



INTEGRITY IN ACTION IN THE MALDIVES
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

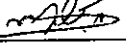
Implementing partner: Anti-Corruption Board

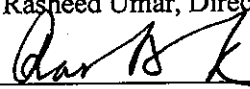
Other Partners: Ministry of Legal Reform, Information and Arts
 Ombudsman Office

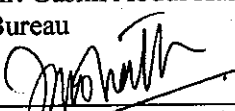
Narrative

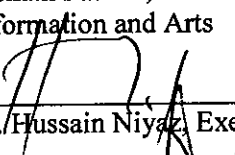
The project will contribute to ensuring increased transparency and accountability of public institutions, by enhancing the capacity of the Anti-Corruption Board (ACB), the Ombudsman and the Ministry of Legal Reform, Information and Arts. The project will help to reduce opportunities for corruption by supporting the measures taken by the government to strengthen integrity, accountability and transparency in the management of public affairs.

<p>Programme Period: <u>2008- 2010</u></p> <p>Programme Component: <u>Good Governance</u></p> <p>Intervention Title: <u>Integrity in Action in the Maldives</u></p> <p>Budget Code: _____</p> <p>Duration: <u>1 January 2008 to 31 December 2010</u></p>	<table style="width: 100%; border-collapse: collapse;"> <tr> <td>Estimated budget:</td> <td align="right">\$ 470,000</td> </tr> <tr> <td>Allocated resources:</td> <td></td> </tr> <tr> <td>• Government</td> <td align="right">_____</td> </tr> <tr> <td>• Regular</td> <td align="right">\$ 274,400</td> </tr> <tr> <td>• Other:</td> <td></td> </tr> <tr> <td> o Donor</td> <td align="right">_____</td> </tr> <tr> <td> o Donor</td> <td align="right">_____</td> </tr> <tr> <td> o Donor</td> <td align="right">_____</td> </tr> <tr> <td>Unfunded budget:</td> <td align="right">\$ 195,600</td> </tr> </table>	Estimated budget:	\$ 470,000	Allocated resources:		• Government	_____	• Regular	\$ 274,400	• Other:		o Donor	_____	o Donor	_____	o Donor	_____	Unfunded budget:	\$ 195,600
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Agreed by Lead Agency: 
 (Anti-Corruption Board) Mr. Ali Rasheed Umar, Director, Anti-Corruption Board

Agreed by other Responsible Party: 
 (Public Complaints Bureau/ Ombudsman Office) Mr. Gasim Abdul Kareem, Deputy Director, Public Complaints Bureau

Agreed by other Responsible Party: 
 (Ministry of Legal Reform, Information and Arts) Aishath Fasooha, Assistant Director, Ministry of Legal Reform, Information and Arts

Agreed by Govt Coordinating Agency: 
 (Department of External Resources) Dr. Hussain Niyaz, Executive Director, DER

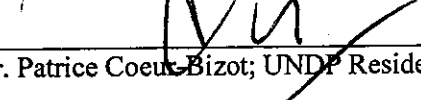
Agreed by (UNDP):  7/7/2008
 Mr. Patrice Coeur Bizot; UNDP Resident Representative

TABLE OF CONTENTS

1. Situation Analysis	3
2. Objective.....	3
3. Strategy	3-4
4. Annual Work Plans	
A. AWP 2008.....	5
B. AWP 2009.....	6-7
C. AWP 2010	8-9
5. Management Arrangements.....	10
6. Monitoring and Evaluation.....	11
Annex:	
A. Potential Risks	12
B. Output and Activity Description	13-17
C. Sequencing of Activities	18-21

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 agenda is the review of the constitution, separation of powers, and modernization of the justice system. Key achievements of the reform process include establishment of the Human Rights Commission of the Maldives, formation of political parties, the revision of the constitution through the People's Special Majlis, the revision of the penal code and drafting of key pieces of legislation to facilitate the implementation of the constitution. An increasingly democratic system is beginning to emerge nonetheless this requires further strengthening.

The Maldives aspires to be one of the top-ranking nations amongst middle-income developing countries by 2020. This process is due to unfold while people continue to enjoy justice, equality, the law, peace and security. The 2020 vision is achievable. However, while economic development remains impressive, inequalities are also on the rise. Corruption and conflicts of interest, exacerbated by ineffective controls, lack of remedial actions and blurring lines between public office and private business, have been identified as one of the main impediments to social equity and pro-poor development. Therefore, to ensure equal opportunities for all Maldivian people, sustainable resource management and the equitable distribution of the benefits of the country's growth, the system of checks and balances needs to be improved, information needs to be more openly available and a more clear demarcation between public and private office is needed.

A democratic accountability system is beginning to take shape as several core integrity institutions have been established and/or are in the process of being strengthened. As part of the integrity drive, the Republic of the Maldives also ratified the United Convention against Corruption (UNCAC), which defines a set of internationally agreed benchmarks for strengthening the national integrity institutions in the party states. These developments will require important societal change and adaptation. Today, a comprehensive strategy to tackle corruption at all levels of government and society is not available. There is also no tradition to involve non-state actors - the private sector, political parties, civil society, religious groups, the media, women, and youth - in the debate on how to ensure an integrated and coordinated movement to enhance integrity in the public sector.

Objective

The project will contribute to the overall country program outcome of ensuring increased transparency and accountability of public institutions, by enhancing the capacity of the Anti-Corruption Board (ACB), the Ombudsman and the Ministry of Legal Reform, Information and Arts.

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 in the following core integrity institutions: the Anti-Corruption Board, the Ombudsman's Office and the Ministry of Legal Reform, Information and Arts. The project will help to reduce opportunities for corruption by supporting the measures taken by the government to strengthen integrity, accountability and transparency in the management of public affairs. Therefore, the project will be implemented in close collaboration with the UNDP BEST Administration project (Building an Effective, Service Oriented and Transparent Administration) that aims to improve the functioning of the public administration and upgrade the ethics and professional standards of its civil servants, as well as with other governance projects in the area of access to justice, human rights and civil society empowerment.

The capacity building support efforts will entail the development of systems and processes needed to bring the national integrity framework incrementally in line with the provisions of the UNCAC, including a revision of the Anti-Corruption law and institutional strengthening of the ACB. They also entail awareness raising initiatives to improve understanding among state and non-state actors on the role of the ACB and the content and purpose of the anti-corruption strategy and legislation.

The project will also support the future Ombudsman Office. But while core institutions are needed, it is equally imperative to transform the traditional culture of information hoarding within government into one that provides easier access to information, as a powerful tool for citizens to scrutinize and monitor government decision-making and bring public officials and politicians to account, beyond election time. UNDP will assist the government in raising additional resources to ensure future support for these developments.

Adopting a human-rights based approach¹ to enhance integrity in society, the project will support efforts to have well-informed claim holders (citizens, the private sector, politicians and civil servants) ensuring that they have better understanding of the venues available to contribute to a democratic, transparent, accountable and informed society. It will also support the main duty bearers responsible for providing the citizenry and their representatives with the checks and balances that are needed for democracy to sustain.

The project will support the delivery of three main outputs for which detailed activities are outlined below. The three main outputs are the following:

- I. The capacity of the Anti-Corruption Board to prevent and combat corruption is enhanced.
- II. A supportive environment is in place for citizens to express their opinion on the quality of government services received
- III. A supportive environment is in place for citizens to exercise their right to access official information

UNDP will also assist in raising additional resources to support future developments in strengthening the integrity framework of the country and will collaborate with other international and national partners to this end. Particularly, UNDP will collaborate with UNODC in the execution of this project. 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.

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

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 2009		Source of Funds	Amount
Output 1 - The capacity of the Anti Corruption Board to prevent and combat corruption is enhanced INDICATORS: -Legal and regulatory framework available that is in line with UNCAC (benchmark: report of the Republic to the annual Conference of State Parties) -Capacity assessment of the Anti-Corruption Board completed and organizational development plan updated -Corruption Prevention and Prohibition Act revised -Draft Operations Manuals available -Number of awareness raising events held -Number of trainings attended by ACB staff and number of staff participating Baselines Corruption Prevention and Prohibition Act exists -Initial people's perception survey done -Limited participation in anti-corruption networks	- UNCAC Legal and Institutional gap analysis	X	X	ACB Ministry of legal reform	TA:UNCAC legal gap analysis	20,000 USD
	- Drafting of revised anti-corruption legislation		X	ACB/Ministry of legal reform	TA for drafting	15,000 USD
	- Conduct a capacity assessment of the Anti-Corruption Board based on new mandate		X	ACB, UNDP	TA to conduct assessment	5,000 USD
	- Propose new organizational arrangements (structure, job descriptions, internal procedures)		X	ACB	TA	10,000 USD
	- Design and implement awareness raising events to ensure support from broader society for the integrity measures		X	ACB, NGO		10,000 USD
	- Prepare operations manual for different functions of the ACB (handling complaints, investigations, etc).		X	ACB	TA	15,000 USD
	- On-the-job training for ACB staff for corruption investigation and prevention*		X	ACB		5,000 USD
	- Networking and south-south exchange		X	ACB		5,000 USD
	- Project Associate		X	X		8600 USD
	TOTAL					

ANNUAL WORK PLAN - Year 2009

EXPECTED OUTPUTS and indicators including annual targets	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	Amount	
Output 1 - The capacity of the Anti Corruption Board to prevent and combat corruption is enhanced Output indicators: - Number of stakeholders involved in workshops on national anti-corruption strategy (reports of workshops) - Number of staff of the ACB trained on corruption investigation (training reports) - Successful launch of first Island of Integrity Award and related publication. - Improved peoples' perceptions on government efforts to curb corruption - Maldives has joined regional networks (e.g. ADB-OECD anti-corruption initiative) Baseline 2007: - No national anti-corruption strategy available - Initial people's perception survey done - The ACB received 696 corruption related complaints since 1991 or an average of less than 50 per year. 30% of the complaints are in Male. About 13 % are sent to the AG for prosecution. - Limited participation in anti-corruption networks Output 2 - A supportive environment is in place for citizens to exercise their right to access to information Output indicators:	- Drafting of revised anti-corruption legislation	X		ACB/Ministry of legal reform		5 000 USD	
	- Organise series of workshops and conferences with variety of stakeholders in preparation of the national anti-corruption strategy	X	X	ACB		10 000 USD	
	- Organise overseas and on-the-job training for ACB staff for corruption investigation and prevention (including forensic accounting)	X	X	ACB		10 000 USD	
	- Design and implement awareness raising events to ensure support from broader society for the integrity measures	X	X	ACB		10 000 USD	
	- Organize annual Islands of Integrity Award		X	ACB		20 000 USD	
	- Design two pilot initiatives (one in Male and one in a pilot Atoll)		X	ACB		5 000 USD	
	- Networking and south-south exchange	X	X	ACB		13 400 USD	
	- Conduct needs assessment in terms of resources and institutions to implement the Law and prepare implementation roadmap		X	Ministry of Legal Reform, Information and Arts	TA	10 000 USD	
	- Draft the communications and public relations strategy for Freedom of Info law		X	Ministry of Legal Reform, Information and Arts		3 000 USD	

<p>- Availability of government information and means of dissemination to local users</p> <p>- Number of people trained on content of new A21 Law</p> <p>- Institution designated to oversee and monitor the A21 Law with clear mandate and resources</p> <p>Baseline 2007/8:</p> <ul style="list-style-type: none"> - Relevant statistics and information about organizations and their staffing can be obtained from the Planning Ministry; each ministry responsible for its own info policy. - No access to information legislation; draft bill submitted to parliament 2008 - No information centers available in atolls 	<p>- Conduct broad awareness raising events to brief the population on the law and its implications, rights and limitations</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>Ministry of Legal Reform, Information and Arts</p>	<p>5 000 USD</p>
<p>Output 3 – A supportive environment is in place for citizens express their opinion on the quality of public services</p> <p><i>Output indicators:</i></p> <ul style="list-style-type: none"> - Number of awareness initiatives held and no. of participants - Training toolkits in draft - Existence of clear and well-understood feedback mechanisms <p>Baseline 2008: Ombudsman Bill being drafted</p>	<p>- Undertake capacity assessment of the new Ombudsman Office</p> <p>- Prepare public relations and communications strategy of the Ombudsman Office</p> <p>- Develop website and info brochures</p> <p>- Conduct broad awareness raising and information campaign</p> <p>- Prepare training toolkit on complaints handling, negotiation skills, and human rights based on UNDP's training toolkit</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>TBD</p>	<p>5 000 USD</p>
<p>Project Support Services</p>	<p>- Project Associate</p>	<p>X</p>	<p>X</p>	<p>X</p>	<p>TBD</p>	<p>5 000 USD</p>
<p>TOTAL</p>	<p></p>	<p>X</p>	<p>X</p>	<p>X</p>	<p></p>	<p>USD 11 500</p>
<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p></p>	<p>124 900</p>

UNDP 90, 800

ANNUAL WORK PLAN - Year 2010

EXPECTED OUTPUTS and indicators including annual targets	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 Three 2010	Year Four 2010		Source of Funds	Budget Description
Output 1 - The capacity of the Anti Corruption Board to prevent and combat corruption is enhanced Output indicators: - Number of staff of the ACB trained on corruption investigation -Number of awareness/advocacy sessions held by no./type of participants -Successful hosting of the Island Integrity Award and related publication. -Improved peoples' perceptions on government efforts to curb corruption -Maldives has joined regional networks	- Awareness raising and advocacy events to ensure support from broader society for the integrity measures	X	X	ACB		5000 USD
	- Maldives Integrity Award			ACB	X	5000 USD
	- Training for ACB staff for corruption investigation and prevention	X	X	ACB	X	TBM
	- Implement two pilot initiatives (one in Male and one in a pilot Atoll).	X	X	ACB	X	50 000USD TBM
Baseline 2007: No national anti-corruption strategy available; Initial people's perception survey done; The ACB received 696 corruption related complaints since 1991 or an average of less than 50 per year. 30% of the complaints are in Male. About 13 % are sent to the AG for prosecution; Limited participation in anti-corruption networks Output 2 - A supportive environment is in place for citizens to exercise their right to access to information -Existence of toolkit on A21law -Number of people trained on content of new A21 Law -Help Desk established and number of requests for info and assistance Number of pilot Atoll Information centers established	- Prepare training toolkit on A21 law	X		Ministry of Legal Reform, Information and Arts		15 000USD
	- Training on Access to Information for middle and senior managers and civil servants	X	X	Ministry of Legal Reform, Information and Arts		10 000 USD
	- Set up an A21 help desk in the agency responsible for overseeing the law		X	Ministry of Legal Reform, Information and Arts		5 000 USD (2weeks)
	- Set up a task force (with other interested agencies such as HR Commission, ACB) to study the modalities of establishing a few pilot Atoll Information Centers		X	Ministry of Legal Reform, Information and Arts	X	10 000USD
	- Launch Support for pilot Atoll Information Centers			Ministry of Legal Reform, Information and Arts	X	100 000USD TBM

<p>Baseline 2007/8:</p> <ul style="list-style-type: none"> - Relevant statistics and information about organizations and their staffing can be obtained from the Planning Ministry, each ministry responsible for its own info policy. -No access to information legislation; draft bill submitted to parliament 2008 -No information centers available in atolls 	<ul style="list-style-type: none"> - Networking and south-south exchange 	X	X	X	X	X	<p>Ministry of Legal Reform, Information and Arts</p>	10 000USD
<p>Output 3 – A supportive environment is in place for citizens express their opinion on the quality of public services</p>	<ul style="list-style-type: none"> - Prepare training toolkit on complaints handling, negotiation skills, and human rights based on UNDP's training toolkit - Conduct training of staff 	X					TBD	5 000 USD
<ul style="list-style-type: none"> -Number of staff trained -Number of complains on maladministration received and handled or dispatched -Number of complaints related to lack of information submitted 	<ul style="list-style-type: none"> - Conduct broad awareness raising and information campaign - Networking and south-south exchange 	X	X	X	X	X	TBD	5 000USD
<p>Baseline 2007:</p> <p>Ombudsman law being drafted</p>		X	X	X	X	X	TBD	10 000 USD
<p>Project Support Services</p>	<ul style="list-style-type: none"> - Project Associate 	X	X	X	X	X		USD 11500
<p>TOTAL</p>								101 500

UNDP 90, 000

Management Arrangements

National execution (NEX), result-based management, and operational, practical and targeted coordination are the main management arrangements followed under this project.

In line with UNDP country office 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. Anti-Corruption Board will be the Lead Agency for this project and will designate the National Project Director (NPD), and recruit a fulltime National Project Manager/Associate and other support personnel as appropriate to support the project.

The Ombudsman Office and Ministry of Legal Reform, Information and Arts will be main Implementing Partners (IPs) involved as equal partners together with the Lead Agency – Anti-Corruption Board and responsible for project management. Representatives from these 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 Office of the Attorney General, Ministry of Planning and National Development, Faculty of Management and Computing and relevant CSOs 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-Anti-Corruption Board 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

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.