



Strengthening Local Democracy and Governance in the Maldives

Country: Maldives

Project Document

UNDAF Outcome(s): Outcome 10: increased transparency and accountability of public institutions with emphasis on decentralized bodies

Expected UNDAF Action Plan Output(s): Output 10.1 Local government bodies are established and fully functional


Implementing partner: Ministry of Home Affairs

Responsible Parties: Local Government Authority, Elected Councils

Narrative

The main objective of the project is to support the Government of the Maldives to implement the programme for decentralised governance as stipulated by the Constitution. This programme is outlined in government policy documents and in legislation promulgated in 2009. The project will provide technical and material assistance to the government and will ensure that principles of good governance and sound public management are applied. To this end, the project will support the emergence of vibrant local governance system that will foster economic and social development in the context of the new democratic environment. As the Local Government Authority (LGA) is not formed yet, Ministry of Home Affairs has been identified as the initial implementing partner, with the intention of handing implementation over to LGA as and when the Authority becomes functional.

| | |
|-----------------------------------------------------|-----------------------------------------|
| Programme Period: March 2011 – Dec 2012 | Estimated annualized budget: \$ 438,000 |
| UNDAF AP Programme Component: Democratic Governance | Total resources required _____ |
| Project Title: Strengthening Local Democracy | Total allocated resources: \$ 333,000 |
| Atlas Award ID: _____ | • UNDP Regular \$ 33,000 |
| Start date: 1 March 2011 | • Other: |
| End Date: 31 Dec 2012 | o DGTF \$ 300,000 |
| PAC Meeting Date: _____ | o UNFPA (TBC) \$ |
| | o Donor _____ |
| | o Government _____ |
| | Unfunded budget: \$ 105,000 |
| | In-kind Contributions |

Agreed by implementing partner: 
(Ministry of Home Affairs) Mr. Hassan Afeef, Minister of Home Affairs

Agreed by UNDP: 
Mr. Andrew Cox, UNDP Resident Representative

Date: 28 February 2011

I. ANNUAL WORK PLAN BUDGET SHEET, YEAR 1 - 2011

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIME FRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|----|----|----|-------------------|----------------|---------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount (US\$) |
| Output 1: Systems and procedures established for local government functioning and performance monitoring | Result 1: Technical assistance provided at central and local levels to establish systems and procedures for local government functioning and performance monitoring | | | | | | | |
| Baseline: 186 island councils and 19 atoll councils and 2 city councils elected in February 2011. | | | | | | | | |
| 1.1 Structural issues identified in current Law | | | | | | | | |
| 1.2 Current Law has no affirmative action to enhance women's political participation while Women's Development Committees function as an adjoined body to the local councils | | | | | | | | |
| 1.2 Low public and institutional awareness on local governance system | | | | | | | | |
| 1.3 No SOPs for LGA | | | | | | | | |
| 1.4 Basic resource allocation criteria identified in the Decentralisation Act | | | | | | | | |

| Indicators: | Activities: | | | | | | | |
|--------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|---|---------------------------|----------|----------------------------------------------------------------------------------------------------------------|-----------|--|
| 1.1 Orientation package for Councillors developed, including gender sensitisation components | 1.1 Develop Local Government operating framework and relevant Standard Operating Procedures (SOP) manuals and orientation packages for LGA , and interlinks between LG offices and line ministries | X | X | MoHA | DGTF | International Consultant – Fees, DSA and travel, 5 sectoral workshops | 55,000.00 | |
| 1.2 SOPs and manual for LGA developed | - Technical support to mainstream gender sensitive approach in SOPs and manuals developed | X | X | MoHA | Unfunded | Local Consultant fees | 5,000.00 | |
| 1.3 Appropriate formula and size of block grants determined | 1.2 Develop formula for block grant allocation | | | MoHA, Ministry of Finance | DGTF | International Expert (Volunteer), Local Consultant fees | 4,000.00 | |
| 1.4 Manual on block grants allocation produced | 1.3 Production of manual and training for Finance Ministry and sector Ministry staff on block grant allocation - including gender based budgeting principles | x | | Ministry of Finance | DGTF | International Expert (Volunteer), Local Consultant fees, training workshop Local Consultant fees, Field visits | 4,000.00 | |
| 1.5 Orientation workshop on formula for block grant allocation conducted for Finance staff at main Government Ministries | 1 Develop SOPs for Women's Development Committees (WDC) | x | | MoHA, Gender Department | DGTF | Local Consultant fees, Field visits | 5,000.00 | |
| 1.6 SOPs developed for Women's Development Committees (WDC) | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|----------|-----------------------|-------------|--------------------------------------------------------------------|------------------|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| <p>Targets:</p> <p>1.1 Operational framework and procedures for decentralised governance developed</p> <p>1.2 Fiscal decentralisation plans initiated</p> <p>1.3 Gender sensitive approach integrated to LG operations, planning and budgeting</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>Output 2</p> <p>Strengthened administrative functioning of local governments</p> <p>Baseline:</p> <p>Findings - Report on Training Needs Assessment of the Local Government system</p> <p>Findings- Report on Training Needs Assessment of Civil Service</p> <p>Indicators:</p> <p>2.1 Curriculum for LGA and LG staff developed</p> | <p>Result 2</p> <p>Capacity building programmes conducted to manage change and achieve minimum level of functionality in local government's designated areas of responsibility</p> | <p>x</p> | <p>x</p> | <p>MoHA, LGA, CSC</p> | <p>DGTF</p> | <p>International Consultant – Travel and DSA, Consultancy fees</p> | <p>10,000.00</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| | | | | | | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|-----|---------------------------------------------------------------------------------------------------------------------------------------------------|---|----------------|-------|------------------------------------------------------------------------|-----------|
| 2.2 | Number of councillors and council secretariats trained | 2.2 | Conduct orientation workshop for LGA staff on LG framework and SoPs for sectors such as social sector, municipal management and gender | x | MoHA, LGA, CSC | DGTTF | Facilitator fees, workshop hosting | 10,000.00 |
| 2.3 | 2 trainers from each Atoll - 40 trainers trained on procedures and guidelines for sectors such as social sector, municipal management and gender | 2.3 | Conduct ToT for selected officials at Atoll level on procedures and guidelines for sectors such as social sector, municipal management and gender | x | MoHA, LGA, CSC | DGTTF | Participant's travel and allowance, Facilitator fees, workshop hosting | 13,970.00 |
| 2.4 | 3 representative from Councils in each Atoll trained - 1 representative from Atoll Councils and 2 from selected island Councils | 2.4 | Conduct change management trainings at Atoll level - including planning and budgeting | x | MoHA, LGA, CSC | DGTTF | Facilitator fees, hall rental, participants' allowance | 50,000.00 |
| 2.5 | Exposure provided to female Councillors on the roles of women in local development | 2.5 | Capacity building programme for women Councillors - Consultations with a successful female LG representative from the region | x | MoHA, LGA | DGTTF | Travel, DSA for representative | 5,500.00 |
| Targets: 2.1 Training programmes in place for local government including councillors and administrative staff 2.2 Increased awareness on local democracy and of roles and responsibilities of local councils 2.3 Improved understanding of the female Councillors on the role of women's leadership and engagement in local development | | | | | | | | |

| Output 3 | Result 3 | | | | | | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------|----------------------------------------------|---------------------------------------------------------------------------------|-----------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------|
| <p>Effective engagement of elected councillors and the community in local development</p> <p>Baseline: Participatory development practices introduced in five Atolls (Shaviyani, Noonu, Vaavu, Lhaviyani and Kaafu) under Atoll Development for Sustainable Livelihoods Project Phase 1&2</p> <p>Indicators:</p> <p>3.1 Workshops on participatory development and civic engagement conducted in 3 Atolls</p> <p>3.2 Mechanism set-up for dialogue between Parliamentarians, national institutions and local councillors</p> <p>3.3 Increased citizen's engagement in local development</p> <p>3.4 Active political participation of women Councillors in local Councils</p> <p>Targets:</p> <p>3.1 Active engagement of civil society including local NGOs and WDC in local development planning.</p> | <p>Participatory development approach to local development introduced</p> <p>3.1 Participatory development and civic engagement workshops – including WDCs and NGOs</p> <p>3.2 Forums for dialogue between Parliamentarians, national institutions and Local Councillors</p> <p>3.3 Awareness raising activities through production and dissemination of information on decentralisation</p> <p>3.4 Annual networking forum for women Councillors</p> | <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> | <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> | <p>MoHA, LGA</p> <p>MoHA, LGA, Elected councils</p> <p>MoHA, LGA</p> <p>LGA</p> | <p>DGTTTF</p> <p>DGTTTF</p> <p>Unfunded</p> <p>DGTTTF</p> | <p>Local travels, organising forums in 3 Atolls</p> <p>Organising forums</p> <p>Leaflets, TV and radio shows</p> <p>Travel, organising forum</p> | <p>15,000.00</p> <p>19,030.00</p> <p>50,000.00</p> <p>15,000.00</p> |

| | | | | | | | | |
|----------------------------------------------------------------------------------------------------------------------|---|---|---|---|---|--------------|------------|------------------------|
| 3.2 Consultative mechanism between Parliament and Local Government authorities established in at least three Atolls. | | | | | | | | |
| Project Officer | x | x | x | x | x | UNDP | 15,000.00 | |
| Management Fee | x | x | x | x | x | DGTF | 14,455.00 | 7% of total DGTF funds |
| Totals | | | | | | DGTF | 220,955.00 | |
| | | | | | | UNFPA | - | |
| | | | | | | UNDP Regular | 15,000.00 | |
| Grand Total | | | | | | Unfunded | 55,000.00 | |
| | | | | | | | 290,955.00 | |

II. ANNUAL WORK PLAN BUDGET SHEET , YEAR 2 – 2012

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIME FRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|----|----|----|-------------------|----------------|-------------------------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description Amount (US\$) |
| Output 1: Systems and procedures established for local government functioning and performance monitoring Baseline: 186 island councils and 19 atoll councils and 2 city councils elected in February 2011. 1.1 Structural issues identified in current Law 1.2 Current Law has no affirmative action to enhance women's political participation while Women's Development Committees function as an adjoined body to the local councils 1.2 Low public and institutional awareness on local governance system 1.3 No SOPs for LGA 1.4 Basic resource allocation criteria identified in the Decentralisation Act | Result 1: Technical assistance provided at central and local levels to establish systems and procedures for local government functioning and performance monitoring | | | | | | | |

| | | | | | | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|----------|-----------------------|-----------------|------------------------------------------------------------------------------------------------------------------------|------------------|
| <p>Indicators:</p> <p>1.1 Good governance principles incorporated in legislation including measures to ensure gender balance and representation on island and Atoll councils</p> | <p>Activities:</p> <p>1.1 Review and recommend amendments for Decentralization Act</p> | <p>x</p> | <p>x</p> | <p>MoHA</p> | <p>DGTF</p> | <p>Fees for Local Consultant, International Consultant - Travel, DSA and fees, Stakeholders consultation workshops</p> | <p>10,000.00</p> |
| Output 2 | | | | | | | |
| <p>Strengthened administrative functioning of local governments</p> | <p>Result 2</p> <p>Capacity building programmes conducted to manage change and achieve minimum level of functionality in local government's designated areas of responsibility</p> | | | | | | |
| <p>Baseline:</p> <p>Findings - Report on Training Needs Assessment of the Local Government system</p> <p>Findings- Report on Training Needs Assessment of Civil Service</p> | | | | | | | |
| <p>Indicators:</p> <p>2.1 40 staff from LG trained in IT</p> | <p>Activities:</p> <p>2.1 Conduct IT trainings for local government staff</p> | <p>x</p> | <p></p> | <p>MoHA, LGA, CSC</p> | <p>unfunded</p> | <p>International Consultant – Travel and DSA, Consultancy</p> | <p>20,000.00</p> |

| | | | | | | | |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|----------|-----------------------|-------------|-----------------------------------------------------|------------------|
| <p>2.2 Council secretariats from 5 Atolls trained in management</p> <p>Targets:</p> <p>2.1 Increased capacity of council secretariats</p> <p>2.3 Increased leadership of women in local development</p> | <p>2.2 Conduct Management trainings for Council secretariats</p> | <p>x</p> | <p>x</p> | <p>MoHA, LGA, CSC</p> | <p>DGTF</p> | <p>Facilitator fees, workshop hosting</p> | <p>19,481.85</p> |
| Output 3 | | | | | | | |
| <p>Effective engagement of elected councillors and the community in local development</p> <p>Baseline:</p> <p>Participatory development practices introduced in five Atolls (Shaviyani, Noonu, Vaavu, Lhaviyani and Kaafu) under Atoll Development for Sustainable Livelihoods Project Phase 1&2</p> <p>Indicators:</p> <p>3.1 Workshops on participatory development and civic engagement conducted in 3 Atolls</p> | <p>Result 3</p> <p>Participatory development approach to local development introduced</p> <p>Activities:</p> <p>3.1 Participatory development and civic engagement workshops – including WDCs and NGOs</p> | <p>x</p> | <p>x</p> | <p>MoHA, LGA</p> | <p>DGTF</p> | <p>Local travels, organising forums in 3 Atolls</p> | <p>15,000.00</p> |

| | | | | | | | | | | |
|--------------------|---------------------------------------------------------------------------------------------------------------|-----|------------------------------------------------------------------------------------------------------|---|---|---|-----------------------------|--------------|------------------------------|------------|
| 3.2 | Forums for dialogue between parliamentarians, local councils and national institutions conducted for 3 Atolls | 3.2 | Forums for dialogue between Parliamentarians, national institutions and Local Councilors | x | x | x | MoHA, LGA, Elected councils | DGTTF | Organising forums | 19,030.00 |
| 3.3 | Increased citizen's engagement in local development | 3.3 | Awareness raising activities through production and dissemination of information on decentralisation | x | x | x | MoHA, LGA | Unfunded | Leaflets, TV and radio shows | 30,000.00 |
| 3.4 | Active political participation of women Councilors in local Councils | 3.4 | Annual networking forum for women Councilors | | | x | LGA | DGTTF | Travel, organising forum | 10,000.00 |
| Targets: | | | | | | | | | | |
| 3.1 | Active engagement of civil society including local NGOs and WDC in local development planning. | | | | | | | | | |
| 3.2 | Mechanism set-up for dialogue between Parliamentarians, national institutions and local councilors | | | | | | | | | |
| 3.3 | Active participation of women Councilors in local Councils | | | | | | | | | |
| | Project Officer | | | x | x | x | | UNDP | | 18,000.00 |
| | Management Fee | | | x | x | x | | DGTTF | | 5,533.15 |
| Totals | | | | | | | | | | |
| | | | | | | | | DGTTF | | 79,045.00 |
| | | | | | | | | UNFPA | | - |
| | | | | | | | | UNDP Regular | | 18,000.00 |
| | | | | | | | | Unfunded | | 50,000.00 |
| Grand Total | | | | | | | | | | 147,045.00 |

III. MANAGEMENT ARRANGEMENTS

The project will be Nationally Implemented (NIM). The Implementing Partner will be Ministry of Home Affairs in consultation with other responsible partners, namely the Local Government Authority and Local Councils. The project will be coordinated and monitored by the UNDP Maldives Governance Team, which will oversee implementation as well as handle all expenditure. UNDP together with Ministry of Home Affairs will be responsible for day-to-day management and decision-making for the project, as well as ensuring that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. The UNDP Maldives Governance Team will be provided administrative support from the UNDP country office. Short-term international experts will be fielded as needed (see Figure below for this structure). A Project Manager will be recruited and placed in Ministry of Home Affairs to supplement Ministry capacity.

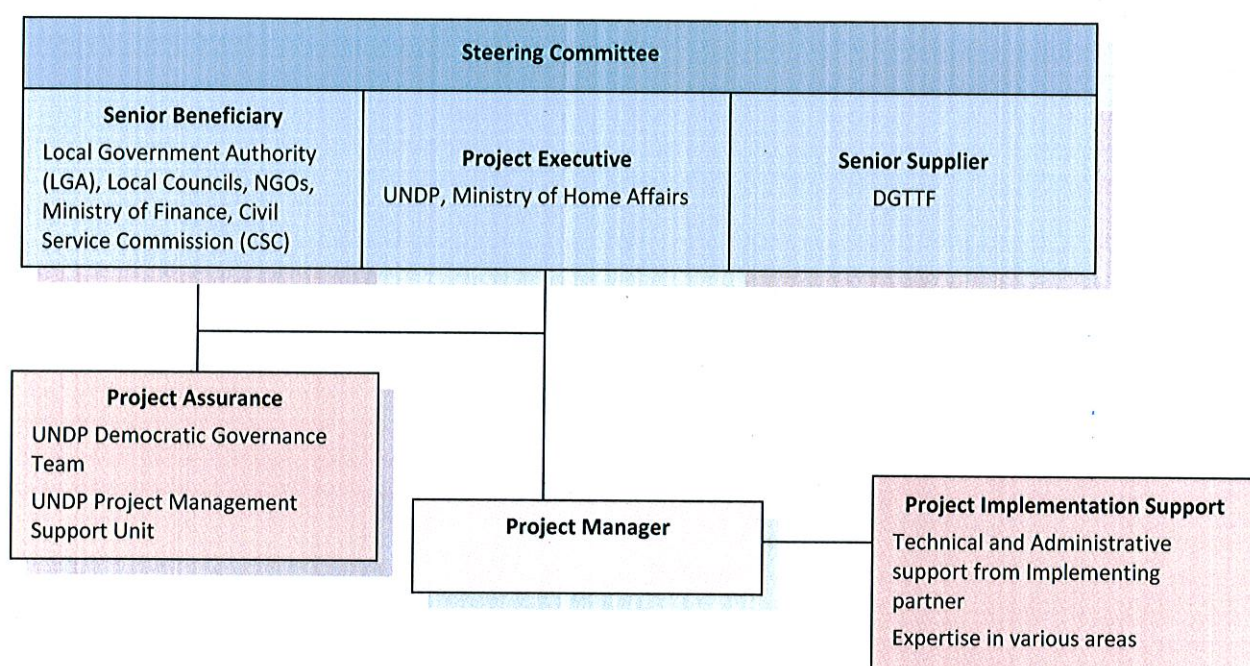
There will be a Steering Committee with overall authority for the project and responsibility for its initiation, direction, review and eventual closure. The Steering Committee is the highest authority of the project. It comprises the following members:

- Project Executive: UNDP Resident Representative or his delegated representative
- Senior Supplier: Representatives of the donors
- Senior Beneficiary: Representative from Ministry of Home Affairs, Local Government Authority with representation of local councils, NGOs, Ministry of Finance and Department of National Planning, and Civil Service Commission
- Other representatives: President's Office, Department of Gender

The Steering Committee is the group responsible for making management decisions for a project when guidance is required by the IP and UNDP Governance team. Project reviews by the Steering Committee will be made at regular intervals or as necessary when raised by UNDP.

The project will use experts periodically to implement the various components of the project.

Management Arrangements



IV. MONITORING FRAMEWORK 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 and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager 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 to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- 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 and shared with the Steering Committee. 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.

Evaluation

- **End-of- Project Evaluation.** In the last year, a project evaluation will be conducted as a final assessment. This review is driven by the Steering Committee and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and provide recommendations for future directions of UNDP support to decentralization.

V. LEGAL CONTEXT

This document together with the UNDAF Action Plan signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all UNDAF Action Plan provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document 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 Project Document".

VI. ANNEX 1. RISK ANALYSI

Risks present themselves in terms of both the highly evolving and unpredictable political environment and frequent changes in institutional arrangements. The following are potential risks associated with the implementation of the project:

| # | Description | Category | Probability (P) and Impact (I) | Countermeasures / Management response | Owner | Author | Date Identified | Last Update | Status |
|---|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------|--------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------|--------|-------------------|-------------|--------|
| 1 | Political tensions between parties increase following elections, diverting government attention and delaying project implementation | Political | P= medium I=high | Close collaboration with councils and LGA to depoliticise project activities | | | Project Inception | | |
| 2 | Continuing friction between Civil Service Commission and political appointees/ elected officials poses difficulties in selecting participants for workshops and other activities | Political | P=high I=low | Ongoing dialogue with both parties to ensure that objectives of project are communicated and ownership of activities ensured In addition, trainings could be organised separately for civil servants and for elected officials | | | Project Inception | | |
| 3 | The LGA does not function well due to frictions between representatives of different parties | Institutional / structural | P=high I= high | Engage all representatives in LGA through project activities to depoliticise issues and foster dialogue | | | Project inception | | |