



**IEO** | INDEPENDENT  
Evaluation Office  
United Nations Development Programme

**ANNEXES**

**INDEPENDENT COUNTRY PROGRAMME**

**EVALUATION – MALDIVES**

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# ANNEX 1. TERMS OF REFERENCE

## 1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts “Independent Country Programme Evaluations (ICPEs)”, previously known as “Assessments of Development Results (ADRs),” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>1</sup> The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

UNDP Maldives has been selected for an ICPE since its country programme will end in 2020. The ICPE will be conducted in 2018–19 to feed into the development of the new country programme. The ICPE will be conducted in close collaboration with the Maldives Government, UNDP Maldives country office, and UNDP Regional Bureau for Asia and the Pacific.

## 2. NATIONAL CONTEXT

Maldives is made up of 1,190 small islands clustered in 26 ring-like atolls spread over 90,000 square kilometres, making one of the world’s most geographically dispersed countries. Its population is approximately 427,000 and includes over 59,000 migrant workers.

With high-end tourism<sup>2</sup> and fishing as the main drivers, the country is a development ‘success story.’ Maldives has achieved enormous improvements in per-capita gross national income over the last two decades. This increased from under \$2000 in 1998, to \$9,560 in 2016,<sup>3</sup> a trend that will see Maldives graduate to high income status within five years if it continues.<sup>4</sup> Reflecting these gains, the human

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<sup>1</sup> See UNDP Evaluation Policy: [www.undp.org/eo/documents/Evaluation-Policy.pdf](http://www.undp.org/eo/documents/Evaluation-Policy.pdf). The ICPE will also be conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group ([www.uneval.org](http://www.uneval.org)).

<sup>2</sup> Maldives economy is highly dependent on tourism. In 2017, travel and tourism share 76.6 percent of the country’s GDP, and contributed to 37.4 percent of total employment. World Travel and Tourism Council, ‘Travel & Tourism. Economic Impact 2018. Maldives,’ <https://www.wttc.org/-/media/files/reports/economic-impact-research/countries-2018/maldives2018.pdf>

<sup>3</sup> GNI per capita, Atlas method (current US\$)

<sup>4</sup> After an economic slowdown in 2015, Maldives’ GDP rebounded to a growth rate of 6.2 percent in 2016. This economic growth is projected to continue, reaching 6.7 percent in 2018, and 6.8 percent in 2019. Asian Development Bank, ‘Maldives: Economy.’ <https://www.adb.org/countries/maldives/economy>

development index ranking of Maldives has increased steadily. In 2016 it was ranked 105 out of the 188 countries on the list. This is at the bottom of the 'high human development' category and above the average for South Asia. Maldives achieved five of the Millennium Development Goals before 2015 and graduated from being a least developed country in 2011.

Notwithstanding these positive improvements, Maldives exhibits many of the vulnerabilities typically associated with small island developing states.

As the most lowest lying country in the world,<sup>5</sup> Maldives is acutely vulnerable to projected sea level rises arising from climate change. Around 80 per cent of Maldives land area is less than one meter above sea level and over half of its settlements, and two thirds of its critical infrastructure located within 100 meters of its shoreline. The ADB has estimated that the Maldives may face up to a 2.3 per cent loss of its annual gross domestic product by 2050 due to costs related to adverse climate change effects and adaptation.<sup>6</sup>

As an island state Maldives also faces big challenges in the high cost of delivering services to people in highly dispersed and remote locations. According to its 2014 census Maldives population is spread across 188 inhabited islands, 109 resorts and 128 industrial and other islands. Outside of Malé', where 38 per cent of the population live, there is only one island that has more than 10,000 people. Most of the islands have less than 2000 people living on them.

Maldives size, creates labour market and capacity constraints, and also a constrained tax base from which to cover the costs of government.

Maldives systems of democratic governance are in their formative stages. The constitution it established in 2008 reflected democratic norms such as the separation of powers, multi-party elections and independent institutions including a human rights commission, anti-corruption commission and a prosecutor general. The fragility of these systems is underlined by the extended political crisis which has existed since this time. The country's third elections third general elections. scheduled for September 2018 set to provide a litmus test of the health of the country's fledgling democratic systems.<sup>7</sup>

Located in the Indian Ocean south-west of India, the Maldives is a site of strategic interest for regional powers including China, India, Saudi Arabia and the United Arab Emirates. As a Muslim nation, Maldives linkages with Saudi Arabia are important and growing. These links have been implicated by many external commentators as important factors in a trend towards increasing religious conservatism. As evidence of this conservatism, Maldives is estimated to be one of the world's highest per capita contributors of foreign fighters to Islamic State in Iraq and Syria. While it has so far had no effect, the threat of terrorism and growth religious extremism could ultimately undermine the country's tourism industry, which would be disastrous for the economy.

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<sup>5</sup> Maldives Human Development report.

<sup>6</sup> Assessing Cost of Climate and Adaptation in South Asia (Asian Development Bank), June 2014.

<sup>7</sup> This state of crisis escalated in 2015, when nine opposition party members (including former President Mohamed Nasheed) were the arrested and incarcerated on various charges, including terrorism, weapons smuggling, attempted assassination of the President, bribery, theft and money laundering. In early 2018 the Maldives Supreme Court quashed these convictions, ruling that their trials had violated the constitution and international law and ordered the release of the prisoners. President Yameen responded to this ruling by imposing a state of emergency, a decree that suspended several constitutional protections, banned public assemblies, and granted security forces sweeping powers to arrest and detain. Supreme Court Chief Justice Abdulla Saeed and Justice Ali Hameed were arrested the next day. The remaining three Supreme Court justices then reversed the ruling on the opposition leaders.

The trend towards greater religious conservatism has important implications for gender equality. Gender equality in basic well-being in Maldives is reasonably healthy, reflecting its high human development. However, there is a risk that the trend of growing social and religious conservatism in the private sphere, may reverse these gains. As the World Bank has observed: ‘public support for gender equality and women’s rights on various aspects of life appears to be declining, particularly as regards work and family interactions.’<sup>8</sup>

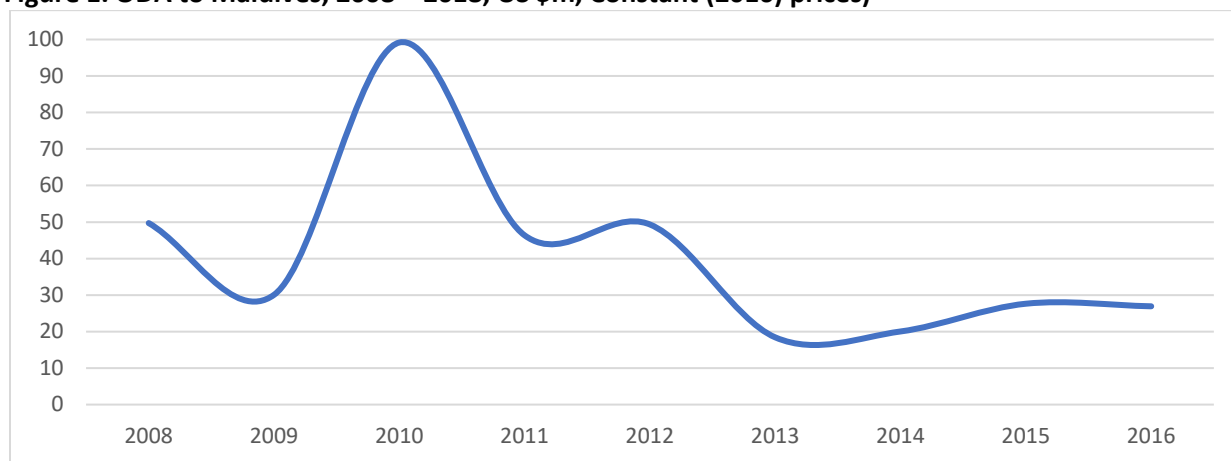
### 3. UNDP PROGRAMME STRATEGY IN MALDIVES

Relative to the size of Maldives economy UNDP’s contribution is small, representing less than half of one percent of general government expenditure.<sup>9</sup> This means that UNDP’s ability to generate benefits directly is limited by the small scale on which its interventions operate, or by its ability to use resources to generate larger impacts by prompting deep, systemic and sustainable impacts in their areas.

Reflecting the importance of managing the impacts of climate change in both countries, and availability of funds, UNDP’s portfolio is mostly comprised of energy, environment and climate projects. Governance is a focus for the Maldives CPD, but represents less than 25 per cent of the spending over the CPD period. Programme spending in recent years has been around \$5.5 million per annum.

TRAC resources are very limited, which means there is little scope for programming outside of the environment area. Limitations on TRAC resources reduce scope to mobilize resources from other donors, which in any case have become scarce, at least when it comes to traditional donors. ODA from OECD countries to the Maldives has fallen from a high of \$100m in 2010 to between \$20 and \$30 million annually in recent years (Figure 1). The recent adoption by the European Union of a framework for targeted sanctions against Maldives on grounds of ‘breaches of principles of democratic rule and separation of powers’<sup>10</sup>, in combination with the Maldives upper middle-income status and growth trajectory, this situation is unlikely to reverse.

**Figure 1. ODA to Maldives, 2008 – 2018, US \$m, Constant (2016) prices)**



<sup>8</sup> El-Horr, Jana, and Rohini Prabha Pande. 2016. Understanding Gender in Maldives: Toward Inclusive Development. Directions in Development. Washington, DC: World Bank. doi: 10.1596/978-1-4648-0868-5. License: Creative Commons Attribution CC BY 3.0 IGO.

<sup>9</sup> Based on estimated general government expenditure of around [US 1.4 billion for 2015](#).

<sup>10</sup> The framework enables the imposition of travel bans or asset freezes on relevant individuals and entities regarded to be ‘responsible for undermining the rule of law or obstructing an inclusive political solution in the Maldives as well as persons and entities responsible for serious human rights violations.’

However, the OECD data does not capture an important trend in external financing in the form of large increases in ODA or ODA like flows from China and Saudi Arabia, both of whom are large donors in the Maldives. Data compiled by US based think tank AidData suggests Chinese ODA-like flows to the Maldives may be as high or higher than \$12m annually.<sup>11</sup> There is no country level data on ODA on other investment in the Maldives by Saudi Arabia, but it is also large. As an indication of this, Saudi Arabia and the United Arab Emirates (UAE) announced in early 2018, a \$160m grant to the Maldives for development projects including the airport development and fisheries sector of the Maldives. To date, UAE reported ODA to Maldives has been small, but the 2018 announcement suggests that this is no longer the case.<sup>12</sup>

Given these trends, UNDP has been trying to diversify its financing sources to build its program, focussing in particular on the private sector and government cost-sharing.

<b>Table 1: Country Programme outcomes and indicative resources (2016-2020)</b>			
<b>Country Programme Outcome</b>		<b>Indicative resources (US\$ million)</b>	<b>Expenditures to date (US\$ million)</b>
Outcome 12A	By 2020 citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance.	Regular: 1.15 Other: 6.05	1.69
Outcome 13A	By 2020, growth and development are inclusive, sustainable, increase resilience to climate change and disasters, and contribute to enhanced food, energy and water security and natural resource management	Regular: 0.6	6.59
Total		7.8	8.28

Source: UNDP Maldives Country Programme Document 2016-2020 (DP/DCP/MDV/3)

#### **4. SCOPE OF THE EVALUATION**

ICPEs are conducted in the penultimate year of the ongoing UNDP country programme to feed into the development of new country programmes. The results of the ICPE will also feed into a thematic evaluation being conducted by the IEO of UNDPs assistance to vulnerable developing countries for disaster risk reduction and climate change resilience, and of UNDP's support for middle income countries.

The IEO previously conducted an evaluation of the Maldives country programme in 2010. The ICPE will consider the recommendations of this evaluations to the extent that they remain relevant given the length of time that has elapsed since it was completed.

ICPEs focus on the UNDP country programmes approved by the Executive Board. The country programmes are defined – depending on the programme cycle and the country – in the Country Programme Document

<sup>11</sup> This is the average level of Chinese ODA-like flows to the Maldives from 2012 to 2014.

<sup>12</sup> In addition, China is also making very large investments in the Maldives including an \$830m upgrade of the Male International airport. Research by Gateway House estimates the value of the three largest Chinese projects to be worth more than 40% of GDP, raising concerns about potential downstream debt distress. Maldives and China signed a free trade agreement in late 2017.

(CPD) and the Country Programme Action Plan (CPAP). The scope of the ICPE includes the entirety of UNDP's activities in the country and therefore covers interventions funded by all sources, including core UNDP resources, donor funds, government funds. There will also be initiatives from the regional and global programmes that are included in the scope of the ICPE. It is important to note, however, that a UNDP county office may be involved in a number of activities that may not be included in a specific project. Some of these 'non-project' activities may be crucial for the political and social agenda of a country.

The scope of the evaluation (in particular the short time available for fieldwork), will not allow systematic collection of beneficiary views and unintended consequences of the project on non-target groups. Where this information is not available it will be identified as a limitation.

The extent to which the evaluation will be able to assess outcomes from different aspects of UNDP's work will also depend on the stage of completion of different components of the work. Where projects are in their early stages, the focus of the evaluation will be on whether there is evidence that their design reflects learning or builds on outcomes achieved from previous projects. The projects that are proposed as being in the scope of the evaluation are set out in Annex 2. These have been identified on the basis that:

- A) they are or have been active in the current CPD period, or they are precursors to currently active projects;
- B) they are evaluable, in the sense that they are doing work in their area that has been a focus for UNDP over a long enough period to be able to say something meaningful about their progress, likely or actual outcomes;
- C) they are large enough to warrant specific attention.

Given the small size of the Mauritius and Seychelles portfolios, it is proposed that all projects that meet these criteria are included in the scope of the evaluation.

## **5. METHODOLOGY**

The ICPE will address the four evaluation questions.<sup>13</sup> These questions will also guide the presentation of the evaluation findings in the report.

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?
4. What can UNDP learn from the evaluation about how it can best position itself to support small island states that are pushing towards graduation from ODA eligibility?

The ICPEs are conducted at the outcome level. To address question 1, a Theory of Change (ToC) approach will be used in consultation with stakeholders, as appropriate. Discussions of the ToC will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. Where data gaps are apparent, a qualitative approach will be taken to fill those gaps to aid in the evaluation process. As part of this analysis, the CPD's progression over the review period will also be examined. In assessing the CPD's progression, UNDP's capacity to adapt to the changing context and respond to national development needs and

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<sup>13</sup> The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

priorities will also be looked at. The effectiveness of UNDP's country programme will be analysed under evaluation question 2. This will include an assessment of the achieved outcomes and the extent to which these outcomes have contributed to the intended CPD objectives. Both positive and negative, direct and indirect unintended outcomes will also be identified.

To better understand UNDP's performance, the specific factors that have influenced—both positively or negatively—UNDP's performance and eventually, the sustainability of results in the country will be examined under evaluation question 3. They will be examined in alignment with the engagement principles, drivers of development and alignment parameters of the Strategic Plan, as well as the utilization of resources to deliver results and how managerial practices affected achievement of programme goals. Qualitative rating scales will be used to assess (i) the degree to which a factor was a significant constraint on effectiveness of program implementation and achievement of outcomes; and (ii) the degree to which the UNDP was successful in addressing/managing the constraint.

Finally, some consideration will be given to whether there are broader lessons for UNDP from the evaluation, about how it can best address the needs of small island states that are moving towards graduation from ODA eligibility.

Special attention will be given to integrate a gender equality approach to data collection methods. To assess gender across the portfolio, the evaluation will use the gender marker and the gender results effectiveness scale (GRES). The GRES, developed by the IEO, classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative.

## 6. DATA COLLECTION

**Assessment of data collection constraints and existing data.** Beyond information collected in stakeholder interviews, the evaluation will not involve primary data collection. The rigour of the evaluation's outcome assessments will depend on the quality of the available documentation about the objectives and outcomes of UNDP's work, with interviews used to identify data sources and explore lines of inquiry. The evaluation will seek to tap into a diversity of data sources, including government data and documentation, project documentation reporting, media reporting and independent reviews and evaluations. The evaluation will assess whether there is valid and reliable information about the views of intended beneficiaries about UNDP projects and where this is available, will include this in reporting. A multi-stakeholder approach will be followed, and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Effort will be made to tap into a diversity of views about UNDP's work, to develop a fuller understanding of the political context.

**Data collection methods.** Specific evaluation questions and the data collection method will be further detailed and outlined in the outcome analysis, following consultation with program staff. The IEO and the country offices will identify an initial list of background and programme-related documents which is posted on an ICPE SharePoint website. Document reviews will include: background documents on the national context, documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports. All information and data collected from multiple sources will be triangulated to ensure its validity. The evaluation matrix will be used to guide how each of the questions will be addressed organize the available evidence by key



evaluation question. This will also facilitate the analysis process and will support the evaluation team in drawing well substantiated conclusions and recommendations.

**Stakeholder involvement:** a participatory and transparent process will be followed to engage with stakeholders at all stages of the evaluation process. During the initial phase, a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP's contribution to the country.

## 7. MANAGEMENT ARRANGEMENTS

**Independent Evaluation Office of UNDP:** The UNDP IEO will conduct the ICPE in consultation with the UNDP Maldives country office, the Regional Bureau for Asia and the Pacific and the Maldives Government. The IEO lead evaluator will lead the evaluation and coordinate the evaluation team. The IEO will meet all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Maldives:** The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide support in kind (e.g. arranging meetings with project staff, stakeholders and beneficiaries; assistance for field site visits). To ensure the anonymity of interviewees, the country office staff will not participate in the stakeholder interviews. The CO and IEO will jointly organize the final stakeholder meeting, ensuring participation of key government counterparts, through a videoconference, where findings and results of the evaluation will be presented. Additionally, the CO will prepare a management response in consultation with RB and will support the use and dissemination of the final outputs of the ICPE process.

**UNDP Regional Bureau for Asia and the Pacific:** The UNDP Regional Bureau for Asia and the Pacific will support the evaluation through information sharing and will also participate in discussions on emerging conclusions and recommendations.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. The IEO will seek to ensure gender balance in the team which will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder debriefing, as appropriate, with the country office.
- **Associate Lead Evaluator (ALE):** IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, he/she will help backstop the work of other team members.
- **Consultants:**
  - Depending on the country offices capacity to support the mission, a national consultant may be recruited to support the evaluation mission, and depending on skills and experience, to collect data and help assess the programme and/or the specific outcome areas.

- The mission may also include the participation of an international specialist working on the IEO’s thematic evaluation of UNDP’s support to vulnerable developing countries for disaster risk reduction and climate change resilience.
- **Research Assistant (RA):** A research assistant based in the IEO will provide background research and documentation.

The roles of the different members of the evaluation team can be summarised in Table 2.

Table 2: Data collection responsibilities by outcome		
Outcome	Report	Data collection
Outcome 1	LE and AE	LE and AE
Outcome 2	LE and AE	LE and AE
Strategic positioning issues	LE	LE and AE
Operations and management issues	LE	LE and AE

## 8. EVALUATION PROCESS

The ICPE will be conducted according to the approved IEO process<sup>14</sup>. The following represents a summary of the four key phases of the process, which constitute framework for conducting the evaluation.

**Phase 1: Preparatory work.** The IEO prepares the TOR and evaluation design and recruits evaluation team members. The IEO collects data first internally and then fill data gaps with help from the country offices, and external resources in various ways. Further data will be collected through interviews (via phone, Skype etc.) with key stakeholders, including country office staff. The evaluation team will conduct desk reviews of reference material, prepare a summary of context and other evaluative evidence, and identify the outcome theory of change, specific evaluation questions, gaps and issues that will require validation during the field-based phase of data collection.

**Phase 2: Field data collection.** During this phase, the evaluation team will undertake a one to two-week missions to Maldives. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 6. The evaluation team will liaise with CO staff and management, key government stakeholders, other partners and beneficiaries. At the end of each mission, the evaluation team will hold a debrief presentation of the key preliminary findings at the country office.

**Phase 3: Analysis, report writing, quality review and debrief.** Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process to write the ICPE report. The first draft (“zero draft”) of the ICPE will be subject to peer review by IEO and the International Evaluation Advisory Panel (IEAP). It will then be circulated to the country offices and the UNDP Regional Bureau for Africa for factual corrections. The second draft, which incorporates any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made and the UNDP Maldives country office will prepare a management response, under the oversight of the regional bureau. The report will then be shared at final debriefings where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Taking into account the discussion at the stakeholder event, the final evaluation report will be published.

<sup>14</sup> The evaluation will be conducted according to the [ICPE Process Manual](#) and the [ICPE Methodology Manual](#)

**Phase 4: Publication and dissemination.** The ICPE report and the evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board at the time of its approval of the new Country Programme Document. It will be distributed by the IEO within UNDP as well as to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Maldives country office and the Government of Maldives will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website<sup>15</sup> as well as in the Evaluation Resource Centre. The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.<sup>16</sup>

## 9. TIMEFRAME FOR THE ICPE

The timeframe and responsibilities for the evaluation process are tentatively<sup>17</sup> as follows:

<b>Table 3: Timeframe for the ICPE process</b>		
<b>Activity</b>	<b>Responsible party</b>	<b>Proposed timeframe</b>
<b>Phase 1: Preparatory work</b>		
TOR – approval by the Independent Evaluation Office	LE	August 2018
Selection of other evaluation team members	LE	September 2018
Preliminary analysis of available data and context analysis	Evaluation team	Sept-October 2018
<b>Phase 2: Data Collection</b>		
Data collection and preliminary findings	Evaluation team	Nov/Dec 2018
- Mission to Maldives	Evaluation team	Male 10 – 14 Dec 2018 Atoll tbc 17 – 20 Dec
<b>Phase 3: Analysis, report writing, quality review and debrief</b>		
Analysis and Synthesis	LE	January 2019
Zero draft ICPE for clearance by IEO	LE	February 2019
First draft ICPE for CO/RB review	CO/RB	February 2019
Second draft ICPE shared with GOV	CO/GOV	March 2019
Draft management response	CO/RB	March 2019
Final debriefing with national stakeholders	CO/LE	April-May 2019
<b>Phase 4: Production and Follow-up</b>		
Editing and formatting	IEO	April-May 2019
Final report and Evaluation Brief	IEO	April-May 2019

<sup>15</sup> [web.undp.org/evaluation](http://web.undp.org/evaluation)

<sup>16</sup> [erc.undp.org](http://erc.undp.org)

<sup>17</sup> The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.

## ANNEX 1. PROJECT LIST

Source of funds	Project name	Type of project	Implementation period	Project description	Grant amount	Implementation	Expense 2012 - 2018
<b>Projects core to scope</b>							
UNDP Core	00083688 Sustaining inclusive and Sustainable Growth	National	2014-2020	Strengthening national and sub-national systems and institutions through evidence-based policy services and structural transformation of productive capacities to create greater opportunities for youth employment.	379,200	DIM	\$418,148
GCF	00094293 GCF-Managing climate change induced water shortages	National	2017-2021	This project aims to deliver safe and secure freshwater to 105,000 people in the islands of Maldives in the face of climate change risks	\$23,736,364	NIM	\$510,294
UNDP; Gov of Australia	00093667 Integrated Governance Programme II	National	2016-2020	To build a resilient and peaceful democratic society through effective and accountable governance institutions, improved social cohesion and strengthened capacity of civil society to meaningfully participate in the public life	6,267,000	DIM	\$1,394,209
Gov of Japan; UNDP	00093960 Disaster Risk Reduction Capacity	National	2016-2018	To increase the capacity for disaster risk reduction and management through support to enactment and operationalization of Disaster Risk Management Act, strengthening early warning system, increasing awareness and community capacity.	\$380,000	NIM	\$412,701
<b>Projects to be considered as background to current CPD period</b>							
World Conservation Union	00085427 Mangroves for the future		2014-2018	Project for the implementation of Mangroves for the Future programme in the Maldives	\$508,289	DIM	\$450,816
Gov of Denmark	00061091 Faresmaathoda project	Regional	2011-2017	Climate Change Adaptation Programme in Gaafu Dhaalu Fares-Maathoda.	881,600	DIM	\$477,892
Adaptation Fund	00061753 Integrated Water Resources Management	Regional	2011-2018	Increasing climate resilience through an Integrated Water Resource Management programme in 3 Islands	10,085,000	NIM	\$8,275,647
MDTFO/JP_Maldives_one_UN_Fund	00065035 Low-Emission Climate Resilience Development Programme	Regional	2012-2018	This is an Initiation Plan. The purpose of the project is to assist to undertake preparatory activities for the LECReD Programme, including the design of the programme framework, development of a full-fledged programme.	423,255	DIM	\$419,858
MONTREAL PROTOCOL (MPU)	00069437 HCFC PHASE-OUT MANAGEMENT PLAN FOR MALDIVES	National	2012-2017	The objective of this project is to systematically implement projects under HPMP in line with overall strategy and implementation plan outlined in the HPMP document approved by the 60th Meeting of the Executive Committee (decision no. 60/37 and Annex VII to the report of the 60th Meeting of the Executive Committee).	400,000	NIM	\$315,529
MDTFO/JP_Maldives_one_UN_Fund	00077340 Low Emission Climate Resilient Development	Regional	2013-2018	The programme will assist the Laamu Atoll and its islands to realize low emission and climate resilient development (LECreD). The programme seeks to mainstream LECReD issues into local level development planning	\$6,435,853	DIM	\$6,320,324

## ANNEX 2. GENDER EQUALITY IN THE MALDIVES

Gender equality as measured by basic well-being in Maldives is reasonably healthy, reflecting its high human development. Maldivian girls have achieved universal primary education and near-parity in terms of secondary school enrolment: 44.9% of women above age 25 have received some secondary school education compared to 49.3% of men<sup>18</sup>. According to the World Bank:

*Maldives exhibits a classic case of a relatively prosperous country where gender inequalities in basic well-being are largely diminished but where other social and cultural gendered restrictions, especially on women's roles within and outside the home, persist and may be expanding.*<sup>19</sup>

However, there is a risk that the trend of growing social and religious conservatism in the private sphere, may reverse these gains. This prompted the World Bank to observe in a recent report that: 'public support for gender equality and women's rights on various aspects of life appears to be declining, particularly as regards work and family interactions'<sup>20</sup>. While Maldivian society has traditionally embraced liberal interpretations of Islam, there has been increasing conservatism since the 2000s as the country underwent rapid economic growth, modernization, and globalization. The government reformed the Constitution to declare Maldives an Islamic state in 1997. Civil law covers areas of public life, while Sharia law is enforced for family, criminal, and property issues.

The 2008 Employment Act includes generous maternal leave and prohibits dismissal because of sex, marital status, or familial responsibility. Women's labour force participation rate is 42.2%, as compared to 75.1% for men – and primarily limited to lower economic strata<sup>21</sup>. Women hold 19.6% of management positions<sup>22</sup>. Women represent about half of the civil service, the main employer – primarily concentrated within the ministries of health, family, and education – and have high representation in education, healthcare, and manufacturing.<sup>23</sup> However men predominate the important sectors of tourism (87%) and fishing. Women have lost their traditional role in the fishing value chain due to mechanization and lack of key assets. There is stigma against single women working on resort islands and limited childcare for women with children.

Despite legislation including the Gender Equality Law (August 2016), the Domestic Violence Prevention Act (DVPA) (2012), the Decentralization Act (2010) mandating Island Women Development Committees for local councils, the constitutional change allowing women to run for president (2008), and a "crucial role" at the grassroots activism level – women's leadership remains marginal and limited to a select group of elites. Women's representation in Parliament is only 5.9% while they occupy 17.6% of cabinet positions<sup>24</sup>. Maldives has not established quotas for gender parity. Women seeking political leadership

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<sup>18</sup> Source: UNESCO Institute for Statistics (2018) and Barro and Lee (2016) as cited in UNDP 2018 Human Development Report Statistical Update.

<sup>19</sup> El-Horr, Jana, and Rohini Prabha Pande. 2016. Understanding Gender in Maldives: Toward Inclusive Development. Directions in Development. Washington, DC: World Bank. <https://openknowledge.worldbank.org/handle/10986/2146>

<sup>20</sup> *ibid.*

<sup>21</sup> Household Income and Expenditure Survey (HIES) 2016. [http://statisticsmaldives.gov.mv/nbs/wp-content/uploads/2018/10/HIES2016-Employment\\_Presentation.pdf](http://statisticsmaldives.gov.mv/nbs/wp-content/uploads/2018/10/HIES2016-Employment_Presentation.pdf)

<sup>22</sup> *ibid.*

<sup>23</sup> World Bank, 2016.

<sup>24</sup> World Economic Forum, 2017.

face numerous challenges including financial resources, family support, connections, and perceptions affirming traditional gender roles and limited mobility<sup>25</sup>.

Gendered power differentials persist in the private sphere. Family law permits polygamy, prohibits marriage to non-Muslim men, and requires four male witnesses or confession to convict cases of rape. Zina (adultery) laws are almost always applied to women and punishable by public lashing. Sexual and gender-based violence is widespread. One in three women aged 15-49 reported experiences of physical and/or sexual violence, one in five by an intimate partner, and one in eight reported sexual abuse before age 15<sup>26</sup>. The Committee on the Elimination of All Forms of Discrimination Against Women (CEDAW) concluded in 2015 that the DVPA is inadequate due to underreporting of domestic violence and “under resourced and ineffective” protection services and safe houses<sup>27</sup>.

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<sup>25</sup> UNDP, “UNDP Issue Brief: Women’s Political Participation in the Maldives,” February 2017.

[http://www.mv.undp.org/content/maldives/en/home/library/democratic\\_governance/IssueBriefWomensPoliticalParticipationintheMaldives.html](http://www.mv.undp.org/content/maldives/en/home/library/democratic_governance/IssueBriefWomensPoliticalParticipationintheMaldives.html)

<sup>26</sup> Ministry of Gender and Family, “Maldives Study on Women’s Health and Life Experiences,” 2007.

<https://maldives.unfpa.org/sites/default/files/pub-pdf/WHLESurvey.pdf> The government has not provided updated statistics.

<sup>27</sup> CEDAW, Concluding Observations on the combined fourth and fifth periodic reports of Maldives, 11 March 2015: 6.

[https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/MDV/CEDAW\\_C\\_MDV\\_CO\\_4-5\\_Add-1\\_19539\\_E.pdf](https://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/MDV/CEDAW_C_MDV_CO_4-5_Add-1_19539_E.pdf)

## ANNEX 3. SUMMARY OF CPD OUTCOME INDICATORS AND STATUS AS REPORTED BY THE COUNTRY OFFICE

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
<b>Outcome 1: By 2020 citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance.</b>						
1. Number of women supported by UNDP who participate as candidates in local and national elections	5 (2015)	20 (2019)	<i>No change</i> (5) Election will be held on April 2017.	<i>Some progress</i> (10) Training for female candidates and aspiring leaders conducted ahead of the 2017 local council elections.	Moderate significance	Negligible influence
2. Extent to which human rights institutions support fulfilment of nationally and internationally ratified human rights obligations.	1 (not adequately) (2015)	3 (partially) (2020)	<i>Some progress</i> National Human Rights Action Plan drafted and opened for nationwide public consultations.	<i>Some progress</i> National Human Rights Action Plan drafted and finalized. To be implemented from 2018 onwards under the Attorney General's Office as overall coordinating body.	High significance	Insufficient evidence/low level of influence
3. Degree of effectiveness of mechanisms/platforms to engage women's groups.	Low (2015)	Medium (2020)	<i>No change</i> Low	<i>Some progress</i> ToT for all political parties conducted on political leadership and women's empowerment. Finalization of the National Gender Equality Action Plan and the National Gender Equality Policy.	Moderate significance	Insufficient evidence/low level of influence
1.3.2 Degree of effectiveness of mechanisms/platforms to engage youth groups.	Low (2015)	Medium (2020)	UNDP started creating safe spaces for youth to discuss development challenges and 'out of the box' solutions	Film for change initiative engaged youth in discussions about social issues  Community champions program  UNDP training for political youth wings	Moderate significance	Insufficient evidence/low level of influence

<sup>28</sup> Indicators were extracted from CPD.

<sup>29</sup> "Baseline," "Target," and "Status/Progress" were extracted from ROAR.

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
4. Number of proposals adopted for legal reform to fight discrimination	Planned (2015)	Adopted (2020)	<i>Some progress</i> Legal Aid bill drafted, to be sent to Parliament in 2017.	<i>Some progress</i> Criminal Procedure Code implemented. Legal Aid Bill drafted and ready to be tabled at the Parliament.	Moderate Significance	Insufficient evidence/low level of influence
5. Establishment of a national coordination process <sup>30</sup>	No	Yes	<i>No change</i> UN support to elections to be determined once 2016 Needs Assessment Report is finalized.	<i>No change</i> UN NAM recommended not to work directly with the Elections Commission as the institution's impartiality has been compromised and due to politicisation. Thus no official engagement on election coordination.	Moderate significance	Insufficient evidence/low level of influence
6. Percentage of Councils that have shown improved capacity for planning and monitoring at the local level	38% (2015)	45% (2020)	<i>No change</i>	<i>Some progress</i> Capacity development of local councils and key stakeholders on participatory planning and monitoring through community mobilization conducted for three island councils.	Moderate significance	Insufficient evidence/low level of influence
7. No. of people with access to legal aid through UNDP-supported initiatives, disaggregated by sex	0 (2015)	50: 25 men, 25 women (2020)	<i>Some progress</i> Legal Aid bill drafted in 2016.	<i>No change</i> Legal Aid Bill drafted, yet to be submitted to the Parliament. Upon implementation a Public Defender's Office is to be established	High significance	Insufficient evidence/low level of influence

<sup>30</sup> Formation of a National Coordination Body comprised of all key electoral state institutions to ensure credible and inclusive elections.



Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
8. Existence of new and strengthened legal aid and justice services to prevent and address sexual and gender-based violence	No (2015)	Yes (2020)	Some progress Legal Aid bill drafted.	No change Regulation to strengthen Domestic Violence Prevention Act drafted and awaiting approval. Feasibility study conducted to establish a community-based paralegals system to support women's access to justice	High significance	Insufficient evidence/low level of influence
9. Extent to which operational institutions have the capacity to support fulfilment of the concluding observations from the Committee on the Elimination of All Forms of Discrimination against Women	Not adequately (2015)	Partially (2020)	<i>No change</i> The National Human Rights Action Plan drafted in 2016 and a national coordination mechanism to be established in 2017.	<i>No change</i> National Human Rights Action Plan finalized and awaiting implementation.	Moderate significance	Insufficient evidence/low level of influence
10. Extent to which policies, systems and/or institutional measures are in place at national and subnational levels to generate and strengthen employment and livelihoods.	Not adequately (2015)	Partially (2020)	<i>No change</i>	<i>Some progress</i> Small Medium Enterprise Development Strategy formulated.	High significance	Insufficient evidence/low level of influence
<b>Outcome 2: By 2020, growth and development are inclusive, sustainable, increase resilience to climate change and disasters, and contribute to enhanced food, energy and water security and natural resource management</b>						
	1 (2015)	2 (2020)	<i>Some progress (1)</i> "Dhandhaana" a multi-agency coordinated mobile platform to communicate early warning has been set up by NDMC at the national level. Identification of an appropriate technology for disaster communication.	<i>Target reached or surpassed (2)</i> National platform for disaster risk reduction and management was held, with representatives from all atolls across Maldives, government and private sector.	Moderate significance	Insufficient evidence/low level of influence

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
2. Existence and effectiveness of legislative and/or regulatory provisions at national and subnational levels for managing disaster and climate risks.	Not adequately (2015)	Moderately (2018)	<i>No change</i> Although the Act has been ratified, National Disaster Management Authority has not been established causing some bottlenecks in the implementation of the Act. Guidelines/SOPs/Strategies required under the Act is being developed by NDMC.	<i>No change</i> Although the Act has been ratified, National Disaster Management Authority has not been established, causing some bottlenecks in the implementation of the Act. Guidelines/SOPs/Strategies required under the Act is being developed by NDMC.	High significance	Insufficient evidence/low level of influence
3. Existence and effectiveness of standardized damage and loss accounting systems with sex and age disaggregated data collection and analysis, including gender analysis	Does not exist (2015)	Partially (2020)	<i>Some progress</i> Initial training on Desinventar done for NDMC staff. Data gaps since 2006 exists which needs to be completed before system can be established.	<i>Some progress</i> The Desinventar system, a standardized damage and loss accounting system, was established at National Disaster Management Centre. UNDP will support the government in establishing gender responsive disaster risk reduction and adaptation plans and dedicated institutional frameworks and multi-stakeholder coordination mechanisms.	Moderate significance	Negligible influence
4. Number of plans and programmes that are informed by multi-hazard national and subnational disaster and climate risk assessments, taking into account differentiated impacts (e.g., on women and men).	4 (2015)	5 (2020)	<i>Some progress</i> Seven Island Development Plans and One Atoll Development Plan completed through LECReD.	<i>No change</i> Seven Island Development Plans completed in 2016.	Moderate-high significance	Insufficient evidence/low level of influence

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*		
			2016	2017	Significance of indicator	UNDP capacity to influence	
2.3.1 Number of national/subnational development and key sectoral plans being implemented that explicitly address disaster and/or climate risk management, disaggregated by those that are gender responsive	1 (2015)	4 (2020)	<i>Some progress</i> Gender-responsive DRR and adaptation plans prepared at island and atoll level as first step – next seek to expand nationally and prepare DRR plans/procedures with gender-disaggregated data	<i>No change</i> With government's limited political will to be engaged in planning processes, no progress were made in Output 2.1 and 2.3 as no programmatic activity could be undertaken in this area.	Moderate significance	-high	Insufficient evidence/low level of influence
5. Extent to which climate finance is being accessed by government and non-government institutions.	Partially (2015)	Largely (2020)	<i>Some progress</i> Climate funds of \$23.6 million accessed through Green Climate Fund. Awaiting project signature to start project.	<i>Some progress</i> Institutional setup and operational modality for the successful roll out and implementation of the GCF project was undertaken. The project was signed and project management unit was set up at Ministry of Environment and Energy.	Moderate significance		Moderate influence
6. Extent to which there is a strengthened system in place to access, deliver, monitor, report on and verify climate finance.	Not adequately (2015)	Partially (2018)	<i>No change</i> Not started on conducting a CPEIR for Maldives.	<i>No change</i> No CPEIR conducted in 2017	Moderate significance		Insufficient evidence/low level of influence
7. Extent of improvement of implementation of comprehensive measures – plans, strategies, policies, programmes and budgets – to achieve low-emission and climate-resilient development objectives.	Very partially (2015)	Partially (2020)	<i>Some progress</i> Seven Island Development Plans and One Atoll Development Plan completed through LECReD.	N/A	High significance		Low influence

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
8. Extent to which mechanisms exist at national and sub-national levels to prepare for and recover from disaster events with adequate financial and human resources, capacities and operating procedures	7 (2015)	20 (2020)	<p><i>Some progress</i></p> <p>“Kuri” island level disaster response plans have been developed and will be disseminated to all islands which provide SOPs on disaster response at the island level.</p>	<p><i>Significant progress</i></p> <p>1. 'Kuri' island level disaster response plans has been disseminated to all atolls across Maldives. The plan includes SOPs on disaster response at island level.</p> <p>2. Training of 15 Master trainers was conducted or undertaking Community Emergency Response Team (CERT) trainings at island level.</p> <p>3. Equipment for flood mitigation and response was established in 9 islands.</p>	High significance	Low influence
9. Number of new development partnerships with funding for improved energy efficiency and/or sustainable energy solutions targeting underserved communities/ groups and women	0	5 (2018)	<p><i>Some progress</i></p> <p>Solar panels installed in 11 schools in 11 islands of L. Atoll.</p>	<p><i>Some progress</i></p> <p>11 Solar Panels installed in across schools in Laamu but not connected</p> <p>New community led renewable energy programmes started in 2017</p>	Low significance	Low influence

Indicator <sup>28</sup>	Baseline <sup>29</sup>	Target	Reported Status/Progress		IEO assessment of significance of indicator and of UNDP contribution*	
			2016	2017	Significance of indicator	UNDP capacity to influence
10. Extent to which legal, policy and institutional frameworks are in place for conservation, sustainable use, access and benefit-sharing of natural resources, biodiversity and ecosystems.	Very partially (2015)	Partially (2020)	<i>Some progress</i> Field cadastral surveys have been undertaken in 50% of islands of Laamu Atoll as of 2016 to which will be used to develop more informed Land Use Plans that contribute towards conservation and sustainable use of natural resources, biodiversity and ecosystems. Council capacity building on use of NGIS and related software. Tariff systems for integrated water resource management is awaiting the start of the GCF Project in 2017.	<i>Significant progress</i> GIS mapping and marine mapping completed for one atoll of Maldives.  Community led projects by UNDP on biodiversity conservation has been able to declare at least one key sensitive area as protected zone.	Moderate significance	Insufficient evidence/low level of influence
11. Extent to which capacities to implement national and local plans for integrated water resources management have improved	Not improved (2015)	Partially improved (2020)	<i>No change</i> Preparations in place for the GCF project to start which will establish sustainable integrated water resources management capacities at the island and regional level.	<i>Some progress</i> GCF Project document was signed and work plan was developed. The project will establish sustainable integrated water resource management capacities at the island level and regional level.	High significance	Moderate influence
12. Number of new partnership mechanisms with funding for sustainable management solutions of natural resources, ecosystem services, chemicals and waste at national and/or subnational level	4 (2015)	15 (2020)	<i>Some progress</i> Waste Management Centres being developed across laamu atoll in all islands through partnerships with council and Ministry of Environment and Energy for better management of community waste.	<i>Some progress</i> Waste Management Centres being developed across laamu atoll in all islands through partnerships with council and Ministry of Environment and Energy for better management of community waste.	High significance	Insufficient evidence/low level of influence

\* Assessment approach loosely follows a methodology developed by Clear Horizon titled [“Significant Instances of Policy and Systems Improvement”](#), with adaptations made to reflect the resource constraints on this evaluation. The assessment of the significance of the indicator is a measure of scale of the achievement its attainment would connote in terms the way programs are run or services are delivered. The assessment of UNDP’s capacity to influence is based on the extent to which there is a clear line of contribution between UNDP’s program and any changes to the target indicator.

## ANNEX 5. IEO ASSESSMENT OF MALDIVES COUNTRY OFFICE RESULTS REPORTING

Evaluation Team assessment of the significance of results claims in the Maldives 2016 and 2017 Results Oriented Annual Reports

Result area	Results claim	Evaluation judgement of significance of results claim
Governance— capacity of civil society	Citizen-state link was strengthened through the first ever social innovation camp with over 100 young innovators nationwide to develop ‘out of the box’ solutions for issues such as civic participation and access to justice (2016)	Low – one off training with youth highly unlikely to generate noticeable changes to civic participation or access to justice.
	<b><i>Mechanisms and dialogue processes for civil society engagement were strengthened</i></b> with the film for change initiative that empowered youth to explore and engage in discussions about social issues through the medium of film; and through a community champions program that empowered local actors to become responsible citizens and agents of change. This is evident through the participants’ initiative to conduct a resource assessment following the community champions trainings. (2017)	Low – activities may have been useful, but no evidence cited of empowerment. No evidence of impact of resource assessments.
	UNDP <b><i>created the platform for better engagement of Civil Society in the implementation of SDGs</i></b> in the country by nationwide awareness sessions which culminated to the national forum of CSOs and SDGs with participation of over 100 CSO representatives. (2017)	Low – no evidence presented of increased influence of CSOs on policy making.
Governance-- strengthen referral mechanism	Empowering women and youth through development of a more enabling legal framework such as the drafting of the Legal Aid Bill, drafting of a Domestic Violence Regulation, development of a Human Rights Action Plan and amendment of the Gender Equality Policy (2016)	Low – bills and policies can have no impact unless passed. Even when passed, intention behind legislation often not realised because of implementation failures.
	New regulation, drafted based on UNDP’s technical advice, will contribute to enhanced coordination and responses from stakeholders to the victims of sexual and gender-based violence. (2016)	Low – bills and policies can have no impact unless passed. Even when passed, intention behind legislation often not realised because of implementation failures.
	A baseline study ‘Assessment of Issues faced by Women in Accessing Justice’ highlighting the challenges faced by women in seeking access to justice was commissioned. The study, which is being currently finalized, ‘highlighted institutional, structural and perception barriers for accessing justice sector services. The findings from the study will be used for evidence-based policy making and planning by UN and state agencies. (2016)	Low – no evidence of use, or change from study.
	<b>The legal framework was further strengthened</b> through series of the training for the improvement of the implementation of the Criminal Procedure Code, endorsement of the National Human Rights Action Plan and the drafting of the Gender Equality Action Plan. (2017)	Low – again, no evidence cited about impact of training, or either the human rights or gender equality action plans.
Governance— strengthen women’s participation and leadership	Internal Women’s Wings Mapping Study that fed into evidence-based interventions, such as the targeted training initiative for political parties (2016)	Low – significance can only be assessed in light of impact of the training, which is not reported.
	100 participants (70 female) across 5 major political parties of the Maldives trained in skills required for their active participation in the political sphere and increase the capacity of political parties and their internal structures. Training covered 7 areas, namely: - Women in Governance, Women in Maldivian Culture and Islam, Maldivian Legal	Low – significance can only be assessed in light of impact of the training, which is not reported.

Result area	Results claim	Evaluation judgement of significance of results claim
	Framework through a Gender Lens, Leadership, Communications and Networking, Political Campaigning - Overcoming and Mitigating Challenges. Survey indicated 100% of the participants found the training very useful, with 95% stating the need for similar scaled up trainings in the future. As a follow-up, a Training of Trainers, especially for women's wings of political parties is planned for 2017. (2016)	
	<b>UNDP also worked to ensure greater representation of women through a series of leadership trainings</b> for women and youth wings of the main political parties, and for women candidates leading up to the local council elections. At total of 113 women contested in the elections and UNDP provided training for 10. <b>Of those trained one woman won a seat in local council (2017)</b>	Low – no evidence presented that rate of success of the women UNDP trained was higher than that for those that did not receive the training. <sup>31</sup>
	UNDP through its small grant initiatives promoted the engagement activities that gave women a leadership role in decision making on natural resource management. One key success of this engagement was seen in the island of Maabaidhoo where women led initiative was able to lobby the island council in declaring ecologically sensitive area of the island as protected. (2017)	Low – potentially significant but need to assess follow through in terms of management and regulation of activity in the protected zone.
	UNDP launched a women's empowerment campaign, focusing on political participation and representation of women. The campaign will contribute to advocacy efforts towards ensuring meaningful and equal participation of women and men in political leadership and decision making. (2017)	Low – no evidence provided about the reach or impact of the program on awareness, attitudes, behaviours.
Governance—enhanced capacity of civil society	UNDP interventions focused on <b>strengthening engagement between state and citizens to ensure that the voices of the communities are considered and there is meaningful participation in development processes</b> , using different dialogue platforms and capacity building initiatives. Additionally, civil society were engaged as crucial stakeholders in the democratic process and as primary entry points to civic participation for youth, women and vulnerable groups (2016)	Low – no evidence provided about scale or quality or impact of engagement.
	<b>Mechanisms and dialogue processes for civil society engagement were strengthened</b> with the film for change initiative that empowered youth to explore and engage in discussions about social issues through the medium of film; and through a community champions program that empowered local actors to become responsible citizens and agents of change. This is evident through the participants' initiative to conduct a resource assessment following the community champions trainings. (2017)	Low – activities may have been useful, but no evidence cited of empowerment. No evidence of impact of resource assessments.
	<b>UNDP conducted a scoping in 4 to understand vulnerabilities existing in atolls. As a result, targeted interventions (e.g. youth leadership programs) are being developed by UNDP</b> to create safe spaces for dialogue and civic engagement to discuss developmental challenges and sensitive issues such as GBV and justice for women. (2016)	Low – design activity.
Governance—centralised planning	<b>Supported the government of Maldives in identification of National Targets for SDG implementation.</b> The CO office supported the coordination among various stakeholders across in developing a framework to monitor SDGs implementation in the country (2016).	Low, no evidence of impact of this support on Maldives policies or implementation.
Other—south-south cooperation	<b>The CO is working closely with CO China to explore South-South cooperation with China</b> , including a partnership with Baidu – a renowned recycle company to introduce e-waste management, a concept new to the Maldives (2016).	Low – early stages of concept.

<sup>31</sup> <https://maldivesindependent.com/politics/female-candidates-win-majorities-on-four-island-councils-130572>

Result area	Results claim	Evaluation judgement of significance of results claim
Inclusive sustainable development— local planning	UNDP systematically provided technical expertise in revising the existing local development planning methodology to include principles of low emission, climate resilience, gender equality and DRR, which can be scaled up to the national level. Capacity building of 66 counterparts involved multi-level local planning and producing a new local planning methodology handbook. As a result, 8 more resilient local plans at island and atoll level were developed. To enhance resilience of the largest sector – tourism (30% of the GDP), UNDP provided technical input to update environmental guidelines, develop a Strategic Plan and standards for Marina Development incorporating CCA and trained 24 people on the latter. (2016)	Low – handbooks and plans and planning methods are only significant if there is evidence that they have changed planning behaviours and outcomes. No evidence provided of improved capacity.
	UNDP further supported the development of the Flooding and Erosion Management Guidelines and conducted various trainings to increase the local capacity in climate change and local planning, scenario setting, financial and investment planning and strategic implementation and financing (2016)	Low – guidelines and training are only significant insofar as they contribute to improved planning/flood control outcomes. No evidence is cited about this.
	Overall capacity of the country to address information for CCA and DRR enhanced through UNDP’s technical expertise in drafting the first Maldives Meteorology Act (indirectly benefiting the total country’s population of 400,000 persons (2016).	Low – drafting of an act is a small first step.
	Decentralisation and local planning require local councils, government entities, and community-based organisations to work together towards achieving an overall more secure and resilient future for communities in terms of food, energy and water, natural resource management and low carbon development. This holistic method is currently being piloted with early results in Laamu Atoll. With UNDP’s expertise on local planning, respective process in <b>Laamu Atoll is becoming more resilient, sustainable and gender inclusive</b> , with the atoll’s 2016 annual development plans incorporating concepts of disaster and climate risk management. While delays in local council elections hampered absorption and upscaling of related new methodologies in other parts of the country, the replication of the latter would make subnational local planning more inclusive of vulnerable groups, sustainable and resilient. (2016)	Low – insufficient evidence available to support the claim that Laamu Atoll is becoming more resilient, sustainable and gender inclusive, or that methods can or will be replicated in other atolls. Available evidence suggests in fact that results in this area have been weak, and less that what might have been expected given the resources applied.
	UNDP with the government of Maldives and local councils laid the ground work for improving natural resource management in one additional atoll. This was done through completing the natural resource habitat maps of Laamu Atoll. (2017)	Low – no evidence available about impact on local government decision making.
	Furthermore, UNDP supported community activity resulted in the declaration of a wetland as protected zone. (2017)	Low – potentially significant but need to assess whether ongoing management and regulation of activity in the protected zone reflects its new status.
	Inclusive sustainable development— Disaster Risk Reduction	The outputs for ‘scaled up action on climate change adaptation and mitigation across sectors funded and implemented’ and ‘preparedness systems in place to effectively address the consequences of and response to natural hazards and man-made crisis at all levels of government and community’ were addressed through innovative approach to disaster and climate risk management. UNDP remains the main partner for the National Disaster Management Centre of Maldives since the Asian Tsunami of 2004 and it has been supporting the Centre’s capacity building since 2009. In 2016, the Government of Japan allocated \$380,000 to upscale the capacity of NDMC with focus on innovation in disaster risk reduction and climate risk management (E55). Through this project



Result area	Results claim	Evaluation judgement of significance of results claim
	<p>partnership was established with DJI (leading drone manufacturing company to use Unmanned Aerial Vehicles (UAVs) in DRR and climate risk assessment. Specialised training for the government on UAV use in the areas of fire and rescue, island risk assessments. Scoping sessions, procurement and donation of additional drones and the first steps towards a comprehensive programme to coordinate and analyse data collected through UAVs through the establishment of a Data Hub, are expected to benefit the total population of the Maldives. (2016)</p>	
	<p>The CO continued its work from 2016 to improve preparedness systems in place to effectively address the consequences of and response to natural hazards. Disaster management toolkits were developed, and 28 people were trained on its use. These toolkits provide standard operational procedures with step-by step guidance on approaching disaster response, relief, recovery and mitigation for most common disasters in the Maldives. In addition, training of trainers on Community Emergency Response Teams were conducted to participants from National Disaster Management Centre, Maldivian Red Crescent, Maldives National Defence Force and Maldives Police Service. Furthermore 9 islands were provided with flood response equipment. These activities to improve local capacity in preparedness and disaster. (2017)</p>	<p>Low - Reasonable, description of activity, but stronger evidence required about impact of activity on preparedness and response.</p>

## ANNEX 6. PEOPLE CONSULTED

### **UNDP**

Ahmed, Naufal, Programme Associate

Asim, Nabeeh, Programme Assistant

Nazim, Makhdhooma, Partnership and Policy Officer

Rizna, Aishath, Assistant Resident Representative

Shaliny, Aminath, Project Officer

Shareef, Hamna, Programme Officer

Shifaz, Ahmed, Assistant Resident Representative

Thoha, Nasheeth, Assistant Resident Representative

Von Habsburg-Lothringen, Ferdinand, Peace and Development Advisor

### **UN Agencies**

Abdulla, Laila, Programme Assistant, WHO

Latheef, Aishath Thimna, National Procurement Officer, WHO

Noda, Shoko, Resident Coordinator

Yasir, Mohamed. Communication for Development Officer, UNICEF

Zuhana, Fathimath, Programme Analyst, Country Focal Point, UN Women

### **Maldives Government**

Abdul Sattar, Maziya, State Attorney, Human Rights Affairs Division, Attorney General's Office

Adam, Faisal, Head of Legal department, Maldives Judicial Academy

Ahmed, Mariyam Jabeen, Member, Laamu Fonadhoo Women's Development Committee

Ahmed, Maumoon, Senior Planning Officer, L. Maavah Island Council

Ajwad Musthafa, Permanent Secretary, Ministry of Environment

Ali, Ibrahim Waheed, Director General, Maldives Judicial Academy

Asim, Mohamed, Planning Officer, L. Maavah Island Council

Faisal, Moosa, Laamu Atoll Council

Farhaanaa, Khadeeja, Member, Laamu Fonadhoo Women's Development Committee

Faseeh, Mohamed, Assistant Director

Hameed, Ismail, Financial Officer, Ministry of Environment

Hassan, Sofeenaz, Director General, National Disaster Management Centre

Ibrahim Thaufeeq, Captain, National Counter Terrorism Centre

Ibrahim, Lieutenant Colonel Husein, National Counter Terrorism Centre

Ibrahim, Shaheedha Adam, Project Manager, Ministry of Environment

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Imad, Mohamed, Assistant Executive Director, Ministry of Finance and Treasury

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Jameel, Mohamed, Council Member, Laamu Atoll Council

Khaleel, Zammath, Assistant Director

Maajid, Ahmed, Chancellor, Maldives Judicial Academy

Matheena, Aishath, Member, Laamu Fonadhoo Women's Development Committee

Mohamed, Ahmed Muhusin, President, L. Maamendhoo Island Council

Moosa, Ahmed, Island Council President, L. Maavah Island Council

Moosa, Ali, Administrative Officer, L. Maavah Island Council

Naeem, Major Ibrahim, National Counter Terrorism Centre

Nafees, Shareef, Director General, Ministry of Home Affairs

Naseer, Aminath Nabeela Ibrahim, Associate Legal Counsel, Ministry of Home Affairs

Nisha, Aishath, Administrative Officer, L. Maamendhoo Island Council

Rahman, Adam Abdul, Council Member, L. Maavah Island Council

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Saeed, Hassan, Monitoring and Evaluation Officer, Ministry of Environment

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### **Civil Society**

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Nuzha, Aishath, Executive Director, Hope for Women

Yoosuf, Raashidha, Founder Member, Hope for Women