United Nations Development Programme

United Nations Development Programme
Country: 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 met by 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 also seeks to empower women and youth, and enhance their participation in public life.

Programme Period:	2016 - 2020
Key Result Area (UNDP Strategic Plan): Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance	
Atlas Award ID:	_68355_
Start date:	01 January 2016
End Date	31 December 2020
PAC Meeting Date	03 NOV ~~2015~~
Management Arrangements	

Budget:	USD 6,267,000
Total resources required	USD 6,267,000
Total allocated resources: USD	
• Regular	USD 950,000
Other:	
• Australian Aid	
• EU	
• BCPR	
Unfunded budget:	USD 5,317,000
In-kind Contributions	

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Agreed by the Government of the Maldives (Ministry of Finance and Treasury): 09/11/2015

Agreed by Implementing Partner (UNDP): Shoko Noda
UNDP Representative

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 in 2008. 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 as of mainstreaming environmental sustainability.[1] The development of effective and inclusive governance institutions and processes, consolidation of the rule of law, and evolution of an informed civil 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.

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 levels with 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-

[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,

[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

[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.

[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 local and 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 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 and fundraising 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 to vote 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 the rolling 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 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.

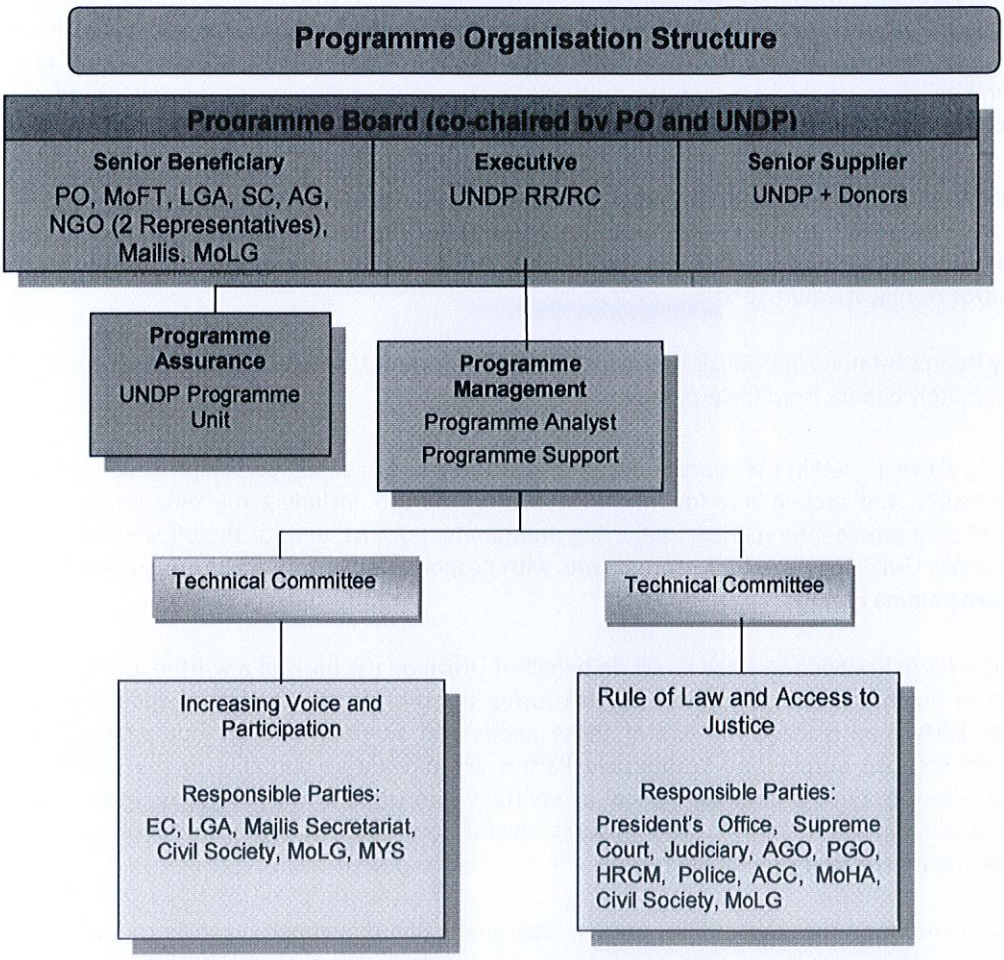
As was identified in the Baseline study case backlogs and delays is a major challenge to ensure equitable access to justice. To strengthen administration of justice there also needs to be better coordination among justice sector agencies. Also strengthened capacities for data collection and case management 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 forms of 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.



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

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 of baseline information. The data will be collected throughout monitoring activities and will be used for review 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 completion of 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 minimum requirement, 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 extent to 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 level surveys, 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 expansion of democratic space. To increase awareness of and create opportunities to contribute to the policy and law-making process by	

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	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 (Atlas Activity ID)	*Strengthening capacity of electoral oversight bodies for effective implementation of their*	Start Date: Jan 2016 End Date: Dec 2020

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	mandate (MPS/HC)	
Purpose	To ensure timeliness and transparency in addressing issues by oversight bodies.	
Description	Provide training for justice sector agencies to effectively address election related 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 with oversight 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 Activity ID)	*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
Purpose	To increase awareness of the Maldives' democratic framework and increasing capacities of its citizens to engage in the policy making process.	

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Description	Establishing dialogue platforms/mechanism through collaboration with Political 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 coordination process within governance institutions*	Start Date: Jan 2016 End Date: Dec 2020
Purpose	To ensure mandates are executed without duplications through which service delivery is enhanced	
Description	Establishing working groups for sectoral coordination improvement to work 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 increase participation 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 % of women who participate as candidates in local and national elections	**Quality Method** Electoral results at national and local levels	**Date of Assessment** Election time
Activity Result 1.3.2 (Atlas Activity ID)	*Develop and implement advocacy strategies and facilitate 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. 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.	

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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	
Description	Legal Aid mechanism to be established through support for public	

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	consultations and advocacy on establishing a legal framework for legal aid. 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 awareness campaign 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 a robust 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 bill and 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 issues of SGBV	

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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 bearer institutions 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 support and 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

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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		
Activity Result 2.4.1	*Provide technical and capacity building*	Start Date: Jan 2016

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(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's Office 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 of protecting 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 practical skills 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**
Availability of updated curriculum at MNU	Review of curricula, teaching methods, and faculty	2017

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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 of Judicial 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 a system	
Description	Support establishment of alternative dispute resolution methods suitable for 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 of any 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 programme.	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		
8	A constantly evolving political environment and legal framework make it difficult to plan and sustain long-term reforms	Political	P =3 I=4	Use relationships developed with non-political actors to reduce impact	Programme inception		
9	Decrease in political will / commitment to advance reforms	Political	P=2 I=2	Proactive engagement with highest political echelon to push for reforms. Strengthen engagement with civil society and media.	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 signed with 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 the programme 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 HACT assessments

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