



ASSESSMENT OF DEVELOPMENT RESULTS MALDIVES

EVALUATION OF UNDP CONTRIBUTION



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EVALUATION OF UNDP CONTRIBUTION **MALDIVES**

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ASSESSMENT OF DEVELOPMENT RESULTS: MALDIVES

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FOREWORD

This Assessment of Development Results is an independent country-level evaluation, conducted by the Evaluation Office of the United Nations Development Programme (UNDP) in the Maldives. It examines the relevance and strategic positioning of UNDP support and its contributions to the country's development from 2003 to 2010, covering two country cooperation frameworks. The study assesses UNDP interventions under the various thematic areas of the country programme, with the aim of providing forward-looking recommendations meant to assist the UNDP country office and its partners in the formulation of the next programming cycle.

Being a small island developing state, the Maldives is exposed to external shocks such as the December 2004 tsunami where 62 percent of the GDP was estimated to have been affected. This vulnerable country has a highly dispersed land mass of a very small size, resulting in a highly dispersed population. The low altitude of the islands and the rising sea levels may cause many islands to disappear, while other islands may become too densely populated to sustain their population. Moreover, the Maldives faces serious economic challenges arising from the narrow economic base comprised almost exclusively of tourism and fisheries. Dealing with the effects of its recent graduation from Least Developed Country status and further sustaining the process of democratization and respect for human rights will also be major challenges for the country.

The presence and contribution of UNDP is of vital importance to support the Maldives' sustainable development, especially given the fact that there are not many development partners resident in the country. UNDP support is viewed very positively by the Government, particularly at the central level. The most valued UNDP attributes include its longstanding presence, its flexibility

and responsiveness, including to unplanned emergencies or changing development plans, and its ability to provide as well as to access international knowledge.

The evaluation found that in the past six years UNDP in the Maldives has coped with two major transformational events: the 2004 tsunami and the changes in political system. With regard to the tsunami, UNDP responded to the immediate needs following the disaster and also had a role in designing the recovery plan. UNDP effort was important but not always sustainable. Concerning the political changeover, UNDP played a crucial role in the political transition and the introduction of democracy in the country as well as on human rights issues.

Overall, the evaluation concluded that UNDP has been particularly effective in its support at the policy level, especially in the area of governance, but less so at the atoll and island level. Gender equality and youth remain major areas requiring effective support while capacity development is the most significant barrier to sustained progress. The experience of the Maldives has all the ingredients to provide lessons that may be relevant for other country offices. They include: (i) need for reduction in size and thematic concentration of the portfolio; (ii) progressive shift towards policy dialogue, advisory roles in national policies; (iii) increased support to national authorities in exploring new opportunities within South-South cooperation and the private sector; (iv) need for substantial improvement in project design and implementation, including monitoring and evaluation, sustainability and preparation of exit strategies.

In sum, the UNDP country programme would achieve more with fewer interventions and a more strategic approach while taking into account the main barriers of weak policy and weak capacity.

This evaluation benefited greatly from the continued collaboration of the UNDP country office in the Maldives, particularly of the former Resident Representative, Patrice Coeur-Bizot, as well as the officer in charge, Arun Kashyap, who helped in organizing and hosting the successful stakeholders' workshop meeting. Special thanks also go to the Special Assistant to the Resident Representative, Mileydi Guilarte, the Programme Finance Specialist, John Gacutan, the three Assistant Resident Representatives, Mohamed Inaz, Zindu Salih and Raniya Sobir, for their support to the evaluation team, as well as to Aishath Nashfa, Aishath Afaaf, Hussain Jinan, the interpreter, Mahzoon, and the Communications Officer for the Atoll Ecosystem-based Conservation Project, Abdulla Affan, for their support during the field missions to the atolls.

The Regional Bureau for Asia and the Pacific – in particular, Fadzai Gwaradzimba and Susan Yulianto – supported the evaluation process. The stakeholders meeting held at the end of the evaluation process benefited from the participation of the Deputy Director, Ligia Elizondo.

My sincere gratitude is extended to all the people in the Maldives who have taken time to respond to the requests by the evaluation team: Government officials, island and atolls administration officials, women development committees, nongovernmental organizations, development partners, villagers and youth.

Special thanks go to the Ministry of Finance, the Government counterpart of UNDP, and to the Vice-President's Office. Representatives of the UN System in the Maldives also supported the evaluation exercise.

A team comprising Philip Tortell, team leader, Shadiya Ibrahim and Nadia Hijab, team specialists, and Alexandra Chambel, the Evaluation Office task manager, carried out the evaluation. I am very grateful to them for their excellent work.

I would also like to thank the external reviewers, Hicham Daoudi, evaluation coordinator at the International Organisation of La Francophonie, and Richard Huntington, social scientist, for their useful comments, which helped improve the quality of the report. I would like to thank as well Michael Reynolds for his coordination work and Michelle Sy, Thuy Hang Thi To and Anish Pradhan for their administrative support.

It is my sincere hope that this exercise has provided lessons that are relevant for the organization and its international partners. Truly, the findings and recommendations remind us in UNDP of the need to constantly readjust ourselves to line up with our corporate mandate – to support countries to accelerate progress on human development and aim for real improvements in people's lives. I am positive this evaluation was able to trigger the reflection to support the response of UNDP to the development challenges of the Maldives.



Saraswathi Menon
Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADSL	Atoll Development Sustainable Livelihoods projects
AEC	Atoll Ecosystem-based Conservation Project
APR/PIR	Annual Performance Report/Project Implementation Review
ARR	Assistant Resident Representative
AWP	Annual Work Plan
BBS	Biological and Behavioural Survey
BCC	Behaviour Change Communication
BEST	Building efficient, service-oriented transparent system
CBD	Convention on Biological Diversity
CCM	Country Coordination Mechanism
CCA	Common Country Assessment
CPD	Country Programme Document
CP	Country Programme
DANIDA	Danish International Development Agency
DEX	Direct Execution (of UNDP projects)
DRM	Disaster Risk Management
EC	European Commission
EU	European Union
GBV	Gender-Based Violence
GEF	Global Environment Facility
GF	Global Fund
HRC	Human Rights Commission
HRD	Human Resources Development
ICT	Information and communication technologies
IDC	Island Development Committee
IDU	Injecting Drug Users
ILO	International Labour Organization
ISDR	International Strategy for Disaster Reduction
IUCN	International Union for Conservation of Nature
LDC	Least Developed Country
MDGs	Millennium Development Goals
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NAPA	National Adaptation Plan of Action
NCSA	National Capacity Self-Assessment
NDMC	National Disaster Management Centre

NEX	National Execution (of UNDP-supported projects)
NGOs	Non-Governmental Organizations
NDP	National Development Plan
NSP	National Strategic Plan
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the High Commissioner for Human Rights
OiC	Officer in Charge
PR	Principal Recipient
RAF	Resource Allocation Framework
RBAP	Regional Bureau for Asia & the Pacific (of UNDP)
RC	Resident Coordinator
RR	UNDP Resident Representative
SEOP	School Emergency Operations Plan
SIDS	Small Island Developing State
SNAP	Strategic National Action Plan
SR	Secondary Recipient
TNA	Technology Needs Assessment
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNIDO	United Nations Industrial Development Organization
UN OCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
VCT	Voluntary Counselling and Testing
WDC	Women's Development Committee

MALDIVES AT A GLANCE¹

Land	
Geographical location	Maldives is a chain of about 1,190 small coral islands and sandbanks (some 200 of which are inhabited), grouped in 26 atolls, in the eastern Indian Ocean
Land area	298km ²
Terrain	Flat, white sandy beaches; average elevation above sea level 1.8m
People	
Population	306,000 (2007)
Urban population in Malé	111,000 (2007)
Population Growth Rate	1.8% (2005-2010)
Age and gender structure (2008)	0-14 years: 31.0 %; 60+ years: women 6.1%, men 6.1% Sex ratio in 2008: 105.0 men per 100 women
Government	
Type	Presidential republic
Key political events	Independence from Britain in July 1965
Parliament	Unicameral People's Council (Majlis) (77 seats; members elected by direct vote for five-year term); the Majlis in February 2009 passed legislation that increased the number of seats from 50 to 77
Parliamentary seats (% of total)	Women 6.5.0%; Men 93.5%
Major political parties	Dhivehi Rayyithunge Party (Maldivian People's Party) or DRP; Maldivian Democratic Party or MDP; People's Alliance or PA; Dhivehi Quamee Party or DQP; Adhaalath (Justice) Party or AP
Economy	
GDP	Total: \$1,716 million (2008 est.); Per Capita: \$4,400 (2008 est.)
Growth rate of GDP	7.7% per annum at constant 1990 prices (2007)
Economic structure 2007 (% GDP)	Tourism: 28%; Transport and communications: 20%; Government: 16%; Manufacturing: 7%; Real estate: 6%; Fishing: 5%; Construction: 6%; Agriculture: 2.5%; Other: 9%.
Resident work force	Community, social and personal services: 21%; Manufacturing: 13%; Fishing: 11%; Tourism: 11%; Transport, storage, and communication: 9%; Other: 35%.
Major industries	Tourism, fish processing, shipping, boat building, coconut processing, garments, woven mats, rope, handicrafts, coral and sand mining
Imports	Petroleum products, ships, foodstuffs, clothing, intermediate and capital goods
Foreign direct investment net inflows	\$14 million (2006)

(cont'd) ►

¹ Based on - <http://data.un.org/CountryProfile.aspx?crName=Maldives>, <http://www.state.gov/r/pa/ei/bgn/5476.htm>, http://www.adb.org/Documents/Fact_Sheets/MLD.pdf, and *Millennium Development Goals – Maldives Country Report 2007*, Government of Maldives, Ministry of Planning and National Development.

◀ (cont'd)

Social indicators	
Human Development Index	2005: 0.75; 2006: 0.76; 2007: 0.77 (95th out of all countries)
Life expectancy (2005-2010)	Women: 69.5; Men: 67.6
Poverty – below \$1.17	Atolls: 20%; Malé: 7% (2005)
Infant mortality	34.1 per 1000 live births (2005-2010)
Total fertility rate 2005-2010	2.6 (live births per woman)
Contraceptive prevalence	39.0% (ages 15-49)
Urban population growth rate	5.3% per annum (2005-2010)
Rural population growth rate	-0.3% per annum (2005-2010)
Unemployment rate	18.6% (2007)
Education	
Adult literacy	97% of aged 15 and over
Government education expenditure	8.0% (of GDP)
Net primary enrolment	96% (2008)
Primary-secondary gross enrolment ratio (per 100)	Women: 101.5; Men: 100.9 (UNESCO estimate)
Third-level students	Women: 69.9%; Men: 30.1%
Environment	
Threatened species in 2008	55
Forested area	3% of land area
Access to improved water source	83% of population (2006)
CO2 emission estimates	Total: 715,000 metric tonnes; Per capita: 2,400 metric tonnes
Energy consumption per capita	965.0 (kilograms oil equivalent)
Mean total rainfall	1901 millimetres per annum
Mean temperature	Minimum: 25.8°C; Maximum: 30.6°C
Millennium Development Goals (MDGs)	
1 Eradicate Extreme Poverty and Hunger	Fully achieved
2 Achieve Universal Primary Education	Fully achieved
3 Promote Gender Equality and Empower Women	Partly achieved (~50%)
4 Reduce Child Mortality	Almost fully achieved (~90%)
5 Improve Maternal Health	Almost fully achieved (~90%)
6 Combat HIV/AIDS, Malaria and other Diseases	Fully achieved
7 Ensure Environmental Sustainability	Partly achieved (~30%)
8 Develop a Global Partnership for Development	Partly achieved (~50%)

EXECUTIVE SUMMARY

BACKGROUND AND CONTEXT

An Assessment of Development Results is an independent country-level evaluation of the United Nations Development Programme (UNDP) contributions to the development results of the country. The objectives of the Maldives Assessment of Development Results are:

- To provide an independent assessment of the degree of progress towards the expected outcomes envisaged in UNDP programme documents
- To provide an analysis of how UNDP has positioned itself to add value in response to country needs and changes in the country's development context
- To present key findings, draw key lessons and provide a set of clear, forward-looking options for management to make adjustments in the current country strategy and programme cycle

The period covered by this evaluation is from 2003 to the present. During this time UNDP-Maldives adopted two country programmes. Poverty reduction is at the forefront of activities, which is closely followed by democratic governance. The environment thematic area also features in both country programmes. However, in the current country programme, the area is broadened to encompass disaster management. This reflects the disaster which struck the Maldives in the form of the 2004 tsunami and which saw the UNDP country office spearheading an international and UN-wide relief effort many times the size of its normally modest country programme.

METHODOLOGY

In carrying out this Assessment of Development Results, the evaluation team has been guided by the UNDP Evaluation Office Method Manual and the norms and standards established by the United Nations Evaluation Group (UNEG). Team members have adhered to the ethical guidelines for evaluators in the United Nations system and the Code of Conduct, also established by UNEG.

The entire portfolio of 49 projects and six main clusters of non-project activities have been taken into account in the assessment. However, it was not possible to go into detail with all 49 projects. Therefore, a sample of projects and non-project activities was selected for deeper analysis. The sampling criteria applied by the evaluation team took into account the two country programmes, the six practice areas, types of outcomes targeted, different beneficiaries, execution modality, project status, and the geographic spread of the interventions.

Following the guidance in the Assessment of Development Results Manual, the evaluation criteria that were used were: relevance, effectiveness, efficiency and sustainability.

The criteria that were used to assess UNDP's strategic positioning in the Maldives context were: strategic relevance, responsiveness, contribution to UN values, strategic partnerships and contribution to UN coordination.

Two basic tools were used in the search for primary data and information: document reviews and face-to-face consultations, including individual interviews, stakeholders group discussions and field visits. Face-to-face consultations were the preferred method of consultation.

Of the 260 persons met and/or consulted, 25 were from UNDP, 57 were from the central Government (ministries, departments and special agencies), 17 were from UN agencies, 9 were from other partners (e.g., embassies), 28 were from NGOs, 11 were project personnel, 90 were atoll and island officials, 19 were community members (beneficiaries and individuals), and four were from the private sector.

Triangulation was used to ensure that empirical evidence collected from one source (for example, documentation such as reports) was validated from at least two other sources (for example, through interviews or surveys).

The country programmes and the Assessment of Development Results were subjected to a number of influences during the past seven years. Of these, the tsunami response (by the Maldives and by UNDP) came in the middle of the Third Country Programme and commandeered all energies and attention. It transformed the country office function, galvanized the attention of Government and led to the suspension of many projects and other initiatives for a time. The team had to cope with the complexity of a country programme interrupted by such an event.

The political changes which came about with the change of Government created new priorities and demands for UNDP. They also led to very significant changes in personnel both in the Government as well as in UNDP, affecting corporate memory, commitments, etc., creating some difficulties for the team.

The geographical fragmentation of Maldives – 1,192 islands spread over 900km of the Indian Ocean – posed some challenges for the team and restricted field visits.

KEY FINDINGS AND CONCLUSIONS

Development challenges and the development community response

As a Small Island Developing State (SIDS), Maldives is vulnerable geographically and

socio-economically. Taking the Sixth and Seventh National Development Plans together with the Government Manifesto and the Tsunami Recovery Plan, a number of salient development challenges emerge. These are economic vulnerability; environment; human rights/community empowerment; a free, fair and just nation; geographical fragmentation; youth issues; gender equity; poverty (especially the disparity between Malé/Atolls in lack of choice and opportunity).

As an LDC, Maldives has relied to a great extent on development aid and Japan has been the Maldives' largest donor. It has provided support for seawall construction, fisheries, island electrification and other infrastructure projects. Other key donors and development partners over the past three years include the ADB, the EC, the Netherlands, IFAD, the Global Fund and UNDP.

Overall UNDP response

In the five years from 2004 to 2008, UNDP-Maldives had a portfolio of some 49 projects with a total core funds commitment of \$5.873 million. Over the same period, UNDP was able to generate \$6.818 million in non-core funding in addition to the tsunami funds of \$40.337 million.

The UNDP programme, like that of other UN agencies, is spread too thinly, thus reducing effectiveness. Partly because UNDP is one of the few international agencies in the country, it stretches too few human and financial resources over a very wide range of interventions. Although UNDP interventions are relevant and provide a justified response to national needs, they are sometimes not sufficiently fitted to ministries' priorities and they may also tend to over-stretch government capacity.

UNDP has provided some effective inter-agency support (within the UN Country Team) to national needs, including the Youth Report, support to the Human Rights Commission, and the MDG reports, which provide useful examples and experiences of collaboration. As the largest UN agency on site and given its multi-sectoral mandate, there is scope for greater UNDP support in knitting the country team together.

UNDP is a valued and trusted Government partner

Within the UN system, the presence and contribution of the UNDP country office is of paramount importance to the Government, especially given the fact that most donors do not prioritize the Maldives as a beneficiary country. UNDP support is viewed very positively by the Government, particularly at the central level. The most valued UNDP attributes include its longstanding presence, its flexibility and responsiveness, including to unplanned emergencies or changing development plans, and its ability to provide as well as to access international expertise. UNDP has over time evolved a very good sense of the challenges the country faces and is able to provide guidance and technical assistance from this standpoint. UNDP has forged strong working relations with government implementing counterparts, as well as some good private-sector and civil society partnerships.

UNDP's effective policy support covers the democratization process, the decentralization process, legislative reform, and environmental management. When it comes to governance, UNDP support to democratization, including support to new democratic institutions, is widely recognized. However, there is much more to be done to reinforce democratic gains, still considered as fragile by many, particularly as regards the country's capacity for tolerance of opposing viewpoints and beliefs. There is a pressing need to unblock the stalemate in parliament, and the capacity of key institutions such as parliament and the judiciary remains worryingly weak.

There are mixed results with regard to support in the area of livelihoods and post-tsunami reconstruction at the atoll and island level. While some individuals and communities benefited, others were not able to use or to sustain the benefits extended to them. In addition, there were many complaints of irregularity, lack of transparency, and wastage. Insufficient capacity has been developed to enable islanders to tap into regional or national systems – markets, transport, knowledge, and investment opportunities, among

others – during these interventions. Such an objective cannot be achieved by one or more projects without a national policy framework and a government-led integrated effort supported by multiple agencies.

UNDP has been effective in advocacy, including through its support to interventions like the inter-agency MDG and Youth Voices reports. However, the reports of the independent UN-appointed Special Rapporteurs have not been utilized fully as advocacy tools.

Weak capacity and institutional frameworks are the most significant barriers to effective implementation and sustainability. There have been some positive results with regard to capacity development at the policy level, for example, in the area of energy, effective waste management, and climate change. However, opportunities to develop national capacities are sometimes missed through reliance on international rather than national consultants and the failure to pair nationals with internationals to enable learning.

The view of UNDP effectiveness at the island/atoll level is very different from that at the central level. The best example of this is the support that UNDP provides to disaster management. The central level believed that UNDP had responded well in its efforts to strengthen national capacity, including by integrating disaster risk reduction in the national building code, school curriculum, and enhancing national capacity. At the island/atoll level, however, there appeared to be little awareness of how to deal with disaster and much confusion about roles.

Gender equality and youth remain major areas for support

In spite of progress towards gender parity at primary and secondary levels, gender equality and the rights of women are a particular concern at many levels. This area has been one of the most impacted by the transition given institutional changes and loss of access to resources at a time when strengthening conservative trends threaten progress to date. At the same time, capacity

for gender analysis and programming is limited within the country and appears insufficiently developed within UNDP. Gender stereotypes remain largely unchallenged whether through regular project or non-project interventions or disaster-response interventions such as those related to the tsunami.

UNDP and the UN system have played an important role in drawing national attention to youth issues through their support for the Youth Voices report and the laudable participatory process this followed. However, this has not been followed through. While youth – nearly 50 percent of the country’s population – face serious challenges, there is inadequate national or UN system response. This bodes ill for the country’s future political and socio-economic development.

Although HIV/AIDS is recognized as a threat of potentially disastrous proportions at the central level, there is little awareness of the problem at the local level, even though there is widespread concern among the population in both Malé and the atolls about drug use and unsafe sexual behaviour. The effectiveness of the HIV/AIDS programme is limited due partly to the Global Fund’s focus on numerical targets rather than qualitative results and partly due to lack of clarity regarding roles and ownership, although this issue may be on the way to being solved. However, the HIV/AIDS initiative may not be sustainable after the out-posted project personnel leave because limited capacity has been built and the Government would not be able to match their salaries.

UNDP programme design and implementation need to be more robust

It is difficult to establish a logical flow in the thematic areas between government priorities, UNDAF outcomes and the UNDP country programme. The reasons, some of which are beyond the country office’s control, include changes in national plans, broad UNDAF statement of

outcomes, and the fact that project reporting does not generally trace the link from outputs to outcomes using baselines and indicators.

UNDP-hosted cross-sectoral and thematic meetings that bring counterparts together as part of mid-term and other review processes have been useful learning opportunities. UNDP has also facilitated project implementation by enabling partners to address lack of clarity and tensions through joint task forces and other mechanisms. In the case of the important Atoll Ecosystem-based Conservation Project, the mid-term evaluation findings were used to support a participatory revision by project management and stakeholders, leading to valuable intermediate results.

The practice of embarking on projects with budgets that are partly unfunded on the basis that the remainder would be raised while implementation proceeds, is a risky one.

In general, risk factors are identified at the project formulation stage, but it is not clear that the mitigation strategies proposed would effectively deal with the risks or that key barriers have been identified and addressed.

Few projects had developed exit strategies with serious implications for sustainability of interventions. Where there are clearly defined exit strategies, there are question marks as to whether they will work. Some projects rely on further funding to become available for continued interventions or replication.

Partly due to the impact of the tsunami, there was insufficient documentation to fully assess development results, particularly in the area of poverty reduction. There seemed to be better availability of reporting and evaluation documents in the case of the environment and HIV/AIDS projects where globally mandated criteria appear to be more strictly enforced.

5.2 RECOMMENDATIONS

The evaluation team addresses the following recommendations primarily to the UNDP country office for action, but they are equally of interest to the Government in its role as beneficiary and other stakeholders and agencies as partners with UNDP. This section is organized in three clusters of recommendations. The first one focuses on the strategic level, the second on the components of the UNDP country programme, and the third on project design. All clusters are considered of equal importance and priority. However, within each cluster, the recommendations are in order of importance.

5.2.1 AT THE STRATEGIC LEVEL

Recommendation 1: UNDP should continue to provide support to the small UN Country Team to strive towards a higher level of joint planning, implementation and monitoring.

For a small country such as the Maldives with only four UN agencies on the ground, and with a very modest resource base, UNDP as part of the UNCT will be more effective if agencies increased the proportion of truly joint interventions. It is not enough to simply avoid duplication or exchange information; there is a need to further complement and achieve an enhanced level of synergy between the respective country programmes of the UN agencies active in the Maldives particularly given the small resource base.

Recommendation 2: UNDP must adopt a more strategic approach in its country programme – an approach which has a sharp focus on a narrower range of themes while addressing the main barriers of weak policy and weak capacity.

Such an approach is more effective if UNDP and the UN system in the Maldives can revert to a five-year cycle thus ensuring a more predictable timescale within which to plan strategically. The UNDP effort is currently spread too thinly and its work at the atoll/island level is patchy and not very effective. Furthermore, the two main barriers to sustainable development (lack of capacity and lack of policy) still present a challenge. Attempts to harmonize UNDP's planning cycle with that

of the Government are not possible since the latter tends to change at different frequency.

Recommendation 3: The focus of the UNDP country programme should continue to be upstream, at the central and (eventually) provincial level.

At a minimum, all interventions should have a strong policy component or arise directly from one.

5.2.2 ON THE UNDP COUNTRY PROGRAMME COMPONENTS

Recommendation 4: UNDP should reduce its effort in the poverty alleviation thematic area at the community level and concentrate instead on the policy level.

It should focus initially at central Government level and eventually at provincial government level (not activities at the local level) when the decentralization policy starts showing results. Addressing poverty upstream can set the foundations for follow-up work by the likes of the Asian Development Bank and the World Bank.

Recommendation 5: The country programme should continue to focus on governance/human rights as a flagship theme at the central level, with particular emphasis on the judiciary and parliamentary development; and it should move into provincial government support as and when the decentralization policy starts showing results. UNDP has a comparative advantage in the area of governance; it has credibility, and it has some successes – it should build on these positives.

Recommendation 6: UNDP should refocus environment work on climate and biodiversity while broadening the resource base beyond the Global Environment Facility and exploring the possibility of support from the private sector.

Adaptation to climate change (not a focus on reducing carbon emissions) is a matter of survival for the Maldives. This is also true for protection of the coral reef ecosystems and coastal vegetation – both from the point of view of physical protection, and as the main attraction for the tourism industry.

Recommendation 7: Pass on the coordination and initiative on disaster and risk management activities to the National Disaster Management Centre, ensuring that it is strengthened as part of programme implementation.

This is a core function of the Government and UNDP should be enhancing Government capacity to take it over rather than carrying out the function.

Recommendation 8: Develop Government capacity to manage the HIV/AIDS programme with a view to handing over the programme to the Government and giving the lead within the UNCT to UNFPA and WHO.

UNDP's involvement was brought about because of the lack of capacity in Government. The aim of the organization should therefore be to remove this barrier by building the capacity and handing the programme back to the Government.

Recommendation 9: UNDP should adopt and support a strategic approach to gender equality.

It should address gender stereotypes that promote the empowerment of women through greater opportunity for participation of women at senior levels in government, access to non-traditional occupations (in particular out of Male), equality within the family, and access to justice. UNDP should build on the successes achieved through the reform of the Constitution and other human rights initiatives.

Recommendation 10: While not necessarily taking a programme lead on youth, UNDP should facilitate UNCT action so that it, together with other relevant agencies, can support a sustained and strategic national intervention to tackle this pressing concern.

Addressing the challenges facing youth is one of the most pressing needs of the Maldives. As demonstrated by the Youth Voices project, youth is a good area for a joint UN approach with each

agency contributing from its area of comparative advantage. UNDP should lead through facilitation and funding.

5.2.3 ON PROJECT DESIGN

Recommendation 11: Except for one-off responses to emerging needs, UNDP must ensure that right at the design stages, a project fits within the strategic framework of the Country Programme Document outcomes which in turn should fit with the UNDAF.

Each project must be within the adopted intervention strategy, building on previous work and leading to the next. To the extent possible, UNDP projects should seek to complement and cooperate with projects of UNCT partners, focus on the country's strategic needs, build on earlier results and lead strategically to new ones.

Recommendation 12: All interventions must aim to increase local capacity (a main barrier to sustainable development) and enhance empowerment.

All interventions must leave behind enhanced capacity and indicators should be created to ascertain this. In seeking always to enhance local capacity, project consultants should be sought first at the local level and all international consultants should be twinned with locals. Projects must be designed to address barriers (such as capacity and policy gaps) more overtly and more directly.

Recommendation 13: Engage in effective performance monitoring for adaptive management and make exit strategies and sustainability plans an essential element of all projects

Structured monitoring informs management on any adjustments and adaptations necessary in view of changed circumstances. Enhance capacity during project life to enable effective handover of project products and/or services. Aim for outcomes, not merely outputs.

CHAPTER 1

INTRODUCTION

1.1 PURPOSE AND OBJECTIVES OF THE ASSESSMENT OF DEVELOPMENT RESULTS

An Assessment of Development Results is an independent country-level evaluation of the United Nations Development Programme (UNDP) contributions to the development results of the countries where it works. It is carried out by the UNDP Evaluation Office and addresses three sets of overall questions:

- Is UNDP “doing the right things”, with a focus on relevance to the partners’ development goals, partnership and strategic positioning in the future?
- Is UNDP “doing things right”, with a focus on the effectiveness of its activities, efficiency of execution, and efficacy given internal and external contextual factors? Are there better ways of achieving the results?
- Are the results sustainable? Do they ensure sustainability with a focus on national and/or partner ownership, an enabling policy environment, capacity development, gender equality and other key drivers UNDP considers in assessing development effectiveness?

The evaluation is not limited to assessing the current programme, but rather captures key results and effects over a six- to seven-year period. It is, however, a forward-looking exercise and assesses whether the past results represent a sufficient foundation for future progress or if UNDP should take corrective measures.

The evaluation focuses on outcomes, i.e., the changes in specific development conditions, but it does not assess a country’s or subregion’s overall achievements, nor is it the sum of evaluations of discrete projects and programme activities. It therefore does not go into detail of all the programmes or projects in a UNDP programme but is selective depending on the scope and design of the review.

The Maldives Assessment of Development Results, one of 15 conducted during 2009 by the UNDP Evaluation Office, will contribute to the new country programme being prepared by UNDP and national stakeholders in 2010.

The objectives² of the assessment are:

- To provide an independent assessment of the degree of progress towards the expected outcomes envisaged in UNDP programme documents
- To provide an analysis of how UNDP has positioned itself to add value in response to country needs and changes in the country’s development context
- To present key findings, draw key lessons and provide a set of clear and forward-looking options for management to make adjustments in the current country strategy and programme cycle

The assessment is best described as an examination of UNDP’s relevance to the development needs of the Maldives, the efficiency and effectiveness of its delivery, and the likely sustainability of the intervention outcomes. This is not an evaluation of the performance of the Maldives, nor

² Full Terms of Reference for the Maldives Assessment of Development Results are in Annex 1

of the projects and programmes in the country programme, nor of the UNDP country office – it is an evaluation of UNDP’s support at the country level.

This evaluation examines the period from 2003 to the present. During this time UNDP has adopted two country programmes. In both, poverty reduction is at the forefront of activities. This is closely followed by democratic governance where UNDP was able to assist (and is still assisting) the Maldives with its momentous move towards a new political system. The environment thematic area also features in both country programmes. However, in the current one, the area is broadened to encompass disaster management. This reflects the disaster which struck the Maldives in the form of the 2004 tsunami and which saw the UNDP country office in Maldives spearheading an international and UN-wide relief effort many times the size of its normally modest country programme³.

1.2 METHODOLOGY AND APPROACH

In carrying out this evaluation, the team has been guided by the UNDP Evaluation Office Method Manual⁴ and the norms and standards established by the United Nations Evaluation Group (UNEG)⁵. Team members have adhered to the ethical guidelines for evaluators in the United Nations system and the Code of Conduct, also established by UNEG.

1.2.1 THE ASSESSMENT OF DEVELOPMENT RESULTS PROCESS

The Assessment of Development Results process comprises the following phases – preparatory and initial research, inception, data gathering and main mission, analysis and drafting of the report and follow-up.

During the preparation and inception phases, the evaluation team was established and a briefing mission was undertaken to UNDP and UN in New York in late June 2009. This was followed by a scoping mission to the Maldives to gather basic data and to understand the key issues that needed to be addressed in the overall assessment. The end product of this phase was the inception report (August 2009) which laid out plans for the further execution of the Assessment of Development Results, in particular: the delimitation of the evaluation focus and scope; the identification of the relevant evaluation questions, sources and respective data collection methods; the selection of a sample of the country programme portfolio including a list of projects to be visited at the atolls.

The subsequent main mission was carried out by the entire team and provided an opportunity for collecting and validating further data through document reviews and consultations in Malé and at the atoll/island level. The team was in the Maldives throughout October 2009 and although some updating has taken place since then, the focus of this report is the situation as at that time.

Following the main mission, the team produced the first draft Assessment of Development Results Report which went through a thorough quality assurance exercise within the Evaluation Office and with external reviewers. It was then *submitted* for comments to the UNDP Regional Bureau for Asia and the Pacific and the country office and thereafter to the Government. A stakeholder workshop followed in the Maldives at which the evaluation findings were presented and the recommendations discussed.

This final report has taken into account all comments received and will be made available

³ Before the tsunami, the UNDP Maldives country office was a small office with about \$1.0 million of activities per year. At the height of the post-tsunami period, the country office was being required to manage an expenditure of \$2.5 million per month

⁴ Assessment of Development Results Method Manual: 31 July 2009. UNDP Evaluation Office.

⁵ *Ethical Guidelines for Evaluation*. United Nations Evaluation Group, 21 July 2007

to the UNDP Administrator and to the UNDP Executive Board. A management response will be prepared by the country office and will be made available to the UNDP Executive Board at the same time.

1.2.2 EVALUATION SCOPE

The UNDP-Maldives portfolio over the seven years being assessed comprises some 49⁶ projects and six main clusters of non-project activities. The entire portfolio has been taken into account in the Assessment of Development Results. However, it was not possible to go into detail with all 49 projects. Therefore, a sample of projects and non-project activities was selected for deeper analysis.

In carrying out the selection process, the goal has been to obtain a representative sample of projects and other non-project activities that reflect the general characteristics of the country programme. The sampling criteria applied by the evaluation team took into account the two country programmes, the six practice areas, types of outcomes targeted, different beneficiaries, execution modality, project status, and geographic spread of the interventions⁷, as outlined in the following table.

The team selected 33 projects and three non-project activities for deeper analysis.

A more detailed account of the scope of the Assessment of Development Results is given in Annex 2.

Table 1. Scope of the Assessment of Development Results and determining criteria	
CRITERIA	REPRESENTATIVENESS
Two country programmes	The Assessment of Development Results focused on initiatives from both the Third and the Fourth Country Programmes: 13 initiatives under the Third Country Programme; 20 initiatives under the Fourth Country Programme (including 9 components of HIV/AIDS project)
Six focus areas	All six focus areas covered: Poverty – 6; Governance – 5; HIV/AIDS – 9 (one programme); Environment – 7; Disaster Risk Management – 3; Tsunami Recovery – 3. Plus 3 non-project intervention areas
Types of Interventions and Outcomes	Range included: Institutional Capacity Building, Policy and Legislation, Human Capacity Building at all levels, Poverty Alleviation, Needs Assessments, Mainstreaming of Good Practice
Different beneficiaries	Government organizations – 57; NGOs – 28; Atoll/Island Administrations – 90; communities and individuals – 19
Execution modality	NEX – 30 projects; DEX – 3 projects (Tsunami Recovery)
Project status	Closed projects – 6; On-going projects – 24; Pipeline projects or at inception stages – 3
Geographic spread: ▪ of CP interventions ▪ of Assessment of Development Results investigations	Malé, Addu Atoll, Lhaviyani Atoll, Baa Atoll New York, Maldives, Colombo (Sri Lanka), Wellington (NZ), Geneva (Switzerland)

⁶ This number includes the nine HIV/AIDS components of what is technically one project. The same approach (considering them as nine separate projects) has been used when referring to the 33 projects selected for deeper analysis.

⁷ Based on advice from the Assessment of Development Results Method Manual of July 2009

On reflection, the team believes that the results of the assessment would have been richer and better substantiated if fewer project and non-project interventions had been selected for in-depth review or if use had been made of a case-studies approach. Although the Assessment of Development Results is not a project or programme evaluation, it would be possible to examine project documents and partnerships in more depth during the limited time available, as, for example, in the case of HIV/AIDS, and arrive at more solidly grounded conclusions.

1.2.3 EVALUATION CRITERIA AND QUESTIONS

The assessment comprised a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles (2003-2007 and 2008-2010) carried out under two main headings: the analysis of UNDP's contribution to development results; and the assessment of UNDP's strategic positioning.

Following the guidance in the Assessment of Development Results Manual⁸, the evaluation criteria that were used were: relevance, effectiveness, efficiency and sustainability.

The criteria that were used to assess UNDP's strategic positioning in the Maldives context were: strategic relevance, responsiveness, contribution to UN values, strategic partnerships and contribution to UN coordination.

Each criterion generated one or more questions which focused the document reviews, consultations, etc. On analysis, the answers obtained led to findings and these in turn led to the conclusions reached by the team.

Annex 3 contains all the questions that were formulated during the scoping mission and as contained in the inception report.

1.2.4 DATA COLLECTION METHODOLOGY AND DATA SOURCES

Two basic tools were used in the search for primary data and information: documents review and face-to-face consultations, including individual interviews, stakeholders group discussions and field visits.

Background documents, guidance and manuals were reviewed by all three members of the team for their personal information and understanding. More specific documents, such as project documents, evaluation reports, project terminal reports, results oriented annual reports, etc., were reviewed by the team member responsible for the specific area of intervention. Footnotes identify most if not all documents when first cited and a full list of key documents reviewed and websites visited is in Annex 4.

Face-to-face consultations were the preferred method of consultation and were carried out with a wide catchment of stakeholders (the full list of persons met and consulted is in Annex 5). There were many stakeholder group meetings, both during the visits to the atolls and in Malé. However, these did not constitute focus group discussions.

In New York, the team met with and was briefed by various specialized offices within UNDP and UN, as well as by the Permanent Mission of the Maldives to the UN.

In the country office in Malé, consultations ranged from a focus on very specific projects to non-project interventions and a wide-range of country-specific development topics.

Consultations with Government officials, NGOs, private sector, island administrations, etc., focused almost exclusively on specific interventions. However, there were also a small number of encounters with high-level Government decision-makers to discuss broader aspects of the UNDP function in the Maldives.

⁸ op. cit.

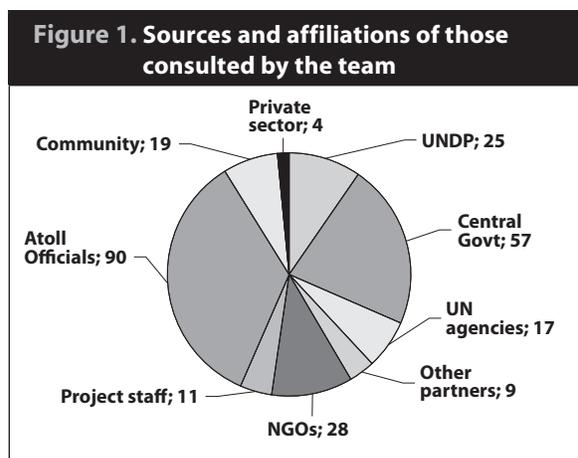
In Malé, Colombo, Wellington and Geneva, the team also met with representatives of other UN agencies and donor partners. The main area of discussion was their view of UNDP as a development partner.

The team also travelled to Addu, Lhaviyani and Baa Atolls. Time did not allow the team to travel as widely as we would have liked and these three atolls were selected for the following reasons:

- **Addu Atoll:** According to information obtained during the scoping mission⁹, Addu is one of the two focal areas of activity for the HIV/AIDS thematic area (the other is Malé). In addition, the atoll had been the venue for a workshop on disaster preparedness and risk management.
- **Lhaviyani Atoll:** The country office advised the team to include Lhaviyani rather than Haa Dhaalu/Haa Alifu. This was to provide an opportunity for visits to beneficiaries of the Atoll Development Sustainable Livelihoods project and the Waste Management project.
- **Baa Atoll:** UNDP has focused on Baa Atoll for a number of activities including Tsunami Recovery initiatives and Livelihoods (pearl culture), Waste Management, and Atoll Ecosystem-based Conservation Projects.

The team met with island and atoll officials, members of the Island Development Committees, Women's Development Committees, NGOs and community members. The team also visited various beneficiaries of projects and project sites to see and hear about, at first hand, the results achieved through UNDP interventions.

Of the 260 persons met and/or consulted, 25 were from UNDP, 57 were from the central government (ministries, departments and special agencies), 17 were from UN agencies, 9 were from other partners (e.g., embassies), 28 were from NGOs, 11 were project personnel, 90 were atoll and island officials, 19 were community members (beneficiaries and individuals), and four were from the private sector.



The approach applied in face-to-face consultations was a uniform one as far as possible to ensure consistency between team members, although some variation was necessary to respond to particular circumstances.

The team has preserved confidentiality by not including notes and other records of consultations in the report.

Triangulation was used to ensure that empirical evidence collected from one source (for example, documentation such as reports) was validated from at least two other sources (for example, through interviews or surveys). Sometimes, the information was not available in document form and only available from consultations. In this situation, the team sought to corroborate opinions expressed and information given, by posing the same questions to more than one consultee from different islands and at the central level. Anecdotal evidence was taken into account only if in the judgment of the team the information was important and the source was considered reliable. In such cases, the possible limitations of this information are noted. The team also consulted electronically as necessary.

1.2.5 LIMITATIONS AND INFLUENCES ENCOUNTERED

Two very significant changes have affected the Maldives during the past seven years: the tsunami

⁹ In consultation with the UNDP country office programme manager for the HIV/AIDS Global Fund Programme

natural disaster at the end of 2004, and, secondly, the dramatic political changes of recent months.

The tsunami response (by the Maldives and by UNDP) came in the middle of the Third Country Programme and commandeered all energies and attention. It transformed the country office function, galvanized the attention of the Government and led to the suspension of many projects and other initiatives for a time. The team had to cope with the complexity of a country programme interrupted by such an event.

The political changes which came about with the change of Government created new priorities and demands for UNDP. They also led to very significant changes in personnel both in the Government as well as in UNDP, affecting corporate memory, commitments, etc., creating some difficulties for the team.

A further difficulty faced by the team was the short time available on mission for field visits and meetings. A small number of key individuals were unavailable or untraceable. While attempting to remedy any gaps through triangulation, the team accepted that in some rare cases information may have been incomplete. The team found that the country office knowledge base and institutional memory need to be strengthened so that evaluations and programme data are more easily available despite changes in staff and dealing with emergencies.

The evaluation exercise coincided with the end of the tour of duty of the UN Resident Coordinator/Resident Representative and until the Officer in Charge was deployed, the team had some difficulty in obtaining logistic support. It also coincided with the UNDAF mid-term review which was a very busy time for the country office staff. It also happened to be the time when some elements from both the country office and

the Government were travelling out of Malé or the country on official engagements. In addition, at the time of the evaluation the UNDP country office website was “currently under construction”. Finally, the geographical fragmentation of Maldives – 1,192 islands spread over 900km of the Indian Ocean – posed some challenges for the team. It was not possible to visit as many field sites as we would have liked.

The team was able to cope with these influences and limitations only because of the support and assistance we received from the country office at all levels. In particular, the logistics arrangements put in place for the field visits and the attention and commitment during the visits, were instrumental in achieving a successful outcome.

1.3 STRUCTURE OF THE ASSESSMENT OF DEVELOPMENT RESULTS REPORT

This report follows the structure advised by the Evaluation Office. The introduction provides the background to the evaluation, particularly the methodology used. The second chapter describes the Maldives and the development challenges faced by the country as identified in national strategic documents put out by the Government. The third chapter refers to the response of the UN system and then leads on to the specific response of UNDP through its country programme and its relevance to the national challenges faced by the Maldives. The fourth chapter carries the findings of the team for each of the thematic areas. In discussing the thematic areas, the team made an effort towards consistency, but this was influenced by the variability in data and information available for each thematic area. Chapter 4 also discusses the UNDP strategic positioning in the Maldives and ends with a discussion on the UNDP country programme management. Conclusions and recommendations follow.

CHAPTER 2

DEVELOPMENT CONTEXT

2.1 MALDIVES: A VULNERABLE SMALL ISLAND DEVELOPING STATE

As a Small Island Developing State (SIDS), Maldives is vulnerable geographically and socio-economically.

2.1.1 GEOGRAPHICAL VULNERABILITY

According to the Official Atlas of the Maldives¹⁰ the country comprises a chain of Indian Ocean islands spread over a distance of 900km. The land area covers 26 geographic atolls and the population is about 300,000. The country faces two main geographic challenges: (a) the presence of a highly dispersed land mass of very small size, resulting in a highly dispersed population, and (b) the low altitude of the islands. The country has 1,190 islands of which 193 are inhabited, 93 are tourist resorts and 55 are set aside for industrial and agricultural activity. Of these islands, only 33 have a land area greater than one square kilometre. One third of the inhabited islands have a population of less than 500 and 70 percent have a population of less than 1,000. Because of the low altitude of most of the islands, rising sea levels may cause many to disappear and render some as ecologically vulnerable, while other islands may become too densely populated to sustain their population.

Successive governments in the Maldives have recognized the vulnerability of the country to changes in sea level and championed the cause against climate change¹¹.

2.1.2 SOCIO-ECONOMIC VULNERABILITY

The Maldives ranks 95th among the 182 countries and territories in the UNDP Human Development Index in 2009¹² and is considered as vulnerable economically and socially. The EC Country Strategy Paper¹³ noted that “*Prior to the tsunami, the overall economy of the Maldives demonstrated an accelerated growth rate with an increase in real GDP of 9 percent in 2004, fuelled by strong growth in the tourism, fisheries and construction sectors ... After the tsunami, the World Bank estimated the damage caused at approximately 62 percent of GDP, with tourism, fisheries and transport infrastructure being worst hit The Maldives faces serious economic challenges in the medium term*”.

A recent socio-economic assessment (Shafeenaz, 2009)¹⁴ noted that the dependence on two sectors (tourism and fisheries) that depend in turn on exogenous factors, has left the country extremely vulnerable to the vagaries of international economic conditions and natural disasters.

¹⁰ Ministry of Planning and National Development (2008) *Official Atlas of the Maldives*.

¹¹ For example, past President Maumoon Abdul Gayoom, in his address to the UN General Assembly as far back as 1990, referred to the “*predicted global warming and sea-level rise which may endanger the very survival of my island-nation*” and called upon the industrialized nations to take urgent measures to reduce the emission of greenhouse gases into the atmosphere and to adopt environmentally compatible technology. More recently, President Mohamed Nasheed was reported (*Minivan*, 17 September 2009) as featuring alongside a Hollywood actor and a Nobel Peace Prize winner in a UN public service announcement designed to give fresh impetus to the search for a global climate deal. He is shown sitting behind a desk in the middle of the sea, an indication of the vulnerability of the Maldives to rising sea levels.

¹² Human Development Report 2009, UNDP, http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_MDV.html

¹³ The Maldives – European Community Country Strategy Paper 2007-2013.

¹⁴ Shafeenaz, Abdul-Sattar, *Assessment of Socio-Economic Impact of Food, Fuel and Financial Crisis on Maldives*. Prepared for UNDP-Maldives, 2009

The UN Vulnerability Profile of the Maldives¹⁵ in 2003 considered the then imminent graduation of the country from Least Developed Country (LDC) status and found that the Maldives met at least two of the three graduation thresholds (low income, weaknesses in human assets, economic vulnerability). Its gross national income per capita was estimated at \$1,983 on a three-year average basis, more than twice greater than the graduation threshold, and a score under the Human Assets Index marginally above the graduation threshold (by 3.5 percent). However, its economic vulnerability was still regarded as high and below the graduation threshold relevant to the Economic Vulnerability Index. Since then, the Maldives has borne the impact of the 2004 tsunami and achieved a much-lauded recovery. Although its vulnerability profile has not changed much, the Maldives is considered to be in the *Smooth Transition phase of graduation from LDC status leading to full graduation to Developing Country status on 1 January 2011*¹⁶.

Life expectancy in the Maldives is 69.5 years for women and 67.6 for men, the literacy rate is 97 percent and the per capita GDP is \$4,400¹⁷. According to 2006 census data¹⁸, the total population of the country has surpassed 300,000. Of this, 104,403 live in the capital Malé which has grown by almost 50 percent since 2000. In addition, there are 70,000 expatriate workers. Malé island is 1.8 square kilometres, making it one of the most densely populated places in the world.

Demographically, the Maldives is very young with over 30 percent of the population under 14 years of age. Being young itself poses several challenges

such as high un(der)employment, increasing drug abuse, including injecting drug use, and unsafe sexual practices among this age cohort¹⁹.

Although the Constitution accords equality among men and women, due to socio-economic conditions and cultural norms, women remain disadvantaged in terms of active participation in economic, political and religious spheres. The country has one of the highest rates of female-headed households (47 percent) because of migration of male members for work, widowhood or divorce. The high divorce rate manifests itself in juvenile delinquency and substance abuse. Female-headed households are especially vulnerable to poverty²⁰.

The Maldives is especially vulnerable at the atoll level – “*the isolated small island communities outside of the capital experience high poverty vulnerability*.”²¹ Low density of population results in social pressures, inadequate housing, and overloaded infrastructure because of the high costs associated with the lack of a critical mass and the need to replicate services. The disparity between Malé and the atolls/islands is well recognized, for example, in the 2007 Common Country Assessment which states “*Significant disparities between Malé and the atolls as well as within atolls have been observed, in particular in terms of income and access to social and physical infrastructure and services, including health, water, and sanitation*.”²² It is also illustrated in the Vulnerability and Poverty Assessment²³ by disaggregated statistical tables such as on access to health services, secondary education and safe water.

¹⁵ *Vulnerability Profile of Maldives, October 2003*. United Nations Conference on Trade and Development (UNCTAD). Prepared under the Special Programme on the Least Developed Countries, and Land-locked and Island Developed Countries of UNCTAD, in consultation with the Government of Maldives

¹⁶ Ministry of Foreign Affairs Press Release, May 2008, <http://www.foreign.gov.mv/v2/news.php?news=2649&page=33>

¹⁷ Estimated in 2008. As can be seen from the data provided in the Maldives at a Glance table, different sources provide different figures.

¹⁸ Analytical Report, Population and Housing Census, 2006, Ministry of Planning and National Development

¹⁹ The HIV/AIDS Situation in the Republic of the Maldives in 2006, Jan W de Lind van Wijngaarden, National AIDS Council, Ministry of Health and UN Theme Group on HIV/AIDS

²⁰ Vulnerability and Poverty Assessment 2004, Ministry of Planning and National Development

²¹ *Impact of Global Financial and Economic Crisis – Maldives*. UNDP Briefing Paper

²² *Maldives Common Country Assessment 2007*. United Nations Country Team.

²³ op. cit.

The Maldives has achieved five out of the eight Millennium Development Goals (see Table 2) placing it ahead of many developing countries. Two of those not met, Gender (MDG 3) and

Environment (MDG 7), are discussed in the respective sections below. The implementation of MDG 8 is beyond developing countries like the Maldives.

Table 2. Status of MDGs in the Maldives		
GOALS	TARGETS	STATUS
1. Eradicate Extreme Poverty and Hunger	1. Halve, between 1990 and 2015, the proportion of population whose income is less than \$1 a day 2. Halve between 1990 and 2015, the proportion of people who suffer from hunger.	1. From 3% in 1997 to 1% in 2004. 2. Prevalence of underweight in children estimated at 43% in 1994 study, dropping to 27% in 2004 study.
2. Achieve Universal Primary Education	3. Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	Net enrolment in primary level Grades 1 to 7 rose from 86.7% in 1990 to 100% in 2002.
3. Promote Gender Equality and Empower Women	4. Eliminate gender disparity in primary and secondary education preferably by 2005 and at all levels of education no later than 2015.	Gender parity in primary education. Net enrolment ratio at lower secondary: 70.7% for females, 58.8% for males; at higher secondary level 7.8 females, 6.7% males. Ratio of women to men with tertiary qualifications: 24% in 1990, 58% in 2006.
4. Reduce Child Mortality	5. Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate.	Under five mortality rate dropped from 48 per 1,000 live births in 1990 to 16 per 1,000 live births by 2005 (the required target)
5. Improve Maternal Health	6. Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio.	Maternal mortality rate stood at 258.73 per 100,000 live births in 1997, dropping to 69 per 100,000 by 2006
6. Combat HIV/AIDS, Malaria and Other Diseases	7. Have halted by 2015, and begun to reverse, the spread of HIV/AIDS. 8. Have halted by 2015, and begun to reverse, the incidence of malaria and other major diseases.	7. 13 cases reported since HIV screening initiated in 1991 (however, increasing drug use, sex trade serious threats). 8. Malaria has been eradicated; no indigenous cases detected since 1984. TB prevalence very low, with zero prevalence in reported childhood TB due to high vaccination coverage.
7. Ensure Environmental Sustainability	9. Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. 10. Halve by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation. 11. Have achieved, by 2020 a significant improvement in the lives of at least 100 million slum dwellers.	9. Sustainable development principles integrated in 7 th NDP. The Maldives is one of the most vulnerable nations to global climate change.
8. Develop a Global Partnership for Development	13. Address the special needs of the least developed countries, landlocked countries and small island developing states. 15. Deal comprehensively with developing countries' debt.	Aid volumes very high in wake of 2004 tsunami, however grant aid was expected to decline from 62% to 18% in 2007.

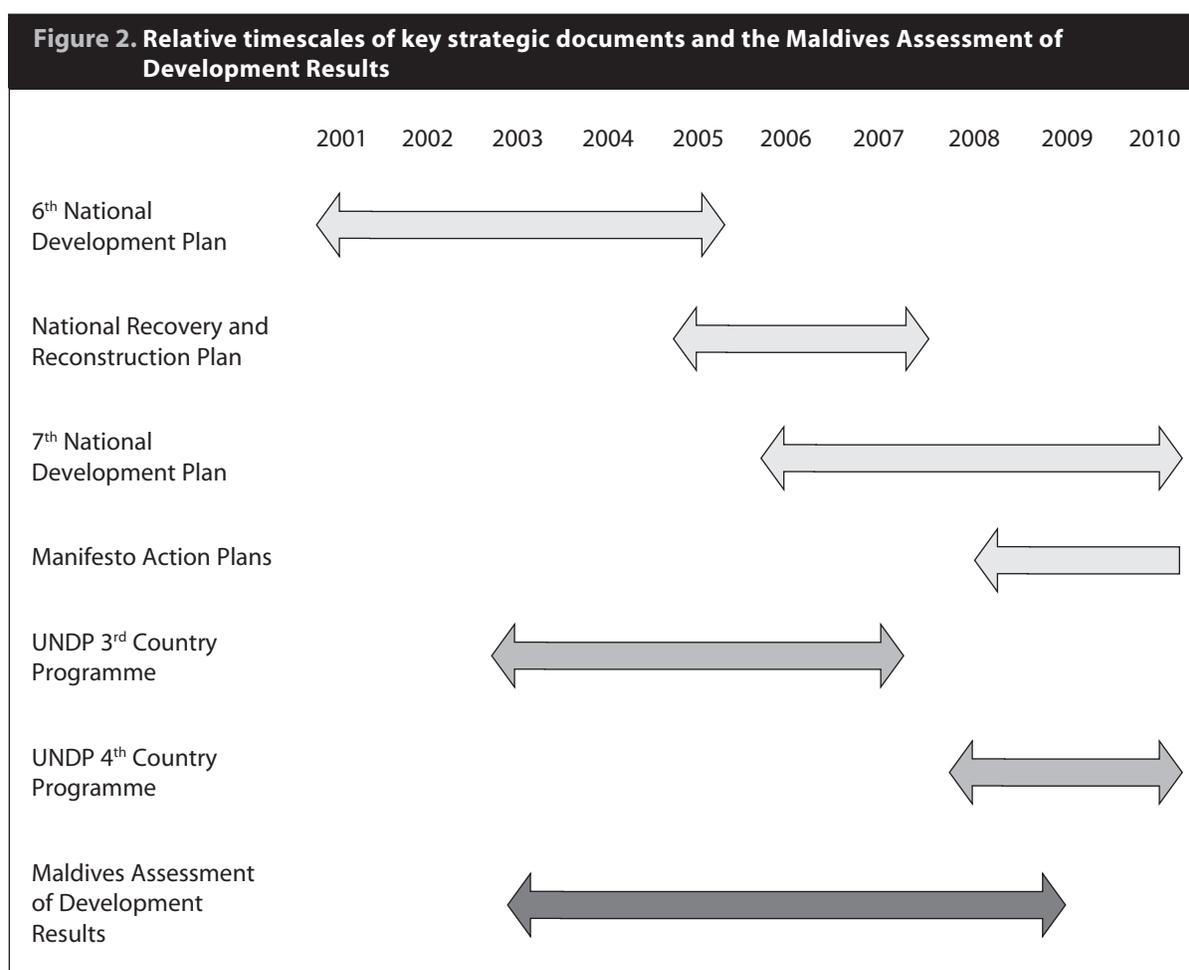
Data extracted from Maldives 2007 MDG Report.

2.2 DEVELOPMENT CHALLENGES AND NATIONAL STRATEGIES

Between 2003 and 2009 – the focus of this evaluation – the Government of Maldives produced four key documents identifying the challenges faced by the country and outlined its response in the form of proposed strategies and policies. These are the Sixth and Seventh National Development Plans, the National Recovery and Reconstruction Plan (following the 2004 tsunami) and the recent Manifesto Action

Plans. During the same period, UNDP produced its Third and Fourth Country Programmes and the Tsunami Recovery Programme. The following diagram illustrates the relative timescales of these documents and the period of interest to this Assessment of Development Results.

The best indicators of perceived national priorities for the period addressed by the evaluation are the Sixth National Development Plan 2001-2005²⁴ and the Seventh National Development Plan 2006-2010²⁵.



Source: Executive Snapshot v 4.5 as of August 2008.

²⁴ *Sixth National Development Plan 2001-2005*. Ministry of Planning and National Development, Government of Maldives.

²⁵ *Seventh National Development Plan 2006-2010 – Creating New Opportunities*. Ministry of Planning and National Development, Government of Maldives, 2007.

The Sixth National Development Plan identified eight challenges for the Maldives. These were: diversification of the economic base, ensuring the protection of the environment and the sustainability of development, reducing geographical challenges, minimizing diseconomies of scale in the provision of services, increasing labour force participation, human resources development, strengthening the entrepreneurial base, and minimizing the negative impact of graduation from LDC status.

Towards the end of the Sixth Plan, the Maldives was struck by the 2004 tsunami and, in response, the Government produced the National Recovery and Reconstruction Plan²⁶ which spanned the years 2005-2007 and for some time took precedence over the development plans. The recovery and reconstruction plan identified five objectives and priorities, viz. : Disaster relief – Help survivors cope with the immediate aftermath of the disaster; Macro-economic recovery and livelihoods revival – Restore community livelihoods, revive key economic sectors and maintain macro-economic stability; Community empowerment – Rebuilding lives with local ownership; Environmental protection – Protect and regenerate vulnerable marine ecosystems, strengthen disaster preparedness and mitigation measures; Public service – Restore access to basic services for all.

These were mostly transitory challenges and priorities, which nudged aside other priorities that had been identified in the development plan. However, some were retained beyond the recovery period and were transformed into more long-term priorities. In fact, the impact of the tsunami could still be seen in the Seventh NDP which identified the following key challenges that were considered to constrain sustainable development in the Maldives: the devastation caused by the 2004 tsunami; the vulnerability of low-lying islands and fragility of reef ecosystem;

the smallness, remoteness and wide dispersal of island communities; over-reliance on tourism; extreme dependency on imported fuel; disparities in income and access to infrastructure and services; high levels of female and youth unemployment; drug abuse; poorly developed financial market; weak legal framework for development; and, eroding moral values and social norms. The Seventh National Development Plan also identified three goals for regional development: increasing the economic and employment opportunities in the atolls; making the atolls more prosperous, liveable and sustainable; and, making the population living in the atolls healthier, more educated and more resilient.

Finally, the most recent strategic document indicating national priorities has been the manifesto²⁷ of the newly elected Government which has recently been developed into a Strategic Operational Action Plan based on the Millennium Declaration and the Millennium Development Goals. The manifesto has five key pledges: a nationwide transport system; affordable living cost; affordable housing; affordable and quality healthcare for all; and, prevention of narcotic abuse and trafficking. In addition, a number of short and long-term goals are also identified under the three key areas of good governance, social justice and economic development.

Taking the Sixth and Seventh Plans together with the Government Manifesto and the Tsunami Recovery Plan, a number of salient development challenges emerge. These are (in no particular order):

- Economic vulnerability
- Environment
- Human rights/community empowerment
- A free, fair and just nation
- Geographical fragmentation

²⁶ *National Recovery and Reconstruction Plan: Programmes and Projects*. Ministry of Planning and National Development. March 2005.

²⁷ *Policies of the Government of Maldives*. The President's Office, 01 February 2009. Unofficial translation.

- Youth issues
- Gender equity
- Poverty (especially the disparity between Malé and the atolls in lack of choice and opportunity)

Economic vulnerability arises from the narrow economic base comprised almost exclusively of tourism and fisheries. This was driven home by the impact of the 2004 tsunami. Diversification of economic activity may reduce vulnerability.

Environment is both the mainstay of the present narrow economic base and, through coral reefs and coastal vegetation, the best defence against tsunami-like events and more insidious erosion. Protection of the coastal and marine environment makes economic as well as ecological sense.

The previous Government started the process of democratization and respect for **human rights**. The present Government is continuing with the thrust towards social justice and good governance. The capacity and “know-how” for this process are severely limited.

Achieving a **free, fair and just nation** is being put into practice through the democratic reforms which started with the previous Government and are continued by the present one.

The problems created by the **geographical fragmentation** of the country were addressed by the previous Government through the regional development initiatives. The present Government is continuing the process through its policy of decentralization and nationwide transport.

With close to 50 percent of the Maldives’ population under 24 years old, **youth issues** are a priority area. Unemployment is high among

youth and the problem of drug abuse is tied up with youth unemployment. This in turn gives rise to the spread of HIV/AIDS. The Maldives needs assistance to address the problems faced by its youth population.

Poverty is not only the lack of financial resources but, even more, the deprivation of choice and opportunity. There is great disparity between the availability of choice and opportunity between Malé and the atolls. Addressing these inequities is a prominent feature of the Government’s Manifesto.

2.3 THE ROLE OF EXTERNAL ASSISTANCE

As an LDC, the Maldives has relied to a great extent on development aid and, according to the ADB²⁸, “on a per capita basis, the Maldives is one of the highest aid recipients in the Asia-Pacific, with grants and net lending inflows averaging close to \$260 per capita during 2000–2005”.

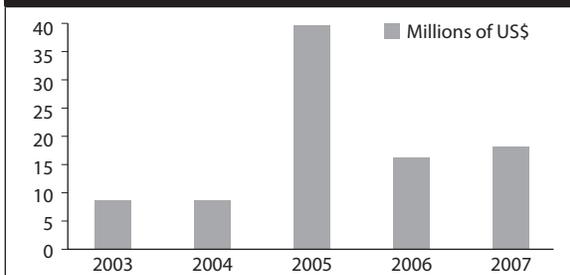
The ADB²⁹ reported that prior to the 2004 tsunami, grant inflows had been steadily decreasing in importance as financing sources. In 2000 and 2001, these averaged 2.6 percent of GDP and had declined to 0.7 percent by 2004. However, in 2005, grant inflows rose sharply to 9 percent of GDP, with large inflows of tsunami relief and WHO reported³⁰ that development aid totalled \$52.8 million (13.5 percent of the Government budget). Of this \$50 million was in the form of soft loans and \$2.5 million was in grants. Tsunami assistance totalled over \$30 million in 2005 (20.9 percent of domestic revenues) and was estimated at \$48 million in 2006 (31.3 percent of domestic revenues), which represents an increase of 104 percent over 2004 grant levels. However, as ADB warned, the upsurge in generous foreign aid was temporary and after 2010 the bulk of the foreign financing will be in the form of commercial loans.

²⁸ Asian Development Bank. *ADB Country Development Strategy – Maldives 2007–2011*. September 2007.

²⁹ op. cit.

³⁰ http://www.searo.who.int/LinkFiles/WHO_Country_Cooperation_Strategy_-_Maldives_development_assistance.pdf

Figure 3. Development ODA to Maldives between the years 2003 to 2007 showing the surge in aid following the 2004 tsunami (OECD QWIDS³¹)



As can be seen from Table 3 below, Japan has been the Maldives' largest aid donor. It has provided support for seawall construction, fisheries, island electrification and other infrastructure projects through the Japan International Cooperation Agency³². Other key donors and development partners over the past three years include ADB, the EC, the Netherlands, IFAD, the Global Fund and UNDP. Table 3 lists these and other donors between 2005 and 2007 with an indication of the extent of support and the purpose/sector supported.

Table 3. Bilateral and multilateral development aid donors (in millions of US dollars) to Maldives in 2005-2007 (OECD³³)

DONOR	2005	2006	2007	PURPOSE/SECTOR SUPPORTED
Australia	1.0	2.6	0.7	Technical and Managerial Training, Emergency Distress Relief
Belgium	0.8	0.6	0.7	Reconstruction Relief
Canada	0.1	5.6	0.2	Tsunami Debris and Waste Management, Scholarships
Denmark	..	..	0.3	Oil-Fired Power Plants
Finland	0.0	..	0.4	Diesel Power Station
France	0.4	5.4	..	Tsunami Relief
Germany	0.6	0.0	0.0	Tsunami Relief
Greece	0.2	0.0	0.0	Tsunami Relief
Japan	23.6	29.1	7.9	Education, Health, Water Supply, Sanitation, Food Security, Recreation, Policy Development
Netherlands	..	..	5.0	Domestic Maritime Transport
New Zealand	1.1	0.3	0.8	Scholarships, Study Awards and Higher Education
Norway	2.6	1.0	..	Public Sector Financial Management, Emergency Distress Relief, Food Security
Portugal	0.0	0.4	..	Economic and Development Policy Planning
Spain	..	0.2	..	Tsunami Relief
Switzerland	..	0.2	0.0	Tsunami Relief
United Kingdom	0.2	..	0.1	Economic and Development Policy Planning
United States	1.7	..	0.1	Public Sector Financial Management, Emergency Distress Relief, Food Security
ADB	6.0	..	5.6	Domestic Maritime Transport
EC	19.9	..	..	Tsunami Relief
IDA	14.0	7.0	..	Tsunami Relief

(cont'd) ►

³¹ OECD Query Wizard for International Development Statistics - <http://stats.oecd.org/qwids/#?x=2&cy=6&cf=3:51,4:1,1:2,5:3,7:1&q=3:51+4:1+1:2,25,26+5:3+7:1+2:104+6:2003,2004,2005,2006,2007,2008>

³² <http://www.adb.org/documents/CAPs/MLD/0500.asp>

³³ OECD Stat Extracts, Creditor Reporting System - <http://stats.oecd.org/Index.aspx?DatasetCode=CRSNEW>

◀ (cont'd)

DONOR	2005	2006	2007	PURPOSE/SECTOR SUPPORTED
IFAD	2.0	..	3.5	Agriculture Policy, Administration and Management
UNDP	1.4	1.1	1.2	Basic Life Skills for Youth and Adults, Infectious Disease Control, Economic and Development Policy Planning, Govt. Administration, Human Rights, Fishery Development, Environmental Policy and Administration Management, Multisector Aid, Reconstruction Relief, Disaster Prevention and Preparedness
UNICEF	0.5	0.8	0.8	Education Capacity Building, Schools, Teacher Training, Health, Sanitation, Hygiene, Public Advocacy, Capacity Building, Children/ Women's Rights, Substance Abuse
UNFPA	0.5	0.4	0.6	Women's Empowerment Advocacy, Population Development, Reproductive Health, Life Skills for Youth
Global Fund	..	..	2.7	STD Control including HIV/AIDS

The Maldives is also a beneficiary of an increasingly important source of development aid: south-south cooperation. Pakistan has assisted in the past (the new Majlis building) and more recently so have China³⁴ and India³⁵. These sources of assistance may become more important as Maldives moves towards its graduation from

LDC status. As noted by the Ministry of Foreign Affairs in its background paper³⁶ for the 2009 Maldives Partnership Forum, “LDC benefits that will be lost or reduced as of 1 January 2011 include: trade preferences; official development assistance (ODA) including development financing and technical cooperation, and other forms of assistance”.

³⁴ <http://yws2.mofcom.gov.cn/aarticle/workaffair/200711/20071105227199.html>

³⁵ [http://www.vsointernational.org/news/18911540/india-pledges-\\$100m-in-aid-to-the-maldives](http://www.vsointernational.org/news/18911540/india-pledges-$100m-in-aid-to-the-maldives) and http://www.minivannews.com/news_detail.php?id=6820

³⁶ Maldives Ministry of Foreign Affairs, *Impact of Graduation from Least Developed Countries*. A background paper prepared for the Maldives Partnership Forum, March 2009.

CHAPTER 3

UN AND UNDP RESPONSE STRATEGIES

3.1 UN RESPONSE THROUGH THE UNDAFs

The UN Country Team in the Maldives comprises four UN agencies³⁷ (UNDP, UNICEF, WHO, UNFPA) as well as the World Bank with an operational office presence in Malé. The FAO has an advisor in Malé. There are also eleven agencies that cover the Maldives from offices in Colombo or Bangkok³⁸.

In 2002, the UN country programme cycle for the Maldives started with the UNDAF and the overarching goal of the UNDAF 2003-2007³⁹ was to “achieve balanced and equitable development of Maldives through reduction of disparities”. It focused on three strategic areas for a common UN response: support to governance and social mobilization; support to equitable and quality social services; and support to environmental management, including disaster management.

For the next programme cycle, the UN agencies came together in 2006 to carry out the Common Country Assessment (CCA). The CCA represented an assessment and analysis of key challenges in meeting national development priorities and achieving the Millennium Development Goals in the Maldives. The CCA, which became available in 2007⁴⁰, was the product of an extensive consultation process between the United Nations, the Government, communities, NGOs and other development partners and its major conclusion was:

“Taking into consideration the major development challenges that came out of this assessment process, and in recognition of the UN system’s comparative advantages, the following three areas have been selected for support and corresponding development outcome for the next programming cycle of the UN system in the Maldives:

- 1. Social and Economic Equity: The most vulnerable and marginalized sections of society in the Maldives will enjoy better health status, improved access to quality education, enhanced social protection, income and employment opportunities.*
- 2. Environment Management and Disaster Risk Reduction: Communities will enjoy improved access to environmental services, be more capable of protecting the environment, and have reduced vulnerability to disaster risks.*
- 3. Governance: People will enjoy greater rights and have increased capacity to fulfil their responsibilities, and to actively participate in national and local levels of governance.”*

It is these three areas that formed the foundation for the UNDAF for 2008-2010⁴¹. A further four overarching and cross-cutting targets, viz. gender equity and empowerment of women, informed decision-making, a focus on people aged 16 to 24, and participation, were also adopted for the UNDAF.

³⁷ Most recent information as available from the UN Country Team page at <http://www.un.org.mv/v2/?lid=20>

³⁸ The Maldives had been selected as one of the pilot countries where the modality of the “UN delivery as one” would be trialled and a high degree of collaboration was evident. Unfortunately, progress was interrupted by the 2004 tsunami and the independent operations of agencies was re-established.

³⁹ *United Nations Development Assistance Framework 2003-2007*. Malé, 26 July 2002

⁴⁰ *United Nations Common Country Assessment: Republic of Maldives*. 2007 (there was no CCA carried out for the previous Country Programme in 2003).

⁴¹ *United Nations Development Assistance Framework, Republic of Maldives, 2008-2010*. Malé

With this document, the UN reaffirmed its support to the goals of the Seventh National Development Plan, the attainment of the Millennium Development Goals, fulfilment of the country's international human rights obligations and a commitment to adopt a collaborative approach in continued support of national priorities.

The UNDAF 2008-2010 has recently been the subject of a mid-term review but the final report was not available at the time of writing. However, the team attended some of the review workshops and discussions in July 2009 and gained the impression that in the areas of interest to UNDP (namely, democratic governance, environment and disaster risk management, and social and economic equity) there had been many achievements and progress was considered to have been satisfactory. From another angle, considering that the review was carried out approximately halfway through the period, expenditure could be expected to be around 50 percent, but this has not always been the case – for governance, average expenditure was 26 percent, for environment and disaster risk management it was 51 percent, and for poverty and social equity it was 19 percent.

It is also interesting to note that a number of issues emerged during the review. Under **democratic governance**, these included local governance and decentralization, political empowerment of women, aid coordination, and legal drafting. Under the **environment and disaster risk management** pillar, they were the need to institutionalize communities to take ownership of donor supported projects, the need to incorporate disaster/emergency preparedness and response into the programmes, focus on decentralization, and alignment with new policy directions of the Government (e.g., Carbon Neutral Maldives). Under **social and economic equity** the emerging issues were LDC graduation, decentralization

(local elections, local partners and organizations), and, ILO accession and development of an employment framework with ILO standards.

UNDAF 2003-2007 claims that it complements the Vision 2020, the Sixth National Development Plan and the Millennium Development Goals; while UNDAF 2008-2010 was “built” on the findings of the Common Country Assessment which in turn claims that it “*builds on and draws extensively from the draft 7th National Development Plan as well as sectoral plans and strategies*”. As noted above, the two National Development Plans and the (Tsunami) National Recovery and Reconstruction Plan, between them provide a clear indication of the priority needs identified by the Government during the period 2003 to the present. These form the departure point in Figure 4 of the “matching” attempted by the team between the identified needs and the UNDP response.

3.2 UNDP RESPONSE THROUGH THE COUNTRY PROGRAMMES

The Maldives UNDP Country Programme Document for 2003-2007⁴² reflects the overall goal for all United Nations agencies as represented in the UNDAF 2003-2007⁴³, which is the balanced and equitable development of the Maldives through the reduction of disparities. More specifically, the scope of the Third Country Programme comprised: sustainable livelihoods development and poverty monitoring, environmental management, and governance as the three main pillars, with gender mainstreaming and HIV/AIDS as cross-cutting issues. However, it needs to be remembered that this country programme was put on hold by the response required following the 2004 tsunami.

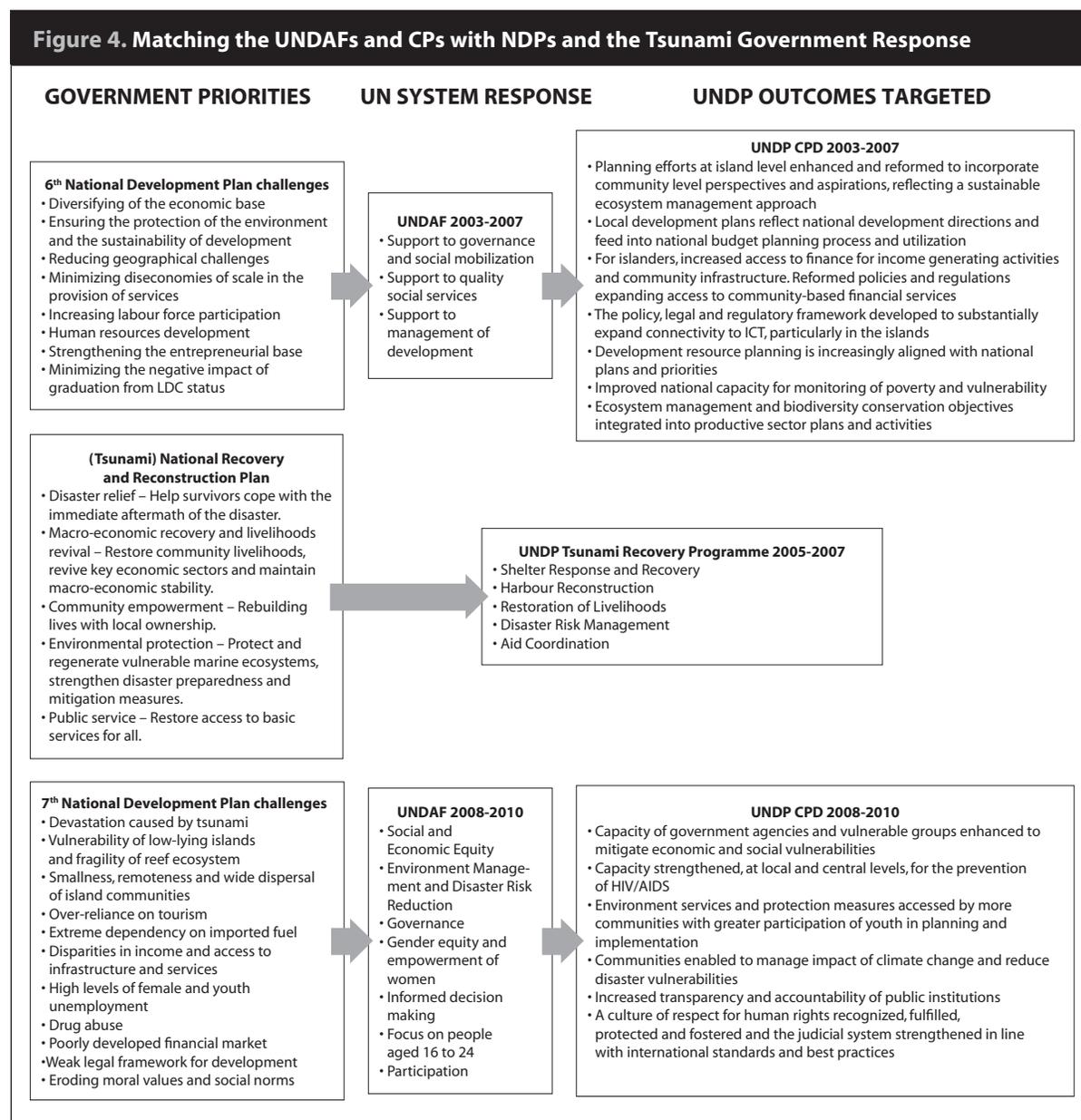
⁴² *Country Programme Outline for the Maldives 2003-2007*. Paper DP/CPO/MDV/1, prepared for the Second regular session 2002 of the Executive Board of the United Nations Development Programme and of the United Nations Population Fund.

⁴³ UNDP Country Programme Maldives (2008-2010). July 2007.

The Fourth (and current) UNDP Country Programme for 2008-2010 was developed in consultation with the Government and other development partners, and is aligned with the priorities of the Maldives UNDAF and the Seventh National Development Plan. The programme strategy and direction are built on best practices and lessons learned from the past programme (2003-2007). More specifically, the Country Programme Document 2008-2010 states that the Fourth Country Programme contributes to three of the four pillars of the

Seventh Plan and to all three UNDAF outcomes through the following thematic programme components: poverty reduction, democratic governance, disaster management and environment for sustainable development, empowerment of women and youth, and capacity for informed decision-making.

Figure 4 lists the challenges identified in the two national development plans, and seeks logical links between them and the UNDAF and on to the UNDP country programmes.



In responding to the needs of the Maldives, the UNDP country office had a staff complement of 40 in January 2010. This included five positions placed within Government. The office was led by the officer-in-charge who had a staff of three. Operations and administration comprised 15 staff but there were a further two positions dealing with finance. The programme arm was led by three Assistant Resident Representatives, one each for environment and energy, poverty, and governance. In addition to the Assistant Resident Representative, there were seven staff under environment and energy, and five of them were dedicated to disaster risk management (with two placed within Government). There were four staff under governance (including the Assistant Resident Representative and one placed within Government) and eight staff under poverty (including the Assistant Resident Representative, two placed within Government and three assigned to the Global Fund (HIV/AIDS)).

Towards the end of 2009, the country office had a portfolio of some 49 projects of which 17 had a budget of around \$0.5 million or less. There were six projects with a budget of more than \$1 million (excluding the five projects under the Tsunami Recovery Programme). Total core funds committed in the five years from 2004 to 2008 were \$5.873 million. Over the same period, UNDP was able to generate \$6.818 million in non-core funding if the tsunami funds of \$40.337 million are not taken into account. A co-funding ratio of a little bit better than 1:1 is not exceptional but adequate for the Maldives in view of the limited absorptive capacity. The country office has shown that when the need arises (as in the tsunami) it is capable of mobilizing and managing additional financial resources.

The budgetary commitment made by UNDP between 2004 and 2008 for each thematic area, in terms of core and non-core resources, is as in the following summary table while a more detailed table is to be found in Annex 6.

Table 4. Resources allocated by UNDP to different areas during 2004-2008 (as advised by the country office)					
RESOURCES	DEMOCRATIC GOVERNANCE	POVERTY REDUCTION	ENERGY, ENVIRONMENT, DISASTER MANAGEMENT	HIV/AIDS	TSUNAMI RECOVERY PROGRAMME
UNDP CORE RESOURCES	\$1,205,304	\$2,077,369	\$1,685,393	-	-
NON-CORE RESOURCES	\$501,230	\$1,920,192	\$2,039,848	\$2,356,623	\$40,337,659
TOTALS	\$1,706,534	\$3,997,561	\$3,162,306	\$2,356,623	\$40,337,659

CHAPTER 4

UNDP CONTRIBUTION TO DEVELOPMENT RESULTS

4.1 UNDP PROGRAMME

4.1.1 REDUCING POVERTY

4.1.1.1 Introduction

Although the Maldives has met and indeed exceeded the target for MDG 1 (eradicating extreme poverty and hunger) there are serious and growing income disparities between Malé and the atolls, and between the northern and southern atolls.⁴⁴ The population remains vulnerable, and many non-poor have fallen back into poverty. Moreover, if the definition of poverty is expanded to include lack of choice and opportunity, then the challenges facing the Maldives are substantial. In addition, although the Maldives has also met MDG 2 and has achieved universal primary education, the country is still burdened by a serious lack of capacity. For example, 75 percent of secondary school teachers are expatriates. Maldives' impending graduation from LDC status will deprive it of much-needed capacity-development opportunities.

Of the national priorities discussed in Section 2.2, those particularly relevant to this section are:

- Economic diversification for enhanced opportunities and living standards
- Increased labour force participation and human resources development
- Equitable service provision
- Minimizing the negative impact of graduation from LDC status
- Restoring post-tsunami livelihoods, basic services, empowering communities

All of these national priorities were addressed in some way by the two UNDP country programmes under consideration. However, it is difficult to establish a logical flow between government priorities, the UNDAF outcomes, and UNDP country programme outcomes and outputs during the seven-year period under review. The reasons include: i) national development plans cover three distinct periods and are now changing; ii) there are different statements of outcomes between the 2003–2007 and the 2008–2010 country programmes; and iii) UNDAF outcomes are very broadly stated.

Nevertheless, an attempt has been made to set these national priorities out in Table 5, together with the country programme outcomes that appear most relevant, and the related project interventions.

As can be seen from Figure 4, the 2003–2007 country programme outcomes related to poverty are:

- *For islanders, increased access to finance for income-generating activities and community infrastructure; reformed policies and regulations expanding access to community-based financial services.*
- *Improved national capacity for monitoring of poverty and vulnerability.*
- *Development-oriented trade mainstreamed in the National Development Plan, priority projects in Action Matrix implemented.*
- *Planning efforts at island level enhanced and reformed to incorporate community level perspectives and aspirations, reflecting a sustainable ecosystem management approach.*

⁴⁴ Millennium Development Goals Maldives Country Report 2007

- *Policy, legal and regulatory framework developed to substantially expand connectivity to ICT, particularly in the islands.*

The 2008-2010 outcome is:

- *Capacity of government agencies and vulnerable groups enhanced to mitigate economic and social vulnerabilities.*

Table 5. UNDP poverty-related portfolio since 2003

NATIONAL THEME/PRIORITY	2003-2007 & 2008-2010 UNDP COUNTRY PROGRAMME OUTCOMES	PROJECTS/INTERVENTIONS (The ASSESSMENT OF DEVELOPMENT RESULTS team reviewed those marked ** during the main mission)	BUDGET & PRIMARY FUNDING SOURCE (including co-funding in cash and in kind)
Economic diversification & Labour force participation	2003-2007: For islanders, increased access to finance for income-generating activities and community infrastructure; reformed policies and regulations expanding access to community-based financial services. [Outcome indicators/outputs reference women and youth] 2008-2010: Capacity of government agencies and vulnerable groups enhanced to mitigate economic and social vulnerabilities. Outputs include: improved shelter; employment policy framework; public-private partnerships to promote employment; diversified employment opportunities. [Outcome indicators/outputs reference women and youth]	Pearl Culture (demonstration project started in Vaavu atoll) Project started in 2003, Tsunami-interrupted, extended in 2008 for 18 months to April 2010 to cover Baa atoll; (builds on a feasibility study in the 1995, and a 1995-2001 pilot project).	\$396,000 Japan HRD
		** Support to integrated farming (central level, six islands). Project period: 2008-2010.	Budgeted \$698,944 (Unfunded \$518,944) UNDP TRAC + "EU reimbursement"
		** Gender and Economic Empowerment Project period 2009-2010.	\$516,000 UNDP TRAC + "EU reimbursement"
		Support to 7 th National Development Plan Project closed.	Joint with ADB
Equitable service provision	2003-2007: Improved national capacity for monitoring of poverty and vulnerability.	** MDGs Advocacy and Country Action Plan. Project period: 2005-2007.	\$190,000 (jointly funded with UNICEF, UNFPA; WHO association)
		** MDG report, 2 nd vulnerability and poverty assessment Project period: 2004.	\$187,320 (TRAC; UNDP thematic trust fund)
LDC graduation	2003-2007 Outcome statement from Results Framework: development-oriented trade mainstreamed in the National Development Plan, priority projects in Action Matrix implemented. 2008-2010: Capacity of government agencies and vulnerable groups enhanced to mitigate economic and social vulnerabilities. [Outcome indicators/outputs reference women and youth]	** Integrated Framework 2 Trade Programme (Malé – policy level) Project period: phase 1: 2005 – 2006. Phase 2 ongoing, includes institutional capacity building, trade information system; support to negotiations with SAARC and WTO; customs system	2005-2006 \$300,000 Ongoing: \$999,912 IF Trust Fund for LDCs (EU main donor)

(cont'd) ►

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NATIONAL THEME/ PRIORITY	2003–2007 & 2008–2010 UNDP COUNTRY PROGRAMME OUTCOMES	PROJECTS/INTERVENTIONS (The ASSESSMENT OF DEVELOPMENT RESULTS team reviewed those marked ** during the main mission)	BUDGET & PRIMARY FUNDING SOURCE (including co-funding in cash and in kind)
Livelihoods, community empowerment	2003-2007: Planning efforts at island level enhanced and reformed to incorporate community level perspectives and aspirations, reflecting a sustainable ecosystem management approach [NB: outcome indicators/outputs reference women and youth]	** Atoll Development for Sustainable Livelihoods II (Lhaviyani, Kaafu atolls) 2004–2007, extended June 2008, some activities early-2009. ADSL I 2001-2003	ADSL II \$1,696,000 UNDP TRAC, government cost-sharing (\$96,000)
Other	2003-2007: Policy, legal and regulatory framework developed to substantially expand connectivity to ICT, particularly in the islands. [outcome indicators/outputs reference women and youth]	ICT policy formulation 2004–2008; Closed.	
	UNDAF objectives addressed in 2003-2007 Country Programme: governance and social mobilization; management of development. In the 2008-2010 UNDP country programme, the UNDAF outcome for 2010 was: the most vulnerable and marginalized sectors of society in the Maldives will enjoy better health, access to high-quality education, social protection, income and employment opportunities		

4.1.1.2 Relevance, effectiveness, efficiency of UNDP response

As Table 5 shows, and judging by the feedback from a broad range of informants, UNDP did respond to national priorities and supported the government in meeting its stated goals. At the central level, UNDP support was very positively viewed, with many informants highlighting the organization’s responsiveness, flexibility, and access to expertise. Central-level respondents particularly appreciated the reinforcement of capacity provided by project managers outposted to the ministries and government bodies concerned, which they said was key to implementation. However, at the local level, the feedback was mixed about the support from and engagement by UNDP as well as by government and other donors.

As for the effectiveness of UNDP interventions, it is difficult to assess these based on the country office’s own reporting. Project reports generally do not trace the link from outputs to outcomes using the baselines and indicators that may

have been established at the outset in country programmes. The mid-term review of the 2008–2010 country programme did not do so, judging by the draft document. The outcome and output indicators in the 2003–2007 programme were stated in general terms, which facilitates a positive response to the question of whether they had been met or not, but does not give an indication of how they contributed to changes in specific development conditions. By contrast, the outcome indicators in the 2008–2010 country programme are stated in very specific terms. However, the targets appear over-ambitious for a three-year time-frame. For example, the target for an employment policy framework support of women and youth is “over 70 percent by 2010” in a situation where about 40 percent of young women and over 20 percent of young men are unemployed.

Nevertheless, it is possible to identify some contributions to outcomes, particularly at the policy level. For example, a 2003–2007 outcome aims at enhancing national capacity

for monitoring of poverty and vulnerability, and MDG reports are now regularly produced, taking forward the “vulnerability and poverty assessments” that highlighted disparities in economic opportunity and service provision between the capital and the atolls and within the atolls.

Another 2003-2007 outcome provided for the development of an integrated trade framework, and UNDP assistance as part of this support helped the Maldives to postpone LDC graduation due to the impact of the tsunami, thereby securing continued preferential access to export markets and capacity development programmes. There is still widespread apprehension among some senior civil servants about graduation from LDC status. The second phase of the project resulted in an action matrix for the Maldives – an analysis of sectors, investment opportunities, trade information, and capacity implications to remove bottlenecks and seize opportunities – which civil servants hoped to implement in the post-LDC era. The changeover in government affected the capacity for project implementation, as did the lack of policy direction regarding the changing nature of government priorities.

The first 2003-2007 outcome provides for increasing islanders’ access to finance and community infrastructure. Throughout the period under consideration, UNDP has supported activities to promote community empowerment and sustainable livelihoods. These have their genesis in the South Asia Poverty Alleviation Programme, which led to the Atoll Development Programme, both of which took place before the review period. Other livelihoods projects include tsunami and post-tsunami relief and development activities, as well as the Atoll Development Sustainable Livelihoods projects (ADSL I and II) which were carried out with community participation.

These local-level activities contributed to change at the policy level as they created the space for discussion of decentralization of authority and

resources to the local level, an issue that had been taboo. However, in spite of extensive (UNDP-supported) consultations on decentralization as part of a process to evolve legislation, the process moved slowly until the election of the present Government. The decentralization bill, which was also formulated with support from UNDP, is now in Parliament. There is no doubt that delegation of authority and resources is a critical challenge facing the Maldives, as the limited authority and resources under the control of atoll and island leaderships was apparent in most of the discussions the Assessment of Development Results team had in its field visits. Unfortunately, the legislative logjam has paralysed passage of this bill and some 160 others. In the meantime, UNDP is supporting a preparatory assistance project to define the most appropriate form of decentralization for the Maldives.

Although it could be said that UNDP, through its support to decentralization, contributed to changes in policy frameworks that impact poverty reduction, the contribution of local-level livelihood activities to stated outcomes and national priorities is more difficult to discern. For example, a 2003-2007 outcome included support to island-level planning efforts. During the field mission, only one Island Development Committee seemed to have institutional memory of such a plan, which informants said was developed with UNDP support and through a process of island-wide consultation. However, no funding could be found for the plan, whether from government, private sector, or donors and it remained unimplemented. This is seen as a result of a weak institutional base and a delay in necessary legislation.

Perhaps the biggest challenge in gauging the significance of changes in development conditions is posed by the ADSL II project. Certainly some beneficiaries of small grants or training have enhanced their capacity to make a living, in some cases dramatically so.⁴⁵ The project appears

⁴⁵ Examples include a family of women producers of snacks who have used their contacts to market as far afield as India or the husband and wife team that are running a flourishing sewing business.

to have made a special effort to focus on women, and to identify the neediest cases as well as the needs of people living with disability. The beneficiaries who succeeded in their chosen areas appear to be investing the additional income in the education of their sons and daughters at school on and off the islands in which they live. Given that the level education emerged as the most important determinant of escaping from poverty, according to the 2007 MDG Report, this bodes well for the future.

On the other hand, many individuals have not been able to make use of the support provided. In many cases, this has to do with the difficulty in identifying markets, a gap which the integrated trade framework project matrix aims to address. Similarly, some resource centres constructed by community organizations with UNDP support have been successful while other centres have been less so in sustaining themselves or the activities they support. The fact that there have been mixed results with livelihood support and community empowerment appears to apply across the board with livelihoods projects and was reaffirmed in the assessments carried out by the then Ministry of Gender of post-tsunami assistance to women.⁴⁶

One reason why it is hard to judge the achievement of outcomes is that an evaluation has not been done. According to programme staff, the project formally closed in June 2008, and reporting was being done at the time that the ministry responsible was dissolved in the wake of the elections. An audit in early 2009 could not track down many of the people involved. The democratic transition impacts projects in this portfolio in other ways. For example, the membership of the Island Development Committees changed, and new training sessions had to be organized.

Discussions with communities during the field visits indicated that the choice of livelihoods activity was community-driven and that the UNDP-supported projects had consulted as to the community's needs and wishes as expressed by community groups like Island Women's Development Committees and local NGOs. However, several Island Development Committees reported that their communities complained that they were brought into meetings without apparent benefit and repeatedly asked about their needs and the problems they faced, allegedly without response. It should be noted that they appeared to be referring to diverse bodies – not just UNDP but also the Government, and other donors⁴⁷. Many members of the community had stopped coming to meetings as a result. The community at Thuladhoo – site of the pearl culture project – had also initially spurned such meetings. However, once the project had reached the stage of training islanders on jewellery production and a potential concrete benefit was in view, the community responded more enthusiastically and several trainees signed on. This confirms the value of demonstration projects within the Maldives context recognized by UNDP.

In the islands visited, the team found that community organizations have tended to focus on the same few traditional livelihoods. This especially applies to women's livelihoods, where the areas supported have been largely similar and limited to such activities as tailoring, home gardens, and food production. In some cases, this has led to a glut on the market and to failed initiatives. Even skills training programmes supported by the Youth Ministry have offered dress-making and cake baking. In discussions with the Malé-based gender officials, it was reported that attempts have been made to introduce beneficiaries to other possible areas

⁴⁶ See, for example, the Report of the "Assessment Trip to Tsunami Affected Islands of Meemu Atoll," February 25, Ministry of Gender, Family Development and Social Security.

⁴⁷ UNDP advised the team that community-wide consultations and participatory planning started with the ADSL Programme which emphasized the role of communities to better understand demand as well as engage them as vital implementing partners. However, more analysis and evidence is needed to understand why there were such strong views.

for income generation, but that the communities insisted on the traditional sectors with which they were comfortable.

Field discussions also revealed the unwillingness of many informants to tap new employment opportunities such as those provided by the tourist resorts in the two atolls visited. Informants felt that salaries were too low and the distances too great; many did not want to live away from home. Women were especially constrained from accessing such opportunities because of cultural expectations of gender roles and the premium attached to modesty.

It is therefore difficult to answer the question of whether programme implementation has had a positive effect on poor and disadvantaged groups. Indeed the Assessment of Development Results has highlighted key challenges that do not appear to have been sufficiently addressed:

- The narrow horizons within which island communities function.
- The limited access to the kind of information and knowledge that would support informed decision-making including regarding possible markets and investment opportunities within and beyond the atoll. Without access to such information and knowledge, communities cannot participate meaningfully in consultations.
- The limited range of capacities at the disposal of the community.

In spite of some support to open new horizons, e.g., through study tours, UNDP-supported projects do not appear to have sufficiently enabled access to new information and knowledge, or built new capacities whether at the level of male and female leaderships or individual recipients. The brief visits by the team left the impression of families and individuals frozen in time. Lack of access to transport as well as to new knowledge and skills threatens the sustainability of even

successful livelihood activities. At the same time, some livelihood activities such as tailoring are presently successful because the islands are, to a certain extent, closed markets. The sustainability of these livelihoods will be threatened as and when transport improves and the islands become part of broader networks. This is the country background that UNDP has been endeavoring to address, alleviate and modernize.

This leads to the broader question applicable across projects as to how learning, access to information, and capacity development takes place. New approaches may be called for to enable access to the type and quality of information needed for informed decision-making by island officials and communities and to enhance capacities for planning and management. This could be usefully taken into consideration in ongoing and planned livelihoods projects whether in the area of environment (e.g., the Atoll Ecosystem-based Conservation Project), gender and women's empowerment, or other projects.

It also raises the question as to whether a single time-bound project can carry out the range of activities necessary for effectiveness and sustainability and whether there should not be a nationwide, coordinated, multi-stakeholder and multi-donor strategy.

With regard to the efficiency of UNDP-supported projects, there do not appear to be significant extensions or cost overruns. An exception is Atoll Development Sustainable Livelihoods II project, which was extended until the end of 2008 with disparate activities continuing into 2009. A lesson-learned segment in a project report attributed this to the lack of consistent monitoring from the beginning of the project, noting that consistent monitoring might have improved the timely completion of the project on target.⁴⁸

Some projects in this and in the governance portfolios have been launched with less funding

⁴⁸ Main Report, Atoll Development Sustainable Livelihoods (April 2008 draft with comments)

than budgeted. UNDP claims this strategy is effective for two reasons: (i) It puts the project in a bigger picture vision while also highlighting the sequence of steps; and (ii) it is an effective strategy for resource mobilization. The team considers this as a risky approach which could threaten the integrity of interventions and may have done so in the case of two projects in the country programme portfolio, as reported to the team by implementing partners.

The global economic crisis has challenged project activities in ways that are difficult to mitigate: rising costs run ahead of activities and budgets before they can be implemented, adding extra difficulties to project management.

4.1.1.3 Are the results sustainable or likely to be sustainable?

Perhaps the biggest challenge to making a sustainable difference to livelihoods and community development at the local level is that many of the problems faced at the island level cannot in fact be addressed by single individuals, communities or even islands, but appear to need cross-island, atoll-wide or nationwide solutions, e.g., the issues of finding markets, transport, identifying appropriate investment opportunities, negotiating with resorts to promote training and employment opportunities for islanders, and accessing new information and knowledge. These issues were not addressed in a systematic way through UNDP interventions – and indeed cannot be addressed by a single organization and its partners – and yet without them sustainability will be a challenge for activities supported at the local level.

It is worth underscoring the challenge that marketing poses to the sustainability of economic diversification and livelihoods activities in the Maldives, which is compounded by its unique geographic nature. For example, the integrated farming project appears to have successfully interested communities in the use of autopot

technology to grow produce in quantities on their land-scarce islands. Interestingly this initiative attracted more women than men. However, one island community, having established a market outlet for melons with a nearby resort, now has something of a melon mountain because the supplier refused to purchase the melons after a drop in tourism. Malé officials are seeking value-adding solutions, like melon jam, but unless there are opportunities for more diverse markets the sustainability of economic diversity and livelihoods projects will remain challenged. Marketing is one of the issues underscored by the Gender Department, based on its experience of livelihood projects. The officials raised it as an issue in the gender empowerment project under which UNDP is supporting the Department and the Ministry of Economy to promote entrepreneurship by women and youth, including the feasibility of a small and medium enterprises development bank.

Some projects faced challenges in leaving capacity in place to sustain activities. This was the case with Atoll Development Sustainable Livelihoods II in one atoll where, according to a lessons-learned section in a project report, competent staff had not been trained by the end of the project⁴⁹. The other atoll, however, appeared to have integrated the activities in its own plans and to be funding micro-credit projects.

In general, there was no sense that exit strategies had been mapped out. One exception is the pearl culture project, which is an interesting attempt to introduce activities new to the Maldives for economic diversification. Project managers are counting on the establishment of a cooperative that would provide sustainable community engagement in case either the Island Development Committees or Women's Development Committees "disappear" after local elections. However, whether the investment in pearl culture over almost 15 years of effort will be sustainable after the project is closed in April

⁴⁹ Ibid.

2010 is an open question. The cooperative was not yet established by end-October 2009. At the same time, it had not yet been possible to interest the private sector in the commercialization of pearl culture. An exit strategy is in place, in the form of arrangements to link the pearl culture project to the Atoll Ecosystem-based Conservation Project so that it might provide advice and support after the pearl culture project closes, but this may not ensure the initiative's sustainability.

4.1.2 HIV/AIDS

4.1.2.1 Introduction

Although only a cumulative total of 13⁵⁰ HIV positive cases were reported nationally by mid-2006, the challenge for the Maldives is to maintain the low prevalence of HIV/AIDS. Several other studies⁵¹ also indicate that the Maldives is a high-risk country for an HIV/AIDS epidemic. Factors include the high prevalence of drug use including intravenous drugs, the long absence of male workers away from homes, and unsafe sexual practices. Recognizing these challenges, the Sixth National Development Plan provided for creating awareness on the issues of drug abuse and HIV/AIDS. Similarly, HIV/AIDS in the Seventh National Development Plan is addressed under the umbrella of *better, effective and affordable education and health care is available in the Maldives*. The National Strategic Plan on HIV and AIDS is the guiding framework for the UNDP programme in the area of HIV. The strategic plan's seven directions are as follows:

- Provide age- and gender-appropriate prevention and support services to key populations at higher risk: drug users, sex workers and men who have sex with men
- Reduce and prevent vulnerability to HIV infection in adolescents and young people

- Provide HIV prevention services in the workplace for highly vulnerable workers
- Provide treatment, care and support services to people living with HIV
- Ensure safe practices in the healthcare system
- Build and strengthen capacity and commitment to lead, coordinate and provide a comprehensive response to the epidemic
- Strengthen the strategic information system to respond to the epidemic

While HIV/AIDS is seen as a threat to the country by the sectors involved in the HIV/AIDS programme and in documents and studies, the team found a different perception held by the general public from the island communities the team visited. HIV/AIDS was never mentioned as an important concern in the island communities and even after probing, they did not feel HIV was a threat to their community. However, the issue of increasing drug use and unsafe sexual behaviour (e.g., sexual violence/abuse) were noted as emerging concerns to the communities. Lack of technical capacity and understanding of the issue were additional common challenges identified by both the UN partners and national counterparts.

4.1.2.2 Relevance, effectiveness and efficiency of UNDP response

In the past, UNDP has supported activities on HIV/AIDS prevention through UN thematic groups and UNDP is new to health-sector projects in the Maldives. UNDP became a key partner in the national HIV/AIDS programme in response to the Government's request to become the principal recipient for the 6th round of Global Fund proposals due to lack of capacity within the Government to manage the funds. While the HIV/AIDS component is built in

⁵⁰ Jan W de Lind van Wijngaarden, *Situation Analysis on HIV/AIDS in the Maldives*, 2006, National HIV/AIDS Council (NAC), Ministry of Health of the Maldives and the UN Theme Group on HIV/AIDS

⁵¹ 2008 Biological and Behavioural Survey in HIV/AIDS, Aura C. Corpuz, Common Country Assessment, 2006, RTI Survey in the Maldives

through the UNDAF 2008-2010, Outcome 1.1.2 - *The capacity of the national health service providers strengthened for delivery of quality nutrition and reproductive health including HIV/AIDS and ensuring identification and timely referral of vulnerable pregnant women and children*, UNDP is not included as a key partner in the UNDAF results matrix for the HIV/AIDS programme. This is likely to be because the request from the Government to UNDP to become principal recipient came after the UNDAF was already adopted.

There is no explicit outcome in the UNDP Third Country Programme 2003-2007 relating to HIV/AIDS. However, UNDP demonstrated its commitment to HIV/AIDS by citing a sub-outcome in the Fourth Country Programme 2008-2010 under poverty reduction - "*capacity strengthened, at local and central levels, for the prevention of HIV/AIDS*". UNDP contributes to the outcome through the Global Fund project focusing on the project "*Enhancing the response to HIV/AIDS in the Maldives*". The relationship between the project focus and the national priorities identified above in the National Strategic Plan is implicit.

The total value of the HIV/AIDS Global Fund grant is \$4,865,956 which is released in phases. At the time of the evaluation, \$2,655,685 had been allocated for Phase I (September 2007-August 2009) and \$2,289,244.18 for Phase II (September 2009-August 2012) based on the achievement of targets and preconditions.

As principal recipient, UNDP is responsible for the financial and programmatic management of the Global Fund grant as well as for the procurement of health and non-health products. In all areas of implementation, it provides capacity development services so that the secondary recipient and implementing partners can take on the role of principal recipient for future funding rounds of the Global Fund financing. Fund management entails petty cash management by UNDP for all the secondary recipients. The strict

financial reporting expected from the Global Fund grant occupies much of the time and effort of the HIV/AIDS unit. Sometimes procurement of health products takes as long as four months due to the lengthy procedures of Global Fund and UNDP. The HIV/AIDS programme unit at UNDP is manned by one international and four national project staff recruited from the Global Fund grant whose time is devoted to mainly reporting to the fund. There are also 14 staff placed in the secondary recipients.

Table 6 (next page) illustrates the results envisaged noting the achievements from the perspective of programme monitoring documents.

The results in the table above merit discussion. For example, it shows that many institutions are represented in the Country Coordination Mechanism. However, the mechanism does not function effectively and is not in a position to hold the principal recipient accountable. In addition, where training or awareness-raising has been provided, this is short term and there does not appear to have been any follow-up. There has been limited supervision of peers, with a focus on quantitative rather than qualitative targets. As regards HIV testing, the team found limited use of the two Voluntary Counselling and Testing sites it visited while the centres established by the project do not appear to be functioning. Blood donation efforts are working well partly because this is not a culturally sensitive intervention and people thus find it easier to be responsive.

As regards the role UNDP played as the principal recipient in the HIV/AIDS programme, the team found that there had been tensions between the principal and secondary recipients at the start of the project. This was largely due to the unclear roles of these institutions including the role of the Country Coordination Mechanism. This led to delays in project implementation during the initial stages. Moreover, there were questions regarding the extent to which the project was owned by each of the mechanism, principal and the secondary recipients, which was influenced by the institutions' representatives at the time.

Table 6. Indicators, targets and results

INDICATOR	TARGET	RESULT
1. Number of NGOs and government ministries involved in planning local responses to HIV prevention needs and care needs of people who use drugs.	30	32
2. Number of law enforcement officers including judiciary, police and staff of correctional facility trained on both IDU and HIV concerns	100	105
3. Number of peer educators trained on HIV AIDS risks for drug users and outreach to IDUs, migrants, sea farers and resort workers	20	77
4. Number of IDUs reached by HIV prevention programme	1,250	1,565
5. Number and percentage of migrants, sea farers and resort workers reached by HIV/AIDS prevention programme	25,000	23,176
6. Number of HIV education sessions held in large enterprises/companies	25	21
7. Percentage of young people 15-24 years of age who both correctly identify ways of preventing the transmission of HIV and who reject the major misconceptions about HIV transmission	37,357	14,424
8. Number of teachers trained in participatory life skills based HIV/AIDS education	80	119
9. Number of people who receive HIV testing and counselling (including provision of test result)	200	332
10. Number of people trained in diagnosis and clinical management of STIs	248	196
11. Number of STI cases treated at health care facilities	200	1,199
12. Number of people receiving ARV treatment	10	2
13. Number of blood units collected through blood donation promotion offers	70	320
14. Number of clinicians trained on rational use of blood and blood products - RBC and nurses trained in blood transfusion practices	300	256
15. Number and % of transfused blood units screened for HIV according to national guidelines	17,840	18,260

Among the project's achievements are the Biological and Behavioural Survey (BBS), which documented the potential risk for an HIV epidemic in the Maldives, followed by qualitative research and a national Behaviour Change Communication (BCC) strategy containing appropriate messages for education and awareness raising interventions. However, many of the implementing partners consulted felt most of the activities are driven by the principal recipient and the staff recruited under the project rather than by the secondary recipient as an institution. On the other hand, UNDP believed it had to take the lead due to lack of technical capacity. Most of these issues have now been resolved, and the process has helped to underscore the need for clarity of roles of all stakeholders engaging in HIV/AIDS programming.

Partners found UNDP procedures somewhat lengthy and the Global Fund accountability systems pose an additional burden causing delays especially to procurement. Because the fund's reporting formats are new to UNDP Maldives, it took a while for the Global Fund to build capacity within the Common Country Mechanism, principal recipient and secondary recipients to assume their expected roles for timely implementation of the project.

An important issue noted by some of those consulted was the Global Fund's emphasis on achieving the targets to measure the achievements of the project intervention at the expense of the quality of the expected results. For example, the outreach programme is measured by the number of peer educators trained on HIV/AIDS. However, the focus of peer educators is on their

monthly targets rather than the expected results. Even though the project is still ongoing and it is too early to see results, it appeared to the team that, unless there is a focus on strategic project interventions keeping the long-term effects in view, then the effectiveness of this initiative may be undermined. Proper supervision and guidance will be key in determining the effectiveness of this initiative.

4.1.2.3 Are the results sustainable or likely to be sustainable?

The HIV/AIDS project is seen as a separate project belonging to the stakeholders. The staff recruited under the project and based at the secondary recipient undertake the majority of project activities and they are often directly supervised by and report to the principal recipient. Due to the big difference in their salaries, the secondary recipients fear that the capacity built will be lost once the project is ended as the Government may not be able to match these salaries.

The objectives of the project are not clearly understood by the decision makers outside the staff working directly with the project, most of whom are technical/middle level. The project has a rather ambitious workplan that requires some groundwork to be laid before the planned activities can be implemented. For example, condoms are the proven effective method for HIV prevention but due to socio-cultural barriers the condom distribution programme was hindered. Condoms have been promoted in the country for family planning and therefore made available for married couples – this perception needed to be changed first.

Even though HIV/AIDS is reflected in the national framework document, the Strategic Action Plan, there is no clear evidence of integration of HIV/AIDS into national budgeting. An explicit road map/exit strategy to take over the programme for future funding rounds is also lacking. There is a risky reliance on Global Fund financing to implement the National HIV/AIDS Strategy. Currently more than 80

percent of the strategy is supported through the Global Fund and the Government is working on raising finance through future funding rounds through the Fund for sustaining the national programme. The Government currently funds the HIV/AIDS treatment but the prevalence rate is very low (a mere two persons).

As is the case in most donor-funded projects, the most important barriers are lack of capacity, and weak institutional framework. Nevertheless, unless a clear capacity development plan is in place and the commitment from the Government is ensured, projects may not be sustainable once donor funding is withdrawn.

4.1.3 FOSTERING DEMOCRATIC GOVERNANCE

4.1.3.1 Introduction

Governance is a strategic sector for support in the Maldives given the momentous and remarkably smooth transition to democracy after the opposition won the elections in October 2008 ending 30 years of rule by the same leader. It is also one of the most challenging areas because the new president's party did not win the parliamentary elections of May 2009. The transition to multi-party democracy has impacted most socio-economic and political sectors because of the changes in institutional structure and personnel, and the fact that civil servants are not sure which policies will ultimately guide their work, although there are signs that the situation is stabilizing. Of the list of national priorities that was set out in Section 2.2, those particularly relevant to this section are:

- Achieving a free, fair and just nation
- Reducing geographic challenges

These national priorities were addressed through 14 project and non-project activities in about equal number during the period under review, as can be noted from Table 7. Although no budget is set against the non-project interventions, they do incur costs in terms of staff time and support for logistics, among other things, although it would be difficult to isolate such costs.

It is somewhat easier in the governance area to trace a logical flow between national priorities, country programme outcomes, particularly in 2008-2010, and project and non-project interventions. This may be because it is simpler to articulate outcomes because they lead to concrete deliverables, for example, an anti-corruption institution or a constitution.

As can be seen in Table 7, (opposite page) the 2003-2007 country programme outcomes related to governance are:⁵²

- *Development plans reflect national development and feed into national budget planning.*
- *Development resource planning is increasingly aligned with national priorities.*

For 2008-2010 the outcomes are:

- *Increased transparency and accountability of public institutions.*
- *A culture of respect for human rights is recognized and fulfilled, protected and fostered and the judicial system strengthened in line with international standards and practices.*

4.1.3.2 Relevance, effectiveness, efficiency of UNDP response

Whereas the outcomes under the “governance and social mobilization” UNDAF objective in the 2003-2007 country programme covered local level planning, community development and information communication technologies, the 2008-2010 outcomes cover support to the democratic process and transparency. The shift is an indication of the ability of the UNDP country office to remain relevant by realigning its services in response to new developments and new opportunities in a programme country, in this case the democratic transition in the Maldives.

Most of the projects in Table 7 are relatively new and are covered by the 2008-2010 country programme. The selection of areas of intervention is relevant to the needs of the Maldives. For example, the justice sector, covered under a 2008-2010 outcome, is perhaps one of the most significant for the Maldives. In a situation where there is much animosity among political actors, it was noted that citizens are especially looking to the justice sector to safeguard rights. Even during its brief visits to the islands, the team noted the limited recourse in situations of perceived injustice, as communities and individuals shared stories in which they felt justice had not been done. More than one of those consulted expressed the view that there is little capacity in this sector and that the legal framework needs an overhaul, particularly in the light of the new constitution. The Special Rapporteur on the judiciary highlighted judicial independence, lack of legal representation and barriers to accessing justice as key challenges.⁵³

Another example of a relevant area targeted under the same outcome is the support extended to the revision of the constitution, which more than one consultee highlighted as significant and well-executed. In this case, UNDP responded to the approach by the independent Law Society of the Maldives. The initiative, which also involved the Attorney-General’s Office, helped lay the groundwork as early as 2004 by proposing amendments to the constitution. That support continued until the constitution was adopted in 2008. Interviewees noted that UNDP support was also flexible enough to address other immediate needs such as the formulation of the penal and criminal codes.

As in the case of the poverty portfolio, national partners particularly appreciated the out-posting of project managers to the ministries and government bodies concerned, and they saw it as key to implementation, although some project

⁵² Numbers of outcomes introduced by ADR Team for ease of reference

⁵³ Report of the Special Rapporteur on the independence of judges and lawyers, Leandro Despouy, Mission to Maldives A/HRC/4/25/Add.2, 2 May 2007

Table 7. UNDP governance-related portfolio since 2003

NATIONAL THEME/ PRIORITY	2003–2007 & 2008–2010 UNDP COUNTRY PROGRAMME OUTCOMES	PROJECTS & NON-PROJECT INTERVENTIONS (The ASSESSMENT OF DEVELOPMENT RESULTS team reviewed those marked ** during the main Mission. <i>Non-projects in italics</i>)	BUDGET & PRIMARY FUNDING SOURCE
Achieving a free, fair and just nation	2008-2010: Increased transparency and accountability of public institutions. [Outcome indicators mainstream women and youth] 2008-2010: A culture of respect for human rights is recognized and fulfilled, protected and fostered and the judicial system strengthened in line with international standards and practices.	** Integrity in Action in the Maldives Project period: 2008-2010	\$470,000 (TRAC \$274,400, rest unfunded)
		** Building efficient, service-oriented transparent system (BEST) Project period: 2008-2010	\$420,000 (TRAC \$276,500, rest unfunded)
		<i>** Support to consultations on decentralization</i>	
		** Human Rights and Access to Justice in the Maldives Project period: 2008-2010	\$578,000 (TRAC \$160,000, DGTTF \$250,000; rest unfunded)
		** Support to the Human Rights Commission Project period: 2006-2009	\$844,000 (TRAC \$300,000, UNICEF \$165,000, UNFPA \$50,000; rest unfunded)
		** Support to the Review of the Constitution in the Maldives Project period: 2004-2009	\$559,624
		<i>RC office coordination with Dept of Political Affairs and UNDP Bureau of Crisis Prevention and Recovery to assess the Presidential Elections and Parliamentary elections</i>	
		<i>** RC support to dialogue among political parties to ease tension; underscored rights to freedom of opinion and expression, the right to freedom of association, and the right not to be arbitrarily deprived of liberty</i>	
		<i>Advocacy for accession to International HR Conventions and treaty reporting</i>	
		<i>** Coordinating visits of Special Rapporteurs - Freedom of Religion August, 2006; Independence of Judiciary February 2007; UN Sub-committee on the Prevention of Torture December 2007; Adequate Housing February 2009; Freedom of Expression March 2009.</i>	
<i>** Support to evolution of civil society</i>			
Reducing geographic challenges	2003-2007: Local development plans reflect national development and feed into national budget planning.		
Other		** Youth Voices Fact, Opinions and Solutions Project period: 2004-2007 [Reviewed in Section 4.1.6]	\$277,300

(cont'd) ►

◀ (cont'd)

NATIONAL THEME/ PRIORITY	2003–2007 & 2008–2010 UNDP COUNTRY PROGRAMME OUTCOMES	PROJECTS & NON-PROJECT INTERVENTIONS (The ASSESSMENT OF DEVELOPMENT RESULTS team reviewed those marked ** during the main Mission. <i>Non-projects in italics</i>)	BUDGET & PRIMARY FUNDING SOURCE
	2003-2007: Development resource planning is increasingly aligned with national priorities.	Supporting Resource Management and Aid Coordination in the Maldives Government ** Project period: 2005-2009	\$2,173,750
UNDAF outcomes 2003-2007: Governance and social mobilization; management of development. UNDAF outcomes 2008-2010: By 2010, people enjoy greater rights, increased capacity to fulfill their responsibilities, and to actively participate in national and local governance.			

managers are not quite clear whom they report to. Counterparts said that UNDP support was most valuable not just for the funds provided but in terms of sharing of knowledge and experience, including expertise tapped through the UN system. UNDP is considered a trusted and reliable resource with a valuable substantive overview of Government strengths, weaknesses and challenges that is able to respond flexibly to Government priorities. For example, while the team was in the Maldives in October, the country office was providing support to the operationalization of the new Government's Manifesto, something that had taxed the capacity of the relevant department. This was an unplanned non-project intervention that engaged many office staff.

In terms of effectiveness, several projects have been affected by the democratic transition. Some have managed to adjust to the changes in institutional structure and personnel as is the case, for example, with the Civil Service Commission, where there is a clear implementing partner and a project manager, and which has the highest delivery rate in the portfolio. The project to support the Human Rights Commission, which predates the

democratic transition, has led to an established institution that is able to carry out its mandate.⁵⁴

Others are still seeking to re-establish their footing. For example, the Ministry of Justice was dissolved and the Attorney-General's Office became the lead implementing partner for the Access to Justice project. The project's modest resources of \$726,500 are intended to support an ambitious set of outputs implemented by several major partners that have different mandates and that disagree on the way forward.⁵⁵ Some of the justice sector implementing partners felt the project could be implemented more effectively if it were divided into three projects covering each of the justice sector, the Home Ministry, and the Prosecutor-General's Office. This sector needs support in areas where UNDP knowledge networks can come into play, such as a code of conduct for judges, and experiences from other countries in ways to align the judiciary with changes in the constitution starting from a weak base.

Another initiative impacted by the transition is the project to support the Anti-Corruption Commission. It began with much enthusiasm and a change in commissioners. There have

⁵⁴ This assessment is made on the basis of interviews with more than one interlocutor regarding each commission, as well as a review of their project documents and, in the case of the Human Rights Commission, the reports they are able to commission and produce.

⁵⁵ The project document has three outputs – harmonizing the domestic legal framework with international obligations; reorient the penal system to reduce the number of offenders; strengthen capacity of judiciary, civil society, social workers and the Human Rights Commission to protect human rights, especially of women, youth, and children, and increase citizen awareness – with several activities over the three-year period. The other partners include the Ministry of Home Affairs, the Department of Judicial Administration, and the Prosecutor-General's Office.

been some staff training and awareness-raising activities. However, several components of the project appeared stalled in mid-2009 due to the absence of a project manager, the lack of communication with stakeholders, and the inability of staff to make time to carry out project activities.⁵⁶

The rights of women are a particular area of concern within the governance sector. A conservative interpretation of Islamic law would serve to circumscribe women's rights vis-à-vis international standards. While there is awareness of this issue among UNDP and its partners, some informants said they had been unable to do anything about it. In one case, where intensive effort was made to find a consultant with expertise in international law, Islamic law and human rights, it turned out that he espoused a conservative approach to corporal punishment.

Moreover, there is an assumption that initiatives that are gender-neutral will empower women by default. For example, informants assumed there were no gender issues regarding the support to the Civil Service Commission but it transpired that it was difficult to achieve gender balance in training workshops on the islands due to women's family responsibilities. Furthermore, only one of the five civil service commissioners is a woman. Although there are some positive gender dimensions, e.g., either parent can take leave to deal with childcare issues overall, bridging gender gaps in the Government system will require special efforts, without which interventions cannot be considered to be fully effective.

The UNDP country office has strived to be a neutral partner without a political agenda, and by and large it has succeeded. While it has partnered (quite correctly) the Government of the day, it has kept a door open to the opposition and maintained a dialogue with both sides of the political divide. This has not been easy and there were times when staff within the UN system

were accused of using their position to influence matters one way or the other. At one point, this escalated to such a level that a senior Maldivian official complained to the UN Secretary-General, who backed his representative. The Resident Coordinator reviewed the composition of staff in UN offices to ascertain whether there were areas of concern and found that in fact staff hailed from different sides of the political divide, and that the UN recruitment process was based on skills and not beliefs. He also reminded all UN staff of their duties and obligations and reemphasized the need to adhere to the UN principles and not to engage in partisan politics.

Judging by the fact that the pre-election Government as well as the opposition felt that the UN favoured the other side, UNDP appears to have walked the political tightrope well. Several of those consulted expressed the need for continued UN and UNDP support to reinforce democratic practices. One in particular noted that the UN/UNDP need to now listen to the opposition, as they had done prior to the elections.

The Resident Coordinator's office provided considerable support to the visits of UN Special Rapporteurs, an important non-project activity.⁵⁷ Some UNDP staff appear to have made good use of the findings of the Special Rapporteurs in project design, as have Government staff working on justice issues. However, views on the usefulness of the Rapporteurs' reports were mixed among partners at the national and local level. What is clear is that the Special Rapporteurs' reports provide an advocacy tool on issues the mainstream is reluctant to touch, like religious freedom. The reports of the Special Rapporteurs do not appear to have been widely disseminated, perhaps due to lack of clarity as to whose responsibility this is. This is a pity given that the findings can help inform national policy and programme development.

⁵⁶ Standard progress report January 2008–June 2009.

⁵⁷ Special rapporteurs are independent experts tasked by the Human Rights Council or its precursor to investigate a theme or country situation.

For example, the Special Rapporteur for housing identified the important role that homes on the island play in the household economy, and the goods and income that would be lost if plans to build apartment buildings move forward. It was observed that there is still a divide between the UN's human rights system and its development system, with the result that key human rights institutions have not been engaged in planning for the Special Rapporteur visits and in catalysing the recommendations they subsequently made.

In assessing the role of the UN in the country, a senior government official expressed the view that it should speak up more forcefully in defence of human rights and hold the Government accountable to the international standards by which it had agreed to abide. He gave the example of the recent public flogging of a woman about which the UN had remained silent, as well as the debate on capital punishment and amputations. He made the case that the Government's hand would be strengthened if the UN spoke up. According to the country office, the UN system did not stay silent during the public flogging of a woman in 2009 – concern was expressed to the right quarters in Government and UN OHCHR advised the country office that they will be working with the Government on this issue⁵⁸.

In many of the team's meetings, we asked Maldivians what they considered to be the top one or two priorities facing the country. Several respondents mentioned the challenge of how a society that used to view itself as homogenous and sharing the same attitudes and understanding could deal with the differences accelerated by the democratic transition. They stressed the need to develop the means through which to tackle differences, change mindsets and nurture attitudes of tolerance, fearing that the as yet fragile democratic process could be reversed. They said this was an area where the UN needs to play a major role, and it may be an avenue to explore in the next country programme.

In terms of efficiency, there were some implementation issues. Because the 2008 projects appear not to have really got underway until 2009, partly due to the impact of the transition, some 2009 activities will be carried over to 2010. In projects with clearly defined partners, decision-making took place in a timely fashion, but in some other cases, especially the justice sector, the multiplicity of partners has seriously impeded implementation, an issue that needs to be addressed moving forward. Several partners mentioned the heavy burden imposed by procedures.

Moreover, the practice in several projects in this and other portfolios of establishing a budget that is larger than the funds available, with the aim of raising the rest from donors, is problematic. In the case of one project, which the UNDP office counted as a success story, the benefits were fewer than counterparts expected. Had counterparts realized that the full amount would not be forthcoming, they said they would have prioritized their activities differently. In other words, while project activities were carried out as planned within the budget available, the contribution was not as significant as it might have been had counterparts been able to prioritize other activities identified in the project document.

Joint meetings bringing together project partners have proved a useful mechanism to share lessons across projects. Project partners also said these meetings were useful to learn about cross-cutting issues such as gender or drug abuse. The democratic governance portfolio managers have organized six joint meetings during the mid-term review process. As a result, other projects followed the example of the Human Rights Commission, which had spread project implementation among different departments facilitated by the project manager rather than putting it all on the shoulders of a single focal point. There are lessons to learn from the work of the Civil Service Commission for the future decentralization process, which is proceeding

⁵⁸ But this and other similar issues which are emerging led several persons met by the team to wish for a more public stand by the UN.

rapidly down this road given that it has staff and offices across the Maldives. Its work to decentralize its human resources database to empower and facilitate local action is one example.

Both Government and non-government partners, even those familiar with UNDP, asked for better orientation on the UNDAF and how the UN system works. One senior Government partner noted that UNDP organizes project management training for its project managers, and said that Government counterparts would appreciate such training.

4.1.3.3 Are the results sustainable or likely to be sustainable?

There are indications of adaptive measures in some of the interventions that bode well for sustainability. For example, friction among two of the implementing partners was a challenge in the implementation of support to the Civil Service Commission. The establishment of a joint task force eased the tensions and removed obstacles. The sustainability of this initiative is aided by the fact that the commission was established prior to the transition and managed to secure professional staff with diverse and established expertise. The project objectives are well-defined and limited. However, even in this project the practice of designing interventions that are only partly-funded is a threat to sustainability. Donor funding was secured for the second year but must still be raised for the third year. Although project managers say that no project has yet stalled due to lack of funding, this is no guarantee for the future.

It will also be noted that the amounts allocated to the projects in the 2008-2010 country programme are fairly modest, totalling \$1,641,500 while covering major areas such as the justice sector, a human rights institution, and the civil service, with implications for the effectiveness and sustainability of results.

There was little evidence of exit strategies in the projects. Risk factors were identified at the start of the projects, but it was not clear that the mitigation strategies would in fact mitigate the risks. For example, in the case of the access to justice project, it was noted that the scope of

the reform agenda might impact on the project's ability to achieve results within the planned time frame, but the only mitigation strategy suggested was to monitor the reform process and adjust accordingly

4.1.4 ENVIRONMENT AND ENERGY

4.1.4.1 Introduction

There is wide recognition in the Maldives that economic well-being (through fisheries and tourism) and indeed physical survival (through the protection provided by the coral reefs and the coastal vegetation) depend on the environment. The Sixth National Development Plan acknowledged that *“The tropical island environment and the marine biological diversity of the Maldives have proved to be unique marketable assets, in a country, which is devoid of any other commercially exploitable resources”*; and the Seventh Plan set up *“Goal 5: Protect the natural environment and make people and property safer”*. Even the Tsunami National Recovery and Reconstruction Plan identified *“Environment Protection – protect and regenerate vulnerable marine ecosystems ...”* among its five priority areas. And, moving from the generic to the specific, every island community when invited to identify their top priority environment problems, named solid waste and erosion, without hesitation. This was echoed in Malé with the addition of two further problems – lack of human capacity and the changing climate.

Arising from the Sixth and Seventh Plans and the Tsunami National Recovery and Reconstruction Plan, and noting the opinions expressed at the community level in consultations, the five areas of priority environmental concern in the Maldives are:

- vulnerable marine ecosystems
- solid waste management
- erosion
- lack of human capacity
- changing climate

4.1.4.2 Relevance, effectiveness and efficiency of UNDP response

Environment has been one of the pillars of the UNDP country programme in the Maldives for some time. The Environment Unit in the UNDP country office has a complement of two staff headed by an Assistant Resident Representative. They are seen as partners by Government officials and the “sterling job” they are carrying out is really appreciated.

The environment outcome targeted by UNDP Third Country Programme (2003-2007) is the following:

- *Ecosystem management and biodiversity conservation objectives integrated into productive sector plans and activities.*

And in its Fourth Country Programme (2008-2010) the environment outcomes are:

- *Environment services and protection measures accessed by more communities with greater participation of youth in planning and implementation*
- *Communities enabled to manage impact of climate change and reduce disaster vulnerabilities*

These outcomes can be considered as the UNDP statement of intent for its work in the environment thematic area. Unfortunately, their relationship with the five priority concerns identified above is not very explicit.

However, at the projects level, the UNDP environment portfolio has responded directly to

Table 8. Environment projects portfolio of UNDP since 2003

THEME/PRIORITY		PROJECTS/INTERVENTIONS	BUDGET ⁵⁹ (including co-funding in cash and in kind)	PRIMARY FUNDING SOURCE
Projects reflecting Government priorities completed or underway	Solid Waste	National Framework for Solid Waste Management	\$50,000	UNDP TRAC
	Lack of Capacity	Institutional Support for Coordination and Integration of Environmental Consideration in National and Atoll Policies, Budgets and Administration	\$70,000	TTF
		National Capacity Self-Assessment (NCSA)	\$200,000	GEF
	Changing Climate	Preparation of National Adaptation Plan of Action (NAPA)	\$200,000	GEF
		Integrating Climate Change Risks into Maldivian Safer island Policy	\$8,500,000	GEF
		Technology Needs Assessment for UNFCCC	\$100,228	GEF
	Marine Ecosystems	Atoll Ecosystem-based Conservation of Globally Significant Biological Diversity in Maldives	\$8,698,000	GEF (\$2.37 million)
		CBD National Communication	\$30,000	GEF
		Mangroves for the Future	\$120,000	IUCN, UNDP, other UN agencies
Other Projects	Energy	Renewable Energy Technology Application Development	\$2,963,780	TTF and GEF
	Land Degradation	Sustainable Land Management	\$985,000	GEF (MSP)

⁵⁹ Budget figures are not consistent with figures in Annex 8. This is because co-funding in cash as well as in kind is included in the table and not in the Annex and the base years are different.

the Government's priorities. Since 2003, UNDP has instigated nine projects addressing four of the five environmental priorities, the exception being erosion. It has also initiated a further two projects which, with their focus on renewable energy and land degradation, are still welcomed by the Government even if not formally identified as priorities. Three projects were abandoned during the formulation or inception stages, namely:

- 4NY GEF National Focal Points
- 3rd National Communication on Land Degradation (UNCCD)
- Tourism Adaptation to Climate Change in Maldives

Table 8 (opposite page) lists the entire portfolio of UNDP environment projects since 2003 (except for those that were abandoned). The discussion ranges from analysis and observations on the entire portfolio to specific comments on one or other of the projects selected for more in-depth study by the team.

The 11 projects in the environment portfolio have a combined value of over \$13 million including UNDP core funds, co-funding in cash and co-funding in kind. For eight of these projects, GEF is the chief funding source and the three projects which are not GEF-funded make up less than 2 percent of the portfolio budget.

This level of reliance on the GEF is risky since it has its own priorities and objectives and the ultimate targets of GEF are global environmental benefits. GEF projects are claimed to have been chosen to be relevant to the country. However, the Maldives has many needs in the environment sector and these must be addressed according to inherent priorities not according to the availability of funds from the GEF. As an illustration, out of the five environmental priorities listed above, only two – vulnerable marine ecosystems and changing climate – come within the areas

of interest of the GEF and then, only insofar as global benefits are involved.

The team could not get a clear picture of the **gender** perspective of the environment portfolio. On one hand, projects appear sensitive to gender and efforts are made towards increasing equality of participation of men and women in project activities. On the other hand, equal participation is not the norm in the islands visited by the team. There was a marked lack of participation in the Assessment of Development Results consultations of girls and women.

This is seen as affecting the effectiveness of the UNDP effort in environment since in Maldivian society, women are in a crucial position regarding many aspects of environmental management – they often manage water resources, they are traditionally responsible for waste management, they are active in home gardens (with potential for using/avoiding chemical fertilizers and pesticides), and they are a major influence on children and youth.

Lack of **capacity** in the Government sector remains the most significant single barrier to effective project implementation and sustainability of project benefits. In the environment area, the National Capacity Self-Assessment Project recorded the needs but the lack of follow-up prevented the Maldives from accessing up to \$4 million from the GEF Resource Allocation Framework⁶⁰. According to one consultee, one way of strengthening local capacity was for UNDP to engage local consultants first and only then seek international expert input to complement the local talent. Usually, it is the other way round.

In the area of **energy**, the country programme 2003-2007 outcome evaluation noted that UNDP interventions in energy planning have enhanced national capacity to formulate energy policy and

⁶⁰ The country office advised that the National Capacity Self-Assessment was completed in December 2008 and that this was also the time when the Government was reorganizing itself after coming to power only a month earlier – the capacity to avail of this support was even less than usual.

introduce renewable energy technology. It has also been catalytic for a much broader sustainable energy programme which includes financing from several multilateral and bilateral sources (including EU/EC, French Energy Agency, UNOPS, UNIDO, UNESCAP, DANIDA, and local private funds).

Similarly, with **waste management** – after using tsunami recovery funds from EU to work on island waste management with varying success – UNDP has addressed the policy gap that has been a barrier for effective solid waste management. The framework created by the UNDP project has helped avoid duplication among a number of agencies working in the waste management area and introduced public-private partnerships as a possible modality.

The **Atoll Ecosystem**-based Conservation Project had difficulty gaining momentum having been disrupted by the tsunami at its inception phase. However, the approach adopted at the mid-term evaluation whereby the evaluation team worked with project management and stakeholders to revise the project following the evaluation, has been very effective and set the project back on course.

The approach adopted for the three **climate change** projects (National Adaptation Plan of Action, National Capacity Self-Assessment and Technology Needs Assessment) through an Integrated Climate Change Strategy is seen as very effective. Not only does this integrate individual project activities to enable the creation of synergies, but it also tries to overcome the capacity problem in the Government and use human resources more effectively.

The higher the level of ownership and collaboration by the Government, the more

effective the project. However, the Government does not always have the necessary human resources and capacity to collaborate and this is especially felt at the atoll/island level.

While not many recognizable outcomes (changes in development condition) have resulted from the UNDP interventions in the environment area, the intermediate and foundational achievements have removed barriers and cleared the way for more targeted interventions. This is especially the case with projects that have targeted capacity building and basic policy formulation – they have created a good foundation for future interventions. A good example of this is the National Framework for Solid Waste Management Project, which has developed the policy context for interventions on waste management by the World Bank.

In spite of the acknowledged importance of Environment to Maldives, of all the MDGs, MDG Goal 7: *Ensure Environmental Sustainability* shows the least progress according to the Maldives Country Report of 2007⁶¹ and three indicators out of five are categorized as “data not available”.

4.1.4.3 Are the results sustainable or likely to be sustainable?

As a general observation, exit strategies/sustainability plans for projects are weak or non-existent. For example, the Atoll Ecosystem-based Conservation Project aims to implement pilots and lead to replication, but there is little, if any, consideration of replication apart from the dissemination of lessons⁶²; the renewable energy project relies on subsidies becoming available for replication; and, while the waste management project sets up the framework, many barriers remain. In fact, it is not only the lack of an exit strategy/sustainability plan that hinders

⁶¹ *Millennium Development Goals: Maldives Country Report 2007*. Ministry of Planning and National Development, October 2007

⁶² The country office advised that the Baa Atoll Conservation Programme is designed to continue the atoll ecosystem programme, and represents the exit strategy for the Atoll Ecosystem-based Conservation Project; and that financial mechanisms in the form of a conservation fund will ensure financial sustainability.

sustainability – it is also the failure to identify key barriers which, if not removed, will jeopardize the benefits achieved by projects.

Among the barriers, the most important are lack of capacity and weak institutional framework. Therefore, projects that are successful in addressing these two barriers create a strong impetus for sustainability of benefits and replication of the services rendered. Both these elements are traditionally among the strengths of UNDP.

However, the ultimate determinant of sustainability is the commitment from Government. Without serious Government commitment in terms of budgetary allocation, deployment of necessary staff resources, etc, sustainability is not assured.

4.1.5 THE 2004 TSUNAMI AND DISASTER RESPONSE & MITIGATION

4.1.5.1 Introduction

In its Flash Appeal for those affected by the Indian Ocean Earthquake–Tsunami 2004, the United Nations Office for the Coordination of Humanitarian Affairs (UN OCHA)⁶³ described the situation in the Maldives thus:

The magnitude and scale of the disaster relative to the size and population of the Maldives is unprecedented in living memory. The tsunami inundated the whole country ... The entire population of the Maldives was affected by the disaster. One third of the population, some 100,000 people, was severely affected: their homes were destroyed or severely damaged, they have no or very limited access to clean water and food, and they are at risk of disease ... Nearly 5 percent of the population (more than 12,000 people)

were forced to evacuate their islands. Their homes were destroyed and they remain homeless... more than one-third of all inhabited islands are completely or severely destroyed ... More than 20 percent of the country's 87 tourist islands were severely damaged and hundreds of boats, jetties and harbours were destroyed or damaged.

The tsunami had a devastating effect on the Maldives and although the joint assessment team fielded by the World Bank, the Asian Development Bank and the UN System⁶⁴ noted that “*The government has made a commendable effort to provide swift relief to the affected*”, the Maldives needed help. The UN OCHA mobilized the global community to assist the countries affected by the Tsunami and the UNDP country office was the lead organization for Maldives through its Tsunami Recovery Programme.

The UN appeal for funding support⁶⁵ raised over \$100 million for the Maldives of which UNDP raised \$40 million. Some of the interventions were carried out by UNDP (through contractors) using the direct-execution modality, others were carried out in parallel by donor partners but with effective coordination of effort. The recovery programme supported the restoration of houses, harbours, fisheries and agriculture; capacitated disaster-management initiatives through the first draft National Disaster Management Act and policy framework; initiated community disaster management plans; and, incorporated an assessment of vulnerability to climate change into the first National Adaptation Plan of Action.

As the Tsunami Evaluation Coalition found⁶⁶, “*the government's strong lead in coordinating a response through the inter-ministerial National Disaster Management Centre – and its openness*

⁶³ *Indian Ocean Earthquake–Tsunami 2005 Flash Appeal (Consolidated Appeals Process (CAP))*. UN Office for the Coordination of Humanitarian Affairs (OCHA). January 2005.

⁶⁴ *Maldives Tsunami: Impact and Recovery*. Joint Needs Assessment - World Bank, Asian Development Bank and the UN System. February 2005

⁶⁵ *Defining Success, Tsunami Recovery in the Maldives 2004–2006*. United Nations Development Programme, Maldives.

⁶⁶ Bennett, Jon, William Bertrand, Clare Harkin, Stanley Samarasinghe, Hemantha Wickramatillake (2006) *Coordination of International Humanitarian Assistance in Tsunami-affected Countries*. London: Tsunami Evaluation Coalition.

to adopting international standards in sectoral work – was laudable. The government’s coordination overall was impressive, with capacity at the central level very high, though clearly the staff was overstretched and working around the clock”.

The same could be said about the UNDP country office in Malé. It provided leadership, coordination and funds accountability. Its interventions were coordinated fully with the Government although some agencies, particularly at the atoll and island level, felt that they were not involved enough. In spite of this, there is no doubt that the programme matched the identified needs and was a major contributing factor to the acknowledged success of the recovery effort.

4.1.5.2 The five project areas

The response coordinated by UNDP comprised five projects: shelter response and recovery, harbour reconstruction, restoration of livelihoods, disaster risk management, and aid coordination⁶⁷.

Under the **Shelter Project**, 2,739 houses were repaired and 162 new one constructed on 45 islands nationwide. UNDP, in close collaboration with UN-HABITAT, ensured the process was community-led, with householders themselves collaborating with an island work force, to plan and manage implementation.

The **Harbour Reconstruction Project** saw UNDP assisting and completing the reconstruction and rehabilitation of harbours on six islands, employing technically improved, durable, and more cost-effective harbour designs.

UNDP has invested considerable resources in the **Livelihoods Project**, especially for women and internally displaced persons. Micro-credit

loans of \$570,000 were made to five atoll communities, of which 33 percent of the beneficiaries were women. Cash grants as well as tools and equipment for home businesses were provided to Island Women Development Committees, benefiting close to 1,200 tsunami-affected women in 25 islands. UNDP also provided fishing gear to more than 50 islands spanning 17 atolls, as well as essential agricultural supplies to 3,000 families in partnership with FAO. In addition, five fish markets, 13 waste management centres and training for various self-help initiatives were also provided.

Among other things, the UNDP **Disaster Risk Management Project** built capacity of national and local institutions, carried out multi-hazard disaster preparedness planning and mitigation activities, including supporting the active participation of the community in preparation of disaster preparedness plans, and developed a facilitator’s guide and handbook on preparing community contingency plans.

The **Aid Coordination Project** was necessary because prior to the tsunami the Maldives received approximately \$40 million annually in loans and grants. Following the disaster, the country faced the responsibility of coordinating multi-year commitments of nearly \$500 million.

The gender aspects of the relief operations in general, came in for some criticism⁶⁸ - *“Some agencies took a gender blind approach, ignoring different impacts on men and women, as well as the effects of complex gender relations on relief and recovery efforts. Other agencies paid greater attention to gender relations in their response but tended to focus exclusively on the universal category of the ‘vulnerable woman’ requiring special assistance, whilst at the same time ignoring men’s vulnerabilities”.*

⁶⁷ see <http://www.un.org.mv/v2/?lid=16&pid=6>

⁶⁸ See for example, http://db.jhuccp.org/ics-wpd/exec/icswppro.dll?BU=http://db.jhuccp.org/ics-wpd/exec/icswppro.dll&QF0=DocNo&QI0=322610&TN=Popline&AC=OBE_QUERY&MR=30%25DL=1&&RL=1&&RF=LongRecordDisplay&DF=LongRecordDisplay

In spite of the small number of beneficiaries met by the team, it was possible to form a general view of the UNDP-led Tsunami Recovery Programme in Lhaviyani and Baa Atolls, and this was not very positive. There are allegations of funds wastage and other irregularities and the distribution was not seen as transparent or equitable. One example given to the team regarded the hiring of a dhoni to transport building materials from Malé to the island – the dhoni hire normally costs MRf25,000 – but the Tsunami Programme was charged MRf100,000. The usual price was paid to the dhoni owner and the rest (MRf75,000) distributed in overheads, commissions, and kickbacks. The country office explained that during the tsunami, with the increase in demand for transport to the islands by the various actors involved in the relief and recovery efforts, the cost of transport, construction, etc., rose rapidly and UNDP was forced to pay higher prices. However, all transactions were made according to procurement rules and no irregularities were noted during the annual audits of the tsunami programme.

4.1.5.3 The aftermath

As the magnitude of the operation became clear, there was widespread recognition that in spite of the devastation and other severe impacts (psychological, economic, etc.), this was also an opportunity both for the Government and for UNDP to reassess national development goals and strategies.

“Build-Back-Better” was the catchphrase adopted throughout the tsunami-affected countries and in the Maldives it was embraced fully. Instead of replacing destroyed buildings with similar constructions, the Shelter Project aimed to help survivors to build better homes that had a better chance of surviving a similar disaster – this was later developed into the concept of “Safe Islands”. Harbours that had been destroyed were extended and facilities included fish markets where there had not been any before. Households on islands affected by the salinity of the wave waters, were provided with numerous fruit trees and other plants, more than there had been before the

tsunami. Rather than just help communities clear the debris, the project built waste management centres.

The approach espoused by the “Build-Back-Better” was laudable in principle. However, “better” is not necessarily “bigger” or “more” and in practice there is a feeling that money was spent at times hastily, because it was available, with little or no attention to sustainability beyond the intense post-tsunami period. At least in one instance, an extended harbour is being blamed for erosion further down the coast; the team visited a fish market of which only a fraction was needed or used; households reported that virtually none of the seedlings and plants that had been provided had survived; and all the waste management facilities visited by the team were non-functional. The country office advised that an immediate priority for the communities had been to have central waste collection points to avoid dumping waste on the beach and UNDP and International Red Cross had responded to this need while a policy dialogue was established with the Government for lifting and recycling waste. The Government has been unable to implement these interventions due to resource constraints and while some communities are operating the centres, others have boycotted them to pressure the Government to lift the waste off the island as is done in Malé.

Even before the formal closure of the Tsunami Recovery Programme, the Government had assimilated some of the interventions into the Seventh National Development Plan. Similarly, UNDP mainstreamed some interventions into the Fourth Country Programme which followed. These included interventions on the problem of solid waste, livelihoods support, and disaster risk management. The first two have been discussed above, under environment and under poverty, respectively; the disaster risk management projects are summarized in the Table 9.

The disaster risk management projects have been affected by the change of Government. The Disaster Management Act has been

pending in Parliament for the past three years and the National Disaster Management Centre does not have a legal basis (it exists through presidential decrees). It was moved from the Ministry of Defence and National Security to the Ministry of Home Affairs and is currently under the Ministry of Housing, Transport and Environment. All its staff are seconded from other ministries for varying periods of time. The National Adaptation Plan of Action has been overtaken by the Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation. This has resulted in delays in the implementation of the National Adaptation Plan of Action (finally commenced in January 2010) and it has been a challenge to retain staff and develop capacity within National Disaster Management Centre. The Tsunami Recovery Programme initiated the first draft National Disaster Management Act, the disaster management policy framework, and the Community Disaster Management Plans – these initiatives were continued through the present country programme. Strong emphasis on disaster risk reduction was placed through one of the three outcomes of the Fourth Country Programme – disaster management and environment for sustainable development. All those consulted at central level agreed that disaster risk reduction and management was a high national priority and that UNDP had responded well to this

priority by continuing and improving under the country programme, the disaster response and preparedness planning and mitigation activities that it had initiated under the Tsunami Recovery Programme. UNDP approached disaster risk reduction through its integration in the National Building Code, in the school curriculum and in co-curricular activities and through enhancing national and community capacity for preparedness and risk reduction.

In May 2009⁶⁹, the disaster risk management unit at UNDP country office comprised five positions of which one was placed within the Government sector. At the time of writing, there is currently one Junior Professional Officer and two national staff under the leadership of the Assistant Resident Representative who also manages the environment and energy portfolio. But the country lacks technical capacity to undertake the activities planned. Therefore each of the three projects will rely on international consultants to undertake the substantive work while local project staff will manage the day-to-day activities.

Through the UNDP Tsunami Recovery Programme a manual for Community-Based Disaster Risk Management was produced, translated into the local language and shared with other agencies while seeking their collaboration

Table 9. UNDP current projects portfolio under DRR/DRM (started in 2009 and ongoing)

THEME/PRIORITY	PROJECTS/INTERVENTIONS	BUDGET (including co-funding in cash and in kind)	PRIMARY FUNDING SOURCE
Disaster Management and Environment for sustainable development	Reviewing building code and integrating DRR in building code	\$102,500	UNDP
Capacity building for crisis prevention and recovery	Development of national and Island DRM plans in Raa Dhuvaafaru and Thaa Vilufushi	\$553,375	UNDP
Disaster Risk Reduction, Mainstreaming and Management in schools	Integrating DRR in school curriculum and preparing DRM plans in pilot schools in Foamulah and Malé	\$276,000	UNDP

⁶⁹ According to the organogram provided by the country office

to standardize the approach. As a result, Community Disaster Planning has been carried out in selected islands in Vaavu, Meemu, Thaa, Addu, Dhaalu, Gaafu Dhaalu and Gaafu Alifu Atolls since 2006 and two more islands have been selected for 2009. However, the team found that island communities in general failed to even comprehend that disaster risk can be reduced – “*we will go to the mosque and pray*” was the response of one community. There is still a lot of work to be done.

The team was able to assess the Community Disaster Management Plan developed for Addu Atoll and found that the partners were confused about the division of labour in the transition from direct execution to national execution. The Plan, which was completed in April 2008, has had no follow-up mainly because of the administration changes. There has been no proper handover from UNDP and national authorities are confused about ownership. It is unclear who should do the follow-up and who should monitor the plans which were developed when UNDP was operating in the direct-execution modality. The country office advised that National Disaster Management Centre is following up to formalize the community plans as a national-execution modality.

But Addu Atoll may be a bad example since the country office advised that 13 community plans in Gaafu Dhaalu, Dhaalu and Gaafu Alifu were formalized in October and November 2009, and that orientation workshops on national-execution modality were provided to all the implementing partners in 2008 and 2009 at the time of modality transition – “*It was a learning process for all the stakeholders and the confusion among some of the implementation partners during the transition period is understandable*”.

Major organizational capacity challenges for the Government at the country level prevent

the full benefit from UNDP support. The few available local consultants are overstretched and counterparts in the sectoral ministries have other workload. Without training institutions, UNDP responds to the capacity gaps by engaging international consultants to undertake technical tasks. For example, international consultants have developed the School Emergency Operations Plan (SEOP). Likewise, resource materials for integrating disaster risk reduction into the school curriculum are the work of international consultants⁷⁰. This tends to diminish the Government ownership of the initiative and places sustainability in jeopardy. Short-term training has been provided to teachers by the Ministry of Education and it has enabled them to implement the emergency operations plan in schools, however, there are no plans to train more teachers, so sustainability is again at risk. After some delays (in January 2010) the Ministry of Housing, Transport and Environment engaged consultants to carry out the review of the National Building Code. Two government staff are working with the three international consultants and also receiving on-the-job training.

4.1.6 CROSS-CUTTING ISSUES: GENDER AND YOUTH

Gender mainstreaming was established as a crosscutting issue in the Third Country Programme. The Fourth Country Programme established empowerment of women and youth as one of its thematic components. The team “mainstreamed” gender, women’s empowerment, and youth as relevant in the thematic sections above. In addition, this section will briefly consider each of these two areas.

4.1.6.1 Gender

The mission found that, although references were made to gender and women’s empowerment in UNDP outcomes, particularly in the

⁷⁰ The country office advised that lack of capacity is a perennial problem and UNDP tries to ensure that international consultants provide on-the-job training to relevant government staff as a component of exit strategies. For example, the Education Development Centre has been able to identify a focal point in its office to continue the development of syllabus and expand it to non-pilot schools.

poverty portfolio, where action was in fact taken, this largely focused on meeting some of women's needs for livelihoods. Project activities did not appear to be grounded in gender analysis that identifies the challenges and opportunities facing each of women and men, and the impact that development programmes would have on their particular situations.

A report by the UNDP country office to UNDP headquarters indicated that gender-related issues were addressed in waste management, disaster risk, and Civil Service Commission assessments, among others⁷¹. It is not clear whether findings and recommendations from these assessments are translated into action. For example, it is said that the role of women's organizations in environmental conservation has been enhanced, including in waste management. However, the team found that the waste management sites were not functioning as envisaged. Moreover, on one island, women kept tins and bottles to one side until these could be collected by the boat that passed by every month or so, but they buried kitchen waste on the beach, in line with the Women's Development Committee recommendation.

Project activities did not address strategic gender needs and in many cases, particularly in support to livelihoods, they reinforced gender stereotypes, which are still strong and are indeed getting stronger due to conservative interpretations of religion imported from abroad⁷². It should be noted that gender stereotypes do not only impact women in the Maldives by, among other things, assigning them primary responsibility for the family and domestic sphere. They also impact on men. For example, nursing is not seen as an appropriate male occupation, discouraging male students who had hoped to study in the field. Women are particularly affected by gender stereotypes when it comes to livelihoods

and employment, equality within the family, and in access to justice. The Gender Department has tried to challenge stereotypes but says it is an uphill struggle.

There is weak capacity in the country as well as within the UNDP country office for gender analysis so that programming can accurately be the evidence of analysis. Moreover, gender equality and women's empowerment are one of the areas that, like governance, have been seriously affected by institutional and personnel changes after the change of Government. The Gender Ministry, which had not been entirely successful with its mainstreaming aims, was dissolved and the Gender Department was attached to the Ministry of Health. The Gender Department currently has two very different functions: gender mainstreaming and family protection, which involves case management. Meanwhile, the status of the Island Women's Development Committees was unclear at the time of field visits. Some informants insisted they have been dissolved and they seemed to have lost access to government funding which had made it possible, for example, to provide remuneration for waste management. However, the team was able to meet with some Women's Development Committee representatives on several of the islands visited. The legal status for such committees has now been introduced in the draft Decentralization Bill.

The situation may be more conducive for UNDP/UN-Government partnerships on gender next year. There are expectations that the country's gender architecture may stabilize around a system that keeps the family protection function in the Ministry of Health while situating the gender mainstreaming function in the President's Office with focal points in line ministries. On the other hand, there are cuts planned in the civil service that the Gender Department fears may reduce

⁷¹ Country Office Progress Report on the Implementation of the Gender Equality Strategy.

⁷² The CEDAW Committee concluding comments of 2007 gives a useful overview of the issues, although there have been changes since then.

the limited capacity that does exist. Moreover, the fact that the governing coalition includes a religiously conservative party could circumscribe women's rights.

Within the UNDP country office, there is a main and an alternate gender focal point at middle management level, both of whom oversee major portfolios. Currently gender interest and capacity varies widely between portfolios, according to programme staff. The country office recognizes that in-house gender capacity needs to be built, and a strategy is being developed, of which a draft was shared with the team.⁷³

The UN theme group on gender meets more regularly than other theme groups, but informants say it is not clear how or whether this then feeds into individual agencies' work. There are some indications that some of the support extended by the UN in this sphere may be putting a burden on government counterparts, for example, a joint UN project to address gender-based violence, led by UNFPA. The UN hoped to engage 11 government agencies in the programme that would be coordinated by the Gender Department, but the department has limited capacity to do so. The other 10 agencies have been slow to come up with work plans, raising a concern that the project may not be one of their priorities. This type of initiative poses a challenge to development cooperation. There is no doubt that gender-based violence is a major issue: one in three women is affected according to a 2007 report.⁷⁴ In theory, this lays the ground for development interventions, but in practice government capacity is over-stretched. Moreover, there is limited gender capacity within the country and there are no easy answers for this kind of development dilemma.

4.1.6.2 Youth

As noted earlier, the 2008-2010 UNDP country programme targeted youth as a crosscutting issue. This is certainly a valid area for action, given that close to 50 percent of the country's population was under 24 years of age by 2004, with youth between the ages of 15 and 24 accounting for some 21 percent. Even during the short time it was in the Maldives, the team was struck by the number of young people in positions of responsibility. For example, the majority of parliamentarians are below the age of 35, and one is as young as 25. Moreover, the challenges faced by youth were repeatedly raised in discussions with the team in Malé and in the atolls, an indication of the extent to which they are a source of concern.

Yet, in spite of youth being a crosscutting issue, this appears to be the area that is least addressed, whether by Government or by UNDP and the UN system. The Ministry of Youth Development and Sport – now the Ministry of Human Resources, Youth, and Sport – has traditionally focused on the sports dimension of its mandate, with little invested in youth. A national plan for youth was developed some years ago, but never really implemented. As for the UN system, both UNICEF and UNFPA deal with youth, but the former focuses on HIV and drugs and the latter on health.

These gaps leave youth struggling with high unemployment and few leisure facilities. The percentage of youth that use drugs is said to be a shocking 46 percent for ages 14 to 19; many turn to crime to fund their habit, with Ramadan being a peak month for robberies because of the change in people's schedules⁷⁵.

⁷³ UNDP Maldives Country Office Gender Mainstreaming Strategy

⁷⁴ The Maldives Study on Women's Health and Life Experiences, November 2007.

⁷⁵ Interview with government official.

The gap is all the more puzzling because UNDP and the UN supported a ground-breaking Youth Voices report in partnership with the Youth Ministry and the Ministry of Planning⁷⁶. The Youth Voices report highlighted many positive aspects, such as strong family ties and a sense of belonging and respect by peers, but also spotlighted many negative issues. Perhaps its most startling finding was limited tolerance: 81 percent of youth surveyed believed it was not important to respect other religions and 61 percent said it was not important to learn about other cultures. The process was youth-driven: over 100 youth from all over the country were involved in conceptualizing the report and were trained in data collection and facilitation. Youth facilitators were trained and travelled across the country to lead discussions, and were involved in administering and tabulating the surveys. Several young men and women, their capacity strengthened, went on to work with NGOs and the Youth Ministry.

The Youth Voices project appears to have been a model not only of participation within the country, but also for the UN system. Although the inter-agency coordination had its challenges, and decision-making was slow, there was considerable ownership. UNDP provided most of the funding while UNFPA chaired the task force and UNICEF and WHO participated regularly.

However, even with the findings of the Youth Voices report in hand, there does not seem to be sufficient focus on the challenges facing young people aged 15 to 24, particularly when it comes to the dearth of leisure facilities, which has been directly linked to the spread of drugs, and to youth unemployment. About 40 percent of young women aged 15 to 24 are unemployed and over 20 percent of young men. It is hard to form an accurate picture of the reasons for this problem. Islanders lay the blame on lack of opportunities, low salaries, especially when compared to expatriates employed by the resorts,

and unwillingness to live and work far from home, especially when it comes to young women. Concerns about personal safety and security (e.g., harassment) for girls in the workplace hinder their participation in the economy because parents are reluctant to send girls away from the islands⁷⁷. Malé officials believe that youth themselves are not taking advantage of the opportunities offered. One official recalled that a resort had organized a career fair two years ago and offered to provide ferry services, but the community was not interested, even if they were offered attractive packages. Another informant, a Maldivian national holding a senior job at one of the resorts, noted that it had proven hard to develop a culture of loyalty to the organization. On the other hand, a workshop to introduce opportunities (and allay fears) attracted 30 young women from local islands, and four applied for jobs.

Overall, there does not yet seem to be a holistic understanding of and strategy for the youth of Maldives. One Maldivian official underscored the pressing need for a comprehensive collaborative project targeted at the 15–24 age group. Another lamented, *“as a country, we haven’t got any ideas on what to do with the youth.”*

4.2 UNDP STRATEGIC POSITIONING

Partly because of the dearth of UN and other donor agencies in the country, the UNDP country office is of paramount importance to the Government and this is recognized from the highest levels down. Malé-based civil servants repeatedly referred, often unprompted, to the reasons why they valued the UNDP contribution, including the longevity and stability of its presence which gave it a unique perspective on the country’s strengths and weaknesses and enabled it to play the role of trusted policy advisor. They also mentioned its flexibility of response in times of emergency or transition;

⁷⁶ Youth Voices: Facts, Opinions, and Solutions. 2005 report.

⁷⁷ The Sexual Harassment Bill is at the drafting stages.

and its capacity to tap international networks of expertise. UNDP has on the whole positioned itself to strategic advantage, particularly at the policy level in governance, e.g., support to the constitution, human rights institutions, elections and other elements of the democratic transition, and in poverty, e.g., support to decentralization and trade, among others.

As noted above, national priorities have guided UNDP programme interventions, ensuring the organization's *relevance* to development in the Maldives. However, while these interventions have been relevant, the approach has not been very focused and strategic. UNDP has attempted a wide spectrum of initiatives with relatively modest resources, perhaps because it is the largest of a small handful of UN agencies in Maldives, and because (with the exception of the tsunami response) donors do not give priority to the country. A number of people interviewed by the by team, including Government officials, stated that UNDP tends to propose initiatives which, while they are not refused because they are still justified interventions in their own right, they not necessarily coincide with the priorities of a particular Ministry or Department. At times, they also over-stretch the limited capacity of Government agencies.

The team affirmed that UNDP is able to respond quickly and flexibly to emergencies and new issues. These range from the response to emergency situations such as the 2004 tsunami and the 2007 storm surge, to more structured but unplanned (at the country programme formulation time) interventions arising from the momentous political changes following the recent election such as the Rapid Economic and Poverty Assessment of November 2008, and the leadership training for the Cabinet and the Decentralization Teams. There was also the coordination with ILO to facilitate Maldives' accession, the Manifesto Action Plan, and the paper on the Impact of the Global Economic Crisis, which builds on a rapid assessment and provides recommendations to the Government to address key issues. In many instances, while

the initial response has been non-project based, it has been followed by a series of more structured interventions that can be considered as project based. Some of these interventions are discussed at greater length under the respective sub-sections of Section 4.1.

The UNDP country office is in a key position for the delivery of development aid to the Maldives and it has nurtured a wide range of *partnerships* within and outside the country. This is founded on the Annual Partnership Forum which UNDP organizes, and operationalized through the Development Assistance Database (Aid Coordination) which was established by the Government with UNDP assistance. Some strong partnerships have been forged between the country office and elements of Government, particularly those who serve as executing agencies for projects. However, it was noted that while UNDP was good at forging partnerships with the executing agency of a project, it was not so successful in its approaches to the wider stakeholders in the same project. Strategic partnerships have also been forged with some private-sector organizations as well as with NGOs. Indeed, UNDP played a role in the development of NGOs in the Maldives – there were none just a few years ago. However, no sustainable partnerships appear to have been forged with the island communities visited by the team.

The country office sees itself as a “gateway” for UN agencies and multilateral and bilateral donors that do not have a presence in Malé and operate out of Colombo or Bangkok. Given the limits of time and distance, the team was unable to pursue the consultation process with partners to the extent desired and it had to contend with the passage of time, staff changes and limited corporate memories. However, discussions with donors based in Colombo and sister UN agencies indicated a predominant lack of partnerships and synergies even in areas of common interest with UNDP. It was as if the donors and agencies did not favour joint engagement. None could comment on the usefulness of the UNDP country office for their development activities. Relationships were described

as cordial, but not as partnerships. Most of the bilateral donors did not see the Maldives as one of their priority countries for development aid. However, UNEP, which covers the Maldives from Bangkok, reported that the country office was supportive although there is scope for closer collaboration.

Beyond the fact that the Resident Representative functions as UN Resident Coordinator and Humanitarian Coordinator in the Maldives, UNDP plays a key role in supporting UN *coordination* because, as the largest agency with the most resources, it generally provides the lion's share of the funding for inter-agency activities.⁷⁸ Although coordination starts with the formulation process of the Common Country Assessment and UNDAF and continues through the effort to “deliver as one,” this still has some way to go in terms of collaboration at the level of programmes and needs further leadership from UNDP. Furthermore, while achieving some alignment with national priorities, the UNDP country programmes are only tenuously connected with the UNDAF leaving the two documents (see Figure 4) in need of some interpretation (especially under poverty, environment and disaster management) to find the connection. This is probably because the UNDAF has to be “all things to all agencies” and seeks the broadest possible language to accommodate priorities as perceived by the different agencies. It is also because as the country office advised, not all UNDP activities need to be based on the UNDAF. This can be seen as a positive aspect of the UNDP operation since it indicates flexibility to respond to emerging needs. However, it also tends to negate the strategic coordinated approach that is meant to be fostered by

the UNDAF, leaving instead, what is called a “patchwork” of individual programmes by the Assessment of Development Results Manual.⁷⁹ As noted above, there are a few exceptions such as the Youth Voices⁸⁰, the Human Rights project led by UNDP, MaldivesInfo led by UNICEF, and the HIV/AIDS projects which involved more than one agency, however, the level of inter agency coordination is variable.

UNDP has largely upheld UN values, including through its focus on poor and disadvantaged groups, human rights, gender equality, and youth. These issues have been discussed in sub-section 4.1 above. The country office “flies the flag” in the Maldives. Probably as a result of its crucial role following the 2004 tsunami, UNDP has a high profile in Malé, but it is less known in the atolls/islands unless there are specific projects. According to some of those consulted, before the tsunami, UNDP was hardly known outside Malé.

4.3 OBSERVATIONS ON COUNTRY PROGRAMME MANAGEMENT

The country programme portfolio of 49 projects includes many that have had to be extended (although this could be due to the tsunami disruption) and some that had to be abandoned. With a comparatively small annual budget, UNDP has the broadest portfolio of interventions of any aid agency in the Maldives⁸¹. This approach may be spreading the effort too thinly and negating the strategic and sustained approach that is required to address successfully the priority needs of the Maldives. Interestingly, this seems to be a UN malady since UNICEF and UNFPA exhibit similar tendencies (see Table 3).

⁷⁸ Office of the Resident Coordinator of United Nations Operational Activities for Development in Maldives, <http://www.un.org.mv/unrc>

⁷⁹ *ADR Method Manual*: 31 July 2009. UNDP Evaluation Office.

⁸⁰ see <http://www.un.org.mv/unrc/28>

⁸¹ UNDP defends this spread as an essential component of sustainable development in the case of a vulnerable island country that is striving to strengthen the nascent democratic process. The approach is said to be in line with the recommendation of a recent review of the governance portfolio (November 2009) which was not available at the time of the mission, which suggests that there is a need to sustain support ‘broadly and thinly’ rather than ‘narrowly and deeply’ as UN support is critical through the transition in all areas of governance ranging from human rights, justice, anti-corruption to elections.

Some of the people consulted by the team did feel that in some areas, UNDP was under-resourced, but only in terms of human resources. No one expressed concern about the financial resources available. On the contrary, the team noted that at times, the Government system lacks the capacity to utilize available resources.

Although the team is not assessing individual projects, we could not fail to notice that performance monitoring is not robust at project level and there are few, if any, signs of adaptive management. Indicators are weak and most projects did not have exit strategies.

Project assessments were hampered by the lack of consistency in the use of terminology (e.g., outcome/output/objective are used interchangeably) by project formulators. There is also a lack of understanding of what constitutes an “outcome” or “result” and some outputs appear not to be entirely relevant to the outcome they are meant to contribute to. These constraints are not limited to UNDP-Maldives.

UNDP is reported as engaging well with the executing agency of projects, but not so effectively with other line ministries that could be key stakeholders. The root of this problem is acknowledged as lying on the Government side and arises because of the fragmentation in the Government sector and the frequent dissection and regrouping of ministries.

Some of the people consulted found UNDP reporting requirements (quarterly) somewhat onerous, especially for short projects. They noted that project managers must also report, in different formats, to the Planning Ministry and to the President’s Office and this burden would be eased if UNDP could reach agreement on a single report per quarter.

The team noted that in the two areas where a global fund is a source of support – HIV/AIDS (the Global Fund) and environment and energy (the Global Environment Facility) – the documentation available was much more solid in terms of baselines and targets, articulation of outcomes and outputs, and availability of project reviews and evaluations. The reasons for this could range from the more scientific nature of the areas under consideration to the more stringent observation of requirements and the team thought it worthwhile to bring this to the notice of UNDP.

The team has one further general observation on programme management – the role of project manager appears to be somewhat unclear. We have come across projects without a clear project manager; other projects are confusing the roles of project manager and national project director; and there is one project with two project managers⁸².

⁸² The country office advised that the precise titles for these functions may vary depending upon a project and its funding mechanism (GFATM, GEF, Integrated Framework, etc.), and maintained that the functions exist and the posts are not vacant.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

In drawing conclusions from its findings, the team kept in mind the evaluation criteria⁸³ that were used to guide the Assessment of Development Results: relevance, effectiveness, efficiency and sustainability.

5.1.1 UNDP WITHIN THE UN SYSTEM

UNDP has provided some effective inter-agency support, but can do more

UNDP has provided some effective inter-agency support to national needs, including the youth report, support to the Human Rights Commission, and the MDG reports, which provide useful examples and experiences of collaboration. As the largest UN agency on site and given its multi-sectoral mandate, there is scope for greater UNDP support in knitting the country team together.

UNDP is a valued and trusted Government partner

Within the UN system, the presence and contribution of the UNDP country office is of paramount importance to the Government, especially given the fact that most donors do not prioritize the Maldives as a beneficiary country. UNDP support is viewed very positively by the Government, particularly at the central level. The most valued UNDP attributes include its longstanding presence, its flexibility and responsiveness, including to unplanned emergencies or changing development plans and its ability to provide as well as to access international expertise. UNDP has over time evolved a very

good sense of the challenges the country faces and is able to provide guidance and technical assistance from this standpoint. UNDP has forged strong working relations with government implementing counterparts, as well as some good private-sector and civil society partnerships, having contributed to the development of civil society in the country.

5.1.2 THE UNDP COUNTRY PROGRAMME

The UNDP country programme would achieve more with fewer interventions and a more strategic approach

The UNDP programme, like that of other UN agencies, is spread too thinly, thus reducing effectiveness. Partly because UNDP is one of the few international agencies in the country, it stretches too few human and financial resources over a very wide range of interventions. At the same time, this range of initiatives may be too much for the country's absorptive capacities, and too much might be undertaken in areas like governance. Although UNDP interventions are relevant and provide a justified response to national needs, they are sometimes not sufficiently fitted to ministries' priorities. At times, they also tend to over-stretch government capacity.

Overall, UNDP has been particularly effective in its support at the policy level, especially in the area of governance, but less so at the atoll and island level

UNDP's effective policy support covers the democratization process, the decentralization process, legislative reform, and environmental

⁸³ Op. cit.

management. When it comes to governance, there is much more to be done to reinforce democratic gains, still considered as fragile by many, particularly as regards the country's capacity for tolerance of opposing viewpoints and beliefs. There is a pressing need to unblock the stalemate in parliament and the capacity of key institutions such as parliament and the judiciary remains worryingly weak.

There are mixed results with regard to support in the area of livelihoods and post-tsunami reconstruction at the atoll and island level, with many complaints of irregularity, lack of transparency, and wastage. While some individuals and communities benefited, others were not able to use or to sustain the benefits extended to them. In some cases, the support resulted in unusable structures, such as the waste management sites, or in a glut on the market because of support for the same livelihoods activities. This is partly due to the fact that the islanders' capacity to tap into regional or national systems – markets, transport, knowledge, and investment opportunities, among others – was not significantly enhanced during these interventions. Such an objective cannot be achieved by one or more projects without a national policy framework and a government-led integrated effort supported by multiple agencies.

UNDP has also been effective in advocacy, including through support to interventions like the inter-agency MDG and Youth Voices reports. However, while use has been made of the reports of the independent UN-appointed Special Rapporteurs, they have not been utilized fully as advocacy tools.

Weak capacity is the most significant barrier to sustained progress

Weak capacity and institutional frameworks are the most significant barriers to effective implementation and sustainability. There have been some positive results with regard to capacity development at the policy level, for example, in the area of energy, effective waste management, and climate change. However, opportunities

to develop national capacities are sometimes missed through reliance on international rather than national consultants and the failure to pair nationals with internationals to enable learning.

The view of UNDP effectiveness at the island/atoll level is very different from that at the central level

The best example of this is the support that UNDP provides to disaster management. The central level believed that UNDP had responded well in its efforts to strengthen national capacity, including by integrating disaster risk reduction in the national building code, school curriculum, and enhancing national capacity. At the island/atoll level, however, there appeared to be little awareness of how to deal with disaster and much confusion about roles.

Gender equality and youth remain major areas requiring support

In spite of progress towards gender parity at primary and secondary levels, gender equality and the rights of women are a particular concern at many levels, and this area has been one of the most impacted by the transition given institutional changes and loss of access to resources at a time when strengthening conservative trends threaten progress to date. At the same time, capacity for gender analysis and programming is limited within the country and appears insufficiently developed within UNDP. Gender stereotypes remain largely unchallenged whether through regular project or non-project interventions or disaster-response interventions such as the tsunami.

UNDP and the UN system have played an important role in drawing national attention to youth issues through their support for the Youth Voices report and the laudable participatory process this followed. However, this has not been followed through. While youth – nearly 50 percent of the country's population – face serious challenges ranging from high unemployment to paucity of leisure facilities to high drug abuse and vulnerability to HIV/AIDS, and although there is widespread parental and community concern,

there is no adequate national or UN system response. This bodes ill for the country's future political and socio-economic development.

Although HIV/AIDS is recognized as a threat of potentially disastrous proportions at the central level, there is little awareness of the problem at the local level, even though there is widespread concern among the population in both Malé and the atolls about drug use and unsafe sexual behaviour. The effectiveness of the HIV/AIDS programme is limited due partly to the Global Fund's focus on numerical targets rather than qualitative results and partly due to lack of clarity regarding roles and ownership, although this may be on the way to being solved. However, the HIV/AIDS initiative may not be sustainable after the out-posted project personnel leave because limited capacity has been built and the Government would not be able to match their salaries.

5.1.3 PROJECT DESIGN, IMPLEMENTATION AND MONITORING

UNDP programme design and implementation need to be more robust

It is difficult to establish a logical flow in the thematic areas between government priorities, UNDAF outcomes and UNDP country programme. The reasons, some of which are beyond the country office's control, include changes in national plans, broad UNDAF statement of outcomes, and the fact that project reporting does not generally trace the link from outputs to outcomes using baselines and indicators.

UNDP-hosted cross-sectoral and thematic meetings that bring counterparts together as part of mid-term and other review processes have been useful learning opportunities. UNDP has also facilitated project implementation by enabling partners to address lack of clarity and tensions through joint task forces and other mechanisms. In the case of the important Atoll Ecosystem-based Conservation Project, the mid-term evaluation findings were used to support a

participatory revision by project management and stakeholders, leading to valuable intermediate results.

The practice of embarking on projects with budgets that are partly unfunded on the basis that the remainder would be raised while implementation proceeds is a risky one. There are less risky approaches such as preparatory assistance, obtaining co-funding commitments from Government, phasing project activities with reviews before new phases, etc.

In general, risk factors are identified at the project formulation stage, but it is not clear that the mitigation strategies proposed would effectively deal with the risks or that key barriers have been identified and addressed.

Sustainability of project results and services is often in doubt

Few of the projects had developed exit strategies with serious implications for sustainability of interventions. Where there are clearly defined exit strategies, there are question marks as to whether they will work. Some projects rely on further funding to become available for continued interventions or replication.

Limited investment in monitoring and evaluation

Partly due to the impact of the tsunami, there was insufficient documentation to fully assess development results, particularly in the area of poverty reduction. There seemed to be better availability of reporting and evaluation documents in the case of the environment and HIV/AIDS projects where globally mandated criteria appear to be more strictly enforced.

5.2 RECOMMENDATIONS

The evaluation team addresses the following recommendations primarily to the UNDP country office for action, but they are equally of interest to the Government in its role as beneficiary and other stakeholders and agencies as

partners with UNDP. This section is organized in three clusters of recommendations. The first one focuses on the strategic level; the second on the components of the UNDP country programme and the third on project design. All clusters are considered of equal importance and priority. However, within each cluster the recommendations are in order of importance.

5.2.1 AT THE STRATEGIC LEVEL

Recommendation 1: UNDP should continue to provide support to the small UN Country Team to strive towards a higher level of joint planning, implementation and monitoring.

For a small country such as the Maldives with only four UN agencies on the ground, and with a very modest resource base, UNDP as part of the UNCT will be more effective if agencies increased the proportion of truly joint interventions. It is not enough to simply avoid duplication or exchange information – there is a need to further complement and achieve an enhanced level of synergy between the respective country programmes of the UN agencies active in the Maldives particularly given the small resource base.

Recommendation 2: UNDP must adopt a more strategic approach in its country programme – an approach which has a sharp focus on a narrower range of themes while addressing the main barriers of weak policy and weak capacity.

Such an approach is more effective if UNDP and the UN system in the Maldives can revert to a five-year cycle thus ensuring a more predictable timescale within which to plan strategically. The UNDP effort is currently spread too thinly and its work at the atoll/island level is patchy and not very effective. Furthermore, the two main barriers to sustainable development (lack of capacity and lack of policy) still present a challenge. Attempts to harmonize UNDP's planning cycle with that of the Government are not possible since the latter tends to change at different frequency.

Recommendation 3: The focus of the UNDP country programme should continue to be upstream, at the central and (eventually) at provincial level.

At a minimum, all interventions should have a strong policy component or arise directly from one.

5.2.2 ON THE UNDP COUNTRY PROGRAMME COMPONENTS

Recommendation 4: UNDP should reduce its effort in the poverty alleviation thematic area at the community level and concentrate instead on the policy level.

It should focus initially at central Government level and eventually at provincial government level (not activities at the local level) when the decentralization policy starts showing results. Addressing poverty upstream can set the foundations for follow-up work by the likes of the Asian Development Bank and the World Bank.

Recommendation 5: The country programme should continue to focus on governance/human rights as a flagship theme at the central level, with particular emphasis on the judiciary and parliamentary development; and it should move into provincial government support as and when the decentralization policy starts showing results. UNDP has a comparative advantage in the area of governance, it has credibility, and it has some successes – it should build on these positives.

Recommendation 6: UNDP should refocus environment work on climate and biodiversity while broadening the resource base beyond GEF and exploring the possibility of support from the private sector.

Adaptation to climate change (not a focus on reducing carbon emissions) is a matter of survival for the Maldives. This is also true for protection of the coral reef ecosystems and coastal vegetation – both from the point of view of physical protection, and as the main attraction for the tourism industry.

Recommendation 7: Pass on the coordination and initiative on disaster and risk management activities to the National Disaster Management Centre, ensuring that it is strengthened as part of programme implementation.

This is a core function of the Government and UNDP should be enhancing Government capacity to take it over rather than carrying out the function.

Recommendation 8: Develop Government capacity to manage the HIV/AIDS programme with a view to handing over the programme to the Government and giving the lead within the UNCT to UNFPA and WHO.

UNDP's involvement was brought about because of the lack of capacity in Government. The aim of the organization should therefore be to remove this barrier by building the capacity and handing the programme back to the Government.

Recommendation 9: UNDP should adopt and support a strategic approach to gender equality.

It should address gender stereotypes that promote the empowerment of women through greater opportunity for participation of women at senior levels in government, access to non-traditional occupations (in particular out of Male), equality within the family, and access to justice. UNDP should build on the successes achieved through the reform of the Constitution and other human rights initiatives.

Recommendation 10: While not necessarily taking a programme lead on youth, UNDP should facilitate UNCT action so that it, together with other relevant agencies, can support a sustained and strategic national intervention to tackle this pressing concern.

Addressing the challenges facing youth is one of the most pressing needs of the Maldives. As demonstrated by the Youth Voices project, youth is a good area for a joint UN approach with each

agency contributing from its area of comparative advantage. UNDP should lead through facilitation and funding.

5.2.3 ON PROJECT DESIGN

Recommendation 11: Except for one-off responses to emerging needs, UNDP must ensure that right at the design stages, a project fits within the strategic framework of the Country Programme Document outcomes which in turn should fit with the UNDAF.

Each project must be within the adopted intervention strategy, building on previous work and leading to the next. To the extent possible, UNDP projects should seek to complement and cooperate with projects of UNCT partners, focus on the country's strategic needs, build on earlier results and lead strategically to new ones.

Recommendation 12: All interventions must aim to increase local capacity (a main barrier to sustainable development) and enhance empowerment.

All interventions must leave behind enhanced capacity and indicators should be created to ascertain this. In seeking always to enhance local capacity, project consultants should be sought first at the local level and all international consultants should be twinned with locals. Projects must be designed to address barriers (such as capacity and policy gaps) more overtly and more directly.

Recommendation 13: Engage in effective performance monitoring for adaptive management and make exit strategies and sustainability plans an essential element of all projects

Structured monitoring informs management on any adjustments and adaptations necessary in view of changed circumstances. Enhance capacity during project life to enable effective handover of project products and/or services. Aim for outcomes, not merely outputs.

TERMS OF REFERENCE

ASSESSMENT OF DEVELOPMENT RESULTS IN THE REPUBLIC OF MALDIVES REVISED, COMPREHENSIVE TERMS OF REFERENCE¹

1. INTRODUCTION

The Evaluation Office of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. Assessment of Development Results reports are carried out within the overall provisions contained in the UNDP Evaluation Policy.² The overall goals of an assessment are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

In particular, the Evaluation Office plans to conduct an Assessment of Development Results in the Republic of Maldives (*the Maldives*) during 2009. The assessment will contribute to a new country programme that will be prepared by the Maldives country office and national stakeholders.

2. BACKGROUND FOR THE ASSESSMENT OF DEVELOPMENT RESULTS

With a total population of around 300,000 and an area of 298 sq km, the Maldives is a small island country located in the Indian Ocean. The islands, which number 1,192, cross strategic shipping routes and are rich in biodiversity. The coral reefs are the seventh largest in the world and cover an area of 8,920 sq km.

Over the past 25 years, due to the tourism and fishing industries and effective management of such resources, the Maldives has experienced sustained growth and rising prosperity. Real GDP growth has averaged over seven percent a year, during the same period. Between 1997 and 2007, GDP has increased more than sevenfold. In 1997, GDP was \$0.14 billion; in 2007, it became \$1.1 billion. The GNI per capita, as of 2007, was \$3,510, three times more the approximate average of South Asia³. The Maldives ranks 100th out of an estimated 177 countries in the 2007/2008 UNDP Human Development Report.

The Maldives' growth in prosperity is also observed in its progress to attaining the Millennium Development Goals (MDGs). The country's first MDGs Report (2005) showed that it had either met or was on track to achieving the MDGs, with the exception of Goal Three on promoting gender equality and empowering women, and Goal Seven on ensuring environmental sustainability.

¹ These ToRs have been revised and updated following the scoping mission

² <http://www.undp.org/eo/documents/Evaluation-Policy.pdf>

³ The 2007 World Bank Country Assistance Strategy

The country's economic and social prosperity was severely interrupted by the tsunami in December 2004, when 29,000 people were displaced from their homes and approximately a quarter of the country's 87 resorts were closed. The economy has rebounded since then. The country held its first multi-party presidential election in October 2008.

The strategy of the Government of Maldives to attaining the status of an upper middle-income country has been articulated in its Sixth (2001-2005) and Seventh (2006-2010) National Development Plan the latter which meets all the requirements of a Poverty Reduction Strategy Paper (PRSP). The eight key principles underpinning the seventh development strategy are: i) national ownership; ii) enhanced trust and confidence; iii) economic opportunity for all; iv) gender equality; v) environmental sustainability; vi) human rights; vii) civil society participation; and viii) results focus.

UNDP's support to the Maldives has been articulated in its 2003-2007 and 2008-2010 country programmes. The main components of the 2003-2007 programme were fighting poverty by: i) consolidating, extending and mainstreaming the experience in decentralized development planning achieved under the Atolls Development Programme; ii) strengthening the Government's capacity to monitor and track its poverty alleviation programme; and iii) providing strategic policy initiatives to support the Government's short-, medium- and long-term policy formulation on development management. During this programme period, UNDP joined the national and international effort towards immediate relief and long-term recovery from the 2004 tsunami, which struck the Asia-Pacific region, including the Maldives.

The current UNDP country programme 2008-2010 was developed with an aim to support the country's development strategy with a focus on: i) economic diversification and inequality management; ii) capacity development in environmental protection and risk-management

measures; iii) and strengthening of democratic institutions in light of the democratic governance reforms announced by the Government in 2003. The programme is organized around the three UNDP corporate practice/thematic areas: democratic governance, environment and energy, and poverty reduction. Two cross-cutting themes mainstreamed into programme components include: empowerment of women and youth.

The findings of this Assessment of Development Results will be used as inputs to the new country programme within the context of the UNDAF and will provide an opportunity to enhance the relevance and strategic positioning of UNDP interventions in light of the new national strategy.

3. OBJECTIVES

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles (2003-2007 and 2008-2010). The evaluation has two main components: the analysis of UNDP's contribution to development results and the strategic positioning of UNDP.

DEVELOPMENT RESULTS

The assessment of the development outcomes will entail a comprehensive review of the UNDP programme portfolio of the previous and ongoing programme cycles and including the special portfolio of interventions following the tsunami. This includes an assessment of development results achieved and the contribution of UNDP in terms of key interventions; progress in achieving outcomes for the ongoing country programme; factors influencing results (UNDP's positioning and capacities, partnerships, policy support); and achievements/progress and contribution of UNDP in practice areas (both in policy and advocacy); analysing the crosscutting linkages and their relationship to MDGs and UNDAF. The analysis of development results will identify challenges and strategies for future interventions. A core set of criteria shown below will be applied in assessing the results:

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What were critical gaps in UNDP programming?
- **Effectiveness:** Did UNDP programmes accomplish their intended objectives and planned results? What are the strengths and weaknesses of the programmes? What are the unexpected results they yielded? Should they continue in the same direction or should their main tenets be reviewed for the new cycle?
- **Efficiency:** How well did UNDP use its resources (human and financial) in achieving its contribution? What could be done to ensure a more efficient use of resources in the specific country/sub-regional context?
- **Sustainability:** Did UNDP programmes incorporate adequate exit strategies and capacity development measures to ensure sustainability of the results? Are the benefits of UNDP interventions sustained and owned by national stakeholders after the intervention is completed?

STRATEGIC POSITIONING

The evaluation will assess the strategic positioning of UNDP both from the perspective of organization and the development priorities in the country. This will entail: i) a systematic analysis of UNDP's place and niche within the development and policy space in the Maldives; ii) the strategies used by UNDP in the Maldives to strengthen the position of UNDP in the development space and create a position for

the organization in the core practice areas; iii) from the perspective of the development results for the country the assessment will evaluate the policy support and advocacy initiatives of UNDP programme vis-à-vis other stakeholders. The evaluation will analyse a core set of criteria related to the strategic positioning of UNDP, as shown below:

- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?
- **Contribution to UN values:** How did UNDP assist national efforts in the attainment of MDGs? To what extent did UNDP programmes address and contribute to the issues of social and gender equity? To what extent did UNDP programmes address the needs of vulnerable and disadvantaged?
- **Strategic partnerships:** How has UNDP leveraged partnerships within the UN system as well as with international development partners, national civil society and private sector?
- **Contribution to UN coordination⁴:** Has UNDP effectively supported the development of a more effective, efficient, and coherent United Nations system at the country level? Has UNDP been effectively working together with other UN partners and using expert resources elsewhere in the UN system wherever appropriate?

Further elaboration of the criteria and the sub-criteria will be provided in the *Assessment of Development Results Manual 2009*. The manual has just been released and made available at the time of writing.

⁴ This criterion assesses UNDP's role in UN coordination, as stated in the UNDP Strategic Plan (2008-2011). *UNDP has been requested to strengthen its role in supporting the promotion of coordination, efficiency and effectiveness of the United Nations system as a whole at the country level. In its resolutions 59/250 and 62/208, the General Assembly reiterated that the management of the resident coordinator system "continue[d] to be firmly anchored in the United Nations Development Programme"*

Further, the evaluation will also consider the influence of administrative constraints affecting the programme and specifically UNDP's contribution (including issues related to the relevance and effectiveness of the monitoring and evaluation system). If during initial analysis these are considered important, they will be included in the scope of the evaluation. Within the context of partnerships with the UN system and overall UN coordination, the specific issue of the development of joint programmes will be examined.

4. EVALUATION METHODS AND APPROACHES

DATA COLLECTION

In terms of data collection, the evaluation will use a multiple method approach that could include document reviews, group and individual interviews (at headquarters, regional offices and the country office), project/field visits and surveys or questionnaires, as appropriate. The set of methods will vary and will reflect the precise nature of the aspects under examination and the personal expertise of the team member.

VALIDATION

The evaluation team will use a variety of methods to ensure that the data is valid, including triangulation.

STAKEHOLDER INVOLVEMENT

An inclusive approach, involving a broad range of partners and stakeholders, will be taken. The Assessment of Development Results will have a process of stakeholder mapping that would identify both UNDP's direct partners as well as stakeholders who do not work directly with UNDP, but play a key role in a relevant outcome or thematic area in a national context. These stakeholders would include representatives from the Government, civil-society organizations, the private sector, UN organizations, other multi-lateral organizations, bilateral donors, and most importantly, the beneficiaries of the programme.

5. EVALUATION PROCESS

The evaluation will also follow the Assessment of Development Results Guidelines, according to which the process can be divided in three phases, each including several steps.

PHASE 1: PREPARATION

- **Desk review** – Based on the preparatory work by the Evaluation Office (identification, collection and mapping of relevant documentation and other data), the evaluation team will analyse, *inter alia*, national documents and documents related to UNDP's programmes and projects over the period being examined.
- **Stakeholder mapping** – The evaluation team will prepare a basic mapping of stakeholders relevant to the evaluation in the country carried out at the country level. The mapping exercise will include state and civil-society stakeholders and go beyond UNDP's partners and will also indicate the relationships between different sets of stakeholders.
- **Scoping mission** – A scoping mission to the country has been carried out to:
 - Ensure the country office and key stakeholders understand the ADR objectives, methodology and process
 - Clarify the understanding of development challenges of the country with the Government and other key stakeholders in the country
 - Understand the perspective of key stakeholders on the role of UNDP in addressing development challenges with a view to formulating focused evaluation questions
 - Deepen the understanding of UNDP programme, projects and activities with the country office staff
 - Develop a concrete plan in conducting this evaluation in consultation with the country office staff, including selection of data collection methods, selection of

projects for field visits and addressing logistical issues

- Identify and collect further documentation, as required
 - Address management issues related to the rest of the evaluation process including division of labour among the team members
 - The scoping mission was undertaken by the team leader and the task manager and lasted just over one week.
- **Inception report** – An inception report has been prepared by the team leader, following the scoping mission. The report presents the evaluation design, which encompasses the stakeholder mapping, evaluation questions and methods to be used, information sources and plan for data collection, including selection of project/field sites for visits, and design for data analysis.

PHASE 2: CONDUCTING ASSESSMENT OF DEVELOPMENT RESULTS AND DRAFTING EVALUATION REPORT

- **Main mission** – A mission of three weeks to the Maldives (as well as a brief visit to Colombo) will be undertaken by the evaluation team in line with the inception report plans. The team will visit significant project/field sites as identified in the scoping mission. At the exit meeting of the mission with key stakeholders, the evaluation team will provide a debriefing of the preliminary findings to the country office and key stakeholders, take initial comments and validate the preliminary thoughts.
- **Analysis and reporting** – The information collected will be analysed and the draft report will be prepared by the evaluation team within two weeks after the departure of the team from the country. The draft report will be submitted by the team leader to the task manager, who will review the report

to ensure that it complies with the terms of reference, the inception report and the professionally acknowledge quality standards and guidelines.⁵

- **Review** – Once the draft report is accepted by the task manager based on its satisfactory quality, it will be subject to a formal review process. This process entails: (a) a technical review by the Evaluation Office; (b) a review by UNDP country office, the Regional Bureau for Asia and the Pacific and the Government focusing on factual errors and omissions and errors in interpretation; and (c) a review by two external experts. The team leader in consultation with the task manager will prepare an audit trail to show how these comments are taken in to account in the revision process. The team leader has the overall responsibility to address these comments in the finalization of the Assessment of Development Results report.
- **Stakeholder meeting** – A meeting with the national stakeholders will be organized in the country to present the results of the evaluation and examine ways forward. The purpose of the meeting is: to facilitate greater buy-in by national stakeholders for taking forward the lessons and recommendations from the report; and to strengthen the national ownership of development process and the necessary accountability of UNDP interventions at country level

PHASE 3: FOLLOW-UP

- **Management response** – UNDP Associate Administrator will request the country office to prepare a management response to the Assessment of Development Results. As a unit exercising oversight, Regional Bureau for Asia and the Pacific will be responsible for monitoring and overseeing the implementation of follow-up actions in UNDP's publicly available on-line database, the Evaluation Resource Centre⁶.

⁵ This includes UN Evaluation Group Norms and Standards (2005) and ADR guidelines and manual.

⁶ erc.undp.org

- **Communication and dissemination** – The Assessment of Development Results report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to UNDP Executive Board by the time of approving a new Country Programme Document.

as the draft evaluation report. The Evaluation Office is ultimately responsible for assuring the evaluation quality.

The timeframe and responsibilities for the evaluation process are as follows:

Activity	Estimated Date (to be discussed further with the CO and RBAP and will depend on the schedule of the evaluators)
Collection and mapping of documentation by the research assistant	Mid April to end May
Desk review by the evaluation team	May-June
Evaluation team meeting in UNDP New York	Early July
Scoping mission to the Maldives	Mid to late July
Inception report and full ADR ToR	Mid-August
Main ADR mission to the Maldives	October
Submission of first draft report	Mid-November
Comments from Evaluation Office and Advisory Panel	November/December
Submission of second draft report	Mid-December
Factual corrections from CO, RBAP, and the Government	End December
Issuance of final report	Early January
Stakeholder workshop	Last week of January

It will be widely distributed to stakeholders in the country and at UNDP headquarters, to evaluation outfits of other international organizations, and to evaluation societies and research institutions in the region. The report and the management response will be published on the UNDP website⁷ and the Evaluation Resource Centre. Its availability will be announced on UNDP and external networks.

QUALITY ASSURANCE

The Evaluation Office task manager is responsible for enhancing the quality of the process and products. There will be at least two external evaluation experts identified to review the inception report, as well

6. MANAGEMENT ARRANGEMENTS

UNDP EVALUATION OFFICE

The Evaluation Office task manager will manage the evaluation process. She will support the team in designing the evaluation, ensure coordination and liaison with UNDP Maldives country office, the Regional Bureau for Asia and the Pacific, and other concerned units at its headquarters, supervise the work of the research assistant, participate in the missions, provide ongoing advice and feedback for quality enhancement, manage the review process, and assist the team leader, as appropriate, in finalizing the report.

The evaluation team will be supported by the research assistant based in the Evaluation Office

⁷ www.undp.org/eo/

at the initial stage of the process to collect and organize necessary information, and by the programme assistant throughout the process on logistical and administrative matters.

The Evaluation Office will meet all costs directly related to the conduct of the Assessment of Development Results. These will include costs related to participation of the team leader, international and national consultants, as well as the preliminary research and the issuance of the final Assessment of Development Results report. The Evaluation Office will also cover costs of any stakeholder workshops as part of the evaluation.

The evaluation team

The team will be constituted of three members:

- Team leader (international consultant), with overall responsibility for providing guidance and leadership, and in coordinating the draft and final report;
- International team member (international consultant), who will support the team leader and provide the expertise in the core subject areas of the evaluation, and be responsible for drafting relevant parts of the report;
- National team member (national consultant), who will undertake data collection and analyses at the country-level, provide the expertise in the core subject areas of the evaluation and be responsible for drafting relevant parts of the report, as well as support the work of the missions, as necessary.

The work of the evaluation team will be guided by UNDP Evaluation Policy (2006) and the Norms and Standards established by the United Nations Evaluation Group (UNEG). The members must adhere to the ethical guidelines for evaluators in the UN system and the Code of Conduct⁸, also established by UNEG.

UNDP country office in the Maldives

The country office will support the evaluation team in liaising with key partners and other stakeholders, making available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and taking a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations. Project and mandatory outcome evaluations provide essential building blocks to the ADR analysis. Therefore, the country office is responsible for completing relevant planned evaluation activities in time for the ADR. The office will also be requested to provide additional logistical support to the evaluation team as required. The country office will contribute support in kind (for example, office space for the evaluation team) but the Evaluation Office will cover local transportation costs.

7. EXPECTED OUTPUTS

The expected outputs from the evaluation team are:

- The inception report (maximum 20 pages plus annexes)
- The final report "Assessment of Development Results – Maldives" (maximum 50 pages plus annexes), which is in line with the Assessment of Development Results 2009 manual and meets the quality standards outlined in the UNEG and UNDP guidelines.
- An Evaluation Brief (maximum 2 pages)
- A presentation at the stakeholder meeting

All drafts will be provided in English. In producing written materials, the evaluation team is expected to apply guidance from the UNDP Evaluation Office Publications Manual.

⁸ All documents available at www.uneval.org

8. QUALIFICATIONS OF TEAM MEMBERS

The team leader must have a demonstrated capacity in strategic thinking and policy advice and leading an evaluation of complex programmes in the field; substantive knowledge of two or more of the programmatic areas of UNDP's work in the Maldives or in the region; in-depth knowledge of development issues in the Maldives and/or other countries in the region;

advanced degree in the social sciences or related fields; proven drafting skills and leadership skills. Familiarity with UNDP or UN operations will be a plus.

The team members should have substantive knowledge of one or two programmatic areas of UNDP's work in the Maldives or in the region. In-depth knowledge of development issues in the Maldives and/or other countries in the region is desirable.

Annex 2

SCOPE OF THE ASSESSMENT OF DEVELOPMENT RESULTS

(TABLE 5 FROM INCEPTION REPORT)

THEMATIC AREA	PROJECT/INTERVENTION	STATUS AND GEOGRAPHICAL SCOPE
MDGs and Poverty	Pearl culture	Ongoing, Baa Atoll
	IF Window 2 Trade Programme – Trade Information, Capacity Building	Ongoing, mainly Malé based
	Support to integrated farming	Ongoing, northern atolls
	MDGs, Advocacy and Country Action Plan; MDG Report Second Vulnerability and Poverty Assessment	Closed, mainly Malé based
	Atoll development for sustainable livelihoods	Closed, various atolls
	Gender and economic empowerment	Pipeline ⁹
HIV/AIDS (one project nine components)	Expanding access to quality HIV/AIDS treatment	All ongoing, country-wide with a special focus on Malé and Addu Atoll
	Increasing awareness about STDs	
	Preventing HIV among young people	
	Preventing HIV among population	
	Strengthening health services capacity	
	Strengthening health systems capacity	
	Strengthening multisectoral response to HIV/AIDS	
	Strengthening strategic information on HIV/AIDS	
	Strengthening the prevention and control of STIs	
Governance	Support to the Human Rights Commission	All ongoing, very upstream and focused on Malé
	Human Rights and Access to Justice in Maldives	
	Building Efficient Service Oriented Transparent System	
	Integrity in Action in the Maldives	
	Support to the Review of the Constitution in Maldives	
Environment	Atoll Ecosystem-Based Conservation of Globally Significant Biological Diversity in the Maldives	Ongoing, extended, Baa Atoll
	National Capacity Self-Assessment (NCSA)	Closed, upstream, Malé based
	National Framework For Solid Waste Management	Ongoing, mainly upstream, Malé based
	Renewable Energy Technology Application Development Project	Ongoing, mainly Malé based
	Sustainable Land Management Project	Ongoing, various locations

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⁹ Projects that are in the pipeline cannot be assessed, but will be taken into account when determining the scope and applicability of UNDP interventions and whether there are any significant gaps.

◀ (cont'd)

THEMATIC AREA	PROJECT/INTERVENTION	STATUS AND GEOGRAPHICAL SCOPE
	PA Integrating Climate Change Risks into Maldivian safer island policy	Pipeline, mainly Malé based
	Mangroves for the Future	Ongoing, regional
Disaster	Disaster Management and Environment for sustainable development	Ongoing, upstream, mainly Malé based
	Capacity Building for Crisis Prevention and Recovery	Ongoing, Malé and islands
	Disaster Risk Reduction, Mainstreaming and Management in schools	Ongoing, nationwide
Tsunami	Shelter	All closed, nationwide
	Livelihoods	
	Infrastructure (harbour redevelopment)	
Non-Project interventions ¹⁰	Support to UN Common Programming and Joint Programming; and, Support to “Delivering as One” UN in the Maldives	Current
	Leadership in Tsunami Recovery	Past
	Coordination with non-resident UN agencies and the international organizations/embassies	Current

¹⁰ A number of non-project interventions come within one or other of the main thematic areas (e.g., governance) these will be considered under the relevant thematic area.

Annex 3

ASSESSMENT OF DEVELOPMENT RESULTS PLANNING MATRIX

(TABLE 4 FROM INCEPTION REPORT BASED ON TEMPLATE FROM ADR METHOD MANUAL, JULY 2009)

Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
Effectiveness				
1 Progress towards achievement of the UNDAF outcomes and CPD objectives	<ul style="list-style-type: none"> Did the programme implementation across all thematic areas in both CPs contribute to progress towards the stated outcomes and objectives? 	<ul style="list-style-type: none"> Achievement of, or progress towards objectives and outcomes with reference to indicators 	<ul style="list-style-type: none"> Relevant documents, especially UNDAF and CPDs, Terminal Reports, Terminal Evaluations, Outcome Evaluations, etc 	<ul style="list-style-type: none"> Documents review
2 Alignment of programme with and relevance to UNDAF outcomes and CPD objectives	<ul style="list-style-type: none"> How do the projects and activities relate to the stated outcomes? Do they reflect the needs of the Maldives? How did the mix of different projects and non-project interventions contribute to maximizing the results? 	<ul style="list-style-type: none"> Match or mis-match between UNDP CP objectives and National Development Strategy and Manifesto 	<ul style="list-style-type: none"> Relevant documentation Senior Government officials UNDP CO management 	<ul style="list-style-type: none"> Documents review Face-to-face consultations
3 Reaching poor and disadvantaged groups	<ul style="list-style-type: none"> Did the programme implementation have a positive impact on poor and disadvantaged groups? How was that impact achieved? 	<ul style="list-style-type: none"> A change in the numbers below the poverty line 	<ul style="list-style-type: none"> Various relevant documentation Repeat poverty surveys Atoll Government NGOs at atoll level Donor partners in Colombo 	<ul style="list-style-type: none"> Review of relevant documentation Consultations with relevant NGOs and donor partners Observations in the field (Baa and Kulhudhuffushi)

(cont'd) ►

◀ (cont'd)

Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
4 Achieving democracy and respect for human rights	<ul style="list-style-type: none"> ▪ What influence did UNDP have on the political changes in the Maldives? ▪ Is the Maldives more democratic, is there a greater respect for human rights and is the ordinary citizen better off as a result of the UNDP interventions? 	<ul style="list-style-type: none"> ▪ Confidence and credibility in society. ▪ Robust institutional framework. ▪ Capacity at Central Govt level. ▪ Awareness at atoll and island levels. 	<ul style="list-style-type: none"> ▪ Mainly in Malé institutions. ▪ Key documents on procedures. ▪ Citizens across political spectrum. 	<ul style="list-style-type: none"> ▪ Face-to-face consultations with Govt officials (central and local). ▪ Random survey with citizens to assess views and awareness. ▪ Documents examination to confirm due process.
5 Sustainability of environment and natural resources	<ul style="list-style-type: none"> ▪ Is the Maldives environment in better shape as a result of UNDP interventions? ▪ To what extent has UNDP support strengthened national capacity to manage the environment in a sustainable manner including adaptation to climate change? 	<ul style="list-style-type: none"> ▪ Environment management plans ▪ Awareness ▪ Waste Management Plans/Strategies ▪ Renewable Energy Strategies 	<ul style="list-style-type: none"> ▪ Mainly in Baa Atoll with additional administrations as opportunities arise. ▪ Central Government in Malé. 	<ul style="list-style-type: none"> ▪ Face-to-face consultations with Govt officials (central and local). ▪ Face-to-face consultations with beneficiaries (e.g. AIG). ▪ Documents examination to assess capacity.
6 Disaster preparedness	<ul style="list-style-type: none"> ▪ Is Maldives better able to cope with a disaster on the scale of the 2004 tsunami as a result of UNDP interventions? 	<ul style="list-style-type: none"> ▪ Existence of Contingency Plans ▪ Emergency kits ▪ Level of awareness 	<ul style="list-style-type: none"> ▪ Local Government at atoll and island level. ▪ Schools administrations. ▪ Central Govt in Malé. 	<ul style="list-style-type: none"> ▪ Face-to-face consultations and documents examination of selected Islands in the northern atolls, Baa and Addu. ▪ Extended to other atolls through electronic questionnaire.
7 Tsunami Recovery Programme	<ul style="list-style-type: none"> ▪ How well did UNDP perform its coordination role? ▪ Did the assistance reach those most in need? 	<ul style="list-style-type: none"> ▪ Views of UNDP performance ▪ Examples of recovery and rehabilitation 	<ul style="list-style-type: none"> ▪ Donors and other partners ▪ Beneficiaries at island level ▪ Government officials at Malé level 	<ul style="list-style-type: none"> ▪ Electronic survey of donors ▪ Face-to-face consultations with donor partners in Malé and Colombo ▪ Site observations at island level as opportunities arise

(cont'd) ▶

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Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
8 HIV/AIDS	<ul style="list-style-type: none"> ▪ Has the investment in prevention been worthwhile? ▪ Is it likely to prevent an epidemic? 	<ul style="list-style-type: none"> ▪ Preventive measures in place ▪ HIV/AIDS prevalence statistics 	<ul style="list-style-type: none"> ▪ Relevant atoll governments ▪ Health authorities in Malé ▪ Relevant reports 	<ul style="list-style-type: none"> ▪ Review statistics ▪ Consultations with relevant NGOs and health officials in Addu ▪ Consultations with relevant health officials in Malé
Efficiency				
1 Managerial efficiency	<ul style="list-style-type: none"> ▪ Have the programmes been implemented within deadlines, costs estimates? ▪ Have UNDP and its partners taken prompt actions to solve implementation issues? 	<ul style="list-style-type: none"> ▪ Project extensions, cost overruns ▪ Length of project formulation periods 	<ul style="list-style-type: none"> ▪ Relevant documents, especially UNDAF and CPDs, Terminal Reports, Terminal Evaluations, Outcome Evaluations, etc 	<ul style="list-style-type: none"> ▪ Documents review ▪ Consultations with UNDP CO staff
2 Programmatic efficiency	<ul style="list-style-type: none"> ▪ Were the UNDP resources focused on the set of activities that were expected to produce significant results? ▪ Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results? 	<ul style="list-style-type: none"> ▪ Focus of project activities; project design ▪ Examples of collaboration across projects ▪ Supplementary support through non-project interventions 	<ul style="list-style-type: none"> ▪ CPDs, Project Documents ▪ Annual Work Plans ▪ UNDP CO 	<ul style="list-style-type: none"> ▪ Documents review ▪ Consultations with CO
3 Avoiding over-burdening of other partners	<ul style="list-style-type: none"> ▪ Did the programme implementation place an undue burden on some partners? ▪ If so, what were the consequences? 	<ul style="list-style-type: none"> ▪ Partner satisfaction or disappointment with arrangements 	<ul style="list-style-type: none"> ▪ Various reports and similar documentation ▪ Donor partners ▪ UNDP CO 	<ul style="list-style-type: none"> ▪ Review of relevant documentation ▪ Consultations with relevant donor partners in Malé and Colombo
Sustainability				
1 Design for Sustainability	<ul style="list-style-type: none"> ▪ Were interventions designed to have sustainable results given the identifiable risks and did they include an exit strategy? 	<ul style="list-style-type: none"> ▪ Sustainability/exit strategies 	<ul style="list-style-type: none"> ▪ Project documents and project design 	<ul style="list-style-type: none"> ▪ Review of relevant documentation

(cont'd) ▶

◀ (cont'd)

Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
2 Issues at implementation and corrective measures	<ul style="list-style-type: none"> ▪ What issues emerged during implementation as a threat to sustainability? ▪ What were the corrective measures that were adopted? 	<ul style="list-style-type: none"> ▪ Reviews of SRF ▪ Examples of adaptive management 	<ul style="list-style-type: none"> ▪ Various project documentation ▪ UNDP CO Programme Managers 	<ul style="list-style-type: none"> ▪ Documents review ▪ Consultations with UNDP CO
3 Up-scaling of pilot initiatives	<ul style="list-style-type: none"> ▪ If there was testing of pilot initiatives, was a plan for upscaling of such initiatives, if successful, prepared? 	<ul style="list-style-type: none"> ▪ Examples of upscaling and replication 	<ul style="list-style-type: none"> ▪ Various project documentation ▪ UNDP CO programme managers 	<ul style="list-style-type: none"> ▪ Documents review ▪ Consultations with UNDP CO
Strategic Relevance				
1 Relevance against the national development challenges and priorities	<ul style="list-style-type: none"> ▪ Did the UN system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities? 	<ul style="list-style-type: none"> ▪ Match or mis-match between UNDAF and UNDP CP objectives and National Development Strategy and Manifesto 	<ul style="list-style-type: none"> ▪ Relevant documentation ▪ Senior Government officials ▪ UNDP CO management 	<ul style="list-style-type: none"> ▪ Documents review ▪ Face-to-face consultations
2 Leveraging the implementation of national strategies and policies	<ul style="list-style-type: none"> ▪ Did the UNDP's programme facilitate the implementation of the national development strategies and policies and play a complementary role to the Government? 	<ul style="list-style-type: none"> ▪ Government perspective (previous and current) 	<ul style="list-style-type: none"> ▪ Senior levels of previous Government ▪ Senior levels of present Government ▪ UNDP CO 	<ul style="list-style-type: none"> ▪ Face-to-face consultations
3 Corporate and comparative strengths	<ul style="list-style-type: none"> ▪ Was UNDP strategy designed to maximize the use of its corporate and comparative strengths? 	<ul style="list-style-type: none"> ▪ Government perspective ▪ UNDP CO perspective 	<ul style="list-style-type: none"> ▪ Senior levels of present Government ▪ UNDP CO 	<ul style="list-style-type: none"> ▪ Face-to-face consultations
Responsiveness				
1 Responsiveness to evolution and changes in development needs and political scene	<ul style="list-style-type: none"> ▪ Was UNDP responsive to the evolution over time of development challenges, priorities in national strategies, or significant shifts due to political changes? 	<ul style="list-style-type: none"> ▪ Match or mis-match between UNDP CP objectives and National Development Strategy and Manifesto 	<ul style="list-style-type: none"> ▪ Relevant documentation ▪ Senior Government officials ▪ UNDP CO management 	<ul style="list-style-type: none"> ▪ Documents review ▪ Face-to-face consultations
2 Responsiveness to the 2004 tsunami emergency	<ul style="list-style-type: none"> ▪ Did UNDP have an adequate mechanism to respond to the tsunami crisis? ▪ Is it better equipped now? 	<ul style="list-style-type: none"> ▪ Flexibility ▪ Capacity ▪ Contingency plans 	<ul style="list-style-type: none"> ▪ Relevant documentation, especially reports to donor partners 	<ul style="list-style-type: none"> ▪ Documents review ▪ Consultations with UNDP CO

(cont'd) ▶

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Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
3 Balance between short-term responsiveness and long-term development objectives	<ul style="list-style-type: none"> How are the short-term requests for assistance by the Government balanced against long-term development needs? 	<ul style="list-style-type: none"> Government perspective UNDP CO perspective 	<ul style="list-style-type: none"> Relevant documentation Senior Government officials UNDP CO management 	<ul style="list-style-type: none"> Documents review Face-to-face consultations
Contribution to UN Values				
1 Assisting in the attainment of MDGs	<ul style="list-style-type: none"> Is the UN system, and UNDP in particular, effectively supporting the Government towards the achievement of the MDGs in general? 	<ul style="list-style-type: none"> Rate of progress towards MDGs and UNDP role 	<ul style="list-style-type: none"> Relevant documentation Senior Government officials UNDP CO management 	<ul style="list-style-type: none"> Documents review Face-to-face consultations
2 Contribution to gender equality	<ul style="list-style-type: none"> Is the UNDP programme designed to appropriately incorporate in each outcome area contributions to the attainment of gender equality? 	<ul style="list-style-type: none"> Examples of gender equality and examples of where it is absent 	<ul style="list-style-type: none"> Relevant documentation Relevant Government officials UNDP Gender Coordination NGOs and special groups 	<ul style="list-style-type: none"> Documents review Face-to-face consultations
3 Addressing the needs of the vulnerable and disadvantaged	<ul style="list-style-type: none"> Did the UNDP programme target the needs of vulnerable or disadvantaged segments of society to advance towards social equity? 	<ul style="list-style-type: none"> Adequate and appropriate interventions A change in the numbers below the poverty line 	<ul style="list-style-type: none"> Various relevant documentation Repeat poverty surveys Atoll Government NGOs at atoll level 	<ul style="list-style-type: none"> Review of relevant documentation Consultations with relevant NGOs and atoll government
Strategic Partnerships				
1 Effective use of partnerships for development results	<ul style="list-style-type: none"> Has UNDP leveraged its interventions through a series of partnerships to enhance their effectiveness? Have there been cases of missed opportunities for using partnerships more effectively 	<ul style="list-style-type: none"> Partnership arrangements and their outcomes Partners' perspectives 	<ul style="list-style-type: none"> Relevant documentation Donor partners UNDP CO staff 	<ul style="list-style-type: none"> Documents review Face-to-face consultations mainly in Malé
2 Working with non-governmental partners	<ul style="list-style-type: none"> Has UNDP worked in partnership with non-governmental actors to maximize the impact of its projects? 	<ul style="list-style-type: none"> NGO perspective Private sector perspective UNDP CO perspective 	<ul style="list-style-type: none"> NGOs, private sector, CBOs, special groups UNDP CO programme staff 	<ul style="list-style-type: none"> Face-to-face consultations in Malé and elsewhere in Maldives as opportunity arises

(cont'd) ▶

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Criteria/ Sub-criteria	Main Questions to be Addressed by the ADR	What to Look For	Data Sources	Data Collection Methods
3 Assisting Government to use external partnerships and South-South cooperation	<ul style="list-style-type: none"> ▪ Has UNDP been effective in assisting the Government to partner with external development partners, such as through donor coordination? ▪ Has UNDP sought to maximize the opportunity of using South-South cooperation as a mechanism to enhance development effectiveness? 	<ul style="list-style-type: none"> ▪ Government perspective ▪ UNDP CO perspective 	<ul style="list-style-type: none"> ▪ Senior Government levels ▪ UNDP CO staff 	<ul style="list-style-type: none"> ▪ Face-to-face consultations in Malé
Contribution to UN Coordination				
1 Undertaking the CCA/UNDAF process	<ul style="list-style-type: none"> ▪ Was the CCA/UNDAF process logical and coherent and undertaken in full partnership with the UNCT and non-resident agencies and national stakeholders? 	<ul style="list-style-type: none"> ▪ UN partners' perspectives ▪ Government perspective ▪ UNDP CO perspective 	<ul style="list-style-type: none"> ▪ UN partners ▪ Senior Government levels ▪ UNDP CO staff 	<ul style="list-style-type: none"> ▪ Face-to-face consultations in Malé and Colombo
2 Other inter-organizational collaboration	<ul style="list-style-type: none"> ▪ Has UNDP facilitated greater collaboration among UN and other international agencies working in the country? 	<ul style="list-style-type: none"> ▪ Partners' perspectives ▪ UNDP CO perspective 	<ul style="list-style-type: none"> ▪ Donor partners ▪ UNDP CO staff 	<ul style="list-style-type: none"> ▪ Face-to-face consultations in Malé and Colombo ▪ Electronic survey of other donors
3 UNDP as a window to other UN agencies and assistance	<ul style="list-style-type: none"> ▪ Has UNDP been able to facilitate a national process of appropriation of the UN system's knowledge, expertise and other resources? 	<ul style="list-style-type: none"> ▪ Partners' perspectives ▪ UNDP CO perspective 	<ul style="list-style-type: none"> ▪ UN partners ▪ UNDP CO staff 	<ul style="list-style-type: none"> ▪ Face-to-face consultations in Malé and Colombo

Annex 4

DOCUMENTS REVIEWED AND WEBSITES VISITED

A) SALIENT DOCUMENTS REVIEWED AND CONSULTED

- Anon, *The Maldives – European Community Country Strategy Paper 2007-2013*, The European Community, 2007
- Asian Development Bank, *ADB Country Development Strategy – Maldives 2007-2011*, September 2007.
- Bennett, Jon, William Bertrand, Clare Harkin, Stanley Samarasinghe, Hemantha Wickramatillake, *Coordination of International Humanitarian Assistance in Tsunami-affected Countries*. London: Tsunami Evaluation Coalition, 2006
- Corpuz, Aura C., *Biological and Behavioural Survey in HIV/AIDS*, Common Country Assessment, 2006, RTI Survey in the Maldives, 2008
- de Lind van Wijngaarden, Jan W., *Situation Analysis on HIV/AIDS in the Maldives, 2006*, National HIV/AIDS Council (NAC), Ministry of Health of the Maldives and the UN Theme Group on HIV/AIDS, 2006
- Despouy, Leandro, *Report of the Special Rapporteur on the Independence of Judges and Lawyers*. Mission to Maldives A/HRC/4/25/Add.2, 2 May 2007
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- Fulu, Emma, “Gender, Vulnerability and the Experts: Responding to the Maldives Tsunami,” *Development and Change*, 38(5): 843-864., 2007
- Maldives Ministry of Foreign Affairs, *Impacts of Graduation from Least Developed Countries*, A background paper prepared for the Maldives Partnership Forum, March 2009.
- Ministry of Gender, Family Development and Social Security, *Assessment Trip to Tsunami Affected Islands of Meemu Atoll*, 1-4 February 2005
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- Ministry of Planning and National Development, *Vulnerability and Poverty Assessment*, 2004.
- Ministry of Planning and National Development, *Analytical Report, Population and Housing Census*, 2006
- Ministry of Planning and National Development, *Millennium Development Goals: Maldives Country Report 2007*, 2007
- Ministry of Planning and National Development, *Official Atlas of the Maldives*, 2008
- Ministry of Planning and National Development, *Sixth National Development Plan 2001-2005*, 2001
- Ministry of Planning and National Development, *Seventh National Development Plan 2006-2010 – Creating New Opportunities*, 2007
- Ministry of Planning and National Development, *National Recovery and Reconstruction Plan: Programmes and Projects*, March 2005
- Ministry of Youth Development and Sports, Ministry of Planning and National Development, and the UN Task Force on Adolescents and Youth, *Youth Voices: Facts, Opinions, and Solutions*. Report, 2005
- Shafeenaz, Abdul-Sattar, *Assessment of Socio-Economic Impact of Food, Fuel and Financial Crisis on Maldives*, Prepared for UNDP-Maldives, 2009
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- United Nations Conference on Trade and Development (UNCTAD), *Vulnerability*

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- United Nations Country Team, Maldives, *United Nations Common Country Assessment: Republic of Maldives*, 2007
- United Nations Country Team, Maldives, *United Nations Development Assistance Framework, Republic of Maldives, 2008–2010*, Malé, 2007
- UNDP Country Office Maldives, *Impact of Global Financial and Economic Crisis – Maldives*. UNDP Briefing Paper, 2009
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- UNDP Country Office, Maldives, *UNDP Country Programme Maldives (2008–2010)*, 2007
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- UNDP Evaluation Office, *ADR Method Manual*, 31 July 2009
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- B) KEY WEBSITES VISITED AND CONSULTED**
- ADB donor activities: <http://www.adb.org/documents/CAPs/MLD/0500.asp>
- China Department of Aid to Foreign Countries: <http://yws2.mofcom.gov.cn/aarticle/workaffair/200711/20071105227199.html>
- Gender, vulnerability, and the experts: Responding to the Maldives tsunami. By E. Fulu: http://db.jhuccp.org/ics-wpd/exec/icswppro.dll?BU=http://db.jhuccp.org/ics-wpd/exec/icswppro.dll&QF0=DocNo&QI0=322610&TN=Popline&AC=QBE_UERY&MR=30%25DL=1&&RL=1&&RF=LongRecordDisplay&DF=LongRecordDisplay
- Human Development Report 2009, UNDP: http://hdrstats.undp.org/en/countries/country_fact_sheets/cty_fs_MDV.html
- Maldives Minivan News: http://www.minivannews.com/news_detail.php?id=6820
- Maldives Ministry of Foreign Affairs Press Release: <http://www.foreign.gov.mv/v2/news.php?news=2649&page=33>
- OECD Query Wizard for International Development Statistics: <http://stats.oecd.org/qwids/#?x=2&y=6&f=3:51,4:1,1:2,5:1&q=3:51+4:1+1:2,25,26+5:3+7:1+2:104+6:2003,2004,2005,2006,2007,2008>
- Office of the UN Resident Coordinator in Maldives: <http://www.un.org.mv/unrc>
- Office of the UN Resident Coordinator – UNDAF: <http://www.un.org.mv/unrc/28>
- OECD Stat Extracts, Creditor Reporting System: <http://stats.oecd.org/Index.aspx?DatasetCode=CRSNEW>
- Statistical data United Nations: <http://data.un.org/CountryProfile.aspx?crName=Maldives>
- Statistical data US State Department: <http://www.state.gov/r/pa/ei/bgn/5476.htm>
- Statistical data ADB: http://www.adb.org/Documents/Fact_Sheets/MLD.pdf
- UN Country Team (Maldives): <http://www.un.org.mv/v2/?lid=20>

UN Publications – Maldives Tsunami Report:
<http://www.un.org.mv/v2/?lid=16&pid=6>

VSO News – India pledge to Maldives:
[http://www.vsointernational.org/news/18911540/india-pledges-\\$100m-in-aid-to-the-maldives](http://www.vsointernational.org/news/18911540/india-pledges-$100m-in-aid-to-the-maldives)

WHO South-East Asia Region, Maldives:
http://www.searo.who.int/LinkFiles/WHO_Country_Cooperation_Strategy-Maldives_development_assistance.pdf

C) PROJECT AND OTHER DOCUMENTS REVIEWED

POVERTY REDUCTION PROGRAMME

Atoll Development Sustainable Livelihoods II Annual Programme/Project Report January–December 2007

Atoll Development Sustainable Livelihoods Standard Progress Report, January–December 2008

Atoll Development Sustainable Livelihoods Main Report (April 2008 draft with comments)

Atoll Development Sustainable Livelihoods Video

Customs Project Standard Progress Report, January–June 2009

Information Systems Standard Progress Report, January–June 2009

Institutional Capacity Building IF Standard Progress Report, January–June 2009

Integrated Farming Project Standard Progress Report (draft January–May 2009)

Kaafu Atoll Case Studies (Livelihoods)

Lhaviyani Atoll Case Studies (Livelihoods)

Millennium Development Goals Advocacy and Implementation of Country Action Plan Project Document Preparatory Assistance for Maldives MDGs Report – Second Vulnerability and Poverty Assessment

Pearl Culture Project Document 2003–2007

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Pearl Culture Project Standard Progress Report May 2009

Pro-Poor Trade Integration and Capacity Building project document, June 2005–June 2006

Rapid Economic/Poverty Assessment of the Maldives, Millennium Development Goals Initiative.

Support to Integrated Farming Project - Annual Work Plans 2008-2010

Support to Maldives Service Negotiations with SAARC Standard Progress Report, January–June 2009

UNDP Regional Centre, Colombo, January 2009

UNDP Country Programme Action Plan Mid-Term Review units reporting poverty

UNDP Tsunami Recovery Efforts – 2005-2008 Restoration of Livelihoods, Sharing Experiences

Women's Livelihoods Phase III – Progress Report (December 2007)

GOVERNANCE PROGRAMME

Access to Justice, Annual Work Plans 2008-2010

Access to Justice, Draft Standard Progress Report 2009

BEST Project, Annual Work Plans 2008-2010

BEST Project, Draft Standard Progress Report (MTR) 2008-2009

Integrity in Action in Maldives Project (INTACT), Annual Work Plans 2008-2010

INTACT Project, Standard Progress Report January 2008 – June 2009

Review of the Constitution in the Maldives Project, Preparatory Assistance 2004.

Support to Human Rights Commission Project, Project Quarterly Report: 1st Quarter 2009

GENDER AND YOUTH

Committee on the Elimination of Discrimination Against Women, Concluding Comments Maldives, CEDAW/C/MDV/CO/3, 2 February 2007

Didi, Aishath Mohamed, (undated) Minister of Gender and Family, Introductory Statement to CEDAW Committee

Gender and Economic Empowerment Project AWPS 2009-2010, Progress report May 2009

Committee on the Rights of the Child, Concluding Observations Maldives, CRC/C/MDV/CO/313 July 2007

Youth Voices Project Document 2004

ENVIRONMENT, ENERGY AND DISASTER RISK MANAGEMENT

ADB Environment Assessment

Mid-Term Evaluation for Atoll Ecosystem-based Conservation Project, Renewable Energy Project, Flash Appeal (Tsunami)

National Adaptation Plan of Action Follow-up Project – CEO Endorsement, LDCF ProDoc, Annexes 1-10

National Capacity Self-Assessment Project Terminal Evaluation, and Final Report 2008

Project Documents for: Solid Waste Project, NCSA Project, NAPA Project, AEC Project, Renewable Energy Project, Disaster Risk Management Project, Livelihoods Project (Tsunami), Shelter Project (Tsunami).

Tsunami – Restoration of Livelihoods Final Report, 19 Final Reports to Donors, Adopt-an-Island Maldives, Tsunami Evaluation Coalition Report, LRRD Final Report.

Various Project Implementation Reviews/ Annual Performance Reports for Atoll Ecosystem-based Conservation Project, Renewable Energy Project

Annex 5

PERSONS MET AND CONSULTED

A) NEW YORK (BRIEFING MISSION)

UNDP Headquarters, New York

Deborah Landey, Director, Development Operations Coordination Office (DOCO)

Gordon Johnson, Energy Environment Group, Bureau for Development Policy (BDP)

Fadzai Gwaradzimba, Chief, South and West Asia Division, Regional Bureau for Asia and the Pacific (RBAP)

Razina Bilgrami, Deputy Chief/Programme Adviser, South and West Asia Division, RBAP

Susan Yulianto, Programme Manager Maldives, RBAP

Stephen Rodriques, Operations Support Group, RBM

Blerta Cela, Gender Equality Group, BDP

Silke Hollander, Practice Manager, Capacity Development Group

United Nations Headquarters, Asia and Pacific Division, Department of Political Affairs

Tamrat Samuel, Director

Rae-Ann Peart, Political Affairs Officer

Jung Hwan Bobbi Lee, Political Affairs Officer

Permanent Mission of the Republic of Maldives to the United Nations

Ahmed Khaleel, Ambassador/Permanent Representative

Iruthisham Adam, Counsellor

B) MALÉ (SCOPING MISSION AND MAIN MISSION)

UNDP country office in the Maldives

Patrice Coeur-Bizot, past UN Resident Coordinator, past UNDP Resident Representative

Arun Kashyap, Officer-in-Charge

John Gacutan, Programme/Finance Specialist, Programme Support Unit

Mileydi Guilarte, Special Assistant to the UNDP RR

Mohamed Inaz, Assistant Resident Representative, Environment & Energy

Aminath Shooza, Programme Associate, Environment

Ryo Hamaguchi, Programme Officer, Disaster Risk Management Unit

Azlifa Yoosuf, Project Associate

Zindu Salih, Assistant Resident Representative, Governance

Naima Mohamed, Programme Associate

Aishath Nashfa, Programme Assistant

Hussain Jinan, Programme Associate

Aishath Afaaf, Programme Assistant

Raniya Sobir, Assistant Resident Representative, Poverty Reduction

Ivana Lohar, Programme Coordination Specialist, HIV/AIDS-Global Fund Programme Management Unit

Hudha Ahmed, former Assistant Resident Representative, Environment & Energy

Project managers and other project personnel

Mohamed Saiman, Project Manager, Building Efficient Service-Oriented Transparent System Project, Civil Service Commission

Marium Jabin, Project Manager, Human Rights and Access to Justice Project

Abdulla Shibau, Joint Project Manager, Atoll Ecosystem-based Conservation Project

Abdulla Mohamed Didi, Joint Project Manager, Atoll Ecosystem-based Conservation Project

Abdulla Affan, Communications Officer, Atoll Ecosystem-based Conservation Project

Shaliny Jaufar, Project Manager, Project
Supporting the Human Rights Commission

Zeenya Ahmed Hamedd, Project Manager,
Disaster Management and Environment for
Sustainable Development Project

Hisan Hassan, Project Manager, Capacity
Building for Crisis Prevention and Recovery
in Maldives

Hussain Rasheed and Naashia Mohamed,
Project Managers, Disaster Risk
Reduction and Disaster Management
in Schools Project

Ahmed Ali, Renewable Energy Project

Lubna Moosa, past Project Manager for the
National Capacity Self-Assessment Project

Zindu Salih, past Project Manager, Youth
Voices Project

Civil Service Commission

Musthafa Luthufee, Director-General
Mohamed Farshath

Anti-Corruption Commission

Mujthaba Hameed, Secretary-General
Majid Hassan, Deputy Director-General
Fathmath Anula, Assistant Director-General

Office of the President

Dr Waheed Hassan, Vice-President
Sheena Musthafa, Director Strategic Planning,
Governance Reform Unit
Aslam Mohamed Shakir, Acting
Policy Secretary

Human Rights Commission of Maldives

Ahmad Naseer Yoosuf, Secretary-General
Mohamed Zahid, Vice-President
Mariyam Zahiya

Judicial Services Commission

Muna Mohamed, Secretary-General
Aishath Leesha, Assistant Legal Officer

Environment Protection Agency

Mohamed Zuhair, Director-General
Mohamed Ibrahim, Deputy Director
Ahmed Muruthaza, NPD Waste
Management Project

Ministry of Housing, Transport and Environment

Abdullahi Majeed, former Deputy Minister for
the Environment
Mohamed Azim, Assistant Planner/Project
Manager, Environment
Hussain Naeem, Deputy Director, Environment

Department of Meteorological Services

Abdul Muhsin
Ali Shareef, Deputy Director-General
Abdulla Wahid, Assistant Executive Director
Ahmen Inaan, Assistant Engineer
Mariyam Azleema, Project Officer

Department of National Planning

Mohamed Imad, Assistant Executive Director

People's Majlis

Ahmed Mohamed, Secretary-General
Ali Shameem, Deputy Secretary-General

Ministry of Youth and Sport

Aishath Nazhath, Director, Youth Department
Fathimath Riyaza, Senior Youth Officer

Ministry of Fisheries and Agriculture

Dr Aminath Shafiya, State Minister
Hassan Shakeel, Senior Biologist, Marine
Research Centre
Ahmed Shafir, Project Manager, Integrated
Farming Project
Ibrahim Shabau, NPD Integrated
Farming Project

Ministry of Health and Family

Mirfath Ahmed, Substance Abuse and Prevention Programme
Fathmath Yumna, Department of Gender and Family Services
Mamduha Ali, Department of Gender and Family Services
Shiyara Umna, Department of Gender and Family Services
Abdul Hameed, National HIV/AIDS Programme Coordinator
Aishath Shifana, Global Fund Programme Manager, National HIV/AIDS Programme

Ministry of Education

Naashia Mohamed, Education Development Centre
Dr Titus Kuuyuur, International Consultant
Hussain Rasheed, School Health Unit
Ministry of Economic Development
Ahmed Wafir, NPD IF Project, Trade Division
Saeeda Umar, Trade Policy Coordinator, Trade Division
Ahmed Zakariyya

Ministry of Finance and Treasury

Hamdhy Ageel, Executive Director
Aminath Nashia, Director

Ministry of Home Affairs

Ahmed Nafees Shareef, Director-General
Fathimath Leena, Assistant Director

Supreme Court of Maldives

Ghaniya Abdul Ghafor, Senior Registrar

Ministry of Foreign Affairs

Dunya Maumoon, Former Deputy Minister

The World Bank

Francis Rowe, Senior Country Economist, Maldives and Sri Lanka
Najfa Shaheem Razee, Senior Operations Officer, Maldives Country Office

Kirthisri Rajatha Wijeweera, Economist, South Asia Poverty Reduction & Economic Management

Police Integrity Commission

Dr. Abdulla Waheed, CCM Vice-Chair

ADK Hospital

Ahmed Afaal, Managing Director

Maldivian Detainee Network (NGO)

Ahmed Irfan, Executive Director

Transparency Maldives (NGO)

Mohamed Thoriq Hamid, Project Coordinator

Women Entrepreneurs Council (NGO)

Aminath Arif, founder member

Raajje Foundation (NGO)

Ming Yu Hah, Executive Manager
Aishath Rishtha, Programme Manager

Society for Health Education (NGO)

Fazna Shakir, Assistant Executive Director
Mohamed Nashwan, Programme Manager, Global Fund
Asna Luthfee, Finance and Reporting Officer, GF
Ramsha A. Sattar, BCC Officer, GF

Journey (NGO)

Mohamed Arif, Chairperson

Haveeru Daily

Ahmed Zahir, Executive Editor

National Disaster Management Centre

Ahmed Shahid, Minister of State
Gary Cayle, International Consultant
Murthala Mohamed Didi, Director

United Nations Children’s Fund (UNICEF)

Mohamed Naeem, Child Protection Specialist,
Officer in Charge

Camelia Olaru Raita, HIV and Drug
Consultant, UN HIV/AIDS Theme Group

Food & Agriculture Organization of the United Nations (FAO)

Winston Rudder, FAO Advisor

World Health Organization (WHO)

Dr Jorge Luna, WHO Representative
to the Maldives

Dr Vimlesh Purohit, UN HIV/AIDS
Theme Group

United Nations Population Fund (UNFPA)

Kumiko Yoshida, Representative

C) ADDU ATOLL (FIELD VISITS)**Atoll Administration**

Sodig, Atoll Councillor

Mohamed Faisal, Island Chief, Manadhoo

Ahmed Naeem, Councillor, Hithadhoo

Mohamed Muneer, Island Chief, Hithadhoo

Mohamed Shanin Ali, Councillor, Hithadhoo

Women’s Committee and NGO

Saudulla Hameed, Member, Maavahi

Ahmed Nadeem, Chairperson/Maavahi

Hawwa Hafeeza, Secretary, Women’s
Development Committee/Addu Women’s
Development Initiative (AWDI)

Mariyam Naseera, Vice-President, Women’s
Development Committee/AWDI

Jamsheedhaa Mohamed, Women’s
Development Committee/AWDI

Fathimath Haneef, President, Women’s
Development Committee/AWDI

Peer Educators

Aishath Azleena

Aminath Mohamed

Shifa Ishag

Fathmath Nuha

Recovering Community

Mohamed Hamdhan

Munavar Ali

Mohamed Amir

Mohamed Thollam

Ahmed Nizar

Mohamed Mussid

Hussain Rizry

Mohamed Mirzad

D) LHAVIYANI ATOLL (FIELD VISITS)**Naifaru Island**

Ahmed Hamiz, Island Development
Committee Clerk

Abdul Wahid Hassan, Island Development
Committee member

Moosa Abubakuru, Island Development
Committee member

Abdul Raheem Nashid, Island Development
Committee member

Moosa Easa, Island Development
Committee member

Mahmood Abdulla, Island Development
Committee member

Mohamed Hussein, Island Development
Committee member

Ahmed Badhuru Hussein, Island Development
Committee member

Ahmed Adam, Ifthithaah Isdharivarunge
Jammiyya

Mohamed Shahid, Island Councillor

Mohamed Nizar Ibrahim, Assistant to the
Atoll Chief

Mohamed Saeed, Vidhuvaru Move Club

Mohamed Shahid, Island
Development Committee

Hydroponic Garden Project Beneficiary

Ladies Tailoring Project Beneficiary

Zuvaanunge Aurooh (NGO)

Hassan Ahmaan, President
 Mohamed Ibrahim
 Ali Zaid
 Abdulla Zameel
 Abdul Wahid Mohamed
 Abdul Matheen
 Mohamed Saadaath

Naifaru Juvenile (NGO)

Mohamed Hamdhy
 Hamid Ahmed
 Mohamed Noorulla
 Mohamed Shahid Abdulla
 Abdul Raheem Nashid

Olhuvelifushi Island

Ahmed Iqbal, Island Development Committee
 Ahmed Riza, Island Development Committee
 Ahmed Hafeez, Island Development Committee
 Abdul Azeez Mohamed, Island Development Committee
 Mohamed Hafeez, Island Office
 Mohamed Waheed, Island Office
 Adam Naseer, Women's Development Committee

Hinnavaru Island

Adam Yoosuf, Island Councilor
 Amir Shakeel, Assistant Island Chief
 Ibrahim Ali, Island Chief
 Khadeeja Ibrahim, Women's Development Committee President
 Ibrahim Ismail, Hisplas Sports Club
 Thanzeem Ibrahim, Hisplas Sports Club

Komandoo Resort

Lyba Godio, Resort Manager

E) BAA ATOLL (FIELD VISITS)**Eydhafushi Island**

Mohamed Latheef, Assistant Officer, Atoll Office
 Fazna Idhrees, Senior Administrative Officer
 Abdul Majeed Hassan, Administrative Officer
 Farzana Ahmed, Administrative Officer
 Naazneena Yoosuf, Administrative Officer
 Ahmed Hassan, Administrative Officer
 Moosa Faiz, Assistant to the Atoll Chief
 Abdul Bagir Ahmed, Senior Assistant to the Atoll Chief
 Mohamed Habeeb, Island Councillor

Kamadhoo Island

A. Shafeeg, Councillor
 M. Shameem, Island Development Committee Member
 A. Saeed, Island Development Committee member
 A. Abdul Kareem, Island Development Committee member
 A. Hameed Ahmed, Island Development Committee member
 Fathimath Islamil, Women's Development Committee
 Aishath Naeema, Women's Development Committee
 Aishath Nazleen, Women's Development Committee
 Shaira Naeem, Women's Development Committee
 Waheeda Moosa, Women's Development Committee
 Fathimath Siaga, Women's Development Committee
 Aishath Shafeega, Women's Development Committee
 Ali Shareef, Island Chief
 Ali Mohamed, Farmer

Shirmeena Moosa, project beneficiary
Maryam Nazi, beneficiary of tailoring workshop
Shirmina Musa, beneficiary of tailoring training

Maalhos Island

Abdul Matheen Solih, Councillor
Yoosuf Abdul Rahman, Island Development
Committee Vice-President
Yoosuf Aboobakur, Island
Development Committee
Abdul Razzag, Island Development Committee
Yoosuf Abdul Rahman, Island Chief
Sameera Ibrahim, Women's
Development Committee
Faiza Ali, Women's Development Committee
Basheera, Women's Development Committee
Nasreena Ibrahim, Women's
Development Committee

Hithaadhoo Island

Amir Abdul Latheef, Councillor
Ahmed Mohamed, Island Chief
Wafir Haroon, Office Assistant/Island
Development Committee
Ziyad Mohamed, Water Plant Operator/Island
Development Committee
Abdul Raheem, Assistant Island Chief
Moosa Hussein, Ambulance Attendant
Abdulla Abdul Rahman, Ambulance Driver/
Island Development Committee
Amzadh Yoosuf, Relief Teacher/Island
Development Committee

Thulhaadhoo Island

Hassan Shakeel, Senior Biologist, Marine
Research Centre
Mohamed Waheed, Assistant Island Chief/
MRC Focal Point
Ibrahim Ashgar, MRC Officer
Israaru Hussein Field Officer
Husaam Ahmed, Field Officer
Mohamed Usmaan, Island Development
Committee President

Mohamed Ali Manik, Island Development
Committee Secretary

Ismail Rasheed, Island
Development Committee

Abdulla Rasheed, Island Development
Committee

ABoobakuru Ahmed, Island
Development Committee

Ali Waheed, Island Development Committee

Fathimath Aliya, Women's Development
Committee President.

Thulhaadhoo Secondary School

Mohamed Abdu Rhumaan, Dhivehi Teacher
Ali Ahusan, Commerce Teacher
Sobaa, Fisheries Science Teacher
Varmeesh Chort, General Science Teacher
Sheeba, Biology Teacher
Sunil Kumar, Chemistry Teacher

Soneva Fushi Resort

Ismail, Guest Services
Ranil Perera, Food & Beverage Director
Musab Anees, Social and
Environmental Manager

F) COLOMBO, SRI LANKA

UNDP Regional Centre in Colombo

Caitlin Wiesen-Antin, Regional HIV/AIDS
Practice Leader & Programme
Coordinator, OiC

T. Palanivel, Senior Programme Advisor MDG
Initiative in Asia and the Pacific

Nashida Sattar, Programme Analyst

Royal Norwegian Embassy

Edle Hamre, Counsellor, Development
Cooperation

Embassy of Switzerland

Franz Schneider, Deputy Head of Mission/
Head of Chancery

International Labour Organization (ILO)

Tine Staermose, Director, Sri Lanka
and the Maldives

Embassy of the United States of America

Valerie C. Fowler, Deputy Chief of Mission
Mary Anne Green, Political Specialist

Delegation of the European Commission to Sri Lanka and the Maldives

Harshini Halangode, Programme Manager

Embassy of Japan

Kaoru Shimazaki, Minister, Deputy
Chief of Mission
Kayo Imamura, Second Secretary, Economic
Cooperation Section

French Development Agency

Guillaume Graff, Programme Coordinator

G) WELLINGTON, NEW ZEALAND

New Zealand Agency for International Development (NZAID)

Frederik van der Vloodt, previous Desk Officer
for South Asia

H) GENEVA, SWITZERLAND

UN Office of the High Commissioner for Human Rights

Laurent Meillan, Human Rights Officer,
Asia-Pacific Unit, Field Operations and
Technical Cooperation Division

I) ATTENDEES AT THE FINAL STAKEHOLDERS' WORKSHOP

Ligia Elizondo, Deputy Director -
RBAP/UNDP

Arun Kashyap, Officer-in-Charge -
UNDP Maldives

Patrice Coeur Bizot, RC/RR - UN/UNDP India

Michael Reynolds, Evaluation Office
Coordinator for Eastern Europe,
Arab States & Asia

Alexandra Chambel, Evaluation Office Task
Manager for Maldives ADR

Philip Tortell, Evaluation Team Leader

Shadiya Ibrahim, Evaluation Team Member

Jorge Luna, Country Representative - WHO

Mansoor Ali, UNRC a.i./UNICEF
Country Representative

John Mary T. Gacutan, Resources/Results
Management Specialist

Mileydi Guilarte, Special Assistant
to the RR - UNDP

Emilia Mugnai, Specialist - UNDP Regional
Center Bangkok (RCB)

Aparna Basnyat, UNDP Regional Centre
Bangkok (RCB)

Zindu Salih, ARR - Democratic
Governance, UNDP

Raniya Sobir, ARR - Poverty Reduction, UNDP

Ferdinand V. Habsburg, UNDP - RC Office

Ivana Lohar, Coordinator - UNDP
HIV/AIDS Programme

Kumiko Yoshida, International Programme
Coordinator - UNFPA

Ryo Hamaguchi, JPO - UNDP

Fathmath Shahuzeen, Programme Assistant -
Poverty UNDP

Aishath Nashfa Ismail, Programme Assistant -
Governance UNDP

Hussain Jinaan, Programme Associate -
Poverty UNDP

Fathimath Ghina, GEF - UNDP

Aminath Shooza, Programme Associate -
ENV UNDP

Aminath Ibrahim, Communications
Associate - UNDP

Zeeniya Ahmed, Programme Finance
Associate - UNDP

Sinaya Shakoor, Admin & Security
Associate - UNDP

Naima Mohamed, Programme Associate -
Gov UNDP

Aminath Shaliny, Programme Assistant -
DRM Unit, UNDP

Shareefa Ali, Assistant to RR - UNDP

Mohamed Yasir, Programme Analyst -
DRM UNDP

Aminath Nawal, Programme M&E Associate -
GF UNDP

Mariyam Nazra, HR Analyst - UNDP

Hafsa Khaleel, Finance Assistant - UNDP

Amathulla Moosa, Finance Associate - UNDP

Anna Senga, Coordinator Specialist -
RC UNDP

Ahmed Shafiu, Project Assistant -
Poverty UNDP

Adam Shareef, Programme Assistant - UNDP
Mangroves for the Future

Ali Hashim, Minister of Finance and Treasury

Mohamed Shihab, Minister for Home Affairs

Hussein Niyaz, Additional Secretary, Ministry
of Foreign Affairs

Fazna Shakir, Assistant Executive
Director - SHE

Mohamed Zahid, Vice-President
Human Rights Commission

Titus Kuyuur, Consultant - DRM

Hudha Ahmed, Consultant - Environment

Abdul Hameed, Senior Public Health
Programme Officer

Mohamed Naeem, Child Protection
Specialist - UNICEF

Hassan Shakeel, Senior Biologist -
Marine Research

Mariya Ali, Deputy Minister, Ministry of
Health and Family

Aishath Samiya, Deputy Director, Ministry of
Health and Family

Aminath Nashia, Director - Ministry of
Finance & Treasury

Aminath Mirfath Ahmed, Programme Manager
- Global Fund

Makoto Nonobe, JICA Maldives

A.Shareef Nafees, Director-General, Ministry
of Home Affairs

Ali Shareef, Deputy Director-General,
Department of Meteorological Services

Abdul Muhsin, Director, Department of
Meteorological Services

Aishath Rasheed, Director, Ministry of Human
Resources, Youth and Sports

Aishath Nazhath, Director, Ministry of Human
Resources, Youth and Sports

Adam Yoosuf Hinnavaru, Councillor

Hussain Rasheed, Deputy Director-General,
Ministry of Education

Iyasha Leena, Programme Coordinator

Marium Jabyn, Permanent Secretary -
Attorney General's Office

Ibrahim Shabau, Director - Ministry of
Fisheries & Agriculture

Ahmed Irfan, Executive Director

Hussain Siraj, ILO Programme Consultant

Mohamed Saiman, Project Manager - BEST
Governance Project

Mary Anne Green, Political Specialist,
US Embassy

A. Sheena Musthafa, Director - Strategic
Planning, President's Office

Mohamed Zuhair, Director General,
Environment Protection Agency

Zeeniya A. Hameed, Senior Architect, Ministry
of Housing, Transport and Environment

Zimna Thaufeeg, Deputy Director Policy
Planning, MOHF

Hamdhy Ageel, Executive Director, Ministry
of Finance and Treasury

Ahmed Ali, Assistant Director, Ministry of
Housing, Transport and Environment

Ibrahim Rasheed, Deputy Undersecretary,
President's Office

Abdulla Shibau, AECF/MHTE

RESOURCE ALLOCATION WITHIN THE COUNTRY PROGRAMME

COUNTRY PROGRAMME FUNDING, 2004-2008 UNDP MALDIVES

A. Fund Distribution, by Source of Fund, by Donor, and by Thematic Area							
Source of Fund/Donor	Support to UNRC Activities	Democratic Governance	Poverty Reduction	Energy and Environment and Disaster Risk Management	Global Fund	Tsunami Recovery Programme	Total
CORE (UNDP)							
TRAC 1.1.1/1.1.2		\$1,205,304	\$2,077,369	\$562,935			\$3,845,608
<i>Sub-Total</i>		\$1,205,304	\$2,077,369	\$562,935			\$3,845,608
OTHER CORE (UNDP, UNDP/DOCO)							
TRAC 3				\$559,523			\$559,523
RC Funds	\$905,100						\$905,100
<i>Sub-Total</i>	\$905,100			\$559,523			\$1,464,623
NON-CORE							
UNDP-GEF				\$1,677,704			\$1,677,704
GEF LDC/NAPA Programme sActivities				\$323,894			\$323,894
Special Climate Change Fund				\$30,000			\$30,000
UNDP TTF National Policy Frameworks		\$5,800					\$5,800
UNDP Integrated Framework for Trade Trust Fund			\$834,425				\$834,425
Government/Third-Party Cost-Sharing and Trust Funds							
Australia						\$2,193,333	\$2,193,333
Asian Development Bank						\$132,629	\$132,629
Belgium						\$2,114,280	\$2,114,280
British Commission		\$646					\$646
Bush-Clinton Foundation						\$1,809,707	\$1,809,707

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Source of Fund/Donor	Support to UNRC Activities	Democratic Governance	Poverty Reduction	Energy and Environment and Disaster Risk Management	Global Fund	Tsunami Recovery Programme	Total
Canada		\$18,000	\$103,824			\$1,172,527	\$1,294,351
European Commission/ European Union						\$4,520,754	\$4,520,754
Flinders Island Council						\$10,868	\$10,868
Force of Nature Aid Foundation						\$104,645	\$104,645
France						\$1,193,585	\$1,193,585
Finland			\$14,623				\$14,623
Germany						\$651,344	\$651,344
Global Fund for AIDS, Tuberculosis, and Malaria (GFATM)					\$2,356,623		\$2,356,623
ISDR						\$307,625	\$307,625
Japan			\$392,793			\$3,809,524	\$4,202,317
Luxembourg						\$257,207	\$257,207
Maldives			\$248,572	\$8,250			\$256,822
Mauritania (Private Donations)						\$190,476	\$190,476
Netherlands						\$602,410	\$602,410
New Zealand			\$27,699			\$4,181,530	\$4,209,229
Norway		\$10,294				\$3,327,611	\$3,337,905
Portugal						\$227,943	\$227,943
Rotary Club of Salamander Bay						\$22,793	\$22,793
South Korea						\$95,238	\$95,238
Switzerland						\$197,960	\$197,960
Tsunami Disaster Donor						\$296,928	\$296,928
Tuvalu						\$10,000	\$10,000
UAE						\$199,960	\$199,960

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Source of Fund/Donor	Support to UNRC Activities	Democratic Governance	Poverty Reduction	Energy and Environment and Disaster Risk Management	Global Fund	Tsunami Recovery Programme	Total
UK - DFID						\$957,854	\$957,854
UNFIP						\$337,518	\$337,518
UNFPA		\$44,490					\$44,490
UNICEF		\$7,000					\$7,000
UNOCHA						\$393,504	\$393,504
UNOG						\$10,895,166	\$10,895,166
UN Staff Committee for Tsunami						\$22,739	\$122,739
<i>Sub-Total</i>		\$86,230	\$1,621,936	\$2,039,848	\$2,356,623	\$40,337,659	\$46,442,295
Overall Total	\$905,100	\$1,291,534	\$3,699,305	\$3,162,306	\$2,356,623	\$40,337,659	\$51,752,526

B. Breakdown of the UNRC Funding, by Financial Year

	2004	2005	2006	2007	2008	Total
Support to UNRC Funds	\$70,100	\$196,000	\$201,000	\$200,000	\$238,000	\$905,100



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