



## PROGRAMME PROGRESS REPORT

### MALDIVES ONE UN FUND UN COHERENCE, AID EFFECTIVENESS AND M&E STRENGTHENING 1 JANUARY – 31 DECEMBER 2014

#### Programme Title & Project Number

- Programme Title: Strengthening UN Coherence, Aid Effectiveness, and M&E
- Programme Number (if applicable) 00079975
- MPTF Office Project Reference Number: 0079975

#### Country, Locality(s), Thematic/Priority Area(s)

(if applicable)  
Country/Region Male. Maldives  
Thematic/Priority MDGs

#### Participating Organization(s)

- UNDP

#### Implementing Partners

- Ministry of Finance and Treasury

#### Programme/Project Cost (US\$)

MPTF/JP Contribution:

USD445,500

- by Agency (if applicable)

Agency Contribution

- by Agency (if applicable)

Government Contribution

(if applicable)

Other Contributions (donors)

(if applicable)

**TOTAL: USD 445,500**

#### Programme Duration

Overall Duration 51 months

Start Date : 23 September 2011

Original End Date: 31 December 2012

Current End Date: 31 December 2015

#### Programme Assessment/Review/Mid-Term Eval.

Assessment/Review - if applicable *please attach*

Yes  No Date: dd.mm.yyyy

Mid-Term Evaluation Report – if applicable *please attach*

Yes  No Date: dd.mm.yyyy

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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 reviewing the fourth MDG Progress Report of the country between March and June 2014. A Situation Analysis and Mid-Term Review of UNDAF 2011-2015 was conducted from March-April 2014. The UNCT Maldives commenced in April 2014 the new UNDAF 2016-2020 roll-out process with guidance from UNDG and strong national ownership led from the government by the Ministry of Foreign Affairs. In 2014, UN in Maldives carried out UNDAF trainings in HRBA, RBM, ES & GE for UN and government counterparts. The final Evaluation for the current UNDAF 2011-2015 was carried out followed by the Common Country Assessment for the new UNDAF with participation from Government and both resident and non-resident UN agencies. Stronger efforts were made to coordinate the communication amongst agencies and make the process more coherent.

### **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 2014:

### 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.

As part of the MY World campaign, United Nations in Maldives launched an online campaign via its social media outlets during the MY World Global Week of Action (GWA) that took place from 5-11 May 2014. The campaign was carried out mainly throughout MY World – Maldives Facebook page to be part of the worldwide mobilization effort that allows people to have a direct say in shaping a better world. During the campaign, the myworld2015.org website was promoted and more people were encouraged to vote for the world they envision to live in. Official data collected from MY World campaign shows that 3,979 people in the Maldives have taken part in the survey since it was launched in January 2013.

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 2013. Compared to the previous MDG Reports, this edition included 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.

In October 2013, Government of Maldives requested for further review of the fourth MDG Progress Report. Hence, using DaO funds a thorough review of the draft MDG Report was undertaken through technical assistance from UNDP Asia-Pacific Regional Centre (APRC). During this process the Policy Specialist from UNDP APRC updated the report using available new data, revised the analysis of the report where needed, reviewed the sensitive language and reduced the length of report by removing parts not within the MDG Report writing guidelines. The final endorsement and launching of the report awaits endorsement of the President's Office.

### OUTPUT 1.2

**MANAGING FOR DEVELOPMENT RESULTS (MFDR):** Government utilizes results based approaches for planning, budgeting and monitoring.

Between 2011 and 2012, the UN team (1) supported Government to mainstream Management for Development Results (MFDR) approach to national planning and budgeting, (2) developed capacity of Ministry of Finance and Treasury (MoFT) and Department of National Planning (DNP) on RBM, and (3) supported Ministry of Gender, Family and Human Rights to enhance its capacity and develop a system to collect and analyze data on vulnerable groups as per recommendation from 2012 UNCT Gender Score Card report.

With the change in government in 2012, the election manifesto of the incumbent party is applied as the national development plan supported by sectoral plans. Additionally, the main implementing partner for this intervention, Department of National Development was abolished in 2014 and the work of the Department was integrated into the Ministry of Finance and Treasury.

Hence, interventions under planned under this area will not be undertaken.

Note: In 2015, Ministry of Finance and Treasury is leading the development of Maldives National Development Strategy (MNDS). This initiative is undertaken through financial support from ADB. UN agencies are providing technical support for this process.

### **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.

After the Presidential Elections in November 2013, the government experienced relative stability and hence discussions were commenced on donor coordination. To this end two technical meetings were held by Department of National Planning, Ministry of Finance and Treasury, Ministry of Foreign Affairs, Ministry of Economic Development and UNRCO where discussion centered around compiling information on development assistance and establishing a new and simple donor coordination mechanism. However, the restructuring of Department of National Planning meant that the process was postponed.

In the absence of a permanent UNRC from January-mid October 2014, interim UNRCs lead the UNCT and this hindered the long-term leadership required for donor coordination. During this period UNRC a.i. convened a meeting with development partners based in Male' and few based in Colombo to exchange information on development interventions in Maldives. This provided for a good platform to discuss and exchange information.

The UNCT, including some non-resident agency members based outside of Male', also discussed issue of donor coordination and agreed that it was important to convene a donor meeting with participation from the development partners of Maldives who are predominantly based in Colombo. Hence, within the new UNDAF roll-out road map plans were made to hold a donor meeting in Colombo in December 2014 to present the first draft of the United National Development Assistance Framework (UNDAF) 2016-2020. With recognition by both the government and UNCT to further synchronize the Agency planning processes (especially the formulation of Country Programme Documents of UNDP, UNICEF and UNFPA) with the UNDAF process, the milestones of the latter was delayed to align with agency processes. Hence, the donor meeting was postponed to March 2015.

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. This Communications Officer was recruited in 2014 with funding from UNFPA. Among the activities the Communications Officer undertook in 2014 include the production of the quarterly One UN Newsletters in June and October 2014 that were distributed via email to UN staff and external partners, the creation of the UN Maldives Facebook page [www.facebook.com/UNMaldives](http://www.facebook.com/UNMaldives) on the eve of UN Day 2014, and overseeing the development of

an infomercial depicting the work of UN in Maldives. The video clip is being broadcast since February 2015 to mark the 50<sup>th</sup> anniversary of Maldives becoming a member of United Nations.

Among the other tasks the Communications Officer undertook in 2014 include the facilitation of press coverage for the inauguration of the first-ever joint programme of UN agencies in Maldives – Low Emission Climate Resilient Development (LECReD) in May 2014, facilitating public participation in the post-2015 global agenda through an online campaign via social media during MY World Survey Global Week of Action (GWA), and creating and disseminating press releases, fact sheets and social media packages to mark significant International Days in 2014. In addition, the Communication Officer also worked closely with the web designer hired to create the new UN Maldives website and oversaw the designing and printing of advocacy materials as part of the plan to print visibility items for UN Maldives.

## **OUTPUT 1.4**

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

New United Nations Development Assistance Framework (UNDAF) 2016-2020 roll-out process was commenced in April 2014 with guidance from UNDG, PSG and UNICEF-ROSA, the UNDAF convening agency for UN Maldives. This process was based on UNDAF roll-out roadmap that was jointly agreed by the Government and UN in Maldives. At the outset, the Government identified and requested UN Maldives support for 3 particular areas: (1) Youth and Children, (2) Gender and (3) Governance. Environment and Climate Change was later added to the support areas. The UNDAF process received active technical and financial support from resident and Non-Resident Agencies for this process. Hence, this process was carried out with funding from multiple sources including the DaO funds.

UNDAF Training on UN programming principles of Results Based Management, Human Rights Based Approaches, Gender Equality and Environmental Sustainability was carried out in June and August 2015 with participation from UN Agencies and Government. These capacity building initiative was based on technical support from UNDP, UN Women, UNEP, and HRA/OHCHR.

This was followed by the Final Evaluation of UNDAF 2011 – 2015 which was completed in September 2014. This independent evaluation pointed out that the vacuum created by the frequent change in leadership had detrimental effects on the UN delivering coherently during the times of political instability. Over the three-and-half years from 2011 to 2014, the UN had two Resident Coordinators (RC) and five RC ad interim. The newly appointed RC joining the office in mid-October 2014 hence was very welcome and critical in terms of the new UNDAF roll-out process.

A Common Country Assessment for new UNDAF was then carried out completed in November 2014. This assessment focused on the 4 identified areas for the UNDAF and identified (1) development problems, challenges and priorities, (2) international agreed development goals that have/have not been achieved, (3) gaps in the existing analytic process, with a particular focus on excluded and vulnerable groups and (4) national capacities for evidence based planning and priority setting.

Two internal Strategic Planning workshops were held with participation from resident and non-resident UNCT and programme colleagues. This enabled further reflection on how the UN can best position its support, at the agency level and as a DaO self-starter to the government of a middle-

income country (MIC) and also identify the indicative resources of UN agencies for the new UNDAF cycle. Government also had its internal preparatory meetings and identified representatives who will engage in the 4 outcome areas of the UNDAF. These participants along with the UN agency colleagues were then formed into 4 Outcome Groups co-chaired by both Government and UN Agencies. UNDAF Strategic Planning Retreat was then planned for November 2014 with support from UNSSC. However, the government took the decision to postpone the SPR to January 2015.

Notable joint efforts were also put in place to expedite the implementation of the One UN programme, Low Emission Climate Resilient Development (LECRd), participated by 7 UN agencies. In 2014, the joint programme saw the establishment of management and coordination arrangements. A Programme Coordination Unit was set up in Laamu Atoll and after much anticipation a Programme Manager/Chief Technical Adviser was appointed. With these foundations, agencies aim at acceleration of programme implementation in a coherent and coordinated manner in 2015.

For the new UNDAF formulation process the Ministry of Foreign Affairs was the main partner agency whereas Ministry of Finance and Treasury remained the implementing partner for the DaO programme. Additionally, the main implementing partner Department of National Planning being integrated into Ministry of Finance and Treasury also hindered the progress of the some of the activities of the DaO programme.

### **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 there were discussions on steps ahead the programme revisions were not formally carried out.

With the Presidential Election in November 2013 and subsequent restructuring of the government, including one of the major implementing partners, Department of National Planning, some of the planned interventions were not undertaken and hence decision has been made by UNRC and the Minister of Finance and Treasury to extend the programme to end in 31 December 2015. Formalities of this process is currently being made.

### **IV. RESOURCES**

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

Funds available for the Programme are from the Expanded DAO Funds for MDG achievement amounting to USD 445, 500. USD 10,883.00 was expended from Jan-Dec 2014.

From Sep 2011-Dec 2014, USD 365,370 has been expended at the end of 2014 and USD 80,130 remains.

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

The funds are managed by the Coordination Specialist & the Coordination Associate 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 online campaign during MY World Global Week of Action (GWA)</p>	<p>Decision by government to opt for MDGR4 instead of MAF.</p> <p>Delays in endorsement of the 4<sup>th</sup> MDG Report by the newly elected government</p>	<p>Reviewed 4<sup>th</sup> MDG Progress Report</p>
<p><b>OUTCOME 2: MANAGING FOR DEVELOPMENT RESULTS (MFDR):</b> Output 1: Formulation of the new Development Plan and related Results and Evaluation Frameworks based on MfDR principles</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 Frameworks through</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>

			<p>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> 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 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>Follow-up 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: 2 Meetings held with government and 1 with donor community to discuss better coordination.</p> <p>Enhanced</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>

				coordination of NRA activities/missions and also engagement in the new UNDAF roll-out process		
<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. UNDAF roll-out timeline formulated and endorsed. UNDAF 2011-2015 final evaluation conducted. UNDAF CCA conducted. UNDAF trainings and 2 internal strategic planning meetings held.  Communications Work plan developed. Work underway to redevelop website		RC Annual Reports  UNDAF Annual Reports