



**BUILDING AN EFFICIENT, SERVICE-ORIENTED, AND TRANSPARENT ADMINISTRATION
(BEST)**

Annual Work Plans 2008-2010

Country: Maldives

UNDAF Outcome(s): By 2010, people enjoy greater rights and have increased capacity to fulfill their responsibilities, and to actively participate in national and local levels of governance

Expected CP Outcome(s): Increased transparency and accountability of public institutions

Implementing partner: Civil Service Commission

Other Partners: Public Service Division

Narrative

The main objective of the project is to assist in building an efficient, service oriented and transparent administration in support of democratic developments in the Maldives. To this end, the project will support the emergence of a merit-based civil service that is representative of the Maldivian society and capable to operate, in a professional, responsive and accountable manner, within the new democratic environment. It will also support initial capacity building for the Public Service Division with regard to its mandate in support of the public administration reform.

Programme Period:	<u>2008- 2010</u>	Estimated budget:	\$ 420,000
Programme Component:	Good Governance	Allocated resources:	
Intervention Title:	Building an efficient, Service Oriented and Transparent Administration	• Government	
Budget Code:		• Regular	\$ 276,500
Duration:	1 January 2008 to 31 December 2010	• Other:	
		○ Donor	
		○ Donor	
		○ Donor	
		Unfunded budget:	\$ 143,500

Agreed by Lead Agency:
(Civil Service Commission)

Mohamed Latheef 15/5/2008
Dr. Mohamed Latheef; President, Civil Service Commission

Agreed by other Responsible Party:
(Public Service Division)

Isaam Mohamed
Dr Isaam Mohamed, Deputy Minister, Presidents Office

Agreed by Govt Coordinating Agency:
(Department of External Resources)

Hussain Niyaz
Dr. Hussain Niyaz, Executive Director, DER

Agreed by (UNDP):

Patrice Coeur-Bizot 24/7/2008
Mr. Patrice Coeur-Bizot; UNDP Resident Representative

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Situational Analysis

In 2004, the President of Maldives announced a series of initiatives aimed at strengthening democracy in the country. Later in 2006, the President presented a “Roadmap for the Reform Agenda” to serve as a blueprint for the reform plans. A key component of the reform is the strengthening of the civil service including ensuring its independence and raising the awareness of the civil servants.

The notion of a “civil service” has been absent in the Maldives. All government employees were appointed and dismissed by the President of the Republic. The consolidation of a democratic society requires the presence of an effective and accountable public administration, staffed by a non-partisan and professional civil service. It is also essential for maintaining peace and stability, for the further social and economic development of the Maldives and the achievement of the MDGs. Hence, in line with the Roadmap for Democracy, Human Rights and the 7th National Development Plan, a new Civil Service Act has been approved by the People’s Majlis and an independent Civil Service Commission (CSC) has been created. The Public Service Division (PSD), attached to the Presidency, will remain responsible for political appointees and will also be a player involved in the modernisation of the public sector. Hence, both institutions are to play a key role in shaping the future performance of the public administration and its relationships with citizens and other stakeholders in a democratic society. Improvements to the functioning of the public administration are also part of the preventive measures contained in the United Nations Convention Against Corruption (UNCAC) which came into force in the Maldives on 21 April 2007.

Objective

This project will contribute to achieving the overall country program outcome of ensuring increased transparency and accountability of public institutions. To this end, the main objective of this project is to assist in building an efficient, service oriented and transparent administration in support of democratic developments in the Maldives.

This project contributes to the achievement of the Country’s Agenda for Democracy, Human Rights and Reform. It also supports the achievements of the relevant goals specified in 7th National Development Plan (NDP). The United Nations contribution to these national priorities has been reflected in the jointly prepared United Nations Development Assistance Framework (UNDAF) 2008-2010 and UNDP’s Country Programme Document (CPD) and Country Programme Action Plan (CPAP) 2008-2010, to which the objectives and activities of this project directly link.

Strategy

The project will meet the stated objective by building capacity within the Civil Service Commission and the Public Service Division. These capacity building support efforts will entail the development of systems and processes needed for the implementation of the new Civil Service Act; change management processes to gradually change the attitudes and behavior of civil servants; awareness raising initiatives to improve understanding among civil servants and non-state actors on the role of the public administration and the civil service in a democratic environment and by supporting the development of a roadmap for the modernization of the public administration, to ensure its contribution towards more open, responsive and cost-effective government.

Adopting a human-rights based approach¹ to improve the performance of the public administration, the project will support claim holders (citizens, the private sector, politicians and civil servants) to better understand the rules of engagement under which a service-oriented civil service operates within a democratic environment, and to support the concerned institutions, as the main duty bearers responsible for steering the development of a professional and merit-based civil service within a lean and responsive government

¹ The 7th NDP distinguishes itself from its six predecessor on grounds of applying a Human Rights Based Approach (Chapter 32, page 185).

administration. Key elements of a human rights-based approach to development (fairness and equity, non-discrimination and equality, participation and empowerment, transparency and accountability) can only be achieved with the aid, *inter alia*, of an effective and honest public administration operating itself under the rule of law hence, the emphasis on ethical values and professional standards that need to be mainstreamed in the day-to-day working methods of the public administration.

The project will support the delivery of three main outputs for which detailed activities are outlined in *Annex 2*. The three main outputs are the following:

- I. Systems and processes are in place to support implementation of the new Civil Service Act
- II. Civil servants, politicians and the general public understand the new role of the civil service in a democratic society.
- III. A strategy and institutional arrangements are in place for the modernization of the public administration

UNDP will also assist in raising additional resources to support future developments in support of the reform of the civil service and broader public administration and will collaborate with other international and national partners to this end. The project will place great priority on national capacity development (institution and human), knowledge sharing encouraged through the establishment of strategic partnerships. Using its extensive network of country offices and Regional Centres, and making extensive use whenever possible of its South-South cooperation modality, UNDP will support the concerned agencies in accessing international learning experiences and knowledge sharing through different means such as networking within regional and global venues and twinning arrangements with countries that face similar challenges. This project will utilize UNDP capacity assessment tools² and envisions support from the UNDP Regional Centre in Bangkok and Bureau of Development Policy for the planned Capacity Assessments. The involvement of the local Faculty of Management and Computing in the undertaking of the Capacity Assessments and the Public Service Training Institute in awareness raising initiatives will allow for the enhancement of national capacity for conducting assessments and awareness raising.

² UNDP Capacity Assessment Practice Note, September 2007

ANNUAL WORK PLAN - Year 2008

EXPECTED OUTPUTS and indicators	PLANNED ACTIVITIES <i>List all activities including M&E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME		RESPONSIBLE PARTY	PLANNED BUDGET	
		Year One 2008	Year Two 2008		Source of Funds	Budget Description
<p>Output 1 - Systems and processes are in place to support implementation of the new Civil Service Act.</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> ▪ Diagnostic study of current situation and outline of the change process needed completed ▪ Capacity Assessment completed ▪ Number of nationals trained in conducting capacity assessments ▪ Identification of critical regulations to be drafted in 2008; Number of regulations drafted ▪ Study on pay and compensation completed and reform proposals available ▪ Draft operational manual to regulate civil service based on new HRM regulations and procedures available ▪ Number of exchanges/nature of trainings conducted for staff 	<ul style="list-style-type: none"> - Support mission to help kick-start the CSC, define initial operating procedures and make recommendations for organizational structuring and staffing - Diagnostic study and policy document on civil service reform to accompany the civil service reform process and to be used for advocacy and awareness raising - Conduct a capacity assessment of the CSC and develop organizational plan. 	X		Civil Service Commission (CSC)	TA (former civil service commissioner)	USD 20,000 (to be mobilised)
<p>Output 2 - Civil servants, politicians and the general public have a better understanding of the role of the civil service in a democratic society.</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> ▪ CSC Public relations and communication plan available ▪ Number of participatory/sensitization workshops on civil service act/ code of conduct held and number & nature of participants involved ▪ A code of conduct is available 	<ul style="list-style-type: none"> - Assist the task force in the CSC with the preparation of draft regulations on civil service personnel management - Study on pay and compensation and proposals for reform - Networking/study tours and south-south exchange on civil service reform - Draft a Public relations and communication plan for the CSC - Organise participatory workshops to discuss the civil service act/draft code of conduct in the Atolls - Orientation Sessions for Permanent Secretaries - Orientation Sessions for HR focal points 	X	X	Civil Service Commission (CSC), UNDP	Technical assistance:- HRM policy doc	USD 15,000
<p>Output 3 - A strategy and institutional arrangements are in place for the modernization of the public administration</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> -Diagnostic study on PAR started; Number of people who participated in the diagnostic study 	<ul style="list-style-type: none"> - Conduct a capacity assessment of the CSC and develop organizational plan. 	X		Civil Service Commission (CSC), UNDP, Faculty of Management, Public Service Training Institute	Technical assistance:-	USD 5,000
<p>Project Support Services</p>	<ul style="list-style-type: none"> - Task force to conduct a comprehensive diagnostic of the public administration and analysis of past and current reforms 	X		Civil Service Commission (CSC)	TA to support diagnostic study (2mths)	USD 15,000
TOTAL			X			USD 4000
					USD 141 500*	

*UNDP Contribution -USD 96,500

ANNUAL WORK PLAN - Year 2009

EXPECTED OUTPUTS and indicators	PLANNED ACTIVITIES <i>List all activities including M&E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME		RESPONSIBLE PARTY	PLANNED BUDGET	
		Year Two 2009	Year One 2009		Source of Funds	Budget Description
Output 1 - Systems and processes are in place to support implementation of the new Civil Service Act. INDICATORS: <ul style="list-style-type: none"> ▪ Number of regulations drafted ▪ Operational manual to regulate civil service based on new HRM regulations and procedures available ▪ Study on PMIS Technical design and costing study completed ▪ Number of exchanges/ nature of trainings conducted for civil service staff 	- Assist the task force in the CSC with the preparation of draft regulations on civil service personnel management.	X	X	Civil Service Commission (CSC), UNDP	TA for drafting	USD 15,000
	- Develop HRM operational manual that will be used for training purposes	X		Civil Service Commission (CSC)	TA	USD 7,500
	- Technical study to improve the Personnel management Information System		X	Civil Service Commission (CSC), Faculty of Management and Computing	PIMS improvement ICT specialist (1mth)	USD 20,000 To be mobilized
	- Networking and south-south exchange on civil service reform	X	X	Civil Service Commission (CSC), UNDP		USD 6,000
	- Workshop for senior officials on Conflict of Interest Policies and preparation of draft guidelines based on outcome of workshops	X		Civil Service Commission (CSC)		USD 20,000
Output 2 - Civil servants, politicians and the general public have a better understanding of the role of the civil service in a democratic society. INDICATORS: <ul style="list-style-type: none"> ▪ Number of senior officials participating in conflict of interest workshops ▪ Conflict of interest policies available and widely distributed; Number of sensitization workshops held on CS regulations based on the HR manual ▪ Help desk set up; Number of requests by civil servants for advice from the help-desk 	- Preparation of series of awareness raising materials on conflict of interest based on real life situations		X	Civil Service Commission (CSC)		40,000 US\$ To be mobilized
	- Organise a series of trainings and awareness raising events on the new civil service personnel regulations operations manual	X	X	Civil Service Commission (CSC)		USD 20,000
	- Establish a help desk within the CSC for ongoing advice to civil servants and public managers	X		Civil Service Commission (CSC)	Help Desk Miscellaneous - 5000 & training for help-desk officers (twinning arrangements) 5000	USD 5,000
	- Task force to finalise comprehensive diagnostic of the public administration and analysis of past and current reform	X		Civil Service Commission (CSC)/Public Service Division (PSD)	TA to support diagnostic study (1mth cont'd 08)	USD 5,000
	- Conduct a baseline survey on people's perceptions of the public administration's services and operations		X	Civil Service Commission (CSC)/Public Service Division (PSD)		USD 25,000 (to be mobilized)
Project Support Services	- Project Associate	X	X			USD 11500
TOTAL						USD 175,000

UNDP Contribution - USD 90,000

ANNUAL WORK PLAN - Year 2010

EXPECTED OUTPUTS and indicators	PLANNED ACTIVITIES <i>List all activities including M&E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME			RESPONSIBLE PARTY	PLANNED BUDGET	
		Year 2010	Year Three	Source of Funds		Budget Description	Amount
<p>Output 1 - Systems and processes are in place to support implementation of the new Civil Service Act.</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> ▪ Periodic statistical reports available on the civil service population, disaggregated by sex, age etc. ▪ Number of regulations finalised ▪ Number of exchanges/ nature of trainings conducted for civil service staff 	- Support HR information management system improvement & periodic statistical provision of reports	X	X	X	Civil Service Commission (CSC)		Funds to be mobilized
	- Assist the task force in the CSC with the preparation of draft regulations on civil service personnel management.	X		X	Civil Service Commission (CSC), UNDP	TA for drafting	USD 5,000
	- Networking and south-south exchange on civil service reform	X	X	X	Civil Service Commission (CSC), UNDP		10,000USD
	- Organize a national high-level conference to present the progress made in the civil service reform process and next steps to ensure ongoing renewal of the civil service towards 2015	X			Civil Service Commission (CSC), UNDP	Conference with int'l comparative experience	USD 15 000
<p>Output 2 - Civil servants, politicians and the general public have a better understanding of the role of the civil service in a democratic society.</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> ▪ National conference of the Civil Service reform held; Number and designation of participants in Conference ▪ Number of sensitization workshops organized; Number of HR managers and staff attending workshops 	- Organise a series of trainings and awareness raising events on the new civil service personnel regulations	X	X		Civil Service Commission (CSC)		10 000USD
	- Workshops to present findings of diagnostics and surveys	X					7,000 US\$
<p>Output 3 - A strategy and institutional arrangements are in place for the modernization of the public administration</p> <p>INDICATORS:</p> <ul style="list-style-type: none"> ▪ Existence of a comprehensive report on reform of the public sector containing important proposals for reform ▪ Gender and youth employment considerations have been mainstreamed into the reform proposals ▪ Reform program developed based on inter-agency coordination and central-local governance linkages ▪ Number of exchanges/ nature of trainings conducted 	- Strategy for machinery of government reforms based on outcome of conference and series of participatory workshops with multi-year action plan and analysis of cost and benefits of proposed changes	X	X		Civil Service Commission (CSC)/Public Service Division (PSD)		USD 20, 000
	- High level conference to present the PA modernization plan			X	Civil Service Commission (CSC)/Public Service Division (PSD)		USD 15,000
	- Networking and South-South exchange in particular with SIDS	X	X	X	Civil Service Commission (CSC)/Public Service Division (PSD)		USD 10 000
	- Project Associate	X	X	X			USD 11500
TOTAL							USD 103,500
							UNDP Contribution - USD 90,000

Management Arrangements

This project will be implemented under National Execution (NEX) modality. Results-based management and operational, practical and targeted coordination are the main management arrangements followed under this project.

In line with UNDP prevailing rules and regulations and on the basis of indicators and required capacities, there will be one Lead Agency responsible for the overall accountability, management and administration of the project. The Civil Service Commission will be the Lead Agency for this project and will designate the National Project Director (NPD), and recruit a National Project Manager/Associate and other support personnel as appropriate to support the project.

The Public Service Division will be an Implementing Partner (IP) involved as an equal partner together with the Lead Agency – Civil Service Commission and responsible for project management. Representatives from these two Agencies together with representatives from the Department of External Resources (DER) of the Ministry of Foreign Affairs and from UNDP will comprise the Project Management Team (PMT) and will participate actively in the PMT meetings as members. Other critical partners that contribute to the project outputs such as the Ministry of Planning and National Development, Faculty of Management and Computing and Public Service Training Institute should be invited to participate in the review meetings of the project as appropriate. The PMT will provide policy guidance and monitor the performance (timely implementation of all components) of the project, review progress on a periodic basis in terms of the delivery of project results and benefits, approve progress reports and end of project report, managing risks and ensure that project milestones are managed and completed. It provides guidance on matters concerning overall project management and project finances approves project revisions and addresses project issues as raised by the Project Manager/Associate. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies. In addition, it approves the appointment and responsibilities of the project manager/associate and defines the latter's responsibilities. The PMT will work on a consensus basis. The PMT will set its rules of procedures at its first meeting following the project's signature.

The PMT will allocate responsibility for day-to-day implementation and management of the project to the Project Manager/Associate who is responsible for project implementation according to an agreed work plan and within set budget ceilings. The Project Manager/Associate will essentially be responsible for the successful running of the project, and for the delivery of outputs under this project document. The Project Manager/Associate will also provide coordination, management and oversight over the establishment and activities of the various task forces that will be established to help achieve the outputs in a participatory manner, and coordinate also with other projects that contribute to the same outcome in the country programme. Hence the PM will be responsible for all matters concerning the day-to-day running of the project on behalf of the PMT, to ensure that the project produces the required products, to the required standard of quality and within the specified constraints of time and cost. Hence, the project manager will also be responsible for producing regular progress reports and end of project report. The PM will meet on a regular basis with the responsible UNDP Programme Officer.

The Lead Agency-Civil Service Commission will open a separate bank account for the project. UNDP will advance the funds to the Lead Agency according to UNDP rules, regulations and guidelines. The Lead Agency will disburse the funds to the implementing partners (IPs) according to the project's activities and work plans. The IPs will report back to the Lead Agency. It will be the responsibility of the Lead Agency to prepare a consolidated financial report, in the required format, and provide it to UNDP at regular and necessary intervals. It will also be the responsibility of the Lead Agency to provide the required progress reports to UNDP after receiving inputs from the IPs. In partnership with the IPs, the Lead Agency will also undertake monitoring activities on the project's progress and implementation.

Monitoring and Evaluation

The “Best Administration project” and INTACT project both contribute to the achievement of the UNDP Maldives country program (2008-2010) outcome “*to increase transparency and accountability in key governing institutions*”.

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project 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
- An Issue Log shall be activated in Atlas and updated by the Project Manager/Associate 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, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager/Associate to the Project Management Team through UNDP copied to DER, using the standard report format.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, 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 Project Manager/Associate and shared with the Project Management Team. 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 Project 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 Project Management Team 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.