partners; and overall political environment |  |

## VII.ANNEXES

### **ANNEX 1: SUGGESTED UNCT PRIORITIES FOR 2013 (BASED ON THE 2012 UNDAF ANNUAL REVIEW)**

#### Social Equity:

- Strengthening of Health Systems in light of decentralization and corporatization
- Assess impacts and develop road map on corporatization of the education sector
- Implementation of the National Strategic Action Plan on HIV/AIDS and resource mobilization
- Sustain efforts in substance abuse demand reduction, policy-making, treatment and intervention
- Advocacy to promote MARP's increase access of HIV prevention, treatment and care
- Joint programme on youth
- Develop evidence and criteria to identify vulnerable groups.
- Seek funding opportunities in areas such as HIV/AIDS
- Multi-sectoral integrated approach to non-communicable diseases
- Focus on technical assistance in health systems, programme evaluations and developing evidence –based options.

#### Economic Development and Environment:

- Strengthen evidence based decision making and policy formulation both in the Environmental and Economic sectors.
- Clarify roles and responsibilities at all levels on waste management
- Enhance role of private sector in development
- Support to address recurring water shortage issue
- Sustain successes of AEC Project in Baa Atoll
- Promote local knowledge on climate change
- Provide assistance to further development of the MSME sector
- Nurture engagement of CSO through small grants
- Agency wide coordination and coherence in partnering with MNU.

#### Democratic Governance

- Flexible design of programme/activities to allow for fluid context
- Conduct low key multi-stakeholder discussion forums on key national issues to improve inter-institutional communication and facilitate dialogue.
- Greater focus on human rights areas that are showing regression
- Capacity development in evidence based reporting, decision and policy making
- Special focus on tolerance, social cohesion and civic education within the Governance programme.

## Gender Equality and Women's Empowerment

- Strengthen the Gender Architecture
- Support to Women's Development Committees
- Joint advocacy and capacity and perspective building with civil society organizations.
- Enhance public life of women
- Response to GBV

## Health

- Focus on evidence based planning, health finance, procurement and human resource issues in the health sector.
- Address child nutrition as a cross-cutting area In view of the instability in the political environment, and the 2013 elections the UNCT agreed to focus on low level, less politically charged activities, and not to initiate new initiatives that would require longer-term commitment. The UNCT also decided to use the opportunity of the scheduled Mid Term Review (MTR) of the UNDAF to share UN concerns regarding the changed circumstances and working environment and to get an agreement from the government on what the MTR will entail, and at what level changes are needed in order to ensure continuing relevance and effectiveness of the UN system's development assistance to the country

