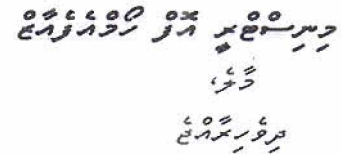


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**Format for Mid the Term Evaluation of the Achievement of Sector Outcomes of the Strategic Action Plan (2009 – 2013) of the Government of Maldives**

**Regional Development and Decentralization**

**Sector Overall Progress (500 words)**

*{A description of the extent to which the Sector Outcomes as specified in the policy goals were realized in the period under review}*

Major milestones achieved on institutionalizing decentralized administration to further democracy and good governance in the country. Much of the work relate to the development of a regulatory framework and preparations to adopt it. Preparations include notification of relevant stakeholders, on major aspects of the laws. In addition, the need to draw up necessary policies, standards, codes, operating procedures and formats were identified.

- Constitutional chapter on decentralized administration (2008)
- Law on decentralized administration and local council election law passed and ratified in 2010.
- Conducted awareness programs on local governance prior to council election: the sessions were targeted to members of the public (including 15 island communities), government offices, CSOs and media. In addition 5 information dissemination workshops were held at regional level for more than 200 participants from 5 regions.
- List of administrative/inhabited islands announced on government gazette. ( October 2010 )
- Announcement of local councils ( October 2010 )
- Administrations formed for all councils and (CSC in the process of reviewing and revising organizational structures of councils) ,
- 25 municipal regulation templates drafted and shared with stakeholders.
- Operational regulations drafted for local councils and LGA and shared with relevant authorities. These regulations were adopted by the councils in March 2011.
- Handbook on Decentralization act and 4 sets of leaflets for awareness on local governance were published and distributed on December 2010.
- Local council election and oath taking ceremonies held in February 2011.
- 32 Trainers trained for induction of councilors and administrative staff and induction sessions for 1091 councilors and 418 civil servants were held in April 2011.
- Round Table meeting on strengthening local governance was held on April 2011.
- National NGO Forum held in August 2010, participated by 171 Civil Society Organizations (CSOs). Sensitization sessions on CSOs' role in local governance were held.
- Small Grants given to 3 CSOs for Governance and development activities.
- Public Policy forum piloted in HA Ihavandhoo led by CSOs. ( April 2011 )
- Study on Maldivian Civil Society was initiated on March 2011.
- Conducted 2 atoll level training sessions for CSOs held in 2010 in the field of Administration/ Project proposal writing in 2009
- Registration and Monitoring of CSOs – In 2009, 191 and 2010, 134 CSOs were registered

### 1.1 Progress on Key Sector Outcomes

*{For each sector outcome briefly describe the achievement made and the extent to which implementation was carried out as envisaged by the Strategies / Intervention List of the SAP. If there were any deviations what were they and the causes}*

Outcome	Progress	Issues
<p>1. Island, Atolls and City Councils engaged in planning and implementing development policies in accordance with needs of communities and the decentralized administrative systems established through 7 regions, 188 island councils, 19 Atoll councils and 2 City councils</p>	<ul style="list-style-type: none"> <li>- Decentralization law, local government election law drafted , 2 Acts passed by the Parliament and ratified.</li> <li>- List of administrative/inhabited islands announced on govt. gazette</li> <li>- Administrations formed for all councils and (CSC in the process of reviewing and revising organization structures of councils)</li> <li>- Templates for 25 municipal regulations and rules of procedures for conduct of councils and council meeting drafted for all councils and shared with relevant authorities.</li> <li>- A template for rules of procedures for LGA was drafted.</li> </ul>	<ul style="list-style-type: none"> <li>- Several amendm ents were brought to Decentra lization bill by the parliame nt.</li> <li>- Lack of human resource capital</li> </ul>
<p>2. Provincial Administration and Commercial Centers Setup to provide social and economic opportunities that create a competitive environment.</p>	<ul style="list-style-type: none"> <li>- Establishment of province offices</li> <li>- Replacing of Province offices to National Offices</li> </ul>	<ul style="list-style-type: none"> <li>- National offices are not fully functional. Work is still progress to create procedures and monitorin g mechanis m.</li> <li>- Staff is being recruited and hence may take time to be fully functional.</li> </ul>
<p>3. Increased Participation of Civil Society and Private Sector at local government level in social and economic activities</p>	<ul style="list-style-type: none"> <li>- National NGO Forum held in August 2010, participated by 171 Civil Society Organizations (CSOs). Sensitization sessions on</li> </ul>	<p>Increased Participation of Civil Society and Private Sector at</p>

		<p>CSOs' role in local governance were held in the forum. The activity contributed toward both results indicators for this outcome, namely, increased coordination between civil society and local councils and the creation of a conducive environment for civil society.</p> <ul style="list-style-type: none"> <li>- Small Grants were given to 3 CSOs for Governance and development activities. While this contributes to creating conducive environment for CSOs, this activity needs to be strengthened to provide more support to a larger group of CSOs in a more systematic manner (stronger communication and evaluation mechanisms)</li> <li>- Public Policy forum was piloted in HA Ihavandhoo led by CSOs. (April 2011). The activity was a success in terms of participation, and should be further tested in other regions. If successful, this model can be promoted as a means of public participation on policy issues.</li> <li>- Study on Maldivian Civil Society was initiated on March 2011. One chapter of the study focuses on research findings and recommendations on decentralizing elements of regulation and administration of CSOs. Recommendations can be used as a guideline for decentralization of services provided to CSOs by MoHA,</li> <li>- Conducted 2 atoll level training sessions for CSOs held in 2010 in the CSO administration and project proposal writing in 2010. The trainings strengthen CSOs' capacity to implement development activities, and to seek funding independently. Regular training programs in these areas need to be conducted. Additional areas to be included in</li> </ul>	local government level in social and economic activities
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		<p>the training are budgeting and financial management and project cycle management.</p> <ul style="list-style-type: none"> <li>- Registration of CSOs – In 2009, 191 and 2010, 134 CSOs were registered. A stronger mechanism is needed to monitor the sector.</li> </ul>	
4.	Links between local level functionaries and national authorities strengthened to coordinate and facilitate implementation of national programmes	-	
5.			

## 1.2 Institutional Achievements in relation to the Sector Outcomes

*{Briefly describe the role of key institutions in relation to the key sector outcomes and their achievements}*

Name of Institution(s)		Major Responsibilities towards outcomes	Achievement
1.	MOHA	<p>Drafting of decentralization law and governance procedures;</p> <p>Managing the initial process for establishment Local governance system (currently in partnership with LGA)</p> <p>Creation of initial concepts of the National Offices</p> <p>Carrying out of Civic Engagement Project activities</p> <p>Creation of institutions for the local governance system;</p>	<p>Decentralization Bill was completed and submitted to the Parliament.</p> <p>Municipal regulations were completed.</p> <p>Local governance system was established</p> <p>National Offices were established.</p> <p>Activities of the Civic Engagement Project were initiated.</p>
2.	Parliament	Making necessary amendments and approval of bills	Decentralization Act was approved. Local Council Elections Act was approved.
3.	Election Commission	Carrying out the local council elections	Local council elections were conducted, and completed.
4.	President Office	<p>Creation of the posts and necessary offices;</p> <p>Ratification of the decentralization Law;</p> <p>Establishment of administrative islands;</p> <p>Decision making regarding commercial centre's with relevant stakeholders.</p>	<p>Administrative islands and commercial centers were finalized.</p> <p>Decentralization Act and the Local Council Elections Act were ratified.</p>



## 2.0 Overall Assessment of Sector Performance related to key aspects

<p>Operational Progress (300 words)</p> <p><i>{Explain the Extent to which implementation was carried out as envisaged by the Strategies / Intervention List of the SAP. If there were any deviations why was this and what where they.}</i></p> <ul style="list-style-type: none"> <li>• The Decentralization Law and Local Government Election Law was passed and ratified.</li> <li>• Draft templates for 25 municipal regulations completed by December 2010.</li> <li>• Sample Rules of Procedure of City, Atoll, Island Council and Local Government Authority was completed by December 2010.</li> </ul>
<p>Financial Performance (200 words)</p> <p><i>{To what extent was the budget allocation utilized and if budgetary shortfalls were encountered what were the likely causes what impact did it have in regard to pursuing the Strategies / Intervention List of the SAP}</i></p> <ul style="list-style-type: none"> <li>• The formulation of 25 municipal regulations and the Rules of Procedures (Hingaa Gavaidhu) under the project, Support to National Regionalization and Decentralization programs The total cost for this activity was MRF 230,000/-.</li> <li>• 32 trainers trained for induction of councilors and administrative staff and the induction sessions for 1091 councilors and 418 civil servants were held in April 2011. The total cost for this activity was MRF 2,925,102</li> <li>• The expenditure of the Civic Engagement project for the period was MRF 224,031/-</li> </ul>
<p>Institutional Linkages (100 words)</p> <p><i>{If any institutional linkages were expected to be developed during the implementation, to what extent were they achieved. If not what were the main causes and what was the affect on the implementation.}</i></p> <ul style="list-style-type: none"> <li>- Project Steering committees for the UNDP funded projects for strengthening of the decentralization process and civic engagement ensures support and ownership of the main stakeholder agencies in project management and implementation. (For example; the steering committee of the civic engagement project, comprised of representatives from the Ministry of Human Resource Youth and Sports, Ministry of Economic Development, UNDP and Civil Society Organizations plays an essential role in providing technical input and the approval for major project activities. Meetings are held on a quarterly basis.)</li> <li>- President's Office together with MOHA supported the establishment of LGA</li> <li>- MOHA maintained membership in Common Wealth Local Government Forum (CLGF) which supports and encourages local governance reforms.</li> </ul>
<p>Sustainability (100 words)</p> <p><i>{To what degree could the operational aspects; including institutional linkages if any can be carried forward and describe any essential criteria required to facilitate this}</i></p> <p>The Civic Engagement Project, placed at the NGO Section of MOHA has several activities that should be continued beyond the project period. To ensure that institutional knowledge is retained, the Project requires a focal point to be allocated by the Ministry to work with the UNDP Project Manager in the implementation of the project.</p>

## 3.0 Key issues encountered

<p>Institutional (200 words)</p> <p><i>{Discuss the Strategic position of the Lead Agency and how it affected the Implementation of Strategies/ Operational Performance}:</i></p>
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<ul style="list-style-type: none"> <li>- MoHA is the mandated agency for registering and monitoring CSOs, as well as facilitating their growth.</li> <li>- The MoHA is the Government ministry with the mandate of leading the process of decentralization of governance. With the dissolution of the Ministry of Atolls Development, the MoHA was transferred the MAD's mandate and the staff previously involved in supporting the decentralization process.</li> </ul>
<p><i>Implementation (200 words)</i>  <i>{Matters relating to implementation finances, human resources, monitoring and oversight}</i></p>
<ul style="list-style-type: none"> <li>- In some areas, such as the NGO registration and monitoring, it had been identified that stronger priority should be given for the development of staff capacity to effectively provide the services required of the section.</li> <li>- Budget constraints hindered the implementation of some key activities, including some activities to promote civil society growth and mobilization.</li> <li>- Local governance awareness for island communities hindered due to the limitations of funds and also limited awareness of its importance among stakeholders.</li> <li>- The procedural guidelines and details in the association act and regulation needs to be strengthened to better regulate and monitor the civil society organizations registered under the MoHA.</li> </ul>
<p><i>Environmental : (100 words)</i>  <i>{Environmental 9including Operational aspects} aspects which were encountered and need to be addressed}</i></p>
<ul style="list-style-type: none"> <li>- Recent change of government resulting in changes in policy level, as well as institutional changes. For example – reallocation of the work of certain institutions such as Atolls ministry work in to MOHA mandate.</li> <li>- Lack of procedural guidelines and details in the Association Act.</li> </ul>
<p><i>Political (100 words)</i>  <i>{Political considerations encountered and to be addressed}</i></p>
<p>The initial decentralization bill proposed to the parliament included the division of the country into 7 regions. However, the parliament amended the bill to maintain the original divisions of 20 atolls. The seven provincial offices were retained by the government (renamed as National Offices) to support the decentralization of services, and to provide technical support to the newly elected local councils. Due to the strong influence of party politics on local councils, the dynamics between councils and national offices could have potential for being supportive or conflicting. In cases where frictions are observed, MoHA aims to facilitate stronger working relationships between the two bodies.</p>
<p><i>Socio/ Cultural (100 words)</i>  <i>{Socio Cultural considerations encountered in respect of operation and implementation}</i></p>
<ul style="list-style-type: none"> <li>- Differences, flexibility and unique needs should be considered while dealing with island communities.</li> </ul>
<p><i>Gender (100 words)</i>  <i>{Gender related issues encountered during operation and implementation}</i></p>
<p>While no gender related issues were identified during this period, the need for stronger effort in gender mainstreaming all future activities had been identified. The RF for 2012 activities had been developed to include gender as a cross-cutting issue.</p>
<p><i>Statistical and Data Collection (100 words)</i></p>

*{All the data sources used. Other factors which surfaced in the operation and implementation}*

- Directly Collect the statistical Data's of NGO's
- Communicate with Island Councils

### **3.0 Lessons Learnt (300 words)**

*{Discuss the Lessons Learnt in the process of carrying out interventions relevant to realization of the Sector Outcomes as specified in the SAP. Focus on the involved agencies and other stakeholders (including beneficiaries) and their willingness and capability to continue the interventions. If not what additional measures would need to be taken to strengthen them}*

- Fund constraints resulted in inability to conduct planned activities For example, some awareness activities could not be undertaken in the islands due to lack of sufficient funds. Quarterly review meetings to monitor progress of activities and to adapt the activities to the changing environment will support the achievement of the outcomes.
- The decentralization concept and the law of decentralization were new at the policy, implementation and community level. This resulted in difficulties in decision making and implementation of the activities. Awareness building of the overall concept and the law should be given priority in order to push the planned activities forward. Dialogue between the policy level and the operational staff should be increased to ensure that the outcomes envisioned are achieved through the activities.
- Both Political and government executives should follow a proper decision making procedure guided by the mandates of the ministry. Similarly, stronger emphasis should be put in standardizing the procedures for operations and service delivery.

### **4.0 Partnerships (200 words)**

*{Describe any partnerships established with a donor, private sector or civil society organization to achieve an outcome(s)}*

UNDP's assistance in developing the countries governance with its project, have helped us to identify the some of the greatest challenges in the countries governance system. With our current projects nearing its end, UNDP has decided to develop a new project (Strengthening local democracy and governance in the Maldives), which will focus mostly on developing capacity to achieve their mandated duties and building awareness. The new project (SLDG) will also help in developing formula for block grant allocation with Finance Ministry.

### **5.0 Follow-up Actions & Recommendations (400 words)**

*{Recommendations for strengthening, reorienting and/or revising the implementation mechanisms and strengthening the key agencies and other stakeholders for achieving Sector Outcomes in future periods}*



- Stronger standard procedures and policies need to be established
- Increased awareness amongst officials from both political and government executive levels on local councils and other related acts, such as Decentralization Act is needed.
- Increased awareness at national level on importance of project implementation and target achieving.
- Co-ordination among the stakeholders needs to be strengthened.

Date : 12 October 2011

Name of Officer : Ibrahim Hameed

Designation : Assistant Director