



# **ANNUAL PROGRESS REPORT YEAR 2014**

**01<sup>st</sup> January 2014 to 31<sup>st</sup> December 2014**

## **Integrated Governance Programme (IGP)**

**Supported by: Government of Australia (DFAT), USAID, Government of Germany, UK Foreign Office, US State Department, European Union, Republic of Korea and various UN/UNDP funds (Democratic Governance Thematic Trust Fund, United Nations Democracy Fund, Bureau for Crisis Prevention and Recovery and UNDP Core contributions)**

Country: MALDIVES

Reporting Agency: UNDP

## **ANNUAL PROGRESS REPORT**

Project Title: Integrated Governance Programme (IGP)

Reporting period: January – December 2014

### **I. PURPOSE AND SUMMARY**

As a response to the contentious and prolonged Presidential Elections in 2013 and the pressing need for greater consolidation of democracy, UNDP Maldives, through the Integrated Governance Programme (IGP) continued to support a number of democratic, human rights and justice sector institutions. The support has shown progress through the three coordinated programme results comprising institutional capacity strengthening, increased access to justice, rule of law and human rights and enhanced social cohesion.

With contested Presidential Elections of September 2013 and two electoral events (local election of January and the parliamentary election of March, 2014) IGP support remained highly crucial and relevant in deepening democracy in the Maldives. Despite problems inherent in a fledgling democracy and unique social and cultural problems of the Maldives, the country is now in a hopeful and positive situation for further consolidation of democratic values and practices.

A mid – term review of IGP was conducted in February 2014 with the support of the UNDP Asia Pacific Regional Center. The review provided with a number of strategic recommendations for reorienting the programme for the remaining period of IGP especially for the justice sector due to the slow progress in implementation. It also confirmed the continued relevance of the IGP in the post-election context and reaffirmed the importance of an instrument such as IGP in accelerating long-term efforts in governance. The review further articulated a vision how linkages and synergy across the different sectors could be strengthened. The key areas of focus for the future were identified as supporting:

- i. Institutional capacity of elections commission and newly elected parliament
- ii. Local governance for improved service delivery and accountability
- iii. Judicial training, legal aid and improved access to justice
- iv. Developing capacity of CSOs, media, youth and women for greater accountability and meaningful democratic participation.

Notable progress at the outcome level were reflected in the areas of legal reform, institutional development of key governance institutions and independent commissions, gender mainstreaming and progress towards creation of a culture of dialogue among civil society, media and island communities. These were achieved through strategic support to institutions such the Attorney General's Office, the newly created Ministry of Law and Gender and through networking and dialogue on national issues.

Being a key partner in the justice sector reform efforts of successive governments, UNDP provided technical support to establish the Legal Sector Resource Center (LSRC) to support the rollout and implementation of the new Penal Code passed in April 2014. This has been one of the significant results achieved by UNDP in its legal reform work. The Penal Code rollout is perhaps the most immediate priority to law reform and a successful rollout will help to build public confidence in the justice sector.

In addition to this, for the first time UNDP was able to carry out the Legal and Justice Sector Baseline Study. This is a key piece of work which will provide strategic direction for future UNDP programming as well as for relevant stakeholders in ensuring the justice sector interventions are targeted and focused. Furthermore, the government's legislative agenda for the next 5 years including the Strategic Action Plan for the Attorney General's Office was supported by UNDP which would be the basis for broader legal reform agenda of the Government.

As a key component of the IGP's core strategy is to promote stakeholder and community level discussions and consensus building on national issues, a Social Cohesion and Development Analysis was conducted which would help in identifying the way forward for the community dialogues currently carried out under IGP. Also youth dialogues were initiated in Male' and Addy City to increase participation of vulnerable youth in developmental discussions. These were themed around youth unemployment and corruption which is highly prevalent and poses risks for these groups.

This report captures the progress from January–December 2014 with support from multiple donors as well as the challenges faced by the programme in the implementation of planned activities.

The programme contributes to the following UNDAF Outcomes and UNDP Country Programme Outputs:

**United Nations Development Assistance Framework (UNDAF) outcomes:**

Outcome 10: Increased transparency and accountability of public institutions with emphasis on decentralized bodies;

Outcome 11: Equitable access to justice and strengthened rule of law;

Outcome 12: Culture of respect for Human Rights advocated, fulfilled, protected and fostered at all levels; and

Outcome 13: Civil Society is active and thriving;

Outcome 14: Institutional capacity strengthened and framework in place to coordinate and plan national development at local and national levels.

**Country Programme Document (CPD) Outputs:**

Institutional capacities strengthened to ensure transparency and accountability of public institutions with emphasis on decentralised bodies;

Equitable access to justice and rule of law improved through strengthened legislative frameworks and institutional capacities;

Enabling environment created and strengthened for civil society to thrive and to engage in public dialogue; and

Culture of respect for human rights including women's rights advocated, fulfilled, protected and fostered at all levels.

The IGP will seek to achieve the following inter-linked three programme results:

1. National and local level institutional capacities strengthened to ensure transparency and accountability and for supporting democratic consolidation and processes
2. Equitable access to justice increased and rule of law strengthened through support to the justice sector, including judiciary and promotion of human rights
3. Enabling environment created and strengthened for enhanced social cohesion through inclusive and participatory decision making and development

## II. RESOURCES FOR THE PROGRAMME

The total expenditure for the year was USD 1,171,260 against the annual budget of USD 1,614,641. The funds have mainly been utilised for providing technical support to the Attorney General's Office, capacity building of the Police and Prosecutions, longer term capacity development support to the civil society organizations and enhancing social cohesion through dialogue. The challenges and delays faced in meeting implementation and expenditure targets are explained in the subsequent sections. The contributing partners are Government of Australia, UK Foreign Office, USAID, US State Department, European Union and various UN/UNDP funds (Democratic Governance Thematic Trust Fund, Bureau for Crisis Prevention and Recovery and UNDP Core contribution, and UNDP-Korea funds).

## III. RESULTS

**Result Area 1: National and local level institutional capacities strengthened to ensure transparency and accountability and for supporting democratic consolidation and processes**

The interventions carried out under this Result Area contributed towards enhanced institutional capacities to better execute their mandates as strong oversight bodies.

With the appointment of the new Speaker for the 18th Majlis the discussion to support the People's Majlis was continued. The technical support provided through a Parliamentary advisor paved way for additional support on strengthening the organisational structure of the Majlis and the Secretariat.

Furthermore, the institutional capacity for improved responsiveness to public demand at local levels was enhanced through capacity development initiatives led by the Local Government Authority (LGA). The newly elected Atoll Councillors were trained on monitoring and

evaluation of the Island Development Plans.

The details of activities conducted under this Result Area are given below.

## **Output 1.1 Improved institutional and human resources capacity of the Election Commission in election management**

### **Activity 1.1.1**

#### *Activity 1.1.1.1*

*Training for EC Staff focusing on core EC functions, political party management, statistical analyses and election IT*

### **Activity 1.1.2**

#### *Activity 1.1.2.1*

*Development of Polling Official training curriculum and training for Polling Officials and EC training staff on election management and administration*

### **Activity 1.1.4**

#### *Activity 1.1.2.4*

*Conduct voter education, outreach and awareness raising activities*

Despite the volatile 2013 Presidential election, the Election Commission (EC) showcased commendable administrative strength and capacity to roll out the Election process during the 2014 Local Council and Parliamentary elections. At the request of the EC, UNDP provided technical and capacity building support to roll out the EC's voter education programme and polling official's trainings.

The official voter education campaign 'Faahaga', initially developed by UNDP was further strengthened through feedback from the 2013 Presidential Election. Additional messages were also developed for key target groups such women and youth. EC in collaboration with UNDP and a local NGO also rolled out voter education workshops in 18 Atolls with over 366 participants (145 females and 233 Males). UNDP also contributed towards strengthening the conduct of polling officials by organising refresher ToTs for the Elections. The workshops were attended by 42 participants (18 Female and 24 Males).

Exposure to international best practises and models are also crucial to strengthening the institutions' understanding of its role and responsibilities. In this regard, UNDP facilitated the EC to participate in a workshop in Jordan titled "Reinforcing credibility and acceptance of electoral processes: the role of electoral stakeholders and electoral administrations" The discussions of the Workshop focused on the specific roles and impact on the credibility of electoral processes of political parties and candidates, media, electoral justice, civil society. The workshop created a platform for EC and key electoral stakeholders around the world to share information, date, experience and examples to strengthen the credibility of electoral processes.

**Output 1.2 Capacities of Parliament Members strengthened to perform the legislative, oversight and representational functions and capacities of the Parliament Secretariat strengthened to accelerate key functions of the Majlis.**

**Activity 1.2.1**

*Activity 1.2.5.1*

*Conduct an assessment of Majlis functions and develop induction packages for Majlis Secretariat and MPs and conduct TOT for Majlis Secretariat staff*

**Activity 1.2.4**

*Activity 1.2.4.1*

*Based on Majlis Strategic Action Plan, review and provide recommendations on existing organization structure and job descriptions of Majlis Secretariat*

Strengthening the legislature is a crucial component in deepening democracy in the country. Capacity strengthening must occur in two streams (i.e. with Members of Parliament and Parliament Secretariat) in order for the parliament to be effective and efficient. In this regard UNDP supported the People's Majlis this year to streamline the Secretariat's structure by updating the Secretariat's Strategic Action Plan. One of the recommendations which came from this assessment was the need to develop a Strategic Action Plan for the entire Parliament. Upon the request from the Speaker UNDP is presently exploring possibilities to provide technical assistance to the Majlis to support this and other priority areas. Furthermore, the current capacity of the Secretariat to support the parliamentary committees was also assessed and documented through working sessions.

The concept of a multi-party parliament is still relatively new to the country and with the second parliamentary elections that was scheduled for March 2014 and with the experiences of the 17th Parliament; the need to build the capacity of MPs was very evident. UNDP in close collaboration with the People's Majlis Secretariat developed and organized the first ever orientation workshop for the 18th Parliament. The objective was to increase knowledge and understanding of the roles of MPs, parliamentary procedures and democratic principles. The participation was limited to first time MPs elect and MPs highlighted the need for an online resource and training platforms in addition to the training workshop. In 2015 UNDP will be working with the Majlis to develop its Strategic Plan which will outline a specific training unit and recommendations for strengthening its Library.

**Output 1.3 Systems, procedures and capacities built and strengthened for improved responsiveness to public demand at local levels.**

**Activity 1.3.3**

*Activity 1.3.3.1*

*Conduct consultation forums to finalize fiscal formula and develop manual for block grants allocation*

**Activity 1.3.5**

*Activity 1.3.5.1*

*Orientation curriculum training for newly elected councilors of focused geographical areas*

### **Activity 1.3.8**

#### *Activity 1.3.8.1*

#### *Production of awareness materials and regular TV / Radio programmes on local governance*

UNDP has been collaborating with the Local Government Authority (LGA) to streamline and harmonize procedures and processes for improved service delivery at the local level. Technical assistance was provided to develop and streamline all relevant SOPs under the Decentralization Act and to build the human resource capacity of LGA to develop them. The feasibility of the SOPs will be assessed in selected atolls by mid-2015 and amendments will be made accordingly. Additionally, UNDP worked with LGA to develop and streamline SOPs relevant to the Women's Development Committee's (WDCs)

Strengthening the capacity of local councilors is also crucial for improved response to public demands. In this regard UNDP supported the LGA to build capacity of Atoll councilors from across 19 Atolls (38 participants) in the area of Monitoring and Evaluation. The objective of this training was to effectively evaluate the work of the island councils and the services delivered by them to their island communities.

One of the biggest successes for the local governance system this year was the endorsement of the fiscal formula by the Ministry of Finance and Treasury for the 2015 local council budget (initially developed with the support from UNDP in 2012). This will ensure that the councils have the adequate finances to deliver services mandated to them under the Decentralization Act. Raising awareness is an integral part of strengthening and sustaining the local governance system. A concept was developed to capture local best practices and local council's initiatives such as effective waste management. It was agreed with LGA and a local media station to develop short documentaries to showcase these councils and to broadcast them early next year.

### **Output 1.4: A professional public administration in place which is able to manage change and contribute to democratic consolidation**

#### **Activity 1.4.1**

##### *Activity 1.4.1.1*

##### *Conduct capacity building training for CSTI staff on curriculum development and planning for audit training*

#### **Activity 1.4.2**

##### *Activity 1.4.2.1*

##### *Conduct management audit training workshop for potential auditors to develop a pool of management auditors*

A professional public administration is crucial to ensuring transparency and accountability. In this regard UNDP has been providing technical support to the Civil Service Commission (CSC) to develop and implement a Management Audit Framework for enhanced service delivery. Additionally, a pool of management auditors will be created to strengthen local level capacity to conduct the audits.

One of the key mandates of the Civil Service Training Institute (under CSC) is to train Civil Servants. UNDP supported in building technical knowledge of 5 local staff on module development through a south - south initiative. By the end of 2014 the relevant staff had developed two key modules under the training curriculum

**Result Area 2: Equitable access to justice increased and rule of law strengthened through support to the justice sector reform and promotion of human rights**

With the new Government coming in there were good prospects of having ‘key champions’ in the justice sector which was one of the most challenging areas with slow progress and implementation of IGP in the past two years. In this regard UNDP was approached as the strategic partner for longer term legal reform and enhancing access to justice with a sense of urgency especially by the Attorney General’s Office (AGO). As part of the new government’s 100 day plans, UNDP supported the AGO to design its strategic action plan as well as the government’s legislative agenda for the next five years.

Justice sector institutions also came forward with the idea of conducting a baseline study of the sector to address the current challenges and bottlenecks that prevents greater access to justice for citizens. This is a key piece of evidence for both UNDP and the relevant stakeholders which will assist in designing future programmatic interventions and understand the bottlenecks in access to justice for people.

As part of the long term capacity building initiatives for the judiciary, under a South-South exchange arrangements were made with the International Centre for Law and Legal Studies (I-CeLLS) under the Malaysian Attorney General’s Chamber and the Supreme Court of Maldives to develop a judicial training curriculum. Under this project, work commenced with the training needs assessment of the judiciary which was fully participated and representative. The curriculum is expected to be completed in early 2015.

The much awaited passing of the Penal Code also was a window of opportunity for UNDP to engage more effectively in the work towards access to justice and legal reform. UNDP supported to establish the Legal Sector Resource Center at the AGO which will be implementing the role out of the new penal code through training relevant stakeholders, public outreach and developing resources for the institutions.

All these new developments has created a much more conducive environment for legal reform by bringing number of justice sector institutions together. The details of activities under Result Area two is given below.

**Output 2.1: National Dialogue and Coordination on justice sector reform strengthened and priority actions identified**

**Activity 2.1.1**



*2.1.1.1 Support in convening justice sector institutions for a dialogue on challenges to the application of new penal code and develop way forward*

*2.1.1.4 Support in convening justice sector institutions for discussion forums on relevant topics of the Justice Sector*

The passage of the new Penal Code provided a good opportunity to initiate the coordination dialogues for the justice sector. In this regard a high level round table discussion was convened by the Attorney General with the participation of the Supreme Court Justices, Prosecutor General's Office, Home Minister, Police Commissioner and the Human Rights Commission along with other relevant stakeholders. This provided the platform for stakeholders to arrive at a common understanding on the importance of the new Code as well as the changes it will bring to the criminal justice sector. This was also an opportunity to agree on the need to work jointly to ensure smooth implementation and transition in to this new system.

The Penal Code represents a significant step in codifying local criminal law in an Islamic legal culture. Implementation presents significant challenges to all the justice sector institutions and to the public. For efficient implementation and roll out it requires the judiciary, the Attorney General, the Prosecutor General, the Police and the Correctional Services to work together to assess their needs and to take steps to prepare for the commencement of the new Code.

As an outcome of this the forum, the Supreme Court formed the Multi Stakeholder Judicial Sector Law Reform Committee, consisting of the Justices of the Supreme Court, Attorney General's Office, the Home Minister, the Prosecutor General, the Commissioner of Police and the Finance Minister. The aim of this committee is to make a coordinated effort in law review and reform. UNDP will also be part of the discussions on broader reform areas once the Committee starts its work and will be providing support to the Committee in ensuring greater coordination among the justice sector.

In addition to the high level round table, to improve public interest in the area and identify challenges within the Penal Code, UNDP provided support to convene a research forum. It was organised for law students from the Maldives National University in partnership with the Attorney General's Office and the Prosecutor General's Office. Based on the evaluation conducted after the forum, all participants informed that the forum helped to improve their understanding of the new Penal Code. The research forum also supported national institutions to identify areas in the penal code that requires further amendments including conflict of laws with other existing criminal legislations which needs to be presented to the Majlis before the Code comes into existence.

A criminal justice symposium was conducted with the objective of drawing up the road map for criminal justice reform spearheaded by the Attorney General's Office. The three day symposium gathered all the main stakeholders of the criminal justice system. This provided a platform to discuss challenges and identify way forward for better coordination mechanisms

in order to ensure bottlenecks in access to justice are resolved through dialogue among stakeholders. This is the beginning of a series of coordination efforts which will be taken up in 2015 as well. The recommendations from the symposium will feed into the current Criminal Procedure Code in draft stages.

## **Output 2.2 Disadvantaged groups are better able to demand justice remedies through professionalization of legal profession, strengthened legal aid and increased Alternative Dispute Resolution options**

### **Activity 2.2.1**

#### *2.2.1.1 Develop a Legal framework for Legal Aid based on assessment and options paper on Legal Aid*

To identify the international good practices on establishing a legal aid framework, the Attorney General's Office was provided with the opportunity to attend the International Conference on Access to Legal Aid in Criminal Justice Systems in South Africa. The focus of the Conference was on developing effective strategies to meet the criminal legal aid needs of the poor, with an emphasis on practical and achievable solutions. The Conference provided the space for the Attorney General's Office to identify practices from abroad and network with practitioners in order to develop a legal framework for legal aid in Maldives that is financially and practically feasible.

As part of the long term advisory support provided to the AGO a Green Paper has been developed on Legal Aid. This will be taken for public consultations in 2015 before drafting the legislation. This is to ensure that the system is established after participatory and inclusive consultations across the Country with a specific focus on excluded and marginalized groups.

## **Output 2.3: Enhanced capacity of the judiciary and Judicial Service Commission (JSC) to fulfil their roles and responsibilities**

### **Activity 2.3.1**

#### *Activity 2.3.1 support strengthening of Judicial Training Centre including technical support to the judiciary, development of minimum competency levels of the judiciary and developing a curriculum for continuous education for judiciary*

Under the existing South-South cooperation modality facilitated by UNDP Malaysia, technical assistance for the development of the Judicial Training Centre was made available. The International Centre for Law and Legal Studies (I-CeLLS) under the Attorney General's Chambers of Malaysia was contracted to carry out this initiative. In this year, the training needs assessment for the Maldivian judiciary was completed and validated by the Supreme Court. Based on this the draft skeletal judicial training curriculum was designed and reviewed by relevant stakeholders. In addition to this the governance structure for the Judicial Training Center was developed. The curriculum is expected to be completed in the second quarter of 2015.

## **Output 2.4: Attorney General's Office, Prosecutor General's Office and Police strengthened to implement justice sector reform and law enforcement**

### **Activity 2.4.1**

#### *2.4.1.1 Conduct a baseline study into the Maldivian Justice sector*

After continuously supporting the justice sector under IGP as well as prior to that, UNDP conducted a Legal and Justice Sector Baseline study in 2014. The intended output of the baseline study is to contribute to the identification of indicators to measure progress in the justice sector. It will provide a clear picture of the state of the justice sector including how the major justice sector agencies are performing in terms of effectiveness and efficiency in justice delivery, constraints and bottlenecks to undertake necessary legal reforms, how people resolve legal disputes and the challenges they face in doing so across both formal and informal justice systems. The main finding of the study showed that there still remained low levels of awareness among public on the new constitution and rights guaranteed under it. It also highlighted that there was low levels of public confidence in the justice sector institutions and public are reluctant to use formal mechanisms for redress. The findings of this study will be used by UNDP and the government of Maldives to develop evidence based programming in order to address the issues that were highlighted in the study. The study will also feed into the United Nations Development Assistance Framework which is in the process of formulation for the next cycle from 2016 -2020.

### **Activity 2.4.2**

#### *2.4.2.1 Provide advisory support to the AGO in legislative drafting, strategic planning and capacity development through the deployment of a senior expert*

Under the new government, UNDP was requested to provide urgent support to develop the Strategic Action Plan (SAP) and the government's legislative agenda for the next five years by the Attorney General's Office. UNDP responded to this with contributions from BCPR and deployed immediate support to the AGO through which the SAP was developed. This was followed by longer term advisory support by a Senior Legal Advisor. The Advisor was mandated with implementing the Action Plan, Training Needs Assessment of AGO as well as supporting legislative drafting and the rolling out of the Penal Code and developing justice sector policy documents to be used for strategic legal reform in the country. As part of this a series of Green Papers for consultation were prepared. These focused on broader legal and justice sector reform including in areas of establishing a legal aid framework, civil justice reform and reform of the Judicial Service Commission among others.

### **Activity 2.4.3**

#### *2.4.3.1 Provide required training materials for the implementation of the penal code*

A Legal Sector Resource Center was established at the AGO to lead the Penal Code roll out work with technical support from UNDP. This is a shared resource center for all the justice sector institutions through which all relevant training materials and resources have been developed for Penal Code implementation. An international legal expert and a local legal expert were deployed to the Center. Their main task included preparing the key stakeholders

for the roll out of the Code, raising public awareness and outreach as well as providing advisory services to the Attorney General.

Print Copies of the new Penal Code was developed and shared with national partners and the participants of the trainings. In addition to this the Code was also translated to English in order to develop training materials in line with international good practices. Penal Code roll out work was one of the key priorities of IGP in 2014 and the support will continue in 2015 to ensure there's a smooth transition into the new system. UNDP was able to provide immediate support on this critical matter and a lasting partnership was developed with the AGO in this aspect. This Center will take on all legal reform issues by the AGO even after the Penal Code roll out work is completed and UNDP will continue to provide technical support.

#### **Activity 2.4.4**

##### *2.4.4.1 Capacity development of PGO's and Police Victim Support Unit through Training and establishment of SOPs in areas such as prosecuting SGBV offences.*

UNDP supported a capacity building program for the officers of Maldives Police Service and Prosecutors from the Prosecutor General's Office. The main goals of the training were to increase the trainers' knowledge, skills, abilities and understanding of issues of victims of domestic violence, sexual violence and violence against children, their rights and needs and the resources available. Additionally the training also included segments on how to practically deal with victims and how to ensure respectful and supportive responses that catered to the needs of the victims. A total of 20 participants (7 Females, 13 Males) benefited from the training. In line with the overall outcome of ensuring equitable access to justice and strengthening rule of law across the nation, the trainees were selected from Male' and police divisions across the country to create a pool of trained and skilled victim support focal points in all parts of the country. The training was conducted by experts from the Society for Health Education (SHE), a local NGO that provides counselling and conducts advocacy on gender issues. The topics covered in the training included handling cases of victims of domestic violence, sexual violence and violence against children. The training also provided personal development skills to trainees which included anger management, stress management and active listening skills.

#### **Output 2.5: Improved investigative and analytical capacities of human rights actors including HRCM and CSOs to monitor and advocate human rights and promote legal awareness justice sector reform and law enforcement**

##### **Activity 2.5.1**

##### *2.5.1.1 Support the development of HRCM and Human Rights Actors Capacity in Advocacy by developing an advocacy strategy and training on advocacy*

In order to develop the capacity of HRCM and other human rights actors on advocacy and improving coordination among the regional CBOs and NGOs and NGO Conference was held. Participants from 22 NGOs across Maldives attended this three day conference. The

conference provided a platform for NGOs to discuss and share experiences but also the challenges they face as civil society actors working in the field of human rights. The objective also included designing a strategy to better promote and protect human rights through the work of these NGOs.

Although the Commission has been engaged in various awareness building activities over the years, the staff of HRCM has limited training and knowledge of advocacy tools and tactics as well as strategizing for advocacy efforts to promote human rights. To address this challenge support was also provided towards development of an advocacy manual for HRCM and capacity development of HRCM to develop advocacy strategies for wider community awareness as well as stakeholder lobbying for specific issues. This manual will be used to address the current challenges the Commission had been facing in carrying out its work. Initial needs assessment was completed in this year and the manual and training will be completed in the first quarter of 2015.

As part of the International Human Rights Day, number of events was held by the Human Rights Commission. For the first time the celebrations were held outside Male'. This also coincided with the opening of the Commission's first Regional Office in Addu City. UNDP supported the Human Rights Fair and the high level dialogue of the Southern Atoll Councilors held as part of these celebrations. The main objective of this fair was to increase the public's awareness on human rights issues and promote a culture of human rights. Local service providers such as the Family and Children Service Center (FCSC) of the Ministry of Law and Gender, the Maldives Police Service, the Addu city council, and local NGOs had stalls set up to disseminate information about the various services that they provide.

The stalls set up by the HRCM focused mainly on children's rights, women's rights, and rights of migrant workers and were designed to provide information and educate through engagement and games.

The high level dialogue on human rights with the atoll councilors of the southern region was mainly focused on the mandate of the Southern Regional Office and how the atoll and island councils could collaborate and cooperate with the Regional Office to allow for effective protection, fulfillment and respect for human rights in this region.

Overall the discussion at the dialogue was productive, as it allowed for consensus on key issues and challenges and led to the generation of concrete recommendations for further actions and follow up on the part of the HRCM for which UNDP will continue its support in 2015.

**Result Area 3: Enabling environment created and strengthened for enhanced social cohesion through inclusive and participatory decision making and development**

This year, the focus for Result Area 3 was mostly on creating spaces for dialogue at the

community level while reinforcing the role of CSOs. Initiatives under this result area – ranging from opening up avenues for community voice and participation to supporting significant yet vulnerable actors to weigh in on national policies – contributed positively towards the result.

To increase women’s voices, UNDP facilitated an interactive platform where 22 women leaders, and aspiring leaders had the opportunity to share their challenges, experiences and network with national and community level women political leaders. The platform provided them the opportunity to share common challenges that they face as women leaders, and learn from those who had overcome them. In addition, a Women’s Vision document that includes key priorities for women at the national, community and personal levels was developed through a nation-wide survey using participatory methodology. The findings from the document is used to facilitate further dialogue among women’s groups and communities for developing grassroots initiatives in order to address some of the key concerns.

The current youth bulge in the Maldives had made youth development a key focus for the new government. UNDP in partnership with the local NGO Democracy House initiated two platforms for youth engagement this year that would complement these initiatives. Efforts towards the formation of an alumni association of the annual Youth Leadership Programme (YLP) was initiated through an YLP Alumni forum held this year. In addition, to facilitate youth to voice-out and contribute to the national development and policy dialogue, a photo voice portal was developed, which would provide the opportunity for a broad base of youth, especially those from the remote communities to share their viewpoints on selected developmental issues.

Lobbying and advocacy efforts by UNDP and Transparency Maldives, which included grassroots awareness raising activities as well as lobbying to parliament members and committee through high level meetings and position papers resulted in the successful ratification of the Right to Information (RTI) Act in January 2014. The RTI Act incorporates international best practices, and is considered among the best RTI legislations in the world.

Additionally, a Media Strategy contributing towards the efforts for enhancing media’s engagement in democratic discourse was initiated in this year. This strategy aims to enhance the capacities of journalists working at the community level by creating synergies between them and the journalists who had been trained by UNDP earlier in 2014.

The details of activities are listed below;

### **Output 3.1: National and local capacities developed for peaceful management of inter-group and other tensions.**

#### **Activity 3.1.3**

*3.1.3.1 Develop community level capacities for conflict resolution, and support creation of inclusive spaces for community dialogue and consensus building for peaceful management of tensions.*

### *3.1.3.3 Facilitate a mechanism through which island and atoll development planning could be linked to national development plans*

This activity supports the development of mechanisms for dialogue for peaceful management of tensions, as well as to contribute towards community and national level planning.

This year, UNDP in partnership with the National Career Guidance Center, Ministry of Youth, conducted two youth dialogues relating to issues that lead up to youth unemployment in Male' and Addu City. The youth dialogues, which utilize Community-based Theatre; an approach introduced to Maldives by UNDP; to enhance sharing and interaction among the youth participants, aimed at identifying the systemic challenges for youth in accessing the job market which also highlighted corruption as a major challenge.

Community dialogue initiatives were strengthened this year through targeted dialogue programs conducted by trained and recruited local dialogue facilitators. A pool of 11 community dialogue facilitators on Conflict Resolution, Conflict Analysis and Dialogue Facilitation worked with selected target communities in developing conflict resolutions and dialogue facilitation capacities at the community level. An in depth situational analysis was conducted prior to the community dialogues to ensure that the dialogues were customized according to the relevant context of the island community. Over 250 individuals of the four communities were consulted with, to develop the situation analysis. The situation analysis fed into developing a sustainable mechanism for conducting dialogue in communities that in turn would facilitate reduction of communal tensions.

Furthermore, taking into account the unique and fragile socio-political context of Maldives UNDP Maldives undertook a "Social Cohesion and Development Analysis" with the help of an international consultant in the last quarter of 2014. The analysis, which relied heavily on the trained dialogue facilitators, is a step towards determining the social context, identifying the local capacities for peace and social cohesion and familiarizing the community with the concept of community dialogue as a tool for enhanced social harmony.

To reach out to a wider audience of the Maldives, on messages relating to democratic values, tolerance and harmony, the Panel for National Harmony (PNH) initiated a weekly radio programme that was aired for 13 weeks. The PNH co-hosted the programmes with youth leaders identified through the school talks conducted earlier in the year. The programmes highlighted issues relating to human rights, Maldivian values and democratic values.

**Output 3.2: Enhanced capacities and mechanisms for civil society, women and youth to participate in public life, promote human rights and contribute to social cohesion.**

#### ***Activity 3.2.2***

*3.2.2.1 Develop training materials, train ToTs and deliver training for CSOs working with Youth and Women for civil society groups*

UNDP collaborated with the Ministry of Law and Gender to strengthen the pool of previously trained Gender Trainers. This way, IGP contributed towards the output of enhancing capacity

of women to engage in public life. The roster was created by the Ministry in 2012 to lead gender related trainings including awareness raising on key legislations in the atolls. The objective was to create long term trainers who would have in-depth knowledge and understanding of the local gender context and the legislative framework on gender. Refresher training for the Gender Trainers held this year focused on the newly passed Sexual Harassment Act, the importance of raising awareness on Prenuptial Agreement and also included a refresher session on the Domestic Violence Act. Additionally a presentation was made on the draft Gender Equality Law which will be presented to the Parliament in early 2015. The workshop was attended by 20 gender trainers in the current roster.

### **Activity 3.2.11**

#### *3.2.11.1 Support youth initiatives such as debating groups, photo voice and youth-led dialogues*

To facilitate youth to voice-out and contribute to the national development and policy dialogue, a photo voice portal by the name of “PicTalk” was launched this year in partnership with a local NGO, Democracy House. The main objective of “PicTalk” is to function as a forum to elicit and curate youth voices to influence policy on issues relevant to youth. Building upon the popularity of smart phone technology and social media among youth across the country, the portal would provide the opportunity for a broad base of youth, especially those from the remote communities to share their viewpoints. “PicTalk” is being promoted by the Youth Leaders developed through the annual Youth Leadership Programme of Democracy House (also supported by IGP, UNDP Maldives) and they provide support to youth in their communities to access and utilize the portal.

### **3.3 Enhanced capacity of the media to contribute to democratic discourse**

#### *3.3.1.2 Media training on 'do no harm' on reporting on conflict sensitive topics and situations*

To further strengthen the work that had been done in 2013 to engage journalists in democratic discourse, a strategy and work plan to inform the direction of the media support was initiated. Given the polarized nature of the Maldivian media, IGP worked with selected young journalists to develop their capacity for reporting on developmental issues. The 2014 targets included the journalists to develop stories on selected developmental issues using the knowledge and skills gained through the trainings conducted in 2013. Monitoring of media outlets indicated a slight rise in issue-based reporting although efforts were sporadic. The Media Strategy is being used to better strategize the activities for 2015 that would contribute towards this output.

### **Gender Mainstreaming in IGP:**

As gender mainstreaming is among one of IGP’s key objectives, a number of interventions were carried out in 2014. With the creation of the Ministry of Law and Gender, UNDP built a strategic partnership with the Ministry to support their efforts. Also IGP worked with the



Family Protection Authority (FPA) and supported their work on domestic violence prevention. Following are the details of the activities carried out:

### **Support to Family Protection Agency**

UNDP supported the FPA to conduct a one day workshop on Domestic Violence and Effective Service Delivery. The target audience for this workshop was Social Workers under Ministry of Law and Gender and the Police Service (40 participants). The objective of this training was to strengthen the capacity of law enforcement officials and improve social service delivery to DV victims. The workshop also provided a platform to discuss current challenges and ways forward in improving service delivery in addition to a short refresher on relevant legislative frameworks and Procedures.

UNDP also supported FPA in their awareness and advocacy efforts by printing relevant awareness materials which included the DV Act, DV Act Commentary, awareness flyers and X-Kite with DV service providers contact details. These will be disseminated across the country and X-kites will be placed in island health centers.

### **Technical support provided to the Ministry of Law and Gender (MoLG)**

UNDP provided technical support to MoLG to advance their efforts towards gender equality and women's empowerment. In this regard, a local consultant was hired to support the ministry in developing the following;

1. A cabinet paper on the removal of reservation in CEDAW
2. A cabinet paper on the implementation of quotas for women in decision making positions
3. A concept note and project document on the provision of marriage counselling by MoLG
4. A TOR for a consultant to carry out a review of the Family Law
5. A pilot model for capacity building of Women's Development Committees of one atoll

UNDP will continue to support these initiatives outlined above in 2015 to ensure concrete results are achieved in the area of gender mainstreaming. In this regard the Cabinet papers will be presented to the Cabinet in the second quarter of 2015 for their endorsement before being sent to the Parliament. UNDP will also support MoLG in their advocacy campaign to get the above initiatives passed in Parliament. Additionally, UNDP will be supporting the MoLG to pilot the capacity building initiative model in one of the atolls in 2015.

## **CHALLENGES**

The evolving situation on the ground, change in leadership in some institutions and complex political environment due to the two elections in the first part of the year posed some challenges to the implementation of the planned activities. The Office of the Prosecutor General was vacant which further contributed to delays in commencing the work. Also the creation of the Ministry of Law and Gender under the Attorney General also led to taking up additional time of the staff of the Attorney General's Office in re-organizing the two Offices and their mandates which had an impact on the progress of the activities. The key challenges were;

- Court cases against the President and members of the Elections Commission at the Supreme Court caused significant stress among the Commissioners and low morale among the secretariat staff
- Difficulties in deploying international experts due to two major electoral events in the first quarter and conducting field level activities during the election period
- Slow progress in the recruitment of international experts caused delays in implementation of the activities. Non-availability of required expertise caused extreme delays especially in the Penal Code roll out work
- Delays were experienced in the judicial training curriculum development work from both the Supreme Court's side as well as on the side of the Consultant for this project in completing the work within the agreed timeline. The partners were not able to allocate sufficient time and personnel
- Challenges in timely reporting by the implementing NGOs and delay in smooth project closure

## **LESSONS LEARNED**

- Need to keep track of progress, and close monitoring of NGOs for smooth closure of projects.
- More regular communication between consultants such as in the case of I-CeLLS to ensure timely completion as per agreed work plans.
- Planning ahead when it comes to recruiting international consultants as they become occupied towards the latter part of the year.
- Need to come to mutual understanding with partners on the serious implications of slow project implementation/ non adherence to commitments and improve understanding of joint responsibility and accountability.
- Need to establish more regular and efficient communication mechanisms between the Donors and UNDP to keep track of progress, anticipate challenges and to ensure better ways to tackle bottlenecks

## **ACTION TAKEN TO ADDRESS CHALLENGES/LESSONS LEARNED**

- A number of meetings, discussions as well as e-mail exchanges were held with the implementing partners as well as funding donors to expedite implementation of project activities and explore the options for reprogramming.
- Where UNDP has been identified as lead agency, new strategies have been developed in order to expedite implementation such as directly implementing capacity building programmes with civil society and on the community dialogue work.
- IGP's monitoring and donor relations efforts will be strengthened, through establishing regular contact with donors (monthly updates and Skype calls).

- Continued engagement with stakeholders to maintain good relationship with the key institutions and leaders, facilitate decision-making and to routinely ensure affirmation of commitment from the relevant institutions at the highest level before planning activities
- Continue to closely liaise with the stakeholders to monitor the situation and assess progress.
- To make best use of international experts on the ground, coordination meetings between them were arranged to increase synergies and complementarities to enhance the integrated nature of the programme.