Final Evaluation Report

of the

UNDP Maldives'

Integrated Governance Programme (IGP II)

(2016-2022)

May 2022, Maldives

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Commissioned by UNDP Maldives

Project and evaluation information details

Project/outcome Information	
Project/outcome title	Integrated Governance Programme: Strengthening Democratic Governance, Rule of Law and Human Rights in the Maldives
Atlas ID	00093667
Corporate Outcome and Output	From CPD 2016-2020 Outcomes: • Outcome 2: By 2020, gender equality is advanced, and women are empowered to enjoy equal rights and opportunities in access to social, economic, and political opportunities. • Outcome 3: By 2020, citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance Outputs: Citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance From CPD 2022-2026 Outcome 3: By 2026, Maldives has strengthened decentralized and accountable governance under the rule of law where people are empowered, meaningfully participate in transparent and transformative processes for public policy and fully enjoy access to justice, public services, human rights, gender equality and women's empowerment in a tolerant and peaceful society Outputs • Output 3.1. Government's capacities at national/sub-national levels strengthened to effectively plan, finance, and implement development policies and strategies. • Output 3.2. State capacities enhanced to digitalize public administration and service provision in an efficient and equitable manner • Output 3.3. Strengthened rule of law, human rights and enhanced access to protection and justice
Country	Maldives
Region	South Asia
Date project document signed	9 November 2015
Project dates	**Start** | **Planned end**
	1 January 2016 | **31 March 2022**
Total committed budget	7,219,261.00
Project expenditure at the time of Evaluation	5,822,108.00
Funding source	Australian Aid, EU, BCPR
Implementing party	UNDP

Evaluation information		
Evaluation type (project/ outcome/thematic/country programme, etc.)	Project Evaluation	
Final/midterm review/ other	End of the Project Final Evaluation	
Period under evaluation	Start:	Completion:
	1 January 2016	31 March 2022
Evaluators	Ahmed Shahid, PhD.	
Evaluator email address	ahmshahid@gmail.com	
Evaluation dates	**Start**	**Completion**
	14 April 2022	25 May 2022

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List of Acronyms and Abbreviations

ACC	Anti-Corruption Commission
ADR	Alternative Dispute Resolution
AGO	Attorney General's Office
ALAC	Advocacy and Legal Aid Center
BCC	Business Center Corporation
BCM	Bar Council of Maldives
BHR	Business and Human Rights
BIT	Behavioural Insights Team
CBOs	Community Based Organisations
CCA	Common Country Analysis
CDA	conflict and development analysis
CEDAW	Convention on the Elimination of Discrimination Against Women
CLE	clinical legal education
CMH	Centre for Mental Health
CO	Country office
COVID-19	Corona Virus Disease
CPD	Country Programme Document
CRPC	Criminal Procedure Code
CSOs	Civil Society Organisations
DIHR	Danish Institute for Human Rights
DJA	Department of Judicial Administration
DV	Domestic Violence
EC	Elections Commission
ERI	Equal Rights Initiative
FLC	Family Legal Clinic
FPA	Family Protection Authority
GEAP	Gender Equality Action Plan
GEWE	Gender Equality and Women's Empowerment
GRES	Gender Results Effectiveness Scale
HPA	Health Protection Agency
HR&GE	Human Rights and Gender Equality
HRBA	Human Rights Based Approach
HRCM	Human Rights Commission of Maldives
IGMH	Indira Gandhi Memorial Hospital
IGP	Integrated Governance Programme
IPR	Intellectual Property Rights
JSC	Judicial Services Commission
LGA	Local Government Authority
LSRC	Legal Sector Resource centre
M&E	Monitoring and Evaluation
MLSDP	Maldives Labour and Social Democratic Party
MMC	Maldives Media Council
MNPHI	Ministry of National Planning, Housing and Infrastructure
MNU	Maldives National University
MoGFSP	Ministry of Gender, Family and Social Services
MoHA	Ministry of Home Affairs
MPS	Maldives Police Service
MRC	Maldives Red Crescent
MSMEs	Micro, Small and Medium Enterprises
MTG	medium term grants

MYSCE	Ministry of Youth, Sports and Community Empowerment
NCTC	National Counter-Terrorism Centre
NGOs	Non-Governmental Organisations
NHRAP	National Human Rights Action Plan
NMFHR	National Monitoring Framework for Human Rights
NSPA	National Social Protection Agency
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
PGO	Prosecutor General's Office
PO	President's Office
ProDoc	Project Document
PVE	Preventing violent extremism
PWDs	Persons with Disabilities
RTFs	returning terrorist fighters
SAP	Strategic Action Plan
SDG	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SIC	Social Innovation Camp
STEM	Science, Technology, Engineering and Maths
TM	Transparency Maldives
ToC	Theory of Change
ToC	Theory of Change
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNSDCF	United Nations Sustainable Development Cooperation Framework
VAW	Violence against women
WDCs	Women's Development Committees
WHO	World Health Organisation
YLP	Youth Leadership Programme

Executive Summary

Context

The Integrated Governance Programme phase 2 (IGP II, 2016-2022) was designed in 2015 with the aim of building a resilient and peaceful democratic society through effective and accountable governance institutions, and to promote their sustainability, strengthen capacity of civil society to meaningfully participate in public life and improve social cohesion and human security for all people of the Maldives. The overall objective of the programme was designed 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. The programme has two broad objectives/ results areas: i.e. 1) increased voice and citizen participation for strengthened governance systems; and 2) enhanced access to justice and protection of human rights.

Building on the evaluation requirements specified in the TOR, this evaluation is designed to capture and present a plausible, evidence-based analysis and narrative to help explain how the various interventions of the IGP II over the last 6 years helped produce measurable changes and impact. Given that a comprehensive review of the IGP II was undertaken in late 2021, the current evaluation makes the maximum use of the data and findings of the review. The amount of document reviews and stakeholder consultations for the current evaluation was determined to supplement the review findings and add further details and triangulation of results. While the IGP II review captured the period from 2018 to mid-2021, with more specific emphasis on the period between 2019-2021, the current evaluation is designed to assess the entire period of the project (from 2016 to March 2022). In addition, the findings of the mid-term evaluation of the project undertaken in mid-2018 is also used as a reference in this final evaluation.

The methodology of the evaluation is designed to provide systematic and impartial evidence and analysis of all data available on the project activities and interventions with a focus on their accomplishments, examining the results chain, processes, contextual factors and causality, where applicable. Measures of relevance, effectiveness, efficiency, sustainability and impact of the interventions to the project is given focus, along with the cross-cutting human rights, gender equality and social inclusion dimensions. In addition to the general evaluation criteria, this evaluation also applied the lens of Human Rights Based Approach (HRBA) and the Human Rights and Gender Equality (HR & GE) approach.

This evaluation relies on both primary and secondary data sources related to the IGP II project interventions. Project Annual Reports and activity/ intervention related reports from UNDP, along with relevant reports and outputs of various interventions forms the bulk of the secondary data sources. In addition, budget reports, Mid Term Evaluation Report (2018) and IGP II Review Report (2021) were consulted extensively to contextualise the project interventions and the cumulative effect of interventions over the project period. Given the extensive consultations conducted for the review in 2021, meeting notes from 19 consultation meetings and 2 CPD consultation meetings have been used, in addition to inputs from additional meetings with the project team held during the evaluation period.

The evaluation finds that the overall design and implementation of the IGP II interventions were aligned with the governance needs of the country – especially in the areas of democratic participation, citizen's voice, access to justice and protection of human rights. The emphasis on empowering women and youth to be more engaged with the democratic process through capacity development, institutional reform and change in public perception were adequately stressed. The Theory of Change for the programme was built on the assumption that the interventions related to creating the enabling environment for people will have the positive effect of grassroots level confidence in the system, resulting in a more harmonious

and secure society for everyone in the Maldives. While recognising that such ambitious social change goals are always built on the long-term horizon, the short- to medium-term gains of the interventions under IGP II are recognisable and commendable. There is evidence that momentous changes to legislation, institutional processes and capacity development efforts have been built through the programme, with a high level of recognition among the stakeholders that the programme's investment is worthwhile and impactful.

In addition to the specific observations on outputs and activities, the programme's overall performance is measured in relation to the relevance of the programme to local context and needs, resource allocation and efficiency, adaptability and innovation, effectiveness and impact, sustainability and local ownership, and modality of engagement with partners. In all these areas, there is evidence that the programme has met the partner and donor expectations and are well aligned with the various socio-political realities and contexts over the course of the 5 years.

As an overall impression, this evaluation remarks that IGP II has been recognised by all relevant stakeholders as a timely and useful intervention in strengthening democratic governance, rule of law, access to justice and human rights in the country. The integrated and focussed approach of the work stream is also identified as a strength of the programme. As a UNDP flagship intervention in the Maldives, IGP II has been and has the potential to be a force for good in introducing social change and contributing towards achieving political stability.

Findings

The analysis comes up with the following findings:

- **Finding 1:** The design and implementation of the IGP II interventions demonstrate a high degree of alignment with the governance needs of the country, including the strengthening of the legislative and regulatory frameworks, institutional capacity development and most importantly the capacity of the beneficiaries (women, youth and the general public) to improve their confidence to participate in the process of governance and decision-making.

- **Finding 2:** Despite the volatility of the political environment during the programme period (especially during the first 3 years), IGP II interventions have been effective in generating positive results on the ground in terms of legislative and regulatory reforms, institution building and capacity development of targeted groups and the general public.

- **Finding 3:** The overall strategy of resource allocation and utilisation for the IGP II interventions was satisfactory, especially given the context of scarce resources available and the unforeseen challenges of COVID-19 pandemic.

- **Finding 4:** While local ownership and engagement with relevant stakeholders is good, there is insufficient focus in IGP II's interventions on ensuring the sustainability of action and impact beyond the programme period.

- **Finding 5:** Considering the extremely broad, macro-level objective of the IGP II interventions, the overall direct impacts of programme interventions are hard to quantify. However, there is evidence that the programme's interventions have created observable social transformations and shifts, including increased public participation in governance related matters, increased human rights awareness and improved women's participation in politics.

- **Finding 6:** Human rights approach is inherently integrated into the programme design of IGP II, with a strong focus on empowering rights-holders to demand and exercise their rights. However, the overall focus on institutional capacity development in the area of human rights is generally low in the programme design and implementation.

- **Finding 7:** IGP II is gender responsive and has a significant focus on gender equality and women's empowerment throughout all interventions and has a number of successes in the area of further empowering women and enhancing the social standing of women, including political participation. The social inclusion dimension also covered youth, PWDs, vulnerable and marginalised populations and migrants (to some extent), within the context of social cohesion and preventing violent extremism (PVE).

- **Finding 8:** Interventions and activities under IGP II included some positive engagements with persons with disabilities (PWDs), through creating awareness, increasing service accessibility and supporting innovative social solutions. However, there is very little focus on addressing legislative and regulatory gaps that prevent PWDs from enjoying their rights as equal and productive members of the society.

- **Finding 9:** UNDP is a trusted partner when it comes to convening diverse agencies of the state, civil society and community, and UNDP has maintained a high level of engagement with relevant partners and stakeholders throughout the programme.

Recommendations

Based on the findings of the evaluation, following recommendations are made in this report.

- **Recommendation 1:** UNDP should give more emphasis on grassroots empowerment, including CSOs, community actors and human rights defenders, to expand the civic space and improve the demand side for more democratic, transparent, accountable and accessible governance in any future intervention of similar nature.

- **Recommendation 2:** UNDP should continue to promote gender equality, encompassing legislative and institutional changes, grassroots mobilisation of women, capacity and opportunity, sensitisation and social dialogue to address issues of discrimination, gender stereotypes and prejudices in all similar future interventions.

- **Recommendation 3:** UNDP should give more emphasis on political and economic empowerment of youth, persons with disabilities, the poor and marginalised communities through more research into causes of social exclusion, disenfranchisement and disengagement, and help create further avenues and opportunities for young people to contribute towards national development.

- **Recommendation 4:** UNDP should increase attention to strengthening a culture of respect for human rights, by targeting legislative change, institution building (especially support to HRCM), grassroots human rights NGOs and human rights defenders, and rights-holders' awareness and capacity to demand their rights, using more locally driven approaches.

- **Recommendation 5:** UNDP's focus on post-COVID-19 recovery should include creating new opportunities for communities to build resilience, livelihoods and social support in a manner that creates more opportunities for the marginalised communities and individuals, at the same time promoting social justice and ensuring that no one is left behind.

- **Recommendation 6:** UNDP should focus on supporting legislative change and building institutional mechanisms that would help local governments to be more meaningful, effective and accountable to the people through sustained capacity development support and regular monitoring, and by adopting digital and technology-driven solutions and other forms of digital governance initiatives.

- **Recommendation 7:** UNDP should broaden its partners and stakeholders in governance interventions to include the academia and private sector partners in relevant interventions to create further synergy.

- **Recommendation 8:** UNDP should focus on strengthening programme governance to include better accountability on programme delivery, and focus on developing more specific and quantifiable baseline data on all areas of programme intervention and continue to collect monitoring data at regular intervals to effectively measure impact on the ground.

Chapter 1: Introduction and Overview

This is the final evaluation report of the UNDP Maldives's Integrated Governance Programme 2016-2022 (IGP II). The evaluation was undertaken in line with the UNDP Evaluation Policy and Guidelines, as well as the Evaluation Plan of UNDP Maldives, applying the OECD-DAC evaluation criteria and the Gender Results Effectiveness Scale used in UNDP's evaluation for GEWE.[1]

The evaluation was carried out during April 2022 and was designed to capture and demonstrate evaluative evidence of IGP phase II's contributions to development results at the country level as articulated in both the Maldives UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD).[2] The evaluation builds on the mid-term evaluation of the project carried out in 2018,[3] and the project review carried out in 2021.[4]

The aim of this final evaluation of IGP II is to assess the progress in the implementation of the project, what worked what did not and why, and look at challenges faced and ensure accountability for the overall results. The lessons learned and recommendations from the evaluation will be used by the UNDP and other relevant partners in the design and implementation of any similar development support in the future.

1.1. National Context and Background

The Maldives is a young democracy endeavouring to build on considerable economic and human development gains achieved in the past few decades, but simultaneously still challenged by deep socio-economic, environmental, and political issues. Despite the challenges of being a small island nation with very narrow economic bases, the country has achieved remarkable progress in economic progress and human development over the last 50 years. From being one of the poorest countries in the world in 1965 when the country gained independence from Britain after 76 years as a protectorate,[5] the country has achieved remarkable developmental gains over the last 56 years. The country graduated from the list of Least Developed Countries (LDCs) in 2011 and has achieved a per capita income of US$23,912.360 (GDP PPP) or US$13,189.636 (GDP nominal) by 2021.[6] The World Bank described Maldives as a 'development success story'[7] and has achieved a high Human Development Index (HDI), ranking the country as 95th in 2020 (HDI=0.740)[8]. Notwithstanding these achievements, building and entrenching an effective and accountable governance system remains as a major challenge.

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[1] United Nations Development Programme, 'RFP and TOR to Conduct Final Evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022' (2022).

[2] United Nations Development Programme, 'Country Programme Document for Maldives (2022–2026)' (2022) <https://www.mv.undp.org/content/dam/maldives/docs/publicationsgeneral/UNDP MV CPD 2022-2026 FINAL.pdf>.

[3] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (2018).

[4] United Nations Development Programme, *Review of the UNDP Maldives' Integrated Governance Programme 2016-2021* (2021).

[5] The World Bank, 'The Maldives: A Development Success Story' (2013) <https://www.worldbank.org/en/results/2013/04/10/maldives-development-success-story>.

[6] International Monetary Fund, 'World Economic Outlook Database' (2022) <https://www.imf.org/en/Publications/WEO/weo-database/2022/April>.

[7] The World Bank (n 5).

[8] United Nations Development Programme, '2020 Human Development Index Ranking' (2021) <https://hdr.undp.org/en/content/latest-human-development-index-ranking>.

With a very young and educated population, the process of transformation to democratic governance and rule of law under the 2008 Constitution[9] was expected to be quick and efficient. However, numerous challenges of deep-rooted socio-economic and political division and elite capture had hindered the progress in many fronts – particularly in the areas of public engagement in democratic process, access to justice, gender equality, rule of law and human rights. Political polarisation, corruption and weak accountability persisted as serious obstacles to meaningful democratic institution-building efforts.[10] Some of the major gaps in governance include decentralised participation and local governance, increasing government transparency, accountability and gender-responsiveness, rights-based approaches to development, as well as of mainstreaming environmental sustainability.[11]

The presidential election of 2018, parliamentary election of 2019 and the local council election of 2021 demonstrated the resilience of democratic institutions and the increasing public trust in the democratic process despite the extremely volatile journey the country has taken in the last decade. This also indicates the significant work that still remains in the areas of effective and inclusive governance institutions and processes, consolidation of the rule of law, meaningful decentralisation, gender equality, and evolution of an informed civil society and an independent, professional media.[12]

In response to the rapidly evolving governance challenges, the Government of Maldives and the United Nations Development Programme (UNDP) rolled out Phase II of the Integrated Governance Programme (IGP II) to consolidate support to the democratic governance processes, rule of law and human rights, building upon the experience of the earlier governance programme.[13] The program focused on capitalising on current opportunities to further strengthen democratic values and principles in the Maldives through supporting national and local institutions and empowering people.

IGP II was designed with the aim of building a resilient and peaceful democratic society through effective and accountable governance institutions, promoting their sustainability, strengthening capacity of civil society to meaningfully participate in the public life and improving social cohesion and human security for all people of the Maldives. The project targets on increasing voice and citizen participation for a more effective and inclusive governance system and enhanced access to justice and protection of human rights.[14]

During the programme cycle, the Maldives and the world was crippled by the effects of COVID-19 pandemic. The pandemic has exacerbated many of the pre-pandemic inequalities and vulnerabilities in the Maldives across in socio-economic domains. Marginalised and vulnerable groups including women, youth, the elderly, migrant workers and persons with disabilities have enjoyed unequal access to health care and education; have been left out of social safety nets; experienced disproportionate impact to jobs and livelihoods; and women have been exposed to greater levels of violence, as well as shouldering increasing burdens of unpaid care-work. They are also the groups at the greatest risk from climate change and its impacts, such as food security and access to clean water. At the same time, social cohesion has been further strained, and violent extremism is on the rise.[15]

The subsequent chapters of this evaluation report includes detailed description of the Integrated Governance Programme – IGP II (chapter 2), scope and objectives of this evaluation (chapter 3),

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[9] *Constitution of the Republic of Maldives 2008.*

[10] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).

[11] United Nations in the Maldives, 'Common Country Analysis: Maldives' (2020).

[12] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (2015) <https://info.undp.org/docs/pdc/Documents/MDV/ProDoc IGP II.pdf>.

[13] Ibid.

[14] Ibid.

[15] United Nations in Maldives, 'Covid-19 Socioeconomic Response and Recovery Framework' (2000) <https://unsdg.un.org/sites/default/files/2020-08/MDV_Socioeconomic-Response-Plan_2020.pdf>.

evaluation approach and methodology (chapter 4), data analysis and findings (chapter 5), conclusions (chapter 6), recommendations and management responses (chapter 7), and lessons learned (chapter 8).

Chapter 2: Description of the Integrated Governance Programme (IGP phase II)

This chapter outlines the design and structure of the IGP II and provides details on the Theory of Change (ToC) of the intervention, along with the underlying principles that guided the interventions, which are considered in this evaluation. A brief outline of the programme goals and results areas are also included along with descriptions of respective activities/ outputs under these results areas. Based on the national context and background to IGP II discussed in chapter 1, this chapter also identifies the intervention's underlying assumptions related to the external environment that played a significant role in shaping the overall outcomes and impacts. A general overview of the targeted beneficiaries, as well as partners and stakeholders involved throughout the project period is also included in this chapter.

2.1. Design and structure of the Integrated Governance Programme

The design feature of IGP II fits well with the objective of supporting the government, civil society, and the community in building and strengthening their roles in nation-building. The programme's approach reinforces relationship and interaction between rights-holders and duty-bearers through enhancing public accountability and opening up the requisite 'political space'. Hence, the primary goal of the programme was to build a resilient and peaceful democratic society, through effective and accountable governance institutions for enhanced service delivery, both at national and local levels.[16]

The IGP II was aligned with the Government's own priorities for UN support for the period 2016-2022. The focus areas of the programme include:

    i.   strengthening institutional capacities for legislative reform;
   ii.   enhancing access to justice and rule of law;
  iii.   strengthening good governance across state institutions, civil society development and the private sector; and
  iv.   decentralisation.

The programme has two key components and five focus areas as outlined below.

  a) Increased voice and citizen participation for stronger governance systems; and
  b) Enhanced access to justice and protection of human rights. The IGP is also aligned with the Government's own priorities for UN support for the period 2016-2020 (initially), including strengthening institutional capacities for legislative reform, enhancing access to justice and rule of law, strengthening good governance across state institutions, civil society development and the private sector, and decentralisation.

The five focus areas of the programme are:

    i.   strengthening institutional capacities for legislative reform
   ii.   enhancing access to justice and rule of law

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[16] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (n 12).

iii. strengthening good governance across state institutions
iv. civil society development and the private sector, and
v. decentralization.

IGP II's programme cycle (2016-2022) coincided with significant shifts in government policies and priorities. In particular, 2016-2018 turned out to be a period of political instability, democratic decline and retrogression of human rights,[17] making it challenging for programme interventions to be implemented effectively. With the change of government in late 2018 and the subsequent focus on public sector reforms, programme interventions became more practical. The political manifesto of the new government emphasised a number of governance reforms, including constitutional, judicial and environmental reforms and building trust in state institutions.[18] The new government also developed and rolled out the Strategic Action Plan of the Government of Maldives (SAP 2019-2023), which was supported by UNDP and further integrated into the IGP II. In addition, the SAP/SDG mapping report and policy brief (developed in September 2020) also further helped align the programme's direction with the emerging priorities of the government.[19]

With the onset of the COVID-19 pandemic in early 2020, the programme was quick in adapting interventions to suit the unfolding situation, by re-orienting programme interventions and allocating additional resources to help the country to mitigate and recover from the impact of the pandemic.

Theory of Change and guiding principles

The Theory of Change (ToC) on which the programme is built, as identified in the ProDoc is:

> *That creating an enabling environment for citizens' engagement in the Maldives, especially of young people and women, while simultaneously increasing their confidence in an independent, transparent and accessible legal system, which will lead to reduced societal tensions, improved citizen security and more human dignity for sustainable human development.*[20]

Overall, the programme was designed to help consolidate all of the UNDP's support to Maldives in the area of governance under one comprehensive framework, that will generate synergies between various activities and interventions. Targeted areas of strengthening democratic institutions, processes and practices, as well as promoting their sustainability through capacity development of relevant institutions and the community are at the heart of the programme design.

Programme Goals and Results Areas

The overall goal of the IGP II has been:

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[17] Amnesty International, 'Maldives: New Government Must Break with Repressive Past' (2018) <https://www.amnesty.org/en/latest/news/2018/09/maldives-new-government-must-break-with-repressive-past/>.Human Rights Watch, '"An All-Out Assault on Democracy" Crushing Dissent in the Maldives' (2018) <https://www.hrw.org/report/2018/08/16/all-out-assault-democracy/crushing-dissent-maldives>.
[18] Government of Maldives, 'Government of Maldives Strategic Action Plan 2019-2023' (2019) <https://storage.googleapis.com/presidency.gov.mv/Documents/SAP2019-2023.pdf>.
[19] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).
[20] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (n 12).

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.

Aligned with this goal, IGP II targeted on two results areas:

- **Result Area 1:** Increased voice and citizen participation for strengthened governance systems.
- **Result Area 2:** Enhanced access to justice and protection of human rights.

Result Area 1: This result area correlates to United Nations Development Assistance Framework (UNDAF) Outcome 2 and 3 and focuses on strengthening engagement between state and the citizens to ensure meaningful political participation while strengthening collaborative governance systems. Focus and inclusion on voices of marginalised groups in outer atolls at the decision-making level are crucial to ensure development is participatory and inclusive.[21] Key outputs in this results area are:

1.1. Enhanced capacity of civil society to contribute to policy development and democratic discourse.
1.2. Increased transparency and accountability of governance processes
1.3. Increased representations and participation of women in public sphere

Result Area 2: This result area addresses UNDAF Outcome 2 and 3 and will focus on strengthening access to justice and protection of rights. Based on lessons learned from IGP phase one, this programme area will focus on policy support to ensure legislative and institutional reform is evidence based, through capacity building initiatives, legislative and institutional reforms.[22] Key outputs in this results area are:

2.1 Strengthened legal aid mechanism
2.2 Strengthened referral mechanisms to address SGBV
2.3 Improved capacities for treaty body reporting and implementation
2.4 Strengthened functions and capacity of justice sector institutions

Later in the programme, due to changes in the socio-political landscape, UNDP was able to pivot and quickly re-programme and adapt to the changes by adding two focus areas and seamlessly integrated into the programme. They are:

1. Strengthening social cohesion and preventing violent extremism; and
2. Strengthening COVID-19 response and recovery

All interventions and activities of the project were closely aligned with the cross-cutting themes of human rights, gender equality, and support to vulnerable/ marginalized groups. Main activities/ outputs under the key Results Areas are included in the Annex 4 of this report.

Governance, budget and resources

The programme governance is structured around a Programme Board, and technical committees (Programme Assurance Committee and Programme Management Committee). Two technical committees aligned with the 2 results areas are included under the Programme Management Committee, as illustrated below.

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[21] Ibid.
[22] Ibid.
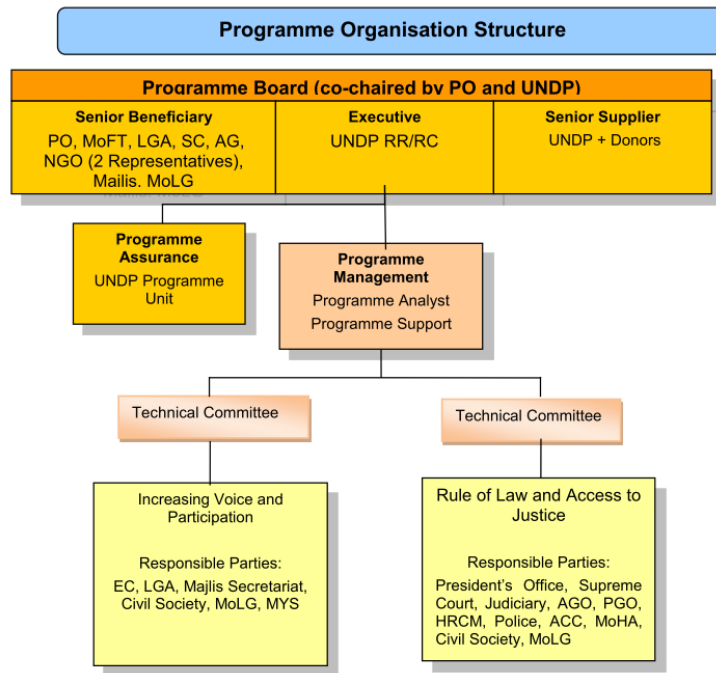
Figure 1: IGP II Governance Structure

The governing structure is robust and has adequate elements to ensure checks-and-balances as well as the efficient management of the programme activities.

At the inception of the programme in 2016, the total estimated budget for five years (2016-2020) was USD 6,267,000.[23] However, with the extension of the project till May 2022, the figure was revised upwards.

The total spending on the project for each fiscal year as per UNDP annual reports and other relevant documents is below.[24]

Year	Total resources (USD)	Budgeted (USD)	total expenditure (USD)
2016	570,059.00	501,694.00	401,523.00
2017	757,724.00	714,567.00	669,789.00
2018	685,114.00	786,283.00	637,851.00
2019	1,454,230.00	934,249.00	880,965.00
2020	191,063.00	2,256,431.00	1,835,193.00
2021	2,019,681.00	2,026,037.00	1,396,787.00
total	**7,677,871.00**	**7,219,261.00**	**5,822,108.00**

The budget and funds disbursement levels are presented in the graph below[25].

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[23] Ibid.

[24] UNDP, 'Integrated Governance Programme II : Strengthening Democratic Governance, Rule of Law and Human Rights in the Maldives' (2021)
<https://www.mv.undp.org/content/maldives/en/home/projects/IntegratedGovernanceProgramme.html>.

[25] United Nations Development Programme, 'Integrated Governance Programme II' (2022)
<https://open.undp.org/projects/00093667>.
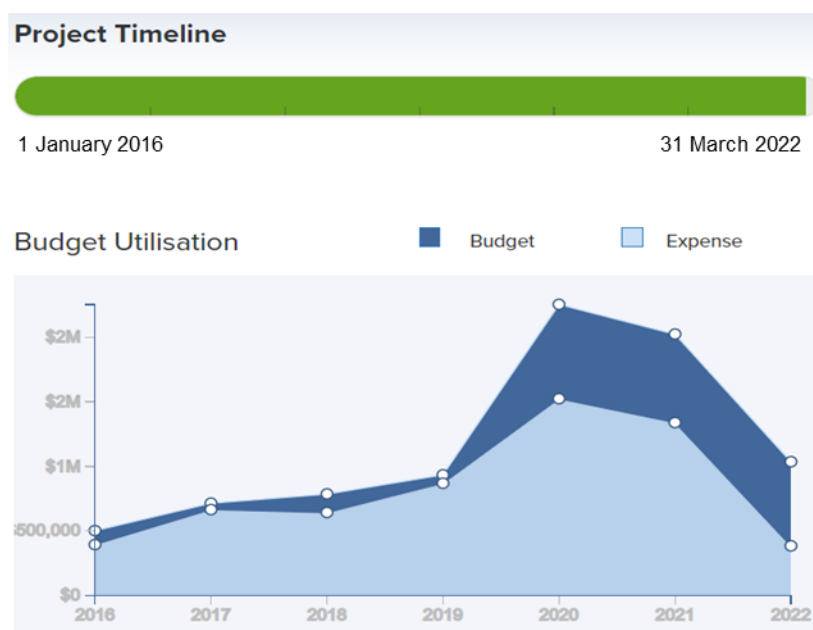
Figure 2: Project Timeline and Budget Utilisation

In terms of budget utilisation, the first 3 years had a higher level of utilisation. However, since 2020, there is a significant increase in both the budget resources and the spending gap. This could be due to COVID-19 related challenges in carrying out the planned activities.

Targeted beneficiaries and partners

IGP II's support was aligned with the priority areas identified by national decision-makers and partners, with a specific focus on governance, youth and children, gender and the environment.[26] In particular, interventions had specific focus on strengthening institutional capacities for legislative reform, enhancing access to justice and rule of law, strengthening good governance across state institutions, civil society development and the private sector, and decentralization.

A number of key partners were identified in the design of the programme, namely: Elections Commission, Civil Service Commission, Human Rights Commission, Attorney General's Office, relevant Ministries, Department of Judicial Administration and Judicial Academy, Local Councils and Women's Development Committees, CSOs, youth, and women, as well as the media regulatory organizations. In addition, several other stakeholders such as political parties, justice and legal sector partners, law enforcement agencies, and academia were also identified as key partners under various interventions.[27]

A detailed analysis of stakeholders and partners is included in chapter 5.

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[26] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (n 12).

[27] Ibid.

Assumptions related to the external environment

Based on the situation of the country at the time of programme formulation, a number of assumptions were used to predict the context in which the programme activities will be implemented. The assumptions include:

a) the political environment will continue to be relatively unstable, especially before and after elections,
b) changes in the decision-making positions in the key institutions will be disruptive to the programme management, and
c) political buy-in and national ownership will be intact.

The programme review conducted in August 2021 noted that the design of the programme from the very outset included sufficient consideration on the potential of political risks associated with its implementation. Social and institutional dynamics related to election cycles and the potential for political violence during and around the time of elections were given consideration.[28]

According to the mid-term evaluation conducted in 2018, the political situation in the first half of the programme cycle remained volatile and unstable, leading up to the presidential elections of 2018 and the transfer of power to the new government.[29] While the political situation and associated risks were much lower during the second half of the programme period, the onset of the COVID-19 in the early 2020 created a totally unanticipated risk to the implementation of the remaining activities of the programme cycle.

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[28] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).

[29] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3).

Chapter 3: Evaluation Scope and Objectives

This chapter outlines the scope and objectives of the evaluation and exposits the evaluation criteria and the reference questions used in the evaluation. In addition, the expected outcomes and deliverables for the evaluation consultancy are also included in this chapter.

3.1. Purpose and scope of the evaluation

According to the TOR for the current evaluation, the evaluation is aimed at exploring and assessing the relevance, effectiveness and efficiency, sustainability, impact, human rights and gender equality inclusion of the support provided by the IGP phase II interventions.[30] Hence, this final evaluation of the IGP II, undertaken in line with the UNDP Evaluation Policy[31] and the Evaluation Plan of UNDP Maldives, is intended to assess the progress in the implementation of the project, what worked what did not and why, as well as looking at challenges faced and ensure accountability for the overall results. The lessons learned and recommendations from the evaluation can be used in the design of any similar development support in the future.[32]

Objectives of the evaluation

The main objective of this final evaluation is to assess the achievements of the IGP II project results and to draw lessons learned, and provide recommendations that can improve the sustainability of benefits from this project, and contribute to the overall enhancement of UNDP Maldives development programming. The evaluation covers the period from the inception of the project to its envisaged end which is from 2016 until the first quarter of 2022. The evaluation will cover the following areas.

- **Assess** the relevance, effectiveness, efficiency, impact and sustainability, as well as cross-cutting issues in programme components, its activities, Theory of Change and Results and Resources Framework.

- **Capture** and demonstrate evaluative evidence of the IGP II's contributions to development results at the country level as articulated in both the Maldives UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD).

- **Assess** the progress in the implementation of the project, what worked what did not and why?

- **Look at** challenges faced and ensure accountability for the overall results.

- **Identify** the lessons learned and recommendations from the evaluation which will be used in the design of any similar development support in the future.

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[30] United Nations Development Programme, 'RFP and TOR to Conduct Final Evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022' (n 1).
[31] United Nations Development Programme, *The Revised UNDP Evaluation Policy* (2019) <http://web.undp.org/evaluation/documents/policy/2019/DP_2019_29_E.pdf>.
[32] United Nations Development Programme, 'RFP and TOR to Conduct Final Evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022' (n 1).

Scope of the evaluation

This final evaluation covers the period from the inception of the IGP II project to its envisaged end (2016 - May 2022). The evaluation will collate evidence from all project related documents and reports, including the mid-term evaluation (2018)[33] and the project review (2021).[34]

Evaluation criteria and performance standards

Using primary and secondary data, the current evaluation considered the relevance of the project against its intended objectives, the effectiveness and efficiency of the implementation, as well as the programme's approaches to gender mainstreaming and social inclusion. Additionally, relevant areas of risks and opportunities, aspects of external environmental factors that impacted the programme, structure of planning, management and quality mechanisms and elements of coordination and communication process are also considered in the evaluation. The evaluation questions their measuring indicators designed with those considerations are included in the evaluation matrix in the Annex.

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[33] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3).
[34] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).

Chapter 4: Evaluation Approach and Methodology

United Nations Evaluation Group (UNEG) defines evaluation as "an assessment, as systematic and impartial as possible, of an activity, project, programme, strategy, policy, topic, theme, sector, operational area or institutional performance".[35] It is also emphasised that evaluations should focus on expected and achieved accomplishments, critically examining the presumed causal chains, processes, and attainment of results, as well as the contextual factors that may enhance or impede the achievement of results. Evaluations must also focus on determining the relevance, impact, effectiveness, efficiency and sustainability of UNDP's work in order to make adjustments and improve its organizational and system-wide contributions to development.[36] In particular, there should be focus on learning among stakeholders, increased accountability and improved national evaluation capacity.[37]

Building on the evaluation requirements specified in the TOR,[38] this evaluation is designed to capture and present a plausible, evidence-based analysis and narrative to help explain how the various interventions of the IGP II over the last 6 years helped produce measurable changes and impact. Given that a comprehensive review of the IGP II was undertaken in late 2021,[39] the current evaluation makes the maximum use of the data and findings of the review. The amount of document reviews and stakeholder consultations for the current evaluation was determined to supplement the review findings and add further details and triangulation of results. While the IGP II review captured the period from 2018 to mid-2021, with more specific emphasis on the period between 2019-2021, the current evaluation is designed to assess the entire period of the project (from 2016 to March 2022). In addition, the findings of the mid-term evaluation of the project undertaken in mid-2018[40] is also used as a reference in this final evaluation.

4.1. Evaluation Methodology and Approach

A programme evaluation is expected to provide evidence-based information and analysis that inform decision-making in a timely manner and promote learning.[41] Hence, this evaluation focuses on providing systematic and impartial evidence and analysis of all data available on the project activities and interventions with focus on their accomplishments, examining the results chain, processes, contextual factors and causality, where applicable. Measures of relevance, effectiveness, efficiency, sustainability and impact of the interventions to the project is given focus, along with the cross-cutting human rights, gender equality and social inclusion dimensions. Providing evidence-based information

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[35] United Nations Development Programme, 'The Revised UNDP Evaluation Policy' (n 31).

[36] Ibid.

[37] Ibid.

[38] United Nations Development Programme, 'RFP and TOR to Conduct Final Evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022' (n 1).

[39] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).

[40] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3).

[41] United Nations Evaluation Group, *Integrating Human Rights and Gender Equality in Evaluations* (2014) <https://www.by.undp.org/content/dam/belarus/docs/Gender/UNEG-Human-Rights-and-Gender-2014.pdf>.

that is credible, reliable and useful, enabling the timely incorporation of findings, recommendations and lessons into the decision-making processes,[42] guides the methodology of this evaluation.

In addition to the general evaluation criteria, this evaluation also applied the lens of Human Rights Based Approach (HRBA) and the Human Rights and Gender Equality (HR & GE) approach. As such, key principles of HRBA (universality and inalienability; indivisibility; interdependence and interrelatedness; non-discrimination and equality; participation and inclusion; and accountability and the rule of law) have informed the evaluation process. Where relevant and applicable, disaggregated data that provides insights into issues of gender equality, disability, vulnerability and social inclusion were used. Similarly, the HR & GE dimensions of results-wise assessment, and process-wise assessment approaches were considered.[43] The methodology for the evaluation is designed to address the evaluation criteria and to yield answers to the evaluation questions.

Data sources and methods of collection

This evaluation relied on both primary and secondary data sources related to the IGP II project interventions. Project Annual Reports and activity/ intervention related reports from UNDP, along with relevant reports and outputs of various interventions will form the bulk of the secondary data sources. In addition, budget reports, Mid Term Evaluation Report (2008) and IGP II Review Report (2021) were consulted extensively to contextualise the project interventions and the cumulative effect of interventions over the project period.[44] Given the extensive consultations conducted for the review in 2021, meeting notes from 19 consultation meetings and 2 CPD consultation meetings have been used, in addition to inputs from additional meetings with the project team held during the evaluation period.

In addition to the secondary sources identified above, primary data was collected through additional consultations meetings with the UNDP IGP project team and other relevant stakeholders. For the purpose of this evaluation, two primary data approaches have been used, i.e. desk review of existing documentary evidence and consultation with relevant stakeholders.

- **Desk Review:** The desk review is utilised as the main method for collecting and analysing data on the project interventions and their impact, vis-à-vis the project objectives and the Theory of Change (ToC). The evaluation reviewed documentary evidence pertaining to various activities and interventions under the IGP II, including the mid-term evaluation (2018) and the review (2021). A list of documents reviewed as part of the Desk Review are included in the Annex.

- **Stakeholder consultations**: Stakeholder consultations and key informant interviews were used as the main primary data source for the evaluation. The evaluation consultant met with the UNDP project team and collected relevant data on various aspects of the project interventions, activities and outcomes. In addition, meeting notes from 19 consultation meetings with 34 partner institutions/ agencies, including relevant government agencies, civil society organizations, donor agencies and UN/UNDP counterparts undertaken during the review,[45] and notes from two separate consultation meetings (with civil society and government agencies) as

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[42] United Nations Evaluation Group, *Norms for Evaluation in the UN System* (2005) <www.uneval.org/%0Adocument/detail/21>.
[43] United Nations Evaluation Group, *Norms and Standards for Evaluation* (2017) <http://www.unevaluation.org/document/download/2787>.
[44] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3); United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).
[45] United Nations Development Programme, 'Review of the UNDP Maldives' Integrated Governance Programme 2016-2021' (n 4).

part of the Country Programme Document (CPD 2022–2026) formulation process,[46] were used. A list of stakeholders interviewed for this purpose is included in the Annex.

Given the rich insights provided by the stakeholders and partners during these structured interactions, data collected and used in this analysis can be considered as valid, reliable and gender-responsive.

Approaches to data analysis and synthesis

In order to evaluate the relevance, impact, effectiveness, efficiency and sustainability of the interventions, the primary and secondary data collected for the evaluation will be analysed using the following general approaches:

1. **Content analysis** of activity reports and relevant documents against the project objectives
2. **Descriptive statistics** (where relevant) to identify the beneficiaries, levels of impact, etc. based on the pre- and post- surveys conducted as part of project interventions.
3. **Thematic analysis** of inputs received from stakeholder consultations (including meeting notes from the IGP II review conducted in 2021, and additional consultations held during the evaluation).
4. Application of the **Gender Results Effectiveness Scale** to determine the gender results of interventions (individual intervention or project levels).

Matching approaches to data analysis have been employed to relevant datasets while maintaining a clear focus on generating findings related to the key evaluation questions. The synthesis of these individual analyses informs the conclusions of this evaluation.

Ethical considerations

In line with the UNDP Evaluation Policy[47] and Guidelines[48], this evaluation adheres to the United Nations Evaluation Group (UNEG)'s Ethical Guidelines for Evaluation (2020).[49] Hence, throughout the evaluation, the guiding ethical principles of integrity, accountability, respect and beneficence have been observed and adhered to.

4.2. Evaluation Criteria and Matrix

The evaluation criteria most commonly applied to UNDP evaluations are the OECD-DAC evaluation criteria of relevance, efficiency, effectiveness, and sustainability.[50] Gender equality, human rights and disability are identified as cross-cutting themes for all aspects of the evaluation. Key elements representing the direction of the evaluation are illustrated as below.

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[46] Notes from all the above-mentioned meetings are available to the evaluation consultant.
[47] United Nations Development Programme, 'The Revised UNDP Evaluation Policy' (n 31).
[48] United Nations Development Programme, 'UNDP Evaluation Guidelines - Revised Edition: June 2021' (2021) <http://web.undp.org/evaluation/guideline/documents/PDF/UNDP_Evaluation_Guidelines.pdf>.
[49] United Nations Evaluation Group, 'Ethical Guidelines for Evaluation' (2020) <http://www.unevaluation.org/document/download/3625>.
[50] Organisation for Economic Cooperation and Development (OECD), *Applying Evaluation Criteria Thoughtfully* (2021) <https://www.oecd-ilibrary.org/docserver/543e84ed-en.pdf?expires=1649510455&id=id&accname=guest&checksum=B12A20432FB1F5E76358C936FAA374D2>.
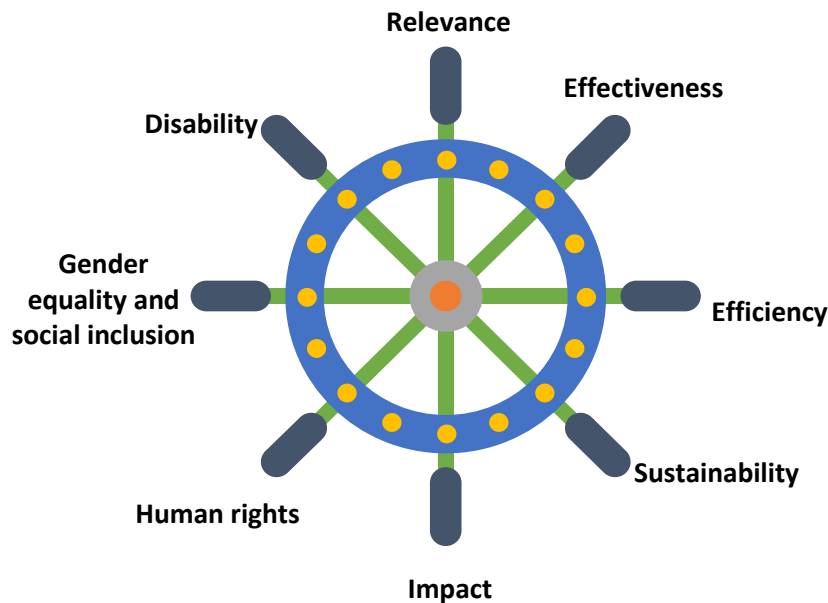
Figure 3: Evaluation Criteria
Source: Adapted from OECD-DAC and UNDP project TOR

These dimensions as envisioned in the evaluation TOR are presented below.[51]

- **Relevance:** Extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies.

- **Effectiveness:** Extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. Effectiveness assesses the outcome level, intended as an uptake or result of an output.

- **Efficiency:** Measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results. It is most commonly applied to the input-output link in the causal chain of an intervention.

- **Sustainability:** Continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

- **Impact:** Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

- **Human rights:** Contribution of the project interventions to promote human rights, and the enjoyment of civil and political, economic, social and cultural rights and fundamental freedoms, without discrimination.

- **Gender equality and social inclusion:** The extent to which the intervention has helped identify the underlying reasons for gender inequality and addressed the legal, institutional and social parameters required to create equal opportunity for women and girls, as well as offering equal and effective protection against all forms of discrimination.

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[51] United Nations Development Programme, 'RFP and TOR to Conduct Final Evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022' (n 1).

- **Disability:** The interventions were able to identify and address various forms of discrimination against PWDs and to break traditional discriminatory patterns, thereby creating a conducive environment for PWDs to enjoy their human rights.

In line with the OECD-DAC evaluation criteria, the evaluation also considered the context, purpose, roles and power dynamics, the nature of the interventions as well as the evaluability and timing of the interventions in relation to IGP II. [52] With the objective of capturing the broadest possible overview of the IGP II in relation to its delivery of intended outputs and the impact created on the ground as well as identifying lessons learnt that could help improve the design of future programmes, this current evaluation takes stock of the entire programme life-cycle using a post-implementation evaluation approach.

Gender Results Effectiveness Scale

United Nations Evaluation Group (UNEG) identifies that gender-responsive evaluation has to include the elements of 'what' the evaluation examines and 'how' it is undertaken.[53] Taking these elements on board, the current evaluation attempted to identify dimensions of gender impact evident in the project interventions and results. It also focuses on identifying changes observed as a result of the project interventions. Accountability to gender equality, human rights and women's empowerment commitments evident in the programme interventions and results have also been analysed in this evaluation. For this purpose, the Gender Results Effectiveness Scale (GRES), as illustrated below, is applied in the evaluation.[54]

The Gender Results Effectiveness Scale

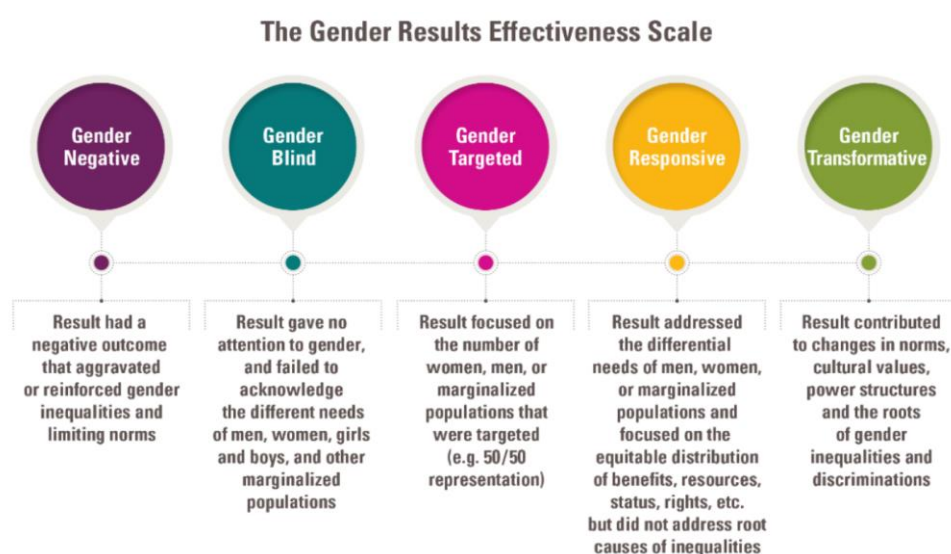| Gender Negative	Gender Blind	Gender Targeted	Gender Responsive	Gender Transformative
Result had a negative outcome that aggravated or reinforced gender inequalities and limiting norms	Result gave no attention to gender, and failed to acknowledge the different needs of men, women, girls and boys, and other marginalized populations	Result focused on the number of women, men, or marginalized populations that were targeted (e.g. 50/50 representation)	Result addressed the differential needs of men, women, or marginalized populations and focused on the equitable distribution of benefits, resources, status, rights, etc. but did not address root causes of inequalities	Result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discriminations

Figure 4: Gender Results Effectiveness Scale

Source: *UNDP, Integrating Human Rights and Gender Equality in Evaluations*[55]

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[52] Organisation for Economic Cooperation and Development (OECD) (n 50).
[53] United Nations Evaluation Group, 'Integrating Human Rights and Gender Equality in Evaluations' (n 41).
[54] Ibid.
[55] Ibid.

Where relevant, this scale has been further contextualised to IGP II to ensure that the related gender dimensions of the project are captured at the maximum level. Where relevant and applicable, data is collected from multiple sources, which is analysed using the GRES's 5-point scale (figure 2) to identify the level of gender-responsiveness of various interventions. The results are then backed with descriptive narratives providing context and reflections.

Evaluation Matrix

An evaluation matrix is used to guide the evaluation process. The matrix identifies the specific questions that the evaluation seeks to answer, along with relevant indicators, sources of data and analytical approaches. The evaluation matrix is included in the Annex.

4.3. Challenges and limitations

A number of challenges and limitations were faced in relation to this evaluation.

- **Scarcity of relevant data:** The level of data captured in relation to various interventions and activities under the project is moderate to low. While a number of project/ activity reports are available, not all of them fully capture the nature of the activity, beneficiaries and potential impacts. In particular, there is inadequate disaggregation of data is common across many reports. Moreover, the level of details employed in documenting and recording data across different interventions and activities vary significantly. These limitations may be reflective of the exceptional circumstances under which the project interventions are undertaken, particularly during the COVID-19 pandemic between 2020-2022.

- **Low evaluability of the data:** The available data does not fully comply with the overall structure of the results chain for the project at all levels as indicated in the ProDoc. In some cases, the data also does not have the level of disaggregation required.

- **Timeframe limitation:** The evaluation was undertaken in a period of 20 days (total evaluation timeframe), which also coincided with the month of Ramadan, significantly constraining the number of working hours available for meetings and other interactions with relevant stakeholders.

Despite these limitations and challenges, every effort was made to mitigate and minimise the impact of the above limitations on the outcome of the evaluation.

Chapter 5: Data Analysis and Findings

This chapter provides the outcomes of the data analysis including the desk review and the key findings of the evaluation. The analysis includes general findings about the design and nature of the project, budget and resources, as well as an analysis of key stakeholders. The specific findings and discussions provide detailed analysis on general aspects of the programme and key evaluation criteria of relevance, effectiveness, efficiency, sustainability, and impact, along with the cross-cutting dimensions of human rights, gender equality and social inclusion, and disability.

5.1. Desk review findings

The desk review undertaken as part of this evaluation did a mapping the background socio-economic and political context of the IGP II as well as the design and implementation aspects of the programme as evident from key programme documents. To this end, the IGP II's ProDoc and its document narratives, along with the annual reports and budget reports were used as main data sources.

The desk review analysis shows that the IGP II was developed at the time of a rapidly evolving political situation and democratic transition in the country. A number of factors, such as next election cycle and potential changes in decision making positions, which may affect the implementation of the programme were considered. Relevant assumptions related to political risks were identified and a risk log was maintained.

5.2. Analysis and interpretation

In the mid-term review carried out in 2018, it was identified that the programme was over-ambitious and covers more ground than it can sustain.[56] It also warned that continuing in the same track will yield the expected results and attain the programme objectives. This assessment was made both in light of the extremely difficult political situation and the shortfalls in donor funding. However, with the change in government in 2018, both variables reversed the direction significantly. The government, judiciary and the civil society space became more open and receptive, while at the same time the donors became more committed to support the Maldives strengthen governance, justice, rule of law and human rights in the country.

The political environment in the country passed through times of serious upheavals during the programme cycle. The first few years of IGP II were mired in political tensions and backlashes – working with the judiciary was often identified as next to impossible. However, with the change of the government in November 2018, the situation turned positive and both the executive and the judiciary became more receptive and enthusiastic to proceed with reform and capacity development efforts. The explicit focus on empowering and strengthening participation of women and youth in public life and making the government more accessible to the people makes the intervention meaningful while at the same time making it imperative to maximise complementarities and synergies across a wider range of stakeholders.

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[56] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3).

5.3. Specific findings and evidence related to core evaluation criteria

This section provides the key findings of the evaluation, along with additional evidence and descriptions related to each finding in relation to core evaluation criteria and cross-cutting themes of the programme.

i. *Relevance*

Finding 1: The design and implementation of the IGP II interventions demonstrate a high degree of alignment with the governance needs of the country, including the strengthening of the legislative and regulatory frameworks, institutional capacity development and most importantly the capacity of the beneficiaries (women, youth and the general public) to improve their confidence to participate in the process of governance and decision-making.

In order to determine the level of relevance of IGP II interventions to the governance needs of the country, its overall design and implementation approach was assessed. The level of logical coherence presented by the Theory of Change was also reviewed to identify the extent to which the project aligns with the needs and priorities of the intended beneficiaries and target groups. In addition, the extent to which the project activities contributed to the realisation of human rights and gender equality norms, along with the level of congruence of the project activities with the UNDP CPD were also identified.

The analysis shows that the IGP II interventions are aligned with the Government's own priorities for UN support for the period 2016-2022 (aligned with the CPD 2016-2020).[57] Despite shifts in government policy and priority (especially during the first 3 years (2016-2018), the programme maintained a high level of alignment with its core focus of strengthening governance. After the new government came to power in late 2018, the programme supported the development and roll out of the Strategic Action Plan of the Government of Maldives (SAP 2019-2023), which was further integrated into the IGP II. The political manifesto of the new government also emphasised a number of governance reforms, including constitutional, judicial and environmental reforms and building trust in state institutions.[58] In addition, the SAP/SDG mapping report and policy brief (developed in September 2020) also further helped further align the programme's direction with the priorities of the government.

Stakeholder inputs indicate that in the context of a nascent democracy with weak institutional capacity, the IGP II's focus on building governance capacity, rule of law and human rights are well-positioned and urgently needed. In particular, the programme's focus on increasing voice and participation of citizens and enhancing access to justice through capacity building of state institutions and strengthening civil society organizations' capacity to drive meaningful citizen's participation and addressing the existing institutional and social barriers to women's participation in politics and decision-making are well aligned with the current needs of the society.

On the area of access to justice and human rights, the programme's focus on strengthening legal aid, referral mechanism on SGBV, treaty body reporting and justice sector capacity are considered to be bit spread out, according to some stakeholders. Given the history of weak justice and human rights sectors in the country, a more concerted and focused approach to strengthen justice sector and access, along with institution-building in human rights could have been a more appropriate mix. In particular, more focus on strengthening the HRCM and human rights NGOs could have produced better and far-reaching positive results. At the same time, there is also a significantly positive impression that the interventions of IGP are likely to create long-term positive impacts through enhanced institutional capacity.

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[57] United Nations in the Maldives (n 11).
[58] Government of Maldives (n 18).

The Theory of Change for the programme is built on the assumption that the interventions related to creating the enabling environment for people will have the positive effect of grassroots level confidence in the system, resulting in a more harmonious and secure society for everyone in the Maldives. While recognising that such ambitious social change goals are always built on the long-term horizon, the short-to medium-term gains of the interventions under IGP II are recognisable and commendable. There is evidence that significant changes to legislation, institutional processes and capacity have been built through the programme, with a high level of recognition among the stakeholders that the programme's investment is worthwhile and impactful. However, in the absence of comprehensive and direct baseline, output/ outcome level indicators, and post-intervention evaluations, a conclusive position on the efficacy and impact of the programme cannot be made.

In terms of the level of alignment with the programme's Theory of Change, the focus on young people and women through increased awareness and capacity development, which in turn improved their confidence to participate in the process of governance and decision-making, there is evidence in stakeholder inputs to indicate that those interventions had increased the capabilities of the targeted population to be more engaged with politics and public life. While a lot more needs to be done to sustain the momentum and further upskill the targeted beneficiaries in broader thematic contexts, the opportunities created through activities such as the Practice Parliament for Women,[59] and 'Miyaheli', etc. are worthwhile in breaking the cycle of disillusionment and exclusion[60] felt by many young people.

ii. *Effectiveness*

Finding 2: Despite the volatility of the political environment during the programme period (especially during the first 3 years), IGP II interventions have been effective in generating positive results on the ground in terms of legislative and regulatory reforms, institution building and capacity development of targeted groups and the general public.

A general impression on the programme's effectiveness should be measured in the changing political dynamics of the country during the programme period. While some stakeholders gave a generally positive overview regarding the effectiveness and impact of the programme, others noticed that in some areas such as justice sector there were fewer achievements as compared to what was expected. They also noted that there was a time when working with the sector was difficult, although the situation has improved drastically in the last few years.

The effectiveness of any intervention would rest on its ability to bring in required and expected changes in the target beneficiaries. For the IGP II interventions, their effectiveness rests on the quantity and quality of citizen's participation and engagement with the governance system of the country, the ability to meaningfully enjoy their human rights by everyone and the ability of the most vulnerable and marginalised individuals and communities to be more empowered to demand their rights. Many of the indicators related to effectiveness are evidenced in changes in attitudes and long-term behavioural changes, which would require extensive data.

Evidence gathered for this evaluation indicates that IGP II has to a large extent delivered well vis-à-vis the broad objective of the programme aimed at building 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. Especially, the changes in

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[59] United Nations Development Programme, 'Call for Applications Open for Practice Parliament for Women' (2021)
<https://www.mv.undp.org/content/maldives/en/home/presscenter/pressreleases/2021/callforapplicationspractic eparliamentwomen.html#:~:text=BACKGROUND%3A,Affairs and Trade (DFAT)>.
[60] United Nations Development Programme, 'Youth Vulnerability in the Maldives' (2019)
<https://www.undp.org/publications/youth-vulnerability-maldives>.

legislations related to DV, gender quota, Associations Act, Legal Profession Act, etc. are seen as examples of changes that could have significant long-term impacts. The Theory of Change for the programme was built on the assumption that the interventions related to creating the enabling environment for people will have the positive effect of grassroots level confidence in the system, resulting in a more harmonious and secure society for everyone in the Maldives.

While recognizing that such ambitious goals for social change are built on the long-term horizon, the short- to medium-term gains of the interventions under IGP II are recognisable. There is evidence that changes to legislation, institutional processes and capacity development efforts have been built through the programme, with a high level of recognition among the stakeholders that the programme's investment is worthwhile and impactful. In particular, actions taken under the auspice of the programme in the areas of legislative reform, enhancing access to justice and rule of law are particularly effective in setting the future reform agenda and trajectory.

A core strength of the programme design is its adaptability and focus on using innovative approaches to engage. In working with the civil society and the broad community, a number of powerful and innovative approaches were employed in the interventions such as the social innovation camp, youth camps, art festivals, etc. The programme's adaptability is most evident in the swiftness of action taken to re-orient some of the core as well as new activities and resources towards addressing the COVID-19 pandemic. Several programme activities were easily aligned with the new realities and needs without disrupting the overall focus of the programme. The additional focus on social cohesion and PVE are also done very effectively. In particular, the recent emphasis and orientation to support the digitalisation of government services reflects the adaptability of the overall programme design and implementation.

A number of success stories can also be associated with programme interventions. In the area of legislative reform, amendments brought to the Decentralisation Act and the introduction of a 33% quota for women in local councils and strengthening the role of Women Development Committees (WDCs) were hailed some of the most remarkable achievements of the programme. Additional training and capacity development engagements with local councils and WDCs also helped further entrench these gains. Relevant stakeholders highlighted the effectiveness of the PVE awareness programme targeted to school leadership in a number of atolls. This programme carried out in partnership with NCTC focused on capacity building of senior educators to identify and counter disinformation in their respective schools and foster resilience to VE through awareness, counter narrative, digital literacy and critical thinking.[61] Overall, IGP II has delivered well vis-à-vis the broad objective of the programme aimed at building 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.[62] There is also a high level of consensus among stakeholders and partners consulted for this evaluation that the IGP has helped further streamline the governance structure and increase capacity of relevant institutions, while at the same time creating more demand-side capacity on the ground – in communities and the general public.

The evaluation also found evidence of several challenges in the implementation of the programme activities which reflected a mismatch between programme ambitions and the dynamic nature of the country's socio-political landscape. In particular, this was evident during the first 3 years of the programme (2016-2018) when the government deliberately stymied the judicial reform process and weakened the overall transparency and accountability of the state institutions. As a result of those policy stances, many activities related to judicial reform and capacity development did not go ahead well or did not create the expected results. While the programme had a significant focus on youth and women

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[61] UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2019- 31 December 2019)' (2019).

[62] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (n 12).

and worked closely with several government/ state agencies and civil society partners, the level of engagement with many other relevant stakeholders such as the academia and private sector is evident. Similarly, the quality and quantity of targeted activities for PWDs could've been more, given the nature and types of participatory challenges this community faces. Another weakness evident to the evaluation is that the overall coordination within the programme governance structure was weaker than expected. This is particularly apparent in the low number of governance meetings held (especially in the later part of the programme) and the delays in implementing the planned activities (as per annual work plans).

iii. *Efficiency*

Finding 3: The overall strategy of resource allocation and utilisation for the IGP II interventions was satisfactory, especially given the context of scarce resources available and the unforeseen challenges of COVID-19 pandemic.

Implementing programme activities with efficiency necessitates the available human, material and financial resources are utilised to achieve the results in a timely manner. This depends on the overall design and structure of activities, the implementation strategy, and the management of resources during the programme implementation.

Given the number of outputs and activities incorporated into the programme, funds available to the programme and secured in each year seems to be inadequate in general. While most of the funds allocated for each year of the programme cycle has a high spending/ disbursement rate, the shortfall in funding has hampered the roll out of the activities to the extent envisaged in the broader scope of the IGPII ProDoc, according to inputs received from some UN counterpart agencies. Given the integrated nature of the programme design and multiple funding sources, there is also evidence that funds allocation has been highly rationalised to reflect the most urgent needs areas at any given time. As a result, some resources seem to have been moved across intervention/ activity lines.

In the context of COVID-19, the decision taken to re-prioritise and re-purpose the programme funds to the most urgent areas of intervention was a positive development. Some stakeholders identified that this was possible with more development agencies currently working in the country. Discussions with donors indicate that they are generally happy about the way their funding support has been consolidated and utilised under this programme. By the end of the IGP II, based on the results and gains from the programme, UNDP has projects worth of USD 2M in the pipeline for the next phase of the programme, according to information shared by the programme team.

iv. *Sustainability*

Finding 4: While local ownership and engagement with relevant stakeholders is good, there is insufficient focus in IGP II's interventions on ensuring the sustainability of action and impact beyond the programme period.

Sustainability of the intervention requires the relevant activities and resources to continue in the direction of its primary objectives beyond the intervention period. For the IGP II, the gains achieved through its interventions in the form of strengthening democratic governance, rule of law, gender equality, access to justice and human rights, and participation, etc. must be sufficiently robust to continue beyond the programme and direct intervention of UNDP beyond the programme period. In particular, governance structures enhanced through the programme must be sufficiently entrenched to withstand political and social pressures to reverse the gains while at the same time, the lessons learned from interventions are sufficiently documented and passed on to future interventions. The ability of beneficiaries to build upon the capacity support provided through the programme and the level of

utilisation of innovative approaches to solving persistent problems is also a key dimension of sustainability.

In IGP II, there is evidence that the investment is reasonably aligned with the most pressing institutional and human capacity development requirements of the country in the area of strengthening governance and accountability. Therefore, having undertaken those activities over a 6-year period, the potential for these positive developments to continue and advance must be given sufficient attention. On the one hand, sustainability and long-term success of the programme activities beyond the programme duration should be a major consideration in any programme, this evaluation finds that the emphasis on sustainability is not adequately pronounced. On the other hand, awareness and promotion activities such as Film for Change, youth leadership and local community initiatives, as well as the social innovation initiatives like 'Miyaheli' have the potential to generate long-term results.

The general impression from stakeholders and document reviews with regard to the programme's emphasis on local ownership and strengthening the capacity of local systems is positive. There is evidence that UNDP put adequate emphasis on local ownership of the programme interventions, through wide consultations and local buy-ins in rolling out many of the activities. UNDP managed to maintain partnerships particularly with the government and State agencies, despite the difficult situations. According to many stakeholders, the persistence of UNDP in working with all relevant partners even when the working relationship was difficult at times is testament to the resilience of the programme's approach. This positive approach can be a contributing factor in creating long-term commitment from partners and stakeholders to maintain the momentum of activities.

In terms of working with civil society organizations and community leaders, there is indication that these partnerships could have been more structured and targeted. Some noticed that while working with the government may be easier in many cases, real change often comes when the community and the public are empowered and given the right to tools. Similarly, more engagement with the parliament would also have the potential for more significant impacts. Considering the ongoing nature of the IGP interventions, with IGP III currently being rolled out, there is also the need to focus on interventions that are more resilient and likely to endure beyond UNDP's support.

v. *Impact*

Finding 5: Considering the extremely broad, macro-level objective of the IGP II interventions, the overall direct impacts of programme interventions are hard to quantify. However, there is evidence that the programme's interventions have created observable social transformations and shifts, including increased public participation in governance related matters, increased human rights awareness and improved women's participation in politics.

The impact of an intervention can be positive or negative, direct or indirect, intended or unintended. From the perspective of IGP II's planned interventions, the intended impact on the ground should lead to more open, transparent and participative governance in the country, in which women, youth, vulnerable and marginalised populations will have more positive opportunities to engage as equal members of the society. The impact should also reflect a society that respects rule of law and protects the human rights of everyone. While these are impacts that can be measured or felt in the long-run, it is essential that the programme's interventions can be associated with positive transformations observable in the present time. Using this approach, the evaluation focussed on identifying any visible/ observable impacts at any level of the results chain, linking the actions to results.

As an overall impression, IGP II has been recognised by all relevant stakeholders as a timely and useful intervention in strengthening democratic governance, rule of law, access to justice and human rights in the country. The integrated and focussed approach of the work stream is also identified as a strength of the programme. As a UNDP flagship intervention in the Maldives, IGP II has been and has the potential

to be a force for good in introducing social change and contributing towards achieving political stability. From what has been achieved so far under the programme, some of the visible transformations such as the increased awareness and capacity in the area of decentralised governance, increased recognition of the need for and move towards women's political participation, legislative and procedural developments related to access to justice and legal aid (including Civil Procedure Code, Criminal Procedure Code, Legal Professions Act), as well as the increased acceptance of the need for strategic level planning and research identifying national development priorities (as evident in the National Strategic Action Plan) have enormous potential to create significant and lasting positive impact.

Although standardised and readily available baselines on most aspects of governance targeted in the programme are absent, few indicators such as the human rights awareness of the public – an increase in public awareness of HRCM at 84.8% in 2019 compared to 40.8% in 2005;[63] election of 370 women for local councils in April 2021 in a country that was ranked last in South Asia for women's representation;[64] and the increased participation of citizens in the democratic process can be quantified. While clearer linkages between the outputs, outcomes and impacts of interventions are needed to arrive at more decisive conclusions, it is reasonable to assert that IGP II's impact on the ground is visible.

In terms of impact, many stakeholders highlighted that given the ever-evolving nature of Maldivian politics, measuring impact on the ground in relation to programme interventions is not easy. Often, if the activities are not tightly aligned with the election cycle, work progress can be slowed down, and in some occasions, positive gains can be totally or partially eroded. Positive changes brought to the laws, regulations and the new awareness created in multiple areas would take time before discernible changes in behaviour can be observed. There is some indication among the partners that while the programme objectives may be seen as too ambitious and the number of stakeholders may be a bit too many, there is good reason to accept that the programme has facilitated very strong initiatives and partnerships within the government and civil society that have the potential to create lasting cooperation and partnership. More detailed baseline surveys of the target population before, during and after programme implementation of the main interventions / activities could have been helpful to ascertain the medium to long term impacts of those actions.

vi. *Cross-cutting issue: Human rights*

Finding 6: Human rights approach is inherently integrated into the programme design of IGP II, with a strong focus on empowering rights-holders to demand and exercise their rights. However, the overall focus on institutional capacity development in the area of human rights is generally low in the programme design and implementation.

As a cross-cutting theme in IGP II interventions, human rights aspects focus on the extent to which a culture of respect for human rights, participation and inclusion has been promoted throughout the programme. In addition, the level of support and engagement with the poor and other vulnerable groups and whether if there is evidence of any discernible and associable positive impacts of the project on these targeted groups is also considered in this dimension.

The overall orientation of the programme interventions towards promoting human rights is evident in the programme design – with a major results area focussed on human rights (along with access to justice). Similarly, in terms of outputs there are those that have explicit human rights focus such as

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[63] Human Rights Commission of the Maldives, 'Reflecting 15 Years: The Rights Side of Life Survey 2020' (2020) <https://www.mv.undp.org/content/dam/maldives/docs/Democratic Governance/Docs/Final Report Third Right Side of Life Surver_RSL3.pdf>.

[64] Shannon Burton Malsa Ghafoor, Ismail Humaam Hamid, 'Gains for Women and Democracy in the Local Council Elections in the Maldives', *International Republican Institute* (2021) <https://www.iri.org/news/gains-for-women-and-democracy-in-the-local-council-elections-in-the-maldives/>.

human rights treaty-body reporting and referral mechanisms related to SGBV, etc., while other outputs with implicit human rights dimensions. In terms of substantive actions related to human rights, actions such as the establishment and implementation of a national coordination mechanism for human rights obligations, as well as numerous public awareness and advocacy campaigns related to human rights are significant. Similarly, actions related to national level capacity building on human rights monitoring and treaty body reporting are designed to strengthen institutional capacity in the area. The 3rd 'Rights Side of Life' survey was another key achievement in this regard.

However, given the enormous challenges of creating a culture of respect for human rights and inherent weaknesses of existing human rights protection mechanisms, there should have been more focus on capacity development of institutions such as the Human Rights Commission of Maldives (HRCM) and human rights NGOs.

vii. *Cross-cutting issue: Gender equality and social inclusion*

Finding 7: IGP II is gender responsive and has a significant focus on gender equality and women's empowerment throughout all interventions and has a number of successes in the area of further empowering women and enhancing the social standing of women, including political participation. The social inclusion dimension also covered youth, PWDs, vulnerable and marginalised populations and migrants (to some extent), within the context of social cohesion and preventing violent extremism (PVE).

The cross-cutting theme of gender equality and social inclusion is given clear focus in the design and implementation of the IGP II. Political participation and empowerment of women is a key action under results area 1: *Increased Voice and Citizen Participation*. In addition, the design of the whole programme incorporates gender equality as a core value. In evaluating this dimension, the extent to which the project approach was effective in promoting gender equality and social inclusion were analysed, including the focus on addressing underlying causes of inequality and discrimination.

Given the context of gender in the Maldives, IGP II had given adequate attention to changing the social dynamics and structural causes of inequality. In particular, the focus on improving women's capacity to engage in political and public life through addressing legislative gaps and creating new dynamics of gender and power relations via increased affirmative action is evident in the programme.

Mainstreaming a gender perspective through changes in legislation, policies and programmes, in all areas and at all levels is necessary for such changes to be effective. Hence, the programme's overall strategy has a high level of alignment making gender equality-related concerns an integral dimension of the design, implementation, and monitoring. The specific areas of support such as the amendment of the Decentralisation Act to give 33% quota for women, the endorsement of the National Gender Equality Action Plan,[65] the Practise Parliament Series for Women (partnership with the People's Majlis), and the development and endorsement of regulations pertaining to the Domestic Violence Prevention Act are some examples of such interventions.

The social inclusion dimension also covered youth, PWDs, vulnerable and marginalised populations and migrants (to some extent). However, the level of active engagement with these groups could have been more. Given the high-level of youth vulnerability and susceptibility to substance abuse, gang violence and radicalisation, more targeted and concerted effort in this area could have helped. Socially excluded/disillusioned youth were engaged through some activities, mostly within the context of social cohesion and preventing violent extremism (PVE).

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[65] Gender Equality Action Plan (GEAP) for 2022–2026 drawn up under the Gender Equality Act (Law No. 18/2016) was adopted by the Cabinet on 22 February 2022. The President will also be the chair of the National Steering Committee established to oversee the implementation of the Action Plan.

This evaluation also assessed the level of gender responsiveness of IGP II's interventions based on the 5-point Gender Results Effectiveness Scale (GRES). The scale helps determine if the programme interventions were gender negative, gender blind, gender targeted, gender responsive, and gender transformative, based on how gender dimensions were considered in the design and implementation of programme interventions. The review of IGP II's ProDoc, annual work plans, annual reports and activity based reports, there is evidence that all interventions and activities fall within the upper scale (gender targeted, gender responsive, and gender transformative scale). None of the activities can be classified as gender negative or gender blind.

A general overview of the GRES applied for IGP II, with some indicative examples is illustrated below.

Gender Results Effectiveness Scale applied to IGP II
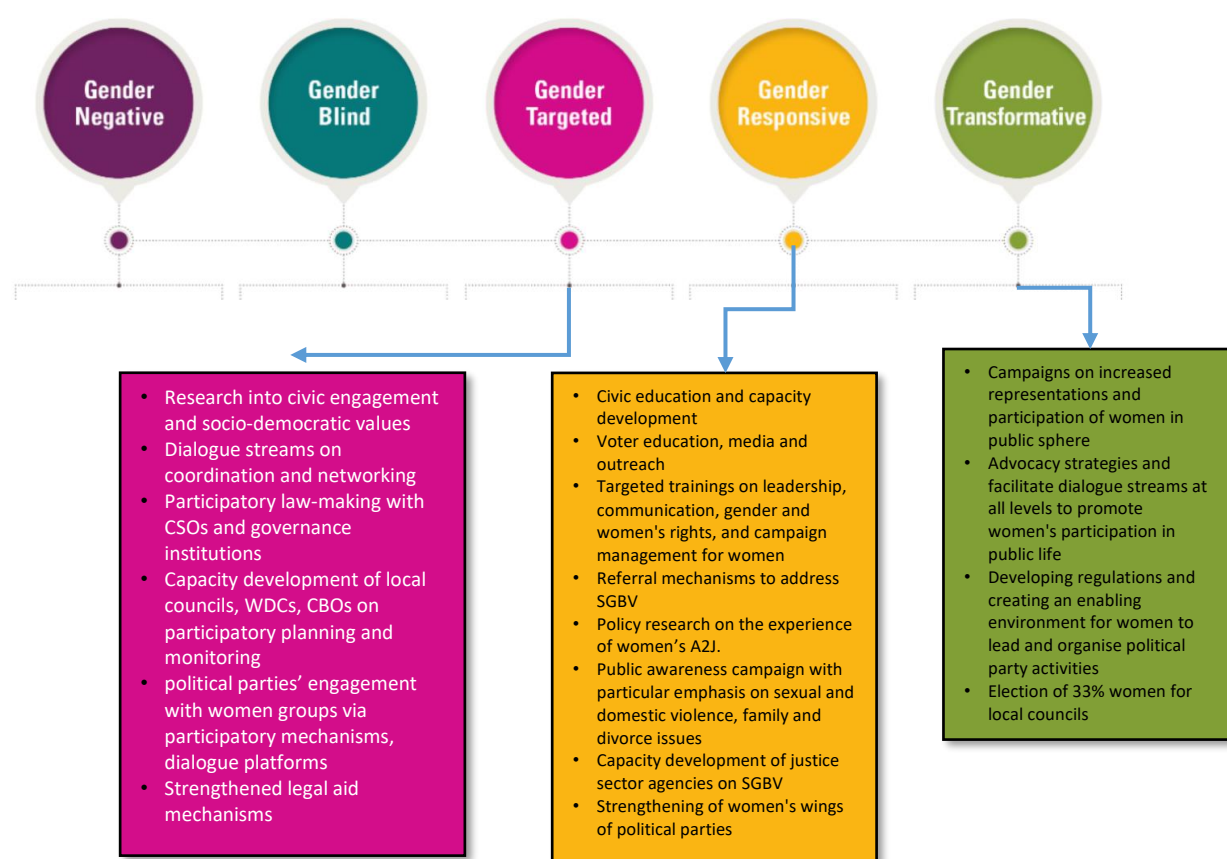
Figure 5: Gender Results Effectiveness Scale applied to IGP II

On the positive scale, several outcomes under both results areas demonstrate that they are clearly gender targeted. For example, activities related to increased voice and citizen participation for strengthened governance systems, enhanced access to justice, and developing greater transparency and accountability have significant components targeted to support women and girls. Several interventions such as legal reforms, national coordination processes, civic engagement and socio-democratic values demonstrate that they are gender responsive. Some interventions such as the multiple dialogues and successful legislative amendments related to increased political participation of women can be considered as gender transformative. Across most interventions, inclusion of young women beneficiaries was ensured in relation to skills development, employment and livelihoods support activities.

Finding 8: Interventions and activities under IGP II included some positive engagements with persons with disabilities (PWDs), through creating awareness, increasing service accessibility and supporting innovative social solutions. However, there is very little focus on addressing legislative and regulatory gaps that prevent PWDs from enjoying their rights as equal and productive members of the society.

To assess the nature of disability orientation and focus of the IGP II's interventions, the evaluation focussed on identifying the level of meaningful involvement of PWDs in the programme planning and implementation, in addition to the proportion of PWD beneficiaries. Based on the evidence from structural and institutional developments that have taken place during the intervention period and where there is a reasonable ground to associate the development to the programme's interventions, results that point to better conditions for PWDs to enjoy their rights were also identified. Where relevant, challenges and barriers for PWDs' engagement were also identified in the analysis. While there is no explicit reference to the participation of PWDs in the programme development, there is evidence in the ProDoc and the annual activity plans that participation, inclusion and empowerment of PWDs remained a focus area of the project.[66]

Thematic analysis of the relevant programme reports and inputs from stakeholder consultations shows that PWDs were targeted in a number of interventions such as the 'Miyaheli' social innovation camp. In particular, the 2019 edition was focused on eliminating barriers faced by PWDs in the areas of physical/environment barriers, communication barriers and attitudinal barriers within the Maldivian society.[67] The activity brought together youth, mentors and their collective ideas to create both tech-based and non-tech based social innovations addressing pressing social issues. In the 2018 Presidential Elections, PWDs were a key stakeholder in the UNDP voter education initiative, which sought their active contribution in the development of the voter education messaging as well as the advocacy campaign.[68] The social media campaign revived discussions on the electoral process among voters and the importance of meaningfully participating in the process, particularly for first-time voters. Difficulties faced by PWDs with assisted voting arrangements, and the nature of campaigns which are rarely accessible to PWDs increasing their vulnerability to exploitation were addressed in this activity. The campaign addressed those issues with diverse communication materials and channels that increased knowledge and understanding of the electoral process by the PWD community. A follow-up campaign with additional CSOs focused specifically on the challenges and exploitation faced by PWDs during elections and provided further awareness for PWDs on their rights during the electoral process.

Another significant intervention which targeted PWDs is the programme's support in the development of an app by a local NGO, 'Thaana Mallow', aiding the blind and visually impaired persons to read the digital text in Maldivian Thaana script. The app enabled access to COVID-related and other critical information for visually impaired persons. The initiative is in partnership with the Ministry of Youth, Ministry of Gender, Blind and Visually Impaired Society, Maldives Association of Persons with Disabilities, Maldives Deaf Association, and Wellness Association of Maldives. Apart from that, UNDP supported the concept of 'Silent Coffee', which is a café run by the deaf community, bridging the language barriers between them and the public by using sign language to place orders at the café. The team represents Deaf Association of Maldives and is working with a locally operated business called The Coffee Shrub, who provides training to the deaf community to work as baristas and servers.

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[66] UNDP, 'ProDoc - Integrated Governance Programme: Strengtheni Ng Democratic Governance, Rule of Law and Human Rights in the Maldives' (n 12).

[67] UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2019- 31 December 2019)' (n 61).

[68] Ibid.

Setting standards for inclusion, particularly for people with disability including sign language interpretation, usage of Dhivehi, ensuring PWD specific approaches to programming are significant successes of this programme. Public awareness activities focussed on the Constitution and the judiciary have PWDs identified as target groups, among others.[69] Most recently (in 2021), practice parliament for youth series, for the first time in history, youth with disabilities participated in the programme.[70]

Overall, in all capacity building, leadership and outreach interventions of the IGP II, there is evidence of conscious effort to ensures accessibility for PWDs. There is also evidence of programme focus on using new and innovative approaches employing behavioural insights and data analytics to set new standards for inclusion, particularly for people with disability. On the other hand, there is also recognition by the project team and CSOs representing PWDs that the overall focus on supporting PWDs under IGP II is limited.

Stakeholder analysis

Finding 9: UNDP is a trusted partner when it comes to convening diverse agencies of the state, civil society and community, and UNDP has maintained a high level of engagement with relevant partners and stakeholders throughout the programme.

Observations related to various stakeholders and partners are summarised below to provide the context of their engagement, based on review findings (in alphabetical order). This analysis aims to map out the nature of stakeholder engagement in IGP II in general. The level of engagement is scaled using a low-moderate-high continuum and is based on evidence derived from documentary evidence, inputs from the stakeholders themselves during the consolations and the overall impressions received from UNDP IGP team and relevant stakeholders.

Stakeholder/ beneficiary	Key areas/ actions (evidence)	Level of engagement
Anti-Corruption Commission	• Engaged in few activities such as the Integrity Festival (in 2017) and the social audit. • Could have been a key partner, particularly in output 1.2.	Low-moderate
Attorney General's Office	• A key partner throughout IGP II in terms of working on and supporting the legislative changes in several areas • Significant outputs were achieved through AGO in areas such as access to justice, human rights monitoring and in legal reform, including bill on legal aid. • Implementing the National Human Rights Action Plan (NHRAP) remains to be completed	High
Business Centre Corporation	• played a key role in increasing entrepreneurial and employment opportunities for women and youth, through established business centres in the atolls • Some very interactive and youth-friendly programmes have been successfully completed with support from IGP.	Moderate-High

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[69] UNDP, 'Annual Work Plan 2021: UNDP-IGP' (2021).
[70] United Nations Development Programme, *Call for Applications Open for Practice Parliament for Women* (n 59).

Civil Society Organisations	• NGO Forum, NGO Action Plan • Level of engagement with civil society is identified by most stakeholders as inadequate	Moderate
Department of Judicial Administration and Judicial Academy	• Played a key role in the implementation of the DVA and the Sexual Offences Act in the Judiciary • Upgrading the Judicial Academy's classrooms to serve as multipurpose classrooms to facilitate online trainings for judges and legal officers	moderate
Elections Commission	• Engagement of EC was limited to few actions such as the development of the civic education strategy • inputs in relation to reserving a quota for women and strengthening political party governance	Low-moderate
Family Protection Authority	• Played a key role in relation to the proper and effective implementation of the Domestic Violence Prevention Act, and the TOTs for First Responders working with survivors of domestic violence (DV)	Moderate
Human Rights Commission of Maldives	• 'Rights Side of Life' study and the Capacity Assessment Review (CAR) • Few direct engagements and interventions	Low-moderate
Judicial Service Commission	• Implementation of its mandate as per the Judicial Service Commission Act • Capacity building for judges and undertaking performance appraisal of judges • There were challenges in the initial stage, but closer collaboration towards the later part of IGP II.	Moderate
Local Councils and Women's Development Committees	• Several activities related to empowerment and capacity development with specific regional focus areas, were held with city/atoll/island councils	Moderate
Local Government Authority	• Played a significant convener role in relation to empowering local councils and communities • High-level policy reform support, successful training and capacity interventions	High
Maldives Bar Council	• Strengthening the legal profession under the Legal Professions Act • Work on the legal aid bill and strengthening legal education including clinical legal education	High
Maldives Media Council (MMC) and Maldives Broadcasting Commission	• Increasing the accountability of the media sector and establish a high standard of ethics and integrity • Revising the existing media code of ethics, formulation of an accreditation framework for media agencies and capacity development interventions for journalists and MMC staff	Moderate

Maldives National University	• Research (e.g. *Values in Crisis study*) • Strengthening of clinical legal education • Developing courses on media and public relations	Moderate
Maldives Police Service	• SGBV training and victim support activities • A key partner agency in the National Counter Terrorism Centre (NCTC) • Limited direct engagement	Low
Ministry of Gender, Family and Social Security	• Key partner in the programme, with activities such as the development and monitoring of the Gender Policy and the Gender Equality Action Plan (GEAP) • CEDAW reporting • Establishment of a call centre and maintaining uninterrupted provision of social services during the COVID-19	High
Ministry of Home Affairs	• Organising the National NGO Forum • Dialogue with CSOs on the Bill on the Associations Act • Social media messaging campaign on social cohesion *'Badhahi'*	Moderate
Ministry of Youth, Sports and Community Empowerment	• Youth Leadership Programme (YLP) • Youth Parliament, and a Civic Education for at-risk Youth	Moderate
National Counter-Terrorism Centre	• Development of the first National Action Plan on PVE, and its communication plan • Research and outreach interventions • Active partner in relation to the Social Cohesion and PVE related work	Moderate-High
Office of the Ombudsperson for Transitional Justice	• New partner (established in 2021 • A fulltime foreign expert is now positioned at OOTJ.	Moderate
People's Majlis	• The People's Majlis is not part of the programme at any level, but identified by stakeholders as a potential partner.	Low
Political Parties	• Consultations related to introducing the women's quota in the Decentralisation Act, developing Gender Action Plans to enhance women's participation and involvement in internal party structures • Mapping study of Political Parties Women's Wings and capacity development targeted towards enhancing women's political participation	Moderate
President's Office	• Strategic Action Plan of the Government of Maldives, and SAP/SDG mapping	Moderate

	• Supported in convening relevant government agencies on-board for legislative and institutional reform interventions	
Prosecutor General's Office	• Roll-out of the Penal Code as well as the criminal procedure code in 2016-2017	Low-moderate
Supreme Court of Maldives	• Equipping its courtroom with equipment and software to facilitate hearings virtually and live stream proceedings	Low-moderate

The programme is commended by informants to this evaluation for having garnered wide support and participation from government counterparts and CSOs. The very scope of the IGP is a testament to UNDP's ability to maintain meaningful dialogue and exchange with Maldivian society.[71] Main stakeholders from the political, administrative and civil life are represented in governance mechanisms of the programme, and an even larger number are designated implementation partners. Based on the inputs received from various partners and stakeholders during this evaluation, it is fair to say that UNDP has built a very successful and sustainable partnership with a broad range of stakeholders in the programmatic areas – including civil society, government agencies, independent state institutions, academia and the media. From the consultations with partners, it is evident that where stakeholders and partners have played a key role in programme activities, there is a high level of trust and engagement. While different partners possess differing levels of internal capacity, they invariably identify the additional capacity gains as a result of programme activities.

Stakeholder consultations highlighted the effectiveness of engagement with partners and stakeholders. In particular, state agencies and civil society actors emphasised the effectiveness of engagement with UNDP. While the partnership strategy of UNDP has been praised as effective, additional focus on building capacity of some relevant partners in creating a resilient and peaceful democratic society and accountable governance – in particular CSOs, media, academia and state oversight bodies such as the HRCM, EC and ACC could have created more lasting impact. Thus, building a broader coalition with relevant frontline partners should have been given additional focus.

5.4. Discussions of findings against performance criteria

The above analysis and interpretation of data against the evaluation criteria covered key aspects of stakeholder involvement, performance against GRES and specific findings vis-à-vis the UNDP evaluation criteria and cross-cutting themes of the programme. Building on those, this section provides a general overview of pertinent aspects of the programme design and delivery against specific dimensions of evaluation as per the TOR of the current evaluation.

Relevance of the project

From the perspective of the stated purpose and objectives of the IGP II, it is evident that the project has achieved a high level of delivery. The analysis of annual work plans shows that about 90% of the planned indicative activities and outputs have been achieved over the 6-year period, despite the challenges of COVID-19 pandemic and the shifting political dynamics of the country. However, there

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[71] UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (n 3).

are also many areas where the planned activities were significantly modified along the way (in most cases as a result of changing needs).

When the activities and outputs are scrutinised against the Theory of Change, Results and Resources Framework of the programme, there is indication that the overall impact on the ground as a result of the interventions remains to be properly measured. This would also require unambiguous baselines and regularly collected monitoring data in all intervention areas.

The programme was built on the following key assumptions:

> i. the political environment will continue to be relatively unstable, especially before and after elections,
> ii. changes in the decision-making positions in the key institutions will be disruptive to the programme management,
> iii. political buy-in and national ownership will be intact.

Based on the analysis of programme progress and identified challenges, there is reason to accept that these assumptions still remain valid at the end of the programme period. Considering the significantly disruptive and volatile political environment during the presidential and parliamentary elections, in 2018 and 2019 respectively, it is likely that a similar situation will continue during the next election cycle. This would also imply that a change in government is also likely to significantly disrupt the policy direction of the government thereby affecting the overall buy-in and enthusiasm from policymakers.

Effectiveness and efficiency of implementation approaches

As described in the preceding section on findings, the programme was implemented at a commendable level in terms of effectiveness and efficiency. Despite several challenges associated with political volatility and disruptions caused by the COVID-19 pandemic, the programme continued on its trajectory throughout the last 6 years and managed to produce durable changes in governance. This points to the resilient nature of the programme's design and the flexibility applied during its implementation.

The programme also has a high level of political buy-in and ownership, as indicated by several stakeholders. Government and community level stakeholders and partners view the programme as useful and relevant in bringing the desired long-term improvements in governance in the country. It is also evident that the IGP II's ability to shift some of its resources and focus to align with the evolving needs of the country, especially with the change of government and the onset of the COVID-19 pandemic. These are positive aspects of the programme that should be continued in any future programme of this nature.

Grassroots capacity development and support is vital in enhancing accountable governance. Given the complexity of the political field and uncertainties around election cycles, there is more need to strengthen the agency of the people as effective participants in the democratic process. This is also an essential area of focus for building social cohesion and addressing violent extremism. Stakeholder consultations shed light on the need to better engage with CSOs/ NGOs as well as community-level actors to address the demand side of good governance, human rights and justice. In particular, Human rights should receive more focus, not only in strengthening the Human Rights Commission of the Maldives, but also in encouraging the emergence of human rights NGOs and human rights activism. Human rights defenders need to be given more voice and better protection against reprisals.

As indicated elsewhere in this report, key partners and stakeholders for the project are also very diverse. However, there is evidence that some of the partners had very little engagement while others were more

active. It is essential to identify stakeholders that are most likely to create the biggest impact and are at the same time more likely to create synergy with UNDP and other partners.

Approaches to gender mainstreaming and social inclusion

IGP II is designed and delivered with a significant emphasis on voice and citizen's participation in governance, in an environment where they have access to justice and their human rights are protected. This focus has its inherent merits of recognising inclusion and empowerment of the most vulnerable and marginalised segments of the society. Thus, the emphasis on gender mainstreaming and promoting social inclusion are evident in all aspects of the programme. In particular, there is a substantial level of emphasis on reducing legal and social barriers for women to participate in politics and public life. There is also a very high level of emphasis on creating a conducive environment for women to participate as equal to men in all aspects of social, economic, and political life of the society.

The programme's approach to changing the social discourse around gender equality is also commendable. The types of engagements with government, political parties, CSOs and other stakeholders in changing legislation around temporary special measures to promote gender equality in the form of women's quotas in local governments were diverse and remarkable. However, what remains to be done is to change the general perceptions and gender stereotypes that still prevail – including around the women's quota. UNDP and partners could have done more to create a deeper and more engaging dialogue with the public on these specific areas.

In terms of the vulnerable and marginalised segments of the society, there is adequate emphasis on supporting youth and persons with disabilities. However, overall, the level of engagement with those two groups is at a lower scale. Individuals and groups with lower economic capabilities and migrant workers are targeted even at a lower scale. These disadvantaged groups could have been targeted more directly.

Risks and opportunities for future interventions

To leverage the gains from the IGP interventions (including phase I and phase II), UNDP can continue the programme phases into the future. This evaluator is aware of the IGP III being prepared and ready to be rolled out soon. The future programme is expected to integrate the learnings from the past two phases and ensure that the programme interventions have a higher level of impact and sustainability. Most importantly, identifying and working with stakeholders who are likely to be able to create synergy, working with the grassroots organisations and actors – including human rights defenders, focussing on building more enduring institutional changes within state institutions should be focused.

As for the anticipated risks, several dimensions still remain relevant. This includes risks related to the political environment, economic shocks, natural disasters, public health emergencies, and potential social upheavals including actions of violent extremists. These risks are likely to continue for the foreseeable future.

External factors and their impact on the programme

As discussed elsewhere in this report, two major external factors that hindered the programme most profoundly were the political tensions during the 2018 and 2019 elections, and the COVID-19 pandemic. While the political uncertainty was anticipated and factored into the programme design, the global pandemic was not foreseen at the time of the project design. Despite that, the programme was quick in adapting to the changing situation – especially incorporating a COVID-19 response and

recovery component to the programme, providing support to the government and the community to effectively deal with the disruptions caused by the pandemic.

Another key area is the ability to raise sufficient funds from donors on a timely basis so that programme actions continue unhindered. While UNDP has managed the fund-raising efforts at a good level, geo-political and economic uncertainties in the future could be a disruptive force.

Planning, management and quality assurance mechanisms

Planning process that had gone into developing the ProDoc and Results & Resources Framework for IGP was participative and sufficiently comprehensive. This is also evident in all Annual Work Plans. However, better baseline data and stronger evidence of impact is needed to fully capture the effect of project interventions. Considering the broad scope of engagement and potential partners in each of the results areas, it is essential that quantifiable baselines and outcome indicators are included at the activity/ intervention level. Due to lack of consist data, it was not clear to what extent project interventions had been successful in influencing national policy and bring sustained change on the ground. Regular monitoring and reporting of activities/ outputs, with both quantitative and narrative descriptions of activities and potential impacts could be helpful.

Coordination and communication process

The approach designed for the programme governance and coordination is robust, encompassing a Programme Board, and two technical committees. In terms of programme governance and coordination, Programme Board meetings were held more regularly in the first year of the project, with 3 meetings during 2016. While 1 meeting was held in 2017, there are no records of any meetings held in 2018 and 2019. One meeting was held in 2020. The irregular frequency of meetings of the Programme Board was linked to the change of focal points after the 2018 election of the new government, and also could be associated with the workload or that there were not sufficiently urgent decisions for the Programme Board to convene a meeting.

Strengthened programme governance is essential. While the IGP II's governance structure is robust, this evaluation finds that the overall level of coordination and direction from the governing board was low (especially in recent years). With a focus on improving the implementation of the programme and ensuring stronger buy-in from relevant agencies, the programme governance structure should, therefore, be streamlined, and more frequent meetings should be held. The approach to reporting and capturing accountability of programme implementation should be strengthened.

Communication with relevant stakeholders was maintained at an adequate level throughout the programme cycle. This was confirmed by stakeholders. At the same time, building stronger systems of public accountability of state institutions in relation to project support could be emphasised. Increasing dialogue between rights-holders and duty-bearers as part of the programme's communication strategy could be helpful.

Chapter 6: Conclusions

This final evaluation of the IGP II (for the period 2016-2022) assessed the relevance, effectiveness, efficiency, sustainability, and impact of the interventions against the programme's overall and specific objectives. The methodology employed a desk review and stakeholder consultations to systematically and impartially capture perceptions of relevant stakeholders as well as reported results of interventions and activities. The evaluation made use of the mid-term review carried out in 2018 and the programme review conducted in 2021 to compare progress of programme activities and to triangulate main observations.

The political environment in the country passed through times of serious upheavals during the programme cycle. The first few years of IGP II were mired in political tensions – working with the judiciary was often identified as next to impossible according to the programme management team at UNDP. However, with the change of the government in November 2018, the situation turned positive and both the executive and the judiciary became more receptive and enthusiastic to proceed with reform and capacity development efforts. The government, judiciary and the civil society space became more open and receptive, while at the same time the donors became more committed to support the Maldives strengthen governance, justice, rule of law and human rights in the country.

The evaluation finds that the overall design and implementation of the IGP II interventions were aligned with the governance needs of the country – especially in the areas of democratic participation, citizen's voice, access to justice and protection of human rights. The emphasis on empowering women and youth to be more engaged with the democratic process through capacity development, institutional reform and change in public perception were adequately stressed. This evaluation also finds that IGP II's interventions were sufficiently flexible and adaptable to changing circumstances and external environmental factors. As such, interventions were quickly adapted to the government's policy direction (within the scope of the programme aims) and based on the emerging needs of the country due to COVID-19 pandemic.

As for the level of efficiency and sustainability of the programme interventions, the evaluation finds that the overall level and strategy of resource allocation and utilisation for the IGP II interventions was satisfactory. However, at the same time, due to difficulties in robustly measuring effect on the ground in relation to various interventions, it is hard to determine if the 'value-for-money' criteria of assessment can be adequately applied to project expenditures. What is evident from discussions with stakeholders is that there is a high level of consensus that IGP II delivered significant results that are relevant, appropriate and timely. In relation to impacts on the ground, it is reasonable to assume that the medium to long-term impacts of the interventions are likely to be positive, especially given that there is medium to high level of local ownership of the programme. If UNDP builds on this through regular follow-up with relevant stakeholders and partners, it is likely to create further avenues for increasing sustainability of the interventions and their results beyond the programme timeline. The level of resilience inculcated through the programme interventions, particularly for the most vulnerable and marginalised, could be able to carry on positive changes in the society for some time to come. Especially the engagements with relevant stakeholders targeted towards building a resilient and peaceful democratic society through effective and accountable governance institutions, improved social cohesion and strengthened capacity of civil society have the potential to go a long way.

6.1. Main insights into the programme

It is evident that the programme has faced political upheavals in the country as such and in the ability or willingness of several partners to engage with the programme. It is equally evident that the UNDP has been able to maintain access to and cooperation with key partners of the programme. Similarly, the UNDP has managed to adapt activities to changing political context and to maintain activities despite funding shortfalls. UNDP's flexibility in working with the government policy-making process is strongly preferred to the approach of other partners who are more likely to 'impose' policy directions and solutions.

As a UNDP's flagship intervention in the Maldives, IGP II has been and has the potential to be a force for good in introducing social change and achieving political stability. Among all key stakeholders and interlocutors consulted under this review, UNDP is seen as having unique credibility in its integrated vision of development which 'joins the dots' across social, economic, environmental and governance perspectives and ensures that development has a human face, grounded in its ownership of the concept of human development.

Consultations conducted during the review/ evaluation confirmed the importance of supporting increased legal awareness, strengthening decentralization frameworks and access to justice, especially on outlying atolls. The consultations also showed the benefit of achieving synergies between promoting accountability of governance institutions and strengthening capacity of civil society and media.

6.2. Strengths and weaknesses of the intervention

Based on the inputs from stakeholders during the review and evaluation process, the following positive/ strong points as well as negative/ weak points related to the programme design and delivery are identified.

Strengths	Weaknesses
- UNDP is a trusted partner for all relevant stakeholders involved - The level of communication and involvement is excellent - The programme is adaptable to the changing needs of the country – most clearly evident in the way COVID-19 response elements were integrated into the programme - The focus on working with civil society institutions and capacity development has the potential to create more lasting impact on the ground - Engagement with grassroots and community level in the atolls and the networking trust built through those engagements - UNDP can mobilise resources under the programme in a more consolidated manner (rather than for separate programme interventions)	- Programme success is highly dependent on political situation, and political buy-in - Emphasis on sustainability beyond the programme period is low - Not enough emphasis on the whole-of-society capacity development in relation to governance and social cohesion. - Reliance on foreign consultants who do not have the local knowledge (in some cases) - Weak coordination within the programme governance structure - Limited engagement with some segments of the society such as PWDs, academia and private sector.

IGP II has been recognised by all relevant stakeholders consulted for this evaluation as a timely and useful intervention in strengthening democratic governance, rule of law, access to justice and human rights in the country. The integrated and focussed approach of the work stream is also identified as a strength of the programme. Moreover, UNDP has been recognised as a trusted development partner of the Maldives for more than 40 years, helping to achieve the eradication of poverty, reduction of inequalities and exclusion in areas such governance, environment protection, climate change mitigation and adaptation. The review finds that the partnership approach used by UNDP throughout the programme period has been effective, particularly in giving local ownership to the relevant agencies. Partners often indicated the reliability of UNDP as well as the open communication channels established throughout the programme period. The relevance of the programme activities and their impact on the ground is generally seen as positive.

One consistent observation from stakeholders is that the IGP II has a solid conceptualisation in the programme document and in the circumstances leading up to the formulation of the programme in 2015. The combination of citizens' voice, local governance, women's empowerment and justice improvements is a valid choice of objectives. Likewise, the expected outputs of the programme are strategic and sustainable.

Chapter 7: Recommendations

Considering the findings of this evaluation and based on other observations in relation to the nature of the programme and evolving dynamics of the Maldivian society, the following recommendations are made for future interventions with similar focus (i.e., in designing IGP III).

7.1. Recommendations

Recommendation 1: [72] *UNDP should give more emphasis on grassroots empowerment, including CSOs, community actors and human rights defenders, to expand the civic space and improve the demand side for more democratic, transparent, accountable and accessible governance in any future intervention of similar nature.*

The primary focus of any similar intervention should remain on the continued empowerment of citizens to participate actively in Maldives' development, matched by strengthening the accountability and responsiveness of state institutions. Grassroots capacity development and support is vital in enhancing accountable governance. Given the complexity of the political field and uncertainties around election cycles, there is more need to strengthen the agency of the people as effective participants in the democratic process. This is also an essential area of focus for building social cohesion and preventing violent extremism. Civic education is also a critical intervention so that young people are exposed to democratic culture and values as a core part of their education.

There is also the need to identify primary partners for the project, including state actors, civil society organisations, private sector, academia, political parties, media, etc. Identify issue champions and build their capacity to create sustained impact on the ground. There is the need to structure the programme interventions in a way that maximises the local ownership and sustainability. Allowing the local partners to have a greater say in the design of the interventions and how they can be continued beyond the programme support is essential.

Recommendation 2: [73] *UNDP should continue to promote gender equality, encompassing legislative and institutional changes, grassroots mobilisation of women, capacity and opportunity, sensitisation and social dialogue to address issues of discrimination, gender stereotypes and prejudices in all similar future interventions.*

Gender mainstreaming is a major area for a number of donors as well. The gender space needs to be taken more seriously and there isn't enough work in this area. There can be more engagement of EC and political parties to further strengthen women's role and participation in political life. Changing public perception is the key to encouraging more women to participate in elections. Hence, more work should be done in addressing social stereotypes and give more confidence to women. Additionally, as per inputs received from stakeholders, sexual and reproductive health issues also need to be addressed in order to give women more autonomy.

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[72] Linked to Outcome 3.4 of **CPD 2022-2026**, and based on the **Findings** 1, 6, 7, 8, and 9.
[73] Linked to Outcome 3.3 and 3.4 of **CPD 2022-2026**, and based on the **Findings** 7 and 9.

Recommendation 3:[74] *UNDP should give more emphasis on political and economic empowerment of youth, persons with disabilities, the poor and marginalised communities through more research into causes of social exclusion, disenfranchisement and disengagement, and help create further avenues and opportunities for young people to contribute towards national development.*

Youth political and economic empowerment is also critical in the Maldives given the young population and the risks to social cohesion and violent extremism (discussed below) which can arise from a youth population without adequate voice and adequate access to livelihoods. IGP III should also promote young people's engagement in politics (and of course of young women in particular) whether through competing for elective office or as citizens. As with women, the engagement with youth should form part of a coherent framework of youth engagement linked with the PVE programme and with youth entrepreneurship – whether that is implemented under IGP III or other programmes.

Persons with disabilities remain one of the most left-behind groups in the Maldives, as elsewhere. Here, empowerment needs to go hand-in-hand with strengthening of the government systems for disability inclusion. The review consultants learned that the system for the registration of PWD is dysfunctional; that the Government mechanism for disability inclusion does not engage many of the critical ministries and is therefore limited in its ability to mainstream disability inclusion across government projects; and, although data is lacking, it is clear that the equal access of PWD to health, education and employment is lagging behind.

It is clear that IGP II interventions such as the inclusion of PWDs in the Miyaheli social innovation camp were highly appreciated, have considerably increased the trust of OPDs and PWDs in UNDP, and strengthened not only the capacities of PWDs in entrepreneurship but more broadly in strengthening their self-confidence and agency – and they should be continued. But these interventions and activities are not enough, and IGP III should take the support to PWDs to the next stage. Elsewhere in the region, UNDP has been using systemic approaches, building social innovation platforms and helping local governments to engage in "deep listening" of people's needs and co-creating services together with people and local businesses to strengthen access to services and livelihoods.

Recommendation 4:[75] *UNDP should increase attention to strengthening a culture of respect for human rights, by targeting legislative change, institution building (especially support to HRCM), grassroots human rights NGOs and human rights defenders, and rights-holders' awareness and capacity to demand their rights, using more locally driven approaches.*

Human rights should receive more focus, not only in strengthening the Human Rights Commission of the Maldives (which has yet to recover fully from the challenges it faced in the last few years/from the last administration), but also in encouraging the emergence of human rights NGOs and human rights activism. Human rights defenders need to be given more voice and better protection. Focus on strengthening access to justice for women and vulnerable groups. While the project engaged strongly with the justice sector, there are still gaps in ensuring equal and timely access to justice for the most vulnerable and marginalised segments of the society, in particular the persons with disabilities (PWDs), youth and migrants.

Future interventions of similar nature should be more systematic and innovative. UNDP Maldives has a key comparative advantage through its Accelerator Lab, which can be an important partner in bringing a system-based and innovative approaches throughout IGP III activities. Similarly, the Bangkok Regional Innovation Centre and UNDP's global network of AccLabs can be utilised to bring in the global experience to bear in the Maldives, including but not limited to digital transformation, adaptive

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[74] Linked to Outcome 3.1 and 3.4 of **CPD 2022-2026**, and based on the **Findings** 1, 6, 7, and 8.
[75] Linked to Outcome 3.3 and 3.4 of **CPD 2022-2026**, and based on the **Findings** 1 and 6.

and iterative approaches, and user-centred design. They can also help identify approaches to strengthen data collection for stronger monitoring, evaluation and learning which can help leverage IGP III's interventions to support policy advocacy.

Recommendation 5:[76] UNDP's focus on post-COVID-19 recovery should include creating new opportunities for communities to build resilience, livelihoods and social support in a manner that creates more opportunities for the marginalised communities and individuals, at the same time promoting social justice and ensuring that no one is left behind.

Support in the implementing the National Resilience and Recovery Plan is another area of intervention – and this will require a lot of support, both financially and technically. In particular, it is important to provide support to a locally driven post-COVID-19 development strategy at the island and atoll level through supporting entrepreneurial solutions, small businesses and skill development. Such interventions will help address deeper economic inequalities and deprivations created due to COVID-19. There must be targeted and adequate support to the atolls, especially to those who are living in poverty and have limited means of livelihood.

Recommendation 6:[77] UNDP should focus on supporting legislative change and building institutional mechanisms that would help local governments to be more meaningful, effective and accountable to the people through sustained capacity development support and regular monitoring, and by adopting digital and technology-driven solutions and other forms of digital governance initiatives.

Decentralisation remains a critical agenda for governance in the Maldives on which IGP III needs to remain engaged. Existing deficits such as low capacities for public engagement with policy and decision making must be addressed for decentralisation to work. All relevant stakeholders indicated that support to decentralisation process (in the past) must be continued in the next phase of IGP as well. Specific areas like knowledge decentralisation in the longer term can lead to more empowered people and communities. It is essential to build responsive, integrated and data-driven planning at all levels of local governments in order to make the decentralisation efforts meaningful.

International experience shows that successful approaches to women's political empowerment need to be systematic and not only engage with the electoral framework and issues such as temporary special measures (quotas) but also address the socio-cultural barriers to women's success in holding electoral office, including stereotypes about women's leadership capacities, unequal access to campaign financing and other funding, broader societal issues such as the unequal unpaid care-burden and lack of facilities for professionals with child-care responsibilities etc., and that there should also be engagement with political parties, media and the general public. Providing sustained capacity development support and training opportunities for women in politics has the potential of reducing existing barriers.

Digitization is an area that can be built into the projects, digitalization, technology and innovation can be built on. The courts have done a lot of good work in the area of online and web-based hearing. The digital training portal is very useful – more work needs to be done to ensure sustainable – digital training is a good thing that requires continued support – although the online training has some disadvantages. Additional efforts to support digital literacy (especially among the most marginalised segments of the society) is needed. Therefore, it is recommended that IGP III adopt these approaches with support from the Accelerator Labs and drawing on the experiences of other countries in the region.

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[76] Linked to Outcome 1.1 and 3.1 of **CPD 2022-2026**, and based on the **Findings** 3, 4, 7 and 8.
[77] Linked to Outcome 3.1 and 3.2 of **CPD 2022-2026**, and based on the **Findings** 1 and 2.

Recommendation 7:[78] *UNDP should broaden its partners and stakeholders in governance interventions to include the academia and private sector partners in relevant interventions to create further synergy.*

Private sector is seen as a key player in strengthening social cohesion, governance as well as addressing many aspects of inclusivity. In particular, creating economic opportunities can significantly benefit the most vulnerable in the community. Therefore, there is a need to build new partnerships and broader coalitions particularly with the private sector. Therefore, the private sector needs to be engaged as an actor for development, including through raising awareness around business and human rights, and strengthening business integrity to address corruption risks. Additionally, establishing and strengthening collaboration with academia – by creating support platforms for academic institutions and researchers to collaborate as think-tanks on relevant social issue areas can be an essential driver for social change.

Building synergy with the private sector in creating more feasible and locally driven solutions and community empowerment should be focused in future programmes. Developing strategic public-private partnerships (SPPPs) in key areas such as women's and youth's economic empowerment, business and human rights, transparency, environment and livelihood, etc. can also be considered. Such engagements could be promoted in selected thematic / geographic areas for maximising their impact. The work with private sector – using multi-level approach could be a very useful approach so that the good achievements don't go to waste.

Recommendation 8:[79] *UNDP should focus on strengthening programme governance to include better accountability on programme delivery, and focus on developing more specific and quantifiable baseline data on all areas of programme intervention and continue to collect monitoring data at regular intervals to effectively measure impact on the ground.*

Maintain the scope of interventions more focussed on creating observable results is essential. As such it is essential to embrace the CPD vision of UNDP as an SDG integrator in the context of governance, which means empowering people as agents for their own development, including participation in policy and decision-making across all sustainable development goals, using collective action between people, enterprises and government for local development, and strengthening the transparency, responsiveness and accountability of state institutions.

With a focus on improving the implementation of the programme and ensuring stronger buy-in from relevant agencies, the programme governance structure should be streamlined, and more frequent meetings of the Governing Board should be held. There is the need to increase coordination to ensure that the resource allocation and effort are not duplicated. Better coordination is required to create impact. Additionally, UNDP should also develop a long-term strategy to ensure sustainability of actions – in anticipation of a future project exit strategy.

Better baseline data and stronger evidence of impact is needed. In particular, it was not clear to what extent project interventions had been successful in influencing national policy and bring sustained change on the ground due to limited data available. It is therefore necessary to build all programme activities on research and data. Where there are data gaps, focus on building local research capacity, through partnerships and engagement with academic institutions.

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[78] Linked to Outcome 1.1, 3.1 and 3.2 of **CPD 2022-2026**, and based on the **Findings** 4 and 9.
[79] Linked to Outcome 3.1 and 3.2 of **CPD 2022-2026**, and based on the **Findings** 1 and 5.

Chapter 8: Lessons learned

This evaluation was undertaken at the end of the IGP II in April 2022. As a programme that ran for more than 6 years (from 2016 till first quarter of 2022) and encompassing all governance-related interventions of UNDP country programme, the evaluation covered a very broad spectrum of activities and interventions. Based on the engagement with the UNDP programme team and several programme partners, stakeholders and beneficiaries as part of this evaluation and the review, following observations can be considered as valuable lessons learned.

1. The broad scope of the IGP II can be regarded as both positive and negative. The wider coverage of issues and stakeholders help create a more comprehensive (whole-of-government and whole-of-society) impact on areas of intervention. However, at the same time, this also spreads the programme interventions too thinly, reducing the overall impact on the ground.

2. Stakeholder involvement throughout the programme is reasonably high. However, some of the key justice sector and oversight stakeholders (JSC, courts, ACC, NIC, etc.) remain very dormant or non-active. Participation and engagement of these institutions could be paramount to improve governance, transparency and justice.

3. Civil society remains poor in the Maldives, with few NGOs active in governance, justice and human rights fields. Creating more space for civil society actors to flourish can be crucial in sustaining the gains of the programme interventions – especially in ensuring that those gains are safeguarded from any future reversal of politics.

4. Political situation in the country still remains volatile and the risk of elite capture and the probability of reversal of democratic gains is high.

5. Disability is not given adequate attention in the programme interventions – which is also reflected in the general societal attitude towards recognising and creating equal opportunities for PWDs to get education, job opportunities and social services.

6. Creating a society in Maldives in which men and women have equal opportunities still requires concerted and sustained effort. There are still deep-rooted social, cultural and religious prejudices against women's empowerment.

7. Well-structured and regularly collected data is indispensable for monitoring and evaluation purposes. However, this remains a poor area for the whole project. Data available is not structured or adequately managed.

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Annexes

Annex 1: Evaluation TOR

Annex 2: List of Individuals/ groups consulted

Annex 3: List of documents consulted for the evaluation

Annex 4: Guiding Evaluation Questions and Primary Data Collection Tools

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Annex 7: Evaluation Timeline

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Annex 1: Evaluation TOR

Location:	Maldives
Position Title:	Local Consultant to conduct final evaluation of the UNDP Maldives's Integrated Governance Programme (IGP) 2016-2022
Type of Contract:	Individual Consultant
Post Level (National/International):	National
Languages required:	Dhivehi, English
Contract period:	20 days in April 2022
Project Title:	Integrated Governance Programme
Prompt ID:	MDV-0000179736

A. BACKGROUND

The Maldives is a young democracy attempting to build on considerable economic and human development gains, but simultaneously still challenged by deep socio-economic, environmental, and political issues. As part of the peaceful democratic transition, a new constitution was ratifiedin 2008. In recent years progress has been made towards democratic governance, rule of law andhuman rights in Maldives. Challenges remain, particularly around strengthening participation, transparency, accountability and rights-based approaches to development, as well as of mainstreaming environmental sustainability[1]. The development of effective and inclusive governance institutions and processes, consolidation of the rule of law, access to justice and evolution of an informed civil society and an independent, professional media remain nascent.[2]

UNDP Maldives, under the Integrated Governance Programme of its Governance (IGP) Portfolio has been supporting the consolidation of democracy through strategic streams of partnerships and technical support under key governance themes. To this end, the Government and UNDP rolled out Phase II of the Integrated Governance Programme from 2016-2022, to consolidate support to democratic governance processes in a rapidly evolving political context. The programme has two key components and five focus areas as outlined below.

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[1] National Human Development Report, op.cit.
[2] United Nations Common Country Assessment, op.cit.

The 2 Result Areas constituting IGP II

(i)   Increased voice and citizen participation for stronger governance systems;

(ii)   Enhanced access to justice and protection of human rights. The IGP is also aligned with the Government's own priorities for UN support for the period 2016-2020, including strengthening institutional capacities for legislative reform, enhancing access to justice and rule of law, strengthening good governance across state institutions, civil society development and the private sector, and decentralization.

The five focus areas of the programme

1) strengthening institutional capacities for legislative reform
2) enhancing access to justice and rule of law
3) strengthening good governance across state institutions
4) civil society development and the private sector, and
5) decentralization.

B. EVALUATION PURPOSE

UNDP commissions evaluations to capture and demonstrate evaluative evidence of its contributions to development results at the country level as articulated in both the Maldives UN Development Assistance Framework (UNDAF) and UNDP country programme document (CPD). These are evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy. In line with the Evaluation Plan of UNDP Maldives, this final evaluation of the IGP II is to assess the progress in the implementation of the project, what worked what did not and why? Look at challenges faced and ensure accountability for the overall results. The lessons learned and recommendations from the evaluation will be used in the design of any similar development support in the future.

Currently, in line with UNDP final evaluation guidelines, UNDP Maldives is seeking a Local Consultant to commission this evaluation for IGP II to assess the relevance, effectiveness, efficiency, impact and sustainability, as well as cross-cutting issues in programme components, its activities, Theory of Change and Results and Resources Framework. The evaluation will be conducted based on UNDP's evaluation criteria and will also incorporate the analysis from the programme review and Strategic Recommendations Paper that were carried out in mid-2021.

C. OBJECTIVE AND SCOPE OF THE EVALUATION

The main objective of this final evaluation is to assess the achievements of the IGP II project results and to draw lessons learned, and provide recommendations that can improve the sustainability of benefits from this project, and contribute to the overall enhancement of UNDP Maldives development programming. The evaluation will cover the period from the inception of the project

to its envisaged end which is from 2016 until the first quarter of 2022. The evaluation should coverat least the following areas.

- Relevance of the project: review the progress against its purpose, objectives, outputs and indicators, as per the project documents and its components, such as the Theory of Change, Results and Resources Framework, M&E framework, and ascertain whether assumptions and risks remain valid
- Effectiveness and efficiency of implementation approaches: review project's technical as wellas operational approaches and deliverables, quality of results and their impact, alignmentwith national priorities and responding to the needs of the stakeholders;
- Review the project's approaches, in general and with regards to mainstreaming of gender equality and social inclusion, with particular focus on women and vulnerable groups as well as on the gender responsive or transformative changes the project has made on enhancing gender equality, breaking barriers and gender stereotypes.
- Review and assess the risks and opportunities (in terms of resource mobilization, synergyand areas of interventions) related to future interventions;
- Review external factors beyond the control of the project that have affected it negatively orpositively;
- Review planning, management and quality assurance mechanisms for the delivery of theproject interventions;
- Review coordination and communication processes and mechanisms with the stakeholders;

D. EVALUATION CRITERIA AND GUIDING QUESTIONS

The evaluation criteria most commonly applied to UNDP evaluations are the OECD-DAC evaluation criteria of relevance, efficiency, effectiveness, and sustainability. The evaluation shouldalso reflect findings in cross-cutting themes. Gender equality, human rights and disability are theareas that will be focused on in the evaluation.

Guiding evaluation questions can be further refined by the evaluation team and agreed with stakeholders.

Criteria	Evaluation Questions
Relevance	- How relevant were the overall design and approaches of the project? - To what extent the project was able to address the needs of the target groups in the changed context? - To what extent are the objectives of the project design (inputs, activities, outputs and their indicators) and its theory of change logical and coherent? - To what extent did the project align with the needs and priorities of the intended beneficiaries and international standards on gender equality and women's empowerment?

Criteria	Evaluation Questions
	• How the project contributes to the outcome and output of the CPD?
Effectiveness	• To what extent the project activities were delivered effectively in terms of quality, quantity, and timing? • What were the lessons and how were feedback/learning incorporated in the subsequent process of planning and implementation? • How effective has the project been in enhancing the capacity of the communities and local governments to create enabling environment that help strengthening governance systems and enhancing access to justice and projection of human rights? • What measurable changes in gender equality and women's empowerment have occurred as a result of the project? ▪ Sub-question: a) To what extent did the project address and respond to existing power dynamics and gender relations?
Efficiency	• How efficiently were the resources including human, material and financial resources used to achieve the above results in a timely manner? • To what extent was the existing project management structure appropriate and efficient in generating the expected results? • To what extent has the project implementation strategy and its execution been efficient and cost-effective?
Sustainability	• To what extent did the project interventions contribute towards sustaining the results achieved by the project which include strengthening democratic governance, rule of law, access to justice and human rights in the country? • What are the plans or approaches of the local authorities/ committees to ensure that the initiatives will be continued after the project ends? • What could be potential new areas of work and innovative measures for sustaining the results? • To what extent have lessons learned been documented by the project on a continual basis to inform the project for needful change?
Impact	• To what extent the project initiatives indicate that intended impact will be achieved in the future?

Criteria	Evaluation Questions
Human rights	• To what extent have poor, indigenous and other vulnerable groups benefitted from the work of the project and with what impact?
Gender equality and social inclusion	• To what extent the project approach was effective in promoting gender equality and social inclusion – particularly in the areas of political participation at the national and local levels (parliament and local governments), human rights, and access to justice? • To what extent has the project promoted positive changes of women and vulnerable groups, and ensuring no one is left behind? Were there any unintended effects?
Disability	• Were persons with disabilities consulted and meaningfully involved in programme planning and implementation? • What proportion of the beneficiaries of a programme were persons with disabilities? • What barriers did persons with disabilities face?

In terms of the Gender Results Effectiveness Scale, the evaluation team to adapt this tool (or similar tool) inspired by the document UN Women's Good Practices in Gender Responsive Evaluation document (2020). The scale created in the context of the evaluation of the United Nations Development Programme (UNDP) contribution to Gender Equality and Women's Empowerment (GEWE) is provided below. This scale is described below and needs to be contextualized to IGP II.

Table 2. Gender Results Effectiveness Scale used in UNDP´s evaluation for GEWE (2015).

Gender negative	Result had a negative outcome aggravated or reinforced existing gender inequalities and norms
Gender blind	Result had no attention to gender, failed to acknowledge the different needs of men, women, girls and boys, or marginalized populations
Gender targeted	Result focused on the number of equity (50/50) of women, men or marginalized populations that were targeted.
Gender responsive	Result addressed differential needs of men or women and addressed equitable distribution of benefits, resources, status and rights but did not address root causes of inequalities in their lives
Gender transformative	Result contributed to changes in norms, cultural values, power structures and the roots of inequalities and discriminations

E. EXPECTED PRODUCTS: KEY DELIVERABLES

1. Inception report, detailing evaluation scope and methodology, including data collection methods as well as approach for the evaluation. The inception report should also contain a detailed work plan with timelines for agreed milestones and the adapted gender effectiveness scale;
   - The methodology should outline the strategies to answer the evaluation criteria and key questions below. The proposed methodology may consist of a desk review of project materials and deliverables and review of existing information relevant to the project context, followed by stakeholder consultations, key informant interviews and secondary reading relevant to the socioeconomic context of Maldives
   - Provision of the list of desk review documents, interview plan, and questions including list of key informants
   - Presentation of the draft inception report

2. Evaluation debriefing

3. The draft evaluation report which will be shared with Government of Maldives, UNDP and funding partners for comments and input;

   - Lead in the presentation and discussion sessions to receive the feedbacks of the draft final evaluation report

4. Evaluation report audit trail

5. Final evaluation report, incorporating comments from UNDP team and stakeholders.

Duration of the Assignment

The review is expected to begin immediately, and the consultant is expected to work 20 days in April 2022. The activities within this evaluation time frame includes:

- Desk review

- Briefing of evaluators

- Finalizing the evaluation design and methods and preparing the detailed inception report

- In-country data collection and analysis

- Preparing the draft report

- Stakeholder meeting and review of the draft report for quality assurance

- Incorporating comments and finalizing the evaluation report

Institutional Arrangement

The consultant will report to UNDP Maldives DRR and will be supported by the Planning and M&E Analyst. A briefing and debriefing meeting will be organized with UNDP senior management at the beginning and end of assignment.

Duty Station and Expected Places of Travel

Home-based with possible travel in Maldives.

F. PAYMENT TERMS

The method of payment is **output-based lump-sum scheme**. The total amount quoted shall be **all-inclusive lump sum** and include all costs components required to perform the deliverables identifiedin the TOR, including professional fee, travel costs, living allowance (if any work is to be done outsidethe IC´s duty station) and any other applicable cost to be incurred by the IC in completing the assignment. The contract price will be fixed output-based price regardless of extension of the hereinspecified duration.

The payments shall be released upon submitting the required deliverables/outputs with satisfactoryby the DRR UNDP as per agreement for each report in accordance with a set time schedule to beagreed in the contract.

Deliverable	Target due date	Percentage	Review and Approvals Required
Deliverable 1 – Evaluation inception report	7-12 April 2022	30%	Review and approval of Deputy Resident Representative – UNDP Maldives
Deliverable 2 – Evaluation debriefings: presentation of preliminary findings	20 April 2022	20%	Review and approval of Deputy Resident Representative – UNDP Maldives
Deliverable 3 – Final evaluation report incorporating all comments and feedbacks.	25 April 2022	50%	Review and approval of Deputy Resident Representative – UNDP Maldives

Note: Payments will be based on invoices on achievement of agreed milestones i.e. upondelivery of the services specified in the TOR and certification of acceptance by the UNDP.The applicant must factor in all possible costs in his/her "All Inclusive Lump Sum Fee" including his/her consultancy and professional fee, travel, honorarium, board and lodging, and any other foreseeable costs in this exercise. No costs other than what has been indicated in the financial proposal will be paid or reimbursed to the consultant. UNDP will only pay for any unplanned travel outside of this TOR and Duty Station on actual basis and on submission of original bills/invoices and on prior agreement with

UNDP officials. Daily perdiums and costs for accommodation/meals/incidental expensesfor such travel shall not exceed established local UNDP DSA rates.

For an Individual Contractor who is 62 years of age or older, and on an assignment requiring travel, be it for the purpose of arriving at the duty station or as an integral duty required travel under the TOR, a full medical examination and statement of fitness to work must beprovided. Such medical examination costs must be factored into the financial proposal above. Medical examination is not a requirement for individuals on RLA contracts.

G - COMPETENCIES

- Excellent research and analytical skills
- Demonstrated ability of timely completion of assignments.
- Proven ability of delivering high quality products.
- Must possess excellent communication and coordination skills.

H - REQUIRED SKILLS AND EXPERIENCE

- At least a Master's degree in a field of relevance for the review (i.e. Governance, Public Policy, Social Sciences, Policy Review, Evaluations etc)
  - At least 5 years of work experience in a research, reviews, evaluations reporting and/ormonitoring area that required strong analytical skills.
  - Contextual and local knowledge and experience in democratic governance, rule of law and access to justice, women's empowerment and gender quality, social inclusion andcohesion, with knowledge of other areas relevant to UNDP's and the UN's work.
  - Proven work experience in Maldives, for at least 10 years, in a relevant area, with a leadrole in programme management and programme development is required.
  - Proven work experience in data collection including interviews and/or focus groupdiscussions.
  - Experience in contributing to gender-responsive evaluation or experience in genderanalysis and human-rights based approaches an asset.
  - Added asset is knowledge of the role of UNDP or the UN system and its programming,coordination, and normative roles at the global, regional and/or country level.
  - Language proficiency in English and Dhivehi is required.

Evaluation Method and Criteria

Individual consultants will be evaluated based on the following methodology:

Cumulative analysis

The award of the contract shall be made to the individual consultant whose offer has been evaluated and determined as a) responsive/compliant/acceptable; and b) having received the highest score out of set of weighted technical criteria (70%). and financial criteria (30%). Financial score shall be computed as a ratio of the proposal being evaluated and the lowest priced proposalreceived by UNDP for the assignment.

Technical Criteria for Evaluation (Maximum 70 points)

- Criteria 1: At least a Master's degree in a field of relevance for the review (i.e. Governance,Public Policy, Social Sciences, Policy Review, Evaluations etc) with atleast 5 years of similarwork experience in research, reviews, evaluations reporting and/or monitoring area that required strong analytical skills.
- Criteria 2: Contextual and local knowledge and experience in democratic governance, ruleof law and access to justice, women's empowerment and gender quality, social inclusion and cohesion, with knowledge of other areas relevant to UNDP's and the UN's work.
- Criteria 3: Proven work experience in Maldives, for at least 10 years, in a relevant area, witha lead role in programme management and programme development is required.

Only candidates obtaining a minimum of 49 points (70% of the total technical points) during thedesk review/interview are acceptable would be considered for the Financial Evaluation.

Documentation required
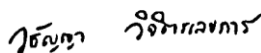
Interested individual consultants must submit the following documents/information to demonstrate their qualifications. Please group them into one (1) single PDF document as the application only allows to upload maximum one document:

1. Duly accomplished Letter of Confirmation of Interest and Availability using the template provided by UNDP in Annex II;
2. Personal CV or P11, indicating all past experience from similar projects, as well as the contact details (email and telephone number) of the Candidate and at least three (3) professional references;
3. Financial proposal that indicates the lump sum rate/fee of the candidate in Maldivian Rufiya (or USD in the case of international consultant). In order to assist the requesting unit in the comparison of financial proposals, the financial proposal must include a breakdown of this daily fee (including number of anticipated working days and all foreseeable expenses to carry out the assignment);

I – EVALUATION ETHICS

This evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation'. The consultant must safeguard the rights and confidentiality ofinformation providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation andprotocols to ensure anonymity and confidentiality of sources of information where that isexpected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP andpartners.

Incomplete proposals may not be considered. The short-listed candidates may be contacted for interview and the successful candidate will be notified.

Signature

Name and Designation   Vathanya Vichitlekarn, Planning and M&E

AnalystDate of Signing   5 April 2022

Approved by:

Vera Hakim
Signature
Name and Designation   Vera Hakim, Deputy Resident

RepresentativeDate of Signing 5 April 2022

Annex 2: List of Individuals/ groups consulted

#	Institutional Area	Agency
1	UNDP	• IGP full team
2		• UNDP unit heads
3	UN	• RCO
4		• UNODC, UNFPA, IOM
5	Development Partners Donors	• DFAT (Australia)
6		• High Commission of UK
		• Japan EOJ (Technical issue - incomplete)
7		• European Union • Max Planck Foundation • Westminster Foundation
8	National Planning, decentralisation, public admin & policy	• President's Office • Ministry of National Planning, Housing & Infrastructure • Local Government Authority
9	Civil Service	• Civil Service Commission
10	Youth Development, Skill development	• Ministry of Youth, Sports and Community Empowerment • Maldives National University • Business Centre Corporation
11	Gender/Family	• Family Protection Authority
12		• Ministry of Gender, Family and Social Services
13	Judiciary, ROL	• Judicial Service Commission • Department of Judicial Administration (including Judicial Academy)
14		• Attorney General's Office • Maldives Bar Council
15	Oversight bodies	• Anti-Corruption Commission • Maldives Election Commission • Human Rights Commission of Maldives
16	social cohesion/ PVE	• National Counter-Terrorism Center • Ministry of Home Affairs • Maldives Police Service
17	Programme history	• Aishath Rizna (former IGP manager)
18	Disability NGOs	• Blind and Visually Impaired • Deaf Association • MAPD
19	Technology	• Ministry of Environment, Climate Change and Technology
20	CPD 1	• CPD consultation – government and state agencies
21	CPD 2	• CPD consultation – civil society
22	UNDP	• Meeting with UNDP senior management on the evaluation
23	UNDP	• Meeting with UNDP project team

Number of meetings: **23**   Number of agencies/parties consulted: **34**

Annex 3: List of documents consulted for the evaluation

- Community Development Initiative, 'Project Report: Community Mobiliseers Training for Baa Atoll (10-14 October 2018) - Baa. Kihaadhoo' (2018)
- Family Legal Clinic, 'Micro-Capital Grant Agreement - Agreement No: GA/2020/IGP/009 : Final Report (1 August 2020 – 16 May 2021)' (2021)
- Government of Maldives, 'Government of Maldives Strategic Action Plan 2019-2023' (2019) <https://storage.googleapis.com/presidency.gov.mv/Documents/SAP2019-2023.pdf>
- Human Rights Commission of the Maldives, 'Reflecting 15 Years: The Rights Side of Life Survey 2020' (2020) <https://www.mv.undp.org/content/dam/maldives/docs/Democratic Governance/Docs/Final Report Third Right Side of Life Surver_RSL3.pdf>
- Local Government Authority (LGA), 'Engendering the Local Development Planning Process: Debrief Note' (2021)
- Maldives Labour and Social Democratic Party (MLSDP), 'Gender Equality Action Plan: 2021-2025' (2021)
- Maldives Media Council, 'Maldives UNDP Inception Report (Final): Prepared for UNDP Maldives and the Maldives Media Council (MMC)' (2020)
- Maldives Partnership Forum, 'Policy Note 16: Reform of the Legal and Justice Sector' (2019)
- Naifaru Jevenile, 'Leaders of Our Future – Naifaru Juvenile: Final Report (January 2017 to August 2017)' (2017)
- National Counter Terrorism Centre, 'NCTC Newsletter - Volume 40: July 2020' <https://nctc.gov.mv/publications/NCTC_Newsletter40.pdf>
- Simmons, Malcolm, 'Assessment of the Provision of Judicial Training in Maldives'
- Transparency Maldives, 'Review of the Decentralisation Framework in the Maldives' (2019) <https://transparency.mv/v16/wp-content/uploads/2019/08/RDFM_ENG_FINAL-for-Website.pdf>
- Transparency Maldives, 'Voter Information and Civic Education Project: Narrative Report' (2019)
- UNDP; Maldives National University, 'Values in Crisis: Values under the Imprint of COVID-19 Pandemic in the Maldives' (2020)
- UNDP, 'Annual Work Plan 2021: UNDP-IGP' (2021)
- UNDP, 'Encouraging Female Students in the Maldives to Persist with Their STEM Education: Transforming the Future of Work for Gender Equality in the Maldives - Final Report' (2020)
- UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2017- 31 December 2017)' (2017)
- UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2018- 31 December 2018)' (2018)
- UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2019- 31 December 2019)' (2019)
- UNDP, 'Integrated Governance Programme: Project Annual Report (Reporting Period: 1 January 2020- 31 December 2020)' (2020)
- UNDP, 'Integrated Governance Programme: Strengthening Democratic Governance, Rule of Law and Human Rights in the Maldives (Governance Programme Document Narrative - October 2015)' (2015)
- UNDP, 'Integrated Governance Programme II : Strengthening Democratic Governance, Rule of Law and Human Rights in the Maldives' (2021) <https://www.mv.undp.org/content/maldives/en/home/projects/IntegratedGovernanceProgramme.html>
- UNDP, 'Maldives 3rd National Dialogue on Fostering Sustainable Youth Entrepreneurship (April 2020)' (2020)
- UNDP, 'Mid Term Evaluation The Integrated Governance Programme 2016 – 2020 The Republic of Maldives' (2018)
- UNDP, 'Miyaheli: Innovation for COVID-19: Report' (2020)
- UNDP, 'Narrative Report: Localization of SDGs and Strengthening Local Governance in the Maldives'
- UNDP, 'Progress Report: April - June 2016, Integrated Governance Programme (IGP) Phase II' (2016) <https://info.undp.org/docs/pdc/Documents/MDV/IGP Q2 Progress Report.pdf>
- UNDP, 'Progress Report: January - March 2016, Integrated Governance Programme (IGP) Phase II' (2016) <https://info.undp.org/docs/pdc/Documents/MDV/IGP 1st Quarter progress report 2016.final.pdf>
- UNDP, 'Republic of Maldives: Assessment of the Justice Sector Reform Proposals' (2019)

- UNDP, 'RFP - National Consultant to Conduct a Review of the UNDP Maldives' Integrated Governance Programme 2016 - 2021' (2021) <https://jobs.undp.org/cj_view_job.cfm?cur_job_id=99106>
- UNDP, 'Supporting Maldives Political Parties to Develop Gender Action Plans: Guidance Note' (2021)
- UNDP, 'United Nations in the Maldives - UNDAF 2016-2020: Annual UN Country Results Report 2019' (2019)
- UNDP, 'Women as Peacebuilders & Agents of Change in the Maldives' (2021)
- UNDP, 'YOUTH VISION an Art Workshop 2020: EMMENGE Workshop Report' (2020)
- UNDP, 'Youth Vulnerability in the Maldives' (2019)
- United Nations Development Programme, 'Assessment and Support Implementation of Programmes on the Inclusion and Engagement of Migrants: Summary of the Report on Vulnerability of the Bangladeshi Migrant Workers to Radicalisation and Violent Extremism in the Maldives' (2018)
- United Nations Development Programme, 'Legal and Justice Sector Baseline Study' (2014) <https://www.undp.org/content/dam/maldives/docs/Democratic Governance/Legal&JusticeSectorBaselineStudy-web.pdf>
- United Nations in the Maldives, 'Annual UN Country Results Report' (2017)
- United Nations in the Maldives, 'Common Country Analysis: Maldives' (2020)
- United Nations Development Programme, *Review of the UNDP Maldives' Integrated Governance Programme 2016-2021* (2021)

Annex 4: Guiding Evaluation Questions and Primary Data Collection Tools

Relevance

- How relevant were the overall design and approaches of the project to the governance needs of Maldives?

- To what extent the project was able to address the needs of the target groups in the changed context?

- To what extent are the objectives of the project design (inputs, activities, outputs and their indicators) and its theory of change logical and coherent?

- To what extent did the project align with the needs and priorities of the intended beneficiaries and international standards on gender equality and women's empowerment?

- Are the intervention results contributing to the realization of international HR and GE norms and agreements (e.g. CEDAW, UDHR, CRPD), as well as national and local strategies to advance HR & GE? *(new)*

- How the project contributes to the outcome and output of the CPD?

Effectiveness

- To what extent the project activities were delivered effectively in terms of quality, quantity, and timing?

- What were the lessons and how were feedback/learning incorporated in the subsequent process of planning and implementation?

- How effective has the project been in enhancing the capacity of the communities and local governments to create enabling environment that help strengthening governance systems and enhancing access to justice and projection of human rights?

- What were the main results achieved by the intervention towards the realization of HR & GE? *(new)*

- Do the intervention results contribute to reducing the underlying causes of inequality and discrimination? *(new)*

- What measurable changes in gender equality and women's empowerment have occurred as a result of the project?

    o To what extent did the project address and respond to existing power dynamics and gender relations?

Efficiency

- How efficiently were the resources including human, material and financial resources used to achieve the above results in a timely manner?

- To what extent was the existing project management structure appropriate and efficient in generating the expected results?

- To what extent has the project implementation strategy and its execution been efficient and cost-effective?

- Were the intervention resources used in an efficient way to address HR & GE in the implementation (e.g. participation of targeted stakeholders, collection of disaggregated data, etc.)? *(new)*

Sustainability

- To what extent did the project interventions contribute towards sustaining the results achieved by the project which include strengthening democratic governance, rule of law, access to justice and human rights in the country?

- What are the plans or approaches of the local authorities/ committees to ensure that the initiatives will be continued after the project ends?

- What could be potential new areas of work and innovative measures for sustaining the results?

- To what extent have lessons learned been documented by the project on a continual basis to inform the project for needful change?

- To what extent do stakeholders have confidence that they will be able to build on the HR & GE changes promoted by the intervention? *(new)*

Impact

- To what extent the project initiatives indicate that intended impact will be achieved in the future?

- Did the intervention clearly lead to the realization of targeted HR & GE norms for the stakeholders identified? *(new)*

- Did the intervention activities and results in HR & GE influence the work of other organizations and programmes? *(new)*

Human rights

- To what extent have poor and other vulnerable groups benefitted from the work of the project and with what impact?

- Was the intervention successful in promoting a culture of respect for human rights, participation and inclusion? *(new)*

Gender equality and social inclusion

- To what extent the project approach was effective in promoting gender equality and social inclusion – particularly in the areas of political participation at the national and local levels (parliament and local governments), human rights, and access to justice?

- To what extent has the project promoted positive changes of women and vulnerable groups, and ensuring no one is left behind? Were there any unintended effects?

- Did the activities address the underlying causes of inequality and discrimination? *(new)*

Disability

- Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?

- What proportion of the beneficiaries of a programme were persons with disabilities?

- What barriers did persons with disabilities face?

- Do the results of the intervention point to better conditions for PWDs to enjoy their rights, without discrimination? *(new)*

Annex 5: Evaluation Matrix

	Questions and sub-questions	Indicators	Desk review /data sources	Data collection methods/tool	Methods for data analysis
Relevance	1. How relevant were the overall design and approaches of the project to the governance needs of Maldives?	• Level of congruence between the IGP II and identified governance needs • Evidence of linkage with governance needs requirements	Project docs (incl. monitoring reports) UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis
	2. To what extent the project was able to address the needs of the target groups in the changed context?	• Evidence of targeting for specific population groups (based on gender, geography, age, etc.) in the project design	Project docs (incl. monitoring reports) UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis
	3. To what extent are the objectives of the project design (inputs, activities, outputs and their indicators) and its theory of change logical and coherent?	• Evidence of linkage of project activities with the theory of change (TOC)	Project docs and ToC.	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis
	4. To what extent did the project align with the needs and priorities of the intended beneficiaries and international standards on gender equality and women's empowerment?	• Level (proportion) of activities specifically aligned with GE standards	Project docs and reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	5. Are the intervention results contributing to the realization of international HR and GE norms and agreements (e.g. CEDAW, UDHR, CRPD), as well as national and local strategies to advance HR & GE?	• Percentage of activities and interventions with clear linkages to GE requirements under the national and international HR law.	Project docs and reports	Secondary data collection: existing reports; notes from review meetings	• Thematic analysis • Application of the GRES
	6. How the project contributes to the outcome and output of the CPD?	• Level of alignment between IGP II and CPD	Project docs and reports, UNDP CPD	Primary data collection: stakeholder consultations	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES

				Secondary data collection: existing reports; notes from review meetings	
Effectiveness	7. To what extent the project activities were delivered effectively in terms of quality, quantity, and timing?	• Number of activities completed on time • Specific outputs of activities against intended targets	Project docs and activity reports; monitoring and review reports UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	8. What were the lessons and how were feedback/learning incorporated in the subsequent process of planning and implementation?	• Linkage between the project evaluation/ monitoring reports and future project plans	Project docs and activity reports; monitoring and review reports, future plans UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Application of the GRES
	9. How effective has the project been in enhancing the capacity of the communities and local governments to create enabling environment that help strengthening governance systems and enhancing access to justice and projection of human rights?	• Specific and innovative practices introduced/ encouraged through the project (specific case studies)	Project docs and activity reports; monitoring and review reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	10. What were the main results achieved by the intervention towards the realization of HR & GE?	• Gender equality success stories linked to project interventions	Project docs and activity reports; monitoring and review reports UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	11. Do the intervention results contribute to reducing the underlying causes of inequality and discrimination?	• Legislative, institutional and structural changes to which the project had direct influence	Project docs and activity reports; monitoring and review reports and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	12. What measurable changes in gender equality and women's empowerment have occurred as a result of the project?	• Evidence of impact on women's empowerment associated with project interventions (including anecdotal evidence)	Project docs and activity reports; monitoring and review reports and other relevant reports	Primary data collection: stakeholder consultations	• Content analysis • Thematic analysis • Application of the GRES

			UNDP IGP project team; gender/women's NGOs	Secondary data collection: existing reports; notes from review meetings	
	13. To what extent did the project address and respond to existing power dynamics and gender relations?	• Specific nature of interventions targeted at social norms	Project docs and activity reports; monitoring and review reports and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
Efficiency	14. How efficiently were the resources including human, material and financial resources used to achieve the above results in a timely manner?	• Level of project outputs against budgeted targets	Project docs and activity reports; monitoring and review reports; budget reports and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	15. To what extent was the existing project management structure appropriate and efficient in generating the expected results?	• Number and nature of project coordination activities undertaken during the project period.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	16. To what extent has the project implementation strategy and its execution been efficient and cost-effective?	• Project results against the planned outputs/ outcomes	Project docs and activity reports; monitoring and review reports; budget reports and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	17. Were the intervention resources used in an efficient way to address HR & GE in the implementation (e.g. participation of targeted stakeholders, collection of disaggregated data, etc.)?	• Level of gender disaggregated data available related to project interventions • Allocation of specific resources for gender-equality targeted activities	Project docs and activity reports; monitoring and review reports; budget reports and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
Sustainability	18. To what extent did the project interventions contribute towards sustaining the results achieved by the project which include strengthening democratic governance, rule of law, access to justice and human rights in the country?	• Institutional and structural changes in governance, rule of law and human rights that is attributable to the project	Project docs and activity reports; monitoring and review reports; and other relevant reports UNDP IGP project team	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES

	19. What are the plans or approaches of the local authorities/ committees to ensure that the initiatives will be continued after the project ends?	• Number of interventions with clear sustainability and continuity targets	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	20. What could be potential new areas of work and innovative measures for sustaining the results?	• New and innovative ideas generated through the project in the area of sustainability and continuity of project activities beyond the project period.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	21. To what extent have lessons learned been documented by the project on a continual basis to inform the project for needful change?	• Number of specific notes on lessons learned as evident in the project/ activity reports	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	22. To what extent do stakeholders have confidence that they will be able to build on the HR & GE changes promoted by the intervention?	• Evidence of stakeholder commitment to continue building on HR & GE changes beyond the project period.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
Impact	23. To what extent the project initiatives indicate that intended impact will be achieved in the future?	• Evidence of clear and specific impacts associated with the project	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	24. Did the intervention clearly lead to the realization of targeted HR & GE norms for the stakeholders identified?	• Level of impactfulness identified in the project documents and reports • Anecdotal evidence of stakeholder activities building on capacity developed through the project.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	25. Did the intervention activities and results in HR & GE influence the work of other organizations and programmes?	• Evidence of continuity of project-inspired activities by relevant agencies	Project docs and activity reports; monitoring and	Primary data collection: stakeholder consultations	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES

			review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	
			UNDP IGP project team; relevant stakeholders		
Human Rights	26. To what extent have poor and other vulnerable groups benefitted from the work of the project and with what impact?	• Evidence of clearly discernible and associable positive impacts of the project on the poor and other vulnerable groups	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
	27. Was the intervention successful in promoting a culture of respect for human rights, participation and inclusion?	• Evidence of improved human rights situation and a culture of respect for human rights (including anecdotal evidence)	Project docs and activity reports; monitoring and review reports; and other relevant reports such as RSL reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Thematic analysis • Application of the GRES
Gender equality and social inclusion	28. To what extent the project approach was effective in promoting gender equality and social inclusion – particularly in the areas of political participation at the national and local levels (parliament and local governments), human rights, and access to justice?	• Specific achievements in relation to gender equality during and immediately after the project period with clear connections with project interventions	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Thematic analysis • Application of the GRES
	29. To what extent has the project promoted positive changes of women and vulnerable groups, and ensuring no one is left behind? Were there any unintended effects?	• Evidence of increased confidence of women and vulnerable groups to participate in political and social activities	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Application of the GRES
	30. Did the activities address the underlying causes of inequality and discrimination?	• Evidence of recognition/ acknowledgement of social/ cultural hindrances to women's and vulnerable people's equal enjoyment and participation	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Content analysis • Descriptive statistics • Application of the GRES
Disability	31. Were persons with disabilities consulted and meaningfully involved in programme planning and implementation?	• Number of direct engagements with PWDs in the design, implementation, review and evaluation of the project.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Thematic analysis • Descriptive statistics • Application of the GRES

32. What proportion of the beneficiaries of a programme were persons with disabilities?	• Number and percentage of PWDs who were directly and indirectly impacted by the project.	Project docs and activity reports; monitoring and review reports; and other relevant reports UNDP IGP project team; relevant stakeholders including PWDs	Primary data collection: stakeholder consultations Secondary data collection: existing reports; notes from review meetings	• Thematic analysis • Descriptive statistics • Application of the GRES
33. What barriers did persons with disabilities face?	• Evidence of identification of barriers faced by PWDs in equal participation	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Thematic analysis • Descriptive statistics • Application of the GRES
34. Do the results of the intervention point to better conditions for PWDs to enjoy their rights, without discrimination?	• Evidence of improved condition/ situation of participation of PWDs as a result of the project interventions.	Project docs and activity reports; monitoring and review reports; and other relevant reports	Secondary data collection: existing reports; notes from review meetings	• Thematic analysis • Descriptive statistics • Application of the GRES

Annex 6: Main activities/ outputs under the key Results Areas of IGP II

Result Area 1: Increased voice and citizen participation for strengthened governance systems

1.1 Enhanced capacity of civil society to contribute to policy development and democratic discourse.

1.1.1   Conduct research into civic engagement and socio-democratic values

1.1.2   Support to facilitate multiple dialogue streams on coordination and networking between civil society groups and state bodies

1.1.3   Support towards civic education and capacity development of civil society actors including civil society organisations (CSOs), CBOs, youth groups, media groups, etc. (through provision of safe spaces and tools such as Model UN, debating groups, activities with youth wings of political parties etc.)

1.1.4   Support to CSOs to implement development projects through medium-term grants and seed funding

1.2   Increased transparency and accountability of governance processes

1.2.1   Building capacity of Electoral stakeholder's capacities on voter education, media and outreach and election related key issues

1.2.2   Strengthening capacity of electoral oversight bodies for effective implementation of their mandate (MPS/ HC)

1.2.3   Support to establishing platforms, policies and guidelines for greater transparency and accountability

1.2.4   Establish mechanisms and systems for participatory law-making with CSOs and governance institutions

1.2.5   Support towards capacity development of local councils, WDCs, CBOs and key stakeholders on participatory planning and monitoring

1.2.6   Establishment of a national coordination process within governance institutions

1.3   Increased representations and participation of women in public sphere

1.3.1   Deliver targeted trainings on leadership, communication, gender and women's rights, and campaign management for women through workshops, use of media and online resources

1.3.2   Develop and implement advocacy strategies and facilitate dialogue streams at all levels to promote women's participation in public life

1.3.3   Develop the capacity of the political parties to engage with women groups via participatory mechanisms, dialogue platforms and strengthening of women's wings

1.3.4   Developing regulations and creating an enabling environment for women to lead and organise political party activities

Programme Result 2: Enhanced Access to Justice & Protection of Human Rights

Output 2.1: Strengthened legal aid mechanism

2.1.1   Support for the advocacy and implementation of the legal framework including Legal Aid Bill, Legal Profession Act

2.1.2   Design and Develop a public awareness campaign which includes an M&E framework

2.1.3   Conduct policy research on mechanisms for community-based paralegals and support establishment of such services at the local level

Output 2.2 Strengthened referral mechanisms to address Sexual and Gender Based Violence

1.2.1   Strengthening institutional capacity to deliver its mandate on areas such as stakeholder engagement, streamlining regulations, media and outreach.

1.2.2   Support policy research on the experience of women in seeking access to justice and develop an Action Plan

1.2.3   Design and develop a public awareness campaign with particular emphasis on sexual and domestic violence, family and divorce issues

1.2.4   Support capacity development of justice sector agencies to effectively address SGBV cases through training on areas such as victim support and prosecution

1.2.5   Strengthening the legal framework through support for public consultation and advocacy on legislative reforms.

Output 2.3 Improved capacities for treaty body reporting and implementation

2.3.1   Support establishment and implementation of a national coordination mechanism for human rights obligations

2.3.2   Design and develop a nationwide public awareness campaign on Constitution, human rights and key legislations

Output 2.4 Strengthened functions and capacity of legal & justice sector institutions

2.4.1   Provide technical and capacity building assistance on legislative reform, implementation of new legislations and targeted training through Legal Sector Resource centre (LSRC)

2.4.2   Support the development of a national bar association and implementation of its mandate as per Legal Professions Act

2.4.3   Strengthen legal education through support for development of interactive and practical skills based legal training including clinical legal education

2.4.4   Support to strengthen data collection and case management systems of justice sector and capacity development to execute the system

2.4.5   Support establishing a national Alternative Dispute Resolution (ADR) mechanism through pilot ADR projects

Annex 7: Evaluation Timeline

#	Activity	Week					Key dates/ Deadlines
		3-9 April	10-16 April	17-23 April	24-30 April	1-7 May	
1	Introductory/ scoping meeting with UNDP	■					5 April
2	Desk review	■	■				5-10 April
3	Draft Inception Report, including the evaluation methodology and tools		■				10 April
4	Briefing of evaluators		■				14 April
5	Finalizing the Inception Report			■			17 April
6	In-country data collection and analysis			■	■		17-21 April
7	Preparing the draft report			■	■		17-21 April
8	Stakeholder meeting and review of the draft report for quality assurance				■		28 April
9	Incorporating comments to the Evaluation Report				■		30 April
10	Finalizing the Evaluation Report				■		30 April

Annex 8: ProDoc

United Nations Development Programme

**United Nations Development ProgrammeCountry: Maldives
Programme Document**

Integrated Governance Programme: Strengthening Democratic Governance, Rule of Law and Human Rights in the Maldives

UNDAF Outcome(s): Outcome 2: By 2020, gender equality is advanced and women are empowered to enjoy equal rights and opportunities in access to social, economic and political opportunities; Outcome 3: By 2020, citizen expectations for voice, sustainable development, the rule of law and accountability are met by stronger systems of democratic governance.

Expected Output(s): From CPD (2016 - 2020)

Citizen Expectations for voice, sustainable development, the rule of law and accountability are metby stronger systems of democratic governance.

Expected Programme Goals and Results:

Programme Goal: 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.

Programme Result 1: Increased voice and citizen participation for strengthened governance systems

Programme Result 2: Enhanced access to justice and protection of human rights.

Implementing Partner: UNDP

Responsible Parties: President's Office, Elections Commission, Parliament (Majlis), Local Government Authority, Local Councils, Ministry of Home Affairs, Ministry of Youth and Sports, Civil Society, Supreme Court and other Courts, Attorney General's Office, Prosecutor General's Office, Human Rights Commission of the Maldives, Maldives Police Service, Anti- Corruption Commission and Ministry of Law and Gender.

Brief Description

The programme will consolidate ongoing and planned democratic governance projects supported by UNDP Maldives in a comprehensive framework that will generate close synergies between various activities, support deepening democracy and consolidating the country's democratic transition in the context of an evolving democracy. It aims to strengthen democratic institutions, processes and practices, promote their sustainability and improve social cohesion and human security for all people of the Maldives. Activities will enable enhanced voice and participation for more effective and inclusive governance systems. Using a human rights-based approach, the framework will provide a means to improve the capacities of key institutions such as the Parliament, Judiciary, Elections Commission and Local Councils, through targeted capacity building and the provision of a platform for decision-making on development priorities. In doing so, the

Programme	2016 -	Budget: USD 6,267,000	
Key Result Area (UNDP Strategic Plan): Citizen		Total resources required USD 6,267,000	
expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance		• Regular USD	
		Other:	
		• Australian Aid	
		• EU	
Atlas Award	68355	• BCPR	
Start date:	01 January 2016	Unfunded budget: USD 5,317,000 In-kind Contributions	
	31 December		
PAC Meeting			
Management			

Agreed by the Government of the Maldives (Ministry of Finance and Treasury):

Agreed by Implementing Partner (UNDP):

I.   SITUATION ANALYSIS

The Maldives is a young democracy attempting to build on considerable economic and human development gains, but simultaneously still challenged by deep socio-economic, environmental and political issues. As part of the peaceful democratic transition, a new constitution was ratified in2008. In recent years a number of important achievements have occurred in democratic governance,rule of law and human rights in Maldives. These included the establishment of key independent institutions such as the Human Rights Commission of the Maldives (HRCM), the Elections Commission (EC) and the Family Protection Authority (FPA), as well as the promulgation of a Domestic Violence Prevention Act, Prevention of Human Trafficking Act and a new Penal Code that just came into force on 16 July 2015.

Overall, however, important challenges remain, particularly with regard to issues of strengthening participation, transparency, accountability and rights-based approaches to development, as well asof mainstreaming environmental sustainability.[1] The development of effective and inclusive governance institutions and processes, consolidation of the rule of law, and evolution of an informedcivil society and an independent, professional media thus all remain in their formative stages.[2] Interaction between the State and civil society, both in Male' and in the outer islands, thus can benefit from further strengthening. Public confidence in the judiciary likewise requires strengthening;[3] access to justice remains limited, with more than two-thirds of Maldivians preferring to settle disputes outside of court. Reasons include the lack of understanding by citizens of their fundamental rights, lack of awareness of the justice system, as well as low levels of trust with respect to the quality of justice.[4] Issues relating to democratic institutions of the State have received
considerable international attention in recent years, and the Government has publicly stated that such a high level of scrutiny has hindered the emergence of home-grown democratic institutions in the country. Evidence-based approaches to policymaking have not always been applied effectively in Maldives, with a need for research, monitoring and evaluation to feed more adequately into this policymaking.

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The next national and local elections are scheduled for 2016 and 2018 and there is consensus amongst national partners that the best timing for programmatic intervention is now before the next campaign cycle begins again. This is the time for national stakeholders and international partners to come together to support much-needed national efforts to bring the country back on the course of democratic consolidation. The Election Commission of Maldives have requested for UNDP support to implement its next Strategic Action Plan which was developed as part of support provided to the Commission. A Needs Assessment will be conducted later in 2015 based on which support will be made available. Recent studies have also presented concerning statistics and indications that a more comprehensive and strategic support is required to ensure that the country continues in its path for democratic consolidation for example; Public confidence in the judicial system is very low and falling. The Human Rights Commission's "Rights Side to Life" study demonstrated a fall in satisfaction with the courts from 41.5% in 2005 to 21.5% in 2011, with corruption cited as the major reason (32.6%) followed by unjust decisions (30.1%). Satisfaction levelswith police and correction services also dropped below 50% between 2005 and 2011; again with corruption the most frequently cited reason. Additionally respondents in the recent UNDP-

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[1] National Human Development Report, op.cit.

[2] United Nations Common Country Assessment, op.cit.

[3] National Human Development Report, op.cit.

[4] Legal and Justice Sector Baseline Study, 2014, conducted with United Nations support.

commissioned Legal and Justice Sector Baseline Study (Baseline Study) noted problems of excessive backlogs and delays in the court system, exacerbated by the absence of any legal aid system, as the current mechanism to provide legal aid by the Attorney-General's Office does not adequately cater for the applications for legal aid.

Although the Constitution guarantees equal rights for women and men, significant obstacles for women's participation in decision making processes remain due to cultural, social and economic barriers, and there is no strong legal framework for gender mainstreaming.[5] Women hold a mere 6% of seats in both the national parliament and local councils, and 3 out of 15 positions in the Cabinet. Sexual and gender based violence is widespread. One in 3 women aged 15-49 report to have experienced physical and/or sexual violence[6]. Although key legislations have been adopted (Domestic Violence Prevention Act, 2012; Sexual Harassment Prevention Act and Sexual Offences Act, 2014), significant improvements in implementation are still awaited[7].

Inclusive political participation is also undermined by low and decreasing levels of women's political participation – with 5 out of 85 Parliamentary seats (5.88%), and with just 61 women local councillors out of 1118 (5.46%), figures even lower than the already low level of women candidates for national and local elections (7.6% and 8.06% respectively) which underline the need to increase women's participation in the political party structures themselves as a first step to increasing representation in elected bodies. Other factors affecting inclusive political participation include the slow implementation of Constitutional provisions on decentralization, and limited space for interaction between state and citizens in Male and in outer islands.

In addition to this there is also a huge disconnect between state and society which needs to be bridged through strengthened dialogue and participatory processes. A 2013 survey indicates that 50% of the population is interested in politics, and 1 in 4 Maldivians is politically active. However, 82% were found to be cynical about politics, interpreted as emotional disengagement and distrust of the political classes in society, which may indicate citizens' lower propensity to engage in public affairs[8]. Development of effective and inclusive governance institutions and processes, establishment of rule of law and the emergence of an informed and vocal civil society and an independent, professional media remain in their formative stages[9]. These challenges are coupled with increased social and religious conservatism as well as growing levels of sexual and gender- based as well as gang-related violence[10], which the justice system needs to address more effectively.

II. OVERALL PROGRAMME STRATEGY

Following the highly contested transfer of power in February 2012, UNDP reviewed and consolidated its existing governance projects for greater focus and maximum impact. As a result, the Integrated Governance Programme (IGP: August 2012- December 2015) was launched with the following three results to be achieved;

1) National and local level institutional capacities strengthened for improved transparency, accountability and democratic processes,

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[5]"Women face legal obstacles to their participation in development […] including property rights, inheritance and provision of legal evidence". (National MDG Report, 2010)

[6] Maldives NGO Shadow Report to CEDAW, 2012, Hope for Women NGO Maldives

[7]Presentation of Ministry of Law and Gender representative at UNDAF Maldives Strategic Planning Retreat, 28 January 2015

[8]Maldivian Survey of Democracy and Political Culture 2013, Transparency Maldives

[9] Governance Indicators as per World Bank remained more or less static during 2008-13

[10] Asia Foundation, 2012

2) Equitable access to justice increased and rule of law strengthened through support to the justice and security sector and promotion of human rights,
3) Enabling environment created and strengthened for enhanced social cohesion through inclusive and participatory decision making

Through the IGP, UNDP has provided, to date, focused support to the independent institutions, justice sector institutions, media, local authorities and communities and other governance institutions, as well as a broad range of civil society organizations. The support has been focused on institutional and human resources capacity development, coordination and dialogue as well as promoting public awareness and participation with the aim to contributing to long term stability and peace in the Maldives.

While the benefits of the integrated approach of the IGP have already started to show, the highly contentious and the unexpectedly prolonged 2013 Presidential election and current political environment of the country confirms the continued volatility and polarization in the political sphere and the nascent democratic stage of the country. These events highlight the delicate state of the country's governing bodies and other key governance actors, and the need to enlarge spaces for dialogue between state and citizens about the country's development path. The development of effective and inclusive governance institutions and processes, consolidation of the rule of law and the evolution of an informed civil society and an independent, professional media have still not been met and several obstacles still remain to achieve this. The overall context is one of deep structural challenges which create risks of heightened political and social strain. This situation calls for multi- pronged, long-term and sustained efforts at all levels.

A review of UNDP's Integrated Governance Programme[11] reaffirmed the relevance and importance of supporting increased legal awareness and strengthening decentralization frameworks and access to justice especially for those on outlying atolls. It emphasized the added value of achieving synergies between promoting accountability of governance institutions and strengthening capacity of the civil society and media.

In view of the existing challenges and needs, UNDP Maldives has developed Phase II of the Integrated Governance Programme described herein to consolidate its ongoing support to democratic governance and maintain its relevance in a rapidly evolving political context. General programme support will focus on priority areas identified by national decision-makers and partners within the framework of the existing IGP document, as well as findings and recommendations of the IGP mid-term review, and calls for accelerated support from international partners of the Maldives. It is aligned with the Government's own priorities for UN support for the period 2016-2020, which it has proposed should focus on governance, youth & children, gender and the environment. It is also aligned with the specific priorities indicated by the Government for support in the area of governance, namely: strengthening institutional capacities for legislative reform, enhancing access to justice and rule of law, strengthening good governance across state institutions, civil society development and the private sector, and decentralization.

Based on its comparative advantages and taking on board lessons learned, IGP Phase II aims to contribute to a Maldives that is effectively governed with wide participation of its citizens, who enjoy equal opportunities to realize their aspirations. The underlying theory of change is that creating an enabling environment for citizens' engagement in the Maldives, especially of young people and women, while simultaneously increasing their confidence in an independent, transparent

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[11] Review of Integrated Governance Programme, 2015

and accessible legal system, which will lead to reduced societal tensions, improved citizen security and more human dignity for sustainable human development.

Furthermore the new programme will ensure that interventions will build on and scale up initiatives that have shown most result under the current IGP. The work with the Elections Commission, Civil Service Commission, CSOs and Attorney General's Office has been the most noticeable successes:

- The training capacity of the Elections Commission was enhanced through training of trainers for polling officials for the presidential election, based on the curriculum developed in early 2013. This led to enhanced competency of the polling officials in administering the election successfully. An extensive voter education programme with outreach to all atolls and islands increased awareness among voters. The voter turnout of 88% in the first round and 91% in the final round of Presidential election could be attributed to the effective voter education campaigns.

- UNDP's partnership with the Civil Service Commission led, for example, to the strengthening of the Civil Service Training Institute and the implementation of a management audit and performance management system.

- The IGP also established strong relationships with CSOs, youth, and women, as well, as the media regulatory organizations. These include capacity development support to CSOs through small grants and trainings, support to media organizations, and support to gender and youth initiatives.

- Initiatives focusing on social cohesion through community and youth dialogues focusing on mediation and dispute resolutions, and youth leadership programmes aimed at increasing youth civic engagement have gained considerable momentum and is ready to be scaled up.

- UNDP's partnership with the Attorney General's Office (AGO) to support their legal reform roadmap and Strategic Plan.

As the only resident International Organization in the Maldives, the UN through the UNDP has proven itself to be an ideal platform for coordinating multi-stakeholder forums on democracy and governance related issues and donor contributions to electoral assistance and social cohesion. Despite challenges in the implementation of the ambitious IGP during the period of tensions and uncertainty, UNDP Maldives has succeeded in building excellent relations with all partners of IGP. Similarly engagement for better coordination and creating synergies with other UN Agencies such as UN Women, UNFPA, and OHCHR will be our strength despite being a small Office. UNDP is perceived as the key partner in development and there is a shared sense of optimism amongst national stakeholders in terms of space for progress in the work started.

Programme results, linkages and guiding principles

The indicated activities will seek to achieve the following inter-linked two programme results in the immediate, medium and long term:

1. Increased voice and citizen participation for strengthened governance systems
2. Enhanced access to justice and protection of human rights

The strategic logic of the chosen programme result areas can be understood as a progression of activities to address general to specific issue areas. General areas are essentially underlying or structural issues, while specific areas are more immediate and potential new issues of concern.

Programme Result 1 addresses two fundamental needs: increasing voice and participation for strengthened governance systems; and addressing the issues of lack of engagement and representation of women in public and political life. Programme Result 2 addresses on promotion and protection of human rights and enhancing access to justice to the underserved communities. Confidence in governance institutions is strengthened when the public has a greater sense of ownership of such institutions; when they are representative of the public's needs; and when they deliver effective, efficient and fair services. Democratic principles become entrenched and such institutions are then relied upon and engaged when challenges emerge in the country. Overall impact of the programme will be enhanced through the development of capacities for evidence- based analysis, decision-making and policy.

The complex nature of the current environment, in which the key challenges have both institutional and social components, requires simultaneous targeted initiatives to enhance the capabilities of institutions and civil society. The programme's integrated approach provides targeted support to government, communities and civil society, at national and local level, to enhance both policies and applications. It reinforces the ability of 'duty bearers' - governance institutions – to fulfil their duties and deliver public goods, and enables 'rights holders' – citizens – to better avail themselves of these 'goods' and hold governing institutions accountable, 'Political space', the space in which communication and exchange can take place between citizens and the state, will be increased by more effective institutions, new mechanisms and channels for dialogue. Broad support to key governing bodies and mechanisms, improved functions of a particularly important sector (justice sector including judiciary), and new capacities of the state and communities to manage rapid change will together ensure sustainable development, a functional political system and a resilient society.

To achieve these results, the programme will be designed and implemented according to the following guiding principles:

Using initial and ongoing analysis for informed programming: Geographical focus and target groups for UNDP support must be selected on the basis of thorough assessment of priorities, needs and existing gaps to ensure programme coherence, maximum impact and optimal results. Activities will rely on secondary data and assessments and studies proposed under this programme.

Using conflict analysis: UNDP will conduct a comprehensive conflict and development analysis (CDA) mapping conflict drivers, triggers, trends and potential flashpoints. The CDA will map capacities for peace that UNDP can further strengthen. Integral part of the conflict analysis will be the mapping of stakeholders and institutions that would enable UNDP to identify entry points grounded in a sound analytical base.

Applying lessons learned and building on results of UNDP-supported projects: UNDP will incorporate lessons and consolidate past project results from its previous support in Democratic Governance as well as from phase I of IGP, and further sharpen its focus in terms of target institutions and priority activities.

Promoting social cohesion as a key overarching theme: UNDP will take a two pronged approach in strengthening social cohesion: i) through targeted activities to strengthen social cohesion, and ii) through a mainstreaming approach ensuring that all activities implemented in this project use a strong social cohesion lens. Support to public institutions, civil society, women, youth and the media will be provided on the basis of a systematic assessment of needs, impact and implications for overall social cohesion.

Using well-developed IT and telecommunications sector: Past experience shows that it is neither possible nor cost-effective to achieve nation-wide outreach and coverage in the Maldives in a traditional manner. The country is comprised of more than a thousand islands spread across a vast area and has a well-developed infrastructure for mobile phone and internet. Since the majority of the country's young population is skilled in the use of social media and other means of information sharing, the programme will use internet platforms, crowd-sourcing and social media to gather information, promote advocacy and link communities.

Focusing on women and youth: The programme will build on the positive progress of women's development by building women's leadership and promoting women's participation in public life through electoral and community-level activities. Prevailing inequality in the criminal justice system will be addressed through activities supporting police, legal professionals and the judiciary. Opportunities will be explored to encourage and enable greater youth participation and voice.

Maximising complementarities and synergies through an integrated approach: The overall programme will ensure the close coordination of mutually reinforcing activities, to achieve greatest impact. Components will build on one another as a strategic principle and an explicit implementation modality. Regular strategy review meetings will be held by the Head of the Programme, during which linkages will be clarified, maintained and reinforced.

Making government more accessible to the people: Local government structures, especially through community actors, local councils and the Women's Development Councils, will be targeted for specific assistance so that people can have easy access to their elected representatives and hold them accountable for service delivery.

In addition, the programme will pursue effective coordination with international partners and ongoing national programmes in the area of democratic governance.

III. PROGRAMME RESULTS AND OUTPUTS

The following section outlines strategies and sequenced activities for each Programme Result.

Programme Result 1: Increased voice and citizen participation for strengthened governance systems

This result area correlates to UNDAF Outcome 2 and 3 and focuses on strengthening engagement between state and the citizens to ensure the voices of the communities are taken into account and there is meaningful participation in political processes for a strengthened collaborative governance system. The focus will be on strengthening the interface between and among three key groups; public service providers; their 'clients', individual citizens; and oversight bodies which are the foundation for strong resilient institutions that enjoy public confidence and contribute to democratic consolidation.

In light of the limited space for engagement between state and citizens and the deteriorating public confidence on state actors, this result area will seek to increase voice and participation for strengthened collaborative governance systems. Stronger linkages between government, civil society and communities - as well as inclusive policy making mechanisms and interventions for greater transparency and accountability, will be essential to achieve these. Voices of the excluded and marginalized groups in the outer Atolls needs to be brought to the decision making level to ensure development is participatory and inclusive. This outcome will also support national capacity development for research and analysis on issues related to the democratic transition and

consolidation in order to promote and enable evidence-based dialogue, decision-making and policy, and to help defuse tensions in a politically charged and polarised society.

This Result Area will work under the following outputs focusing on the below:

Output 1.1: Enhanced capacity of civil society to contribute to policy development and democratic discourse

Building on the past successes and partnerships of the IGP and based on evidence-based research, UNDP will continue to engage civil society as crucial stakeholders in the democratic process and as primary entry points to civic participation for youth, women and vulnerable groups.

Enhancing their capacities to contribute to democratic discourse and expansion of democratic space through community dialogues, training (online and offline), seed-funding and provision of medium- term grants programmes is therefore a top priority. Also, capacity development and mentoring support to journalists and media organizations to promote issue-based, responsible and ethical journalism will be scaled up. In order to achieve the overarching result of increased social cohesion, means of strengthening and promoting voice and participation of excluded and marginalized groups (especially women and youth) and communities through dialogue and increased civic education will be expanded. Multiple streams of dialogues need to be embarked on to create frameworks and processes to engage key actors in the community.

One key stream that IGP II seeks to explore would be dialogues and engagement with political parties due to the strong influence and convening power that political parties hold in the Maldivian context. Political parties play a central aspect to governance and development and are the key institutions in the country that develop development policy, pass legislation and have the structures
and networks to empower women and youth in political decision making from the national to the local level. The party manifesto is what each successive government's National Development Plan closely resembles. Effective participation of young people and women in the political sphere therefore requires some form of permanent representative structures such as a youth council, a youth parliament or temporary special measures for increased representation of women in public and political life such as introduction of quotas for women to be nominated for local and national elections. However, politicians are most likely to communicate effectively with young people if they talk directly to them through the co-creation of spaces, these can take different shapes and forms depending on the local context. The long-term benefits of such effective co-created spaces is that they would function as civic hubs for young people in training in leadership, citizenship, public- speaking and debating skills, basic planning and organisational management.

Output 1.2: Increased transparency and accountability of governance processes

As evidenced in the 2014 Legal and Justice Sector Baseline Study as well the 'Right Side of Life' study by the Human Rights Commission of the Maldives (HRCM), corruption continues to rise in the Maldives. Through targeted interventions with key state institutions and engagements with civil society at various levels, IGP Phase I has worked towards increasing transparency and accountability.However, strategic efforts are still required for better oversight, transparency and accountability. While strong elements of transparency and accountability is included as a cross cutting issue across all output areas, UNDP will establish closer partnerships with and between key governance institutions and likeminded CSOs/media in the new programme.

The Election Commission, especially, remains a key focus of IGP II in light of the 2016 Local Elections and 2018 Presidential Election. Challenges during and after the 2013 Presidential Elections

confirmed the need for the Commission to be more firmly cognizant and engaged with strengthening its public outreach, external engagement for enhanced credibility in the eyes of the public. In the next phase, therefore, IGP will focus on strengthening the Commission's outreach and engagement with the public. In addition to this increasing public confidence has to be addressed during this period before the next electoral cycle begins. Likewise capacity of the Commission needs to be strengthened to ensure it functions in a transparent and accountable manner and is able to deliver its mandate to the fullest.

UNDP will also consider building partnerships and networks between agencies mandated with oversight functions and civil society/media through specific trainings on anti-corruption, and on developing multi-stakeholder transparency and accountability mechanisms (such as codes of conducts, score cards, information dissemination and other monitoring/oversight initiatives). The rapid emergence and diffusion of new ICTs in the Maldives has created new channels, in particular, for young people to voice their concerns and potentially become part of key policy and decision- making processes, thereby priming them for more active participation in social, economic and political processes. These trainings will build on existing initiatives such as anti-corruption campaigns, capacity building support to the anti-corruption commission and the legal and judicial sector, and on its media support (code of ethics for broadcasters). One of the ways to increase the participation of youth in cities and in their communities is through social innovation[12] for new approaches on social accountability, maximizing on the extensive spread of ICT in the Maldives.

An underlying cause limiting transparency and accountability is also the lack of citizen awareness of and participation in the policy and law-making process. This further increases the risk of disengagement and vulnerability, especially for young people and women in a climate of increasing conservatism and urban crime. This output therefore includes Participatory Law Making as a key activity. As per the Strategic Plan of the Attorney General's Office (AGO) developed under the IGP, participatory law making is one of the key priorities to ensure legal reform is comprehensive. The programme will support to build the government's capacities to conduct consultations through Green Papers, and document public feedback on the results of consultations, while also strengthening the capacity of civil society organizations to engage with communities especially poor and vulnerable groups before drafting key legislations through a consultative process. In addition, the programme will also support relevant Majlis committees to conduct and develop a mechanism for transparent and participatory law making to ensure bills are strengthened and reflect concerns of underserved groups.

In order to achieve meaningful and sustainable results towards inclusive and participatory governance, interventions will also focus on engaging closely with local councils. In this regard, support will be provided on developing technical and leadership capacities of local councils, WDCs, CBOs and key stakeholders on best practises on transparent governance and approaches to participatory planning and monitoring. Similarly harmonising mandates of governance institutions will be focused on. This will enable to guarantee mandates are executed without duplications contributing to efficient service delivery. Support will be provided to set up platforms for sectoral coordination improvement leading to smoother national level coordination mechanisms.

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[12] Some of the specific ways in which social innovation can be fostered include: social audits and hearings, anti-corruption commissions, participatory performance monitoring, public expenditure tracking survey and independent budget analysis

Output 1.3: Increased representations and participation of women in public sphere

The Maldives Constitution guarantees women and men equal rights in all aspects of public life and it is an integral component to democratic consolidation in the country. During the democratic transition the country has achieved considerable progress towards gender equality especially in the area of education and health. However there are still significant barriers to women's representation and participation at the decision making level. Currently only under 6% of elected representatives at Parliament and local councils are females, 3% at Cabinet level and even less at the Commissioners level of independent institutions. Experts point to structural, functional and cultural barriers to women alongside strong subscription to gender roles.

Systematically creating awareness is seen as one of the most critical step for facilitating a change in public perception on the issue of women's role in the public and political sphere. Strengthening localand national level actors that would act as entry points for women to engage in the political arena is crucial. UNDP programmatic interventions will be through numerous streams to ensure that an enabling environment is created for women to participate and increase their representation at the decision making level. Interventions will include capacity building of women leaders, increasing knowledge and understating of gender issues through gender sensitization and civic education workshops, improving access to engage in the political sphere through political parties, CSOs and media.

Political Parties also play a central aspect in the development and governance of Maldives. Political Party members are represented in the key institutions in the country that develop policy, pass legislations and implement structures that would increase participation and representation of women in the public sphere. Therefore they play an integral role in advocating for women's fair access to political sphere as voters, candidates and elected officials and will be a key partner under   11 UNDP Programmatic support.

In order for meaningful and sustainable results, programmatic support will also be provided towards addressing the structural and cultural barriers preventing women from contesting in elections. More specifically, technical support will be provided to establish training programmes within political parties aimed at building capacity of potential female candidates on leadership, campaign andfundraising skills. Dialogue platforms will be created within and between political parties to discuss and address structural barriers facing potential female candidates (eg: quota, financial incentives, fundraising network for females). In addition to the political parties, governance institutions such as the Election Commission and Parliament will be engaged to effectively address some of the overarching structural barriers facing women candidates such as providing incentives for political parties to increase female candidates, for example through increments in budget allocation for political parties with a certain number of female candidates and strengthening the legal mandate of Women's Development Committees.

In order to increase awareness on the importance of females candidates and to encourage voters tovote for females candidates; UNDP will work with CSOs, Religious leaders and Media to roll out gender sensitive voter information and civic education campaigns, conduct leadership programmes and highlight gender role models and female candidates. Interventions will also include creation of dialogue platforms at community level to discuss the importance of female representation and engagement at the local and national level.

As the role of women in political parties are limited to only specific type of roles, strengthening the internal governance capacity of political parties will enable a more balanced role for both women

and men in them. For political parties to grow and mature, they need to be educated about the important role parties can play towards creation of an inclusive governance system. As parties are key actors that can ensure women's voices are reflected in policies it is through this avenue their engagement can be enhanced.

UNDP interventions will strengthen the internal structure of political parties especially the women's wing through technical and capacity building support so that political parties are able to effectively engage with women and advocate for gender equality measures within the party and at policy level. Support will also include gender-sensitized training for political party members and promoting gender equality advocates within political parties that would work towards effective engagement and representation of women. Participatory mechanism will be established within the party for fair representation of women in party activities such as election observers, political party dialogues and manifesto development. UNDP will also partner with key institutions to implement reform initiatives that would allow for greater engagement of women in political parties.

Programme Result 2: Enhanced access to justice and protection of human rights.

This result area correlates to UNDAF Outcome 2 and 3 and will focus on strengthening access to justice and protection of rights. Building on the findings from various assessments conducted during IGP Phase I, such as the Baseline Study, and working in partnership with duty bearers and rights- holders, the programme will take a multi-pronged approach to strengthening access to justice and protection of human rights. Considering the need for further understanding key challenges in this area, the programme will continue to support policy research to ensure legislative and institutional reform is evidence-based. This Result Area would also support justice sector institutions to strengthen their mandates and ability to function through capacity building initiatives, legislative and

institutional reforms. Considering the evidence that suggests high prevalence of sexual and gender based violence, UNDP will support strengthening of SGBV referral mechanisms through support for implementation of existing legislations to ensure protection, prevention, and prosecution. Given that one of the key challenges for access to justice and promotion of rights is lack of awareness. Therefore supporting legal and human rights awareness is key through partnering with civil society including media and other community actors. Accelerated efforts will be undertaken to increase legal and human rights awareness to educate citizens about their rights.

This Result Area will work under the following outputs focusing on the below:

Output 2.1: Strengthened legal aid mechanism

Access to legal aid is an enabling factor for the realization of fundamental human rights. The programme will support development and implementation of an effective legal aid mechanism, through support for public consultations and advocacy on establishing a legal framework for legal aid. In line with UN principles on Legal Aid, particular attention will be given to ensure provision of legal aid for victims of sexual and gender based violence and witnesses of crime, on top of criminal legal aid.

Building on the findings of the Legal and Justice Sector Baseline Study and Options for Legal Aid, the programme will also support further policy research on developing mechanisms for community based paralegals and support establishment of such services at the island level. This will ensure that there is a mechanism for legal aid outside of the capital city Male', where all lawyers are concentrated, as these are the most underserved communities with limited legal assistance options.

Acknowledging, that legal awareness is one of the key factors for prevention of crime and victimization, the programme would also support public awareness of their right to legal aid, as well as about the criminal justice system in general through public information campaigns and outreach. In order to ensure effectiveness of the legal aid mechanism, M&E frameworks to track outreach and public awareness of the legal aid system will be developed.

Output 2.2: Strengthened referral mechanisms to address SGBV

There is already strong evidence demonstrating the threat to women's access to justice, security and rights, including high prevalence of domestic and sexual violence and continued reports of impunity. Research also shows a growing proportion of the population (including women) consider domestic violence against women to be acceptable.

The programme will strengthen the Sexual and Gender Based Violence referral mechanism by supporting the implementation of existing legislations such as the Domestic Violence Act, Sexual Offences Act emphasizing on protection, prevention and prosecution. The programme would support strengthening institutional mandates and roles of duty-bearers and support capacity building of these institutions to ensure effective accountability mechanisms and lines of communication, between institutions as well as the public. In order to strengthen preventive measures, public awareness raising activities, targeted to both women and girls, will be supported.

The programme would also support evidenced-based policy making through research on the experience of women seeking access to justice, especially in areas such as family and divorce law, both in terms of their awareness of rights and the approach of duty bearer institutions. Building on
the findings, the programme would support strengthening the legal framework for prosecution of
violence against women through support for public consultation on consequent legislative reforms.

Output 2.3: Improved capacities for treaty body reporting and implementation

Maldives is party to seven of the core international human rights instruments and two of the optional protocols. There is a need to further strengthen national capacity for treaty reporting, as well as for coordination and implementation of treaty body and UPR recommendations. Putting in place a good system to collect and analyse data is critical for reporting to play its function of providing accurate information on the real human rights situation in Maldives. In partnership with relevant state agencies, the programme will support establishing such reporting mechanisms and support capacity development initiatives to ensure sustainability along with the development of a national human rights action plan from which all of the above will emanate.

The emphasis will not only be on reporting, but just as importantly on the systems for implementing, monitoring and evaluation of human rights obligations. The programme will in particular focus on UPR, CEDAW and the Convention on the Rights of Persons with Disabilities (CRPD) but can be extended to other human rights instruments such as the Convention against Torture (CAT). The programme will support establishment of necessary mechanisms for coordination and monitoring between government ministries and agencies, and collaboration with other independent institutions and civil society to ensure promotion and protection of human rights. UNDP will also support strengthening a transparent policy dialogue on progress in implementing international human rights obligations.

Output 2.4: Strengthened functions and capacity of justice sector institutions

UNDP will continue to support initiatives to strengthen the functions and capacity of justice sector institutions. This will include support for sustaining the Legal Sector Resource Centre, currently established at the Attorney General's Office in partnership with UNDP. In future sectoral level legal reform will be carried out through this Centre to ensure legal reform is comprehensive. Through this partnership, UNDP will support action research initiatives, such as conducting a review of maintaining a decentralised system of justice, and ensure evidence based reforms. Furthermore, given that essential legislations necessary for improved delivery of justice, has still not been enacted it is crucial to support the Attorney General's Office to implement the government's legislative agenda. This Centre will also act as a shared resource for all justice sector agencies in supporting therolling out of new legislations through trainings for stakeholders and public outreach.

In addition to this the programme will also train actors in the justice sector chain including legal aid professionals, police, prosecutors and judges on women's access to justice including legal reforms to be introduced and building also on the findings of policy research to ensure that legal frameworks upholding women's equal rights are implemented in practice and monitoring outcomes.

Given that an independent self-regulating Bar Association, responsible for regulating admission to the legal profession, professional education, conduct and discipline, is a core rule of law institution, and one which has a vital role in protecting human rights, UNDP will support the establishment of a Bar Association. Currently, the Attorney-General's Office is drafting legislations to establish a Bar Association in the Maldives, and it is critical that this framework is established through a consultative process. Equally important is to ensure that the new framework adheres to international standards and norms such as the UN Basic Principles on the Role of Lawyers. Following the establishment of the Bar Association, the programme will support implementation including training of Bar   14
Association officials, public awareness raising and support to establishment of its different functions such as conduct and discipline, bar entrance examinations, legal aid/pro bono and continuing legal education.

Strengthening legal education is key to improving the quality of the legal and justice sector institutions and the services delivered by them. In this regard the programme will work with Universities to support legal education through development of interactive and practical skills based legal training including clinical legal education. This will ensure that there are better trained lawyers who are able to apply law through experiential learning opportunities. This will allow law students to"learn by doing" while engaging in community outreach with pro-bono work.

As was identified in the Baseline study case backlogs and delays is a major challenge to ensure equitable access to justice. To strengthen administration of justice there also needs to be better coordination among justice sector agencies. Also strengthened capacities for data collection and case management are essential tools which the agencies need to be equipped with to dispense justice effectively. IGP I through its interventions have identified relevant options based on research and evidence which will be further continued in the next phase. Streamlining data collection including strengthening databases already functional along with a robust case management system for reducing backlogs will be supported. Similarly, based on the evidence already available pilot projects on alternative dispute resolution mechanisms will be carried out including different formsof mediation to support initiatives already started by the justice sector.

IV. RESULTS AND RESOURCE FRAMEWORK

Year:

V. MANAGEMENT ARRANGEMENTS

Within the framework of a Nationally Executed Country Programme of the Maldives, this programme will be implemented through the UNDP Programme Management Unit, consistent with UNDP policies and procedures. In the spirit of ensuring national ownership and inclusive participation, the programme implementation will be done in close consultation with all participating national institutions in the Government of Maldives, civil society and community organisations and actors. The programme will promote ownership and capacity development of relevant actors and institutions in order to ensure sustainability of results.

Programme Organisation Structure

Programme Board (co-chaired by PO and UNDP)

Senior Beneficiary	Executive	Senior Supplier
PO, MoFT, LGA, SC, AG, NGO (2 Representatives),	UNDP RR/RC	UNDP + Donors

Programme Assurance
UNDP Programme Unit

Programme Management
Programme Analyst
Programme Support

Technical Committee

Technical Committee

Increasing Voice and Participation

Responsible Parties: EC, LGA, Majlis Secretariat,
Civil Society, MoLG, MYS

Rule of Law and Access to Justice

Responsible Parties:
President's Office, Supreme Court, Judiciary, AGO, PGO, HRCM, Police, ACC, MoHA,

Roles and Responsibilities

Programme Board: is the group responsible for making by consensus, management decisions for a programme when guidance is required by the Programme Manager, including recommendation for UNDP approval of programme plans and revisions. In order to ensure UNDP's ultimate accountability, Programme Board decisions should be made in accordance with standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, final decision shall rest with the UNDP.

In addition, the Board plays a critical role in UNDP commissioned evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning. Programme reviews by this group are made at designated decision points during the duration of the Programme or as necessary when raised by the Programme Manager. This group is consulted by the Programme Manager for decisions when his or her tolerances (normally in terms of time and budget) have been exceeded (flexibility). Based on the approved annual work plan (AWP), the Programme Board may review and approve quarterly plans when required and authorises any major deviation from these agreed quarterly plans. It is the authority that signs off the completion of each quarterly plan as well as authorises the start of the next quarterly plan. It ensures that required resources are committed and arbitrates on any conflicts within the programme or negotiates a solution to any problems between the programme and external bodies. Potential members of the Programme Board are reviewed and recommended for approval during the Programme Advisory Committee (PAC) meeting. Representative of other stakeholders can be included in the Board as appropriate. The objective is to create a mechanism for effective programme management. This group contains four roles:

Executive: individual representing the programme ownership to chair the group.

Supplier: individuals or groups representing the interests of the parties concerned which provide funding and/or technical expertise to the programme.

Beneficiary Representative: individuals or groups of individuals representing the interests of those who will ultimately benefit from the programme.

Implementing Partner: Within the overall national execution and ownership principles, UNDP is the entity responsible and accountable for managing a programme - including the monitoring and evaluation of programme interventions, achieving programme outputs, and for the effective use of UNDP resources. UNDP may enter into agreements with Responsible Parties to assist in successfully delivering programme outputs.

A *Responsible Party* has been selected to act on behalf of UNDP on the basis of a written agreement or contract to purchase goods or provide services using the programme budget. In addition, the Responsible Party may manage the use of these goods and services to carry out programme activities and produce outputs. All Responsible Parties are directly accountable to the UNDP in accordance with the terms of their agreement or contract with UNDP. They provide quarterly and annual progress reports to UNDP who ensures overall coordination and coherence of the programme in terms of achieving results.

Programme Assurance is the responsibility of each Programme Board member; however the role can be delegated to UNDP programme unit. The programme assurance role through UNDP Governance Unit supports the Programme Board by carrying out objective and independent programme oversight and monitoring functions. This role ensures appropriate programme management milestones are managed and completed. Programme assurance has to be independent of the Programme Manager; therefore, the Programme Board cannot delegate any of its assurance responsibilities to the Programme Manager.

Programme Analyst has the authority to run the programme on a day-to-day basis on behalf of the UNDP within the constraints laid down by the Board. The Programme Analyst's prime responsibility is to ensure that the programme produces the results (outputs) specified in the programme document-, to the required standard of quality and within the specified constraints of time and cost. He or she will be responsible for consolidating results reporting from related projects (2 projects to

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be set up in the Atlas system as per programme results areas) for overall reporting to the Programme Board.

Programme Support role provides programme administration, management and technical support to the Programme Analyst as required by the needs of the individual programme. It is necessary to keep Programme Support and Programme Assurance roles separate in order to maintain the independence of Programme Assurance. In this programme, programme support will be provided by: one Operations Associate (SC 7), responsible for finance and other operational aspects of the programme, two Programme Assistants (SC 6), responsible for administrative and programme budget support, and three Project Coordinators (SC 8) for 1) Voice and Participation (x2), 2) Access to Justice and Human Rights.

Advisory support will be provided by the international Peace and Development Advisor and OHCHR-funded Human Rights Offices. The Programme will solicit expertise from a number of international experts and consultants as needed, throughout the programme duration. For each result area, there will be a *Technical Committee* comprised of representatives of responsible parties and other key stakeholders in the respective result area. This committee will be responsible for guiding day-to-day technical aspect of the project implementation to ensure coordination amongst responsible parties and key stakeholders, and smooth implementation of the project.

UNDP Support Services

UNDP as the Implementing Agency will carry out all administrative-related work including procurement of goods and services. These are services provided mostly by UNDP Maldives in the implementation of the programme (i.e. costs directly related to the delivery of programme), and include:

- Payments, disbursements and other financial transactions
- Recruitment of staff, project personnel, and consultants
- Procurement of services and equipment, including disposal
- Organisation of training activities, conferences, and workshops, including fellowships
- Travel authorisation, visa requests, ticketing, and travel arrangements
- Shipment, custom clearance, vehicle registration, and accreditation

For the programme UNDP is required to recover the costs as direct project costs (DPC). These are organizational costs incurred in the implementation of a development activity or service that can be directly traced and attributed to that development activity (projects & programmes) or service. Therefore, these costs are included in the project budgets and charged directly to the projects budget for the development activity and/or service. DPC together with GMS, which covers the organisations' costs in support of its corporate structure, enables full implementation costs to be reflected and fully costed to the projects by UNDP for the implementation of its development activities and services.

Audit Arrangements

The audit of the programme will be organised as a part of the UNDP office audit and in line with UNDP audit policies and procedures. An external audit firm could be employed if more frequent audit (annual audit) is required.

VI. MONITORING FRAMEWORK AND EVALUATION

This Programme will be implemented with a strong results-focus. Before the full commencement of the Programme, a baseline study for selected indicators will be conducted to ensure the existence ofbaseline information. The data will be collected throughout monitoring activities and will be used forreview and evaluations.

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the programme will be monitored through the following:

Within the annual cycle

- ➢ On a quarterly basis, a quality assessment shall record progress towards the completionof key results, based on quality criteria and methods captured in the Quality Management table below.

- ➢ An Issue Log shall be activated in Atlas and updated by the Programme Analyst to facilitate tracking and resolution of potential problems or requests for change.
- ➢ Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- ➢ Based on the above information recorded in Atlas, and quarterly Programme Progress Reports (which consolidates outcome level reporting) shall be submitted by the Programme Analyst to the Programme Board through Programme Assurance, using the standard report format of UNDP.

- ➢ A programme Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organisation, and to facilitate the preparation of the Lessons-learned Report at the end of the project

- ➢ A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Programme Analyst and shared with the Programme Board and the Outcome Boards. As minimumrequirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- ➢ **Annual Programme Review**. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Board, Outcome Boards and may involve other stakeholders as required. It shall focus on the extentto which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. This review will be conducted as part of the UNDAF/UNPAP Annual Reviews.

A monitoring schedule will be compiled which will outline the different activity or output levelsurveys, assessments or other methods of collecting data for tracking progress. At the end of the

programme cycle, there will be an independent programme evaluation conducted in accordance the UNDP Evaluation Policy (2011) and the Handbook on Planning, Monitoring and Evaluating for Development Results (2011).

Quality Management for Project Activity Results

Result Area 1: Increased Voice and Citizen Participation for Stronger Governance Systems		
OUTPUT 1.1: Enhanced Capacity of civil society to contribute to policy development and democratic discourse		
Activity Result 1.1.1. (Atlas Activity ID)	*Conduct research into civic engagement and socio-democratic values*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	Enhancing capacities of civil society and the community to contribute to democratic discourse and expansion of democratic space	
Description	Provide support to engage civil society as crucial stakeholders in the democratic process and as primary entry points to civic participation for youth, women and vulnerable groups.	
Quality Criteria	**Quality Method**	**Date of Assessment**
Degree of effectiveness of CSOs engaging in developmental issues	Annual review of the programme	Annually
Activity Result 1.1.2 (Atlas Activity ID)	*Support to facilitate multiple dialogue streams on coordination and networking between civil society groups and state bodies*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	In order to achieve increased social cohesion, this is a means to strengthen and promote voice and participation of excluded and marginalized groups (especially women and youth) and communities.	
Description	Multiple streams of dialogues to be established in order to create frameworks and processes to engage key actors in the community to work towards peace - building	
Quality Criteria	**Quality Method**	**Date of Assessment**
Degree of effectiveness of CSOs engaging in developmental issues	Annual review of the programme	Annually
Activity Result 1.1.3 (Atlas Activity ID)	*Support towards civic education and capacity development of civil society actors including CSOs, CBOs, youth groups, media groups, etc. (through provision of safe spaces and tools such as Model UN, debating groups, activities with youth wings of political parties etc.)*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	Enhancing their capacities to contribute to democratic discourse and	

	youth. To reduce disengagement and vulnerability, especially of young people and women in a climate of increasing conservatism and urban crime.		
Description	To be achieved through community dialogues, training, seed-funding and provision of medium-term grants to the civil society. Effective participation of young people and women in the political sphere through avenues such as youth council, political parties, youth parliament or temporary special measures for increased representation of women in public and political life.		
Quality Criteria	**Quality Method**		**Date of Assessment**
Degree of effectiveness of CSOs engaging in developmental issues	Annual Review of Programme		Annually
Degree of effectiveness of mechanisms/platforms to engage youth groups	Annual Review of Programme		Annually
Activity Result 1.1.4 (Atlas Activity ID)	*Support to civil society organisations to implement development projects through medium-term grants and seed funding*		Start Date: Jan 2016 End Date: Dec 2020
Purpose	Enhancing their capacities to contribute to democratic discourse and expansion of democratic space.		
Description	Through training, seed-funding and provision of medium-term grants to the civil society to implement development projects		
Quality Criteria	**Quality Method**		**Date of Assessment**
Degree of effectiveness of CSOs engaging in developmental issues	Annual Review of Programme		Annually
OUTPUT 1.2: Increased transparency and accountability of governance processes			
Activity Result 1.2.1 (Atlas Activity ID)	*Building capacity of Electoral stakeholders capacities on voter education, media and outreach and election related key issues.*		Start Date: Jan 2016 End Date: Dec 2020
Purpose	To contribute towards credible election through informed voters and increased public confidence in the Electoral stakeholders.		
Description	Disseminate voter education, civic education and polling officials' trainings to increase public awareness on the democratic processes.		
Quality Criteria	**Quality Method**		**Date of Assessment**
Availability of an accredited curriculum	Review of training material		Annually
~~Activity Result 1.2.2~~	~~Strengthening capacity of electoral~~		~~Start Date: Jan 2016~~

	mandate (MPS/HC)
Purpose	To ensure timeliness and transparency in addressing issues by oversightbodies.
Description	Provide training for justice sector agencies to effectively address electionrelated matters and support establishing of coordination mechanisms

Quality Criteria	Quality Method	Date of Assessment
Establishment of a national coordination process	Annual Review of Programme	Annually

Activity Result 1.2.3(Atlas Activity ID)	*Support to establishing platforms, policies and guidelines for greater transparency and accountability*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To build partnerships and networks between agencies mandated withoversight functions and civil society/media.	
Description	Through specific trainings on anti-corruption, and on developing multi- stakeholder transparency and accountability mechanisms (such as codes of conducts, score cards, information dissemination and other monitoring/oversight initiatives).	

Quality Criteria	Quality Method	Date of Assessment
Availability of multi-stakeholder transparency and accountability mechanisms	Annual Review of Programme	Annually

Activity Result 1.2.4(Atlas Activity ID)	*Establish mechanisms and systems for participatory law-making with CSOs and governance institutions*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To provide opportunities for Maldivians to contribute to policy and law-making process and have their voices heard.	
Description	Strengthen government's capacities to conduct consultations through Green Papers and dialogue platforms, strengthen the capacity of civil society organizations to engage with communities especially poor and vulnerable groups before drafting key legislations through a consultative process.	

Quality Criteria	Quality Method	Date of Assessment
Increase in discussion on national issues	Reports of public consultations	Annually

Activity Result 1.2.5(Atlas	*Support towards capacity development of local councils, WDCs, CBOs and key stakeholders on participatory planning and monitoring*	Start Date: Jan 2016 End Date: Dec 2020

Description	Establishing dialogue platforms/mechanism through collaboration withPolitical Parties CSOs, WDCs and communities	
Quality Criteria	**Quality Method**	**Date of Assessment**
Degree of effectiveness of mechanisms/platforms to engage youth groups	Annual Review of Programme	Annually
Activity Result 1.2.6 (Atlas Activity ID)	*Establishment of a national coordinationprocess within governance institutions*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To ensure mandates are executed without duplications through whichservice delivery is enhanced	
Description	Establishing working groups for sectoral coordination improvement towork on harmonising mandates of institutions	
Quality Criteria	**Quality Method**	**Date of Assessment**
Establishment of a national coordination process	Annual Review of Programme	Annually
Output 1.3 Increased representations and participation of women in public sphere		
Activity Result 1.3.1(Atlas Activity ID)	*Deliver targeted trainings on leadership, communication, gender and women's rights, and campaign management for women through workshops, use of media and online resources*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To overcome barriers to women's representation and increaseparticipation at the decision making level.	
Description	Through capacity building of women leaders, increasing knowledge and understating of gender issues through gender sensitization and civic education workshops, improving access to engage in the political sphere through political parties, CSOs and media.	
Quality Criteria	**Quality Method**	**Date of Assessment**
% of women who participate as candidates in local and national elections	Electoral results at national andlocal levels	Election time
Activity Result 1.3.2(Atlas Activity ID)	*Develop and implement advocacy strategies andfacilitate dialogue streams at all levels to promote women's participation in public life*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To increase women's participation in public life.	
Description	Dialogue platforms will be created within and between political parties to discuss and address structural barriers facing women's participation.	

Quality Criteria	Quality Method	Date of Assessment
Increase in number of women in key decision making levels, political party positions	Annual Review of the Programme	Annually

Activity Result 1.3.3 (Atlas Activity ID)	*Develop the capacity of the political parties to engage with women groups via participatory mechanisms, dialogue platforms and strengthening of women's wings*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To strengthen the internal structure of political parties especially the women's wing through technical and capacity building support so that political parties are able to effectively engage with women and advocate for gender equality measures within the party and at policy level.	
Description	Gender-sensitized training for political party members and promoting gender equality advocates within political parties that would work towards effective engagement and representation of women.	

Quality Criteria	Quality Method	Date of Assessment
Strengthened women's wings of parties	Annual Review of the Programme	Annually

Activity Result 1.3.4 (Atlas Activity ID)	*Developing regulations and creating an enabling environment for women to lead and organise political party activities*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To enable fair representation of women in party activities	
Description	Participatory mechanism will be established within the party for fair representation of women in party activities such as election observers, political party dialogues and manifesto development.	

Quality Criteria	Quality Method	Date of Assessment
Increased participation of women in political party activities	Annual Review of the Programme	Annually

Programme Result 2: Enhanced Access to Justice & Protection of Human Rights

Output 2.1: Strengthened legal aid mechanism

Activity Result 2.1.1 (Atlas Activity ID)	*Support for the advocacy and implementation of the legal framework including Legal Aid Bill, Legal Profession Act*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To support development and implementation of an effective legal aid mechanism	

	consultations and advocacy on establishing a legal framework for legalaid. Also support public awareness on right to legal aid	

Quality Criteria	Quality Method	Date of Assessment
Existence of a Legal Aid Law and Legal Professions Act	Annual Review of the Programme	Annually

Activity Result 2.1.2 (Atlas Activity ID)	*Design and Develop a public awarenesscampaign which includes an M&E framework*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To increase awareness of people on the right to legal aid and develop arobust M&E framework	
Description	To ensure effectiveness of the legal aid mechanism, M&E frameworks to track outreach and public awareness of the legal aid system will be developed.	

Quality Criteria	Quality Method	Date of Assessment
Increase in no of people with access to legal aid through UNDP supported initiatives	Annual Review of the Programme	Annually

Activity Result 2.1.3(Atlas Activity ID)	*Conduct policy research on mechanisms for community based paralegals and support establishment of such services at the local level*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To assist government to find best ways to provide legal aid, through the billand training of key stakeholders	
Description	To support a mechanism for legal aid outside of the capital city Male, where all lawyers are concentrated, as these are the most underserved communities with limited legal assistance options.	

Quality Criteria	Quality Method	Date of Assessment
Increase in no of people with access to legal aid through UNDP supported initiatives	Annual Review of Programme	Annually

Output 2.2 Strengthened referral mechanisms to address Sexual and Gender Based Violence

Activity Result 2.2.1(Atlas Activity ID)	*Strengthening institutional capacity to deliver its mandate on areas such as stakeholder engagement, streamlining regulations, media and outreach.*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To support implementation of existing legislations such as the Domestic Violence Act, Sexual Offences Act emphasizing on protection, prevention and prosecution.	
Description	To ensure effective accountability mechanisms and lines of communication, between institutions as well as the public in addressing	

Quality Criteria	Quality Method	Date of Assessment
Existence of strengthened legal aid and justice services to prevent and address SGBV	Annual Review of the Programme	Annually

Activity Result 2.2.2(Atlas Activity ID)	*Support policy research on the experience of women in seeking access to justice and develop an Action Plan*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To identify awareness levels of women and the approach of duty bearerinstitutions and reduce barriers to access to justice	
Description	This will support strengthening the legal framework for prosecution of violence against women through support for public consultation on consequent legislative reforms	

Quality Criteria	Quality Method	Date of Assessment
Increase in awareness levels of women seeking access to justice	Annual Review of the Programme	Annually

Activity Result 2.2.3(Atlas Activity ID)	*Design and develop a public awareness campaign with particular emphasis on sexual and domestic violence, family and divorce issues*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To enable women to be aware on the various legislative frameworks and how they can benefit from it and the contents of key legislations from an access to justice point of view	
Description	Public awareness raising activities on key legislations and practices	

Quality Criteria	Quality Method	Date of Assessment
Increase in no of women aware of provisions of key legislations such as Domestic Violence Act, Sexual Offences Act	Annual Review of the Programme	Annually

Activity Result 2.2.4(Atlas Activity ID)	*Support capacity development of justice sector agencies to effectively address SGBV cases through training on areas such as victim supportand prosecution*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To effectively address SGBV cases	
Description	To support strengthening of institutional mandates and roles of duty-bearers and support capacity building of these institutions to ensure effective accountability mechanisms and lines of communication, between institutions as well as the public.	
Quality Criteria	Quality Method	Date of Assessment

Existence of justice services to prevent and address SGBV	Annual Review of Programme	Annually

Activity Result 2.2.5 (Atlas Activity ID)	*Strengthening the legal framework through support for public consultation and advocacy on legislative reforms.*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To strengthen preventive measures, especially targeted to women	
Description	In order to strengthen preventive measures, public awareness raising activities, especially targeted to women, will be supported	

Quality Criteria	**Quality Method**	**Date of Assessment**
Increase in no of women aware of the legal framework	Annual Review of the Programme	Annually

Output 2.3 Improved capacities for treaty body reporting and implementation

Activity Result 2.3.1 (Atlas Activity ID)	*Support establishment and implementation of a national coordination mechanism for human rights obligations*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To increase the capacity of institutions to full international human rights obligations	
Description	Support to be provided to set up a national coordination mechanism for treaty reporting and implementation	

Quality Criteria	**Quality Method**	**Date of Assessment**
Recommendations implemented from Treaty Bodies	Annual Review of the Programme	Annually

Activity Result 2.3.2 (Atlas Activity ID)	*Design and develop a nationwide public awareness campaign on Constitution, human rights and key legislations*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To build capacities of CSOs and HRCM to develop legal literacy for human rights monitoring	
Description	Undertake capacity development of human rights actors including HRCM and CSOs through ToTs, especially with regards to their own legal literacy, raising that of others and human rights monitoring	

Quality Criteria	**Quality Method**	**Date of Assessment**
Increase in awareness levels of public	Annual Review of the Programme	Annually

Output 2.4 Strengthened functions and capacity of legal & justice sector institutions

(Atlas Activity ID)	*assistance on legislative reform, implementation of new legislations and targeted training through Legal Sector Resource centre (LSRC)*	End Date: Dec 2020
Purpose	To strengthen the functions and capacity of justice sector institutions	
Description	Support to sustain the Legal Sector Resource Centre, currently established at the Attorney General's Office. Sectoral level legal reform will be carried out through this Centre. UNDP will support action research initiatives, and ensure evidence based reforms.	

Quality Criteria	**Quality Method**	**Date of Assessment**
Implementation of the Legislative agenda	Data from the Attorney General'sOffice and Majlis	Annually

Activity Result 2.4.2 (Atlas Activity ID)	*Support the development of a national bar association and implementation of its mandate as per Legal Professions Act*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	As it is a core rule of law institution, to ensure it plays the vital role ofprotecting human rights,	
Description	The programme will support implementation including training of Bar Association officials, public awareness raising and support to establishment of its different functions such as conduct and discipline, bar entrance examinations, legal aid/pro bono and continuing legal education.	

Quality Criteria	**Quality Method**	**Date of Assessment**
Establishment of the Bar Association	Review of the Legal Professions Act	Annually

Activity Result 2.4.3 (Atlas Activity ID)	*Strengthen legal education through support for development of interactive and practical skills based legal training including clinical legal education*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To enhance the legal profession by providing law students with practicalskills learning opportunities while providing pro-bono legal aid.	
Description	Support Maldives National University (MNU) to prepare students to be effective and ethical law practitioners and allowing law lecturers to improve their teaching and to enhance student learning by introducing them to a range of interactive teaching methodologies. It also provides free legal-aid and ultimately greater access to justice for underserved populations.	

Quality Criteria	**Quality Method**	**Date of Assessment**

Activity Result 2.4.4(Atlas Activity ID)	*Support to strengthen data collection and case management systems of justice sector and capacity development to execute the system*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To develop capacity in a key government institution to coordinate and monitor justice sector strengthening	
Description	Strengthen government capacity to collect and analyse data on justice sector strengthening	

Quality Criteria	Quality Method	Date of Assessment
Existence of a database providing relevant information on the justice sector	AGO records, Department ofJudicial Administration	Annually

Activity Result 2.4.5(Atlas Activity ID)	*Support establishing a national Alternative Dispute Resolution mechanism through pilot ADR projects*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To build on the ADR methods identified and introduce them and develop asystem	
Description	Support establishment of alternative dispute resolution methods suitablefor the Maldivian context	

Quality Criteria	Quality Method	Date of Assessment
Availability of data on ADR	Annual review of Programme	Annually

VII. LEGAL CONTEXT

This document together with the UNDAF (United Nations Development Assistance Framework) and UNDP CPD (Country Programme Document) signed by the Government and UNDP which is incorporated herein by reference, constitute together a Programme Document as referred to in the Standard Basic Assistance Agreement (SBAA); as such all provisions of the UNDAF and CPD apply to this document. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner", as such term is defined and used in the CPD and this document.

UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations safety and security management system.

UNDP agrees to undertake all reasonable efforts to ensure that none of the programme funds are used to provide support to individuals or entities associated with terrorism and that the recipients ofany amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document.

ANNEX 1: Risk Analysis and Risk Log

This Programme has been developed at the time of a rapidly evolving political situation and democratic transition in the country. There are a number of factors, such as next election cycle and potential changes in decision making positions, which may affect the implementation of the programme. For its success, the programme is developed based on certain assumptions that may or may not be upheld. These assumptions include: 1) the political environment will continue to be relatively unstable, especially before and after elections, 2) changes in the decision-making positions in the key institutions will be disruptive to the programme management, 3) political buy-in and national ownership will be intact. Since the situation under which the Programme will be implemented continues to be fluid and uncertain; therefore, a constant analysis of the situation and adjustments through the implementation period. The Risk Log below will be monitored carefully to inform the Programme Board, to ensure the continued relevance and effectiveness of the proposed Programme activities.

Risk Log: Governance Programme

#	Description	Category	Probability and Impact	Countermeasures / Management response	Date Identified	Last Update	Status
1	Early Presidential Elections, political events, economic crisis or other situations cause national priorities to change impacting on programme	Political	P=4 I=4	Some of the elections related support in the programme could be initiated earlier and more intensively. Other election related activities will be discussed with national partners to develop a full elections project.	Programme inception		
2	Elections, and their outcomes, may contribute to instability and political uncertainties and possible violence	Political	P=2 I=3	UN RCs office will continue to be engaged with the EC and police through the PDA and ensure close collaboration to identify conflict prevention strategies and potential hotspots for local and national elections	Programme inception		

3	Unforeseen events may challenge EC's ability to perform its mandate	Institutional	P=2 I=3	Close engagement by UNDP and international community with civil society, media, EC and police.	Programme inception		
4	A decision by one or more political parties to reject processes supported in the programme or national processes such as the next elections	Political	P=2 I=3	Continue to reach out and engage with all political parties and stakeholders. Use UN's good offices to bring in high level mediators. Liaise with key international partners.	Programme inception		
5	Public confidence in State Institutions decreases due to political positioning	Political, Strategic	P=3 I= 1	Further strengthen support to CSOs and media to enhance public dialogue on particular issue. Promote transparency and public engagement of public institutions including the EC, Majlis, Justice sector, etc	Programme inception		
6	Unexpected changes of champions of the programme in key positions	Institutional	P=4 I=3	Use relationships developed with non- political actors to reduce impact	Programme inception		
7	New, unanticipated technical assistance needs arise during the implementation of the	Operational, Strategic	P=3 I=2	Apply rigour in programme management and use support from the Asia-Pacific Regional Centre, HQ and other parts of UNDP for backstopping as appropriate.	Programme inception		

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10	Overlapping responsibilities and mandates lead to frictions and paralysis of programme activities	Strategic, Operational	P=1 I=1	Use UN Good Offices role for facilitation and problem solving	Programme inception		
11	Inter-party relations and/or inter-agency relations at a national level become further embittered delaying decision making and reducing the ability to move the programme forward	Political	P = 2 I = 4	The programme will work quickly, using existing political space, to achieve consensus for this programme. Use UN hi-level mediation supported by PDA to engage political leaders and high – mid level party representatives.	Programme inception		
12	Environmental disaster reduces priority of this programme	Environmental	P = 1 I = 4	Encourage collaboration between political parties in managing the national response, using networking opportunities provided in this programme. Ensure necessary linkages between governing institutions and disaster response mechanisms.	Programme inception		
13	External factors strain relationship between UN and national partners	Political	P=4 I=1	Increased and closer relationship with all stakeholders, in particular with the champions	Programme inception		

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ANNEX 2: Agreements:

Any additional agreements, such as cost sharing agreements, project cooperation agreements signedwith NGOs (where the NGO is designated as the "executing entity") should be attached.

ANNEX 3: Draft Terms of Reference of Key Programme Management and Support Staff

1. **Programme Analyst (SC 9)**

Key roles and responsibilities
Under the overall guidance of the Assistant Resident Representative – Democratic Governance the Programme Analyst ensures effective delivery of the Integrated Governance Programme (IGP) of UNDP by co-ordinating and assisting in the implementation of the activities. The Programme Analyst supervises and leads programme support staff, coordinates activities of the projects' staff. The Programme Analyst works in close collaboration with the operations team, programme staff in other UN Agencies, UNDP HQs staff and Government officials, technical advisors and experts, multi-lateral and bi-lateral donors and civil society ensuring successful UNDP programme implementation.

I. *Coordination and Communication:*
- Provide technical advice to the programme team to strengthen partnerships building and coordination between the programme and government partners, CSOs, donors and other stakeholders, as well as facilitating communication and exchange of lessons learned and good practices;
- Contribute to the establishment of user friendly knowledge sharing platform as included in the programme framework.
- Guide development and implementation of the communication and outreach strategy to ensure adequate programme visibility and awareness in relation to implementation and achievements.
- Ensure that programme activities are closely coordinated with the stakeholders – both national and international – and that a high level of collaboration and cooperation is in place at all levels.

II. *Programme Management and Leadership:*
- Lead the effective implementation of programme activities in accordance with UNDP rules and regulations;
- Lead and manage a team of national staff, including project coordinators and administrative support staff, to ensure achievement of the programme objectives and compliance with UNDP rules and regulations;
- Ensure that systems are in place for monitoring and evaluating the Programme's delivery of agreed results (e.g. development and management of the M&E plan) and lead monitoring and evaluation work in accordance with the UNDP norms and standards;
- Develop agenda, organize and lead agenda, follow up and coordinate, together with national partners, donors and development partners, the conduct of periodic Programme Board meetings, prepare and present required documentation and analytical reports to the Board and undertake follow up on the Board decisions and recommendations.; Provide technical advice and quality assurance on the work of the implementing partners, monitoring and evaluation and reporting functions;
- Maintain regular working relationships with other UNDP programmes to ensure overall integration of the Democratic Governance activities within the Country Office programme and UNDAF;
- Assess the impact, effectiveness and relevance of the Programme interventions through regular field visits and highlight achievements, progress and challenges through impact and results- driven reports;
- Provide and identify expert technical advice on governance-related issues;

- Be responsible for quality assurance of technical deliverables from experts/consultants, contractors, implementing partners and programme staff, and provide them with substantive feedback and guidance;
- Support strategic positioning of UNDP by identifying emerging governance issues and response options.; and
- Develop and manage risk logs for the Programme;
- Support the audit of the programme;
- Carry out any other relevant duties and responsibilities as requested by the UNDP Senior Management.

III. *Resource mobilization and fund management*:
- Contribute to mobilize resources to fill funding gaps of the programme and expand implementation;
- Ensure effective and accurate financial resources management and oversight, for all resources managed by the Programme accordance with UNDP rules and regulations.

Qualifications and Experiences
- Master degree in political science, social science, law, public administration institutional/organizational development or related field with more than 2 years of experience. OR University Degree in political science, social science, law, public administration institutional/organizational development or related fields with more than 6 years of experience.
- A minimum of two (2) years of progressively responsible experience in the area of democratic governance at the national or international level in providing management, advisory services, hands-on experience in design, monitoring and evaluation of development projects.
- Excellent Managerial and analytical skills.
- Strong Communication skills, verbal and written; and good command of English and Dhivehi.
- Proven co-ordination and networking skills
- Experience in project management including financial management and knowledge of donor policies and funding modalities highly desirable.
- Experience in working with a UN agency and/or in the area of international development would be an advantage.
- Experience in working in a team atmosphere desirable
- Knowledge of UNDP programming practices is an asset;
- Hands-on experience in facilitating inter-institutional cooperation, stakeholder involvement and working with teams in a politically sensitive environment;
- Proven familiarity with gender analysis and concepts, participatory processes/approaches for women, youth and minority groups.
- Experience in the usage of computers and office software packages, experience in handling of web based management systems.

2. National Project Managers x 3 (National SC 8)

Key roles and responsibilities

Implementation of programme results, including:
- Day-to-day management of project activities under his/her respective result area of the Programme;

- Coordinate with relevant Government implementing partners and UNDP to ensure that expected outputs are delivered in a timely manner;
- Ensure project is implemented in compliance with UNDP and Government's Procurement and Human Resources Guidelines, and financial requirements;
- Ensure that project is executed according to work plans and within established budgets;
- Manage requests for the provision of financial resources by UNDP, using advance of funds, direct payments;
- Put in place and facilitate results-based implementation of programme activities;
- Effective monitoring for ensuring implementation of project activities;
- Assess the programmatic impact and oversee the appropriateness and the accuracy of methods used to verify progress and the results;
- Manage and monitor the project risks initially identified, submit new risks to the Project Management Team for consideration and decision on possible actions if required; update the status of these risks by maintaining the Project Risks Log;
- Be responsible for managing issues and requests for change by maintaining an Issues Log;
- Prepare the Project Progress Report (progress against planned activities, update on Risks and Issues, expenditures) and submit the report to the Project Management Team;
- Ensure timely submission of quarterly financial and activity progress reports to UNDP as well as adequate financial management of allocated resources;
- Oversee timely preparation of reports for UNDP; and
- Performance of other duties as required in support of project implementation.
- Creation of strategic partnerships and implementation of the resource mobilization strategy
- Provision of quality advisory services to the CO and RPs/IPs and facilitation of knowledge building and management

Qualifications and Experience
- Masters Degree in Project Management, social sciences, development studies or any other field related to the programme result. University Degree or post Secondary Education/Training in the same areas with more than 3 years of experience
- Good knowledge of good governance/ capacity building /human rights /social cohesion issues, or experience in working a related field of the results areas of the Programme
- Excellent Managerial and analytical skills, and experience in results based management
- Strong Communication skills, verbal and written and networking skills and good command of English and Dhivehi
- Good working knowledge of information technology.
- Sound knowledge of financial procedures
- Demonstrable ability to work in a team environment, and to strengthen all team members through collective action and individual initiative

Operations Associate (National SC 7)

Key roles and responsibilities
- Administration of programme strategies, adapts processes and procedures
- Support to management of the governance programme
- Administrative support to the governance programme Unit
- Support in creation of strategic partnerships and implementation of the resource mobilization strategy Facilitation of knowledge building and knowledge sharing

Qualifications and Experience
- Prior experience with the UN system or an international NGO is desirable.
- Good Communication Skills in Dhivehi and English and demonstrable skills in office computer use -word processing, spread sheets etc.
- Core Competencies; Demonstrating/safeguarding ethics and integrity, Demonstrate corporate knowledge and sound judgment ,Self-development, initiative-taking, Acting as a team player and facilitating team work ,Informed and transparent decision
- Secondary Education, preferably with specialized certification in International development,
- Accounting and Finance. University Degree in International Development, Business or Public
- Administration, Economics, Political or Social Sciences would be desirable, but it is not a requirement.
- 5 years of progressively responsible administrative or programme experience is required at the national level. Experience in the usage of computers and office software packages
- (MS Word, Excel, etc) and advance knowledge of spreadsheet and database packages, experience in handling of web based management systems.

3. Operations Assistant x 2 (National SC 6)

Roles and responsibilities
Ensures implementation of operational strategies and effective and efficient functioning of theprogramme through:

- effective administrative and logistical support to the programme including arrangement of appointments and meetings, maintaining minutes of meetings, support to procurement and payment processes including preparation of necessary documentation
- Making timely payments in accordance with UN/UNDP rules, regulations
- Arrangements of travel and hotel reservations, preparation of travel authorizations, processing requests for visas, identity cards and other documents for consultants and missions
- Administrative support to conferences, workshops, meetings, retreats.
- Maintenance of the filing system ensuring safekeeping of confidential materials.
- Conducting financial transactions in ATLAS, such as creation of requisitions and receipts and maintaining financial records.

Qualifications and Experience
- Advanced Level education preferably with specialized certification in Accounting and Finance. Diploma or University Degree in Management or Social Sciences would be desirable, but it is not a requirement.
- Experience in the usage of computers and office software packages (MS Word, Excel, etc) and knowledge of spreadsheet and database packages, experience in handling of web based management systems.

ANNEX 4: Capacity Assessments of Responsible Parties, including HACTassessments