



**Building an Efficient, Service-oriented,
Transparent Administration
(BEST)**

Phase Two

2011 - 2014

United Nations Development Programme

Country: MALDIVES

Programme Document

Programme Title:	Building an Efficient, Service-Oriented and Transparent Administration (BEST) (2011-2014)
UNDAF/CP Outcome:	Outcome 10: Increased transparency and accountability of public institutions with emphasis on decentralized bodies
Expected Output:	Output 10.3: Regulatory frameworks for public institutions established and capacities for implementation strengthened
Implementing Partners:	Civil Service Commission Governance Reform Unit, President's Office

In a rapidly changing political environment UNDP Maldives set out in 2008 to assist the Government of the Maldives in building an efficient, service-oriented and transparent administration in support of the young democracy. The initial BEST project lasted from 2008 – 2011 and achieved significant results in shaping the nascent civil service, building the Civil Service Commission, and creating a framework for the modernization of the public administration.

This project is designed to build on the successes of the BEST project and aims at consolidating and expanding the results achieved. Its objective is to support the Government of the Maldives with the ongoing public administration reform, and concentrates on the civil service and the political layer of the public administration. To achieve this objective, the project will produce the following outputs: 1) a lean and efficient administration is in place, 2) A training framework is in place to deliver quality trainings to the public administration, and 3) An institutional framework is in place to sustain modernization efforts.

Programme Period:	2011 – 2014 (3 years)
Key Result Area:	Good Governance – Modernization of public administration
Atlas Award ID:	_____
Start Date:	October 2011
End Date:	September 2014
PAC Meeting Date:	_____
Management Arrangement:	National Execution (NEX)

Total resources required:	USD 1,613,000.00
Allocated resources:	
• Government (CSC & GRU)	
• CSC	USD 1061,000.00
• GRU	USD 87,000.00
• UNDP	USD 300,000.00
• Other:	
• _____	USD _____
• _____	USD _____
• _____	USD _____
• Unfunded	USD 165,000.00

Agreed by:

Civil Service Commission

Date: 10.10.2011

Governance Reform Unit, President's Office

Date: 10/10/2011

UNDP

Date: 10/10/2011

 Name: Mohamed Fahmy Hassan
 Title: Chairman

 Name: Dr. Isaam Mohamed
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Section 1: Situation Analysis

Since ratification of the constitution in August 2008, the Maldives is faced with the opportunities and challenges related to consolidating the infant democracy. In the journey towards a fully functional democracy, the nation has experienced its first ever multi-party Presidential election which brought to power a new government, and a fully elected parliament for the first time started functioning. With the newly formed local government structure, elected Councils are expected to assume responsibility broadly for all aspect of local development under a decentralized local government system. Also the public administration has been radically changed with the separation of the civil service from the political level of the administration.

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 democratic developments, a new Civil Service Act was approved by the Parliament and an independent Civil Service Commission was created. The Governance Reform Unit (GRU) under the Cabinet Office of the President's Office sets the policy directions for modernization of public administration. Hence, both institutions 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.

Having these two key players as implementing partners, UNDP Maldives together with Government of the Maldives undertook a three-year project entitled Building an Efficient, Service-oriented and Transparent Administration (BEST) in the year 2008. The main objective of the project, as the name suggests, was to assist in building an efficient, service oriented and transparent administration in support of democratic developments in the Maldives. To this end, the project supported 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 assisted in the institution-building of the Civil Service Commission to become an effective and efficient organization able to lead the modernization of the civil service. The project further helped to lay the groundwork for a framework for the modernization of the public administration.

Despite these achievements it becomes clear that follow-up activities are required to sustain public sector modernization and to complete the changes required by the new governance system. Weak and new government organizations are not capable yet to deliver on their mandates. Severe capacity constraints exist, as the workforce is largely young and inexperienced, and senior civil servants do not necessarily have the necessary skills to manage modern, service-oriented public administrations. In addition, in such a young democracy as the Maldives also the politically appointed or elected layer of the administration does not have the experience yet to lead and supervise modernization efforts.

A project evaluation of the BEST project at the end of the project cycle concluded that the BEST project was very successful and relevant in assisting the implementing partners to start the

necessary modernization process. It recommends to continue assisting started project activities, and to embed them into broader objectives that are in line with existing government and institutional strategies. In addition, the evaluation report makes a number of recommendations on project modality and project management, all of which have been included into this new project.

The Government of Maldives has shown its strong commitment to continue activities started during the first phase of the BEST project and has already allocated some 270,000 USD to carry out activities included in this project.

Section 2: Project Strategy

This project will continue to provide support to the Government of Maldives in building an efficient, service-oriented and transparent administration. It will thus have the same name as the previous project (BEST project, phase II), and build on the successes of the previous BEST project. It aims at consolidating and expanding the results achieved so far under the umbrella of the BEST project, and on building the capacity of the Civil Service Commission, its Civil Service Training Institute, and the Governance Reform Unit in the President's Office.

The objective of this BEST project is to support the Government of Maldives in its ongoing public sector reform as defined in the National Framework for Development 2009 – 2013 (Strategic Action Plan) and specified in the Results Framework, Section Public Sector Reform of 2011. All activities of this BEST project will directly contribute to declared national policies, in particular to:

- Align the Civil Service structure with the governing system of the country and ensure that political transitional arrangements are institutionalized
- Ensure that state expenditure is in proportion to state income and eliminate wasteful and excessive spending
- Improve the capacity and capabilities of public servants in service delivery to improve employee productivity and work standards
- Establish an institutionalized mechanism for intra-agency and inter-agency coordination and consultation with the public sector
- Strengthen fiscal governance through improved public accounting and efficient public finance management

In addition, activities of the BEST project executed by the Civil Service Commission and its Civil Service Training Institute are in line with their respective Strategic Action Plans and will directly contribute to the achievement of strategic objectives stated therein.

The United Nations contribution to these national priorities and strategies has been reflected in the jointly prepared United Nations Development Assistance Framework (UNDAF) 2011 – 2015, to which the objectives and activities of this BEST project directly link. Cross-cutting issues like a human rights-based approach to development, gender equality, youth engagement and civic education are consequently incorporated into all project activities. The project will furthermore

closely cooperate with other UNDP programmes and initiatives and other donor initiatives to leverage efforts where appropriate.

To achieve the stated objective to build an efficient, service-oriented and transparent administration the BEST project will support the delivery of three main outputs for which detailed activity streams and individual activities have been identified. The three main outputs of the project are the following:

- **Output 1: A lean and efficient public administration is in place**
- **Output 2: A training framework is in place to deliver quality service and trainings to the public administration**
- **Output 3: An institutional framework is in place to sustain modernization efforts**

For each output activity streams with a series of individual activities have been identified that will allow the implementing partners to move towards the expected output. Activity streams within output area are closely intertwined and feed into each other, thus making sure that all project activities are relevant and buttress common objectives defined in the project outputs.

All activity streams are fully aligned with ongoing operations of the implementing partners. In fact, many activities itemized in this project are part of ongoing work performed by the implementing partners and their costs covered by running expenses of the implementing partner's budgets. They are thus cost-neutral for the BEST project. This allows UNDP to focus its assistance to spot funding specific activities and on providing external technical assistance where needed. UNDP's (financial) contribution to the project is therefore supplemental to (incremental) government commitment. The project is designed in such ways to provide UNDP a medium-term exit strategy.

The identified activity streams for the three outputs can be summarized as follows and are described below:

Output 1: A lean and efficient public administration is in place	Output 2 A training framework is in place to deliver quality service and trainings to the public administration	Output 3 An institutional framework is in place to sustain modernization efforts
<i>Stream 1:</i> Create and implement a management audit system <i>Stream 2:</i> Develop and implement a performance management system <i>Stream 3:</i> Create lean organizations capable of delivering services <i>Stream 4:</i> Establish an efficient, decentralized Human Resource Management System	<i>Stream 5:</i> Build efficient training institutions with trained instructors <i>Stream 5:</i> Strengthen leadership and change management skills of senior civil servants <i>Stream 7:</i> Create training curricula and establish efficient ways to deliver trainings	<i>Stream 8:</i> Develop a framework for effective transition of powers <i>Stream 9:</i> Publish a study on public sector reform and modernization of the public administration <i>Stream 10:</i> Establish a functioning inter-agency cooperation framework

Table 1: Project Outputs and Activity Streams

Output 1: A lean and efficient public administration is in place

Activities planned under this output all serve to further transform the public administration from a politicized cadre of government employees to a non-partisan, merit-based career civil service that operates under clear rules of engagement set by the political leadership. Public administration offices must become service-oriented, result-based organizations capable of delivering quality services to the State and people of the Maldives.

To this end, this project will support a number of activity streams that all serve to streamline existing public administration organizations to ensure that their organizational structures, procedures and processes are adequate and appropriate to accomplish their mandates. It will further ensure that their work is efficient and cost-effective as well as compliant with existing rules and regulations.

Stream 1: Create and implement a management audit system

Lead agency: Joint operation of Civil Service Commission and Governance Reform Unit

Based on preliminary work conducted during phase I of the BEST project this activity stream will allow both implementing partners to create and execute a management audit system to measure compliance with and effectiveness and suitability of existing procedures. This activity stream is planned as a joint operation of the two implementing partners, with the Civil Service Commission auditing compliance and the Governance Reform Unit focusing on the political leadership layer of public administration units.

External technical assistance will be needed to validate tools and methodology designed by the implementing partners, to ensure that audit mechanism meet set standards and good practices, and to train internal auditors to carry out their assignment in an impartial and objective fashion.

Results from this activity stream will feed into other activities, namely stream 2 (performance management system), stream 3 (create lean organizations), stream 4 (human resource management decentralization), and stream 6 (training development and delivery).

Stream 2: Develop and implement a performance management system

Lead agency: Civil Service Commission, with active participation of Governance Reform Unit

First steps have been undertaken during the first phase of BEST project to improve the overall performance and quality of government services. A civil service handbook has been published containing basic rules and regulations, and a staff appraisal system has been introduced. This project stream will consolidate and expand such efforts. A comprehensive performance management system will be established to measure individual and organizational performance, and standard operating procedures (SOP) for organizations will be developed. This will allow the implementing partners to both measure performance and to assist public administration organizations to streamline their procedures and improve their work outputs.

Technical assistance will support the creation of the necessary tools and methodology, and to define SOP.

Activities and outcomes of this activity stream interact with and are directly influenced by stream 1 (management audit), stream 3 (create lean organizations), and stream 4 (HRM decentralization).

Stream 3: Create lean organizations capable of delivering services

Lead agency: Civil Service Commission

Following a comprehensive job evaluation during the first BEST project it became apparent that an overhaul of the entire civil service structure is needed to enable the civil service to carry out its mandate. The Government has thus commissioned the Civil Service Commission to conduct an organizational review. Goal of this review is to ensure a consistent approach to organizational structures of ministries and local administrations and to right-size them to make sure they are capable of executing their given mandates. The inclusion of the organizational review and an eventual restructuring of the civil service into this project will facilitate guarantee a close linkage and coordination with other project streams and reform efforts.

The Government of Maldives is strongly committed to this project stream and has allocated all funds needed to conduct it. External technical assistance is planned in the initial stage of this stream to provide the Civil Service Commission with the necessary expertise to carry out the review.

This project stream is closely intertwined with other streams in this project output (streams 1, 2, 4). The redefinition of procedures and processes will feed into recommendations for an organizational restructuring, while the results of the organizational restructuring will directly influence management and performance of these organizations.

Stream 4: Establish an efficient, decentralized Human Resource Management system

Lead agency: Civil Service Commission

This activity stream continues and expands activities undertaken during the first BEST project phase, where existing Personnel Management Information System (PMIS) has been revamped to allow decentralized access and the automation of the hiring procedure. This project will oversee the roll-out of the application and will decentralize further key HRM functions through means of information technology. In addition, the integration of these functions into the system will be used to streamline and simplify existing HRM processes, and to make sure that the system is properly linked to other systems such as payroll in the ministry of Finance.

Technical assistance will be needed to implement additional modules into the IT system.

Streamlining and decentralizing HRM functions will positively impact the performance of organizations (stream 2) and allow better auditing of management decisions (stream 1). The decentralization of HRM functions will necessitate training of users on all levels and should thus be included in training modules created in stream 6.

Output 2: A training framework is in place to deliver quality service and trainings to the public administration

The efficient and effective delivery of government services, and the achievement of Government goals, depends on the capacity of the public administration workforce. It is generally recognized that the public administration in the Maldives in its current state is only partly capable of meeting these requirements of delivering in a rapidly changing environment.

With the creation of a Civil Service Training Institute (CSTI) the Civil Service Commission has taken the challenge to transform the civil service into a competent and high-performing workforce, while the Governance Reform Unit is preparing political appointees and local councils for their new roles as leaders of their respective entities. This project combines and consolidates these efforts by strengthening existing structures and competences of instructors. It will assist in developing the necessary training materials and define methods to deliver these trainings in the most effective and cost effective ways possible.

Stream 5: Build efficient training institutions with trained instructors

Lead agency: Civil Service Commission, with input from Governance Reform Unit

This project stream concentrates on building the necessary training structures and on developing the internal capacity of instructors on all levels to meet the training needs of the public administration. The first phase of the BEST project has laid the groundwork: a Civil Service Training Institute has been established and a strategic action plan has been created. This project phase will assist the implementation of this strategic plan by developing the training institute into an organization capable of delivering high-quality trainings to the public administration on all levels. This will include a comprehensive development plan to systematically enhance the capacities of instructors from the CSTI, the Governance Reform Unit and on local levels.

In an initial stage the project foresees to rely on external assistance to head the institution-building of the CSTI and to build national capacity to lead the Institute in the future (no head of CSTI appointed yet). Simultaneously external assistance will help building a development program for trainers in CSTI and GRU, and assist in creating training modules (stream 6). For these reasons long-term assistance should be preferred over short-term external input to guarantee the coherence and consistency of efforts undertaken.

This project stream is closely linked to stream 6, creating training curricula, and will have positive long-term effects on the whole public administration.

Stream 6: Strengthen leadership and change management skills of senior civil servants

Civil Service being a totally new concept to the Maldives, the newly formed Permanent Secretaries position in the government ministries were mandated a new role and function in the new system. A specific need for development of leadership and management skill in the Permanent Secretaries were identified in the BEST Project phase I. A short training workshop for the Permanent Secretaries was conducted and change management training was conducted for senior management of Civil Service (Director Generals, Directors and Heads of departments) in Male'. The training report recommends further training in similar areas that would help the management to play a vital role in delivering quality service to the public.

The need to continue and follow up on the training for the Permanent Secretaries and senior civil servants on leadership, change management was also identified in the project formulation meetings.

Stream 7: Create training curricula and establish efficient ways to deliver trainings

Lead agency: Civil Service Commission, with input from Governance Reform Unit

Based on the Training Needs Assessment conducted during the first phase of BEST this project will identify key training areas and develop a comprehensive set of training modules to cover all training needs in the public sector. Training modules will be designed in such a way that they can be delivered as individual trainings or be combined into training curricula or full training programs where useful or necessary. CSTI and GRU will work closely together to develop common modules for areas of overlapping competencies to ensure the consistency of trainings delivered to their respective target groups.

Given the unique geographical topography with widely dispersed islands holding traditional trainings is time consuming and expensive. New, innovative ways to deliver trainings are therefore needed to reach target groups as easy and cost-effective as possible. This project will define and create such solutions, using latest technologies and other means. In addition, this project will develop a system to monitor and evaluate the effectiveness and efficiency of training efforts conducted.

Technical assistance planned for the institution-building of the CSTI (stream 5) is expected to provide input for this activity stream as well.

Targeted and relevant trainings have a direct and immediate impact on the overall functioning of the public administration.

Output 3: An institutional framework is in place to sustain modernization efforts

In a young democracy that is currently in the midst of a fundamental redefinition of state institutions, institutional systems and arrangements are necessarily fluid and not yet clearly defined. Cooperation and coordination within and among government institutions is not always smooth, as organizations and individuals still try to define their roles and functions. Transformational change in the public sector is not yet fully internalized and may still prove elusive if not properly underpinned and incorporated into the existing work culture.

This project therefore supports a number of accompanying measures to sustain and stabilize the public administration reform agenda and to facilitate the work of the implementing partners to coordinate and join forces to push ahead with reform efforts.

Stream 8: Develop a framework for effective transition of power

Lead agency: Governance Reform Unit

Currently, there is no system, procedures or mechanism in place that facilitates and manages a smooth transfer of political powers. In addition, there are no safeguards in place to ensure that a change of political power does not radically alter the institutional set-up, thus jeopardizing any progress made through reforms.

This project will assist the implementing partners to identify areas where a transition of powers should be defined and to create a framework or mechanism for the effective transition of powers. Existing models in other countries will be studied and an in-depth analysis conducted to make sure that a feasible and useful solution for a smooth transition of powers can be defined and approved by the competent institutions before the next elections in 2013.

This project stream foresees at least one international study tour to conduct an in-depth analysis of models and good practices used in other countries.

Stream 9: Publish a comprehensive study on public sector reform and modernization of the public administration

Lead agency: Governance Reform Unit

Despite a long history of reforms in the public sector of the Maldives and the recent dramatic changes in the country's governance system there is no compendium of such efforts that documents changes, their implications and lessons learnt. Institutional and personal knowledge could be lost over time if not properly recorded, and current and future reform processes lack a fundamental source of information upon which they can base their reform agenda.

This project will close this existing gap by concluding the work on a comprehensive study on public sector reforms and the modernization of the public administration already begun under the first BEST phase. As the resulting study will be of great relevance to the Government and a wider public, this project foresees to publish it both in English and Dhivehi to make it accessible to the broadest audience possible.

External national technical (academic) assistance will be needed to complete the study. In addition this project will have to cover for costs occurring for the translation and publication of the study.

Stream 10: Establish a functioning inter-agency cooperation framework

Lead agency: Governance Reform Unit

It is widely recognized that the lack of coordination and cooperation between and among government institutions are today one of the major constraints of the public sector reform. Reform efforts today are often split and splintered among different state actors and only loosely aligned and coordinated, thus greatly diminishing or even hampering the overall positive effect of these reforms. In addition, there is a need to improve coordination among political appointees, senior civil servants, and implementing staff in order to better share resources and for effective networking and productivity.

This project will assist the implementing partners in establishing such a participatory working environment where key stakeholders have an important role in shaping common reform implementation strategies (political strategy level) and where they can coordinate their efforts to ensure that change is implemented in a coherent and systematic way (technical implementation level).

External technical assistance in form of a neutral "honest broker" is needed for this activity stream to kick-start the process and to establish a co-operation framework that is widely accepted and trusted by the participating agencies.

In addition to stated activity streams this project places high priority on national capacity development. It encourages knowledge sharing through the establishment of strategic partnerships, networking within regional and international venues, and sharing of experiences with other countries and institutions that face similar challenges. This project therefore includes a

number of international exchanges that will facilitate the establishment of knowledge networks and that can be of use to study experiences in other countries on specific issues related to this project.

In Annex 2 detailed operational implementation plans for all activity streams described above are presented. They allow the implementing partners to better plan and execute all individual activities needed to achieve stated outcomes, and to better coordinate individual activities with other ongoing operations. In addition, the operational plans contain detailed performance indicators for each activity, allowing the project management to better measure project progress and quality of work. Financial estimates for each individual activity finally allows for better financial planning of the project.

Annual work plans presented in the following section are based on these operational implementation plans.

BEST Phase Two Annual Work Plans

Year 1 2011: October 2011 – December 2011

Expected Outcomes	Planned Activities	Timeframe			Respon- sible Party	Planned Budget		
		M1	M2	M3		Funding Source	Description	Amount (USD)
		<p>Output 1: A lean and efficient public administration is in place</p> <p>Baseline: A number of initiatives to modernize the public administration have started, but are not clearly linked and/or targeted to achieve the overall objective to create a lean, efficient public administration.</p> <p>Indicators: (for specific indicators see operational plans in Annex) - A comprehensive management audit framework is in place - Revision of PA system is completed and follow-up recommendations reported - Training on Organizational reviews are conducted -Methodologies and structuring for the Organizational reviews are in place - Public administration organizations are reorganized and capable of delivering quality services - An efficient and decentralized Human Resource Management system is in place and consistently used throughout the offices in Male'</p>	<p>1. <i>Create and implement a management audit system</i> 1.1 Develop and finalize Management Audit framework</p> <p>2. <i>Develop and implement a performance management system</i> 1.1 Revise the existing Performance Appraisal System and share follow-up recommendations with stakeholders</p> <p>3. <i>Create lean organizations capable of delivering quality services</i> 3.1 Conduct a consultation and training workshop on Organizational review and finalize methodologies and structuring for the organizational review</p> <p>4. <i>Establish an efficient, decentralized HRM system</i> 4.1 Roll-out current PMIS to ministries and decentralization of HRM functions to ministries</p>	x		x	x	GRU & CSC
		x	x		CSC (GRU)	UNDP	Training workshops and Travelling	6,000
		x	x	x	CSC (GRU)	CSC	Consultant (int'l or local), travels, trainings	33000
		x	x	x	CSC (NCIT)	UNDP	Roll-out, training Development	2,000

Expected Outputs	Planned Activities	Timeframe			Responsible Party	Planned Budget		
		M1	M2	M3		Funding Source	Description	Amount (USD)
		<p>Output 2: Organizational and human capacities are strengthened to deliver quality trainings to the public administration</p> <p>Baseline: The newly established Civil Service Training Institute is not fully operational yet, and trainers at capacity limit to deliver trainings. Training activities are scattered and not geared at transforming the public administration into a service deliverer. Staff at all levels need continuous training to deliver expected results at their workplace.</p> <p>Indicators: (for specific indicators see operational plans in Annex) - A detailed implementation for CSTI is developed - Workshops for trainers in the Training Network are conducted and participants are trained to conduct further trainings - CSTI staff are sent on attachment programme on distance learning - Identified competencies for job families are verified, finalized and ready for creation of training curricular</p>	<p>5. <i>Build efficient training institution with trained instructors</i> 5.1 Develop a detailed implementation plan based on Strategic Plan of the Civil Service Training Institute</p> <p>5.2 Conduct Train of Trainers (ToT) workshops to strengthen training network (Male Trainers)</p> <p>5.3 Arrange training attachment programme for CSTI staff at a regional institute on distance learning</p> <p>6. <i>Strengthening leadership and change management skills of Senior Civil Servants.</i> - No activity is planned under this activity stream</p> <p>7. <i>Create training curricular and diversify mode of training delivery</i> 7.1 Conduct workshops to further develop and validate competencies identified from Civil Service Training Need Assessment (TNA)</p>					<p>CSTI (CSC/GRU)</p> <p>CSTI (CSC/GRU)</p> <p>CSTI (CSC)</p> <p>CSTI (CSC/GRU)</p>

Expected Outputs	Planned Activities	Timeframe			Responsible Party	Planned Budget		
		M1	M2	M3		Funding Source	Description	Amount (USD)
<p>Output 3: An institutional framework is in place to sustain modernization efforts</p> <p>Baseline: No comprehensive written evidence is available about past and current public administration reforms in the Maldives and their effectiveness. No mechanisms are in place to guarantee the durability and consistency of reform efforts in case of transition of political powers. Inter-agency cooperation in public administration reforms is weak and leads to splintering of reform efforts</p> <p>Indicators: No activity is planned under this activity stream</p>	<p>8. Develop a framework for effective Transition Of Powers (TOP)</p> <ul style="list-style-type: none"> - No activity is planned under this activity stream <p>9. Publish comprehensive study on public sector reform and modernization of the public sector in the Maldives</p> <ul style="list-style-type: none"> - No activity is planned under this activity stream <p>10. Develop a comprehensive implementation strategy for inter-agency cooperation by establishing a "Governance Committee"</p> <ul style="list-style-type: none"> - No activity is planned under this activity stream 							
International exchanges and networking								
Project Support Services	Project manager	x	x	x		UNDP	PM salary, misc.	5000
TOTAL								USD 113,000 (*)

* UNDP contribution: USD 50,000
CSC contribution: USD 63,000

Year 1 & 2: January 2012 – December 2012

Expected Outcomes	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>Output 1: A lean and efficient public administration is in place</p> <p>Baseline: A number of initiatives to modernize the public administration have started, but are not clearly linked and/or targeted to achieve the overall objective to create a lean, efficient public administration.</p> <p>Indicators: (for specific indicators see operational plans in Annex) - A comprehensive management audit system is in place and audit is conducted in 5 ministries - A performance management system for individuals and organizations is in place and current PS system is strengthened - Organizational review and restructuring of all main offices of ministries are completed and findings of review are reported - An efficient and decentralized Human Resource Management system is in place and is used in all ministries</p>	<p>1. <i>Create and implement a management audit system</i> 1.1 Develop tools and methodology for management audit; conduct pilot test in one ministry and train auditors</p> <p>1.2 Conduct a full management audit in four ministries</p> <p>2. <i>Develop and implement a performance management system</i> 2.1 Define and develop performance guidelines, tools and methodology to measure performance</p> <p>2.2 Implement recommendations and strengthen the existing PA system</p> <p>3. <i>Create lean organizations capable of delivering quality services</i> 3.1 Conduct organizational review and restructuring of all ministries (make changes to organizational structures, reallocation of staff and right-sizing of organizations, and present findings of review)</p> <p>4. <i>Establish an efficient, decentralized HRM system</i> 4.1 Roll-out current PMIS to local administrations, and start with decentralization of further key HRM functions (integration with payroll, time management etc.)</p>	x	x	x	x	GRU & CSC	UNDP GRU CSC TBM	TA (int'l or local) Travel, trainings	6,000 12,000 3,000 4,000
			x			GRU & CSC	GRU CSC	Workshops and trainings	1,000 1,000
		x				CSC (GRU)	UNDP CSC	TA (int'l or local), travel	10,000 15,000
				x	x	CSC (GRU)	CSC	Workshops and training	2,000
		x	x	x	x	CSC (GRU)	CSC	TA (int'l or local), travels, trainings	267,000
		x	x	x	x	CSC (NCIT) (GRU)	UNDP CSC	Roll-out, training and development	10,000 25,000

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Planned Budget	
		Q1	Q2	Q3	Q4		Funding Source	Amount (USD)
<p>Output 2: Organizational and human capacities are strengthened to deliver quality trainings to the public administration</p> <p>Baseline: The newly established Civil Service Training Institute is not fully operational yet, and trainers at capacity limit to deliver trainings. Training activities are scattered and not geared at transforming the public administration into a service deliverer. Staff at all levels need continuous training to deliver expected results at their workplace.</p> <p>Indicators: (for specific indicators see operational plans in Annex) - ToT workshops for training network trainers are conducted - CSTI staff are sent on training attachment programme on leadership and change management - Permanent Secretaries are sent on attachment programme - Leadership training workshops for Civil Service senior management staff are conducted - Number soft skill training and awareness programmes are conducted in Male' and atolls - A full set of training modules and courses readily available for core competencies - Efficient and cost-effective ways to deliver trainings are in place - Distance learning modules and materials are readily available</p>	<p>5. <i>Build efficient training institutions with trained instructors</i> 5.1 Conduct Train of Trainers (ToT) workshops to strengthen training network (Atoll Trainers)</p> <p>5.1 Arrange training attachment programme for CSTI staff at a regional institute on leadership and change management</p> <p>6. <i>Strengthening leadership and change management skills of Senior Civil Servants</i> 6.1 Arrange attachment programme for Permanent Secretaries in the region</p> <p>6.2 Conduct a consultancy training workshop for senior civil servant (DGs, Directors and dept Heads) on leadership and management skills</p> <p>6.3 Conduct ongoing trainings on soft skills and orientation programs, knowledge dissemination of existing laws and regulations and development of required competencies and skills both in Male' and atolls</p> <p>7. <i>Create training curricula and diversify mode of training delivery</i> 7.1 Create training modules and materials for core competencies identified and verified</p> <p>7.2 Develop Executive Leadership Diploma programme for senior management level staff of Civil Service</p> <p>7.3 Establish distance learning facilities</p> <p>7.4 Develop distance learning modules and materials</p>		x	x		CSTI (CSC/GRU)	UNDP CSC	11,000 20,000
			x			CSTI (CSC)	CSC	10,000
		x	x		x	CSC (GRU)	CSC (individual ministry budget)	100,000
		x	x	x	x	CSC (GRU)	TBM CSC	10,000 5,000
		x	x		x	CSC (GRU)	UNDP CSC	10,000 98,000
		x	x			CSC (GRU)	UNDP CSC TBM	10,000 35,000 10,000
				x		CSC (GRU)	CSC	80,000
		x				CSC (GRU)	CSC TBM	20,000 12,000
					x	CSC (GRU)	CSC	2,000

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>Output 3: An institutional framework is in place to sustain modernization efforts</p> <p>Baseline: No comprehensive written evidence is available about past and current public administration reforms in the Maldives and their effectiveness. No mechanisms are in place to guarantee the durability and consistency of reform efforts in case of transition of political powers. Inter-agency cooperation in public administration reforms is weak and leads to splintering of reform efforts</p> <p>Indicators: (for specific indicators see operational plans in Annex) - Guidelines and mechanisms for an effective transition of power is in place and endorsed by the Government - A comprehensive study on public sector reforms is published and available to the public - A cooperation framework is in place and regular coordination meetings at all levels are held</p> <p>International exchanges and networking</p>	<p>8. Develop a framework for effective Transition Of Powers (TOP) - Define and explore areas for TOP, and conduct international study tour</p> <p>9. Publish comprehensive study on public sector reform and modernization of the public sector in the Maldives - Complete remaining work on comprehensive study</p> <p>10. Develop a comprehensive implementation strategy for inter-agency cooperation by establishing a "Governance Committee" - Define scope and methods for better inter-agency cooperation, conduct initial workshop and establish regular meetings on senior and technical level</p> <p>Study tours and networking on issues of common interest for public sector reforms</p>		x	x	x		UNDP GRU CSC	International exposure visit for GRU & CSC staff	10,000 9,000 4,000
			x	x	x		UNDP GRU	Consultant (local), travels, trainings	5,000 15,000
							UNDP TBM	Consultant (int'l or local), travels, trainings	10,000 15,000
			x				TBM CSC	International exposure visit for GRU & CSC staff	15,000 10,000
Project Support Services	Project manager		x	x	x		UNDP	PM salary, misc.	18,000
TOTAL									USD 900,000 (*)

* UNDP contribution: USD 100,000.00
CSC contribution: USD 697,000.00 (funds from related training budget of individual ministries are included)
GRU contribution: USD 37,000.00
Funds to be mobilized (TBM): USD 66,000.00

Year 2 & 3: January 2013 – December 2013

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>Output 1: A lean and efficient public administration is in place</p> <p>Indicators: (for specific indicators see operational plans in Annex)</p> <ul style="list-style-type: none"> - A comprehensive management audit system is in place and applied throughout the public administration - A performance management system for individuals and organizations is in place and applied throughout the public administration - Public administration organizations are reorganized and capable of delivering quality services - An efficient and decentralized Human Resource Management system is in place and consistently used throughout the civil service 	<ol style="list-style-type: none"> 1. <i>Create and implement a management audit system</i> <ol style="list-style-type: none"> 1.1 Conduct audits in all ministries and local authorities, present finding, and make recommendations or take legal actions if needed 2. <i>Develop and implement a performance management system</i> <ol style="list-style-type: none"> 2.1 Train staff in performance management, assist organizations in streamlining procedures, and make recommendations for further improvements 3. <i>Create lean organizations capable of delivering quality services</i> <ol style="list-style-type: none"> 3.1 Complete organizational review and restructuring of offices under the ministries and local authorities in accordance with compliance and regulations 4. <i>Establish an efficient, decentralized HRM system</i> <ol style="list-style-type: none"> 4.1 Develop and implement further HRM functions, train users and supervise correct use of application and procedures 	x	x	x	x	GRU & CSC	UNDP GRU CSC	Audit conduct Workshops	5,000 13,000 10,000
		x	x	x	x	CSC (GRU)	CSC TBM	Trainings, travels implementation	12,000 8,000
		x	x	x	x	CSC (GRU)	UNDP CSC TBM	Travels, workshops, implementation	15,000 15,000 5,000
		x	x	x	x	CSC (NCIT)	UNDP CSC TBM	System develop., training	10,000 25,000 20,000

Expected Outcomes	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>Output 2: Organizational and human capacities are strengthened to deliver quality trainings to the public administration</p> <p>Indicators: (for specific indicators see operational plans in Annex) -ToT workshops for training network trainers are conducted - CSTI staff are sent on training attachment programme on leadership and change management - Trainers on all levels are well educated and capable of delivering all trainings needed - Leadership training workshop is conducted for Permanent Secretaries - Training workshops for senior civil servants on leadership and management skills are conducted - A full set of training modules and courses exist, covering all training needs in the public administration - Efficient and cost-effective ways to deliver trainings are in place with required materials</p>	<p>5. <i>Build efficient training institutions with trained instructors</i></p> <p>5.1 Conduct Train of Trainers (ToT) workshops to strengthen training network (Atoll Trainers)</p> <p>5.2 Conduct Train of Trainers (ToT) workshops to strengthen training network (Male Trainers)</p> <p>5.3 Arrange training attachment programme for CSTI staff at a regional institute on leadership and change management</p> <p>6. <i>Strengthening leadership and change management skills of Senior Civil Servants</i></p> <p>6.1 Conduct training workshop on leadership and change management for Permanent Secretaries to improve performance as heads of organizations</p> <p>6.2 Conduct a consultancy training workshop for senior civil servant (DGs, Directors and dept Heads) on leadership and management skills</p> <p>6.3 Conduct ongoing trainings on soft skills and orientation programs, knowledge dissemination of existing laws and regulations and development of required competencies and skills both in Male' and atolls</p> <p>7. <i>Create training curricula and diversify mode of training delivery</i></p> <p>7.1 Create training modules and materials for remaining core competencies identified and verified</p> <p>7.4 Develop distance learning modules and materials</p>	x	x	x	x	CSTI (CSC/GRU)	TBM CSC	Consultant (int'l or local), travels, trainings	10,000 8,000
						CSTI (CSC/GRU)	UNDP CSC	Consultant (int'l or local), travels, trainings	5,000 7,000
						CSTI (CSC/GRU)	CSC	International exposure visit for CSTI staff	10,000
						CSC (GRU)	UNDP CSC	Consultant (int'l or local), travels, trainings	12,000 8,000
						CSC (GRU)	UNDP CSC	Consultant (int'l or local), travels, trainings	8,000 12,000
						CSC (GRU)	UNDP CSC	Workshops, training and travelling	8,000 50,000
						CSTI (CSC/GRU)	UNDP CSC TBM	Consultant (int'l or local), travels, trainings	8,000 35,000 12,000
						CSTI (CSC/GRU)	CSC	Consultative workshops and trainings	2,000

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
Output 3: An institutional framework is in place to sustain modernization efforts									
Indicators: (for specific indicators see operational plans in Annex) - Guidelines and mechanisms for an effective transition of power is in place and endorsed by the Government - A comprehensive study on public sector reforms is published and available to the public - A cooperation framework is in place and regular coordination meetings at all levels are held	8. Develop a framework for effective Transition Of Powers (TOP) - Finalize TOP mechanism, present findings and get political endorsement and/or legal approval 9. Publish comprehensive study on public sector reform and modernization of the public sector in the Maldives - Finalize study on public sector reform, present findings, translate and publish study 10. Develop a comprehensive implementation strategy for inter-agency cooperation by establishing a "Governance Committee" - Continue regular meetings regular meetings on senior and technical level	x	x	x	x	GRU CSC	UNDP TBM	Workshop	1,000 2,000
International exchanges and networking	Study tours and networking on issues of common interest for public sector reforms			x		CSC / GRU	CSC TBM	International exposure visit for GRU & CSC staff	20,000 10,000
Project Support Services	Project manager	x	x	x	x		UNDP	PM salary, misc.	18,000
TOTAL									USD 412,000 (*)

* UNDP contribution: USD 100,000.00
CSC contribution: USD 214,000.00
GRU contribution: USD 29,000.00
Funds to be mobilized (TBM): USD 69,000.00

Year 3: January 2014 – September 2014

Expected Outputs	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>Output 1: A lean and efficient public administration is in place</p> <p>Indicators: (for specific indicators see operational plans in Annex) - A comprehensive management audit system is in place and applied throughout the public administration - A performance management system for individuals and organizations is in place and applied throughout the public administration - Public administration organizations are reorganized and capable of delivering quality services - An efficient and decentralized Human Resource Management system is in place and consistently used throughout the civil service</p>	<p>1. <i>Create and implement a management audit system</i> 1.1 Follow-up on recommendations and conduct new cycle of management audit</p> <p>2. <i>Develop and implement a performance management system</i> 2.1 Continue assistance to organizations and follow-up on recommendations for performance improvements</p> <p>3. <i>Create lean organizations capable of delivering quality services</i> 3.1 Continued supervision of restructuring and compliance with regulations</p> <p>4. <i>Establish an efficient, decentralized HRM system</i> 4.1 Implement further HRM functions, train users and supervise correct use of application and procedures</p>	x	x	x	x	GRU & CSC	GRU CSC	21,000 10,000	
<p>Output 2: Organizational and human capacities are strengthened to deliver quality trainings to the public administration</p> <p>Indicators: (for specific indicators see operational plans in Annex) - Implementation plan and progress of CSTI is evaluated - Trainers on all levels are well</p>	<p>5. <i>Build efficient training institutions with trained instructors</i> 5.1 Review and evaluate implementation plane and report the progress made</p> <p>6. <i>Strengthening leadership and change management skills of Senior Civil Servants.</i> 6.3 Conduct ongoing trainings on soft skills and orientation programs, knowledge dissemination of existing laws and regulations and development of required competencies and skills both in Male' and atolls</p>	x	x	x	x	CSTI (CSC/GRU)	UNDP	6,000	
		x	x	x	x	CSC (GRU)	UNDP CSC	6,000 30,000	

Expected Outcomes	Planned Activities	Timeframe				Responsible Party	Planned Budget		
		Q1	Q2	Q3	Q4		Funding Source	Description	Amount (USD)
<p>educated and capable of delivering all trainings needed</p> <ul style="list-style-type: none"> - A full set of training modules and courses exist, covering all training needs in the public administration - Efficient and cost-effective ways to deliver trainings are in place 	<p>7. Create training curricula and diversify mode of training delivery</p> <p>7.1 Finalize and validate all the training modules and materials developed for core competencies</p>			x		CSTI (CSC/GRU)	UNDP CSC	Consultant (local), travels, trainings	3,000 2,000
<p>Output 3: An institutional framework is in place to sustain modernization efforts</p> <p>Indicators: (for specific indicators see operational plans in Annex)</p> <ul style="list-style-type: none"> - Guidelines and mechanisms for an effective transition of power is in place and endorsed by the Government - A comprehensive study on public sector reforms is published and available to the public - A cooperation framework is in place and regular coordination meetings at all levels are held 	<p>10. Develop a comprehensive implementation strategy for inter-agency cooperation by establishing a "Governance Committee"</p> <ul style="list-style-type: none"> - Continue regular meetings regular meetings on senior and technical level 	x	x	x		GRU	UNDP	Meetings	2,000
<p>International exchanges and networking</p>	<p>Study tours and networking on issues of common interest for public sector reforms</p>		x			CSC / GRU	TBM	International exposure visit for GRU & CSC staff	20,000
<p>Project Evaluation</p>	<p>Evaluation of BEST Project Phase Two</p>			x		CSC / GRU	UNDP	Consultant (int'l or local), travels	10,000
<p>Project Support Services</p>	<p>Project manager</p>	x	x	x			UNDP	PM salary, misc.	13,000
TOTAL									USD 188,000 (*)

* UNDP contribution: USD 50,000.00
 CSC contribution: USD 87,000.00
 GRU contribution: USD 21,000.00
 Funds to be mobilized (TBM): USD 30,000.00

Total Estimated budget	\$300,000.00
UNDP contribution:	
CSC contribution (some training funds from Ministries are included)	\$1061,000.00
GRU contribution:	\$87,000.00
Unfunded budget:	\$165,000.00
Total Budget:	\$1613,000.00

Section 4: Management Arrangements

This project will be implemented under National Execution modality (NEX). 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 a Lead Agency and an Implementing Partner co-responsible as equal partners for overall management and execution of the project. The Civil Service Commission (CSC) will be the Lead Agency for this project; with the Governance Reform Unit (GRU) in the President's Office as Implementing Partner.

UNDP will provide project assurance and advisory services, as well as selective, targeted support where requested by the national implementing partners (e.g. recruitment of technical assistance, and funding of specific activities, etc.). It will also allocate funds for a National Project Manager to manage and coordinate day-to-day project activities of the project.

A Project Steering Committee (PSC) will be established with two representatives from the Civil Service Commission, Governance Reform Unit, and UNDP each. In addition the National Project Manager and a representative from the National Planning Department (Ministry of Finance) shall be permanent members of the Project Steering Committee. Other key stakeholders shall be invited to PSC meetings where appropriate.

The PSC will work on a consensus basis. It will meet at least once every two months with more frequent meetings in need arises. It will set its rules of procedures at its first meeting following signature of the project.

The functions of the PSC are namely but not exclusively:

- to provide overall policy guidance to ensure that project activities are aligned with general Government policies and strategies,
- to monitor the performance of the project, namely the timely implementation of project activities,
- to review progress on a periodic basis in terms of the delivery of project results and benefits,
- to manage risks and to ensure that project milestones are managed and completed,
- to provide guidance on matters concerning overall project management and project finances,
- to approve project revisions,
- to ensure that required resources are committed,
- to address project issues as raised by the Project Manager,
- to arbitrate on any conflicts within the project or to negotiate a solution to any problems between the project and external bodies,
- to approve the appointment and to define the responsibilities of the Project Manager.

The Project Manager will be responsible for the project implementation according to an agreed work plan, and ensures that the project achieves the required outputs, to the required standard of

quality and within set time and cost ceilings. In particular, the Project Manager's responsibilities are to:

- plan, manage and coordinate day-to-day activities of the project,
- plan, co-ordinate, overview and monitor activities carried out by project teams of the implementing partners,
- facilitate the cooperation between implementing partners in order to carry out project activities in a participatory manner,
- supervise and monitor external technical experts and their work,
- monitor progress and quality of project activities against set targets,
- monitor financial expenditures of the project and individual project activities and prepare consolidated financial reports,
- report to the PSC in a timely manner on project progress, financial expenditures, as well as on open issues and possible risks,
- co-ordinate with other projects and programmes that contribute to the same outcome to find synergies in project execution.

Financial arrangements:

UN Finance Unit will hold overall responsibility for UNDP's allocated resources to the project. Project activities financed exclusively through the current budget of the implementing partners shall be managed by the implementing partners separately. The Lead Agency (Civil Service Commission) will operate 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 according to the project's activities and work plans. Implementing partners will report back to the Lead Agency.

It is in the responsibility of the Project Manager to coordinate among those entities and to prepare a consolidated financial report, in the required format, and provide it to the PSC and UNDP at regular and necessary intervals.

Section 5: 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 outputs.
- 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 Steering Committee and to UNDP, using the standard UNDP report format available in the Executive Snapshot.
- A project Lessons-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. As a 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 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.

In addition, the project will be subject to a project evaluation in the third year.

Annex 1: Risk Assessment

#	Description	Category	Probability and Impact	Countermeasures / Mitigation	Date identified
1	A constantly evolving political and legal framework make it difficult to plan and enhance long-term reforms	Political	Probability: Medium Far reaching external changes could jeopardize overall achievements	Proactive engagement with relevant stakeholders, awareness raising on political level	Project definition
2	Lack of political will / commitment to advance reforms	Political	Probability: Medium/low Inability to execute activities as planned	Proactive engagement with highest political echelon for buy-in and endorsement	Project definition
3	Resistance in public administration to proposed changes	Strategic	Probability: Medium Effectiveness of reform efforts hampered	Active engagement with stakeholders on all levels Support in change management to individuals and organizations	Project definition
4	Lack of innovative thinking when proposing solutions	Strategic	Probability: Low Replication of old solutions and attitudes of a closed, non-accountable public administration	External technical assistance where useful Promotion of international networks and information exchanges	Project definition
5	Unclear delimitations of responsibilities and mandates lead to frictions and/or multiplication of efforts	Strategic, Operational	Probability: Medium/low Decrease of project impact up to complete failure to achieve goals	Creation of cooperation framework Proactive engagement with stakeholders	Project definition
6	Lack of accurate planning and financial control	Operational	Probability: Medium/low Budget overrun Delays in delivery	Accurate planning Good monitoring with clear indicators to take timely actions if needed Clear financial monitoring	Project definition