



## MALDIVES ONE UN FUND

### UN COHERENCE, AID EFFECTIVENESS AN M&E STRENGTHENING PROGRESS REPORT

1 JANUARY – 31 DECEMBER 2013

<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> <p>(if applicable) Country/Region Male. Maldives</p> <p>Thematic/Priority MDGs</p>
<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>• Department of National Planning, Ministry of Finance and Treasury</li></ul>
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<b>Programme Assessment/Review/Mid-Term Eval.</b> <p>Assessment/Review - if applicable please attach</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</p> <p>Mid-Term Evaluation Report – if applicable please attach</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No Date: dd.mm.yyyy</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@one.un.org</li></ul>

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## **ABBREVIATIONS AND ACRONYMS**

CSTI	Civil Service Training Institute
DAO	Delivering as One
DNP	Department of National Planning
GOM	Government of Maldives
GRB	Gender Responsive Budgeting
LGA	Local Government Authority
MAF	MDG Acceleration Framework
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MFDR	Managing for Development Results
MoFT	Ministry of Finance and Treasury
MoGFHR	Ministry of Gender Family and Human Rights
RC	Resident Coordinator
RCO	Resident Coordinator's Office
RBB	Results Based Budgeting
RBM	Results Based Management
SAP	Strategic Action Plan
UNCT	UN Country Team
UNDAF	UN Development Assistance Framework

## **EXECUTIVE SUMMARY**

UN agencies assisted the Government of Maldives in developing the fourth MDG Progress Report of the country from June to September 2013. A Situation Analysis and Mid-Term Review of UNDAF 2011-2015 was conducted from May-Oct 2013. The MTR highlighted that UNDAF is broadly relevant and aligned to national priorities. UNDAF MTR report has been shared with the new government elected in November 2013 at high level meetings. Government endorsement is pending for the UNDAF MTR Report. Fourth MDG Report is being copy edited before finalization. A MY World Survey campaign was conducted to initiate the Post-2015 development agenda discussion in Maldives. This process was made successful through partnerships with Government and private sector. Capacity development in the area of RBM was conducted. The data collection and analysis of vulnerable groups was strengthened.

### **I. PURPOSE**

#### **(a) 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.

#### **(b) 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.

#### **(c) 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. RESULTS**

The programme start date was 23 September 2011. The following is the progress report of the programmes for the reporting period January – December 2013:

## 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.

In order to develop the MAF Country Action Plan, 2 MDGs were prioritized through stakeholder workshop in 2012 and detailed papers were developed for the MDG1 (Target: Malnutrition) and MDG&. Although these Reports including a Cabinet paper was submitted to the National Authorities in 2012, a decision was not made due to interim nature of the government, and instability of the executive structure.

However, in May 2013, Maldives received assistance from Poverty Thematic Trust Fund (PTTF) to prepare the next MDG Progress Report. Therefore, government together with UNCT took the decision not to go forward with an MAF Country Action Plan but to develop a fourth MDG Progress Report for the Maldives that incorporates some aspects of MDG Acceleration as well as Post-2015 development Agenda.

To initiate the national discussion on Post-2015 development agenda the MY World campaign was officially launched in the Maldives in June 2013, with a plethora of promotional material produced with the support of local personalities and four of the biggest companies in the Maldives (that are also part of the local Global Compact network). The campaign was launched by the Minister of Education and attended by government officials, heads of independent institutions, students, media and MY World ambassadors. The MY World campaign was led by the RCO and was run by a small team of dedicated staff from UN agencies. A group of youth volunteers were been mobilized to undertake the survey throughout the capital city, Male'. The volunteers visited schools in Male', where kiosks have been set up so that students are able to complete the survey. The Ministry of Education is supporting the MY World Campaign in schools. The volunteers also set up voting booths in various parts of the capital to encourage and allow the public to vote. The Government and independent institutions such as the Civil Service Commission and the Local Government Authority is supported the survey process within Male' and also in island and atoll councils.

UNDP and RCO along with other sister UN agencies assisted the Government of Maldives in developing the fourth MDG Progress Report of the country from June to September 2014. Building upon the previous practice of reporting on the achievements of the national MDGs, the fourth National MDG Report was prepared with further analysis of trends and inequalities and the unfinished business of the MDGs and emerging issues taking into account the national priorities for the post-2015 development agenda. An international consultant was hired to work with the key nodal agency, the Department of National Planning (DNP) under the Ministry of Finance and Treasury (MoFT), along with the MDG focal points from relevant line ministries to formulate the report through consultative and participatory approaches which was to be finalized for the MDGs Summit that was held in September 2013. The report was prepared during June-September in a very short tight frame of 3 months just ahead of the Presidential Elections that was held in 2013. The draft report was discussed with key national partners and the comments and suggestions received from national partners and UN agencies were incorporated into the final draft that was presented to a high-level MDG Advisory Committee. However, with the unexpectedly prolonged Presidential Elections and the significant changes in Government, the final endorsement and launching of the report was pending.

Following a recent review of the final draft report by the Chief Economist's team at the Regional Bureau for Asia Pacific (RBAP), it was suggested to the Country Office to undertake a thorough

review of the report, to shorten, edit and update the data to make it ready for publication. This process has now commenced and will be funded through the DaO funds.

## **OUTPUT 2.1**

**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 2012. Building on 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) on RBM.

The 2012 UNCT Gender Score Card report has highlighted a lack of data on gender equality issues in a number of areas, and recommended that the UN conduct a more systematic analysis of women from marginalized and vulnerable groups. To this end, support was provided to the Ministry of Gender, Family and Human Rights to enhance its capacity and develop a system to collect and analyze data on vulnerable groups through an international consultancy that assessed the practice of data gathering and analysis on vulnerable groups and vulnerabilities within the Ministry, designed a simple methodology to collect data and strengthen the existing data collection and analysis and provided coaching and training to relevant Ministry staff.

Due to the change in government in 2012, SAP was not effectively utilized as the national development plan. Hence, in consultation with MoFT and DNP funds were allocated to support the formulation of a new 5-year national develops plan and complementary M&E framework. However, new government elected in Nov 2013 took decision to only develop 100-day plans for implementation and has expressed interest only in developing 2-3 year short-term plans.

## **Output 3.1**

**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.

Two meetings were held with donor agencies, based in Male', Colombo and New Delhi, to enhance coordination of support to the consolidation of democracy and strengthening of national institutions. UN also took the lead in coordinating the large number of high-level missions by important international partners to monitor and assess the process leading up to the Presidential Elections 2013.

The UNRC also highlighted the need for a simple and robust aid-coordination mechanism with Ministry of Finance and Treasury. Two inter-ministerial meetings were held to discuss the way forward with involvement from Ministry of Finance and Treasury, Department of National Planning and Ministry of Economic Development. However due to political volatility this work was put on hold until the new government assumes office.

The resident and non-resident UNCT highlighted the importance of greater engagement with donor community, especially in the context of an MIC that is receiving less assistance from donors.

However, it is also highlighted that the change in RC's in Maldives has hampered the aid coordination process. In UNCT Retreat 2013, decision was made to engage more with donors in Colombo after a permanent UNRC assumes office in 2014. A decision was also made to recruit a Communications Officer for the UNCT who will facilitate a One UN approach to communications, advocacy and strategic resource mobilization.

As a regular activity the newly revamped One UN Maldives newsletter was prepared on a quarterly basis by the UN team. UN Maldives website experienced extensive hacking incidents in 2013. Therefore, work was done to rectify the situation and get the website up and running. However, under the advice from UNDP HQ, work has commenced to re-design, and develop the UN Maldives website with better security features.

## **OUTPUT 4.1**

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

Although no longer mandatory, the UNCT and the GOM committed to conducting a Mid Term Review (MTR) of the UNDAF in 2013 as part of a commitment to more rigorous monitoring and evaluation. The need for an MTR took on further importance due to a number of very significant developments that have taken place in the programming environment since the inception of the UNDAF. These include:

- Recent political instability which has affected government commitment to the existing national planning framework and called attention to the need for the UN to support increased social cohesion and dialogue;
- Realization that Middle Income Country (MIC) status can only tenuously be applied in the Maldives economic and development context necessitating a review of strategies;
- Sense that UN agencies focused on absolute upstream policy work too quickly and that there might be a need to combine it with some downstream programming to respond to the changing environment;
- A fiscal crisis that has impacted the Government's ability to deliver its development agenda, and requests for UN to engage in downstream programming assistance.
- The emergence of new issues such as extremism and drug abuse and concerns that the Maldives is regressing on certain key MDGs.

The purpose of the review was to assess the achievements and progress made against planned results, and as well as assessing challenges and lessons learnt over the first two and a half years of the UNDAF. The review was asked to assess how emerging issues not reflected in the current UNDAF impacts on outcomes and make recommendations to realign UN assistance with national priorities and the UN Maldives strategic objectives, which were agreed at the UNCT Retreat in December 2012. The MTR Team looked at the relevance of the current UNDAF to the national context; progress during the last two and half years of programme implementation against UNDAF outcomes and coordination structures to support the implementation of UNDAF including Monitoring and Evaluation. The Review Team found that on the basis alignment with national priorities and emerging trends the UNDAF to be broadly relevant to the needs of the Maldives. However, the practical relevance of the UNDAF has been undermined by the very general formulation of outcomes and outputs and the lack of a strong Theory of Change informing the

various UN programmes (see below). This has been exacerbated by the decision to break down the four pillars into stand-alone outcome areas that served to reinforce a very sectoral approach to programming rather than a coherent and aligned UN programme. Endorsement of UNDAF MTR report was delayed until the new government was in place. Hence, a high-level meeting was held with the new government in December 2013. However, the government requested for further time to review and endorse. Hence, the report has been submitted to the Economic Committee of the Cabinet.

Low Emission Climate Resilient Development (LECRd) joint-programme which was conceptualized and developed in 2011, funds for which were unlocked only in 2013 by the donor, also commenced in 2013. The Project Document was finalized and endorsed by Programme Board, Local Project Appraisal Committee and signed by all 7 Participating UN Agencies. Efforts were also put into developing ToRs based on the Project Document and detailing out agency work plans.

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 areas of work such as aid coordination, endorsement of UNDAF MTR and fourth MDG Report was put on hold until the new government assumed office and started functioning well. Additionally, the main implementing partner DNP is undergoing a restructuring process within the new government. Hence, future engagement with DNP will depend upon the new structure, which may take sometime to materialize.

### **III. PROGRAMMATIC REVISIONS**

Due to sudden change in the government in 2012, and the subsequent delay in programme implementation, the workplan duration was amended to include 2013 and 2014. Although the expected outcome areas of the projects remain same, in discussion with Ministry of Finance and Treasury and Department of National Planning, planned outputs and activities have been amended to take into account some of the delays that brought about by the political instability and election of a new government in 2013. It is also expected that some changes will need to be brought to the activities after the new government assumes office in November 2013. However, this has not been pursued yet as the main partner, Department of Planning is undergoing restructuring at present.

### **IV. 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 NRA Coordination Analyst in the Resident Coordinator's Office.



## VI. INDICATOR BASED PERFORMANCE ASSESSMENT

	<b>Performance Indicators</b>	<b>Indicator Baselines</b>	<b>Planned Indicator Targets</b>	<b>Achieved Indicator Targets</b>	<b>Reasons for Variance (if any)</b>	<b>Source of Verification</b>
<p><b>OUTCOME 1: MDG ACCELERATION</b> Output 1: Government implements programmes and issues policies directed towards acceleration of MDG achievement and sustaining the gains in achieving the MDGs</p>	<p>Indicator 1.1.1 Identification and implementation of key programmes to accelerate the achievement of the MDGs</p>	<p>No Strategy/Plan, 2010 MDGR finalized</p>	<p>Stakeholder consultations and consultancies to formulate the MDG Acceleration Strategy and Plan</p> <p>Consultancies to formulate the MDG Report</p> <p>Stakeholder consultations on post-2015 development agenda</p> <p>MDG advocacy activities</p>	<p>Partially Achieved through the formulation of 4<sup>th</sup> MDG Report</p> <p>International consultant hired. Copy Editor also hired</p> <p>MY World Survey campaign conducted. Results incorporated in 4<sup>th</sup> MDG Report</p> <p>UN Day celebrated around MDG theme</p>	<p>Delays in MAF formulation due to pending government decision.</p> <p>Delays in endorsement of the 4<sup>th</sup> MDG Report by the newly elected government</p>	<p>4<sup>th</sup> MDG Progress Report</p> <p>Report from the stakeholder consultation meetings</p> <p>Minutes of Meeting held with the government</p> <p>Advocacy materials for UN day</p>
<p><b>OUTCOME 2: MANAGING FOR DEVELOPMENT RESULTS (MFDR):</b> Output 1: Formulation of the new Development Plan and related Results and Evaluation</p>	<p>Indicator 2.1.1 Degree of utilization of Development Plan</p>	<p>Sector results frameworks were formulated for the previous national development plan (SAP)</p>	<p>Support the GoM to review sector results and formulate a new 5- year National Development Plan</p> <p>Support the GoM to develop Program/Sector Results and Evaluation</p>	<p>Partially achieved</p>	<p>Government decision to formulate 100 day and 2-3 year plans.</p> <p>Limitation of data also posed implementation difficulties.</p>	<p>Reports from the Ministries</p> <p>100-day plan for sectors of the government</p>

Frameworks based on MfDR principles			<p>Frameworks through Workshops, Consultations, Documentation</p> <p>RBME trainings for Civil Society Organizations, media and local government</p> <p>Integrating RBME into ongoing trainings and curriculum of LGA and CSTI Program</p>	<p>Trainings conducted for MoFT and DNP on RBM</p> <p>RBME training module developed and translated into Dhivehi language and used in LGA trainings for local councils</p> <p>Data collection and analysis on vulnerable groups strengthened.</p>		
<p><b>OUTCOME 3: AID EFFECTIVENESS</b></p> <p>Output 1: Strategic partnerships with key donors are strengthened and overseas development assistance is better utilized to support the achievement of MDGs and national priorities</p>	<p>Indicator 3.1.1</p> <p>Number of Government-Donor coordination meetings in the year</p>	<p>1 Donor Conference and 2 donor meetings held in 2 key cities</p>	<p>Support to GoM for hosting dialogue with development partners. Mapping and consolidation of donor and funding information</p> <p>Followup and support of MoFT and MFA on establishing an aid coordination mechanism</p> <p>Increase engagement with non-resident UN agencies.</p>	<p>Partially achieved:</p> <p>2 Meetings held with donors community in the region to discuss democratic consolidation and strengthening of national institutions.</p>	<p>The political uncertainty did not provide a conducive environment to establish a new donor coordination mechanism</p> <p>Coordination and communication with donors hampered by the frequent changes in RC for Maldives.</p>	<p>Minutes of the meetings</p>

				Enhanced coordination of NRA activities/missions. Increased participation of NRAs in UNCT meetings and UNCT Retreat 2013		
<b>OUTCOME 4: UN COHERENCE</b> Output 1: UN agencies are working more coherently to achieve the UNCT Annual Work plan objectives	Indicator 1.4.1 Monitoring of UNDAF Action Plan & UNCT Workplan implementation	UNDAF Annual Reviews held	Conduct Situation Analysis and UNDAF MTR  Implementation of UNDAF Communications Strategy and Re-Development of Website	Achieved. Situation Analysis and UNDAF MTR conducted. A report was produced.  Communications Work plan developed. Work underway to redevelop website	Delays in government endorsing the UNDAF MTR due presidential election  Most activities planned in the UNCT Annual Work plan were achieved	RC Annual Reports  UNDAF Annual Reports

