

**COUNTRY LEVEL EVALUATION
Maldives**

Draft Final Report

VOLUME II: ANNEXES

26th November 2010

Evaluation carried out on behalf of the European Commission





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Commission's Co-operation with
Maldives**

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VOLUME II: ANNEXES

November 2010

*This report has been prepared by the consortium DRN,
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*The opinions expressed in this document represent the
views of the authors, which are not necessarily shared
by the European Commission or by the authorities of the
countries concerned.*

Evaluation of the European Commission's Co-operation with Maldives

Country Level Evaluation

The report consists of two volumes:

VOLUME I: DRAFT FINAL REPORT

VOLUME II: ANNEXES

VOLUME I: DRAFT FINAL REPORT

0. Executive Summary
1. Introduction
2. Evaluation Process and Methodology
3. EC strategy and Co-operation with the Maldives
4. Responses to the Evaluation Questions
5. Conclusions
6. Recommendations

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Acronyms

| | |
|-------|---|
| AAP | Annual Action Programme |
| ADB | Asian Development Bank |
| AG | Attorney General |
| ALA | Council Regulation (EEC) 443/92, governing European Community financial and technical and economic co-operation with Asia and Latin America |
| ASEAN | Association of Southeast Asian Nations |
| ASEM | Asia Europe Meeting |
| CAT | Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment |
| CBO | Community-based Organisation |
| CC | Climate Change |
| CCPR | International Covenant on Civil and Political Rights |
| CECB | Constituency Elections Complaints Bureaus |
| CEDAW | UN Convention on the Elimination of all Forms of Discrimination against Women |
| CERD | International Convention on the Elimination of All Forms of Racial Discrimination |
| CESCR | International Covenant on Economic, Social and Cultural Rights |
| CIDA | Canadian International Development Agency |
| CRC | Convention on the Rights of the Child |
| CSO | Civil Society Organisation |
| CSP | Country Strategy Paper |
| DCI | Development Co-operation Instrument |
| DCMP | Drugs Control Master Plan |
| DER | Department of External Resources (Ministry of Foreign Affairs) |
| DFID | Department for International Development (UK) |
| DG | Directory General |
| DPH | Department of Public Health |
| DRR | Disaster Risk Reduction |
| DTIS | Diagnostic Trade Integration Study |
| EBA | Everything But Arms |
| EC | European Commission |
| ECA | Electoral Constituency Act |
| ECBs | Elections Complaints Bureaux |
| ECD | European Commission Delegation (in Colombo, Sri Lanka) |
| ECHO | European Commission Humanitarian Aid Office |
| EIB | European Investment Bank |
| EIF | Extended Integrated Facilitator |
| EIHDR | European Initiative for Democracy and Human Rights |
| EPA | Environmental Protection Agency |
| ERC | Environmental Research Centre |
| ERMS | External Resources Management Section (MoFT) |
| FAO | Food and Agriculture Organisation |
| FDI | Foreign Direct Investment |
| FLEGT | Forest Law Enforcement, Governance and Trade |
| FWC | Framework Contract |
| GATS | General Agreement on Trade and Services |

| | |
|--------|--|
| GCCA | Global Climate Change Alliance |
| GDP | Gross Domestic Product |
| GEF | Global Environment Facility |
| GoM | Government of Maldives |
| GSP | EC's Generalised System of Preferences |
| HQ | Headquarters |
| IA | Implementing Agency |
| ICCPR | International Covenant on Civil and Political Rights |
| ICESCR | International Covenant on Economic, Social and Cultural Rights |
| ICT | Information and Communication Technology |
| IDA | International Development Association |
| IDC | Island Development Committee |
| IDP | Internally Displaced Persons |
| IEC | Information, Education, Communication |
| IF | Integrated Framework |
| IFRC | International Federation of Red Cross and Red Crescent Societies |
| IHDP | Integrated Human Development Project |
| ILO | International Labour Organisation |
| IMF | International Monetary Fund |
| INGO | International Non-Governmental Organisation |
| IPCC | International Panel on Climate Change |
| ITS | International Trade Institute of Singapore |
| IWDC | Island Women Development Committee |
| IWMF | Island Waste Management Facility |
| LDC | Less Developed Country |
| LRRD | Linking Relief to Rehabilitation and Development |
| MB | Multi-purpose Building |
| MDG | Millennium Development Goals |
| MDP | Maldivian Democratic Party |
| MEMP | Maldives Environmental Management Project |
| MIED | Ministry for Economic Development |
| MIP | Multi-annual Indicative Programme |
| MoAA | Ministry of Atolls Administration |
| MoE | Ministry of Education |
| MoEEW | Ministry of Energy, Environment and Water |
| MoF | Ministry of Finance |
| MoFAMR | Ministry of Fisheries, Agriculture and Marine Resources |
| MoFT | Ministry of Finance and Treasury |
| MP | Member of Parliament |
| MPND | Ministry of Planning and National Development |
| MTR | Mid-Term Review of the Country Strategy Paper |
| MWASS | Ministry of Women's Affairs and Social Security |
| NACB | National Narcotics Control Bureau |
| NAPA | National Adaptation Plan of Action |
| NDMC | National Disaster Management Centre |
| NDP | National Development Plan |
| NEAP | National Environmental Action Plan |
| NECB | National Elections Complaints Bureaux |
| NGO | Non-Governmental Organisation |

| | |
|----------|---|
| NHRAP | National Human Rights Action Plan |
| NIP | National Indicative Programme |
| NNCP | National Narcotics Control Bureau |
| NPM | National Torture Preventive Mechanism |
| NRRP | National Recovery and Reconstruction Plan |
| OCHA | United Nations Office for the Co-ordination of Humanitarian Affairs |
| ODA | Overseas Development Assistance |
| OPCAT | Optional Protocol to the Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment |
| PAS | Public Accounting System |
| PCC | Project Co-ordinating Committee |
| PCD | Policy Coherence for Development |
| PEA | Parliamentary Elections Act |
| PMC | Project Management and Co-ordination Unit |
| PRC | Project Review Committee |
| RBM | Results-based Management |
| RDMO | Regional Development Management Centre |
| Rf | Maldives Rufiyaa |
| RFLS | Revolving Fund Loan Scheme |
| RLC | Residential Learning Centre |
| RRM | Rapid Reaction Mechanism |
| RWMC | Regional Waste Management Centre |
| SAARC | South Asian Association for Regional Co-operation (Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka) |
| SACEP | South Asia Co-operative Environment Programme |
| SAFTA | South Asian Free Trade Area ¹ |
| SCP-Asia | Sustainable Consumption and Production in Asian countries |
| SE | School Extension |
| SEP | Strategic Economic Plan |
| SHE | Society for Health Education |
| SHI | Self-help Initiatives |
| SKYS | Society for Kurendhoo Youth & Sports |
| SPS | Sanitary and Phytosanitary measures |
| SPT | UN Sub-Committee on the Prevention of Torture |
| TA | Technical Assistance |
| TIP | Tsunami Indicative Programme |
| TM | Transparency Maldives |
| TMP | Tourism Master Plan |
| ToR | Terms of Reference |
| TRRF | Tsunami Relief and Rehabilitation Fund |
| TSIP | Tsunami Safe Island Programme |
| UDHR | Universal Declaration of Human Rights |
| UN | United Nations |
| UNAIDS | Joint United Nations Programme for HIV/AIDS |
| UNCTAD | United Nations Conference on Trade and Development |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |

¹ Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka

| | |
|---------|--|
| UNESCAP | United Nations Economic and Social Commission for Asia and Pacific |
| UNFPA | United Nations Population Fund |
| UNICEF | United Nations International Children’s Emergency Fund |
| UNODC | United Nations Office on Drugs and Crimes |
| VTC | Vocational Training Centre |
| WB | World Bank |
| WDC | Women Development Committee |
| WEC | Women Entrepreneurs Council |
| WHO | World Health Organisation |
| WIPO | World Intellectual Property Organisation |

ANNEX 1 THE COUNTRY CONTEXT

1.1 Political system

After its independence from Britain in 1965, the Maldives has been a Republic since 1968 and has a parliamentary style of government with a strong executive. Under the former constitution, the President was both the Head of State and Head of Government. At the same time, he was Minister of Defence and National Security, Minister of Finance and Treasury and governed the national Monetary Authority. This was changed with the new constitution in 2008, where he only maintains the positions of Head of State and Head of Government. The new parliament, which took office in May 2009, consists of 77 elected members.

In 2004, a strong public demand for political reform followed by internal unrest led to the so called *'Road Map for the Reform Agenda'* in March 2006 containing a number of measures to strengthen the democratic system with a detailed implementing schedule. As a consequence, a new Constitution has been adopted on 7 August 2008 with a delay of one year. The first multi-party presidential elections took place in October 2008 under difficult circumstances, but permitted a peaceful change of the head of the state when the opposition candidate Mohamed Nasheed succeeded against President Maumoon Gayoom, who had held office since 1978.² Parliamentary elections were held in 2009. Local elections, which will be the last step of a two years transition phase, are expected to be organised in the first half of 2010. Decentralisation reform plans are blocked politically since more than one year due to different perceptions pertaining to the regional level and contradictory interpretations of constitutional requirements.

The long term perspective of the country development of the Government of Maldives (GoM) is presented in its Vision 2020, which reflects the aspiration of the Maldives to develop and become *"a top-ranking middle-income developing nation with a diversified economy, high quality education and health services, social and equality, democratic governance, justice, peace and security"* over the next 20 years.³

As a first step towards achieving the Vision 2020 objectives, GoM has produced its 6th National Development Plan (NDP) 2001–2005. It presents broad strategic directions for identification of sectoral targets and policies, and identifies the planning and policy agenda along with the 2020 Vision Plan. The intra-regional development objective is to reduce the migration to Male and the disparities among islands by concentrating the population from environmentally vulnerable islands and those with less than 1,000 inhabitants on focus islands with better development potential. Migration is voluntary and encouraged by incentives. Under the Regional Development Policy, the 20 atolls were grouped into five development regions i.e. the 6th NDP defined the Northern and the Southern Development Region for seven atolls and the Northern Central, the Central and the Southern Central Development Regions were defined by the 7th NDP (2006-2010) to cover the remaining 13 atolls. The Development Regions are planned to be developed by five Regional Development Management Offices (RDMOs).

The Regional Development Policy was accompanied by the Population and Development Consolidation (PDC) Policy to restructure the population on the islands. Of the 195 inhabited islands only 5 have a population of more than 4,000 people whereas 128 have less than 1,000 inhabitants and 16 have less than 200. Smaller communities have less access to social and economic services at a higher cost. Income and job opportunities are few in small islands causing the massive influx to Male.⁴

The regional development approach was further developed after the tsunami to create seven Safe Host Islands, which are more developed in terms of disaster preparedness and social service provisions i.e. seawall defences, protected environmental areas, safe high grounds and better buildings to be implemented by 2012.

² ToR CSP Maldives, Final; 29.9.2009

³ <http://www.planning.gov.mv/contents/misc/vision2020.php>

⁴ 7th NDP 2006-2010, p. 25-27

1.2 Legislation and good governance

The Republic of Maldives has a largely Muslim population and the country applies the Islamic Sharia law. The legal system of the Maldives is a mixture comprising Islamic laws, and the English common laws, many of which have been codified in the Civil Laws of the country. Personal law, which includes family and inheritance laws, is exclusively governed by Sharia. According to the constitution of 1998, the judiciary was not independent but its members were appointed by the President, who could also revise High Court decisions. The 2008 constitution has provided for an independent judiciary and created for the first time a supreme court that has the final decision.

Women have the right to vote in all elections and are eligible for candidature to elected bodies and all public positions; since the new constitution women can be also candidate for the Head of State. The Maldives is a member of the *UN Convention on the Elimination of all Forms of Discrimination against Women* (CEDAW) and promote the increase of women as atoll chiefs, in islands' women's and atoll development committees. Provisions to protect women's rights are also contained in the Family Act of July 2001. However women's participation in political institutions is still low, e.g. their representation in the new parliament is only 6.5%.

The new constitution has included all civil, political, cultural, economic and social rights created in the ICCPR⁵ and the ICESCR⁶ and for the first time has also introduced conservation of the environment for the future generations as a basic right, which puts it a step ahead of the international community.⁷

Nevertheless human rights abuses are still of concern as the report of the UN Subcommittee on the Prevention of Torture assessed in February 2009. It ascertained important human rights problems pertaining to arbitrary arrest, incommunicado detention, ill-treatment and the lack of an independent judiciary. Individual freedoms, including speech and religion were also restricted under the former constitution.⁸ Trade unions were only recently formalised with the new constitution and the Employment Act of 2008 and the country has become a member of the International Labour Organisation (ILO) in 2009.

With the political reform process since 2004, the human rights situation in the country has continuously improving. After having ratified the six major international human rights conventions and five protocols and adopted the new constitution which can compete with best international standards the remaining challenge is the implementation of these standards in the reality of courts, police and prisons.

1.3 Economy and Trade

The economy of the Maldives is heavily dependent on tourism and fisheries, which makes it vulnerable to external shocks.

The strategy for tourism development has been defined by the Tourism Master Plan 1996-2005. The sector accounted for 27% of the GDP in 2008 after a pronounced drop in 2005 as a consequence of the tsunami (Figure 1).

The sector accounts for about 11% of the private sector employment⁹ and is a main earner of foreign exchange currencies. Tourism is concentrated on a number of high quality tourist resorts, which are each located on otherwise uninhabited islands. Number of arrivals has increased from 196,000 in 1991 to 683,000 in 2008.¹⁰ The tourism capacity of the country is 16,000 beds with an occupancy rate of 82%.¹¹

The model is recognised as environmentally sustainable tourist development reducing the environmental impact to a minimum. However, food, basic necessities and items for the tourism industry have to be imported creating additional waste. Most visitors come from the

⁵ International Covenant on Civil and Political Rights.

⁶ International Covenant on Economic, Social and Cultural Rights

⁷ cf. NHRAP, p. 17ff.

⁸ CSP Maldives, 2003-2006, CSP Maldives 2007-2013

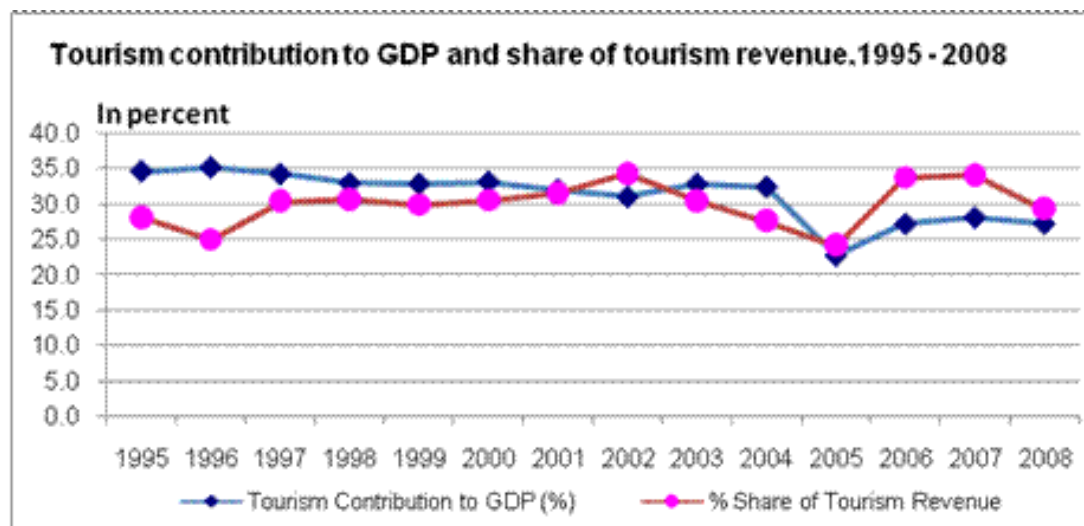
⁹ According to the 2006 census data 12,090 people were employed in the hotels and restaurant business out of a total of 110,231 employees in the private sector

¹⁰ <http://planning.gov.mv/yearbook2009/>

¹¹ Tourism Masterplan 2007-2011

United Kingdom and Italy. Tourism in the Maldives is however vulnerable to external incidences e.g. terrorist attacks like September 11, crisis in the Middle East, tsunami or marine pollution events and it is also facing strong competition from other tourist destinations.

Figure 1: Development of the tourism sector



Source: <http://planning.gov.mv/yearbook2009/>

The fishery sector (mostly fresh and canned tuna) accounted in 2006 for 7% of employment and 7% of GDP in 2008.¹² It accounts for nearly all merchandise exports and is also an important foreign exchange earner. Motorisation of the fishing vessels in the last years has tripled the catch per fisherman. About a 130,000 t of mostly tuna were caught in 2008 (Figure 2). About 70% of the annual tuna catch is exported. The industry benefits from preferential access to the EU market, which absorbs about 41% of the exports of marine products from Maldives.¹³ Other important industries are boat building and handicrafts. The formerly important garment industry was wiped out in 2005 in the Maldives after the end of the WTO Agreement on Textiles and Clothing (ATC) which abolished the general system of quota controls for this sector. This was due to the lack of indigenous development of the sector in the Maldives, with foreign investors pulling out once the quota controls were abolished. Entrepreneurs in countries restricted by quotas had previously established factories in countries with low levels of quota utilisation.

The country's lack of land-based natural and mineral resources means that economic production depends on imports and external foreign exchange earnings. The energy and transport sectors are entirely dependent on oil imports. Fluctuations of the oil price therefore impact directly on the national economy. For this reason, the Maldives has defined renewable energy sources i.e. wind, solar and bio-energy, as a priority area.

Nevertheless, the country has achieved sound growth over the two decades preceding the tsunami in 2004, which hit the Maldives at a delicate time of its political (see above) and economic development. In 2004, the Maldives was graduated from the Least Developed Country (LDC) status by the United Nations with a three year transition period. After the tsunami, the start of the 3 year transition period was deferred to 2009 and is supposed to end in 2011.¹⁴

Maldives business sector is mainly concentrated in Male, the main island, while many atolls live on subsistence economies. Before the tsunami, the overall economy of the Maldives quickly grew, fuelled by strong growth in the tourism, fisheries and construction sectors. After the tsunami, there was a significant fall in revenue from tourism, which today is also affected

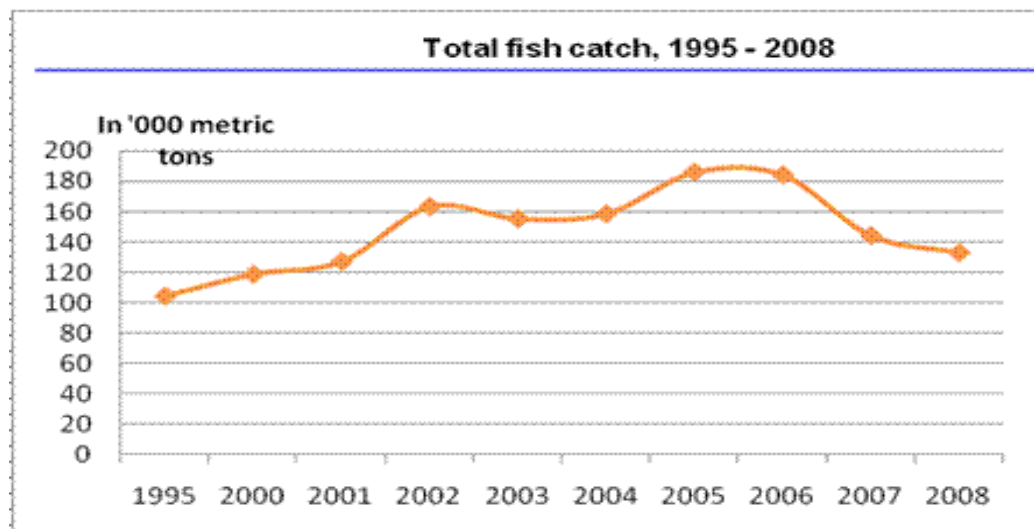
¹² <http://planning.gov.mv/yearbook2009/>

¹³ France 14.2%, Italy 11.8%, U.K. 7.6%, Netherlands 3.2%, Germany 1.9%, Spain 1.4%, all others less than 1% per country

¹⁴ As a result of graduation from LDC status, the Maldives will lose the privileges and concessions provided to LDCs, from low interest loans to preferential market access.

by the global financial crisis.¹⁵ Financial damage due to the tsunami was estimated by the World Bank at 62% of the gross domestic product (GDP) or US\$ 470 million,¹⁶ which did, however, not include environmental costs i.e. the value of the top-soil and reclaimed land that was washed out to sea.

Figure 2: Development of fish catch in the Maldives



Maldives' economic development strategy is documented in the Strategic Economic Plan (SEP) for the Maldives produced in 2001 by the International Trade Institute of Singapore (ITS). It identifies key economic drivers together with respective opportunities and threats.¹⁷ As recommended, the GoM focuses on a cluster approach integrating traditional sectors with a priority on tourism, fisheries and agriculture and development of the potential in new sectors like ICT and offshore banking and linkages to corresponding sectors like construction, transportation, institutional strengthening and promotion of trade relationships and investment.

Agricultural potential is low due to alkaline soils and scarce agricultural land, which does not allow coping with the high demand for locally grown food. Most food therefore has to be imported. The total arable area is estimated at 3,000 ha with production limited to 60 specifically designated islands. Main crops are coconut, banana, tubers, fruits and vegetables.¹⁸ Some hydroponic farming exists for a small home-grown food industry. With the exception of individual housing and some agricultural plots, land is owned by the communities, including the beach, the lagoon and the reef around the islands.

After graduation from LDC status in the UN, Maldives will lose its preferential access to international markets, which poses challenges to its industry, notably for the fishing industry. Being a member of WTO since 1995, it will also have to comply with the international trading system and agreements as defined by the World Trade Organisation (WTO). Since 2005, the Maldives has engaged in the WTO's Integrated Framework (IF) process for least developed countries (LDCs) to mainstream trade issues into the National Development Plan.

The Maldives is a member in the South Asian Association for Regional Co-operation (SAARC), created in 1985,¹⁹ and its South Asia Free Trade Area (SAFTA), which provides bilateral reductions in tariff and non-tariff barriers for trade on a reciprocal basis but with special treatment for LDCs. GoM has negotiated a maintained LDC status within the South Asian Free Trade Area (SAFTA), which will protect its preferential access to the markets of the member countries.

¹⁵ ToR CSP Maldives, Final; 29.9.2009

¹⁶ CSP/NIP 2003-2006 and 2007-2013

¹⁷ CSE 2007-2013

¹⁸ UNEP (2002), Maldives: State of the environment, p. 14

¹⁹ SAARC member countries are India, Pakistan, Bangladesh, Sri Lanka, Nepal, Bhutan and the Maldives.

The country's main export markets in 2008 were Thailand (49%), Sri Lanka (9.5%) and the EU (31%). Main imports came from Singapore (21.3%), the United Arab Emirates (18.0%), India (10.4%) and the EU (12.0%).²⁰

1.4 Social situation

With a population of only 310,000 people in 2008, the Maldives is the most advanced among South-Asian countries with regard to progressing towards achievement of the Millennium Development Goals (MDG). As the IMF country report²¹ describes: *“Poverty rates have fallen steeply, from 40% in 1997, to 28% in 2004, and further to 16% in 2005 and continue to fall despite the devastation of the tsunami. The GoM reports these poverty rates in the PRSP based on a poverty line of Rf. 15 per day, which is equivalent to US\$1.17. Using the international MDG poverty line of US\$1 per day (estimated at Rf. 4.34 in the 2004 Vulnerability and Poverty Assessment), the headcount ratio is significantly lower, and fell from 9 percent in 2004 to 6 percent in 2005. Other human development indicators, such as infant mortality and maternal mortality have registered similar improvements. The Maldives is on track to meet most of the Millennium Development Goals (MDGs), and has broadly met already the MDGs on eradicating extreme poverty and hunger, achieving universal primary education, reducing child mortality, improving maternal health, and combating HIV/AIDS, malaria and other diseases.”*

Overall, the Maldives ranks within the top one hundred in the Human Development Index (HDI), way ahead of its South Asia neighbour countries.²²

Important disparities exist however in the income distribution. Nearly half of the population earns less than 1.25 US\$ per day and three quarters have less than 1.60 \$US per day. Poverty is primarily caused by the internal disparities among islands as regards provision of infrastructure, social services and employment opportunities. In Male, the incidence of poverty is less than half of what is found in the outer atolls especially in the north. Another factor is that non-poor people fall back into poverty. 11% of the non-poor in 1997 had fallen back into poverty in 2004, and 8% of the non-poor in 2004 had dropped again into poverty in 2005. Most important factors for these poor were found to be poor education, large size of the households and female heads of household.²³

With 44% of the population under 14 years, the Maldives is a young country. While primary education is available to all boys and girls without gender disparity and literacy rates attained already 98% for the 15 to 24 old in 2000,²⁴ the young population's access to secondary schools or jobs is difficult, causing a high number of unemployed and poorly educated young people and consequently increasing problems like drug abuse. About 75% of the prisoners in Maldives penitentiaries were sentenced due to drug offences.

1.5 Environment

The Maldives is an archipelago of about 1,200 coral islands grouped into 26 geographic atolls with a land area of 298 km². Only 33 islands have a land area of more than one square km.

The country is severely threatened by global warming and sea-level rise. According to the International Panel on Climate Change (IPCC), average temperature in the Indian Ocean will rise by 1.1 to 3.8 °C for the period 2070 to 2099 accompanied by an estimated global sea-level rise of 0.2 to 0.6 m and increased frequency of extreme events.²⁵ Around 80% of the total landmass of the Maldives is less than 1 meter above sea level, which makes the country vulnerable to flooding.

The coral reefs of the Maldives are a rich resource for tourism development and fisheries. Besides their aesthetical beauty, they support a rich biodiversity with numerous endangered

²⁰ http://planning.gov.mv/yearbook2009/Foreign_Trade%20and%20Balance/15.1.htm

²¹ IMF (2008)

²² CSP 2005-2006, p. 13

²³ IMF (2008)

²⁴ MDG: Maldives Country Report 2005, p. 12-13

²⁵ Parry et al. (2007), http://www.ipcc.ch/publications_and_data/ar4/wg2/en/ch16s16-3-1-2.html

species. With development of tourist numbers, increased fishing and rising sea-level, the reefs come increasingly under stress. Reef degradation is the main cause for loss of biodiversity in the country.

The country faces further environmental constraints. It seriously suffers from groundwater depletion and consequent lack of potable water. The water table is shallow and confined to a lens of fresh water floating on the denser salt water. As water consumption is growing with demography, tourism and changed water user habits, the balance between use and recharge by rainfall is threatened. About a quarter of the population and all tourist resorts depend already on desalinated water. In addition to the fresh water depletion, many islands face severe desertification problems.

Contamination by sewage and waste disposal forms additional risks. In 2007, an estimated 248,000 t of solid waste were produced with an expected rise of 30% to 324,000 t in 2012. In addition, about 510 t/year of medical waste are created. Sewage disposal is a further problem that degrades seawater quality.²⁶

Environmental protection has high priority in the Maldives as sound natural resources are the basis for its two most important economic sectors: fisheries and tourism. GoM has formulated its first National Environmental Action Plan (NEAP) already in 1989. In 1993, the Environmental Protection and Preservation Act was enacted containing provisions on biodiversity conservation, protected areas, environmental assessment, waste management and transboundary movements of hazardous substances. The second NEAP was developed for the period 1999 to 2008 and updated by the 3rd NEAP for the period 2009-2013. Environmental issues are also reflected in the countries Vision 2020.

The Maldives was among the first countries to ratify the Convention on Biological Diversity (CBD) in October 1992 and is also a member of the UN Convention on Climate Change since 1992, the UN Convention on the Law of the Sea and the Washington Declaration on Protection of the Marine Environment from Land-based Activities.²⁷ Regionally, the country contributed to SAARC's Environmental Action Plan of 1997 and the South-Asia Co-operative Environment Programme (SACEP).

Environment is politically and institutionally represented by a Ministry, an Environmental Protection Unit (EPU) and a high level National Commission for the Protection of the Environment (NCEP). All relevant Government Ministries have environmental units.²⁸ However, implementation of the National Plans is hampered by weak planning, management and co-ordination among ministries.²⁹

1.6 The tsunami as a major impact³⁰

The tsunami catastrophe struck the region of the Indian Ocean on 26 December 2004, with the major impact being felt in India, Indonesia, the Maldives, Sri Lanka and Thailand. Several other countries were also affected including Bangladesh, Myanmar, Kenya, Malaysia, the Seychelles, Somalia and Tanzania. Over 225,000 people died or were missing. Overall, an estimated two million people were directly or indirectly affected, 1.7 million of whom were internally displaced. The earthquake and subsequent waves damaged infrastructure and destroyed livelihoods, leaving many people homeless or without adequate drinking water, sanitation, food or healthcare facilities.

The tsunami reached and struck the Maldives at 9.20 am on December 26, destroying livelihoods of a third of the population. The disaster severely affected the whole country, flooding all but 9 islands; 13 islands were totally evacuated. The tsunami claimed 82 lives, left 26 people missing and displaced over 15,000 people. It destroyed much of the country's physical asset base including homes and entire settlements, public service utilities such as hospitals, clinics and schools, transport and communications infrastructure and private

²⁶ IDA (2008)

²⁷ 2nd NEAP, p. 6-8

²⁸ UNEP 2002, State of the Environment, p. 3

²⁹ CSP 2007-2013, p. 16

³⁰ National Recovery and Reconstruction Plan (Ministry of Planning and Development – March 2005), Report on the Co-ordination of international humanitarian assistance in tsunami-affected countries (Tsunami Evaluation Coalition – July 2006)

businesses. The main industries of fisheries and tourism were badly hit, wiping out two decades of investment and economic development.

Governments and individuals worldwide responded with overwhelming generosity to tsunami affected countries, in solidarity with the rescue and relief efforts of the affected communities and local and national authorities. This spontaneous flow of funding is seen as the distinctive feature of this disaster, and the main factor influencing the co-ordination and sharing of assessment information among the large number of actors present in the field.

In the Maldives, the people showed a strong spirit of unity and support for each other during the disaster by taking in the homeless, clearing the debris and providing solace and comfort. In recognition of the remarkable courage and strong sense of community at a time of loss and adversity, and in remembrance of those who lost their lives in the disaster, the Government has decided to mark 26 December as Unity Day.

Strategic planning for recovery

An interesting comparison can be made between the Maldives and other tsunami affected countries (e.g. Sri Lanka, Indonesia) where the co-ordination efforts in the first year of the tsunami response have been mostly limited to gaining some measure of direction over activities, rather than a strategic prioritisation of outcomes, or gaining a consensus on goals. The Tsunami Evaluation Coalition' evaluation concluded in other countries a heavy emphasis on asset replacement, with less attention paid to sustainable livelihoods.

Unlike other tsunami affected countries, in the Maldives it was directly acknowledged and agreed to rapidly restore all public services, regenerate the main industries and revive livelihoods, in order to regenerate the economy and help the people get back on their feet in the shortest possible time by linking relief to rehabilitation and development. The country's human resource base was intact, as was much of the industrial infrastructure, including fish processing plants and over 70% of the tourist facilities. Therefore, with timely assistance it was possible to rebuild the Maldives.

In the Maldives, new fund tracking mechanisms and the consolidation of existing mechanisms coincided with the realisation of greater government budgetary commitments. Early damage and loss assessments undertaken by international financial institutions (IFIs), and the subsequent introduction of trust funds, led to greater donor co-ordination in the recovery period (e.g. World Bank and European Commission). Ranked among the top five countries in aid utilisation by the World Bank, the Government was confident that the Maldives could meet disbursement requirements. To oversee and manage external aid in an efficient and transparent manner the Government established a Trust Fund, chaired by the Auditor General. People, Government and international agencies worked closely to provide the basic (relief) needs of food, water, clothing and temporary shelter. Exactly one month after the disaster the President laid the foundation stone for the first batch of permanent houses (rehabilitation) in A.Dh Maamigili, for the people of M. Madifushi, who requested for relocation upon the total destruction of their island. Subsequently, the Government of the Maldives launched their National Recovery and Reconstruction Plan (NRRP) that addressed the identified medium- to longer-term recovery and development needs.

The NRRP outlined the objectives and strategies for meeting urgent immediate needs in housing and infrastructure development, reviving livelihoods, and creating the conditions for sustained economic recovery. The Plan contained projects and programmes proposed by different sectors to restore key industries and provide social and economic services and facilities. To meet these needs and other expenditures it was stated that it would be necessary to mobilise within 3-4 years, approximately 3 times the normal public investment volumes. In the face of the projected revenue shortfall of US\$ 60 million due to the tsunami, the challenge for economic recovery was to meet the financing requirements without increasing the debt service ratio above pre-tsunami levels.

Conclusively, according to the identified needs of the joint needs assessment different LRRD programme activities were coherently translated into the European Commission's planned support, which comprised relief activities (funded by ECHO), rehabilitation and mid- to long-term development in the TIP planning documents (which complied to the NRRP and the Safe Host Island Strategy of the Maldives), and the link between rehabilitation and development through the Rapid Reaction Mechanism (which addressed housing reconstruction support).

ANNEX 2 STATISTICAL DATA

Table 1: Country profile

| Indicator | 2000 | 2005 | 2007 | 2008 |
|--|-------|-------|-------|-------|
| World view | | | | |
| Population, total (millions) | 0,27 | 0,30 | 0,31 | 0,31 |
| Population growth (annual %) | 1,7 | 1,6 | 1,7 | 1,7 |
| Surface area (sq. km) (thousands) | 0,3 | 0,3 | 0,3 | 0,3 |
| GNI, Atlas method (current US\$) (billions) | 0,58 | 0,76 | 0,98 | 1,13 |
| GNI per capita, Atlas method (current US\$) | 2.140 | 2.580 | 3.220 | 3.630 |
| GNI per capita, PPP (current international \$) | 2.680 | 3.870 | 4.970 | 5.280 |
| People | | | | |
| Life expectancy at birth, total (years) | 65 | 67 | 68 | .. |
| Fertility rate, total (births per woman) | 3,2 | 2,7 | 2,6 | .. |
| Adolescent fertility rate (births per 1,000 women age 15-19) | 26 | 15 | 13 | .. |
| Mortality rate, under-5 (per 1,000) | 55 | 36 | 30 | .. |
| Immunisation, measles (% of children ages 12-23 months) | 99 | 97 | 97 | .. |
| Primary completion rate, total (% of relevant age group) | .. | 138 | .. | .. |
| Ratio girls to boys in primary and secondary education (%) | 101 | .. | .. | .. |
| Environment | | | | |
| Forest area (sq. km) (thousands) | 0,0 | 0,0 | .. | .. |
| Agricultural land (% of land area) | 33,3 | 46,7 | .. | .. |
| Renewable internal freshwater resources per capita (cbm) | .. | .. | 98 | .. |
| Improved water source (% of population with access) | 87 | .. | .. | .. |
| Improved sanitation facil., urban (% urban pop. with access) | 100 | .. | .. | .. |
| CO2 emissions (metric tons per capita) | 1,8 | 2,4 | .. | .. |
| Economy | | | | |
| GDP (current US\$) (billions) | 0,62 | 0,75 | 1,05 | 1,26 |
| GDP growth (annual %) | 4,7 | -4,7 | 7,3 | 5,8 |
| Inflation, GDP deflator (annual %) | 1,2 | 1,3 | 7,3 | 13,0 |
| Exports of goods and services (% of GDP) | 89 | .. | .. | .. |
| Imports of goods and services (% of GDP) | 72 | .. | .. | .. |
| Gross capital formation (% of GDP) | 26 | 54 | .. | .. |
| Revenue, excluding grants (% of GDP) | 30,0 | 39,1 | 49,2 | 55,2 |
| Cash surplus/deficit (% of GDP) | -5,0 | -12,1 | -8,8 | -10,9 |
| States and markets | | | | |
| Market capitalisation of listed companies (% of GDP) | .. | .. | .. | .. |
| Military expenditure (% of GDP) | .. | .. | .. | .. |
| Mobile cellular subscriptions (per 100 people) | 3 | 69 | 103 | 140 |
| Internet users (per 100 people) | 2,2 | 6,8 | 16,3 | 23,1 |
| Global links | | | | |
| Merchandise trade (% of GDP) | 79,7 | 120,9 | 125,6 | 136,7 |
| External debt stocks, total (DOD, current US\$) (millions) | 206 | 387 | 562 | .. |
| Total debt service (% of exports of goods, services and income) | 4,3 | 7,0 | 5,1 | .. |
| Foreign direct invest., net inflows (BoP, current US\$ mill.) | 13 | 9 | 15 | .. |
| Official development assistance and official aid (current US\$) (millions) | 19 | 76 | 37 | .. |

Source: World Development Indicators database, April 2009

ANNEX 3 OVERVIEW OF EVALUATION QUESTIONS AND JUDGMENT CRITERIA

The following evaluation questions and judgment criteria were agreed upon with the Reference Group and served as main orientation for the information collection.

| Evaluation question | Judgment criteria |
|--|---|
| EQ 1: To what extent do EC country strategies and indicative programmes reflect the development priorities of the Government of Maldives and the needs of the population? | <p>JC 1.1 EC strategies and indicative programmes are aligned to national policies and strategies.</p> <p>JC 1.2 EC objectives and programmes coherently deducted from good quality contextual analysis.</p> <p>JC 1.3 Local stakeholders/ ‘beneficiaries’ ideas are integrated in the formulation and implementation of the strategies and programmes.</p> |
| EQ 2: To what extent has the EC-support contributed to repair long-term damage and to improve social and economic services on supported islands? | <p>JC 2.1 Food security and economic livelihoods of affected households recovered.</p> <p>JC 2.2 Improved access to social programmes and services (i.e. health, education) on supported islands</p> <p>JC 2.3 Drug abuse has reduced with EC support.</p> <p>JC 2.4 Gender, human rights and environment issues are reflected by EC intra-regional and community development programmes.</p> |
| EQ 3: To what extent has the EC-support contributed to improve the environmental conditions for the population of the Maldives and reduced the long-term vulnerability of the islands to natural disasters? | <p>JC 3.1 Better integration of environmental aspects (including climate change adaptation and disaster risk reduction) into GoM’s policies and planning.</p> <p>JC 3.2 Negative environmental impacts of post-Tsunami reconstruction are mitigated.</p> <p>JC 3.3 Gender and good governance/human rights aspects are mainstreamed into EC environment programmes.</p> |
| EQ 4: To what extent has the EC-support towards improving local Economic Development helped the GoM to build a more diversified and competitive export sector for the international markets? | <p>JC 4.1 Fisheries sector recovered from economic loss.</p> <p>JC 4.2 Tourism sector recovered from economic loss.</p> <p>JC 4.3 Export industries diversified with EC support.</p> <p>JC 4.4 EC support has helped to prepare Maldives for LDC graduation</p> <p>JC 4.5 Gender, human rights and environment issues are taken into consideration by EC local economic development programmes.</p> |
| EQ 5: To what extent has the EC-support towards improving Trade Capacity helped the GoM to fulfil its international commitments? | <p>JC 5.1 EC support has improved GoM capacities to effectively fulfil its international commitments.</p> <p>JC 5.2 Gender, human rights and environment issues are taken into consideration by EC trade programmes.</p> |
| EQ 6: To what extent has the EC support improved the governance of local and central institutions and the political participation of Civil Society? | <p>JC 6.1 EC support has facilitated democratic elections.</p> <p>JC 6.2 Progress in EC-supported implementation of reforms related to good governance and democratisation.</p> <p>JC 6.3 Progress in strengthening civil society/non-state actors dialoguing with GoM</p> <p>JC 6.4 Progress in empowering the capacity of women.</p> <p>JC 6.5 Gender and environment issues are taken into consideration by EC good governance programmes.</p> |

| Evaluation question | Judgment criteria |
|--|--|
| EQ 7: To what extent has EC support provided under the RRM and TIP after the Tsunami (RRM, TIP) flexibly responded to post-tsunami requirements following an approach of linking relief (ECHO), rehabilitation and development? | JC 7.1 RRM and/or TIP enabled the rebuilding of social structure and community development. JC 7.2 RRM and/or TIP capacitated state and civil society to reassume their roles and utilise the tsunami created “window-of-opportunity” for development, disaster risk reduction, and climate change JC 7.3 RRM and/or TIP programmes were embedded into a co-ordinated and consistent LRRD strategy between emergency aid (ECHO) and mid- to long-term development aid. |
| EQ 8: To what extent has the EC support to Maldives been co-ordinated, coherent with and complementary to other policies and actions of the EC and other member states' and donors' interventions? | JC 8.1 EC support is co-ordinated with other Member States' and donors' interventions. JC 8.2 EC support complements other Member States and donors' activities JC 8.3 Support activities under the CSP programmes and other EC policies are mutually compatible. |
| EQ 9: To what extent has the EC choice of aid modalities (projects, multi-donor projects), delivery channels (trust funds) and implementing agencies (UNDP/World Bank) been appropriate to the country context? | JC 9.1 Mix of approaches and co-operation partners uses available implementing capacities in the country JC 9.2 EC support programmes are managed efficiently. |

These evaluation questions covered the areas of analysis defined by the ToR. One EQ may cover several evaluation areas and the links between EQs and evaluation areas is schematically shown by the matrix below:

| Main area | EQ1 | EQ2 | EQ3 | EQ4 | EQ5 | EQ6 | EQ7 | EQ8 | EQ9 |
|----------------------|---------------------|-------------------|-------------|--------------------|--------------------------|---------------------------|------|------|-------------------------------|
| | Relevance/coherence | Repair and equity | Environment | Local econ. devpt. | Trade/Intern. Commitment | Democrat./good governance | LRRD | 3 Cs | Efficiency, mix of modalities |
| Relevance | ● | | | | | | | | |
| Internal coherence | ● | | | | | | | ● | |
| Efficiency | | | | | | | | | ● |
| Effectiveness | | ● | ● | ● | ● | ● | ● | | |
| Impact | | ● | ● | ● | ● | ● | | | |
| Sustainability | | | ● | ● | ● | ● | | | |
| Cross-Cutting issues | ● | ● | ● | ● | ● | ● | | | |
| 3 Cs | | | | | ● | ● | ● | ● | ● |

(● primary focus ● secondary focus)

ANNEX 4 FINDINGS OF THE EVALUATION QUESTIONS, JUDGMENT CRITERIA AND INDICATORS

4.1 TO WHAT EXTENT DO EC COUNTRY STRATEGIES AND INDICATIVE PROGRAMMES REFLECT THE DEVELOPMENT PRIORITIES OF THE GOVERNMENT OF MALDIVES AND THE NEEDS OF THE POPULATION? (EQ 1)

(Response to the EQ, see report part 1)

4.1.1 EC strategies and indicative programmes are aligned to national policies and strategies (JC 1.1)

Response to the JC:

EC support activities were well embedded into an important number of national and sectoral strategies formulated by GoM (Table 2). There is close alignment of the EC objectives and programmes with the objectives of the GoM's strategies and several of the support activities have been based entirely or in parts on direct requests of the GoM. Relevance of EC programmes has generally been confirmed by all stakeholders interviewed during the field phase.

Concerning **national strategies**:

Vision 2020 formulated in 1999 describes the long-term objectives of the GoM. It is implemented through the five year National Development Plans (NDPs) since 2001 i.e. the 6th NDP (2001-2005) and 7th NDP (2006-2010).

The objectives of the 6th **National Development Plan** stressed the pursuit of value addition to established economic activities such as tourism and fisheries and the diversification of the economy through facilitating the growth of new economic activities. Four areas (i) economic development, (ii) infrastructure development, (iii) social development, and (iv) implementation procedures were identified with seven objectives and 130 policies.

The 7th **National Development Plan** (2006-2010) was submitted by GoM as both development plan and national **Poverty Reduction Strategy Paper**. It summarises GoM's objectives in four results: (i) strong diversified economy with secure employment, (ii) prosperous, liveable and sustainable places, (iii) educated, healthy and resilient people, and (iv) free, fair and just nation (governance). The results are detailed into twelve goals, each sub-divided into a number of performance targets. In its response to the tsunami, the Government reinforced its development planning towards concentration of the population on fewer islands in the **Safe Host Islands Strategy** (changed by the new GoM in 2008 to "Resilient Host Islands Strategy")³¹ to create conditions for better service provision³², and improved disaster preparedness against raising sea level due to climate change. The Safe Host Island Strategy was also reflected in the **National Recovery and Reconstruction Plan of March 2005** (NRRP).

³¹ The Safe Host Island concept has been a major component of the Government's national development strategy and defined in its 1998 Policy on Regional Development and Decentralization. With the arrival of a new government (2008), the name "Safe Host Island Strategy" changed into "Resilient Island Strategy". Unlike the Safe Host Island Strategy, the underlying principle of the Resilient Island Strategy is that all inhabited islands should be resilient in terms of disaster preparedness and climate change. Still, the Resilient Island Strategy follows the other development principles of the Safe Host Island Strategy, but stopped providing (free) housing resettlement grants to Maldivians for migrating to more developed islands that have better basic services. Voluntarily migration without financial support is however still endorsed.

³² GoM (2007): Seventh National Development Plan, 2006-10: Creating New Opportunities.

Table 2: Relevant GoM strategies for the EC support during the period 1999 - 2009

| Plans/strategies | Pre-99 | 99 | 00 | 01 | 02 | 03 | 04 | 05 | 06 | 07 | 08 | 09 | Post-09 |
|---|--------|----|----|----|----|----|----|----|----|----|----|----|---------|
| National plans | | | | | | | | | | | | | |
| Vision 2020 | | | | | | | | | | | | | 20 |
| 6th NDP | | | | | | | | | | | | | |
| 7th NDP | | | | | | | | | | | | | 10 |
| National Recovery and Reconstruction Plan | | | | | | | | | | | | | |
| Strategic Action Plan | | | | | | | | | | | | | 13 |
| Sector plans | | | | | | | | | | | | | |
| 2nd NEAP | | | | | | | | | | | | | |
| 3rd NEAP | | | | | | | | | | | | | 13 |
| NAPA | | | | | | | | | | | | | |
| Tourism Master Plan | | | | | | | | | | | | | |
| Tourism Master Plan | | | | | | | | | | | | | 11 |
| Human Rights Action Plan | | | | | | | | | | | | | |
| National Strategy for Sustainable Devpt. | | | | | | | | | | | | | |
| Strategic Economic Plan | | | | | | | | | | | | | |
| Drug Control Master Plan | | | | | | | | | | | | | 10 |
| National Trade Policy | | | | | | | | | | | | | |
| National Solid Waste Policy | | | | | | | | | | | | | |

Since April 2009, GoM has replaced the NDPs by the **Strategic Action Plan (2009-2013)**. It serves to deliver GoM's pledges and programmes outlined in the Maldivian Democratic Parties' (MDP) Alliance Manifesto. (cf. Ind. 1.1.1)

The objectives of the CSP 2003-2006 (intra-regional development and trade and economic development), even though not implemented but replaced by the TIP, reflected well the objectives of the 6th NDP by contributing notably to institution and capacity building (objective 4), more equitable regional sharing of benefits (objective 3), participation of the population in their development (objective 7), strengthening of the regulatory framework (objective 5) and supporting the Safe Host Island Strategy as defined by policy 45 of the 6th NDP.

The tsunami in December 2004 required a sudden adjustment of the EC strategy leading to the TIP (2005-2006), which responded to the immediate livelihoods and reconstruction needs after the disaster following the principles agreed upon in the Jakarta Donor Conference in January 2005 and the needs assessment of GoM in February 2005. It maintained the idea of supporting intra-regional development, which evolved - as a consequence of the tsunami - to the "Safe Host islands" Strategy. The TIP objective of "development and capacity building" pursued the existing national development strategy of GoM.

The CSP 2007-2013 with its first Multi-Annual Programme 2007-2010 planned to restart development measures after the sequence of emergency activities funded by ECHO, the rehabilitation activities funded by the Rapid Reaction Mechanism, and the post emergency-related recovery and development support activities of the TIP. The objectives of the three defined support areas in the MIP 2007-2010 (intra-regional development, trade capacity and

economic development and democratisation/ good governance) fitted well into the 7th NDP's target system of the 7th NDP. Overall, the EC objectives corresponded well with objectives expressed by these national strategies and policies. (cf. Ind. 1.1.2)

Concerning sector strategies:

The following sector strategies formed the framework for the EC support 1999 to 2009:

Environmental activities were covered by the 2nd **National Environmental Action Plan (NEAP)** for the period 1999 to 2008 and to a lesser extent by the 3rd NEAP (2009-2013). The EC environmental activities planned during the evaluation period have supported the priorities of the NEAPs. The TIP's Safe Island Programme and the Regional Tsunami Coastal Zone Management Facility planned to improve coast management and protection thereby also contributing to climate change mitigation (2nd NEAP) and the resilience of the islands against sea-level rise and swells (2nd and 3rd NEAP). The MIP (2007-2010) focuses on climate change adaptation and mitigation, improved environmental protection, solid waste management and reduced vulnerability to natural disasters. It contributes to the objectives of climate change and sea-level rise and coastal zone management of the 2nd NEAP and to results No. 1 (resilient islands), No. 3 (healthy communities) and No. 4 (safe water) of the 3rd NEAP.

The **National Solid Waste Policy** has been elaborated with EC/UNDP assistance in 2004. It defines as primary target that the quantity of solid waste will be reduced by 25% in 2012 due to recycling, reuse and changed consumer preferences. EC support even though mostly implemented before formulation of the National Solid Waste Policy contributed to the policy through the waste management component of the TIP and the CSP (2007-2013).

The **Strategic Economic Plan (SEP - 2005)** for the Maldives was prepared by the International Trade Institute of Singapore. It seeks to promote economic growth in the Maldives and to address vulnerabilities in the economy resulting from the high dependency on tuna exports and tourism industry, the small domestic market, the limited labour force and the graduation from LDC status. EC planning addressed these areas – in particular the support to LDC graduation, fisheries and agriculture although with a focus on traditional sectors.

The **Drug Control Master Plan (DCMP) 2006-2010** was prepared by the National Narcotics Control Bureau (NNCB), other government organisations, UN agencies, NGOs and other stakeholders. Its overall goal until 2010 was to control drugs and related crime to a level that they no longer pose a threat to society. The EC project "Strengthening the National Response to Combat Drug Abuse in the Maldives" responds well to the Drugs Control Master Plan is also consistent with the EU Drugs Strategy 2005-2012 and is consistent with the EU Drugs Strategy 2005-2012. The EC's Multiannual Indicative Programme 2007-2011 has the overall objective to boost the country's regional development and address social issues like youth unemployment and drugs.

The **Maldives' Trade Policy** aims to establish conducive environments for commerce and economy by diversifying the economy, promoting export-oriented trade and industrial development to alleviate poverty.³³ EC support in the area of economic development and trade aimed to assist the GoM in international trade negotiations and the formulation of a National Trade Policy. The National Trade Policy was developed under the Integrated Framework (IF) with the IF facilitator financed by the EC and the policy was based on the IF Diagnostic Trade Integration Study (DTIS) and aligned with the trade chapter in the Seventh National Development Plan. The CSP 2007-2013 identifies trade as an important sector and recognises the importance of EC support to the Maldives.

The **Roadmap for the Reform Agenda** was elaborated in March 2006 in the aftermath of social unrest and the tsunami. The objective was to increase transparency and efficiency in the management of the democratic reform agenda and to fix a concrete operational strategy. The ultimate goal of the Reform Agenda was the passage of the new draft constitution and its ratification by 30 June 2007 in order to enable multi-party elections for 2008. The CSP 2007-2013 outlines that the goals of the roadmap should be actively supported. A non-focal sector democratisation and good governance had been planned aiming (i) to support the institutional reform process, especially in the field of security and justice; (ii) to strengthen public administration notably in the environment and economic governance.³⁴ The overall objective for the sector democratisation and good governance was defined as "to support the Maldives in its

³³ WTO (2009)

³⁴ CSP 2007-2013, p. 22

efforts to build up institutional capacity to deal with the challenges and opportunities of democratisation and good governance”.³⁵

The **National Human Rights Action Plan 2008 (NHRAP)** has been prepared in 2008 in consultation with the Human Rights Committee of the Ministry of Foreign Affairs, stakeholder Ministries and NGOs. It integrates human rights perspectives in the development process and conscious effort has been made to relate with the 7th NDP. The MIP 2011-2013 suggests support activities in the area of human rights based on the recommendations of a report of the Subcommittee on Prevention of Torture (SPT) and on request of GoM. Funding is expected to come from thematic budget lines adding to the MIP budget.

By strengthening intra-regional development, the EC also supported the implementation of the **Maldives' Population Policy** (which is no longer pursued by the current government), which sought to promote equitable health services by establishing health facilities on each island (goal 8), to improve the quality of human settlements by promoting environmental infrastructure (goal 11) and proper sanitation (goal 17), to achieve gender equality (goal 13) and to promote internal migration (goal 26).³⁶

Relevance of EC programmes was positively confirmed by interviewed stakeholder. (cf. Ind. 1.1.3)

Reference to national/sectoral strategies/policies in EC planning documents (Ind. 1.1.1)

TIP (2005-2006): GoM produced its needs assessment after the tsunami in February 2005 and developed listings of proposed programmes in March 2005. The TIP mentions that allocations are based on objective needs as identified in various needs assessments derived from GoM's needs assessment and reconstruction plans. The TIP planning supported the Safe Host Island concept as a main part of GoM's national development strategy. With the arrival of a new government (2008), the name “Safe Host Island Strategy” changed into “Resilient Island Strategy”. Unlike the Safe Host Island Strategy, the underlying principle of the Resilient Island Strategy is that all inhabited islands should be resilient in terms of disaster preparedness and climate change. Although the voluntarily migration to more developed islands with better basic services is still endorsed, the GoM stopped to provide financial resettlement support. Conclusively, the TIP planning followed the national strategy that prevailed after the tsunami.

CSP (2007-2013): The CSP refers to the Road Map of March 2006. An analysis of some of the main national strategic documents is carried out:³⁷ i.e. Vision 2020, 7th NDP, Strategic Economic Plan (SEP) and National Recovery and Reconstruction Plan (NRRP).

Further references are made to the 6th NDP, the 2nd NEAP, the 1998 Regional Development Policy and the Tourism Master Plan (1996-2005). The “EC response strategy” refers to the Safe Island strategy and the economic diversification strategy.

MIP (2011-2013): The Mid-term Review of the CSP (2007-2013) undertaken end 2009 suggests a single focal sector Governance for the MIP (2011-2013) sub-divided into environment, drugs and public administration. These will be complemented by various budget lines notably EIDHR, Non State Actors and GCCA. It refers to the NAPA, which highlights waste management as a crucial challenge. The intervention in the drug sector is justified with reference to the National Drug Control Master Plan. Justification for the support of Public Administration is derived from the 1998 Regional Development and Decentralisation Policy, the 7th NDP and Vision 2020.

Correspondence of EC objectives with objectives expressed by the national strategies/policies (Ind. 1.1.2)

The following national policies and strategic plans cover the evaluation period:

The long-term interests of the GoM are expressed by the **Vision 2020**, which was presented the Maldives' Independence Day in July 1999. The EC programmes on environment and climate change adaptation and mitigation, good governance and trade support several of its issues i.e.

“The people will enjoy justice, equality, rule of law, and peace and security under stable democratic governance. Gender equality will be a reality with the active participation of men and

³⁵ MIP 2007-2010

³⁶ Population policy of the Maldives (2004)

³⁷ CSP 2007-2013, p. 13/14

women in political, social and economic activities on an equal footing.Maldivians will be able to take protective measures against the threats from global ecological degradation and will be pursuing environmentally-friendly lifestyles....The country will have a more diversified economy with export-oriented trade in services and industrial development.”

Since the elaboration of the First National Development Plan (1985-1987), Maldives has implemented seven national development plans. The 6th NDP and 7th NDP serve to implement Vision 2020 and form the political framework for the sectoral plans.

The objectives of the 6th NDP stressed the pursuit of value addition to established economic activities such as tourism and fisheries and the diversification of the economy through facilitating the growth of new economic activities. It envisaged “to continue to build a dynamic, inclusive and harmonious society where all citizens share in the economic and social benefits of the development process. Reducing poverty, promoting gender equity, improving the quality of education and health, narrowing geographical disparities and widening the opportunities for the youth are key social policy priorities”. Strengthening the economic, legal, social, administrative and physical infrastructure of the country and the role of the private sector received special emphasis. Human resource capacity building and training were seen as cross-cutting issues to implement the plan.

The first Country Strategy Paper (2003-2006) was elaborated during the 6th NDP with two support areas:

- (i) Intra-regional development.
- (ii) Trade and Economic Development

Even though the CSP has never been implemented but replaced by the Tsunami Indicative Programme (2005-2006), the objectives of the CSP reflected well those of the 6th NDP by contributing notably to institution and capacity building (objective 4), more equitable regional sharing of benefits (objective 3), participation of the population in their development (objective 7) and the strengthening of the regulatory framework (objective 5). The focus island approach as defined by Policy 45 of the 6th NDP has been supported as well.

The tsunami in December 2004 required a sudden adjustment of the EC strategy leading to the TIP (2005-2006). The TIP responded to the immediate livelihood and reconstruction needs (i.e. repair of damages, supplies to fishermen and farmers, short-term employment) considering the national needs assessment and principles agreed upon in the Jakarta Donor Conference in January 2005. It nevertheless maintained the idea of supporting intra-regional growth centres, which were shifted as a consequence of the tsunami to the concept of “safer islands”.

7th National Development Plan (2006-2010)

The 7th National Development Plan was submitted by GoM as both development plan and national Poverty Reduction Strategy Paper. It addresses GoM’s objectives for the period 2006 to 2010 in four results with twelve goals, each sub-divided in a number of performance targets:

- *Result 1: Economic: A strong diversified economy with secure employment for all*
- *Result 2: Spatial: Prosperous, liveable and sustainable places*
- *Result 3: Social: Educated, Healthy and Resilient People*
- *Result 4: Governance: Free, Fair and Just Nation*

In its response to the tsunami, the Government reinforced the already existing priority in its overall development planning towards concentration of the population on fewer islands in the **Safe Host Islands Strategy** in order to create conditions for better service provision³⁸, and also to create improved disaster preparedness and counteract the threat against the Maldives from raising sea level due to climatic changes. This encompasses the provision of better (i) health services, (ii) community services, (iii) improved education, and (iv) waste management. With the arrival of a new Government in 2008, the name “Safe Host Island Strategy” changed into “Resilient Island Strategy”. Unlike the Safe Host Island Strategy, the underlying principle of the Resilient Islands is that all inhabited islands should be resilient in terms of disaster preparedness and climate change. Still, the “Resilient Island Strategy” follows development principles of the Safe Host Island Strategy, but stopped providing (free) housing resettlement

³⁸ GoM, Ministry of Planning and National Development: Seventh National Development Plan, 2006-10: Creating New Opportunities, 2007

grants to Maldivians for migrating to more developed islands that have better basic services. Under the new strategy, voluntarily migration to more developed islands is still endorsed.

Overall, the EC support helped the Government of the Maldives to repair the long-term damage caused by the tsunami while supporting its national “Safe Host/Resilient Islands Strategy”. The latter strategy was embedded into the **National Recovery and Reconstruction Plan** of March 2005 (NRRP), and subsequently incorporated in the TIP (2005-2006).

EC objectives corresponded with objectives expressed by these prevailing national strategies and policies, since the TIP pursued the already existing national development strategy.

The CSP 2007-2013 with its first MIP (2007-2010) planned to refocus on development measures after the post-tsunami related activities of the TIP and the emergency activities funded by ECHO and the RRM. The objectives of its three defined areas (intra-regional development, trade capacity and economic development and democratisation/ good governance) fit well into the 7th NDP target system. They respond especially to requirements of goals No. 2 (trade), No. 3 and 7 (infrastructure and services), No. 5 (environment) and No.11 (local governance).

By strengthening intra-regional development, the EC activities also support the implementation of the Maldives’ Population Policy, which seeks to promote equitable health services by establishing health facilities on each island (goal 8), to improve the quality of human settlements by promoting environmental infrastructure (goal 11) and proper sanitation (goal 17), to achieve gender equality (goal 13) and promote internal migration (goal 26).³⁹

Strategic Action Plan 2009-2013

The Strategic Action Plan will serve as planning document in the delivery of government’s pledges and programmes outlined in the Maldivian Democratic Parties’ (MDP) Alliance Manifesto which - since April 2009 has replaced the NDP.

Sector strategies

The following sector strategies cover the evaluation period 1999-2009:

2nd National Environmental Action Plan (1999-2008)

The 2nd National Environmental Action Plan (NEAP) covers the main part of the evaluation period and was relevant for all the Country Strategy papers under review. It defines the following key issues for environmental activities: Climate change and sea-level rise, Coastal zone management, Conservation of biodiversity, Integrated management of water resources and reefs, Solid waste and sewage management, Control of pollution and hazardous waste, Sustainable tourism development, Management of land resources and sustainable agriculture, Human settlement and urbanisation. In order to improve in these areas, environmental law and administration, public awareness and education, science and research and human resource development were important accompanying measures.⁴⁰

3rd National Environmental Action Plan (NEAP) 2009-2013

The 3rd NEAP was elaborated as joint effort of GoM Ministries and contains 6 results (R1: Resilient Islands, R2: Rich Ecosystems, R3: Healthy Communities, R4: Safe Water, R5: Environmental Stewardship, R6: Carbon Neutrality), which are further specified by 30 goals and 63 objectives each defined by a number of targets.

The EC environmental activities planned during the evaluation period have supported the priorities in the NEAPs. The TIP’s Safe Island Programme and the Regional Tsunami Coastal Zone Management Facility planned to contribute to coast management and protection thereby also improving climate change mitigation (2nd NEAP) and the resilience of the islands against sea-level rise and swells (2nd and 3rd NEAP). The MIP (2007-10) focuses on climate change adaptation and mitigation, improved environmental protection, solid waste management and reduced vulnerability to natural disasters. The MIP (2011-2013) undertakes a significant shift by focusing on a single area Governance. However, by introducing three sub-areas environment, drugs and public administration, the focus is weakened.

³⁹ Population policy of the Maldives (2004)

⁴⁰ 2nd NEAP, p. 10-11

National Solid Waste Management Policy (2008)

The National Solid Waste Policy was based on findings of an UNDP assistance in 2004. Its primary target is to reduce solid waste by 25% until 2012 by recycling, reuse and changed consumer preferences. Seven secondary targets deal with awareness creation, construction of IWMCs on all islands with more than 1,000 inhabitants, developing waste management plans with islands, atolls, ministries and health care facilities, develop a recycling concept based on income and establish a framework for 'Extended Producer Responsibility'. The targets are translated into 11 policies each with a number of strategies.

National Strategy for Sustainable Development 2009 (NSSD)

EC strategies and planning documents which are included in this evaluation were prepared prior to the formulation of the recent Maldives National Strategy for Sustainable Development⁴¹ (NSSD - April 2009). However, the latter strategy notes that since the submission of the National Report of the Maldives to the Earth Summit in 1992, sustainable development has been an overarching objective of the GoM and was thus taken into consideration in EC programming to the Maldives.

The NSSD aims to identify and develop actions to enable the Maldivians to improve the quality of life and to promote inter- and intra-generational equity. It recognises the importance of economic development in facilitating a more sustainable society and also the importance of strengthening policy co-ordination and coherence. The objectives of the NSSD are: (1) to sustain critical natural capital – e.g. ecosystems and natural resource base, (2) renew social capital – promote a democratic, cohesive, caring just society with respect for human rights and diversity, (3) nurture human capital - promote knowledge rich, innovative, healthy and fit society that enjoys high living standards and (4) invest in produced capital – invest time and resources in constructing facilities that can be used to enhance future well being and income. Parts of the Community Livelihoods Programme corresponded to these objectives.

Strategic Economic Plan (SEP) 2005

The Strategic Economic Plan (SEP) for the Maldives, 2005 Ministry of Planning and National Development was prepared by the International Trade Institute of Singapore following their appointment by the GoM on October 2000. This plan made a number of proposals which sought to promote economic growth in the Maldives and address vulnerabilities in the economy resulting from the high dependency on tuna exports and the tourism industry, as well as the small domestic market and limited labour force and graduation from LDC status. The Plan promotes a holistic cluster approach to development incorporating traditional sectors which need expansion (tourism, fisheries and agriculture) and new growth clusters (Port and Logistic services, ICT and Off-shore banking and Financial Centre).

EC strategies and programmes address these areas and complement the proposals put forward in the SEP. The Tsunami Indicative Programme 2005-06 responded to recommendations of the SEP, although its focus was mainly on traditional sectors such as fishing and agriculture.

Maldives Drug Control Master Plan (DCMP) 2006-2010

The plan was prepared by the National Narcotics Control Bureau (NNCB), other government organisations, UN agencies, NGOs and others and is the first national master plan for drugs control. It aims to co-ordinate and enhance on-going and planned drug-related activities. The DCMP indicates information gaps on exact prevalence of drug abuse in the Maldives even though drug abuse has become more open and visible. The overall goal of the DCMP is to control drugs and drug related crime to such a level by 2010 that they no longer pose a threat to society, although a drug free Maldives is probably an unattainable goal in the DCMP period.

The EC project "Strengthening the National Response to Combat Drug Abuse in the Maldives" aims to enhance capacity to co-ordinate and manage drug prevention, treatment and care programmes in the Maldives, focusing in particular on minimising the risk of drug related HIV in the Maldives. This support fits very well with the Drugs Control Master Plan. The project is also consistent with the EU Drugs Strategy 2005-2012 and addresses both demand and supply issues and will include input from civil society organisations.

⁴¹ National Strategy for Sustainable Development, April 2009, UNEP.

National Trade Policy

The central objective of Maldives' Trade Policy is to improve the environment for commerce and economic activity by diversifying the economy with export-oriented trade in services and industrial development.

EC support in the area of economic development and trade has focused on the provision of assistance to the GoM in international trade negotiations as well as the formulation of National Trade Policy. National Trade Policy was developed under the Integrated Framework (IF) with the IF facilitator financed by the EC and the policy was based on the IF Diagnostic Trade Integration Study (DTIS) and aligned with the trade chapter in the 7th NDP. EC support has sought to establish co-ordination mechanisms across the GoM to ensure the cohesive implementation of national trade policy and donor facilitation under the IF. The CSP 2007-13 identifies trade as an important non-focal sector and recognises the importance of EC support to the Maldives to enhance its trading capacity to promote economic diversification and better integration into the global economy. EC support is not only relevant to trade policy but also objectives relating to the diversification of the economy – presented in the Strategic Economic Plan prepared in 2001 by the Singapore Institute.

Roadmap for the Reform Agenda

The Roadmap for the Reform Agenda was elaborated by President Gayoom in March 2006. The objective was to increase transparency and efficiency in the management of the democratic reform agenda and to fix a concrete operation strategy. Key components were strengthening the system of governance, promoting and strengthening the protection of human rights, enhancing the independence of the judiciary, developing the multiparty political system, strengthening the civil service, modernising the electoral system, enhancing the role of the media and strengthening key institutions. The ultimate goal was the passage of the new draft constitution and its ratification by 30 June 2007 in order to enable multi-party elections for 2008. The tight time frame of the Road Map has finally not been respected, but the whole reform process has been supported by the different steps and activities formulated in the Road Map.

The CSP 2007-2013 considered goals of the Roadmap. A non-focal sector democratisation and good governance was planned to support the institutional reform process, especially in the field of security and justice. The public administration sector should be strengthened, especially in the field of environment and economic governance.⁴² The MIP 2007-2010 claims “to support the Maldives in its efforts to build up institutional capacity to deal with the challenges and opportunities of democratisation and good governance” by three specific objectives: (i) Strengthen the government capacities to carry on the constitutional reforms, related to democratic governance, justice, peace and security, (ii) Strengthen the development of the civil society and (iii) Enhance participatory dialogue between the government and civil society.

The Human Rights Action Plan (NHRAP) 2008

The NHRAP has been prepared in 2008 through a process of discussions and consultations with the Human Rights Committee of the Ministry of Foreign Affairs, stakeholder Ministries and NGOs. It integrates human rights perspectives in the development process and conscious effort has been made to relate it with the Seventh National Development Plan. It has been prepared on the basis of the Universal Declaration of Human Rights (UDHR) and other international agreements related to human rights.

As human rights are not limited to a single topic or sector, the NHRAP has identified that protecting and promoting human rights requires the co-ordination and involvement of fifteen topics.

The NHRAP has been elaborated after the CSP 2007-2013. Therefore, the CSP can not contain any references to the NHRAP. In the Mid-Term Review of the Country Strategy Paper for the Maldives (2007-2013) and the Multiannual Indicative Programme 2011-2013 no direct reference is made to the NHRAP.

The Maldives is one of the rare Asian countries to have ratified both the *Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT)* and to have established the *National Preventive Mechanism (NPM)* required therein. In this context the country has been visited by the Subcommittee on Prevention of Torture (SPT) in December 2007. The Report of the Subcommittee on Prevention of Torture (SPT) of 2008 contains nearly 100 recommendations addressing problems within the police, prisons and

⁴² CSP 2007-2013, p. 22

youth rehabilitation centres. The report was taken into account in the Mid-term Review (MTR) of the CSP and is reflected in its conclusions and the formulation of the second MIP (2011-2013).

The EC-support to human rights will not be implemented with funds that “...*should be additional to the funds which might be provided through other thematic budget lines, as well as to strengthen the National Human Rights Commission, notably in carrying out its mandate as the National Torture Preventive Mechanism (NPM).*”⁴³

Level to which Government, other donors and stakeholders confirm relevance of EC interventions (Ind. 1.1.3)

The **Tsunami Safe Island Programme** in all its components was assessed as highly relevant by the Mid-term Review in addressing needs of the population. Investments in social infrastructure repaired damages after the tsunami and extend social services on safer islands. The public accounting system was planned to improve the effectiveness of the total tsunami aid. Waste management has also been recognised by all concerned parties as a major challenge. However, a national waste management policy to give guidance for implementation has been missing at that time.⁴⁴

EC support in relation to the development of the **Public Accounting System (PAS)** was linked to the goal of supporting the development of a transparent and effective system for financial management of the Government Tsunami Relief and Reconstruction Fund (TRRF). World Bank assistance as well as the GoM own resources have additionally been deployed to develop this complex system. While EC support resulted in the design and testing of the PAS, the system was not operational at a sufficiently early stage for the TRRF funds to be accounted for using this system. Nonetheless the development of such a system is highly related to GoM goals to have a robust, transparent and sound system of financial management, not only for Male based Ministries and State agencies, but also in the future at all levels, including Atolls Treasury Offices, etc. The EC contribution of \$5.5 million from a total cost of \$7.5million (to the end of Phase II) marks a major contribution for the PAS, which in the future will be used not only to account for National Funds but will also serve the donor community, reporting to the IMF and the preparation of National Accounts. The first such accounts were prepared for 2009.

The relevance of the overall programme in line with GoM strategies and the target group needs has also been confirmed by the ROM Monitoring visit in June 2009⁴⁵ and during interviews held during the field phase.

UNDP Livelihoods Programme: Within a much focused definition of ‘restoring livelihoods’, especially the activities to equip farmers and replace lost assets of women were relevant and had an immediate impact. Other activities i.e. waste management, island development planning or the promotion of handicrafts were less immediate but still relevant in a broader sense of restoring livelihoods and ‘building back better’.⁴⁶

The fisheries component was assessed as bearing less relevance to immediate restoration of livelihoods as many of the activities focused more on supporting the longer-term development of sustainable livelihoods. The Phase I evaluation report additionally questioned the relevance of training islanders in the making of tuna jerky as a new activity and also the appropriateness of the support for the construction of fish markets given that only one island had a fish market pre-tsunami. Indeed the Phase II evaluation⁴⁷ raised similar questions over the relevance of these interventions as only one of the three islands visited had a functioning fish market and that most of the trained people were not making or marketing tuna jerky. In addition greater involvement of fishermen and fish processors in the management of the fish markets could have been built into their design.⁴⁸

The GoM’s Ministry for Fisheries and Agriculture had a policy prior to the Tsunami to support the construction of fish markets. As such it was proposed to support the construction of additional fish markets with EC assistance once it was realised that the initial intention of the EC to support the purchase of fishing vessels for local fishermen was not required as this area of support, post-Tsunami was being supported by FAO. The GoM is presently with IFAD

⁴³ Mid-term Review, p.12

⁴⁴ Mid-term review Tsunami Safe Island Programme (2007), p. 21 and 27

⁴⁵ ROM Report (2009), p. 2

⁴⁶ Sher/Transtec (2007): Phase 1, p. 8

⁴⁷ Phase II: Evaluation of the Support to the Restoration of Livelihoods Project, Republic of Maldives implemented by the UNDP, September 2008.

⁴⁸ Phase 1: Evaluation of the Support to the Restoration of Livelihoods Project, Republic of Maldives implemented by the UNDP, March 2007.

assistance supporting the construction of four fish markets although the policy for fish market construction has recently been discontinued. Findings of the field phase however confirm relevance of the activities in a development perspective.

Trade: The GoM is committed to an open, free trade policy and the main challenge faced by the country in relation to trade stems from graduation from LDC status, which is now expected in 2014. In order to ensure a smooth transition from LDC status, the GoM has established an inter-ministerial working group focused on this issue. The EC is leading the support for the Integrated Framework, which is focusing on capacity building interventions and ensuring that trade is integrated into national development planning and all key policy areas. The GoM appears to be committed to safeguarding the competitiveness of its export in the light of the LDC graduation, evidenced by the implementation of the requirements to ensure eligibility for EC's GSP Plus and also developing the additional WTO requirements for post-LDC graduation.

Drug abuse: EC assistance supports the implementation of the Drug Control Master Plan 2008-2012, "Aneh Dhivehi Raajje" Strategic Action Plan and the new Narcotics Bill which is presently going through the legislative process. Combating drug abuse is one of the five pillars of the Government manifesto. There is strong ownership of this programme on the part of key public stakeholders and NGOs. While the project complements and builds on other donor assistance in this sphere particularly from UNODC and UNICEF, the EC provides the largest part of the support. While the relevance of the EC assistance to combat drugs abuse in the Maldives is confirmed by its direct relationship with the DCMP, it is also worth noting that this project has been formulated following a request from the GoM.

Election support: All interviewed stakeholders have confirmed the high relevance of the ad hoc EC election support but the CSP 2007-2013 had also taken into account the goals of the roadmap (one being modernising the electoral system).

Empowerment of women: The Maldives acceded to the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and to its Optional Protocol in 1993 but with general reservations regarding any provisions contradictory to the sharia or Maldivian tradition and legal constitutional autonomy. Nevertheless the signature of the international women rights convention provided a new framework to claim the enhancement of the social, economic, political and judicial situation of women and prepared the ground for the UNFPA initiated project for the Empowerment of women. The project has been the first and largest inter-sectoral action addressing the issue of women's empowerment in the Maldives and was very relevant at its time in a governmental mainly dominated by men. It introduced gender aspects into governmental structures.

4.1.2 EC objectives and programmes coherently deducted from good quality contextual analysis (JC 1.2)

Response to the JC:

Overall quality and logic of problem analyses has been consistent in the two CSPs (2004-2006 and 2007-2013). Analysis of the TIP is less exhaustive but has to be viewed in the context of the tsunami. The TIP deals with the wider context of tsunami effects in three countries (Indonesia, Sri Lanka and Maldives) and principles of aid agreed in the Jakarta Donor Conference leading to a shorter analysis for each country.

EC strategic planning has maintained good continuity between the CSP 2004-2006, the TIP 2005-2006 and the CSP 2007-2013 even considering the needed adjustment of planning by the TIP as a consequence of the tsunami. EC support during this period has focused on three strands:

- (i) Support to the Intra-Regional Development policy of GoM with the objective to strengthen intra-regional growth centres (CSP 2004-2006). This priority area was maintained under the TIP as Safe Island Intra-Regional Development Programme and is also part of the CSP 2007-2013 as strengthening regional development on focus islands.*
- (ii) Trade capacity and economic development. Planned by the first CSP (2004-2006), the area had to be abandoned during the TIP for comprehensive reasons.*
- (iii) Support to good governance and democratisation. It started with a project Empowerment of Women between 1999 and 2002 to support gender equity. It was abandoned in the TIP but picked up again in the CSP 2007-2013 as non-focal area.*

The revision of the MIP 2007-2010 and the planning of the MIP 2011-2013 after the Mid-term Review constitute a reorientation by stressing the fight against drug abuse (MIP 2007-2010) and introducing public administration as new areas (MIP 2011-2013). Good Governance and Democratisation and Trade and Economic Development were integrated into the main areas. Solid waste management is integrated into the Climate Change Adaptation and Mitigation Project.

The planning logic of the indicative programmes corresponds to a descriptive framework but less to a coherent hierarchy between concisely formulated objectives, results and activities. Objectives are often formulated at the output level. Activities and results are frequently not directly linked with each other. Indicators - when existing - are often not suitable for monitoring purposes. Targets are generally missing. The same challenges are encountered when analysing the planning documents of the individual programmes. The logical planning frameworks of programmes are also not consistently linked to the strategic framework in the sense of interlinked planning. As a consequence, monitoring, reporting and evaluation of programmes and strategies are reduced to qualitative findings and less to a comparison of planned versus attained objectives and outcomes.

Overall, the range of planned activities has been too ambitious and dispersed among sectors as compared to the average available funding of 1.0 – 1.5 M€ per year (except for the post-tsunami support). Many of the results and objectives expressed by the strategic documents have therefore not been addressed or left half way in the process (i.e. TIP 2005-2006: coast protection, environmental coastal zones, elevated safe heavens, improved building codes, redeveloped harbours, alternative communication systems, transport infrastructure, diversification of tourism and fishery sector). The dispersal on too many sectors is aggravated by the fact that activities were implemented on many islands (cf. Map in Annex 8) complicating logistics and monitoring while raising the costs.

The reprogramming of the MIPs 2007-2010 and 2011-2013 shows efforts to concentrate funds on fewer priority areas (e.g. MIP 2007-2010 with two and MIP 2011-2013 with 1 priority area). However, dividing the single priority area 'Governance' of the MIP 2011-2013 again in three sub-areas (public administration, climate change and drug abuse) risks again dispersing programmes. Drug abuse has been mentioned by GoM in the 3rd Maldives Partners Forum along with environment/waste management as the two major national problems. Both are also mentioned in GoM's Strategic Plan 2009-2013. Trade as non-focal area in the MIP 2007-2010 has been deselected as GoM does not prioritise it. The revision is therefore well aligned to GoM's requests. However, it is felt that former support areas are abandoned with a risk to loose the continuity needed to follow up unfinished programmes (e.g. in solid waste management). Implementation of the MIP 2007-2010 is just about to start with the two programmes Fight against Drug Abuse (1.3 M€ through UNODC) and Climate Change Adaptation and Mitigation.

Quality of problem analysis and internal logic of EC strategy documents (Ind. 1.2.1.)

CSP (2003-2006): Coherent analysis and logic. A detailed analysis of the political, economic, social and environmental situation leads to conclusions on mid-term challenges to the Maldives and the selection of two priority areas. (i) Regional development by supporting Regional Development Management Offices (RDMO) complementing efforts of the Asian Development Bank (ADB) in the Northern and Southern Development Region and (ii) trade and economic development to support the competitiveness of the fishing sector.

TIP (2005-2006): To assess the quality of the analysis of the TIP, the specific conditions after the tsunami end December 2004 need to be considered. The TIP has been quickly formulated until May 2005 for Indonesia, Sri Lanka and Maldives. The parts concerning the Maldives have been based on GoM's needs assessment of February 2005. The problem analysis has been focused on the regional impact of the tsunami in the three countries and a short analysis of the extent of damages in the all countries. A clear deduction of the programmes with regard to provisions of GoM's needs assessment has not been established but principles of support as defined by the Jakarta Donor Conference in January 2005 have been followed.

CSP (2007-2013): A detailed analysis of the political, economic, social and environmental situation and GoM's policies is provided including an assessment of the effects of the tsunami. The programmes are deducted from former EC support programmes and are consistently translated into new support programmes.

The MIP (2007-2010), which had initially focused on (i) intra-regional development, (ii) trade and economic development and (iii) democratisation and good governance, has been replanned after the Mid-term review (2009) to (i) drug abuse and (ii) climate change adaptation and mitigation. The Midterm Review concluded that CSP remained appropriate subject to some minor readjustments.

The MIP (2011-2013) concentrates the EC support on one focal area “Governance”. The concentration is however lost again by defining three sub-areas, which open the programme up again for a wide range of support activities, which have partly been element of former CSPs and MIPs i.e. waste management and fight against drugs.

A completely new area is introduced by the support to Public Administration comprising strengthening of the economic and administrative governance structures, including central and local government capacities, improving detention and strengthening the national human rights framework. The justifications for the three subareas are rather general (e.g. adaptation to climate change, sea-level rise and impacts on corals are finally leading to waste management). Reasons for adjusting the budget under the current MIP to fight against drugs from 1 to 1.3 M€ and environment from 2.2 to 2.7 M€ are not further explained.

Existence of a clear evolutionary logic between relevant EC documents (CSP 2003-2006, TIP 2005-2006 and CSP 2007-2013) (Ind. 1.2.2)

One strand of EC support focused on GoM’s regional development policy of 1998, starting with the CSP 2004-2006 with the objective to strengthen intra-regional growth centres. Even under the impact of the tsunami, the TIP, which replaced the first CSP, this priority area has been maintained as Safe Island Intra-Regional Development Programme, which focused on damage repair and development on safe host islands. The second CSP 2007-2013 has continued with support to this area.

The second strand of EC support has centred on trade capacity and economic development. It has been introduced in the first CSP 2004-2006 and then, due to the tsunami, abandoned in the TIP in favour of support to the UNDP Livelihood Programme. The reasons have been comprehensive and given in the TIP: *“This redeployment of funds is pivotal in permitting rapid reaction in 2005, given that new funds take time to organise.”*⁴⁹ The priority area trade and economic development has consequently been picked up again in the CSP 2007-2013 by the MIP 2007-2010 but then skipped again in favour of fight against drugs and support to climate change adaptation and mitigation after the Mid-term Review.

A third strand is the support to good governance and democratisation. It had started with a project Empowerment of Women between 1999 and 2002 to support gender equity. It has been abandoned in the TIP but picked up again in the CSP 2007-2013 as a non-focal area. The revision of the MIP 2007-2010 by the Mid-term Review has skipped this area again.

With these three strands, the EC strategic planning has maintained a good continuity during the period under review even considering the needed adjustment of planning by the TIP as a consequence of the tsunami. However, the latest revisions of the planning through the Mid-term Review constitute a change in this continuity by:

- eliminating trade and economic development and concentrating on drug abuse and environment for the MIP 2007-2010
- introducing public administration as new field under an overall umbrella of ‘Governance’.

Consistency of hierarchy of objectives, results and activities and quality of indicators for monitoring purposes (Ind. 1.2.3)

CSP 2004-2006: Whereas, the deduction of the priority areas is consistent in the CSP, the definition of the two programmes in the NIP is limited to a rather general description of objectives, results and activities. A clear hierarchy based on well-defined objectives, results and activities does not exist. Indicators are missing for the trade and economic development programme. Indicators proposed for the regional development programme do not respond to SMART indicator requirements.

2 M€ split in two focal areas of support over an implementation period of three years leave a very small programme volume, compared to which expected results and outcomes have been very ambitious.

⁴⁹ TIP (2005-2006), p. 14

TIP 2005-2006: The support to the Community Livelihood Programme has described objectives results and activities relatively clearly. The stringent hierarchical logic is however less obvious. Only one indicator was formulated, which is not suited for monitoring purposes.

MIP 2007-2010: The Intra-Regional Development Programme is described generally with a very ambitious number of diverse activities as compared to the available budget of 3 M€ allocated to the programme including coast and reef protection, drinking water, waste management, education and health services, employment creation, drug abuse, renewable energy, safety in air and transport sector etc. The disbursement of the Intra-regional Development is planned for a period of 7 to 10 years further spreading out the small funds on too many activities over a long period. Indicators cover insufficiently the interventions and are not suited for monitoring.

Trade and economic development show an indistinct hierarchy between objectives and results. The indicators are sufficiently precise to serve as support but are not suited for monitoring.

Democratisation and Good Governance has had a weak hierarchy in its planning logic. Indicators have not been identified but some suggestions of types of indicators were given.

Tsunami Safe Island Programme: A draft planning framework is included in the project proposal, with the intention to include more detailed information before signing the administration agreement. This has not been done. The overall objective and project purpose address clearly identified needs. The project purpose lacks any OVIs. Activities, outputs and outcomes are generally appropriate but OVIs lack quantifiable targets.⁵⁰

Community Livelihoods Programme: The planning framework gives a general overview of intended activities. Indicators exist but are only partly quantified. The vertical logic is partly coherent. Compared to the other analysed programmes, the Community Livelihoods Programme has nevertheless a more stringent planning framework.

Empowerment of Women Project: No monitorable indicators or quantified targets.

Support to Climate Change Adaptation and Mitigation: Planning framework available. Indicators partly monitorable but not quantified. Too many results (7) defined in relation to two major intervention areas. Activities (11) not linked to results.

Support to trade: EC support in relation to trade was underpinned by good contextual analysis.

Coherence of implemented programmes with objectives of EC strategic planning (Ind. 1.2.4)

TIP 2005-2006: Whereas activities of the **Community Livelihood Programme** follow the results and objectives as defined in the TIP, the activities carried out under the **Tsunami Safe Island Programme** do only correspond partly to the strategic results and objectives. The Administration Agreement defines sewerage systems and waste water treatment as a result (component 3a), which has not been pursued during implementation.

The specific objectives of the Tsunami Safe Island Programme targeted according to the TIP (i) “to promote long-term development potential of at least one “Safe Island” (Muli), thereby ensuring a secure durable environment and enhanced economic prospects for the community” and (ii) “to attract voluntary migration through improved physical and social facilities” (better housing, schools, clinics etc.). An implementation of activities on Safe Islands was targeted by Component 2 of the Programme (education, health and community services), while waste management activities (component 3) were spread out over 15 islands in 4 atolls with a certain concentration in South Ari Atoll.

The **MIP 2007-2010** (4 M€) has defined three support areas: Intra-regional development, trade and good governance. The areas were afterwards focused by the recent Mid-term Review on Support to Climate Change Adaptation and Mitigation (2.7 M€) and Combating Drug Abuse (1.3 M€). The climate change adaptation support is supplemented by the Global Climate Change Alliance (GCCA). The two new programmes incorporate some of the previously planned results like environmental policy formulation, waste management and combating drug abuse, which were all part of the focal area Intra-Regional Development. Support to trade and good governance/democratisation has been abandoned.

The recent Mid-term Review also suggests to allocate the 6 M€ for the MIP 2010 – 2013 to one focal sector Governance with three sub-areas. Again these three areas maintain some of the objectives and results formulated by the CSP 2007-2013 i.e. combat drug abuse. Other central former objectives have been dropped or are not explicitly mentioned (e.g. social infrastructure, trade).

⁵⁰ ROM Report (2009), p. 2

4.1.3 Local stakeholders/ 'beneficiaries' ideas are integrated in the formulation and implementation of the strategies and programmes (JC 1.3)

Response to the JC:

GoM, donors and - as far as possible civil society – were well involved during strategy and programme formulation. The elaboration of CSPs and NIPs is generally done in intermittent consultations with GoM, donors and civil society during identification missions and during the formulation process.

An important policy document which steered the programming and co-ordination of tsunami reconstruction aid in the Maldives was GoM's National Recovery and Reconstruction plan (NRRP). As agreed in Jakarta donors' conference in January, all donors programming had to follow the NRRP. The latter ensured that EC support provided under (ECHO and) RRM and TIP (and ECHO) followed the same objectives in a co-ordinated in a consolidated LRRD approach.

The MIP 2007-2010 states that all proposed activities are fully in line with requests expressed by GoM as written input to the CSP and MIP in September 2005. The EC project "strengthening the national response to drug abuse..." was formulated following a request from the GoM for assistance in this area. Identification missions helped inform the development of trade related technical assistance and the activities were implemented in consultation and active involvement of GoM.

Active consultation has been confirmed by all stakeholders except for the Ministry of Foreign Affairs being the focal point for EC. Ministry of Foreign Affairs felt sidelined in the discussion process on the MIP 2007-2010 and 2011-2013, which was also caused by unclear lines of communication among Ministries. While Ministry of Foreign Affairs is generally participating in initial discussions, involvement during the implementation phase is not ensured. (cf. Indicator 1.3.1)

With the TIP 2005-2006, EC has started co-operation with UNDP and WB, which had a local representation. The Safe Island Intra-Regional Development Programme was implemented through a World Bank supervised Tsunami Relief and Reconstruction Fund (TRRF) managed by the MoTF. The fund has been supervised by a Monitoring Board comprising representatives of GoM, the private sector and UNDP.

The Tsunami Safe Island Programme has been prepared with consultation of parent's associations regarding the schools and with island communities as regards management of multi-purpose buildings, tendering and implementation of IWMCs.⁵¹ Communities were involved in the tendering process of the IWMC in the second round of tendering, which improved the process (first tendering round did not succeed).

For the UNDP project, a steering committee has been foreseen including the EC as observer.⁵² The Community Livelihoods Programme applied a participatory approach undertaking consultations with IDCs, IWDCs, NGOs and farmers on the 15 target islands to identify needs and issues specific to the respective islands. Intensive community consultation workshops were held on each island to identify and discuss waste issues specific to the islands. Lists of beneficiaries and lost assets were drawn and verified with the Island Women's Development Committees. In general, UNDP has maintained strong co-operation with relevant government ministries in the identification of target islands and individuals and the implementation of the project.⁵³ However, the level of involvement of local communities in the fisheries component of the UNDP managed restoration of tsunami-affected livelihoods was deemed insufficient in the Phase 1 and Phase 2 evaluation reports of March 2007 and September 2008.

Interviews with beneficiaries and stakeholders during the evaluation's field phase revealed that the (RRM funded) UNDP housing programme⁵⁴ in Muli island was very successfully implemented through the participatory community based approach, which included beneficiaries, community based organisations, UNDP, and the private sector (e.g. suppliers). The high level of the local stakeholders' / beneficiaries' participation in the planning, decision making, and implementation processes, have been acknowledged by all involved parties.

The Climate Change Adaptation Programme (MIP 2007-2010) foresees the establishment of a co-ordination committee under the leadership of the Vice President to facilitate co-operation among all stakeholders. The Drug Abuse Project fiche includes a whole range of main

⁵¹ Mid-term review Tsunami Safe Island Programme (2007), p. 13

⁵² TIP, p. 34

⁵³ Sher/Transtec (2007), Phase 1, p. 4

⁵⁴ Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded UNDP Programme)

stakeholders to be involved (i.e. ministries, police, prison authority, NGOs etc.). (cf. Indicators 1.3.2 and 1.3.3)

Intensity of consultation of Government, civil society and other stakeholders during programme identification and formulation (Ind. 1.3.1.)

The elaboration of the CSPs is generally started with a stakeholders consultation process (Government, other donors, NGOs, etc.) to determine the country's priorities. The outcome of this process and taken into account ECs own priorities, the CSPs and TIP 2005-2006 have been drafted and approved by the EC and GoM.

The EC tsunami reconstruction package has been programmed in the **TIP 2005-2006**. This Indicative Programme justified and enumerated the areas for European Community support. Consequently, the co-ordination between EC institutions supporting a continuum strategy was (to a high degree) already established and agreed in the aforementioned process. Preparation of the TIP Programmes was intensively discussed with GoM.⁵⁵ GoM's ideas were also directly integrated into the Tsunami Safe Island Programme causing part of the delays in the start of the programmes.

An important policy document which steered the programming and co-ordination of tsunami reconstruction aid in the Maldives was the GoM's own needs assessments and National Recovery and Reconstruction plan (NRRP). As agreed in Jakarta donors' conference in January, all donors programming including of the EC had to follow the NRRP. The latter ensured that EC support provided under (ECHO and) RRM and TIP followed the same objectives in a co-ordinated in a consolidated LRRD approach.

The MIP 2007-2010 states that all proposed activities are fully in line with requests expressed by GoM as written input to the CSP and MIP in September 2005.⁵⁶

While the relevance of the EC assistance to **combat drug abuse** in the Maldives is confirmed by its direct relationship with the Drugs Control Master Plan, it is also worth noting that interviews during the desk phase indicated that the EC project "strengthening the national response to drug abuse..." was formulated following a request from the GoM for assistance in this area.

Identification missions helped inform the development of **trade** related technical assistance and it these projects were implemented in consultation with the GoM and required their active involvement and support.

The contribution of the Maldivian public stakeholders in the design of the combating drugs abuse project is evident and there is very high level of ownership of this project by key Maldivian stakeholders. A representative of the National Narcotics Council chaired by the Vice President is a member of the Project Steering Committee and a number of other ministries and public stakeholders are also participating – police, Ministry of Education, Department of Penitentiary and Rehabilitation Services, UNODC and of course the MoHF as the lead Ministry in this sphere. One of the five areas supported by the project is the provision of assistance to improve the technical capacity for the co-ordination and management of prevention, treatment and care programmes in the Maldives.

In March 2009 the EC organised a **Mid-Term Review of the Maldives' Country Strategy Paper 2007-2013**. As part of the exercise, the EC Delegation in Sri Lanka has completed a series of consultation meetings with civil society, government departments and agencies and other development partners (notably the World Bank, UN agencies) during the month of March 2009. Discussions took place during the Maldives Development Forum held in March 2009. The Forum provides a platform for discussion between the Government of Maldives and its development partners on key national development objectives and challenges.⁵⁷ Moreover the EC met in Male with some 35 civil Civil Society Organisations (CSOs), of which one was a federation representing around 50 CBOs (Community Based Organisations).⁵⁸

While most Ministries in general confirm intensive consultations during programme preparation, the Ministry of Foreign Affairs has been less involved since the preparation of the MIP 2007-2010. While the component on the fight against drugs has been discussed, no feedback has

⁵⁵ TIP (2005), p. 18

⁵⁶ MIP (2007-2010), p. 14

⁵⁷ EC (2009): Mid-term Review CSP 2007-2013

⁵⁸ EC (2009): Mid-term Review, Annex 5

been received from the two scoping missions carried out in 2008 nor from the Mid-term Review of the CSP 2007-2013 carried out end of 2009.

Degree of involvement of local representatives in programme steering bodies (Ind. 1.3.2)

Starting with the CSP 2003-2006, EC has looked for local co-operation partners to implement its programme. Whereas in the first (non-implemented) CSP a co-operation with ADB was suggested without defining further project steering modalities, the TIP programmes were later-on implemented through UNDP and World Bank.

Tsunami Safe Island Programme: The TSIP was implemented through a World Bank supervised Tsunami Relief and Reconstruction Fund (TRRF) managed by the MoTF. The fund has been supervised by a Monitoring Board comprising representatives of GoM, the private sector and UNDP. The audits have been carried out by the Auditor General.

The PAS as component of the TSIP was initiated with GoM assistance prior to the accessing of EC support to design and test the system. The GoM – led by the Ministry of Finance and Treasury – was actively involved in the design and also in the implementation of the component. World Bank funding of \$1.8 million is contributing to the development and implementation of these later stages through the provision of technical support to the Ministry of Finance and Treasury.

UNDP Livelihoods Programme: For the UNDP project was steered by a steering committee including the EC as observer.⁵⁹ According to the TIP *“the project will be executed with guidance and advice from GoM through community-based organisations, local and international NGOs and private sector”* without, however, giving further details. According to ECD Colombo, there was no steering committee. UNDP agreed to develop community waste management plans and construction of sustainable waste management centres on these islands upon direct request of the former Ministry of Energy, Environment and Water (MoEEW).

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded): The UNDP housing reconstruction programme in Muli funded by the Rapid Reaction Mechanism (RRM) has been implemented by beneficiaries, community based organisations (IWDC and IDC), and the private sector (e.g. suppliers). The UNDP facilitated this community based participatory implementation process successfully. During the planning of the programme, the local stakeholders’ representatives were consulted and involved in decision making. This medium-term recovery programme was (apart from the beneficiaries) also by the GoM perceived as one of the most successful post-tsunami recovery programmes in the Maldives.

Climate Change Adaptation: The project document foresees the establishment of a co-ordination committee under the leadership of the Vice President to facilitate co-operation among all stakeholders.⁶⁰ Joining the project with the Vice President’s Office should also help to render implementation less susceptible to short term political changes.

Drug abuse: The strengthening the national response to drug abuse project fiche does not mention a project steering body but includes among the main stakeholders to be involved in the project the Ministries of Health, Ministry of Youth, Ministry of Education, the Police Force, Prison Authorities, the Department of Judicial Administration, the Chief Justice’s Office, the Attorney General’s Office and the High Courts, as well as NGOs, service delivery organisations, local co-operatives, human rights and advocacy groups, women’s groups, community based organisations in the atolls, etc.

Empowerment of women project: No information about stakeholder consultation during identification and formulation.

Election support: GoM submitted an official request in November 2007 to follow up the constitutional and electoral process; election support started with one general election expert which arrived in the country already in January 2008 and assisted the EC – in consultation with all major Maldivian stakeholders – to define further support needs.

No consultation with governmental stakeholders about the deployment of an Election Expert. The mission contributed to suspicion and confusion about purpose and legitimacy of this second EC-Election team.

⁵⁹ TIP, p. 34

⁶⁰ Project fiche Climate Change Adaptation (2008), chap. 2.4

Support to the Maldives on Good Governance and Democratisation 2007-2010 (formerly planned): Consultations with main stakeholders (HRCM and NGOs) and the implementing agency UNDP have been realised and expectations have been produced regarding the implementation of the finalised project. Nevertheless no appropriate information and explanation have been given to the concerned stakeholder when finally and in last minute the project has been cancelled. UNDP has been informed briefly about the decision, but not really consulted.

Level and effects of integration of stakeholder ideas in planning and implementation according to stakeholders' opinion (Ind. 1.3.3)

UNDP Livelihoods Programme: The Ministry of Fisheries, Agriculture and Marine Resources (MOFAMR) suggested 20 islands for agriculture extension services and UNDP selected 15 target islands. Three-day intensive community consultation workshops were held on each island to discuss and identify waste issues specific to their island. Representatives of IDCs, IWDCs, NGOs, Health Centres, Schools, and the public participated in the consultation.⁶¹ Lists of beneficiaries were jointly established and verified with the Island Women's Development Committees and needs of the community identified with regard to the local handicrafts industry.

UNDP has maintained strong co-operation with relevant ministries throughout the implementation of the project and has involved GoM in the identification of target islands and throughout implementation.⁶²

GoM, UNDP and EC agreed to use the project as an opportunity to identify and work on more medium and longer term needs of the island communities.⁶³ In order to complete needed information for the island and atoll development plans, a major participatory exercise was undertaken to collect relevant statistics.⁶⁴

However, the level of involvement of local communities in the fisheries component of the UNDP managed restoration of tsunami affected livelihoods was deemed insufficient in the Phase 1 and Phase 2 by the evaluation reports 2007 and 2008. Indeed the phase II report indicates that the fishermen and fish processors could have already been involved during the design stage of the fish markets. However the final report of the UNDP to the EC on this project⁶⁵ indicates that the communities were consulted in relation to the proposed fisheries activities including the construction of the fish markets.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded): During the planning of this post-tsunami recovery programme, the local stakeholders' representatives were consulted and involved in both the planning and decision making processes. The programme was implemented by beneficiaries, community based organisations (IWDC and IDC), and the private sector (e.g. suppliers). The UNDP facilitated this community based participatory planning & implementation process successfully according to all interviewees. The stakeholders' ideas were integrated in the planning, decision making, and implementation processes e.g. damage assessment & construction needs identifications were executed with the beneficiaries, initial programme set-up included the sub-contracting of construction works to contractors, but was revised to the provision of cash grants for housing repairs & reconstruction etc. Without any exceptions, all interviewed beneficiaries of the EC supported UNDP programme are exceptionally satisfied with the programme's results and their respective inputs during the planning, decision making and implementation processes.

Tsunami Safe Island Programme: The programme was prepared with consultation of parent's associations regarding the schools and with island communities as regards management of multi-purpose buildings.⁶⁶ Communities were involved in the second round of tendering, which improved the tendering process (first round did not succeed). The community involvement was a first successful test and may become an example on how to procure on local level. As a consequence ERC has developed a guideline for local procurement (Island Procurement Package).

Election support: The election TA-mission acted as a demand-driven TA for all relevant stakeholders involved in the preparation of the presidential and parliamentary elections:

⁶¹ UNDP (2008) Final report to EC support to the restoration of tsunami affected livelihoods, p. 5-6

⁶² Sher/Transtec (2007), Phase 1, p. 4

⁶³ Sher/Transtec (2008), p. 6

⁶⁴ Sher/Transtec (2008), p. 15

⁶⁵ Final Report to the EC Support to the Restoration of tsunami affected livelihoods Maldives, contract number ASIE/2005/115175.

⁶⁶ Mid-term review Tsunami Safe Island Programme (2007), p. 13

especially Election Commission, Ministry of Justice and a group of engaged NGOs. All introduced concepts and inputs have been discussed in a very open and fruitful manner. Assessments of the political situation, evolutions and decisions on how to react as election TA-team have been discussed with the governmental structures, the EC and the NGOs. The political context of this pre-election period prepared the ground for an open discussion, exchange and learning culture among the Maldivian stakeholders (especially after the instauration of the Interim Election Commission) during the entire election preparation process.

Empowerment of women project:

There has been strong involvement of the respective Gender Ministry during the implementation of the project. Strengthening and involvement of NGOs (island and atoll associations) in the area of reproductive health (RH) counselling, IEC and service delivery has been one of the components of the project – but main output were training workshops, less real participation in the project implementation. The NGO “Society for Health Education” (SHE) has been an implementing project partner and has provided counselling services in Male in the field of RH and larger family issues as marital problems, domestic violence and others.

4.2 TO WHAT EXTENT HAS THE EC-SUPPORT CONTRIBUTED TO REPAIR LONG-TERM DAMAGE AND TO IMPROVE SOCIAL AND ECONOMIC SERVICES ON SUPPORTED ISLANDS? (EQ 2)

(Response to the EQ, see report part 1)

4.2.1 Food security and economic livelihoods of affected households recovered (JC 2.1)

Response to JC:

During the evaluation period, activities to improve food security and economic livelihoods, in response to the identified post-tsunami needs, were successfully carried out by the EC co-funded Community Livelihoods Programme of UNDP. The Programme targeted approximately 2,000 beneficiaries on 13 islands. Out of these beneficiaries 60% (1,200) were supposed to be reached and have benefitted directly by the various activities.⁶⁷ EC support funded activities on 8 of the 13 islands. Activities were carried out for tsunami-affected households⁶⁸, targeting farmers, fishermen, women and men interested in new skills.

Agriculture

The agricultural activities have shown good results. Islands where previously agriculture was non-existent are now growing and marketing fruit and vegetables. Other islands have increased the amount of land under cultivation both in backyards and by clearing of land. Formerly seasonal produce is now grown year round.⁶⁹ Productivity and production have increased and farmers have been exposed to some innovations (i.e. auto pod system, hydroponics). According to the interviews held during the field phase, techniques that require investments (e.g. hydroponics) have only been picked up by few farmers but new simple agricultural and horticultural activities are used by most of the former trainees. Composting was not picked up by farmers nor was integrated by the programme as part of the solid waste management activities.

The extent of impact on islands and individual households depends on land availability and access to markets. Produce is either auto-consumed or sold locally and in Male producing income. The local food supply of the communities was improved contributing to a more diversified diet and reducing the dependency on imports. The increased agricultural production has induced some support services of private groups that have established agriculture supply facilities and transport/marketing linkages. The two input supply stores have enabled cheaper and regular supply and better quality of fertiliser and pesticides even though one of the shops was badly run during the visit of the final evaluation. 14 trained agricultural extension officers are still in the GoM's extension system. (cf. Ind. 2.1.1 and 2.1.5)

Skills training for economic development

The Community Livelihood Programme carried out activities to promote women's livelihoods and to improve skills of tsunami-affected households. Small cash grants of RF 1,000-1,500 (~60-100 €) were provided for replacement of lost tools and assets.⁷⁰ Equipment was distributed to generate income i.e. sewing machines, refrigerators, washing machines.

All in all, 1,197 women were compensated with tools and cash-grants and training to start with small economic activities (e.g. tailoring, handicrafts, etc.). Targeting of tsunami-affected beneficiaries turned out to be difficult in a first round of support and was improved in the 2nd phase to include internally displaced persons. Many of the women today use their skills for home activities, while few have set up and maintained small businesses.

⁶⁷ See logical framework of programme

⁶⁸ Results of the support to fishermen discussed under EQ 4

⁶⁹ Sher/Transtec (2008), p. 8-9

⁷⁰ 15 RF ~ 1 € in 2006

A grant scheme for Island Women Development Committees (IWDCs) led to the implementation of 15 micro-projects up to US\$ 5,000 for skills training of women in which a total of 387 women participated.

On the island of Naifaru three women received loans for business start-ups. A pastry shop is still operational while nothing was known about the other businesses. While some of the distributed equipment (e.g. sewing machines) did only last for a short period, other equipment still serves to generate income (e.g. refrigerators). Two handicraft centres were created and 48 persons were trained. The two NGOs, which were selected to manage the centres are still operating selling to tourist groups and to Male. Supplied machinery is still operational even though some spare parts and tools are not available in the Maldives. Both handicraft centres have engaged in training school children and further artisans (e.g. the Naifaru centre has trained another 60 people) some of which have started handicraft production.

Temporary income was created for around 480 people in a cash-for-work (CfW) programme to clean up the debris from the tsunami on 16 islands. The generated income was however not significant. The equipment provided for cleaning up the islands is still in use for community works and managed by the island offices. (cf. Ind. 2.1.2 and 2.1.5)

Capacity building

Apart from intensive agricultural and skills training for tsunami-affected people, the Community Livelihoods Programme strengthened the Island Development Committees and Island Women Development Committees. Island development plans were developed with the 16 islands of Raa Atoll and consolidated into a highly appreciated Atoll Development Plan, which allowed intensive discussion of development problems and priority setting. The Atoll Development Committee took its development plan to relevant ministries in the capital, which refrained however from any commitment to supporting its implementation.⁷¹ The main impact is therefore seen in the strengthened capacities of the former IDCs and IWDCs.⁷² One of the islands was able to implement two projects of the Development Plan by itself.

A business skills training programme has also been completed for livelihood activity beneficiaries in 4 atolls conducted by the Women's Entrepreneurs Council (WEC) on life skills, business skills and entrepreneurship skills. Institutional capacities of the Ministry of Atoll Development were strengthened by a consultant assisting in a decentralisation programme.

Much of the training know-how is currently still applied at the household level and trainings have exposed participants to new approaches and ideas that were practically used during and after the trainings. The trainings have resulted in the improvement of already existing or introduction of new activities (e.g. agriculture), the start of some small business activities (handicraft, sewing, pastry shop, agricultural supply shops) or improved know how in project formulation and management and business management. Involvement of the Women's Entrepreneur Council and the two NGOs in the different trainings and – in the case of the latter – the management of the handicraft centre has improved their professional skills and provided income opportunities for them.

Sustainable impact is difficult to measure but some of the trainings were a useful basis for current and future activities and know-how is still valorised i.e. members of the IDCs and IWDCs are now active in the Island Offices, participants of agricultural trainings give informal training to other farmers, handicraft centres gave training to other artisans. Overall impact of the capacity strengthening efforts is positively assessed. (cf. Ind. 2.1.3)

Financial and physical participation of beneficiaries

Cash or in kind contribution of beneficiaries depended on the activities. The agricultural activities were carried out with little contribution by the participants. Inputs and equipment like fertiliser, seeds, plants, water pumps and shredders were supplied free of cost with some negative effects on motivation. In contrast to the low contribution for the agricultural programme, the women benefitting from the micro-projects contributed 15% to the overall cost. (cf. Ind. 2.1.5)

⁷¹ Sher/Transtec (2008), p. 15

⁷² IDCs and IWDCs formally do no longer exist and were replaced by Island Offices

Level of revitalisation of agricultural production through EC support (TA and input supply) (e.g. as expressed by yield and production increases, new techniques, increased capacities etc.) (Ind. 2.1.1)

UNDP Community Livelihoods Programme

The Ministry of Agriculture and Fisheries (formerly Ministry of Fisheries, Agriculture and Marine Resources (MoFAMR) identified 16 islands for the programme out of which UNDP selected 13 islands. The EC support funded the activities on 8 out of these 13 islands: Kendhikolhu, Kulhudoo, Laamu Gaadhoo, Dhaalu Maaemboodhoo, Lhaviyani Kurendhoo, Raa Alifushi, Thaa Kandoodhoo, Lhaviyani Olhuvelifushi and Gaaf Dhaalu Vaadhoo.

The following activities were carried out:

- Lists of beneficiaries were established for agricultural relief kits.
- Community consultations were undertaken to identify needs specific to each island.
- Agricultural inputs were procured and delivered.
- Hands on training, demonstration and awareness raising on agricultural techniques.
- 36 farmers were trained specifically in three farmer field schools and confirmed that they apply the newly acquired techniques in their own fields.
- Training for 14 agricultural extension officers in Sri Lanka at the University of Peradeniya.
- Innovative approaches such as group farming or the Automatic Pot Growing (Autopot) systems were introduced.

Other activities have involved the setting up of demonstration plots, establishment of sales centres, and hydroponic irrigation systems, on site trainings or home gardening. Not all activities were undertaken on all islands. Per island in kind contributions and cash grants totalled an average of US \$25,000 and the following results were achieved:

- Immediate needs of farmers were met through relief assistance to restore agriculture production.
- Agriculture extension services were established and operational on all 13 supported islands.
- The agricultural production increased beyond home gardening, which previously existed in some of the islands whereas for others it was a new activity.
- Knowledge and capacity of farmers improved significantly in agriculture production.
- Capacity of Island Development Committees and the Ministry of Fisheries and Agriculture were strengthened to co-ordinate and deliver agriculture assistance more efficiently.
- Two input supply stores have enabled cheaper and regular supply and better quality of fertiliser and pesticides. Alifushi sales centre was still operating nicely three months after the project, while Olhuvelifushi was badly managed.⁷³
- In order to improve sustainability local organisations (IDC, IWDC, NGOs) were intensively involved to increase ownership and the capacity for future supervision of activities.

Outcomes were:

- The agricultural activities have shown remarkable initial impact, part of which was sustained. Islands where previously agriculture was non-existent are now growing and marketing fruit and vegetables. Other islands have increased the amount of land under cultivation both in backyards and by clearing land for agriculture. Formerly seasonal produce such as watermelons is now grown all year round.⁷⁴
- Local food supply has been increased with positive effects diet. Today there is better ability to meet local demand and less dependence on imported fruits and vegetables. E.g. in Holudhoo most of the participants of the agricultural training still produce vegetables for own consumption and sales to Male. The same is true for the 25 participants trained in agriculture in Kurendhoo.

⁷³ Sher/Transtec (2008), p. 8-9

⁷⁴ Sher/Transtec (2008), p. 8-9

- The project has laid the foundation for new initiatives such as Farmer Field School programme, the group approach to farming, operation of co-operatives and introduction to innovative technologies such as the auto-pot growing systems. Trained participants give today on the job training to other farmers in agricultural production.
- The trained extension officers are still in the GoM system and use the acquired capacities in the two Extension and Training Centres in the North and South of the Maldives.
- NGOs that implemented the trainings are strengthened in their capacities to write proposals and manage projects, which is an important achievement in a country with formerly weak civil society organisations.
- Communities identified the need for food processing and packaging due to excess of agriculture produce. UNDP has addressed this as one of the key activities for the new Country Programme 2008-2010. In addition, it was reflected in the ADB and IFAD support for agriculture development in the country.
- Introduction of hydroponics has enabled land-scarce islands and households to grow crops in coconut husks. However, the group visited on Holhudhoo that had been trained in hydroponics did not use the system.
- According to the interviewed farmers, composting as part of the training is not applied anymore but mineral fertilisers are used. Composting for agricultural purposes was not linked to the solid waste management component, in which composting was a main element to reduce waste.

Number and Percentage of people benefitting from economic opportunities created by EC support through the Community Livelihoods Programme (Ind. 2.1.2)

UNDP Community Livelihoods Programme

The women's livelihood component of the programme took place on all 13 islands. A small grant initiative was undertaken during the recovery phase following the recommendation of the EU mid-term evaluation to focus on skills development in 15 communities. Tools and equipments lost during the tsunami were replaced plus a cash-grant assistance of MRF 1,000-1,500⁷⁵ per household attributed. A grants programme was developed to address skills development of women and IWDCs of 40 islands working with the UNDP Programme were invited to submit proposals. 15 projects were selected and awarded to 14 IWDCs and 1 NGO.

Micro-capital grant agreements were signed with the IWDCs for up to US\$ 5,000. All funds have been disbursed and the proposed trainings have been completed. Trainings for women included agriculture courses on 6 islands, handicrafts training on 4 islands, sewing/embroidery training on 3 islands, cake decoration on 1 island and electric wiring training on 1 island. In total 387 persons were trained. All in all, 1,197 women benefitted from the activities.

A main constraint of the women's component involved the targeting of affected beneficiaries. Some of those affected did not register while some registered for more than one activity and many registered despite not having been tsunami-affected. Consequently, an intensive verification process had to be put in place. A second phase of distributing of tools/equipments took account of initially not targeted persons such as the Internally Displaced Persons (IDP).

Visited women in Kurendhoo have participated in electrical wiring (50 participants) and carried out the wiring of the preschool. Today they use their knowledge to repair electrical appliances in their households without commercial use.

The sewing course had a large demand. Out of 50 applicants only 30 could participate. Participants bought their own sewing machines. Most of the women use their skills at home. One woman has set up a business and employs two people today.

In the visited island of Naifaru three women received loans for a pastry shop and a sowing business. The pastry shop is still operational while nothing was known about the sowing activity.

Distributed equipment after the tsunami was bought with an intention to generate income i.e. sewing machines, refrigerators, washing machines. While the sewing machines mostly broke down after a short while, income is still produced from the use of the refrigerators.

A pilot project has been carried out in Lhaviyani Atoll with EC support using handicrafts in relation with tourist resorts to promote income generation. 48 persons from Naifaru and Kurendhoo were given handicraft training (i.e. lathe/lacquer, handicrafts/jewellery making, pyrography and

⁷⁵ Exchange rate 2010 1 € ~ 18 Rf

shell crafts making). A promotion campaign for local handicraft was carried out among GoM, tourism industry, tourists, civil society etc.. Handicraft tools and equipments were awarded to two centres end of 2007. Two training programmes have been completed at the main centre in Naifaru for a total of 48 candidates from the atoll.

Two NGOs were selected to manage the handicraft centres. Ifthithaahu Isdharivarunge Jamiyya to manage the main centre on Naifaru Island and Society for Kurendhoo Youth & Sports (SKYS) to manage the production outlet on Kurendhoo Island. On Hinnavaru Island, the Island Women Development Committee (IWDC) facilitated handicrafts production for the trainees.

Both NGOs are still operating their handicraft centre selling to tourist groups and to Male. The market is however limited as tourist resorts have their own handicraft shops and tourist group visiting the islands are given only short time for shopping.

Naifaru reported problems in receiving the equipment, which first had been diverted. Finally supplied machines are still working even though some special spare parts are not available in the Maldives. Both handicraft centres still give training courses to islanders i.e. the Naifaru centre has trained free of cost 60 people and a number of school children. Out of these trainees 4 persons have started handicraft production.

20 to 40 locals per island were hired in cash for work programmes to clean up the tsunami debris on 16 selected islands (total around 480 people). Equipment (wheelbarrows, shuffles etc.) was provided to carry out the operation. However, the generated income was not significant as in many cases damages on islands were not severe. The equipment provided for cleaning up the islands is still in use for community works and managed by the island offices.

Type and effects of institutional capacity building activities organised (Ind. 2.1.3)

UNDP Community Livelihoods Programme

Island development planning was conducted between January and February 2006 for the 16 islands of Raa Atoll in order to organise their development activities and build their capacity. An Atoll Development Plan was elaborated and substantial quantitative, statistical information collected. On average of 8 people (4 from Island Development Committee, 2 from Island Women's Development Committee and 2 from NGOs) were trained by private training groups.

The atoll development committee took its development plan to relevant ministries in the capital, which refrained from making any commitment to supporting its implementation according to the atoll officials.⁷⁶

The Island and Atoll Development Plans in Raa Atoll were highly appreciated due to the participatory bottom-up process, which was used allowing intensive discussion of development problems and priority setting of development initiatives. One of the islands was able to implement two projects of the Development Plan by themselves. However, being a product of the former GoM, the plans have been rejected by the new government even though some of the defined projects are still picked from these plans. The main impact is therefore seen in the strengthened capacities of the former IDCs and IWDCs through the different practical trainings.

A consultant in the Ministry of Atoll Development (now Ministry of Home Affairs) produced a national decentralisation programme and a study on 'The functions and fiscal resources for local councils in the Maldives' exploring the transfer of functions to local councils and fiscal implications.⁷⁷

The skills training programme with IWDC strengthened the capacity of the IWDCs in implementing projects, writing project proposals, identifying instructors and overall organisation.⁷⁸ In addition, training in financial management, monitoring and evaluation was completed on 86 islands.

A training programme was carried out in 4 atolls by the Women's Entrepreneurs Council (WEC) on life skills, business skills and entrepreneurship skills. While sustainability was seen critical for most activities, improved capacities were seen as sustainable.

⁷⁶ Sher/Transtec (2008), p. 15

⁷⁷ Sher/Transtec (2008), p. 14-15

⁷⁸ Sher/Transtec (2008), p. 17

Type and level of improvement in household economies benefitting from EC support (Ind. 2.1.4)

The increased agriculture production has improved income of farmers. On 6 islands where agriculture was affected by the tsunami, the IWDCs used their grant to buy agricultural inputs to restart their agricultural activities. Nearly all households (and not only those of trainees) on islands having received agriculture training have started to grow fruits and vegetables or have increased the land under cultivation showing an extended training impact. Productivity was increased due to new agricultural techniques, which resulted in reduced expenditure for imported food. The extent of impacts differs among islands depending on land-availability and market access. However, only few people from the sewing course were able to generate some income by selling clothes. For others, sewing resulted in saving expenses. A survey carried out to evaluate the outcome of the women's livelihood component indicated that women experienced a higher income following the receipt of cash grant and tools.⁷⁹

Participation of communities in EC-rehabilitation activities of the islands (Ind. 2.1.5)

Equipment and tools to replace lost assets were supplied as grants. Community contribution in the agricultural activities was limited to the clearing of land for the establishment of demo plots, nurseries and individual farming plots. Inputs and equipment were given for free, which reduced the effectiveness of the activity as (a) some participants who were not genuinely interested in agriculture, (b) equipment such as shredders were unused, (c) project-assisted nurseries have been partly abandoned but in some cases farmers have developed individual nurseries. Proposals of IWDCs for skills training (up to 5,000 \$US) included a contribution of 15% in kind.⁸⁰

Number and Percentage of people benefitting from access to micro-credits schemes established with EC support (Ind. 2.1.6)

The micro-credit scheme delivered micro-grants to women. The activity is further described under indicator 2.1.2.

Improvements in integration of relocated families (Ind. 2.1.7)

The relocation of inhabitants of smaller islands to safer islands as envisaged by the Regional Development Policy of the former GoM only concerned few islands. It encountered social problems among the relocated islanders as between relocated and autochthon population and was limited by the high cost involved. In total 4 to 5 islands have been relocated and the process is still ongoing in four islands. On the islands visited where the Community Livelihoods Programme has been working, some refugees were living for a short while after the tsunami. All of them went back to their home islands during the recovery phase. An impact of the UNDP Programme on relocation was not intended. However, some of the refugees participated in trainings of the programme.

⁷⁹ Sher/Transtec (2008), p. 16-17

⁸⁰ Sher/Transtec (2008), p. 16

4.2.2 Improved access to social programmes and services (i.e. health, education) on supported islands (JC 2.2)

Response to the JC:

Access to social programmes and services

Seven target islands were selected by the Safe Host Island strategy on grounds of their development potential. Three of these islands (L. Gan, M. Muli, and Dh. Kudahuvadho) were selected for the social infrastructure component of the TSIP. The constructed facilities have paved the way to improve the access to social services (and programmes) once operational. However, equal measures are still required to use and manage the facilities successfully. With exception of the successful school extensions on two of the islands and one hospital extension, delivery of services is hampered by:

- the lack of policies and procedures to use and manage the infrastructure facilities.
- limited monitoring and evaluation of implementation

Some constructed infrastructure facilities for education and community services are still not operational and require the input and actions from the GoM. The current status, details, and development potential of the facilities are presented in indicators 2.2.1 and 7.2.4.

Voluntarily migration to Safe Host Islands

In accordance with the Safe Host Island Strategy, the government facilitated the relocation of homeless and tsunami-affected population to seven selected “Safe Host Islands”, from which three islands received EC support. From these three islands, M. Muli received EC support to reconstruct 28 houses and repair 106 through the RRM funding. In total 79 tsunami-affected people (18 households) relocated voluntarily to M. Muli, which corresponds to a population increase of 11% as compared to the pre-tsunami situation. In the three selected islands for EC support, no social problems among the relocated islanders or between relocated and autochthon population were encountered and all interviewed stakeholders expressed their satisfaction with the voluntarily migration. Effects of EC-funded social infrastructure on migration to safe islands were not yet apparent at the time of the voluntarily migration because the construction of EC-funded social infrastructure required a longer implementation period than the voluntarily migration and construction of houses for the migrated population. However, the newly constructed infrastructure will serve both the migrated- and autochthon population in the long-term, providing that it becomes fully operational (cf. Ind. 7.2.4).

Number of people benefitting from access to social services on safe islands before and after EC support (e.g. access to schools and health centres etc.) (Ind. 2.2.1)

Tsunami Safe Island Programme

Seven target islands were selected on grounds of their development potential. Out of seven Safe Islands defined by GoM, the islands L. Gan, M. Muli, and Dh. Kudahuvadho, were selected for component 2 of the Tsunami Safe Island Programme and the following facilities were reconstructed:

| Construction volume | Type of facility | Location / Island |
|---------------------|------------------------------|--|
| 1 | Hospital extension | Dh. Kudahuvadho |
| 1 | Vocational training centre | Dh. Kudahuvadho |
| 2 | Residential learning centres | Dh. Kudahuvadho, L. Gan |
| 3 | School extensions | Dh. Kudahuvadho, L. Gan islands, M. Muli |
| 1 | Multipurpose building | Dh. Kudahuvadho |

The available information on people benefiting from the access to these basic facilities is:

- **Hospital extension:** No statistics could be made available in Dh. Kudahuvadhoo because the hospital archive (with admission and referral statistics) is still reorganised. The hospital does not only provide its health care services to the island population but also to the population of the islands in the Dhaalu Atoll, located in the Central Province. Exact numbers or estimates can therefore not be provided. Potential beneficiary numbers are given in the table under indicator 2.2.2.
- **Vocational Training Centre:** No statistics could be obtained in Dh. Kudahuvadhoo because the VTC training centre is not yet (fully) operational (equipment has not been delivered yet). The facility has a capacity of 60 students, which is a 100% increase as compared to pre-tsunami.
- **Residential Learning Centres (RLC):** No statistics could be obtained from the RLC in L. Gan because the (nearly completed) construction works are not yet accepted by the MoE. The facility will have a capacity to accommodate 96 students.
No statistics could be obtained from the RLC in Dh. Kudahuvadhoo because the facility is not (yet) operational. It has a capacity of 120 students, which is a 100% increase as compared to pre-tsunami.
- **School Extensions:** The school in Muli can accommodate 510 students but has currently only 210 students including 55 students from outer islands. To provide education services to more outer island students would require a residential learning centre or improved transportation means (boats) to Muli Island. Impact related statistics are not yet available.
The school in Dh. Kudahuvadhoo serves 450 students, which is a 100% increase as compared to pre-tsunami. No information could be obtained from the school in L. Gan (due to holidays).
- **Multipurpose Building (MP):** The facility in Kudahuvadhoo is officially not yet operational. It can potentially serve the Kudahuvadhoo island community whose population increased from 1,600 to 2,300 people as a result of the tsunami.

Percentage increase in voluntary migration to safe islands due to EC support (Ind. 2.2.2)

Only the island M. Muli received EC support (RRM) for the reconstruction of 28 houses and the repair of 106 houses. In total 79 tsunami-affected people (18 households) relocated voluntarily to M. Muli, which is a population increase of 11% as compared to the pre-tsunami. The relocation numbers⁸¹ of all three EC-supported (TIP) islands are presented hereunder.

| Island Name | Population pre-tsunami (estimated) | Population post-tsunami (estimated) | Relocated population (estimated) | Increased % of population (estimated) |
|-------------------------|---|--|---|--|
| M. Muli | 728 | 807 | 79 | 11% |
| L. Gan | 4,200 | 5,700 | 1,500 | 36% |
| Dh. Kudahuvadhoo | 1,600 | 2,300 | 700 | 44% |
| <i>Estimated totals</i> | 6,528 | 8,807 | 2,279 | 35% |

⁸¹ The estimated pre- and post-tsunami population numbers of L.Gan and Dh. Kudahuvadhoo were provided by the island councilors during the field phase of the evaluation.

4.2.3 Drug abuse has reduced with EC support (JC 2.3)

Response to the JC:

The EC project “Strengthening the National Response to Combat Drug Abuse” implemented by UNODC in co-operation with the Ministry of Health and Family (Department of Drug Prevention and Rehabilitation Services) has just completed the initial preparatory stages of project work planning and the training of project staff. The judgement criteria can therefore not be fully addressed, because there is no impact yet. The contents of the programme are elaborated below to provide an overview of expected impacts.

The programme will enhance and extend the services available for the drug prevention, treatment and after care and will involve NGOs and CBOs from across the country in training and capacity building interventions, as well as service providers and state ministries.

Support will also be provided to enhance the mechanisms for co-ordination of the sector mainly at central government level. NGOs and CBOs should have the capacity to continue and build on the valuable work they are currently doing through accessing also grant support through the project as well as capacity building assistance.

Providing training in a range of treatment and prevention areas including after care and community support for recovering drug users and their families should make a contribution to reduce drug use. Prisoners and those on parole should following the enactment of the New Narcotics Bill and the EC support to this area receive access to treatment and after care services which will help combat the prevalence of drug abuse amongst these target groups. The successful extension of drug treatment and rehabilitation services to prison settings is conditional on prison reform. Presently prisons are overcrowded, staff are not sufficiently trained, the infrastructure is poor and programmes to rehabilitate prisoners through offender management and training programmes are lacking. There is a new prison reform bill being developed and a new prison is presently being designed with support from India.

Prevention and awareness raising measures in school should reduce the take up of drug use by children and young people. The EC assistance which focuses on demand reduction is complementary with GoM supply side measures including police raids, and actions by customs and port authorities. Teachers, school counsellors and others will need to co-operate and actively engage with the training provided in order to ensure the effectiveness of these interventions. (cf. Ind. 2.3.1)

The EC support for strengthening the national response to combat drug abuse in the Maldives has the capacity to make a significant and sustainable contribution to the Maldives in tackling drug abuse in the country in view of its goals to improve and extend services and since it covers a large number of different target groups as part of the capacity building and training activities. It will enhance and extend the services available for the drug prevention, treatment and after care and will involve NGOs and CBOs from across the country in training and capacity building interventions, as well as service providers and state ministries. (cf. Ind. 2.3.2 and 2.3.3)

Number of training courses and on-the-job training for service providers (e.g. NGOs) working with drug users as well as the National Narcotics Control Bureau (Ind. 2.3.1)

The project *Strengthening the National Response to Combat Drug Abuse* aims to strengthen drugs prevention programmes by building capacity of primary health care workers, parents, teachers, school counsellors and police officers.⁸² The treatment component of the project will enhance community and prison settings, aftercare and support services and aims to improve co-ordination among stakeholders.

The project’s Q1 and Q2 workplan and the Project Fiche make reference to significant volumes of training although quantifiable indicators are lacking and consultations during the field mission report a shortage of trained staff in the rehabilitation services and high staff turnover. The shortage of staff, in particular trained addiction counsellors currently raises the question concerning the availability of staff to attend training sessions and the staff turnover issue raises a question over the sustainability of the assistance, even if commendable approaches such as training of trainers are built into the design of the project. The Drug Rehabilitation Centre in

⁸² Concept Note “Strengthening the national response to drug use in the Maldives”.

Himmafushi has 12 counsellors but only one trained addiction counsellor. Large numbers of key personnel are targeted for training – health care workers, police officers, school counsellors, doctors, paramedics, legal fraternity as well as treatment providers, NGOs and volunteers. There is a need to devise a recruitment plan as well as define numbers to be trained from each of the different target groups.

There is also a need to consider the framework for training provision to ensure that the trained trainers do continue to deliver this training in the future. The project fiche makes reference to a sustainability strategy which should include a training plan to ensure the continued planning and execution of training and sensitisation programmes. In addition it is important that the new service standards based on the new approaches advocated in the training sessions will be developed to ensure these are institutionalised and become standard operating practice in the aftermath of the project. While the workplan for Q1 and Q2 makes reference to a training manual with minimum standards for after-care and support services and a new code of ethics for counsellors and treatment providers, it will be important that standards for all facets of the chain – from prevention, treatment to after care - are developed and their use monitored in practice by all those involved in the provision of these services.

NGOs, CBOs and members of IWDCs are included in the planned trainings which is essential as they are important service providers and in order to ensure that consistent standards are applied across all facets of service delivery and across the country. This is particularly important in the context of the proposed privatisation of drugs rehabilitation services. There are several active NGOs in this field – Journey, Society of Woman Against Drugs, Paradigm, People's Foundation – although these and other NGOs in the sector face difficulties in accessing funding and in covering their costs. There is some provision in the project to provide support to NGOs including the provision of grants. This is vital if the training and support provided to NGOs is to be used in practice and if the NGOs can remain active in this sphere. The proposed grants component of USD 80, 000 seems to be small to ensure sufficient funding. Small NGOs on some islands are struggling to provide services due to funding constraints and IWDC who provide voluntary services in this sphere are limited by funding.

Percentage reduction in the number of drug abusers (Ind. 2.3.2)

The just starting EC project is very extensive in its coverage of the drug abuse issue from prevention through to treatment and after-care. Moreover it deals with a large number of targeted beneficiaries i.e. judges, law enforcement offices, legal fraternity through to service providers, NGOs, teachers, doctors and paramedics, prison and parole services, atoll, island and national administrative staff. While at this stage the project has not yet generated any impact on the number of drug abusers, and the revision of legislation, the scope and depth of the project, the commitment and ownership of Maldivian stakeholders all lead to an expectation that the project should, if implemented successfully, reduce the number of drug abusers in the Maldives.

The scale of drug abuse will be established by the baseline survey conducted as part of the EC financed project. The National Narcotics Control Bureau (NNCB) (now the DMS) estimates that there are between 2,000 and 3,000 drug users in the country.⁸³ Size estimations carried out in the past have indicated the number of drug users in the Maldives could be as high as 10,000 people. The prison authorities in the Maldives estimate an 80% prevalence of drug use among the inmates.⁸⁴ The EC project fiche indicates that a biological and behavioural survey conducted in November 2008 by the Ministry of Health and Family with the UN and Global fund found that the country is at risk of falling victim to an AIDS/HIV epidemic and key risk factors include the sharing of needles and syringes among drug injectors as well as low awareness.

The findings from the field mission indicated a mixed picture in relation to prevalence of drug abuse with some islands indicating that it was a small/ non-existent problem, while others indicated that it was a growing problem. Concern was raised by the the young age of users with children as young as nine years old reported to be glue sniffing.

⁸³ National Narcotics Control Board (NNCB) website ('Statistics', National Narcotics Control Bureau website (Accessed at: <http://www.nncb.gov.mv/Statistics.html>, date accessed: 2 March 2008).

⁸⁴ Draft of the Maldives Drug Control Master-Plan 2006-2010, National Narcotics Control Bureau (NNCB), 2006.

Percentage of former drug abusers integrated back into the socio-economic system (Ind. 2.3.3)

A specific objective of the EC project is to support the treatment and rehabilitation of drug users and to improve aftercare and support services for recovering drug users with the aim of integrating the target group back into society. Aftercare services are currently lacking and NGOs and CBOs provide whatever support they can with their available resources to address this gap.

Respondents during the field mission indicated that there is an urgent need for a half-way house and more support for clients post rehab to help reduce the incidence of relapse and appropriate responding services must be designed. Counselling and support to families of drug users is also currently deficient and under-resourced. These are essential elements to facilitate socio-economic integration. There is also a need to educate the public on the importance of reintegration of recovering drug users into society and the availability of job opportunities and earning an income are an important part of that process. At present those convicted of drugs charges have a criminal record and the stigma attached to drug use, which are significant barriers to the socio-economic integration of drug abusers.

4.2.4 Gender, good governance/human rights and environment issues are reflected by EC intra-regional and community development programmes (JC 2.4)

Response to the JC:

Environment, gender and good governance/human rights were addressed by the EC programme portfolio as evidenced by the following aspects:

- *The Community Livelihoods Programme aimed to promote local governance by strengthening CBOs with special emphasis on vulnerable groups (especially women). The percentage of direct female beneficiaries was estimated at least 50%. Women also indirectly benefitted as household members from support to male farmers and fishermen.*
- *Although the percentage of drug abusers in the Maldives is 97% male, planning documents indicate to directly involve and protect the most vulnerable groups, children and women. Female drug users are particularly stigmatised by society at present and often face complex psychological problems which require specific support and treatment.*
- *Society of Women Against Drugs (SWAD) is an important NGO focusing on women and the drug abuse issue. SWAD is represented along with two other NGOs through the representation of JOURNEY in the project steering committee for the Combat Drug Abuse Project. Aspects of gender and vulnerable groups are also reflected in the design and activities planned in the EC project Combat Drug Abuse.*
- *While environmental improvement was not explicitly referred to in the TIP planning document, both subsequently launched programmes (Community Livelihoods and TSIP) targeted environmental improvements through their waste management component.*

(cf. Ind. 4.4.1 – 4.4.3)

Level to which gender, environment and good governance/human rights issues are considered in planning documents (Ind. 2.4.1)

UNDP Community Livelihoods Programme: Tsunami-affected communities on islands belonging to the worst affected islands form the target group of the programme. Special emphasis was planned to be given to vulnerable groups especially women. The programme intended the strengthening of community-based organisations to promote local governance. Mainstreaming of environment is only formally mentioned. The establishment of waste management centres, which contribute to environmental improvement, was not explicitly mentioned in the planning.

Strengthening the National Response to Combat Drug Abuse: Society of Women Against Drugs (SWAD) is an important NGO focusing on women and the drug abuse issue. SWAD is represented along with two other NGOs through the representation of JOURNEY in the project steering committee for the Combat Drug Abuse Project. Aspects of gender and vulnerable groups are also reflected in the design and activities planned in the EC project Combat Drug Abuse.

Percentage of programmes that actively integrate women and vulnerable/ minority groups in their activities (e.g. share of women and vulnerable groups among direct beneficiaries) (Ind. 2.4.2)

UNDP Community Livelihoods Programme: The UNDP Community Livelihood Programme had a separate component targeting women's livelihoods, which also took into account the Internally Displaced Persons (IDCs). IDCs were included in the island development exercise. For example, in the cake decoration course 25 out of 32 participants were IDCs. It is estimated that at least 50% of the direct beneficiaries were women, which were supported through the replacement of lost assets, cash grants and training programmes.

Women also indirectly benefitted as household members from support given to male farmers and fishermen. The programme strengthened particularly Island Women Development Committees and worked closely with the WEC.

Strengthening the National Response to Combat Drug Abuse: The Action fiche for the *Strengthening the National Response to Combat Drug Abuse* project indicates that the project will directly involve and protect the most vulnerable groups, children and women. Evidence shows that the vast majority of drug users are male (97%). However gender equality is addressed through requiring coverage of the different problems that women drug dependants have within a Muslim society and all partner organisations will be requested to ensure that women and men are adequately represented on their staff and to use gender-disaggregated indicators. Included in the main stakeholders from civil society to be involved in the project are the Women Entrepreneurs' Council, women's groups and youth associations.⁸⁵

Anecdotal evidence acquired during the field mission indicates that women often face complex psychological problems which require specific support and treatment. At present there are no specific facilities for children or minors at the drug rehabilitation facility in Himmafushi which would be important.

Programmes integrating environmental aspects in project implementation (Ind. 2.4.3)

UNDP Community Livelihoods Programme: Care was taken that agricultural inputs were of international quality (pesticides, fertilisers). Agricultural activities followed standard procedures without specifically targeting environmentally friendly approaches (i.e. organic agriculture). The construction of IWMCs had environmental improvement as main focus.

Strengthening the National Response to Combat Drug Abuse: Not relevant.

⁸⁵ Action Fiche for the Maldives "Strengthening the national response to drug use through support to the Drug Control Master Plan in the Maldives 2007-10, AIDCO (2009) D/208/237.

4.3 TO WHAT EXTENT HAS THE EC-SUPPORT CONTRIBUTED TO IMPROVE THE ENVIRONMENTAL CONDITIONS FOR THE POPULATION OF THE MALDIVES AND REDUCED THE LONG-TERM VULNERABILITY OF THE ISLANDS TO NATURAL DISASTERS? (EQ 3)

Response to the EQ (see part 1 of report):

4.3.1 Better integration of environmental aspects (including climate change adaptation and disaster risk reduction) into GoM's policies and planning (JC 3.1)

Response to the JC:

The EC support through the Tsunami Safe Island Programme was the first major regional approach to solid waste management. While few results have been achieved by the Programme, lessons learnt have been incorporated into the design of the Maldives Environmental Project (MEMP): the MEMP will first start with an RWMC in the Northern Province before dealing with waste management at island level; communities will be better involved; designs of IWMCs will be adjusted to island requirements. Apart from this indirect influence no further influence of the Tsunami Safe Island Programme on the policy level is apparent.

The UNDP Community Livelihoods Programme and specific consultancies contributed to the formulation of the National Solid Waste Policy. Experiences from the participatory planning processes on the islands were fed into the policy. The Policy was enacted by GoM to improve the overall waste management of the country.

The Strategic Environmental Assessment had the objective to provide environmental data as an input into the Maldives Regional Development Strategy. Its objective was to determine the Strategy's likely environmental and socio-economic effects and identify measures to mitigate its adverse effects or optimise its benefits.⁸⁶ The study has however had only limited awareness even among the country's environmental agencies. None of the interview partners has been conversant with the study. An influence of the study on the policy formulation is not evident.

GoM Solid Waste Management Policy is currently subject to ideas of privatisation. At the same time as solutions for waste management for Male and neighbouring islands are currently discussed with an International Finance Corporation, utility companies to offer services related to electricity, water, sewerage and solid waste are foreseen for each of the provinces. This may also influence future EC activities in the sector. (cf. Ind. 3.1.2)

Number, type and quality of national and intra-regional environmental policies facilitated by EC support (Ind. 3.1.1)

(cf. Ind. 3.1.2)

Recommendations stemming from EC-supported activities (policy dialogue, studies...) reflected/ incorporated in national policy/ planning documents (Ind. 3.1.2)

Tsunami Safe Island Programme

The Tsunami Safe Island Programme was the first major approach integrated in a regional waste management concept and was in line with principles as expressed by the National Solid Waste Management Strategy. Even though the programme was not successful, some important lessons learnt are acknowledged by concerned stakeholders:

- Wrong phasing of regional and island components i.e. the construction of IWMCs before the regional facility causes a gap when islands cannot transfer their waste, which is stored in the island facilities).
- Too little involvement of island communities during design and implementation phase

⁸⁶ Agrifor Consult (2006), p. 8

- Frequent cost underestimation for construction works in the Maldives due to high transport costs to islands and need to import all material. Specifically high cost after the tsunami due to extensive construction works on many islands causing lack of entrepreneurs, professional labour and material.
- Design weaknesses of IWMCs: insufficient space for burning and composting, overall insufficient size of IWMCs, rigid spacing of different compartments for waste separation.
- Wrong location of some IWMCs in upwind direction of settlements.
- Missing management systems for collection, transport, separation and processing (who does what? Voluntary versus paid labour. What kind of tariffs? Sell metal and plastics to whom?).

Lessons learnt have been incorporated into the design of the Maldives Environmental Project (MEMP), which will first start with an RWMC in the Northern Province before dealing with waste management at island level and which will by involving the communities better adjust designs of IWMCs to island requirements.

GoM's Solid Waste Management Policy is currently subject to ideas of privatisation. While solutions for waste management for Male and neighbouring islands are currently discussed with an International Finance Corporation, so-called utility companies to offer services related to electricity, drinking water, sewerage and solid waste are foreseen for each of the provinces.

UNDP Livelihood Programme

The established waste centres and the UNDP waste management component contributed to the formulation of the country's first National Solid Waste Management Policy (2008). The inputs derived from the initial planning process fed into the policy formulation. The policy is however judged too general and ambitious without responding to the challenge how to remove waste off the islands and define the role that resorts could play.⁸⁷

In addition, an international consultant supported the Ministry of Housing, Transport and Environment (formerly Ministry of Energy, Environment and Water – MoEEW) in the formulation of its waste policy. A second consultancy undertook a technical and financial analysis of the feasibility of waste to energy incineration on the islands.⁸⁸

Strategic Environmental Assessment (SEA)

The Strategic Environmental Assessment was a study funded through a framework contract. Its objective was to provide environmental data as an input into the Maldives Regional Development Strategy, to determine the Strategies likely environmental and socio-economic effects and identify mitigation measures.⁸⁹ The SEA has however had only limited awareness even among the country's environmental agencies. None of the interview partners has been conversant with the study. A criticism was that its results were largely based on subjective assessments and constrained by sparse data and inadequate information.⁹⁰ For this reason a new SEA is part of the activities now planned by the MEMP.

Number, type and extent of environmental recommendations stemming from EC supported activities (policy dialogue, studies...) being implemented by GoM (Ind. 3.1.3)

(see Ind. 3.1.2).

⁸⁷ Sher/Transtec (2008), p. 14

⁸⁸ NIRAS (2007), inception report 1, chapt. 2.1

⁸⁹ Agrifor Consult (2006), p. 8

⁹⁰ IDA (2008), p. 22

4.3.2 Negative environmental impacts of post-tsunami are mitigated (JC 3.2)

Response to the JC:

The numerous environmental objectives of the EC strategy papers (i.e. energy, drinking water, sewerage, sea defence and coast protection) have been too ambitious, and were finally reduced to interventions in the solid waste sector. Two EC-funded programmes implemented solid waste management activities with different approaches:

- (I) the Tsunami Safe Island Programme implemented with a regional approach combining Island Waste Management Centres (IWMC) with a Regional Waste Management Centre (RWMC).
- (II) The Community Livelihoods Programme working only at the island level and implementing a range of activities in addition to the construction of IWMCs.

A third programme Support to Climate Change Adaptation and Mitigation is just in the preparatory phase and foresees political advice at the national level, pilot activities in the area of

Box 1: Waste dump on Fenfushi Island (up) and unused IWMC in Dhidhoo (bottom)



climate change adaptation and mitigation, and follow-up activities in the solid waste sector. It also foresees active involvement of the island population in defining solutions to solid waste management as one of the lessons learnt of the TSIP.

Due to budget constraints and overlaps with the Red Cross Programme, the Tsunami Safe Island Programme installed 13 IWMCs from 16 initially planned. The locations of the IWMCs were suggested by the island communities and environmental impact assessments carried out for all sites. A national awareness campaign on effects of solid waste was assessed successful but could have been more useful if done before the construction of IWMCs in order to sensitise and prepare the population on the islands.

Currently none of the 13 IWMCs of the programme has ever been used and

none has received any equipment yet (Box 1). As a consequence, waste is still dumped on the islands in a more or less uncontrolled way.

Concerning the regional facility, several sites had been identified during a long process and a feasibility study was carried out for the finally selected uninhabited island of Bodukaashihura. However, costs have been severely underestimated due to additional infrastructure required on an uninhabited island (harbour, road etc.) and extraordinary high costs after the tsunami.⁹¹ As a consequence, the implementation of the RWMC with EC funding had to be abandoned and the component revised. Remaining funds were mainly used to purchase equipment for 27 islands,

⁹¹ Cost for the RWMC are around US\$ 7 million (~ 5 M€) whereas overall budget of the TSIP waste component was only 2.8 M€.

which were only in part under the former EC programme. The economic sustainability and therefore suitability of the procured equipment for use by the IWMCs is doubted as the IWMCs will not be able to operate and maintain it (e.g. vehicles, excavators) with own funds.

The UNDP Livelihood Programme upon a request of Ministry of Housing, Transport and Environment (formerly Ministry of Energy, Environment and Water – MoEEW), agreed to develop community waste management plans and to construct IWMCs on 16 islands out of which 7 received EC funding. Waste disposal had also been identified during participatory needs assessments as a concern of the island communities. Finally 13 centres have been constructed according to designs approved by the Ministry's Environmental Protection Agency (EPA). Two of the 13 IWMCs suffered from erosion damages, which could not be repaired with the available funding. According to statements of resource persons on the visited islands only very few of the IWMCs of the UNDP Livelihood Programme are in operation today without knowing the exact number. Out of the two visited islands with IWMCs of the UNDP Livelihood Programme one IWMC was more or less operational IWMC (Holhudhoo - Box 2) while the second was not working (Inguraidhoo). Testing in some islands of small scale technology for incinerating, shredding and compacting of waste has failed due to inappropriate technical solutions. Composting platforms as one important option to reduce waste have never been used in any of the centres.

Results of the overall EC Programme's waste activities were thus not successful. The large majority of IWMCs is currently not in use. A coherent concept to manage the IWMCs and to lift the waste off the islands was not elaborated even though some of the islands have found individual solutions i.e. fees for users, sales of recycling metal, payment of supervisors, IDC/IWDC pay for transport, arrangements with tourism resorts etc. (cf. Ind. 3.2.1))

Box 2: Example of a partially operational IWMC in Holhudhoo Island

In Holhudhoo, the Island Development Committee has developed a management system for the IWMC. Two paid workers receive and separate the waste, which is delivered by the households. Metal is compacted with a small metal compactor, plastic and paper are burned in a pit. Organics however are still thrown into the sea. The IWMCs spends 4,500 Rf per month for salaries and electricity. It gains 3,580 Rf per month from fees for households and shops. Out of the 300 households 250 pay regularly their fee.



The programme failed due to diverse challenges:

- The design of the IWMCs – despite being the national standard – is not appropriate for operations (i.e. composting area too small, no space for burning, storage facilities too small and not flexible in size, loading of vehicles difficult for transport of stored residual waste and recyclables to harbour).
- Responsibilities and procedures how to manage the IWMCs have not been established.
- Lack of basic equipment e.g. hand-carts for transport, metal compactor, shredders for plastics and organic waste). Promised equipment has not been delivered yet. Some islands complain about the location of the IWMCs despite the fact that the island communities were asked to suggest 2-3 suitable locations.
- Promised staff to work in the IWMCs has so far not been affected by GoM.
- A concept to lift non-recyclable waste of the islands has not been elaborated (Community Livelihoods Programme) or not implemented (missing RWMC of the TSIP).

- *Monitoring turned out to be a challenge due to the widely dispersed islands and high transportation costs.*

The idea of the TIP of adjusting new infrastructure to requirements of disaster-prone areas in order to better prepare the Maldives for future tsunamis and sea-swells or to the rising sea level has not been integrated into the design of the IWMCs. The Maldives building code has so far not been adjusted to cater for such requirements. Some guidelines on how to improve disaster-preparedness elaborated by UN consultants are currently undergoing endorsement by the parliament. (cf. Ind. 3.2.2 and 3.2.4)

The results of both programmes are currently unfinished. Potential impacts of the important investments could so far not be realised due to the low level of operation of the IWMCs. It is estimated that the 13 IWMCs of the Tsunami Safe Island Programme can potentially serve a population of about 8,000 people if they start operation. Target population of the seven islands assisted with IWMCs under Community Livelihood Programme accounts for about 4,600 people. The waste management activities of the two programmes have nevertheless increased awareness on the islands on the importance of systematic solid waste collection and use of IWMCs. Some effects were achieved with regard to human and institutional capacity strengthening notably by the Community Livelihoods Programme. (cf. Ind. 3.2.3)

The unsolved solid waste problem is most probably not only true for the EC investments but a national problem. Several other donors and GoM have been active in solid waste management:

- *Red Cross Waste Management Project: The Australian and Canadian Red Cross Societies had planned to construct 83 Island Waste Management Centres on 76 islands throughout the Maldives. The project was due to be completed by June 2007.*
- *Public Sector Investment Program (PSIP). The Ministry of Finance has approved funding through the Ministry of Planning's PSIP for 2006 and 2007 to construct 10 Island Waste Management Centres.*

According to this information, it is estimated that around 113 IWMCs have been constructed in the Maldives (Red Cross 76 islands with 86 IWMCs, Community Livelihood Programme 13 IWMCs, TSIP 13 IWMCs, PSIP 10 IWMCs). The Environmental Protection Agency (EPA) took the design from Red Cross installations and by adding slight modifications cleared it as national standard, which has been used by the other programmes. It is therefore assumed that most of these IWMCs are facing the same design weaknesses as the facilities constructed by the EC programme.

However, the investments are currently not yet lost if follow-up is provided. The IWMCs of the Community Livelihoods Programme in the North Province will be part of the just started MEMP, which plans to construct a RWMC for 46 of the islands in the North Province. For the IWMCs in South Ari Atoll (TSIP) follow-up is planned at the moment by the new programme Support to Climate Change Adaptation and Mitigation. Its purpose is to strengthen GoM's capacity in high level environmental policy dialogue and to develop regional development and environmental policies while strengthening local capacity to deal with climate change challenges. Support to waste management systems in South Ari Atoll is one of the targets. A first proposal from GoM intended to invest the bulk of climate change adaptation and mitigation funds in pilot activities on the island of Komandhoo, which would have further spread out EC activities to new islands. The proposal has been discouraged.

No. and type of environmental investments implemented (Ind. 3.2.1)

The fact that the objectives of EC support in the environment sector (i.e. drinking water, energy, sewerage, sea walls and coast protection) were far too ambitious has already been discussed under JC 1.2. Finally the EC supported only activities in the solid waste management sector through the Tsunami Safe Island Programme and the Community Livelihoods Programme.

Tsunami Safe Island Programme

The Programme planned to intervene with its component 'Support to the environment' (waste management) to establish 16 Island Waste Management Centres (IWMCs) and one Regional Waste Management Centre (RDMC) in 16 islands spread over 6 atolls within the vicinity of the

South Ari Atoll.⁹² As mentioned by the Mid-term Review, effectiveness of the waste management component has been difficult to assess as indicators were scarcely quantified. The initially planned 22 Island Waste Management Centres were reduced to 16 (*Table 3*) due to identified overlaps with Red Cross installations and limited availability of funds.⁹³ The number of IWMCs has afterwards been further reduced to 13. Environmental assessments were carried out for all IWMCs.

Table 3: Location, target population and size of planned IWMCs⁹⁴

| No | Atoll | Island | Population | IWMC area (m ²) |
|----|-------|--------------------------|------------|-----------------------------|
| 1 | Adh | Kunburudhoo | 352 | 204 |
| 2 | Adh | Dhidhoo | 85 | 204 |
| 3 | F | Dharanboodhoo | 238 | 204 |
| 4 | AA | Ukulhas | 507 | 280 |
| 5 | AA | Feridhoo | 551 | 280 |
| 6 | AA | Maalhos | 352 | 280 |
| 7 | Adh | Hangnameedhoo | 464 | 280 |
| 8 | Adh | Omadhoo | 701 | 280 |
| 9 | Adh | Fenfushi | 585 | 280 |
| 10 | AA | Dhighurah | 351 | 280 |
| 11 | Dh | Dandidhoo | 718 | 280 |
| 12 | F | Nilandhoo | 1,268 | 360 |
| 13 | F | Biledhoo | 1,024 | 360 |
| 14 | F | Feeali | 876 | 360 |
| 15 | Adh | Mahibadhoo ^{*1} | | |
| 16 | M | Mulah | 1,198 | 532 |
| | | SUM | 9,270 | |

^{*1} finally not constructed (the other two non-constructed centres could not be identified)

The ROM Monitoring visit in June 2009 has come to a critical assessment of the outputs: “Although 13 IWCMs (out of a revised number of 16) have been completed, they lack any equipment for shredding, compacting and recycling and remain locked and unused: the two centres inspected are overgrown and their water storage tanks are breeding reservoirs for mosquitoes. The appropriateness of the design is also in doubt: similar ones built in other islands often are not used by the communities, for unknown reasons. The delays in identifying a model for the RWMC, its location, and its excessive construction costs have now led the parties to recommend purchasing of 2 barges to enable cartage of waste from islands to the Thilafushi dumpsite, but in view of the lack of any adequate island waste collection services and facilities this appears more a way of using remaining funds that is unlikely to lead to a useful and sustainable service: operation of the barges would impose on GOM an annual cost of some USD 1-1.5 million. Although waste management remains an urgent need, the failure of this component prevents it from contributing to the project purpose.”⁹⁵

During the field visit 4 IWMCs sites were visited (Mahibadhoo, Fenfushi, Dhidhoo and Kudahuvadhoo). The IWMC in Mahibadhoo had finally not been constructed. The company which had gained the contract did not show up to start works as prices had gone up in the meantime and the contract value did not cover costs anymore. Visits to the other three IWMCs confirmed findings of the ROM monitoring visit: while construction works were well implemented, none of the IWMCs has ever been used due to various reasons:

⁹² Component 2 (education, health and community services) intervened in 3 out of the 7 selected Safe Islands while component 1 (Public Accounting System) was at the national scale.

⁹³ Mid-term review Tsunami Safe Island Programme (2007), p. 2

⁹⁴ It is not known which IWMCs apart from Mahibadhoo were not constructed

⁹⁵ ROM Report (2009), p. 3

- Promised equipment has not been delivered yet. At the end of the programme (end 2009) and in order to spend remaining funds of the programme, a mission had visited the islands to inquire about equipment to be provided for each island. A wish list had been set up and the equipment procured. GoM tempted to deliver the equipment to the utility companies already set up for some provinces (not so for South Ari), which has been given up after interventions of ECD and World Bank intervention. Currently the equipment is still stored in Male. Beneficiaries on the islands expressed severe frustration and disappointment.
- Some islands complain about the location of the IWMCs (wind-ward direction causes smoke problems, distance to far from village and/or harbour) despite the fact that they were involved in site-selection.
- Responsibilities and procedures how to manage the IWMCs have not been established.
- Promised staff to work in the IWMCs has so far not been affected.

The initially planned regional waste management system has not been realised. With a cost of around US\$ 7 million the Regional Waste Management Centre turned out to be far too expensive to be constructed with the available EC-funding. The initial planning of the RWMC had only taken into consideration the development of a landfill without considering other investments needed on an uninhabited island i.e. costs for the harbour to offload the waste, a road to the landfill, electricity and processing equipment. While the IWMCs were constructed, the planning process for the RWMC took much longer i.e. feasibility studies, environmental impact assessment, selection of a suitable island. Finally the island of Bodukaashihura had been selected and the process has stopped there.

As a consequence the remaining budget of US\$ 1.23 million was replanned⁹⁶ to procure 27 vehicles, 6 excavators, equipment for 25 islands and diverse smaller activities. Communities on the islands have been asked for the type of equipment needed. Apart from the fact that the equipment is not targeting only the 13 EC funded IWMCs, it appears economically unsustainable as shown by the example of Holudhoo (see Community Livelihood Programme below) whose fee system can only pay for basic services (e.g. staff, metal compactor). Funds from the IWMCs will not be sufficient to operate and maintain vehicles or excavators. The equipment is currently stored in Male awaiting its delivery to the islands.

Community Livelihood Programme

UNDP agreed to develop community waste management plans and construction of waste management centres on the targeted islands upon request from the Ministry of Housing, Transport and Environment (formerly MoEEW) and in co-ordination with Red Cross organisations. On most of the islands, solid waste had been identified as a major concern even though not as first priority on all islands.

From the 16 identified islands, 13 finally received waste management centres out of which 7 islands received support from the EC contribution: Baa Atoll: Goidhoo, Fehendhoo, Maalhos; Raa Atoll: Vaadhoo, Iguraidhoo; Faafu Atoll: Magoodhoo and Noonu Atoll: Holhudhoo.

Table 4: Islands with IWMCs funded through the Community Livelihoods Programme

| No | Atoll | Island | Population |
|----|-------|------------|------------|
| 1 | Baa | Goidhoo | 503 |
| 2 | | Maalhoos | 392 |
| 3 | | Fehendhoo | 114 |
| 4 | Faafu | Magoodhoo | 518 |
| 5 | Noonu | Holhudhoo | 1,527 |
| 6 | Raa | Vaadhoo | 320 |
| 7 | | Iguraidhoo | 1,278 |
| | | SUM | 4,652 |

⁹⁶ EPA (2009): Final concept for remaining grant of 24th August 2009

Two of the 13 IWMCs centres suffered from land erosion, which could not be repaired with available programme funds.⁹⁷ None of the composting platforms were used. Few of the islands have received some equipment for testing (incinerators, metal compactors).

Out of the two visited IWMCs of the programme (Iguraidhoo and Holudhoo), the IWMC Inguraidhoo has never been used. Holudhoo IWMC is partly operational including a management system: Two paid staff receive and separate the waste, which is delivered by the households. Metal is compacted, plastic and paper are burned. An incinerator provided initially by UNDP broke down during the first test. Organics however are thrown into the sea. The IWMCs spends 4,5000 Rf per month for salaries and electricity. It receives 10 Rf per month from private households and 30 RF from GoM institutions and shops adding up to 3,580 Rf per month. Out of 300 households there are 250 that pay regularly. Additional income is generated from selling compacted metal, which makes the centre approximately cost-neutral.

Thus results from the UNDP waste component are ambivalent. The problem of lifting waste off the islands has been left to the communities and some have found arrangements with neighbouring resorts or through payment by the IDC and IWDC. In some cases fees could be established or partnerships with resorts to lift waste from the islands (2 islands). Some have allowances for supervisors of the IWMC while others rely on voluntary services. Others again have started to sell scrap metal. Some of the IWMCs are used whereas others are not used at all.

The construction of IWMCs through the UNDP Programme has not been embedded into a regional waste management concept. For the IWMCs in the North Province, a solution may now come up through the MEMP, which plans to construct a regional facility in Raa Atoll for 46 islands and 13 resorts.

Apart from few exceptions, the IWMCs of both, the Tsunami Safe Island Programme and Community Livelihoods Programme have not been successful due to lack of community involvement, awareness-raising, equipment, unsuitable design and high logistical costs for monitoring.⁹⁸

Climate Change Adaptation and Mitigation Programme

The Programme is in its initial phase with the MoU recently signed between EC-World Bank and GoM. A Climate Change Advisory Council has been established, which will participate in project proposals for the new programme.

The Programme purpose is to strengthen GoM's capacity in high level environmental policy dialogue and to develop regional development and environmental policies while strengthening local capacity to deal with climate change challenges. The purpose will be achieved by two components: (i) high level technical assistance in climate change policy and (ii) support to so-called "atoll climate actions".

Whereas the Action Fiche mentions support to waste management systems in South Ari Atoll, the planning framework only mentions pre-identified activities in the waste management sector in pre-identified islands. First proposals for component 2 plan to invest the bulk of the funds in pilot activities on the island of Komandhoo, which carries the risk that main and new activities are carried out in an island in the Upper North Province where no EC activities have taken place so far whereas non-operational IWMCs funded under the TSIP are left without follow up.

Percentage of reconstruction investments responding to (environmental) standards of disaster-prone areas (Ind. 3.2.2)

After the tsunami, the Maldives building code has not been adjusted in order to account for sea swells or sea level rise. Reconstruction has therefore not taken into account any measures (apart from good quality building) to better protect infrastructure from flooding.

The social infrastructure constructed under the Tsunami Safe Island Programme has been focused on safer islands, which have naturally a higher level of safety against flooding. The buildings had to respond to British Standards and Safety Codes for earthquake proof construction.

The constructed IWMCs are however not concentrated on safer islands. EIA has been applied to all IWMCs. The design of the IWMCs – even though not very suited - had been adopted as

⁹⁷ UNDP (2008) Final report to EC support to restoration of Tsunami affected livelihoods, p. 6

⁹⁸ Action Fiche Maldives, Support to Climate Change Adaptation and Mitigation, chapter 2.2

national standard by EPA and accepted as such by the programmes. There are no special provisions for floods e.g. higher foundations, biological protection, distance to shoreline etc.

UNDP has recently funded three consultants to develop guidelines for disaster preparedness including provisions for the Maldives Building Code together with the Ministry of Housing, Transport and Environment.

Number of people and social groups benefitting from improved environmental conditions through EC support (Ind. 3.2.3)

Tsunami Safe Island Programme

The MTR estimated the number of beneficiaries of the island waste management centres to about 30,000 inhabitants in the South Ari region. The waste problem awareness campaign covered the entire country.⁹⁹ Figures from Table 3 however indicate that the target population was only about 8,000 on islands with IWMCs.

Benefits from IWMCs have not been judged significant. Voluntary collection and segregation of waste by households was not yet ensured in 2007 nor the ongoing operation (fencing, equipment), repairs and supervision of the sites or transport from IWMCs to outside disposal sites.¹⁰⁰

Community Livelihoods Programme

The IWMCs constructed through the Community Livelihoods Programme were planned to serve an overall population of around 4,600 people. However, with the exception of Holhudhoo, none of the centres seems to be operational and very little benefits accrue for the population.

Level of risk reduction/disaster preparedness and protection, including strengthened capacity, achieved by EC support (Ind. 3.2.4)

The waste management activities of the two programmes have increased awareness on the islands on the importance of systematic solid waste collection even though the level of awareness does not ensure use and management of the IWMCs. In the islands treated by the Community Livelihood Programme some ownership in waste management was created. However, only one of the visited islands charged fees to manage the IWMC while others face the challenge of progressive accumulation of waste in wild landfills without mechanism to lift it off the island.

Effects of the EC waste activities on the waste problem of the islands and more so on higher objectives like climate change or disaster reduction and preparedness are judged minimal. Some effects can be expected with regard to human and institutional capacity strengthening. The awareness campaign of the Tsunami Safe Island Programme was judged successful; the intensive involvement of IDC/IWDC and NGOs in establishing the island waste management plans and trainings in project proposal writing and management of the Community Livelihoods Programme along with the support to National Policy formulation are also seen positively.

⁹⁹ Mid-term review Tsunami Safe Island Programme (2007), p. 24

¹⁰⁰ Mid-term review Tsunami Safe Island Programme (2007), p. 28/29

4.3.3 Gender and good governance/human rights aspects are mainstreamed into EC environment programmes (JC 3.3)

Response to the JC:

The EC strategic planning documents do not explicitly analyse effects of the environmental support on gender or good governance. At the programme level, the Community Livelihoods Programme had targeted women and vulnerable groups in its objective. Independent from the limited references in the programme documents, the improvement of solid waste management would have potentially benefitted the entire population on the islands independent of gender. As very few of the IWMCs are operational no significant benefits are derived. (cf. Ind. 3.3.1)

While the Community Livelihoods Programme with its participatory approach has intensively worked with the Island Women Development Committees (IWDC), the Island Development Committees (IDCs) and atoll committees in implementing the IWMCs, the Tsunami Safe Island Programme adhered to a more technical approach with less implication of the island communities. Nevertheless, both programmes held consultations where to locate the IWMCs and followed suggestions of the communities. IWDCs have taken part in these decision processes.

The Island Women Development Committees were traditionally the key stakeholders in the solid waste management. They organised the communities to clean the islands and transport waste to the different dumping sites, where the women took care of burning the waste. This operational and cost-effective waste collection and processing system - although basic and insufficient - gave the IWDC an important social and environmental responsibility in the community apart from other responsibilities in the health, education and other sectors.

This important role of the women in waste collection has not been sufficiently taken up by the two EC programmes (nor by GoM) in order to implement a viable waste management system. It has even been weakened by reflections of GoM not to use these voluntary initiatives but to think in terms of paid labour and services. Currently the IWDCs are passive as their official recognition is no more granted and expectations have been raised with regard to payment. The important role and motivation of the IWDCs and of women participating in the clean-ups has thereby been eroded to the detriment of solid waste operations. (cf. Ind. 3.3.2)

Integration of gender and good governance/human rights issues in planning documents (Ind. 3.3.1)

Tsunami Safe Island Programme

No explicit mentioning of gender or good governance issues in project document.

Community Livelihoods Programme

Women and vulnerable groups are explicitly mentioned in the overall Community Livelihoods Programme document. As the waste component was not explicitly mentioned by the document no further references can be expected.

Percentage of programmes that actively integrate women and vulnerable/minority groups in their activities (Ind. 3.3.2)

Tsunami Safe Island Programme

The Midterm review came to the conclusion that the waste management component of the programme benefitted both men and women but with an emphasis of women who are more concerned by the solid waste disposal.¹⁰¹ However, as none of the IWMCs is currently operational, no benefits are generated for any part of the population.

The Island Women Development Committee together with the Island Development Committee were both involved in proposing suitable locations for the IWMCs and in the decision on needed equipment.

¹⁰¹ Mid-term review Tsunami Safe Island Programme (2007), p. 2

Community Livelihoods Programme

The Programme worked intensively with IWDC in preparing waste management plans and implementing the activities. Waste management benefits the overall target population on the islands including all groups once it works. As most of the IWMCs are not operational very few benefits are generated.

The Island Women Development Committees are key stakeholders in solid waste management. Traditionally it was the women who organised 2-3 cleaning days per week on the islands and took care to burn the waste. This work has been done voluntarily until 2007. Thereafter, the women received a small compensation for their efforts, which is however currently not paid anymore.

Reflections of GoM not use such voluntary customary initiatives but to promote paid labour and services have rather disturbed this already functioning traditional system and reduced the importance of women therein. Currently the IWDCs are weakened as their official recognition is no more granted and expectations have been raised with regard to payment for cleaning up. On some islands solid waste collection has been contracted out to NGOs.

Share of women and vulnerable/minority groups among beneficiaries (Ind. 3.3.3)

(see 3.3.2)

4.4 TO WHAT EXTENT HAS THE EC-SUPPORT TOWARDS IMPROVING LOCAL ECONOMIC DEVELOPMENT HELPED THE GOM TO BUILD A MORE DIVERSIFIED AND COMPETITIVE EXPORT SECTOR FOR THE INTERNATIONAL MARKETS? (EQ 4)

(Response to the EQ, see report part 1)

4.4.1 Fisheries sector recovered from economic loss (JC 4.1)

Response to the JC:

Data from the 2009 Yearbook of the NSO of GoM¹⁰² shows that the fish catch in terms of output has declined from 2004 to 2008 by 16% after an initial increase in 2005 and 2006. This decline is accounted by the decline in the skipjack catch which fell by 20% between 2004 and 2008. The findings from the field mission support this data – with several respondents reporting a decline in fishing outputs. A number of explanations were provided ranging from a shortage of bait, over fishing by foreign commercial fishing vessels to seasonal patterns and fish migrations.

EC assistance to the fisheries sector was focused on the construction of fish markets. Two of the three islands supported by this investment were visited during the field phase of the evaluation – in Naifaru the fish market was functioning and was serving as a valuable resource and source of livelihood for the community. In Kudahuvadhoon the fish market was not in use. Findings from the field mission also indicate that there also appears to be a movement of population from working in the fisheries sector to tourism with communities on several islands indicating that the number of fishing boats were in decline and that more young people and islanders were turning to tourism as a source of income. Overall the findings indicate that the fisheries sector recovered from the economic loss after the tsunami, but there is evidence that output levels and number employed in fishing are on the decline.

Number and percentage of tsunami-affected fisher families supported (Ind. 4.1.1)

As fishing was a major income source for island communities, efforts were made to provide relief assistance to fishermen to compensate their losses in the framework of the EC Support to Restoration of Tsunami Affected Livelihoods. After tourism, fisheries is the biggest economic sector in the economy of the Maldives¹⁰³

This assistance was implemented by the UNDP and fishing gear was provided to 1,467 beneficiaries across 54 islands¹⁰⁴. However the progress report covering the period 20/12/2005 to 14/07/2006¹⁰⁵ reports that while EC assistance was originally ear-marked for vessel replacement for fishermen “an agreement was reached with the Ministries of Fisheries for UNDP to include fish markets in the infrastructure reconstruction on target islands”. This follows the assessment that the replacement of vessels was adequately covered by other donors.

In addition five islands were prioritised in collaboration with the GoM and affected communities to establish fish markets/fish processing centres and three islands received support from the EU contribution (Dhaalu Kudahuvadhoon, Lhaviyani Naifaru and Gaafu Alifu Dhaandhoon). The Final Report from this project indicates that the immediate needs of affected fishermen were met through relief assistance delivered through the Ministry of Fisheries, Agriculture and Marine Resources (MoFAMR) and FAO. Over 90% of the fishermen were able to return to their normal fishing life. In terms of the outcomes of the fisheries component of the EC Support to Restoration of Tsunami Affected Livelihoods:

- Following the construction of the fish markets, island communities have access to better quality landed fish for consumption and processing. Fish processors in particular benefit

¹⁰² www.planning.gov.mv/yearbook2009

¹⁰³ Phase 1 – Evaluation of Restoration of tsunami affected livelihoods, March 2007.

¹⁰⁴ Final Report to the European Community “Support to Restoration of Tsunami Affected Livelihoods Maldives”, UNDP Maldives. No date on report.

¹⁰⁵ UNDP Support to the restoration of livelihoods in Maldives, Progress Report 20 December 2005 to 14 July 2006.

from these facilities. For the community to benefit the facilities must be in use. Of the two fish markets visited in the framework of this evaluation field mission, only one (in Naifaru) was in use and benefiting the community. 70% of Naifaru residents earn their livelihoods from the fishing industry.

- Sustainable community involvement in the management of the fish market has been facilitated in Naifaru.
- In relation to the fish processing training conducted, there was no evidence which indicated that this training benefited the livelihoods of communities and that this training was used in practice.

Quality of support (equipment, gear) and impact as rated by stakeholders and beneficiaries (Ind. 4.1.2)

The evidence re the value of the training in the making and marketing of tuna jerky is questionable since the phase II evaluation report of the support to the restoration of tsunami affected livelihoods indicates that few of those trained are making tuna jerky and of those that are, there is a problem with the size of the market for this product.

During the field mission the EC-financed fish markets in Kudahuvadho and Naifaru were visited by the evaluation team. While the Kudahuvadho market was not in use, and has been purchased by a local business man, the Naifaru fish market was positively assessed in terms of the quality of the facility. However the Naifaru community did indicate that they would have preferred if they had opted for a two-storey facility rather than the one-storey market, although they were consulted and actively involved in the design of the market. The facility was being adequately maintained and was in use – circa three quarters capacity most of the time. Interviews with stakeholders during the field mission indicated that the success of the Naifaru fish market was related to its strong fishing industry not only on that island but also in neighbouring islands, as well as the pre-existence of a fish market on the island.

Number of enterprises in the fishery industry and its ancillary sectors having re-started their economic activities due to EC support (Ind. 4.1.3)

The Final Report for the Support to Restoration of Tsunami Affected Livelihoods project indicates that over 90% of the fishermen were able to return to their normal fishing life. In terms of types of vessels, the 2009 Yearbook of the National Statistics Office¹⁰⁶ provides interesting data which shows a huge increase in the volume of fish caught by sail masdhoni from 8 metric tons to 5,925 metric tons, and similarly for vadhu dhoni and rowing boats with the main decline in fish caught resulting from the smaller output of the mechanised masdhoni.

However as noted above EC support was targeted at the construction of fish markets and the provision of training in the making and marketing of tuna jerky. The Phase II evaluation report questions the impact of these initiatives. Similarly the findings from the field mission questions the impact of these interventions – the GoM has recently changed its policy in relation to supporting the construction of fish markets and there was no evidence available to support the benefit extracted from the provision of training in the making or marketing of tuna jerky.

Average turnover of fishery sector before Tsunami as compared to post-Tsunami (Ind. 4.1.4)

Data from the 2009 Yearbook of the NSO of GoM¹⁰⁷ shows that the fish catch in terms of output has declined from 2004 to 2008 by 16% after an initial increase in 2005 and 2006. This decline is accounted by the decline in the skipjack catch which fell by 20% between 2004 and 2008. The findings from the field mission support this data – with several respondents reporting a decline in fishing outputs. A number of explanations were provided ranging from a shortage of bait, over fishing by foreign commercial fishing vessels to seasonal patterns and fish migrations.

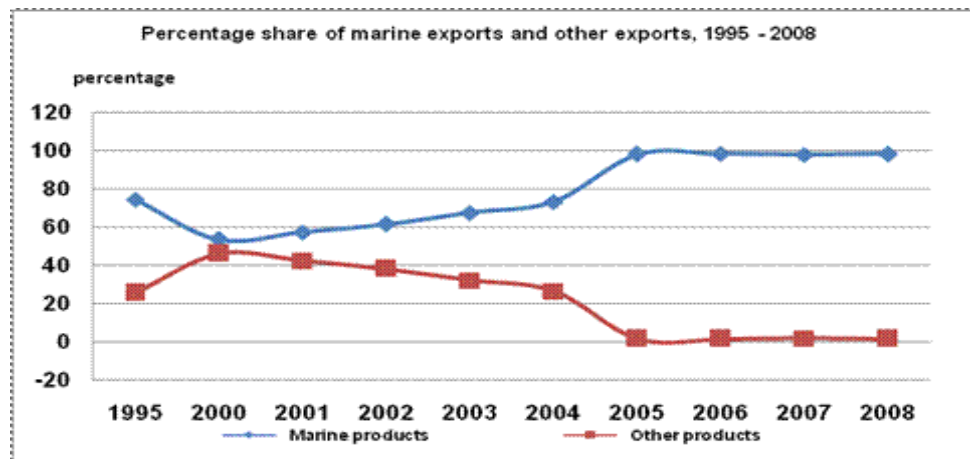
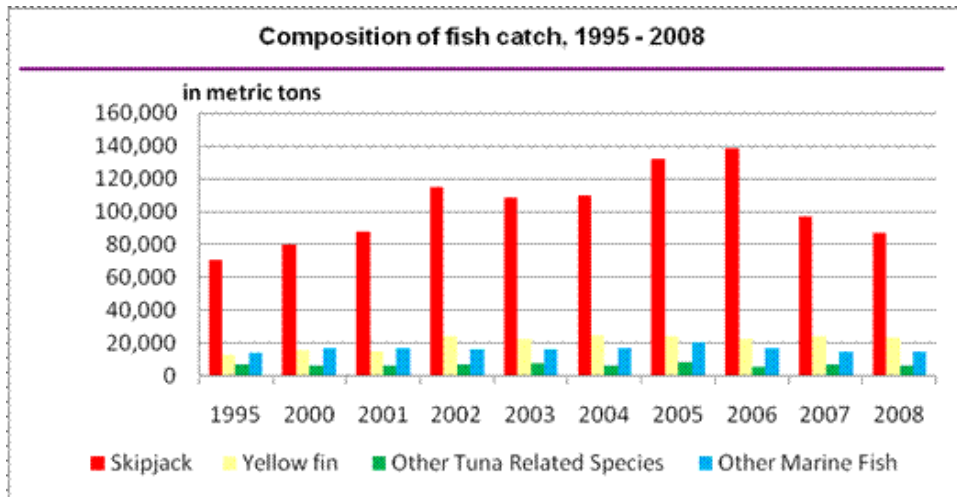
The total fish catch in 2008 was 133.1 ('000s metric tons), of which two thirds was exported. Two thirds of the catch was skipjack, 18% yellow fin, 5% other tuna related species and 11% other marine fish. While the proportion of the catch attributable to skipjack, although large in

¹⁰⁶ www.planning.gov.mv/yearbook2009

¹⁰⁷ www.planning.gov.mv/yearbook2009

absolute terms, has been in decline in relative terms, yellow fin and other tuna related species are becoming marginally more important (from 20% in 2004 to 23% in 2008).

The impact of EC support on this indicator is expected to be somewhat limited since EC support focused on the construction of fish markets and the provision of training to islanders on the making and marketing of tuna jerky. The Phase II evaluation report on the restoration of tsunami affected livelihoods indicates that the latter training was not very effective and that in terms of the former only one of the three visited fish markets constructed with EC support was in use. The findings from the evaluation field mission similarly support this view.



4.4.2 Tourism sector recovered from economic loss (JC 4.2)

Response to the JC:

EC financial support was not used to support the recovery of the tourism sector. Some background information concerning the tourism sector is nevertheless presented in the following.

Anecdotal evidence collected during the field mission shows that fishing has declined as a source of income on some islands (e.g. Goofa, Kurendoo) as more islanders – in particular young people - opt for the tourism sector. Kurendoo has a population of circa 1,800 people of which 200 work in resorts – it is estimated that circa 1,000 people on the island depend on the tourism sector. This is in contrast with Naifaru which has a population of circa 4,800 and 70% of families depend on the fishing industry.

The tourism sector is a significant income earner for the country (accounting for some 59.7% of GDP in 2009¹⁰⁸ in total, although direct impact is circa 28%) and an important source of income

¹⁰⁸World Travel and Tourism Council, Travel and Tourism Economic Impact Maldives, 2009.

for many islanders from across the atolls – North and South who travel to the resorts and stay there for periods of time in order to generate livelihoods for their families. Circa 28,000 people or 20% of total employment is estimated in the tourism sector and there is a GoM requirement that at least 55% of jobs are allocated to Maldivian workers. There is a significant presence from ex-pat workers in particular from Bangladesh and Sri Lanka and although not all Maldivians are attracted to work in the resorts due to social and cultural reasons and transport limitations which make it difficult for many resort workers to return home frequently, many Maldivians from consultations with island communities during the field phase of the mission opt for this work since it is well paid and more attractive than construction or fishing work. With 31,000 public servants (excluding armed forces) i.e. 10% of the population, tourism and public service constitute the most important source of employment opportunities for Maldivians. However with plans to reduce the public service to circa 20,000 workers, with reductions in the fish catch leading some to leave the fishing sector and with new tourist resorts opening or planned, tourism appears likely to be a more important source of employment in the future years.

Presently there are circa 100 resorts in the country and there are plans by the GoM to increase the numbers of resorts. The GoM's Third Tourism Master Plan (2007-2011) guides the development of the sector in recognition of the country's international reputation as a quality destination and the fact that circa one third of GDP is directly attributable to the sector.

The tourism sector proved to be remarkably resilient after the Tsunami and bounced back to pre-tsunami levels very quickly by 2006 after a sharp decline of 35% in 2005. It succeeded in lifting the country out of recession. Europeans are the most dominant group – with almost three quarters of tourists coming from Europe – in particular from UK, Italy, Germany and more recently Russia.

The tourism sector has a high import dependency and although the field mission indicated that in Kurendhoo a local entrepreneur had developed green houses and a hydroponics system and was supplying a local resort, there were few instances of linkages between the sector and local communities supplying the resorts with agricultural produce. Transport was the key factor explaining the lack of linkages in supply chains between local islands and the resorts, along with shortages of land for agricultural development and the need to import the necessary equipment etc to set up a business. Some islands close to the resorts were benefiting from the island safaris whereby tourists visited islands and their cafes and shops. In Naifaru the handicrafts supported by EC assistance was being included in the island tours from the resorts although the prices of the crafts proved prohibitive to many sales as many resorts sell imported and rebranded handicrafts at more competitive prices.

Some resorts are also striving to support better waste management in neighbouring inhabited islands – largely for commercial reasons to sustain the environmentally friendly image of the country and ensure that solid waste is not deposited in the sea and comes ashore on resort islands. It is clear that linkages between resorts and neighbouring inhabited islands would be beneficial in the collection and management of solid waste.

The Ministry of Economic Development and Trade is committed to SME development and is keen to support import substitution as well as sector integration – for example examining how the tourism sector could drive other sector developments. Studies on these issues are presently being progressed, alongside a study on export diversification.

Number and percentage of affected tourism enterprises supported (Ind. 4.2.1)

The tourism sector was not included as an area for EC support.

Quality of support and impact as rated by stakeholders and beneficiaries (Ind. 4.2.2)

Not relevant. No support.

Number of tourism enterprises recovered due to EC support (Ind. 4.2.3)

Not relevant.

Profile and number of visitors/tourists before and after tsunami (Ind. 4.2.4)

Not relevant. No support activities.

Average turnover of tourism sector before Tsunami as compared to post-Tsunami (Ind. 4.2.5)

Not relevant. No support activities.

4.4.3 Export industries diversified with EC support (JC 4.3)

Response to the JC:

EC support to the Maldives has focused mainly in the area of trade on provision of support for WTO and trade agreements negotiations, trade policy co-ordination and acting as a donor facilitator for the development of projects under the Integrated Framework.

EC assistance has sought to support economic diversification and promote trade as an important focus of industry, competitiveness, employment policy and to integrate the Maldives into the global economy though enhancing trade capacity. However an analysis of trade statistics indicates that fish account for 97.5% of all exports to the EU (DG Trade data) and while it is a central objective of trade policy to diversify exports, the Maldives has not yet successfully achieved this important but challenging objective.

EC support has not resulted in the diversification of export markets. The GoM Ministry of Economic Development and Trade views export diversification as a priority and is planning a number of initiatives focusing on this objective. The Ministry has commissioned a study on diversifying the export sector which will be available around June/July 2010. This will examine which products could have export market potential, as well as examining scope for import substitution. The latter is very important in the context of the tourism resorts and potential for increasing local supplies to the resorts.

SME development is also a priority of the GoM. The Ministry of Economic Development and Trade aims to set up business support centers in order to help entrepreneurs gain access to business support. There is an emphasis on local / regional economic development with the goal to develop local areas and reduce migration to Male.

There is also strong interest to develop better linkages between sectors- this relates to looking at having an integrated transport network for people and cargo and will explore how the resorts can support other sectors' development etc. There is additional need to explore the quality aspects of outputs also and a UNIDO is supporting the GoM in this area. There are also proposals to establish a Standards Agency in the Maldives. There is also a recognised need for the GoM to expand its regulatory function as at the moment it does not have appropriate State regulators – this is particularly important given the goal to expand the private sector.

Presently exports from the Maldives continue to be mainly in low value added marine outputs. EC support has not succeeded in the diversification of the country's exports. This is a challenging objective and several structural deficiencies in the economy would need to be addressed for this objective to be realised.

Type of new industries with development potential identified and strategies /plans to develop those sectors formulated (Ind. 4.3.1)

Stakeholder consultations during the field mission indicate that the Ministry of Economic Development and Trade were commissioning a number of studies focusing on import substitution, export diversification and value addition in a drive to broaden the economic base and promote SME development. These studies will provide a strategic focus in terms of sectoral support and the provision of assistance to promote the creation and development of private enterprise and in so doing reduce pressure on Male in terms of inward migration.

The EC aimed to support the country's diversification strategy by enhancing the country's trading capacity. Some support was provided to develop capacity to make and market tuna jerky – a new product for the islands supported – in the framework of the restoration of tsunami affected livelihoods but this has had limited impact based on the findings of the Phase II evaluation of this project conducted in 2008 with few trained people using their newly acquired skills and small markets for this product.

Type of new products identified and supported (Ind. 4.3.2)

In terms of new products identified and supported, the Final Report to EC by the UNDP Maldives for the Support to the Restoration of Tsunami Affected Livelihoods indicates that while the women's livelihoods interventions focused on the provision of support for the creation and restoration of home-based livelihoods for women following the tsunami, the EC supported Lhaviyani Handicrafts Pilot Project sought to focus on handicrafts as a source of income generation for islanders in co-operation with the tourist resorts. Handicrafts centres were equipped and made operational, islanders were trained and a marketing study focusing on the promotion of local handicrafts was conducted. The support provided for agriculture in the framework of the same programme, also supported by EC assistance, also sought to develop and expand agriculture and to introduce new technology to the sector.

Some support was provided to develop capacity to make and market tuna jerky – a new product for the islands supported – in the framework of the restoration of tsunami affected livelihoods but this has had limited impact based on the findings of the Phase II evaluation of this project conducted in 2008 with few trained people using their newly acquired skills and small markets for this product.

Overall the field mission findings indicate that the assistance provided was limited in relation to the promotion of the identification and development of new products.

Percentage increase in turnover of identified new industries or those with new products at beginning of the evaluation period as compared to now (Ind. 4.3.3)

No increase in turnover as no new industries or products were identified as a result of EC assistance.

Number of people initially employed in new industries as compared to current numbers (Ind. 4.3.4)

No increase in employment as no new industries or products were identified as a result of EC assistance.

4.4.4 EC support has helped to prepare Maldives for LDC graduation (JC 4.4)**Response to the JC:**

In terms of the millennium development goals the Maldives is one of the most advanced countries in Asia and certainly the most advanced in South Asia (EC CSP 2007-13) although it has major fiscal and current account imbalances. The EU is the Maldives biggest trading partner.

Graduation from Least Developed Country status reflects the success of the Maldives in development and demonstrates its ability to achieve a transformation of the economy. However, the withdrawal of benefits associated with the LDC status could lead to disruption of the development of the country.

The Ministry of Foreign Affairs has established a working group although the trade impacts of LDC graduation are handled by the Ministry of Economic Development and Trade. The GoM is committed to an open, free trade policy.

EC support has contributed to addressing the trade policy needs of the country in recognition of LDC graduation to middle income country status. EC support has contributed towards the development of institutional capacity for trade policy co-ordination across Government Ministries (although it has taken time to progress inter-ministerial co-ordination), support in the integration of trade into national development planning, support in relation to WTO negotiations and the development of a transitory post-graduation market access.

EC Integrated Facilitator support has also facilitated the development of four projects under the IF Trust Fund II window.

- *Building Institutional capacity of the Ministry of Economic Development and Trade*
- *Developing negotiating capacity assistance re SAARC and WTO*
- *Development of Trade Information System with International Trade Centre*
- *Customs Software upgrading.*

The Maldives will graduate from the LDCs list in January 2011. LDC status means preferential market access, technical and financial support from multilateral and regional sources. Efforts are underway to reduce the trade impact of graduation by the following measures.

- *From graduation in 2011 to 2014 in relation to the EU market, the Maldives have requested an extension of Everything but Arms (EBA) arrangement for three years – this will mean that duty free access for fisheries exports to the EU can continue. The EBA arrangement provides Duty-Free, Quota-Free access for all products for the 49 Least Developed Countries (LDCs).*
- *After 2014 it is planned that the Maldives apply to become a beneficiary of the EU's Generalised System of Preferences (GSP+) scheme. The special incentive arrangement for sustainable development and good governance, known as GSP+, offers additional tariff reductions to support vulnerable developing countries in their ratification and implementation of international conventions in a number of areas. Through GSP, the EU provides preferential access to the EU market to 176 developing countries and territories, in the form of reduced tariffs for their goods when entering the EU market. There is no expectation or requirement that this access be reciprocated. GSP+ requires the ratification of 27 specified international conventions in the fields of human rights, core labour standards, sustainable development and good governance. With the exception of the convention relating to endangered species, all requirements have been met by Maldives. It is hoped that the country can benefit from this scheme once all requirements are met.*
- *The extension of EBA is a contingency to ensure the country have an arrangement in place while GSP+ is finally set up.*

Overall past EC support has made a valuable contribution to the country in relation to addressing the challenges of the forthcoming graduation from LDC status in particular in relation to development of institutional capacity and better co-ordination of trade issues across the GoM. However graduation will have a major impact on the country in particular in relation to the on the following:

- (1) trade impact on fisheries exports in particular is expected to be high.*
- (2) access to TA will be affected as the Maldives will lose access to TA from IF / EIF process although the country has some deficiencies and gaps in capacity and technical know-how*
- (3) loss of concessional finance which the Maldives can currently access as an LDC is also expected*
- (4) loss of funding to attend international gatherings/meetings and events which are very useful in terms of keeping up to date with current developments in the trade sphere.*

Eurostat data shows that exports to the EU grew considerably between 2004 and 2008 (from 19 M€ to 55 M€) although exports from the Maldives are likely to become increasingly vulnerable in view of the loss of preferential market access in 2011. There have been little changes in the composition of Maldives exports to the EU although EC support has been value in developing trade policy capacity and the institutional framework for trade policy co-ordination across the key stakeholders in the GoM.

Increase in competitiveness of industry with regard to exports to EU and other markets (Ind. 4.4.1)

The Maldives is dependent on the preferential arrangements as an LDC in relation to tariffs in order to ensure the competitiveness of its exports. Exports from the Maldives to the EU are predominantly marine products rather than industrial products. Eurostat data shows that exports to the EU grew considerably between 2004 and 2008 (from 19 million Euros to 55 million Euros) and the EU 27 accounted for 40% of exports from the Maldives in 2008 (DG Trade statistics). Thailand, Algeria and Sri Lanka account for 32%, 8%, and 8% of exports respectively. The real test of the competitiveness of exports from the Maldives will come with loss of preferential market access following LDC graduation. The extension of EBA and joining GSP+ will ensure continued preferential market access to EU markets but should favourable trade arrangements not be put in place, it is expected that the exports from the Maldives will lose market share.

Changes in magnitude and composition of Maldives' exports to EU and other markets before as compared to after EC support (Ind. 4.4.2)

Eurostat data indicates that agricultural products (SITC code 1100) – fish - continue to account for practically all exports to the EU from the Maldives (97.5%) with an increase noted from 2004 (2.7 percentage points). While the central objective of Maldives trade policy is to establish a conducive environment for a diversified economy by focusing on trade in services and industrial development, the Maldives has not yet successfully managed to diversify its export markets. The country continues to have a narrow export base relying mainly on marine products – mainly low value added products and tuna and tuna products.

Level of integration/ implementation of EC Initiatives s being adopted and implemented by GoM (Ind. 4.4.3)

Graduation from LDC status will have various implications for the Maldives – most significantly in relation to preferential market access, commitments to the WTO and the level of ODA and technical assistance which the Maldives receives as an LDC (source Trade Policy Review, WTO, WT/TPR/S/221)

- In terms of **non-reciprocal preferential market access**, the Maldives will lose duty free market access for its tuna exports to the EC market where it enjoys a preference margin of 24% under the EBA. The EC is currently examining the possibility to provide the EBA benefits for an additional three years to the Maldives from the date of graduation or until 2014. In the meantime the Maldives has ratified all but one of the relevant international conventions whose implementation is necessary for GSP Plus – the last one Convention on International Trade in Endangered Species of Wild Fauna and Flora which is expected in 2010. In relation to tuna exports to Japan, where a MFN tariff rate of 3.5% will be imposed after graduation, the GoM is yet to start consultations.
- In terms of **Maldives obligations with respect to the implementation of certain provisions of WTO Agreements**, as well as commitments arising from DDA negotiations, the Maldives will require technical assistance to assume its obligations as a developing country after graduation which will change the level of commitments and the range of special and differential provisions to which it will have access.
- In relation to **ODA**, the IF Board is holding discussions on the treatment of graduating LDCs in particular with respect to their eligibility for the EIF Trust Fund after graduation.

EC support has focused on the provision of assistance to the GoM in international trade negotiations as well as the formulation of National Trade Policy. National Trade Policy was developed under the Integrated Framework (IF) with the IF facilitator financed by the EC and the policy was based on the IF Diagnostic Trade Integration Study (DTIS) and aligned with the trade chapter in the Seventh National Development Plan.

The central objectives of Maldives Trade Policy is to establish conducive environments for brisk commerce and economic activity focusing on diversifying the economy with export-oriented trade in services and industrial development focused on achieving the main objectives – poverty alleviation and improvement in the standard of living of the Maldives (WTO, Trade Policy Review, 22 September 2009 WT/TPR/G/221).

EC support has also sought to establish co-ordination mechanisms across the GoM to ensure the cohesive implementation of national trade policy and donor facilitation under the IF. There is evidence that EC trade policy support has been used by the GoM in developing the National Trade Policy, in conducting trade negotiations in the framework of the WTO and also in the inter-ministerial co-ordination of trade policy across the GoM. It is widely appreciated by the GoM. While the field mission indicated that it does take time to embed the institutional framework for trade policy co-ordination, EC assistance has been very valuable in developing this framework, which has been approved by the Cabinet and the President.

4.4.5 Gender, human rights and environment issues are taken into consideration by EC local economic development programmes (JC 4.5)

Response to the JC:

These issues are not an explicit focus of EC trade related projects. It is worth noting that it is part of the preparation of the GSP+ scheme the Maldives have ratified a number of international conventions covering a range of themes including human and labour rights.

References to gender, environment and good governance/human rights issues in planning documents (Ind. 4.5.1)

Not relevant.

Percentage of programmes that actively integrate women and vulnerable/minority groups in their activities (Ind. 4.5.2)

Not relevant.

Percentage of programmes integrating environmental aspects in project implementation (Ind. 4.5.3.)

Not relevant.

Share of women and vulnerable/minority groups among beneficiaries (Ind. 4.5.4)

Not relevant.

4.5 TO WHAT EXTENT HAS THE EC-SUPPORT TOWARDS IMPROVING TRADE CAPACITY HELPED THE GOM TO FULFILL ITS INTERNATIONAL COMMITMENTS? (EQ 5)

(Response to the EQ, see report, part 1)

4.5.1 EC support has improved GoM capacities to effectively fulfill its international commitments (JC 5.1)

Response to the JC:

EC assistance in the field of trade – three projects - has focused on capacity building and technical assistance in order to support the GoM in international trade negotiations (in particular WTO negotiations and more generally the Doha Development Agenda) and in the development of trade policy and its integration into the country's Poverty Reduction Strategy Paper (PRSP) / 7th National Development Plan.

In the framework of Support to the Maldives in International Trade Negotiations No. 2005/100366 the EC supported consultants developed a paper on Options for the Maldives Trade Agenda in May 2006 which set out according to eight distinct policy areas a wide range of options for the GoM to evaluate in formulating its international trade policy. These options were based on the eight trade related policies included in the 7th National Development Plan (NDP) under trade and investment and were as follows:

- *Improved trade policy co-ordination;*
- *Providing a stable and transparent policy environment including action to enhance corporate governance through a strengthened legal and institutional framework;*
- *Boost export development and promotion by helping alleviate supply bottlenecks;*
- *Support the development of private enterprises;*
- *Institute market organisation and policy support for fair trading and promoting healthy competition;*
- *Market and promote foreign direct investment (FDI) in the Maldives by identifying potential investment areas;*
- *Enter regional and international trade agreements which would lead to market access to other countries;*
- *Strengthen institutional development of Ministry of Economic Development and Trade.*

An inter-ministerial co-ordination committee – National Trade Policy Committee - has been set up designed to mainstream trade across a range of policy areas which has been supported by EC technical assistance. EC support contributed to the design of the institutional framework for trade policy co-ordination which has been accepted by the Cabinet and approved by the President of the Maldives.

EC support was also focused on putting in place mechanisms and structures to address policy issues. The EC is also funding the Integrated Framework Facilitator for the Maldives – the IF is a harmonisation process which was established to support LDC governments in trade capacity building and integrating trade issues into overall national development strategies. The IF support included advice on WTO issues and addressing the challenges of LDC graduation. It contributed to the development of four projects for IF Trust Fund support which:

- *Allowed participation of key Ministry of Economic Development and Trade officials in important trade related international and regional meetings*
- *Operationalisation of policy co-ordination mechanisms*
- *The design of the Trade Information System*
- *Design of the web-based SMS system*
- *Support in relation to SAARC service negotiations including the preparation of a strategy paper to guide service negotiations in the SAARC*
- *Upgrade of customs software to ASYCUDA ++ and migration towards ASYCUDA World.*

As a result of the EC assistance, GoM capacities have been enhanced and the country is better able to meet its WTO and SAFTA commitments. The report WT/TPR/S/221 indicates that “according to the authorities the EC’s assistance has been instrumental in setting up institutional structures for trade policy co-ordination and identifying the Maldives interests in services negotiations.

The GoM is active in preparing to meet the requirements of the GSP+ scheme and also in negotiating other trade agreements/arrangements. Efforts to co-ordinate the integration of trade across a range of policy areas are underway and trade policy is being reflected in other national development planning. GoM capacities, in particular the capacity of the Ministry of Economic Development and Trade have been enhanced to meet its international commitments. However some staff changes in the GoM have impacted on the retention of know-how and there is a need to safeguard acquired capacity in the future in order that the GoM develops a critical research and technical capacity to deliver its trade policy objectives.

Level of improvement of GoM capacities to formulate a comprehensive trade policy responding to WTO and SAFTA requirements (Ind. 5.1.1)

The economy of the Maldives is relatively open and is heavily dependent on fisheries (low value added and little product diversification) and on tourism services and additionally has a small agriculture sector and a weak manufacturing sector. In view of its small size and its vulnerable developing economy, the country is very import and trade dependant with trade accounting for over 150% of its GDP in 2009 (WTO Trade Policy Review, Report by the Maldives WT/TPR/G/221).

EC assistance in the field of trade has focused on capacity building and technical assistance in order to support the GoM in international trade negotiations (in particular WTO negotiations regarding its graduation from LDC status and more generally the Doha Development Agenda) and in the development of trade policy and its integration into the country’s Poverty Reduction Strategy Paper (PRSP) / National Development Plan. EC support was also focused on putting in place mechanisms and structures to address policy issues. The EC is also funding the Integrated Framework Facilitator for the Maldives – the IF is a harmonisation process which was established to support LDC governments in trade capacity building and integrating trade issues into overall national development strategies.

The Maldives began the IF process in July 2005. The EC has undertaken to act as facilitator to engage the donor community in the IF process and to encourage the GoM to keep up the momentum in the process. The IF facilitator has supported the identification and development of projects for financing under the IF Trust Fund including institutional capacity building for trade development in consultation with the National Trade Policy Committee, UNDP, MEDT, ITC and UNCTAD.

The report WT/TPR/S/221 indicates that “according to the authorities the EC’s assistance has been instrumental in setting up institutional structures for trade policy co-ordination and identifying the Maldives interests in services negotiations”. EC support was recognised as highly valuable in the development of capacity relating to the formulation and co-ordination of trade policy during the evaluation field mission to the Maldives.

Contribution of EC support to better implement WTO commitments (Ind. 5.1.2)

EC trade support has provided valuable capacity building support and on the job training to support local research and negotiating capacity in relation to WTO commitments resulting in an increased understanding and capacity to contribute to trade negotiations (2005 project “Support for Maldives in international trade negotiations”).

The WTO Trade Policy Review for the Maldives (22 September 2009) noted that the GoM fully understands the importance of a smooth transition from LDC status and has established an inter-ministry “Working Group on Smooth Transition from LDC status”. The GoM is also working towards complying with the eligibility criteria for the EC’s GSP Plus scheme and the Trade and Investment Framework Agreement with the United States (which will open doors for entering the US Generalised System of Preferences). The impact of LDC graduation will mean not only loss of preferential market access to the EU under the EBA scheme but also an increase in level of its obligations to WTO, a reduction in financial assistance provided by the WTO for participation

at various events and implications also in relation to the Integrated Framework (IF) and Enhanced Integrated Framework (EIF) which are only available for LDCs.

Degree of mainstreaming trade into the national development plan of Maldives (Ind. 5.1.3)

The implementation of Trade Policy is the responsibility of the National Trade Policy Committee which was established through the President's Office and comprises Deputy Ministers from 12 relevant Ministries responsible for various trade instruments. IF projects are not simply based on the needs identified in the DTIS but also about supporting the implementation of the Maldives own trade policy. One of the key outcomes of the IF process has been the establishment of the first trade policy co-ordinating committee (WT/TPR/S/221) – this process was supported by EC assistance.

Documentation such as Mission Report No 3 Mission to the Maldives and Sri Lanka Sept 22-Oct 2, 2007 (project No 2006/129226) highlighted the difficulties encountered in explaining the linkages between Ministerial responsibility and trade policy. EC support has sought to establish co-ordination mechanisms across the GoM to ensure cohesive implementation of the national trade policy and the trade policy was aligned to the goals in the National Development Plan (Support to the Economic Development and Trade in the Maldives 2007-2010 Action Fiche for the Maldives).

Numbers of agreements and pacts /trade arrangements with regional partners/areas of co-operation and other countries as a result of EC co-operation (Ind. 5.1.4)

As a member of the WTO, the Maldives benefits from Most Favour Nations status and as an LDC benefits from quota free and duty free access to EU and Japanese markets. The Maldives is also party to SAFTA (South Asian Free Trade Agreement) and is negotiating bilateral free trade agreements with Sri Lanka and Qatar. The Maldives is also presently ratifying the requirements in order to qualify for EU's GSP+ scheme (special incentive arrangement for vulnerable countries with special development needs) which has preferential tariffs for exports from the Maldives to the EU.

EC engages in areas where it has comparative advantages to Member States e.g. politically sensitive areas, regional integration (Ind. 5.1.5)

There was no evidence collected during the evaluation field mission to indicate that the EC engages in areas where it has comparative advantages to Member States.

4.5.2 Gender, human rights and environment issues are taken into consideration by EC trade programmes (JC 5.2)

Response to the JC:

EC activities in the trade sector are relevant for all parts of the population independent of gender.

Level to which gender, environment and good governance/human rights issues are considered in planning documents (Ind. 5.2.1)

Not relevant.

Percentage of programmes that actively integrate women and vulnerable/minority groups in their activities (Ind. 5.2.2)

Not relevant.

Percentage of programmes integrating environmental aspects (Ind. 5.2.3)

Not relevant.

4.6 TO WHAT EXTENT HAS THE EC SUPPORT IMPROVED THE GOVERNANCE OF LOCAL AND CENTRAL INSTITUTIONS AND THE POLITICAL PARTICIPATION OF CIVIL SOCIETY? (EQ 6)

(Response to the EQ see report, part 1 of report)

4.6.1 EC support has facilitated democratic elections (JC 6.1)

Response to the JC:

EC support for the preparation and monitoring of the presidential and parliamentary elections was supported with funding from outside the MIP, and responded to the specific political situation and need. In November 2007, the EC received a request from the Ministry of Foreign Affairs of the Maldives to follow up the constitutional and electoral process. In response to this request, the EC first deployed one general election and legal expert, who arrived in the country in January 2008 and had the task of supporting GoM in the preparation of the **presidential election** and assessing further technical assistance needs. Three supplementary TA experts arrived at the beginning of August 2008 to provide technical assistance in the field of civil education, training, and complaints and appeals mechanisms. The presidential election finally took place on October 8 (first round) and October 28, 2008 (second round).

The **parliamentary election** went ahead half a year later, on May 9, 2009. Two TA missions were deployed. The first team of three experts¹⁰⁹ spent two months in the country, from January to February 2009. The second TA mission, composed of two experts, was in the country from the beginning of April 2009 to the end of May 2009.

It was important that one of the experts was in the country for the whole time that EC election support was provided – that is, from January 2008 until May 2009. This ensured an excellent relationship with the local stakeholders (especially the Election Commission), deep political understanding of the situation in the country, efficient information transfer among the experts, and an approach to the provision of support that took the whole election preparation process into account. Furthermore, the team was able to assess and consider lessons learnt from one election to the next.

For both elections, additional **Election Expert Missions** were deployed, instead of sending fully-fledged election observation missions.

Altogether, five expert teams were in the country at various times from January 2008 to May 2009. The overall funds provided amounted to € 889,530, out of which € 741,085 was spent.¹¹⁰

This amount was mobilised through global and thematic budget lines, and the TA was provided through the FWC mechanism.

For the preparation of the presidential elections, the EC support operated in an difficult context. Despite the clear will of the former government to push through democratic reforms that were expressed in the Road Map for the Reform Agenda, the constitutional process turned out to be more difficult and lasted one year longer than planned. The whole election preparation process was delayed, as the main bills permitting the organisation of the presidential elections could be passed only after the new constitution had been adopted, which happened on August 7, 2008.

Nevertheless, constitutional deadlines for the organisation of the different polls were already fixed. Consequently, after the adoption of the constitution only two months remained for the presidential election preparation process, including finalising the whole set of election bills and the creation of main election institutions, such as the Election Commission. The short time available to support the preparation of the first round of the presidential election constituted the most challenging constraint in the whole preparation work of the Election Commission and the EC support team.

Bearing in mind these preconditions and the relatively well organised, transparent and fair course of both presidential polls, and the outcome of a peaceful change of president, the EC support can be judged globally as successful.

¹⁰⁹ A general election and legal expert already present during the presidential election, a complaints and appeal expert also already in the country during the presidential elections, and an expert responsible for voter registration and constituency delimitation.

¹¹⁰ This constitutes 85.7% of the whole foreseen budget.

The legal framework for the election process has been improved and conforms to EU standards.

Four TA missions¹¹¹ supported the drafting and revision of the various bills and regulations that underpinned the organisation of both presidential and parliamentary elections. The missions provided input in the drafting of the General Election Bill, the Election Commission Bill, the Presidential Election Bill, the Complaints and Appeals Bill, the Electoral Constituency Bill, the Parliamentary Elections Bill, and associated regulations, as well as other associated processes, such as internal organisation of the Election Commission and clarification of the roles of all stakeholders involved in the election process.

From September 2008, the TA missions were located within the Election Commission (most of the TA experts) and the Ministry of Law (for the legal, complaints and appeals experts). The experts were regularly involved in discussions about draft bills and regulations. Generally, the Maldivian counterparts were very interested in sharing international best practice and concepts concerning democratic elections.¹¹² The result is an election legislation that is in line with international standards and with the constitutional guarantees of civil and political rights. The subordinate legislation provides an adequate basis to conduct democratic elections.

The election preparation and implementation support has boosted democratic, transparent and fair elections.

EC support was provided for the training of electoral staff. After the preparation of the training materials, training activities were conducted through a cascade model prior to all polls, with “Train the Trainer” courses and then decentralised poll staff training in the atolls. While training activities before the first poll of the presidential elections seemed to have suffered from the very tight election preparation schedule, the performance of trained voting station workers and other election officials on both election days seemed to be positive overall. Feedback from election observers, the Election Commission and from polling station staff indicates that procedures were generally respected and adhered to. For the parliamentary election, the quality of training had at least partially improved, compared with the presidential polls.¹¹³

The election support team provided additional advice as required, such as advice on voter registration and organisational and logistical issues.

Complaints and appeals mechanisms were successfully installed and ready for the presidential election and functioned well during the polls.¹¹⁴ The TA also elaborated a Complaints and Appeals Mechanism proposal, with research on complaints systems in international best practice, the logistical preparation of the complaints bureaux (more than 193 Island Election

¹¹¹ For the presidential election, the technical assistance for the preparation of general elections in the Maldives, technical assistance to the Ministry of Law Reform and the EU Electoral Assistance Team to the Maldives. For the parliamentary election, there was an EU Electoral Assistance Team, which twice provided support – in January/February 2009 and April/May 2009.

¹¹² All interlocutors said that the relationship between the EU’s TA team and the Election Commission was particularly good. Discussion and exchanges about different inputs were always very open and constructive. Some visitors at that time seemed to be surprised about the frankness of Election Commission staff. Exchanges with NGOs were frequent, and served also to cross-check political interpretation of information.

¹¹³ Interviews with polling station workers on different islands in Laamu, Thaa and Dhaluu Atolls confirmed that the training provided was sufficient and permitted a smooth implementation of the elections on those islands. Election processes were improved from one poll to the next – for example, some island poll stations increased the number of tables for registration and ballot boxes in order to avoid long queues.

¹¹⁴ A number of improvements have been undertaken during the preparation of the parliamentary elections:

- Establishment of a core Complaints Unit to be permanently situated within the EC to provide an entry point for complaints at the EC level, along with institutional memory and continuity to the complaints system;
- A realignment of the field structure to handle complaints through Constituency Elections Complaints Bureau;
- Production of a Complaints Handbook, which includes the jurisdictions of all officers and bureau, required to make decisions on complaints or comments that they receive;
- Completion of training of all complaints officers, including practical hands-on modules for data entry to the database and archiving, decision-making, active listening, ethics in electoral administration;
- Transfer of the Complaints Database into the EC server to allow more efficient access through all complaints bureau, so that complaints could be entered when received and updated as soon as decisions were made.” (Tardiolo, EU Electoral Assistance Team to the Maldives, p.20)

Complaints Bureaus (ECBs), 20 Atoll ECBs and one National ECB¹¹⁵), preparation of procedures for Complaints Bureaus, the establishment of the Elections Complaints Database, and the implementation of a Training Programme on Complaints Mechanism.

There were a significant number of complaints in all polls,¹¹⁶ but the nature of complaints changed. During the first polls, the complaints came mainly from a high number of non-registered voters. For the parliamentary election, the majority of complaints were made before the election day and covered such subjects as campaign violations, bribery and selection of polling station staff, or defamation.¹¹⁷

The operational reality of complaints reception and processing, and the performance of ECBs staff and of the National Election Complaints Bureau (NECB), were progressively improved from one poll to the next. Nevertheless, further improvements are necessary – for example, the clarification of jurisdiction and powers of ECBs, the revision of legal deadlines for serious elections petitions, and the improvement of equipment and performance of the NECB.¹¹⁸

Generally, the support for the development of the complaints and appeals mechanisms can be deemed a qualified success, as these mechanisms were widely used and contributed strongly to the confidence of the voters and to fair polls.

The Maldives population has a sufficient level of information about election objectives and processes.

For the presidential election, TA was provided to support voter education and to train electoral staff. Main voter education activities were conducted on voter registration requirements, voting procedures, and the new quality of democratic elections.¹¹⁹ No specific voter education expert was provided for the parliamentary election, but a comprehensive voter education programme was prepared, with the involvement of all commissioners, in addition to the Human Rights Commission members.

Due to the high literacy level of the Maldives population, a very strong geographic penetration of state media throughout most of the country, and a variety of private electronic media, the scope to develop and implement voter education activities was positive, despite the dispersed island geography and the virtual absence of experience of democratic elections.

Activities were mainly initiated and supported by the Ministry of Law and, later, the Election Commission and the Human Rights Commission. A group of eight NGOs, led by the Open Society Association, conducted the 'Go Vote' civic education campaign before the presidential election. These NGO activities have not been financed by the European Commission, but the TA mission did provide conceptual and implementation advice for these activities.

The high turnout and low levels of invalid ballot papers in all polls indicate that the voter education activities – which were implemented by the relevant Maldivian institutions and the EC-TA mission (regarding the presidential election) – were quite effective.¹²⁰

¹¹⁵ These figures were valid for the presidential polls. During the parliamentary poll, the ECBs were situated at constituency level (61 ECBs).

¹¹⁶ About 1200 complaints were formulated for the first round of the presidential election, and around 1000 complaints during the second round. With regard to the parliamentary election, more than 1400 complaints have been made to the ECBs, from which 831 were formulated before the day of the poll.

¹¹⁷ Interviewed complaints staff on the visited islands pointed out that almost all complaints were related to voter registration issues, and the related issue of too few ballot papers; some complaints were related to the behaviour of visitors and supporters of candidates in the polling stations. Only a small number of the complaints were formalised by filling in the complaint form, since most of the register-related complaints could be resolved during the election day. For the interviewed interlocutors, communication with the complaints staff at atoll or constituency level went well.

¹¹⁸ Cf. EC (2008): EU Election Expert Mission to the Maldives (EEM), Presidential Elections. Final Report (Second Draft), p. 37 and EC (2009): EU Election Expert Mission to the Maldives. Parliamentary Elections, Final Report, p.31.

¹¹⁹ It was important to explain the meaning of an independent Elections Commission, and the characteristics of democratic elections, such as the secrecy of the vote.

¹²⁰ The turnout for the first round of the presidential elections was 85.38% (with 0.69% invalid ballot papers). For the second round, it was 86.58%, with a slight increase of invalid ballots papers (1.04%). During the parliamentary elections, the turnout decreased somewhat, but was still high (79%). The percentage of invalid ballot papers has not been specifically reported, but apparently it was minor according to the Election Commission. Cf. EC (2008): Technical Assistance in Support of Voter Education and Training of Electoral Staff for the Preparation of General Elections in the Maldives. Final Report, p.9 and EC (2009): EU Election Expert Mission to the Maldives. Parliamentary Elections. Final Report, p. 24.

Quality but not extent of election observation was in line with the EU standards.

No fully-fledged international observation mission was deployed either for the presidential or the parliamentary elections. Instead, two Election Expert Missions – consisting of representatives of the Delegation, member states and some non-member states – were sent to the country to assess the legal framework, the election institutions and the ongoing preparation activities (including the work done by the TA teams), as well as observing the elections during the election days. Another task was to assist the EU and Member States with regular political analysis, enabling confidence-enhancing approaches before, during and after the polls.

As the European Commission was the sole donor engaged in a comprehensive manner for the preparation of the election and sending an Election Expert Mission, the ECD informally took the lead of a group of 14 diplomats of member states and non-member states (USA, Switzerland, Australia, Canada) and organised – with the support of the Election Expert and TA Mission – such activities as observation training, co-ordination of the mission, preparation of guiding questions, and selection of islands to visit. Other small international election observation teams, or individual observers, were sent from the Commonwealth and the UN.

The TA team was in close contact with the NGOs and the lead organisation, Transparency Maldives, which prepared a **local observation mission**, with 120 accredited observers from various community-based organisations (CBOs) in the islands. For this local observation mission, there was no EC financial support, but a lot of advice was given by the election TA team.

Despite the restricted number of international election observers, the quality and scope of election observation was achieved by selecting key islands and polling stations for observation.

Visibility of the European Commission support for transparent and democratic elections was generally sound.

As the European Commission was the only donor substantially engaged in the support of election preparation and organisation, with a full coverage of the whole process (the experts dealt with all aspects of the institutional and legal electoral process from the beginning to the end of the electoral cycle), the EC support was high visibility in the country and recognised by public opinion and the donor community – despite the fact that the TA experts never gave interviews to local media. The EC's engagement in the country gave to the election process a huge amount of credibility within public opinion in the Maldives. At the same time, the prominent engagement of the EC strengthened the role and perception of the European Commission in Maldivian public opinion and government. The EC is now widely recognised as an important political partner for the monitoring of the democratisation process under way in the country.

While the TA missions were highly appreciated by all stakeholders, some misunderstandings seem to have existed regarding the role of the Election Expert Missions. Not all stakeholders perceived the election observation team as being independent.¹²¹

Improvement of the legal framework for the election process in line with the EU standards (Ind. 6.1.1)

EC supported, through several short-term TA missions, the preparation of the presidential and parliamentary elections. The missions contributed in a major way to the elaboration of all relevant election bills, such as the Elections Commission Bill (required to establish an independent Elections Commission), the General Elections Bill, the Presidential and Parliamentary Elections Bill, and in the preparation of the Complaints and Appeals Mechanism.

Discussion with members of the Election Commission and GoM highlighted the importance of the experts' input on international best practices, and the very good working atmosphere between the expert team and the Election Commission, permitting open discussions, counselling and exchanges with various partners (such as other ministries, staff on the islands, NGOs).

¹²¹ Several interlocutors (from government, independent bodies and NGOs) pointed out during the field phase that the government had asked for an election observation mission, not an election expert mission, and felt that the team sent seemed to have a hidden relationship with one political party. There was even suspicion within public opinion that the EEM had not been sent by the European Commission.

Another important fact was the more long-term presence of one member of the TA-team during the whole election preparation process, guaranteeing the consistency of the different TA missions.

One result of the TA is that the electoral legislation prepared is in line with international (EU) standards and with the Constitution's guarantees of civil and political rights. The subordinate legislation provides an adequate basis on which to conduct democratic elections, and its provisions were applied transparently and impartially during both elections.

Improvement of election process (preparation and implementation) ensuring transparent and fair elections (Ind. 6.1.2)

The preparation of the presidential polls constituted an important challenge due to the fact that the timeframe and deadlines for the presidential election did not correspond to the amount of time normally given to administer pre-election tasks properly, or correspond to international standards. Instead of six to nine months foreseen for the preparation of a presidential election, the Election Commission and TA team had only two months to complete the work. Nevertheless, the short preparation timeframe, which was the major reason for some shortcomings, did not hamper a fair and free presidential poll.

The main support apart from the legal and organisational advice was the establishment of a complaints and appeals mechanism and the provision of training through a cascade model for all electoral staff. Both the training material and procedures and the complaints and appeals mechanism were improved bit by bit from one poll to the next. Problems with voter registration, and the related issue of too few ballot papers, constituted the most significant cause of complaints during the first poll of the presidential election.

The preparation of the Complaints and Appeals Mechanism included the following steps:

- Elaboration of a Complaints and Appeals Mechanism proposal;
- Research on complaints systems in international best practice;
- Drafting Election Regulations (preparation of regulations that detail requirements of election planning and implementation);
- Logistics preparations for the complaints bureaux – 631 outlets for the complaints forms and information at the first round, and 638 outlets at second round. These included:
 - 396 Polling Stations, including those at High Commissions (403 second round)
 - 193 Island Election Complaints Bureaux (ECBs)
 - 20 Atoll ECBs
 - 1 National ECB
 - 20 Atoll Co-ordinating Committees
 - EC HQ Reception
 - EC Phone Hotline Centre
- Preparation of procedures for Complaints Bureaux
- Implementation of a Training Programme on Complaints Mechanism
- Establishment of an Election Complaints Bureau Database (ECBDB)
- Organisation of information sessions on Complaints Bureau Mechanism for EU Diplomatic Mission representatives, Commonwealth Secretariat (COG), the United Nations, and EU Assessment Teams. (cf. TA Ministry of Law – Final Report, p.18)

A number of improvements were undertaken during the preparation of the parliamentary elections:

- Establishment of a core Complaints Unit to be permanently situated within the EC to provide an entry point for complaints at the EC level, along with institutional memory and continuity to the complaints system;
- A realignment of the field structure to handle complaints through Constituency Elections Complaints Bureaux;
- Production of a Complaints Handbook, which includes the jurisdictions of all officers and bureaux required to make decisions on complaints or comments that they receive;

- Completion of training of all complaints officers, including practical hands-on modules for data entry on the database and archiving, decision-making, active listening, ethics in electoral administration;
- Transfer of the Complaints Database into the EC server to allow more efficient access through all complaints bureaux, so that complaints could be entered when received, and updated as soon as decisions were made.” (Tardiolo, EU Electoral Assistance Team to the Maldives, p.20)

Increasing information level of Maldives population about election objectives and process (Ind. 6.1.3)

Voter education before the two elections was very important for the following reasons:

- One quarter of the population were young, new voters
- It was the first time in the history of the Maldives that democratic and pluralist elections have been organised

The EC provided TA for the preparation of the voter information and voter education programme, including a training-of-trainers system, in close co-operation with the Election Commission and several NGOs engaged in the election preparation process. The EC TA expert supported the preparation of the voter education material, documents and kits, and assisted in the implementation of the voter education and voter information programme.

The EC did not finance the election awareness campaigns (before the presidential election, “Go vote”), conceived and implemented by a collective of NGOs, but the EC TA Team contributed to the success of the campaign through holding regular discussions with the NGOs and giving advice on the implementation of the campaign.

Voter education was quite successful. The turnout for the first round of the presidential elections was 85.38% (with only 0.69% invalid ballot papers). For the second round, it was 86.58%, with a slight increase of invalid ballots papers (1.04%). During the parliamentary elections, the turnout decreased, but was still high (79%); the percentage of invalid ballot papers has not been specifically reported, but apparently it was minor, according to the Election Commission.¹²²

Quality and extent of election observation in line with the EU standards (Ind. 6.1.4)

The EC did not provide fully-fledged international observation missions for the presidential and parliamentary elections, but acted as an umbrella for a diplomatic election mission and performed a strong co-ordination function. The ECD informally took the lead of a group of 14 diplomats of member states and non-member states (USA, Switzerland, Australia, Canada), and organised – with the support of the Election Expert and TA Mission – such activities as observation training, co-ordination of the mission, preparation of guiding questions, and selection of islands to visit.

In the absence of a fully-fledged international election observation mission, the EC also provided two Election Expert Missions. However, the EC's role during the election process was not clear for all Maldivian stakeholders.

The EC did not finance but advised the fully-fledged local election observation mission, which was organised by the NGO Transparency Maldives has and had 120 accredited observers from various NGOs in the country. This mission was financially supported by the Swiss government and UNDP.

For the parliamentary election, present in the Maldives were 118 observers from Transparency Maldives (TM), 14 observers from EU and non-EU diplomatic missions, the HRC, and a seven-person team from the Commonwealth.¹²³

Visibility of EC support for transparent and democratic elections (6.1.5)

EC support to the preparation of the elections was highly visible in the country, given that the EC was the sole donor engaged in this extensive way. The presence of EC TA team gave the election process a huge amount of credibility within public opinion in the Maldives. At the same

¹²² EC (2008): Technical Assistance in Support of Voter Education and Training of Electoral Staff for the Preparation of General Elections in the Maldives. Final Report, p. 9

EC (2009): EU Election Expert Mission to the Maldives – Parliamentary Elections. Final Report, p. 24.

¹²³ EU/EEM-legis. Final Report, p. 4

time, the prominent engagement of the EC strengthened the role and perception of the European Commission in Maldivian public opinion and government. The EC is now widely recognised as an important political partner for the monitoring of the democratisation process under way in the country.

Some misunderstandings seem to have existed regarding the role of the Election Expert Missions. Not all stakeholders perceived the election observation team as being independent.

4.6.2 Progress in EC-supported implementation of reforms related to good governance and democratisation (JC 6.2)

Response to the JC:

In the last five years, the GoM has made strong progress with regard to legal reforms and international commitments in order to ensure the promotion of human rights and freedom of speech (including media freedom) in the country. For instance, the Maldives signed six major international human rights conventions and five protocols dealing with civil and political rights, as well as economic, social and cultural rights, torture, non-discrimination, gender discrimination and children's rights.¹²⁴ The Constitution, adopted in August 2008, complies with international standards and contains 48 articles on fundamental freedoms, except freedom of religion. Three independent commissions to boost independent justice and human rights have been set up since the adoption of the new constitution.¹²⁵

The constitution guarantees freedom of thought, as well as freedom of the opinion and expression, in article 27; equal access to the state media (article 23e); and the right to a free press and other means of communication. This includes the right to espouse, disseminate and publish news, information, views and ideas (article 28). Since 2006, the GoM has prepared a Media Reform Package, including a number of new bills¹²⁶, the setting up of a Media Council, and the creation of the National Broadcasting Corporation.

The important first step in the transition from an authoritarian to a democratic regime was the setting up of the newly-elected democratic governmental structures and the election of the new parliament, which was achieved at national level by May 2009. The second stage of the transition process focuses now on the democratisation of local government by implementing comprehensive decentralisation reforms¹²⁷. Another duty of the new government is the reform of the justice sector in order to fulfil constitutional requirements.

However, decentralisation and justice sector reform are both already quite delayed due to difficult political conditions and difficulties related to the fledgling and still inexperienced democracy. For example:

¹²⁴ These are the:

- International Convention on the Elimination of All Forms of Racial Discrimination (CERD);
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women;
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- Convention on the Rights of the Child (CRC);
- Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict;
- Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography;
- International Covenant on Civil and Political Rights (CCPR);
- Second Optional Protocol of the International Covenant on Civil and Political Rights; and
- International Covenant on Economic, Social and Cultural Rights (CESCR). (cf. NHRAP, P.13).

¹²⁵ The Human Rights Commission of the Maldives (HRCM), the Judicial Services Commission and the Anti-Corruption Commission.

¹²⁶ Bill on Freedom of Information, Bill on Freedom of Press, Bill on Media Council, Bill on Registration and Publication, Bill on Defamation, Bill on Broadcasting, Bill on Cable Television, Code of Conduct for Journalists.

¹²⁷ The new constitution scheduled the accomplishment of the democratic transition phase (including the election at regional and local levels) within a period of two years after the adoption of the constitution. This fixed period will expire in August 2010.

- The president and government have no majority in the parliament, which means that political decision-making is difficult to achieve within a “cohabitation constellation” of varied political interests.
- Of the 77 members of parliament, only eight have served as MPs before. The parliament is, therefore, somewhat inexperienced, and yet has been confronted by a huge amount of work. About 70 bills are in the pipeline and need to be passed urgently.
- The constitutional guarantees in the field of human rights, and requirements with regard to the Maldivian justice system, involve the necessity for comprehensive reform of the justice sector and justice-related laws. However, these bills still have not passed through the parliament. Also, the Judicial Service Commission – which is responsible for, among other things, the verification and appointment of magistrates and judges – seems to be experiencing some difficulty in functioning efficiently.¹²⁸
- The constitution foresees also the decentralisation of the political and administrative structures, with local elections planned before August 2010, but the decentralisation bill has been blocked in the parliament for more than one year.
- There is an important gap between the constitutional requirements on implemented reforms and the present reality experienced by the people, due to the delays in adopting the legislative framework for these different reform projects.

In the field of **human rights and justice**, the gap between guaranteed rights and non-existing corresponding laws has produced a sort of legal vacuum, in which many new rights are now granted but without a corresponding legal framework¹²⁹ that could ensure an effective legal system in the courts in line with the constitutional human rights guarantees, a clear scrutiny of police interventions – such as arrests, interrogations and treatment of people in police custody – and a proper management of prisons.¹³⁰

Interlocutors reported that the situation in the courts and prisons had become worse during the previous two years due to the fact that the judiciary, the police and the prison administration faced uncertainties concerning the law. Prisons are still overcrowded and prison administration lacks competence. The majority of the judges and magistrates have undergone only a three-month study for a certificate in sharia law. Only a few judges have been abroad to study law, and there is only one institute of Islamic law in the country. Training on human rights, including women’s rights, was given to a number of judges and police personnel at atoll and island levels, but in many cases old practices – such as corruption – remain.

Within two years following the signature of the new constitution, the Judicial Service Commission has the duty to “determine whether or not the Judges in office at the said time, possess the qualification of Judges specified in Article 149.”¹³¹ Unfortunately, it seems that this opportunity given by the constitution to create a judicial corps that performs better will not be grasped, as the JSC started only in April 2010 to deliberate on this issue, and will not have sufficient time to analyse in-depth the records of 202 judges and magistrates before the two-year deadline expires.

The **Human Rights Commission of the Maldives (HRCM)** was set up in 2003 on the basis of a Presidential Decree. However, it has only acquired full legal basis with the approval of the parliament of the referred amendments to the Human Rights Act, which happened in August 2006.¹³² The mission of the HRCM, which started functioning in the second half of 2006,

¹²⁸ The Judicial Service Commission is composed of 10 members, coming from different bodies: the speaker of Parliament, a judge from the Supreme Court, a judge from the High Court, a judge from the Lower Court, a member of Parliament, the Attorney General, the president of the Civil Service Commission, a lawyer, a member of the general public, and a member appointed by the president. Unfortunately, the JSC seems to suffer from the same political split as the parliament.

¹²⁹ The following bills are currently still in the parliament: the prison reform bill, the penal code, the evidence bill, the drug bill.

¹³⁰ Cf. for example, the press release on March 23, 2010, prepared by eight NGOs in order to condemn the escalation of criminality in the country and the inability of the judicial system and police to respond adequately to this situation (cf. information matrix).

¹³¹ Constitution of the Republic of Maldives 2008, § 285.

¹³² The principle objectives of the Commission are “(a) to protect and promote human rights in the Maldives in accordance with Islamic Shari’ah and the Constitution of the Maldives; (b) to protect, preserve and promote human rights in the Maldives in accordance with international and regional treaties that are binding on Maldives; and (c) to assist and encourage non-governmental organisations in creating awareness and in promoting human rights. The Commission has been created in accordance with the

includes support to the GoM for the enforcement of the signed international commitments, such as the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) and the Optional Protocol. In December 2008, the HRCM was appointed as the National Preventive Mechanism under the Optional Protocol on the Convention against Torture.¹³³ The support initially foreseen for the Human Rights Commission as the National Preventive Mechanism (NPM)¹³⁴ under the MIP 2007-2010 was finally changed during the mid-term review of the CSP 2007-2013.¹³⁵ The HRCM, apparently, did not agree with this decision, nor fully understand the reasons for the decision.¹³⁶

UNDP has supported the HRCM since 2006 with institution building measures, training of staff and in assisting the commission in its different fields of involvement,¹³⁷ and in close co-operation with NGOs, which are part of the Human Rights Network. No specific assistance is presently foreseen for the National Preventive Mechanism, which is perceived internationally as a proven model for small islands, even if there seems to be a lack of internal political support for it.¹³⁸

The second big reform area is the introduction of decentralised local government institutions. The **decentralisation reform** had already been a project of the previous government, which organised consultation in islands in 2005/2006, organised several study visits to observe different local government systems (such as India and the Philippines, 2006), prepared a draft bill on local government (in 2006),¹³⁹ and implemented several surveys and needs assessments.¹⁴⁰

By constitutional stipulation, a decentralised government consisting of island councils and atoll councils has been a national obligation since August 2008. In March 2009, a bill submitted to the parliament outlined major changes in the governance structure of the country, including the introduction of provinces, the appointment of State Ministers to each province, and the transfer of most of the service delivery functions to regional councils. As a result of the election of a new parliament on May 9, 2009, the bill has not yet been introduced.

requirements of the Paris Principles of 1991, which were subsequently endorsed by the UN Commission on Human Rights and the UN General Assembly (Resolution 48/134 of 20 December 1993).” (National Human Rights Action Plan, p.17).

¹³³ HRCM has five departments: Investigation and Complaints; Policy Planning and Monitoring; Legal Affairs; Education; and Administration and Finance.

¹³⁴ The NPT has the task of assuring the implementation of the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT).

The UN Subcommittee on the Prevention of Torture (SPT) visited the Maldives in December 2007. The SPT report, which contains almost 100 recommendations regarding the legal and institutional framework, the police, prisons and youth rehabilitation centres, was published by the new Maldivian government on 23 February, 2009. There have been strong commitments made by the GoM to address the prevalence of torture and ill-treatment (reports of which are even more credible, given that the new president says that he was tortured when he was held as a political prisoner in the past) and the GoM has requested EC assistance to help implement the SPT recommendations as part of the penal reform efforts. (MTR, p.7)

¹³⁵ In August 2008, the QSG2 (see acronyms) expressed overall dissatisfaction with the fact that money received from the MIP (€4m) was being shared among four sectors: environment; combating drug abuse; trade; and good governance. The impacts of such a programme, with relatively small amounts of MIP funding, were felt to be only modest when implemented in this manner. It was agreed, therefore, that a more concentrated approach should be taken, emphasising EU commitment to climate change and combating drug abuse. (cf. mail from ECD, 24.5.2010)

¹³⁶ During the interview at the HRCM, the commission’s president and other staff expressed their disappointment and incomprehension about this decision of the EC. They claimed that they had not been informed about the reasons for the decision and said that HRCM staff presumed that this shift of EC-GG funds to the drugs project could be motivated by political reasons because the HRCM, as an independent and critical body, is not always well perceived by the government. The EC Delegation, however, confirmed that this decision had been clearly and frankly presented during a meeting with different stakeholders, including the HRCM.

¹³⁷ IEC, training for police and judges, developing an accessible complaints process, legal support for commenting on the high number of human rights related draft bills, and for “decentralised” activities (cf. UNDP, Support to the HRCM Project Document). The HRCM is presently revising, or has already revised, important bills regarding the implementation of the constitutional requirements in the judicial laws: such as penal code, criminal procedure code, evidence bill, bill against sexual violation/abuse against children, and drug bill.

¹³⁸ Recommendations of the HRCM to the GoM are rarely followed up, focal points for HR in the line ministries are often political appointees with little competence in HR issues, and there even seems to be an attempt by one ministry to take over the NPM function from the HRCM.

¹³⁹ But which has not been presented to the parliament.

¹⁴⁰ For example on fiscal resources of councils and capacity-building needs for local governance staff.

Unfortunately, even in the newly-elected parliament, this decentralisation bill was blocked for more than one year due to different perceptions pertaining to the regional level and contradictory interpretations of the constitutional requirements. Another issue resulting in fervent discussions was the initially foreseen 30% quota for female councillors in the island councils.¹⁴¹ Finally, the bill was passed by the People's Majlis on April 28, 2010, and ratified by the President on May 17, 2010, but included neither provision for councils at the provincial level nor a quota for female councillors.

The political and administrative situation on the islands and at the atoll level has been confusing since the decision of the new president in 2008 to dissolve all island and atoll councils, to dismiss the atoll chiefs, to introduce appointed state ministers for the newly-created provinces and island councillors as new political heads of the islands.¹⁴² Instead of enhancing democratic local governance, this decision – which was initially envisaged as a short-term measure until the decentralisation bill was passed – reinforced authoritarian governance and cut already practised local consultation mechanisms.¹⁴³

Furthermore, the highly political dispute between the presidential minority and the opposition majority in the parliament and the public media regarding the decentralisation bill has exhausted people, especially in the islands. It has also completely overshadowed **most of the relevant technical and political issues** relating to the decentralisation reform – such as the transfer of competences and resources from the national to the regional and local levels, local taxes, human resources of the decentralised administration, and all aspects of the deconcentration of government services at regional level.¹⁴⁴

The European Commission has closely followed the whole political reform process in the Maldives. The various expert missions in the field of election support have furnished in-depth analysis of the whole political restructuring process, and have also given advice when requested, on a range of issues related to good governance. However, beyond its support to the election process, the European Commission has not yet provided other kinds of support in the field of good governance.

In the MIP 2007-2010, a non-focal sector democratisation and good governance with a budget of €600,000 was initially foreseen.¹⁴⁵ As the MIP was not signed until December 2009, the implementation of the projects could not start before then. Finally, as already mentioned above, the amount foreseen for the “Support to the Maldives on Good Governance and Democratisation 2007-2010” programme was shifted to the “Combat Drug Abuse” project. During this MIP, good governance support can be delivered only through general and thematic budget lines. For the MIP 2011-2013, the whole allocation (€6 million) has been concentrated on one focal sector, Governance, in which the support of Public Administration is one of three results, along with the support allocated to Climate Change Adaption and Combating Drug Abuse.¹⁴⁶

¹⁴¹ At least 30% of the 5 or 7 councilors per island should be women.

¹⁴² These new political appointees have, in some cases, been recruited on the sole criteria of political merit during the presidential election. Political and administrative competences and acceptance by the island population were often not considered. They receive a much higher salary than the dismissed atoll chiefs and island chiefs, who have been transformed into civil servants.

¹⁴³ As the IDC has been dissolved and also the WDC (at least, it was understood in this way by the members of the WDC), decision making at island level (for example, regarding the management of island-related tasks such as waste management, energy management, water and sanitation issues) is now often only in the hands of the island councillor, which means without consulting the two committees.

¹⁴⁴ Especially in the context of the IMF-claimed reduction of more than 30% of civil servant salaried staff.

¹⁴⁵ This non-focal sector had two objectives: “Institutional capacity building in order to promote democratisation and good governance through capacity building for democratic institutions” and “Reinforcing civil society through support to civil society forums, media, the national Human Rights Commission, weak stakeholders (e.g. female-headed households), the promotion of environmental awareness and workers’ rights recognition.” (MIP 2007-2010, p.12)

¹⁴⁶ With regard to Public Administration support, three main intervention fields are mentioned:

- Strengthening of economic and administrative governance structures, including local and central government capacities
- Improvement of conditions of detention in line with the recommendations by the UN Subcommittee on the Prevention of Torture
- Strengthening of the independence and effectiveness of the national human rights framework, including the National Torture Preventive Mechanism (Cf. MTR, p. 12).

Degree of support to implementing constitutional and institutional changes in order to install democratic institutions (Road Map) (Ind 6.2.1)

The EC support, which began in January 2008, was given mainly for the preparation of the elections and elections-related law, and contributed in an outstanding way to the installation of democratic institutions.

No other support was provided by the EC with regard to the democratic reform of the Maldivian state, but there are huge expectations from Maldivian stakeholders and other donors about an EC involvement in the decentralisation reform and the implementation of the new constitutional human rights guarantees in the justice sector.

State of progress of road map in January 2008¹⁴⁷

| TASK | TIME FRAME | STATUS |
|---|--|---|
| Drafting of Election Bill | NLT 31 July 2007 | Not drafted |
| Drafting Regulation s on Public Elections | NLT 30 September 2007 | Not drafted |
| Establishment of Election Commission | NLT 31 December 2007 | Not established |
| Revising the electoral boundaries | NLT 30 April 2008 | No action undertaken |
| Voter Education through the Media | Starting 1 January 2008 | No action undertaken |
| Bill on Political Party | N/A | Currently tabled in the People's Majlis |
| Regulation on Political Parties | N/A | No action undertaken |
| Training of Political Parties | 1 January 2006 – until beginning of Political Parties Campaign | No action undertaken |
| Civic education about the role of Political Parties | 1 January 2006 – until the beginning of the Political Party campaign | No action undertaken |
| Holding the election | July–October 2008 | No date set |

Degree of EC-supported improvements in terms of promotion of justice and human rights (especially regarding the implementation of the recommendations of the UN Subcommittee on the Prevention of Torture (“SPT”) (Ind. 6.2.2)

Maldives is party to six major international human rights conventions and five protocols dealing with civil and political rights as well as economic, social and cultural rights, torture, discrimination, and children's rights. When becoming party to the main international human rights treaties, the government entered reservations about a number of provisions under the ICCPR, CRC and CEDAW related to freedom of religion, equality of men and women, alternative care of children and adoption. The Maldives is most significantly a party to:

- International Convention on the Elimination of All Forms of Racial Discrimination (CERD);
- Convention on the Elimination of All Forms of Discrimination against Women (CEDAW);
- Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women;
- Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment;
- Convention on the Rights of the Child (CRC);
- Optional Protocol to the Convention on the Rights of the Child – on the Involvement of Children in Armed Conflict;
- Optional Protocol to the Convention on the Rights of the Child – on the Sale of Children, Child Prostitution and Child Pornography;

¹⁴⁷ EC (Tardioli) (2008): *Technical assistance for the preparation of general elections in the Maldives (n° 2007/144784). First Monthly Report. January 2008.*

- International Covenant on Civil and Political Rights (CCPR);
- Second Optional Protocol to the International Covenant on Civil and Political Rights;
- International Covenant on Economic, Social and Cultural Rights (CESCR).

(cf. NHRAP, P.13)

In the field of human rights, the EU has updated its Guidelines on the death penalty, torture, human rights and gender. The Maldives is one of the rare Asian countries to have ratified both the Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (OPCAT) and to have established the National Preventive Mechanism (NPM) required therein.

From 10 to 17 December 2007, the UN Subcommittee on the Prevention of Torture (SPT) visited the Maldives. On 23 February 2009, GoM published the SPT report, which contains nearly 100 recommendations pertaining to the legal and institutional framework, the police, prisons and youth rehabilitation centres. GoM had made strong commitments to address the prevalence of torture and ill-treatment in the country, and had requested EC assistance to help implement the SPT recommendations as part of their penal reform efforts. The EC has initially considered responding to the GoM request to support the effective follow-up on Recommendations of the SPT, including the strengthening of the Maldives' Human Rights Commission, which has been designated as the National Preventive Mechanism (Cf. EC (2009): Mid-term review of the Country Strategy Paper for the Maldives (2007-2013).

Following an expression of dissatisfaction of the EC Quality Support Group (QSG2) that money received from the MIP (€ 4 million) was being shared among four sectors (environment, trade, good governance, and combating drug abuse), the already promised support to the HRCM was then changed to support for the combating drug abuse project in order to ensure a more concentrated approach of EC support

Finally, in the field of promotion of justice and human rights, no EC support has been provided.

Degree of EC supported improvements in terms of promotion of the freedom of media and speech, religion and a plural political system (Ind. 6.2.3)

No support from the EC has been given in this field.

Degree of achievements in terms of development of decentralised governance system in line with the EC criteria (Ind. 6.2.4)

No EC support has been provided in the field of decentralisation. Interviews with stakeholders from government, NGOs, UNDP and particularly local representatives underlined the high importance of local governance reform for the success of the political democratic transition process and for the creation of efficient economic and social development conditions at regional and island levels.

Sources consulted for this indicator were Strengthening Decentralised Governance in the Maldives, GoM/UNDP (2005); Policy of regional development and decentralisation, GoM (2008); 7th National Development Plan 2006-10; Country Programme Action Plan 2008-10; UNDP: Support to National Regionalisation and Decentralisation Programme – Project Initiation Plan 2009-10; interviews with NGOs, MoHA, EC, UNDP, and local staff in the various islands visited.

Sufficient human and financial resources are allocated (or planned to be allocated) to the political reform process in order to increase government's ability to deliver adequate public services to the people (Ind. 6.2.5)

EC support to the presidential and parliamentary elections has been an ad-hoc support, which has neither been programmed in the TIP, nor in the NIP 2007-2010.

Ongoing support to democratisation in the Maldives will continue through thematic budget lines. With regard to human rights, the MIP 2011-13 will include possibilities of support for the effective follow-up on Recommendations of the UN Subcommittee on the Prevention of Torture. Support should help to improve expertise and capacity building, especially in the prison system. This assistance should be additional to the funds that might be provided through other thematic lines. So far, a strategic vision and relayed financial programming to support and sustain the political reform process is missing and needs to be developed in future CSPs and MIPs.

EC engages in areas where it has comparative advantages to Member States e.g. politically sensitive areas, regional integration (Ind. 6.2.6)

Election organisation and observation is an area in which the EC has a comparative advantage as a multilateral institution with important political weight and with a rich store of experience of more than 20 different political and electoral systems.

The EC is recognised as being a competent and experienced partner in the field of monitoring political reform processes, with a more pluralistic and neutral view than individual member states. Support to democratisation and decentralisation is also one of the core competences of the EC through its experience in the sustaining of democratic structures in candidate countries for EU membership.

The EC should therefore continue its engagement in the democratic transformation of the state of the Maldives. Sources: Interviews with NGOs, MoHA, EC, UNDP, British High Commission, local staff in the various islands visited.

4.6.3 Progress in strengthening civil society/non-state actors dialoguing with GoM (JC 6.3)

Response to the JC:

Maldivian civil society has for a long time been structured in a large number of associations. Some 700 civil society organisations are registered in the country. However, most of them are associations or clubs – at island and sometimes atoll level – that operate in the field of sports or culture. Some of the registered organisations are not active, and few organisations operate throughout the country. About 100 organisations operate as community-based organisations (CBOs) focusing on development issues, mostly in the fields of education, agriculture, drug issues, drinking water and sanitation, and health. Only 10-15 organisations are NGOs in accordance with international standards, with a small number of them engaged in the field of good governance and human rights.¹⁴⁸ Civil society associations (CSOs) are regulated by the Associations Act, which provides for the establishment of organisations operating in the field of human rights and democratisation, NGOs promoting political, social or economic development, and even sports or culture-related association.

There have been several assessment studies on the structure and capacity of CSOs in the Maldives,¹⁴⁹ which found that “the majority of NGOs and associations in the Maldives lack the ability to build basic sustainable operational structures, to strategically plan and implement activities/projects, or to undertake vital tasks such as fundraising or mobilising volunteers”.¹⁵⁰

However, some NGOs engaged in the field of human rights and democratisation played a crucial role during the constitution preparation and the election process. They have provided input into the elaboration of some bills by preparing comments, have fostered public discussion about international human rights and democratic standards, and have created pressure for respecting deadlines – in particular, with regard to the adoption of the constitution and the legal framework for the parliamentary elections. A collective of NGOs organised a civil education campaign (led by Open Society Association) and set up a fully-fledged local election observation mission under the umbrella of Transparency Maldives, with more than 120 volunteers throughout the country. Transparency Maldives also organised training, workshops, and logistics and co-ordination of the whole observation process. The local observation mission covered more than 20% of all polling stations.¹⁵¹

The EC has not financially supported these election-related NGO activities. However, there was a very fruitful co-operation between the NGOs and the TA mission giving advice on NGOs’ activities (prepared also in co-operation with the Election Commission). At the same time,

¹⁴⁸ Some of these are: Democracy House, Maldives Aid, Maldivian Detainee Network (now Maldivian Democratic Network), Rights for All, Maldives NGO Federation, Strength of Society, and Transparency Maldives.

¹⁴⁹ 2007 UN Common Country Assessment (baseline survey)

- “Knowledge Management: Practice and performance of NGO in Maldives”, study conducted by School of Business and Research Centre, Binary University College, Malaysia; Society for Health Education, Maldives; Business and Advanced Technology Centre, University Technology Malaysia
- “NGO Capacity and Needs Assessment”, by People’s Foundation Maldives (PFM)

¹⁵⁰ UN Common Country Assessment 2007 in EC (2008): EU Election Expert Mission to the Maldives (EEM), Presidential Elections, Final Report, p. 46.

¹⁵¹ Please see also J.C 6.1.

NGOs played an important role for the TA team – for example, by cross-checking political information and receiving feedback on planned activities.¹⁵²

With the commencement of the new government and the introduction of new democratic institutions under the constitution, the configuration of the already narrow NGO landscape linked to good governance has changed. Several NGOs, which had been very engaged since 1996/97 in fostering democracy and human rights in the country, have completely stopped their activities as their leading staff were recruited by the new government to fill key positions in the new regime.¹⁵³ However, there are still a few NGOs whose role is now to observe and comment on the first steps of the new democracy, and to remind people of the objectives announced by the president before the election.¹⁵⁴

The HRCM has established a **Human Rights Network** and most of the above mentioned NGOs are members. UNDP established a partnership with a few NGOs concerned with good governance and which successfully implemented a number of activities within the framework of the two good governance related projects, “Support to the Human Rights Commission of the Maldives” and “Protecting Human Rights and Promoting Access to Justice in the Maldives”.

Interlocutors from NGOs deplored the fact that they have had a lot of difficulties accessing EC funding, as Maldivian NGOs are, in their view, precluded because of high costs.¹⁵⁵ Nevertheless, the EIDHR provided a small amount of funding for the “Awareness Raising for International Human Rights Day in Maldives” project, implemented by Transparency Maldives.¹⁵⁶

During the implementation of the **Empowerment of Women project** (1996-2001), one NGO, the Society for Health Education, was massively supported with funds for the construction of a counselling centre and for paying the salaries of a project assistant, a finance assistant and a trainee counsellor. Members of Island Women Development Committees (WDCs) were trained to improve their capacities to manage the committees and to implement development activities. The training of people in local associations – “Youth Clubs” - in Laamu Atoll was organised in order to manage a Reproductive Health Counselling Centre.¹⁵⁷

Consultations with CSOs were conducted during the Mid-term Review, whereby the European Commission met “some 35 Civil Society Organisations (CSOs), of which one was a federation representing some 50 CBOs (Community-Based Organisations). It found that “despite their embryonic nature, they were clearly eager to engage and were already active in many fields, including environment and drugs”.¹⁵⁸

¹⁵² There have been an important number of common meetings between the Election Commission, Human Rights Commission, EC TA team and the NGO collective and very frequently informal discussions between all these stakeholders. CSO-related issues were also frequently mentioned in the progress reports of the various election support missions. Furthermore, a short assessment of some human rights related NGOs has been presented in the final report of the EU’s Election Expert Mission for the presidential election.

¹⁵³ This is the case, for example, for Hama Jamiyaa, a NGO that was heavily engaged in the past in the field of human rights. Hama Jamiyya has monitored the application of international human rights instruments in the Maldives. It prepared or supported reports on the application of the CEDAW and CRC conventions and the Convention against Torture (CAT). The two founding members are now in positions that no longer permit them to be involved in independent NGO activities. One is prosecutor general, and the other is commissioner in the Judicial Service Commission. A similar evolution has been experienced by the Open Society Association, dedicated to the promotion of human rights, tolerance and democracy. Its founder is now (for the second time) Minister of Foreign Affairs.

¹⁵⁴ Some NGOs, such as the Maldivian Detainee Network (now Maldivian Democratic Network), are still engaged in promoting human rights issues and are campaigning for sustainable modernisation of the judicial sector – for example, by commenting on all related bills, supporting abused detainees, and by pressing for a functional judiciary and the implementation of the penal reform.

Other NGOs, such as Democracy House, have organised discussion forums on the decentralisation reform, women’s participation in society, and social justice. They have also implemented awareness sessions for students in order to enhance their understanding of the new constitution.

¹⁵⁵ One reason that has been suggested is that projects in the Maldives are always more costly than in other countries (for example, in Sri Lanka) because of factors such as the higher transportation budget and other transport-related costs.

¹⁵⁶ The total contract amount was €3000.

¹⁵⁷ Please refer to J.C. 6.4.

¹⁵⁸ Cf. MTR, Annex 5.

Degree of EC support regarding the legal framework and institutional conditions for civil society organisations (Ind. 6.3.1)

The EC has not provided support for the reformulation of the legal and institutional conditions for civil society organisations.

Nevertheless, the new constitution of the Maldives provides that “everyone has the freedom to form associations and societies for economic, social, educational or cultural purposes”. Some 600 civil society organisations are registered in the Maldives. However, many associations are not active, few operate countrywide, and only a small number are engaged in promoting civil and political rights.

Increase in capacity of civil society to contribute to broader policy discussions and choices as expressed by number of people trained, quality assessment of trainings by participants, etc. (Ind. 6.3.2)

- The EC has supported only indirectly civil society organisations to contribute to participating in policy dialogue at national and local levels.
- During the TA for the preparation of the elections, the TA team was in continuous dialogue with various NGOs involved in election preparation activities and regularly provided advice. Interviews with NGO staff confirmed that this support by the TA team was very useful and enhanced their capacity to prepare and implement voter education and polling staff training activities.
- During the implementation of the Empowerment of Women project (1996-2001), one NGO, the Society for Health Education, was massively supported with funds for the construction of a counselling centre and for paying the salaries of a project assistant, a finance assistant and a trainee counsellor. Members of Island Women Development Committees (WDCs) were trained to improve their capacities to manage the committees and to implement development activities. The training of people in local Youth Clubs in Laamu Atoll was organised in order to manage a Reproductive Health Counselling Centre.
- Consultations with CSOs were conducted during the Mid-term Review, whereby the European Commission met about 35 Civil Society Organisations (CSOs), of which one was a federation representing some 50 CBOs (Community-based Organisations). The funds initially foreseen in the MIP 2007-10 to enhance the capacity of civil society in the field of good governance and democratisation (€ 200,000) were shifted after the Mid-term Review to the Combat Drug Abuse Project.
- Staff of Maldivian NGOs have complained of difficulties in them accessing international funding, especially of EC funding. The reasons they listed are the more expensive implementation costs for Maldivian organisations, due to the particular geographical context, which reduces the chances of getting funding in the international competition with other NGOs. Another problem is the small size of the NGOs and the limited time of their members have to engage in fundraising, which is often a full-time job.

Number and quality of EC introduced/promoted dialogue forums between civil society and Government (Ind. 6.3.3)

In March 2009, the EC organised a Mid-term Review Consultation of the Maldives Country Strategy Paper 2007-13.

As part of the MTR exercise, the EC Delegation in Sri Lanka completed a series of consultation meetings with civil society, government departments and agencies, and other development partners (notably the World Bank and UN agencies) during March 2009. Discussions took place during the Maldives Development Forum held in March 2009 and which provided a platform for discussion between GoM and its development partners on key national development objectives and challenges. (cf. MTR)

Moreover, the EC met in Male with about 35 civil Civil Society Organisations (CSOs), of which one was a federation representing with some 50 CBOs (Community-based Organisations). Prior to the consultation, preparatory documentation (CSP 207-13 and MIP 2007-10) was emailed to Maldivian CSOs relevant to the MTR. This documentation included key questions for discussion. The discussion was introduced with a PowerPoint presentation, featuring the current CSP and MIP and the role of the MTR. This was followed by a Q&A session and exchange of views on the relevance of the current CSP, and the potential need for adjustments. The meeting

was very useful. Despite their embryonic nature, the CSOs were clearly eager to engage and were already active in many fields, including environment and drugs. (MTR, Annex 5).

Extent and quality of positive effects of EC institution strengthening efforts confirmed by civil society representatives (Ind. 6.3.4)

The only dialogue forum organised by the EC with participation of NGO staff was during the consultation on the MTR.

Extent and quality of positive effects of EC institution strengthening efforts confirmed by civil society representatives. (Ind. 6.3.5)

See information in indicator 6.3.2.

4.6.4 Progress in empowering the capacity of women (JC 6.4)

Response to the JC:

The Empowerment of Women project was designed by UNFPA in 1995 and presented by the UNFPA Country Director to the EC Delegation in India and DG IB in Brussels for funding.¹⁵⁹ Based on this proposal, the Financing Agreement was prepared and approved without prior EC appraisal and sent to the GoM for endorsement. Contrary to the usual EC procedures, there was no Financing Agreement signed between the EC and the GoM, but only between the EC and UNFPA. Between GoM and EC there is only a letter,¹⁶⁰ endorsing the project, once requested changes had been made.

The overall objective of the project was the empowerment of women in the Maldives by strengthening their active participation in the social and economic life of the country.

Seven immediate objectives were formulated for the project.¹⁶¹

- “Mobilise women as socio-economic activists in selected islands by strengthening the Island Women’s Development Committees’ (IDWCs) ability to organise regular meetings and group activities,
- Increase employment and income generation potential of women in these islands by upgrading their skills through training,
- Promote the enrolment and retention of girls, particularly at secondary and above, by supporting the upgrading of island/atoll schools to secondary level where appropriate and economically justified; provide scholarship to deserving girl students from islands/atolls outside Male and selection of female secondary school teachers for advanced training,
- Reduce maternal mortality and morbidity and improve reproductive health by promoting late age at marriage and child spacing through counselling and the provision of information and services related to family planning in selected islands,
- Facilitate the self-employment of disadvantaged women through the provision of credit in Male and Laamu atolls and by setting up day-care and counselling centres in Male and depending on the feasibility in other islands,
- Strengthen the role and participation of NGOs and GoM-NGO co-operation in carrying out the above activities. SHE, a pioneer NGO, would facilitate involvement of local NGOs in several islands and assist them in strengthening their management and administrative capabilities, so that they become viable and self sustaining institutions, and
- Sensitise key Government officials and NGOs on gender perspectives on important policy issues of the Government of Maldives that affect socioeconomic development with special emphasis on central role of women in the context of population and sustainable development.”

The project implementation structure was complex. The Financing Agreement gave the GoM the overall responsibility for the proper use of the grant provided, but delegated and mandated

¹⁵⁹ The project was prepared by the UNFPA Country Support Team (CST) situated in India, and not by a Maldivian team.

¹⁶⁰ From November 16, 1996.

¹⁶¹ Cf. Financial Agreement.

the financial, administrative and technical responsibilities to UNFPA, which was the executing agency.

Project activities were implemented by three agencies:

- By the Ministry of Education (MoE): school construction and the award of scholarships to girls;
- By the Ministry of Women's Affairs and Social Security (MWASS): income generating training, workshops on gender awareness, mobilisation of women's committee, and the Revolving Fund Loan Scheme for women (RFLS);
- By the Society for Health Education (SHE): for which the project has built a multi-purpose centre in Laamu Fonadhoo and a counselling centre in Male, procured equipment for Laamu Centre and recruited staff; SHE mobilised NGOs through workshops and provided counselling services in family planning, reproductive health and other family problems.

The project activities started in early 1997 with the recruitment of a project team in Male. Despite the high relevance of the project's purpose and the presence of strongly-motivated staff in the country, the project faced from the beginning a number of important implementation constraints due to the following reasons:

- *Inadequate project preparation and design: lack of professional needs assessments and feasibility studies for components; non-respect of ongoing or scheduled development schemes; ministries not adequately involved during the preparation phase.* 162
- *"Incompatibility of UNFPA's and EC's terminology, standards, procedural approaches and financial practices. Inflexibility on both sides led to irritations and the low priority EC-HQ assigned to the project resulted in repeated delays in the release of funds, leading repeatedly to the suspension of project activities."* 163
- *Inadequate staff deployment, guidance and staff management: only a UNV could be recruited as project co-ordinator, and the salary was calculated for 15 months instead of five years; a UNV day-care specialist had been recruited for seven months before the feasibility of the project had been assessed; difficult communication with the UNFPA country director, based in Sri Lanka, for project management and supervision.*
- *Complex project implementation and monitoring structures: during the first years, the monitoring and co-ordination was conducted by two distinct project steering committees as a result of the legacy of misunderstandings in the project's initial phase and the incompatibility of the different rules and regulations of the involved stakeholders.*

Furthermore, there was a lack of clear roles and responsibilities between the implementing, co-ordinating, executing and funding agencies.

Other difficulties were:

- *Underestimation of the geographic extent of the activities, and therefore under-budgeting of monitoring costs. Initially, 15 pilot islands located in numerous atolls were chosen. They were reduced to eight islands in order to reduce transportation costs of monitoring.*
- *Lack of linkage between the various project activities: No synergy could be produced as different activities were conducted on different islands without interlinkage. For example, the scholarship programmes and the income generating activities did not have any relationship with the gender sensitising activities.*
- *Prolonged interruption of implementation due to the repeated breaks in the release of funds affecting the quality of activities. In one case, activities were stopped for more than a year, including staff redeployment and the temporary suspension of scholarships for girls' secondary education.* 164

Despite these unfavourable overall conditions affecting project impact and sustainability, some of the implemented project activities did succeed in producing sustainable results and impacts:

¹⁶² These deficiencies in the project design had been recognised and pointed out by the GoM from the moment it became aware of UNFPA's initiative, but have not been addressed by UNFPA or the EC. The Mid-Term Evaluation stated even that there was "a documented evidence that the GoM had been urged by UNFPA to sign the project agreement despite its reservations about the project concept". (Mid-Term Evaluation, p.3)

¹⁶³ Cf. Final Report, p. 3.

¹⁶⁴ Cf. Final Report, p.9.

- *Revolving Fund Loan Scheme: The RFLS was set up in 1997 under the joint agreement signed between the GoM and the Bank of Maldives. Due to an objection raised by the EC, a revised scheme came into effect only two years later, in July 1999. 165 Fifty-seven loans were sanctioned under RFLS for women in Male, 16 loans to Laamu Atoll, and 25 loans to Addu Atoll. In Male, there was an unmet demand for more loans.*
- *Some of the shortcomings of the activity included: lack of support to beneficiaries for the preparation of a business plan and to improve business management and marketing skills¹⁶⁶; the loan scheme was not sufficiently accessible to poor women, as mostly better-off women with close contacts to the atoll and island administration applied for and received loans from the RFLS; and loan procedures (requiring a loan committee's decision) took too long – especially for borrowers from the atolls. Nevertheless, interviews with stakeholders during the field mission confirmed the view expressed in the mid-term evaluation that the RFLS was one of the most successful project activities with regard to long-term impact and sustainability. An indicator of this success is certainly the setting up by the MWASS of a similar loan scheme (still functioning) to help women increase their economic empowerment.*
- *Scholarships for girls from islands that do not offer education beyond primary level to attend schools in Male and outside Male. The scholarships were managed by the MoE. Altogether, 27 girls received scholarships to attend secondary school. The scholarship criteria were revised to give opportunities to girls financially deserving and also to include representatives of UNFPA on the scholarship committee. This activity generated such an impact that MoE started an improved scheme, thus ensuring its long-term sustainability by means of a revolving fund.¹⁶⁷*
- *Upgrading of primary school in Haa Alifu Atoll to secondary level. The construction of the nine-classroom building in Haa Alifu Atoll cost approximately US\$40,000 less than was originally calculated. Since then, each year an additional 600 children have been able to receive secondary education without the necessity of being sent to Male.*
- *Gender sensitisation of women and orientation training of IWDC officials and island decision makers. Discussions with women and men who have taken part in these workshops showed that the participants became aware of their roles and situation, as well as of women's civil rights and their potential in terms of their own lives – which they had not previously been aware of. ¹⁶⁸ In some cases, there seemed to be a change in attitude towards the role of women by the decision makers as a result of these workshops. For example, some island officials started to recruit women for jobs requiring more qualification, rather than jobs such as cleaning the office. However, to increase and confirm these attitudinal changes, more people from islands would need to attend gender sensitisation training. The training for IWDC has continued to be supported by the MWASS after the end of the project and has been expanded on two more atolls.*
- *Further successful training was organised for magistrates, island chiefs and senior officials of the IWCs, training of MWASS officers, and mobile training equipment was provided to MWASS.*
- *Support to the Society for Health Education (SHE) for increased reproductive health related counselling and IEC-activities. The project supported the ongoing counselling services through SHE, which delivers counselling services on a wide range of health problems relating to such issues as reproductive health, family planning, pregnancy counselling, marital and family issues, and domestic violence. The project paid the salaries of a project assistant and a finance assistant, as well as a trainee counsellor, from August 1997. After the closure of the project, these members of staff continued to work at SHE, paid for through its regular resources. A counselling centre, consisting of three rooms, was funded*

¹⁶⁵ One of the points of discord was the proposed interest rate. The revised scheme charged 12% interest from which 3% was paid back to the borrower at the end of the loan period as seed capital.

¹⁶⁶ During the last implementation year, the project organised a workshop on preparation of business plans and skills development for 30 participants from Thaa, Faafu and Laamu Atoll. The workshop focused on three areas: small business development, management and bank loans, and also addressed gender issues. There was an increased number of loan applications received from the women in Laamu Atoll after the training. (Cf. Final Report, p.10)

¹⁶⁷ Scholarship beneficiaries should repay part of their support funding once they have finished their education and are earning money, thus enabling the next generation of students to benefit from the initial investment.

¹⁶⁸ During the Mid-Term Evaluation of the project.

under the project in order to improve services.¹⁶⁹ At the time of the project, the number of people seeking counselling services increased substantially (555 new clients registered between 1997 and 2000).

Little or **no impact** resulted from the following project activities:

- No day-care centre could be established in Male under the project – despite the clear need for one – as no feasible and sustainable implementation concept could be prepared. Therefore, the UNV day-care specialist appointed in July 1997, and who should have assisted the Ministry of Women's Affairs and Social Security in setting-up the centre, stayed on for seven months.
- Construction of a reproductive health counselling centre in Laamu Atoll without prior elaboration of a sustainable implementation concept. The project concept suggested initially that two local sports associations – "Youth Clubs" – should manage the centre after the termination of EC support. However, no convincing management concept was proposed for how the centre could be run when EC support ended.¹⁷⁰
- The training of master trainers in tailoring and distribution of sewing machines on five islands had a negligible impact as most women knew how to sew and had their own sewing machines. Furthermore, it was already proven in various studies that sewing as a means of income generation was not profitable in the Maldives. It is, therefore, not surprising that master trainers did not show much initiative in organising tailoring courses in their communities.
- Strengthening the Island Women's Committees by training IWC secretaries. The provision of 10-day programmes of training for 10 IWC secretaries was carried out in 1997. The approach had to be changed because "as the participants had been appointed from outside the women committees, they met resentment among the committees for having been appointed from outside, and therefore had an insufficient standing as appointed secretaries in these committees".¹⁷¹

The project ended, as planned and suggested by the Mid-Term Evaluation, on August 31, 2001. At that stage, the total expenditure of the project amounted to US\$752,000. The remaining funds were transferred to the GoM in order to undertake the following activities:

- Continuation of the Girls' Scholarship Scheme (US\$58,000)
- Capacity building of MWASS (US\$39,000)¹⁷²

In July 2003, an amount of US\$139,000 was transferred to the Ministry of Gender, Family Development and Social Security and was used to strengthen the gender management system through the organisation of internal and external training, procurement of equipment (computers, LCD-projector), and the funding of one undergraduate degree per year for the Gender and Development Section.¹⁷³

¹⁶⁹ The NGO SHE has constructed a seven-storey building, three floors of which were designated for reproductive health and family planning counselling services (including a laboratory) and for the NGO's administration. All other floors should be rented out. The EC funding (US\$100,000) has been used for the construction of the counselling centre. The Mid-Term Evaluation questioned the justification of such a large investment, as the same impact could have been achieved with more modest financial input (cf. Mid-Term Evaluation, p.23 and 27). The question is even more pertinent as SHE was headed by the wife of the former Maldivian president and could already count on very substantial resources. (cf. Support to the Republic of the Maldives (n° 2007/140107). Phase 1 – Identification Mission, p. 25).

¹⁷⁰ Unfortunately, the evaluator did not check during her visit to Fonadhoo if the centre stills exists, because – due to the lack of documentation – she was not aware of the existence of this centre....

¹⁷¹ Cf. Mid-Term-Evaluation, p.5.

¹⁷² Cf. Final Report, P. 16.

¹⁷³ Cf. letter of the MGFDDSS to UNFPA on June 26, 2005, and project reports from December 2004 and 2005.

Type of framework conditions enabling/preventing smooth project implementation (Ind. 6.4.1)

With regard to project design: “The project document on which the agreement between the GoM and UNFPA is based lacks consistency, logical cohesion, focus, the identification of roles and responsibilities of the stakeholders as well as an adequate and balanced budget.”¹⁷⁴

The project was the first EU-funded project implemented by UNFPA and encountered a lot of difficulties with the double reporting system, contradictory (or not known) EC and UNFPA procedures, and a complex project implementation structure:

- The whole project was under national execution;
- Three co-ordination agencies – Ministry of Youth, Family, Women, the Ministry of Education, and the Society of Health Education;
- Co-ordination of project – Ministry of Planning;
- Overall financial management and implementation delegated to UNFPA;

The project was the first in the country for EC-UN co-operation, and this was an important learning experience for both sides.

Project management:

Project management was complicated by the incompatibility of UNFPA and EC terminology, standards, procedural approaches and financial practices, which had not been addressed by the two institutions before the commencement of co-operation. Inflexibility on both sides led to irritations, and the low priority EC-HQ assigned to the project resulted in repeated delays in the release of funds, causing repeated suspension of project activities (in one case, for more than a whole year), including staff redeployment and the temporary suspension of scholarships for girls' secondary education. (cf. Mid-term review)

The UNFPA country director (CD) responsible for the management and the supervision of the project is based in Sri Lanka. Effective project management from a neighbouring country is difficult, but need not necessarily impede a project's progress. However, in this specific case, it did. Shorter communication lines and a closer contact with the realities of life in the Maldives could have enabled the CD to guide the project better to meet the needs of the target groups.

Type of achieved results (Ind. 6.4.2)

| Component | Expenditure (in US\$) | | | | | | | Total |
|-----------------------------|-----------------------|---------------|----------------|----------------|----------------|------------|---------------|----------------|
| | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | |
| Infrastructure | 23,932 | 1,588 | 97,105 | 122,619 | 23,645 | 0 | 0 | 268,889 |
| Revolving Fund | 25,000 | 0 | 25,000 | 50,000 | 0 | 0 | 0 | 100,000 |
| Training | 21,479 | 13,540 | 12,556 | 50,198 | 67,363 | 0 | 97,629 | 262,765 |
| Equipment | 8,540 | 0 | -45 | 7,461 | 14,801 | 0 | 0 | 30,757 |
| Survey, Studies and Reviews | 2,532 | 3,125 | 5,429 | 10,031 | 978 | 0 | 0 | 22,095 |
| Operation and Staff | 63,435 | 33,774 | -3,939 | 44,079 | 27,289 | 498 | 0 | 165,136 |
| Total | 144,918 | 52,027 | 136,106 | 284,388 | 134,076 | 498 | 97,629 | 849,642 |

Source: EC (2005): *Empowerment of Women (MDV/96/P01)*, Final Report, p.15

Revolving Fund Loan Scheme:

The Revolving Fund Loan Scheme (RFLS) was set up in 1997 under the joint agreement signed between the Government and the Bank of Maldives. Six loans were dispersed from December 1997 to March 1998, at a time when the European Commission recommended withholding funds until amendments were made to correct the terms in the agreement. Main objections raised by the EC were interest charged on the loan and the deposit of funds in a non-interest bearing account. Hence, the revised agreement came into effect in July 1999. The revised

¹⁷⁴ Mid-term Review

scheme charged 12% interest, and 3% was paid back to the borrower at the end of the loan period as the seed capital. In all, 57 loans were sanctioned under RFLS for women in Male, 16 loans to Laamu Atoll and 25 loans to Addu Atoll. However, there was still a high demand for more loans in Male.

Despite this, the remaining funds in the scheme have been utilised to support capacity building and gender sensitisation training.

Type of produced sustainable impacts (Ind. 6.4.3)

Impact of the project:

- Introduction of methods and approaches for the empowerment of women that have later been replicated for example, scholarships for girls, revolving loan scheme for women;
- Initial training proposed for WDC, which was continued afterwards and expanded: better performing WDCs;
- Well-trained staff of gender department due to postgraduate studies financed by project and capacity building measures within ministry;
- It was the beginning of a slow transformation process within public administration in the approach to gender issues.

4.6.5 Gender and environment issues are taken into consideration by EC good governance programmes (JC 6.5)

Response to the JC:

*The EC was the first donor in the Maldives to implement a comprehensive **project for women empowerment**, which was a major milestone in the path towards the introduction of gender mainstreaming in government policy.¹⁷⁵ In the field of **good governance**, the election support for the presidential and parliamentary polls was the sole activity implemented by the EC. As this support (especially for the presidential election) was provided under very specific time constraints and conditions, the activities did not integrate gender analysis before implementation – for example, with regard to civic education issues, even though it is known that the social environment in the Maldives is characterised by an under-representation of women in political institutions.¹⁷⁶ However, gender issues were regularly addressed in the election TA-mission reports.*

In the MIP 2007-2010, issues relating to gender and environment were addressed through short-context analyses and planned activities in the field of civil society enhancement. In the planning documents for the programme “Support to the Maldives on Good Governance and Democratisation 2007-2010”, gender mainstreaming training for CSOs and the HRCM were foreseen. However, this programme was not implemented.

Women on islands are quite well organised and are often the main actors for environmental issues and social and economic life. Many households are managed by women as men are often working in the tourist resorts, in the fishery industry or abroad. However, the present local governance structures generally do not always allow women to effectively play a part in the local decision-making process. Interviews with WDC representatives in different islands highlighted the problems confronting women when they express their point of view on an island issue, implement activities, or just organise meetings. Our interlocutors claimed, for example, that island officers do not give them rooms for meetings or to prepare project documents, and that women have been asked to go home when they wanted to express their point of view during the IDC meeting., In another island, women have tried to organise the island population to implement a concerted waste management programme, with the co-operation of the health service, but were hindered by the island office. Support to the local elections and the decentralisation process presents a real opportunity to encourage women to be more present in local decision-making institutions. It is also recognised that many empowerment measures are necessary, as women are not accustomed to voicing their opinion in public or performing leadership roles.

¹⁷⁵ Environmental issues have not been addressed in the project documents as environment was not a cross-cutting issue at this time.

¹⁷⁶ For the parliamentary elections, only 21 women had been registered as candidates (4.6 % of all candidates), of which five were elected (which represents 6.5 % of seats in the People’s Majlis).

One WDC representative described this problem thus: “Not many women are empowered to come out and to voice their opinion – but this is necessary if you would like to make a campaign as a candidate. Women might often feel that’s not right, what they feel. A problem is also that women do not believe in other women. It’s necessary to organise workshops and sensitisation broadcasts to enhance self-confidence, self-trust of women. Awareness raising is important – if training is organised, I feel that a majority of women will participate.”¹⁷⁷

Future co-operation in the field of decentralisation and in support to local elections presents an opportunity to enhance the position of women at local level, specifically in relation to participation in decision-making structures.

Level to which gender and environment issues are considered in planning documents (Ind. 6.5.1)

In the field of good governance, the implemented activities have not been based on project planning documents. Gender issues have regularly been mentioned in the TA reports.

In the Action Fiche for the non-implemented project “Support to the Maldives on Good Governance and Democratisation 2007-10”, gender issues have been integrated in the project approach.

Percentage of programmes that actively integrate women and vulnerable groups in their activities (Ind. 6.5.2)

There have not been any activities in the field of good governance that have specifically integrated women and vulnerable groups, apart from the Empowerment of Women Project.

Share of women and vulnerable/minority groups among beneficiaries (Ind. 6.5.3)

The whole population of the Maldives were beneficiaries of the election support, but women have not been addressed specifically either with training for leadership or during the voter education campaign.

¹⁷⁷ Cf. interviews in Fonadhoo.

4.7 TO WHAT EXTENT HAS EC SUPPORT PROVIDED UNDER THE RRM AND TIP AFTER THE TSUNAMI FLEXIBLY RESPONDED TO POST-TSUNAMI REQUIREMENTS FOLLOWING AN APPROACH OF LINKING RELIEF, REHABILITATION AND DEVELOPMENT? (EQ 7)

Response to the EQ (see part 1 of report)

4.7.1 RRM and/or TIP enabled the rebuilding of social structure and community development (JC 7.1)

Response to the JC:

TIP and RRM enabled the EC's implementing partners to satisfactorily contribute to community development and the effective rebuilding of social structures, through community-based participatory rehabilitation & development approaches in conjunction with a decentralisation initiative. This enabled affected communities to successfully take ownership of rehabilitating, developing, and governing their own communities. The applied approaches linked the relief phase appropriately to (national and community based) rehabilitation and development (LRRD) in the Maldives. The EC-funded support comprised the following programmes:

- *Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded). This RRM funded housing reconstruction and repair programme was managed by the UNDP and implemented by the tsunami-affected community in M. Muli Island. The programme comprised the reconstruction of 28 houses and the repair of 106 houses (EC Grant: € 0.9 million).*
- *Tsunami-related Support to the Restoration of Livelihoods in Maldives (referred to as Community Livelihoods Programme and managed by the UNDP). This TIP funded programme focused on the immediate restart of livelihoods on affected atolls, (EC Grant: € 2 million).*
- *Tsunami Safe Island Programme (TSIP) (implemented by the GoM, and managed by the World Bank). This TIP funded programme provided support to the longer-term regional development strategy - 'safe host islands' concept – with a focus on social and environmental infrastructure, capacity building, and strengthening community services (EC Grant: € 14 million).*

The indicators 7.1.1 up to 7.1.6 provide detailed evidence that determined the level of success of the EC-funded programmes and their respective approaches to link the post-tsunami relief efforts effectively to rehabilitation and sustainable development. The response to Judgement Criteria 7.1 is based on the following (consolidated) conclusions that were extracted from the applied indicators:

Rebuilding internal relations through community development assistance

Community assistance through the EC supported projects restored livelihoods and initiated decentralisation for democratic local governance successfully. The applied community-based participatory rehabilitation & development approaches in conjunction with the decentralisation initiative, enabled affected communities to effectively to rebuild their internal relations by taking ownership of rehabilitating, developing, and governing their own communities. The applied participatory approaches linked the relief phase appropriately to community based rehabilitation and development (LRRD). (cf. Ind. 7.1.1)

Improving communities' access to basic infrastructure-, services- and livelihoods

The programmes that addressed housing reconstruction, livelihood recovery, health infrastructure construction, and (some) education reconstruction, have been satisfactorily implemented and provided the anticipated access to basic infrastructure-, services, and livelihoods requirements. However, access to some education and community services, and most waste management facilities, has not been improved because some facilities are not (yet)

operational. Hence, the reconstruction programmes have not (yet) resulted in fully functional communities with access to all basic education and community services. (cf. Ind. 7.1.2)

Building better back

From an engineering viewpoint, EC support contributed successfully to “building back better” by applying the improved safety and quality standards. From Social Structure and Community Development perspectives, the EC support contributed effectively to restore & revitalise male and female livelihoods, empower communities in administrative decentralisation, and provide small grants programmes for community proposals. However, some programme objectives were not achieved or not yet realised, and require more efforts and input to build better back (cf. Ind. 7.1.2 and Ind. 7.1.3)

Avoiding or reversing patterns of social exclusion in affected areas

The implemented (EC-funded) reconstruction and livelihood components followed the Safe Host Island strategy of the government. This strategy contributed satisfactorily and effectively to rebuild social structures, avoid patterns of social exclusion in affected areas, and develop communities by providing people of secluded islands an opportunity to (voluntarily) relocate to Safe Host Islands. This ensured equal access to better and improved social services, infrastructure, development, and disaster preparedness, which subsequently linked the relief to rehabilitation and development in the Maldives. (cf. Ind. 7.1.4)

Evolving relationships and development between aid agencies and communities

The relationships and development co-operation between the EC-funded aid agency (UNDP) and local communities evolved successfully since the initial emergency response. All UNDP programmes under the RRM and TIP support followed a community-based participatory approach, which enabled affected communities to address their needs and take full ownership of the Tsunami Recovery & Livelihoods Project and Housing Reconstruction Programme. UNDP played its facilitating role very well by utilising the co-operation potential of the communities to link relief to rehabilitation and development processes through community empowerment. (cf. Ind. 7.1.5)

Adjusting EC-funded support to identified mid- to long-term needs of communities

The EC support (TIP and RRM) project activities have been implemented through a decentralised participatory approach involving community consultations and local island-based CBOs and NGOs. According to these participatory approaches (which helped to rebuild the social structure), and technical recommendations from the EC Mid-term Review (Dec. 2007), demand driven project adjustments were flexibly incorporated to adequately address the medium- and long-term needs for community development (linking rehabilitation to development). (cf. Ind. 7.1.6)

Level to which the tsunami-affected communities have rebuilt their internal relations as compared to pre-tsunami situation and role of community development assistance in the process (Ind. 7.1.1)

EC supported (UNDP) project restored livelihoods and developed communities effectively. This project was implemented through a decentralised participatory approach involving community consultations and island-based CBOs and NGOs. Direct support was also provided to the initiative on decentralisation in the Maldives for democratic local governance. Participatory community development approaches in conjunction with the decentralisation initiative, enabled affected communities to rebuild their internal relations by taking ownership of rehabilitation, development, and governance. The vital evidence that tsunami-affected communities rebuilt their internal relations successfully as compared to pre-tsunami, is the affirmation and positive feedback from the interviewed communities (refer also to indicator 7.3.4 for further elaboration).

The EC supported (UNDP) project was implemented in close co-operation with the Government of Maldives including the Department of External Resources, Ministry of Atolls Development; Ministry of Finance and Treasury; Ministry of Environment, Energy & Water; Ministry of Construction & Public Infrastructure; Ministry of Fisheries, Agriculture & Marine Resources; Ministry of Gender & Family Development.

Compared to the pre-tsunami situation, the communal interests of affected communities to recover from the disaster have been a strong binding factor upon which internal relations were rebuilt. The first sign in this respect was demonstrated by affected communities who showed a strong spirit of unity and support for each other during the disaster by taking in the homeless, clearing the debris, and providing solace and comfort. In recognition of the aforementioned and in remembrance of those who lost their lives, the Government marked 26 December as Unity Day.

Degree to which housing and reconstruction programmes resulted in functional communities with access to basic infrastructure-, services- and livelihood requirements (Ind. 7.1.2)

The programmes that addressed housing reconstruction, livelihood recovery, health infrastructure construction, and (some) education reconstruction, have been successfully implemented. However, the access to some education and community services, and most waste management facilities, has not been improved because some facilities are not operational yet. Hence, the reconstruction programmes have not (yet) resulted in fully functional communities with access to all basic education and community services.

With exception of the RRM funded housing reconstruction programme of the UNDP, some planned results of the TIP are not achieved or not (yet) realised due to limited input and consideration of establishing “policies & procedures” to use and manage the infrastructure facilities, as well as the financial feasibility to realise all planned TIP activities in a sustainable fashion. As a result, some constructed infrastructure facilities for education and community services are still not operational. Furthermore, the programme intentions to establish a sustainable regional waste management system in the South Ari Atoll region have failed. The programmes that addressed the livelihoods requirements achieved (modest but) satisfactory results, with exception of the realised a fish-market in Kudahuvadhoo which is unused. In general, the TIP budget limitations versus well intended (but over-ambitious) objectives have ultimately resulted in a fragmented allocation of EC funding with modest impacts. Further elaboration and evidence are presented in indicators 7.1.3, 7.1.4, 7.2.2, 7.2.4 and all indicators under judgement criteria 2.1.

Extent to which EC support has contributed to “building back better” (Ind. 7.1.3)

From a technical engineering viewpoint, the EC support (TIP) contributed successfully to “building back better” by applying the improved safety and quality standards in the Maldives. From Social Structure and Community Development perspectives, the EC support (TIP) contributed effectively to restore & revitalise male and female livelihoods, empower communities in administrative decentralisation, and provide small grants programmes for community proposals. However, some programme objectives were not achieved or not yet realised, and require more efforts and input to build better back (we refer to the communities’ access to basic infrastructure mentioned in indicator 7.1.2).

The EC’s tsunami-related support programme¹⁷⁸ contributed to “Building Back Better”, by applying the following measures and standards to ensure a safer & improved quality of construction works in the Maldives:

- Improved standards for construction works (and British “earthquake resilient” standards)
- River sand was imported to avoid the use of coral sand for concrete mixture
- Avoiding the use of saline water
- Cube testing was performed to ensure the strength of casted concrete
- Site supervision for quality control
- Safe Host Island Strategy (Resilient Island Strategy)
- Community consultations

¹⁷⁸ ALA EC (TIP) Tsunami Support to Safe Islands – Regional Development *Support to the longer-term regional development strategy - ‘safe islands’ concept – with a focus on environmental infrastructure, income generating activities and strengthening community services (including education and health) € 14 million (WB).*

From Community Development and Social Structures' perspectives, the abovementioned programme attempted to contribute to "Building Better Back" by providing:

- 1 Hospital extension constructed, but additional requirements were identified.
- (*Location: Dh. Kudahuvadho island*)
- 1 Vocational training centre constructed, but training equipment has not been delivered yet.
- (*Location: Dh. Kudahuvadho island*)
- 2 Residential learning centres constructed, but not yet operational.
- (*Locations: Dh. Kudahuvadho and L. Gan islands*)
- 3 School extensions constructed, but 1 school in M. Muli has additional requirements.
- (*Locations: Dh. Kudahuvadho, L. Gan and M. Muli islands*)
- 1 Multipurpose building constructed, but not yet operational.
- (*Locations: Dh. Kudahuvadho island*)
- 15 Island waste management facilities constructed, but not successful.
- 1 Regional waste management facility not constructed, due to TIP budget limitations.

Some constructed infrastructure facilities for education and community services are still not functioning or not yet operational due to (i) lacking "policies & procedures" to use and manage the infrastructure facilities, (ii) missing equipment, or (ii) an incorrect assessment of the financial feasibility to realise all TIP activities in a sustainable fashion. The details of each facility are presented in indicator 7.2.4.

The EC support to the UNDP's "Post-Tsunami Community-Led Livelihoods Restoration Programme"¹⁷⁹ contributed to "Building Better back" by restoring livelihoods and food security on the worst affected islands, selected in consultation with Government of Maldives. The project assistance incorporated a broad spectrum of activities (listed in indicator 7.1.4, under the UNDP Community Livelihoods Programme, with the results detailed in Judgment Criteria 2.1).

Level to which reconstruction accounted for attempts to avoid or reverse patterns of social exclusion in the affected areas (Ind. 7.1.4)

The reconstruction (and livelihood) components implemented under the TIP followed the Safe Host Island strategy of the government. This strategy contributed effectively to rebuild social structures, avoid patterns of social exclusion in affected areas, and develop communities by providing people of secluded islands in the Maldives an opportunity to (voluntarily) relocate to Safe Host Islands, thus to access better and improved social services, infrastructure, development, a better protection against natural hazards (e.g. rising sea level, tidal waves, etc.).

Safe Host Island Strategy (Resilient Island Strategy)

The "Safe Host Islands Strategy" of the (former) Government aimed to address the pre-tsunami deficiencies in basic services. The Government's prioritised, in its reconstruction and development planning, the concentration of the population on fewer islands to provide better health services and community services, and improve education, waste management systems, and disaster preparedness. According to this strategy, seven target islands were selected on grounds of their development potential. This strategy also provides the people of the more secluded islands in the Maldives with the opportunity to (voluntarily) relocate to Safe Host Island, thus having access to better and improved social services, infrastructure, development, and a better protection against natural hazards.

The reconstruction efforts of the € 14 million EC Tsunami Related Support Programme (under the TIP) contributed to this strategy by attempting to reconstruct facilities to enhance social and basic services of three (out of seven) selected "Safe Host" target islands. The facilities and their respective locations are presented in indicator 7.1.3.

The education component in the newly constructed vocational training- and residential learning centres will have direct positive effects on youth (boys and girls). The vocational training centres

¹⁷⁹ ALA EC (TIP) Tsunami-Related Support to Restoration of Livelihoods in Maldives

Short-term programme focusing on immediate restarting of livelihoods on affected atolls, including the Muli 'Safe/Focus island' € 2 million (UNDP).

offer an alternative option (non-academically) for skills training related to employment opportunities in the atoll context. The residential learning centres (RLC) constructed in Dh. Kudahuvadhoo and L. Gan counteract the social exclusion of youth, by contributing to reduce the current reluctance of island families to send children (particularly girls) away for secondary education based on impersonal accommodation in a hostel context elsewhere. The model proposes equal numbers of boys and girls being accommodated in a familiar context within the RLC.

Tsunami Recovery – UNDP Community Livelihoods Programme (TIP funded)

Further attempts to avoid or reverse patterns of social exclusion in the affected areas were embedded in the EC-funded UNDP's extensive pre-tsunami Livelihoods Programme (€ 2 million). The project objective was to restore livelihoods and food security on the worst affected islands through a broad spectrum of activities, which attempted to achieve the following six results:

- 1) Livelihoods and food security in fishery sector has been restored and revitalised
- 2) Livelihoods of agricultural communities on selected islands restored
- 3) Waste managed in an environmentally friendly manner by selected island communities
- 4) Selected communities empowered in administrative decentralisation
- 5) Livelihoods of 626 women restored
- 6) Establishment of a small grants programme to fund community proposals

Tsunami Indicative Programme (TIP)

The EC-funded (TIP) UNDP project activities took place in a total of 24 islands. To ensure a participatory approach and avoid social exclusion, project activities were designed and implemented in partnerships with island-based community-based organisations (including the Island Development Committees and Island Women's Development Committees), and tsunami-affected communities who addressed their specific needs and requirements.

The project's further attempts to avoid patterns of social exclusion (in a gender context) encompassed the promotion of gender equality in various manners. The EC-funded UNDP project responded to the demands from the community in collaboration with the Ministry of Gender to address the livelihoods of women that were affected which resulted in equal visibility given to sectors that men and women dominate. The women's livelihood project was implemented through the Island Women's Development Committees (IWDC), which ensured their equal participation in the tsunami recovery process. The IWDCs were also involved in community consultations of all the livelihood project activities.

Level to which relationships and potential development co-operation among aid agencies and local communities evolved since the initial response (Ind. 7.1.5)

The relationships and development co-operation between the implementing aid agency (UNDP) and local communities evolved successfully since the initial emergency response. The UNDP programmes under the RRM and TIP support followed a community-based participatory approach, which enabled affected communities to address their needs and take full ownership of the Tsunami Recovery & Livelihoods Project and Housing Reconstruction Programme. The UNDP played its facilitating role well by utilising the co-operation potential of the communities through community empowerment.

Tsunami Recovery – UNDP Community Livelihoods Programme (TIP funded)

The EU contribution supported a wide range of activities implemented through the UNDP Community Livelihoods Programme. Immediate needs of the communities to restore their livelihoods in agriculture, fisheries, home-based activities were met through replacement of tools and other inputs (with cash grants) to restart their income generation. Livelihoods of these affected communities have been further strengthened by introducing better techniques of production, value-addition methods, establishment of productive infrastructure and the facilitation of partnerships and networks.

In agriculture, extension methodologies resulted in improved production and food security of 14 target communities, while access to better quality fish and fish products increased through community fish markets and hygienic fish handling and processing training on 5 fisheries is-

lands. Home-based workers of 13 islands (especially women) received assistance to compensate losses and received skills trainings that strengthened women's livelihood activities on 15 islands. Income generation activities from alternative sources (e.g. handicrafts) were explored and provided opportunities for communities to the tourism sector. A small grants programme strengthened the role of island-based NGOs in the tsunami recovery process while reviving livelihood activities and community infrastructure on affected islands.

The participatory approach used during the project implementation involved mobilisation of 60 communities in identifying their needs, designing and implementing recovery activities. It improved the role and status of island-based NGOs and CBOs and their capacity has been strengthened through training and experience gained during the project implementation. These organisations continue to contribute to the development in the Maldives and use this experience while working with the government and other international organisations.

UNDP post tsunami-led reconstruction and rehabilitation in the Maldives (RRM funded)

In the UNDP housing reconstruction programme, the tsunami-affected households opted overwhelmingly to rebuild their homes themselves (through a cash-grant mechanism). Through this opted choice and reliant on community consensus, the relationships between the community in Muli and UNDP evolved successfully, and ensured excellent co-operation throughout the programme. The UNDP's close co-ordination with the NDMC ensured that the "Cash Grant Mechanism Model" was shared with other agencies and the GoM. As a result, the GoM changed its policy by adopting the UNDP model (cash grant mechanism) as its national policy on housing reconstruction support. This spinoff generated closer relationships and a better mode of development collaboration between tsunami-affected communities and facilitating agencies (UNDP and GoM).

Flexibility of adjustment of (ad-hoc) RRM and/or TIP support to identified medium- and long-term needs of affected communities (Ind. 7.1.6)

The EC support (TIP and RRM) project activities have been implemented through a decentralised participatory approach involving community consultations and local island-based CBOs and NGOs. According to these participatory approaches (which helped to rebuild the social structure), and technical recommendations from the EC Mid-term Review (Dec. 2007), demand driven project adjustments were flexibly incorporated to adequately address the medium- and long-term needs for community development.

EC project approaches

In its response to the tsunami, the EC changed its approach from individual projects to multi-donor projects (TIP), which has to be seen in tsunami context that required a quick response. To ensure an appropriate information flow (e.g. enhanced co-ordination, visibility, and transparency), the International Donor Conference in January agreed to pool tsunami-related funds and channel them through trust-funds established by the countries with WB assistance to finance reconstruction activities, based on the jointly conducted national needs assessments.

UNDP post tsunami-led reconstruction and rehabilitation in the Maldives (RRM funded)

During the implementation of the UNDP housing reconstruction programme, flexible adjustments were made according to the identified reconstruction needs of affected people & communities. The adjustments are elaborated in indicator 7.1.5.

Tsunami Recovery – UNDP Community Livelihoods Programme (TIP funded)

Adjustments under the € 2 million Tsunami-Related Support to Restoration of Livelihoods in Maldives (UNDP) originated from consultations with communities, CBOs, local NGOs, and island authorities, on the development of sustainable waste management plans to resolve health and environment issues related to a lack of systematic island waste collection and disposal. Other adjustments (related to livelihood activities) facilitated links between production centres and markets, strengthened monitoring systems for the projects, and facilitated ways to ensure the sustainability of projects. The latter involved needs based training programmes for individuals and organisations.

Tsunami Support to Safe Islands – WB managed Tsunami Safe Island Programme (TIP funded)

Under the € 14 million ALA EC (TIP) Tsunami Support to Safe Islands – the WB managed “Tsunami Safe Island Programme” (TSIP), which among others encompassed support to strengthening community services (including education and health); minor adjustments were suggested according to recommendations arising from the EC Mid-term review. The recommended adjustments comprised to exclude the designed septic tank systems (for health reasons) and connect the facilities’ sewerages to newly installed sewer collection networks, provided by the IFRC. It was assumed the septic tanks were insufficient due to a too short retention time of septic water. Other adjustments were recommended to ensure that all groundwater-connected facilities were covered to avoid contamination.

4.7.2 RRM and/or TIP capacitated state and civil society to reassume their roles and utilise the tsunami created window-of-opportunity for development, disaster risk reduction, and climate change (JC 7.2)

Response to the JC:

Institutional development and co-ordination mechanisms (TIP)

TIP enabled state and civil society largely to regain their roles and responsibilities and utilise the tsunami created window of opportunity for development, disaster risk reduction, and sea level rise as a result of climate change. The European Commission supported this nationwide process by endorsing the establishment of the following mechanisms and long-term capacity building components:

1. *Development & restructuring of the Public Accounting System (PAS).*
2. *Co-ordination of EC’s funds channelled through the EC-WB trust fund by the designated External Resources Management Division of the Ministry of Finance and Treasury.*
3. *Establishment of a National Disaster Management Centre, which was chaired by the Minister of Finance to oversee, co-ordinate, and link emergency relief activities with subsequent rehabilitation and development efforts.*
4. *Establishment of a Project Steering Committee for the EC and WB funded programmes.*

The GoM established the Tsunami Relief and Rehabilitation Fund (TRRF) under the aegis of the Ministry of Finance and Treasury, by way of presidential decree on January 9, 2005. The TRRF was created to channel locally and internationally received resources to expenditures for relief, reconstruction, and management activities. The role of the EC’s endorsement to establish the TRRF should not be underestimated. The TIP stated that the establishment of a “World Bank managed” trust fund would be a pre-condition to channel the € 14 million EC grant to the government’s Tsunami Support Safe Islands & Regional Development. The government’s compliance with this precondition contributed to enable the state to reassume their roles and responsibilities and utilise the tsunami created EC support as a window of opportunity for development, disaster risk reduction, and climate change.

Planning and implementation of capacity building measures (TIP and RRM)

The state actors’ participation and ownership of capacity building efforts during the planning and implementation phase is evident, since the existing “Safe Host Island Strategy” of the (former) government guided the RRM and TIP support, as well supporting the establishment of flanking, but not less important, capacity building measures (refer to point 1 to 4 above) that enabled the state actors’ to reassume their roles of leadership and co-ordination. However, the TRRF was established before the restructuring of the PAS, therefore it has not supported the financial management of the established Trust Fund in the way it was foreseen in the TIP. Despite the unrealised support to the PAS to manage the TRRF, the restructuring of the PAS is considered and acknowledged as an excellent mid- to long-term development and capacity building measure of the government.

Under the EC funded (RRM) housing reconstruction programme¹⁸⁰ in Muli, a cash grant mechanism was developed to enable tsunami-affected households to rebuild their homes themselves. The UNDP’s close co-ordination with the NDMC ensured that the Cash Grant Mechanism Model was shared with the GoM (among others). Subsequently, the GoM adopted

¹⁸⁰ UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

the UNDP model (cash grant mechanism) as its national policy on housing reconstruction support. This has ultimately enabled the GoM to regain their control and capacity to lead the nationwide housing reconstruction process (funded by GoM).

As a result, RRM and TIP supported the state actors to pursue with the implementation of the (former) “Safe Host Island Strategy”, as well supporting the establishment of effective flanking, but not less important, capacity building measures (e.g. co-ordination bodies, public accounting system, etc.) that enabled the state actors’ to reassume their roles of leadership and co-ordination.

Addressing of pre-tsunami deficiencies (TIP)

Within the budget limitations of the TIP, the government utilised the opportunity of the EC Tsunami Related Support Programme to focus on pre-tsunami deficiencies in basic services, the Government prioritised in its reconstruction and development planning the concentration of the population on fewer islands. This priority aimed at creating conditions for a better provision of (a) Health Services, (b) Community Services, (c) improved Education, and (d) Waste Management Systems. Aside from the provision of better services, the government also prioritised the improvement disaster preparedness and action against the raising sea level due to climatic changes. The government’s prioritised “Safe Host Islands Strategy” addressed both the provision of better services and the improvement of disaster preparedness. According to this strategy seven target islands were selected on grounds of their development potential. Out of these islands, the three selected target islands for the EC Tsunami Related Support Programme are L. Gan, M. Muli, and Dh. Kudahuvadho. The reconstruction efforts and results¹⁸¹ of the EC Tsunami Related Support Programme are presented here:

I. Hospital extension in Dh. Kudahuvadho island

Construction works were successfully completed and of good quality. Although the hospital extension is operational and used, more efforts will be required by the MoH to fully utilise the hospital’s operation theatre and improve the provision of additionally required health services in the Dhaalu Atoll.

II. Vocational training centre in Dh. Kudahuvadho island

Construction works were successfully completed and of good quality. The vocational training centre is only partly operational because some equipment has not been provided yet. The latter will be subject to the actions of the MoE in Male.

III. Residential learning centres in Dh. Kudahuvadho

Construction works were successfully completed and of high quality. Few finishing works are recommended to prevent the facility from being damaged and its users from accidents. The island governance and school management still awaits the government’s (MoE) policies and procedures to use and manage the residential learning centres. Furthermore, some equipment has not been provided yet. The efforts and actions of the MoE in Male are required to use and manage the facility.

IV. Residential learning centres in L. Gan island

Construction works are nearly completed and require the efforts and actions of the contractor before the MoE will accept the facility. The island governance and school management still awaits the government’s (MoE) policies and procedures to use and manage the residential learning centres. Furthermore, some equipment has not been provided yet. The efforts and actions of the MoE in Male are required to use and manage the facility.

V. School extensions (3), in Dh. Kudahuvadho L. Gan islands, and M. Muli

Construction works were successfully completed and of good quality. The schools are operational and function well. The increased capacity of school in Muli has paved the way for more outer-island students to enrol in the school. The latter will also require better transportation means to the island or the construction of a residential learning centre to accommodate outer-island students. Furthermore, the need for a vocational training centre has been identified, to ensure all students will have access to education according to their capacities and interests. The efforts and actions of the MoE in Male are required to further develop the education services in the Meemu Atoll, in accordance with the government objectives that were incorporated in the TIP

VI. Multipurpose building, in Dh. Kudahuvadho island

¹⁸¹ Refer to indicator 7.2.4 in volume 2 for the more detailed overview of results

Construction works were successfully completed and of high quality. To date, the facility has been used on few occasions only. The island administration still awaits the government's (MoE) policies and procedures to use and manage the residential learning centres. Furthermore, some equipment has not been provided yet. The efforts and actions of the GoM in Male are required to use and manage the facility.

VII. Island waste management facilities

The construction of 15 Island Waste Management Centres (IWMC) has been accomplished, but proved not sufficient and sustainable. The equipment to crush bottles, compact tin cans, and shred plastic bottles has not (yet) been distributed to the Island Waste Management Centres. Considering this situation, it is strongly recommend to earmark the € 2.7 million EC contribution (in whole or partly) of the Climate Change Programme under the MIP 2007-2010, in order to rectify the waste management component in the South Ari Atoll. The actions and efforts of both the EC and the GoM are urgently required in this respect.

VIII. Regional waste management facility

The initially planned regional waste management system has not been realised (due to the lack of funding), as a result the IWMC are (in almost all cases) not used or abandoned. It can be concluded that the financial feasibility to realise a regional waste management centre has been overlooked in the planning phase of the programme, and that "policies and procedures to use and manage the facilities" has not been considered in an effective and efficient fashion (refer to point VII for recommendations).

Despite the government's focus and efforts to address the pre-tsunami deficiencies in basic services, some expected results of the TIP are not achieved or not (yet) realised due to (a) the lack of established of "policies & procedures" to use and manage the infrastructure facilities, (b) inadequate consideration of the financial feasibility to realise all planned TIP activities in a sustainable fashion, and (c) limited evaluation of TIP results versus the (altered) longer-term development requirements at the island level. As a result, many of the constructed infrastructure facilities for education and community services are still not operational, and programme intentions to establish a sustainable regional waste management system in the South Ari Atoll region have failed. Conclusively, the TIP budget limitations versus well intended (but over-ambitious) objectives have ultimately resulted in a fragmented allocation of EC funding with modest results.

Available implementation capacity and timeframe (RRM and TIP)

During the implementation of the EC support programmes under TIP and RRM, delays have been inevitable when we consider the post-tsunami reconstruction boom in the Maldives versus the locally available materials, construction labours, engineers, and contractors (many contractors, labours, engineers, equipment and materials had to be imported). There are no indicators that the planning of reconstruction support foresaw and incorporated the availability of human resources and institutional constraints in the Maldives. It has to be emphasised that the tsunami has been a major cross-border disaster which stressed the demand of labours, contractors, engineers, and suppliers in the region to its maximum, which subsequently affected the timeframe of all construction endeavours. Therefore, it was not feasible to take into account the regional, national, and local shortages of resources in the planning and implementation of the construction works after the tsunami. Conclusively, the results of the RRM and TIP support should be balanced with the contextual constraints (capacities, timeframe, geography and logistics).

Disaster Risk Reduction and Climate Change measures (TIP)

In its response to the tsunami, the Government reinforced the already existing priority in its overall development planning towards concentration of the population on fewer islands, not only to create conditions for better service provision but also to create improved disaster preparedness and counteract the threat against the Maldives from an anticipated raising sea level due to climatic changes. As a result, the "Safe Host Islands Strategy" was developed, to reinforce seven islands in terms of disaster preparedness (and service provision). The islands were selected according to their development potential (e.g. natural places where people are already concentrated due to size, infrastructure, the possibility of reclaiming land, and building sea wall defences). The "Safe Host Islands Strategy" (presently referred to as "Resilient Islands") clearly gained the receptiveness of a wider audience after the devastating effects of the tsunami. Consequently, the RRM and TIP capacitated the GoM to utilise the post-tsunami momentum to pursue with their "Safe Host Island Strategy" agenda. As a result, the TIP contributed to national

policies and government initiatives that focused on (i) mid-term to long-term sustainability and resilience to climate change, (ii) protection to natural and environmental hazards through disaster risk reduction, (iii) restoring livelihoods, and (iv) strengthening the growth of development in the Maldives. In accordance with the Safe Host Island Strategy, the government facilitated the relocation of homeless and tsunami affected population of at least 19 islands¹⁸². To the islands that were selected for the TIP and RRM support, some 2218 people¹⁸³ were relocated and received permanent housing from both the government & UNDP (partly funded through RRM support).

To date, Disaster Risk reduction and Climate Change have not faded from the agenda of the GoM. With the arrival of the new government, the National Disaster Management Centre (the national relief & recovery co-ordination body after the tsunami) has been institutionalised under the Ministry for Housing, Transport and Environment, with its Minister as Chief Co-ordinator of the NDMC. With support from the United Nations International Strategy for Disaster Risk Reduction (UN-ISDR), the NDMC continues to address Disaster Risk Reduction and Climate Change in the Maldives, as well as the development of a national contingency plan (outlook) to be adequately prepared to respond to the effects of emergencies and disasters. Climate Change has become one (of the three) priority area(s) of the new GoM. With € 3.8 million from the Global Climate Change Alliance (GCCA) and € 2.7 million from the MIP 2007-2010, the government will in total receive € 6.5 million to support (i) policy advice and (ii) Climate change / waste management.

Facilitating role of implementing agencies (RRM and TIP)

The relationships and development co-operation between the implementing aid agency (UNDP) and local communities evolved and transformed successfully since the initial emergency response. The UNDP programmes (under the RRM and TIP) followed a community-based participatory approach, which enabled affected communities to take ownership of the UNDP Tsunami Recovery & Livelihoods Project. In this respect, the UNDP played a highly appreciated facilitating role that empowered affected communities to address their needs and engage in reconstruction and community and livelihood development, to a much higher degree than before the tsunami.

Level of which RRM and/or TIP enabled state and civil society institutions to regain their capacity to lead recovery, development and disaster risk reduction (Ind. 7.2.1)

The capacity building measures achieved under the TIP-funded TSIP comprised; (I) the establishment of co-ordination bodies, (II) the establishment of a Trust Fund to channel funds for recovery, development, and disaster risk reduction, and (III) the restructuring of the Public Accounting System to support the Trust Fund management. Conclusively, the TIP and RRM contributed largely to regain the state actors' capacities to lead and co-ordinate the nationwide recovery, development, and disaster risk reduction responsibilities.

Tsunami Indicative Programme (TIP)

The EC support effectively enabled the state actors to resume their leading roles by establishing the following mechanisms under the TIP-funded Tsunami Safe Island Programme:

- Establishment of a Trust Fund (in collaboration with the World Bank), to be used for rehabilitation of social infrastructure, restarting of livelihood, and rebuild physical infrastructure.
- Development & restructuring of the Public Accounting System (PAS) to:
 - ⇒ Enhance the legal framework
 - ⇒ Develop and implement accounting standards, policies and operating instructions
 - ⇒ Develop and implement the new system across the MoF, line ministries, atolls and islands
 - ⇒ Conduct training for staff involved in the use, operation and maintenance of the system

¹⁸² The "Safe Host Island Strategy" never elaborated a target population to relocate to safer islands.

¹⁸³ The increase of population on the three selected islands as a result of voluntary migration is elaborated in indicator 2.2.2 (under judgement criteria 2.2).

- Co-ordination of EC's funds channelled through the EC-WB trust fund by the designated "External Resources Management Division of the Ministry of Finance" (MoFT).
- Establishment of a National Disaster Management Centre (NDMC), which was chaired by the Minister of Finance to oversee, co-ordinate, and link emergency relief activities with subsequent rehabilitation and development efforts.
- Establishment of a Project Steering Committee for the EC and WB funded programmes.

UNDP post tsunami-led reconstruction and rehabilitation in the Maldives (RRM funded)

The GoM adopted the UNDP model (cash grant mechanism) as its national policy on housing reconstruction support. This has ultimately enabled the GoM to regain their control and capacity to lead the nationwide housing reconstruction process.

Level to which aid agencies transformed their roles from that of implementer to one of support and facilitation (Ind. 7.2.2)

The relationships and development co-operation between the implementing aid agency (UNDP) and local communities evolved and transformed successfully since the initial emergency response. The EC-funded UNDP programme followed a community-based participatory approach, which enabled affected communities to take ownership of both the UNDP Community Livelihood Programme (TIP-funded) and the (RRM-funded) housing reconstruction programme of the UNDP (in Muli). In this respect, the UNDP played a facilitating role that empowered the affected communities to address their needs and engage reconstruction and in community and livelihood development, to a much higher degree than before the tsunami.

Tsunami Recovery – UNDP Community Livelihoods Programme (TIP funded)

Through participatory approaches, the UNDP mobilised and involved 60 communities in needs assessments, programme design, training, and the implementation of recovery activities. This process enabled the UNDP to successfully transfer the programme responsibilities and ownership to island-based NGOs, CBOs, and individuals. By facilitating this process, the roles and status of island-based entities have been transformed and strengthened, in accordance with appropriate participator practices that linked the relief efforts effectively to recovery and development processes (LRRD).

UNDP post tsunami-led reconstruction and rehabilitation in the Maldives (RRM funded)

The engagement of disaster affected communities in the reconstruction process was achieved through 'community consultation and planning processes'. During these sessions, the tsunami-affected households opted to rebuild their homes themselves. This enabled the UNDP (and GoM) to become facilitators and the beneficiaries the implementers of the nationwide housing reconstruction and rehabilitation process (refer to indicator 7.1.5 for more details).

Level to which the planning of (infrastructure) reconstruction support identified and incorporated available human resources and institutional constraints (Ind. 7.2.3)

There is no evidence that the planning of reconstruction support incorporated the availability of human resources and institutional constraints in the Maldives.

However, it must be emphasised that the tsunami has been a major cross-border disaster that stressed the demand of labours, contractors, engineers, and suppliers in the region to its maximum. These constraints affected all reconstruction endeavours negatively, not only in the Maldives, but in all tsunami affected regions. Therefore, it remains complicated (and almost impossible) to effectively anticipate such force majeure delays in the planning of construction works (contracting authorities acknowledged the delays as force majeure). Conclusively, the results of the RRM and TIP support should be balanced with the contextual constraints (capacities, timeframe, geography and logistics in view of the regional reconstruction demands).

Delays have been inevitable when we consider the post-tsunami reconstruction boom in the Maldives versus the locally available materials, construction labours, engineers, and contractors (many contractors, labours, engineers, equipment and materials had to be imported).

In general, the complexity of construction procurement processes in conjunction with the limited availability of local suppliers hindered speedy commencement and progress of project activities. This resulted in many delays in the procurement of works and services. Furthermore, delays occurred with a high frequency due to shortages of materials and by shortages of workers and engineers. Projects also encountered delays due to prolonged community consultations to develop specific project proposals and agreements for each island to support project activities. Bidding processes were frequently delayed as not enough bids were received to conduct comparative bid analyses (tender evaluations) since contractors showed limited interest in the scale of construction works. The post-tsunami construction boom also resulted in rapidly increasing cost of construction materials and a constant shortage of materials on the market (national and international).

Level to which reconstruction effort addressed pre-tsunami deficiencies in basic services (Ind. 7.2.4)

Within (TIP) budget limitations, the government utilised the EC-support for their Tsunami Safe Island Programme to address pre-tsunami deficiencies in the basic services of (i) health, (ii) education, (iii) community, and (iv) waste management. From the seven selected “Safe Host Islands”, the islands L. Gan, M. Muli, and Dh. Kudahuvadhoo, were selected for the reconstruction of the basic services facilities. The results of addressing the pre-tsunami deficiencies in the provision of basic services in terms of construction volume are modest but of good quality. A summary is presented below with all specific details further below.

1) Hospital extension in Dh. Kudahuvadhoo island

The hospital extension is operational but more efforts will be required to fully utilise the operation theatre and improve the (additionally) required health services in the Dhaalu Atoll.

2) Vocational training centre in Dh. Kudahuvadhoo island

The vocational training centre is only partly operational because some equipment has not been provided yet.

3) Residential learning centres in Dh. Kudahuvadhoo

Few finishing works are recommended to prevent damages and accidents. Policies and procedures for usage and management, and some equipment have not been provided yet.

4) Residential learning centres in L. Gan island

Construction works are nearly completed. Policies and procedures for usage and management, and some equipment have not been provided yet.

5) School extensions in Dh. Kudahuvadhoo, L. Gan islands, and M. Muli

The schools are operational and function well, but more needs have been identified (in M. Muli) to further develop the education services in the Meemu Atoll.

6) Multipurpose building, in Dh. Kudahuvadhoo island

The facility has only been used on few occasions only. Policies and procedures for usage and management, and some equipment have not been provided yet.

To address the pre-tsunami deficiencies in basic services, the Government prioritised in its reconstruction and development planning the concentration of the population on fewer islands. This priority aimed at creating conditions for a better provision of (a) Health Services, (b) Community Services, (c) improved Education, and (d) Waste Management Systems.

Aside the provision of better services, the government also prioritised the improvement disaster preparedness and counteract against the raising sea level due to climatic changes. The government’s prioritised “Safe Host Islands Strategy” addressed both the provision of better services and the improvement of disaster preparedness. The reconstruction efforts and results of the TSIP are detailed here:

I. Reconstruction results in L. Gan island

Residential Learning Centre (RLC)

The facility consists of three blocks (A, B, C) of two floors (G+1). new units for a total of 96 students are under construction. The design did not show sufficient rainwater harvesting (overflow system into groundwater). It was recommended to review the septic system, since it could lead to transmission of faecal solids into the soak pit and groundwater during the mid-term evaluation. To our knowledge, no actions were undertaken thus far to counteract

the potential transmission of faecal solids. The residential learning centre has been largely completed but is not yet accepted & handed-over to the government. The works due for completion comprise; minor finishing works, landscaping works in the facility's compound, and connecting the electrical installation to the external power supply grid. The government (MoE) has not yet provided "policies and procedures to use and manage the facilities", as well as some essential equipment.

School Extension (SE)

The construction consists of a two-floor building, mainly a teacher training centre with two training rooms. It was recommended (during the mid-term review) to review the size of the septic tank in order to guarantee a sufficient retention time of the septic water and avoid groundwater contamination. The design did also not show sufficient rainwater harvesting (overflow) system. No actions were undertaken to resolve the aforementioned issues. The works were completed and handed-over in 2008. The visible quality of the completed works is overall satisfactorily and the school functions well according to interviewed stakeholders.

II Reconstruction results in M. Muli island

School Extension (SE)

The school extension included three building (two blocks and a meeting hall). The quality of the construction is good and meets safety construction standards (earthquake proof construction), and the school is fully operational. The design did not show a rainwater harvesting construction. In addition, it was recommended to review the design for the septic tanks during the implementation of the works.

The school's capacity totals 510 (students) in accommodates 210 students only, from which 55 students of other islands. The school's capacity is adequate to enrol more (outer island) students, and to refurbish an older part of the school for a vocational training centre (according to the identified needs). To provide education services to more outer island students a residential learning centre or improved transportation means (boats) to Muli island would be required. The completed works have been an imperative step towards better education services but to improve the access for outer island students more development support will be required.

III Reconstruction results in Dh. Kudahuvadhoo island

School Extension (SE)

The quality of the construction work was attested as good and meets the dimensions and required standards (British Standard; Earthquake construction code)¹⁸⁴. The building consists of three floors with 13 additional classrooms and sanitation facilities. Initially, the works included septic tanks but mid-term review recommendations were applied and the sewage was connected to a new sewage collection network. The school was handed-over on February 2010, is fully operational, and accommodates 450 students in total.

Vocational Training Centre (VTC)

The two-floor building consists of two workshop and two training rooms, accommodating for 60 (2 x 30) students. The completed works were handed-over on February 2010 and are of a good quality. Mid-term review recommendations with regard to sewage, use-water systems, rainwater harvesting, and covering water wells, were satisfactorily incorporated. The use-water system is fed from groundwater. The vocational training centre is not yet (fully) operational because not all training equipment has been delivered yet.

Residential Learning Centre (RLC)

The RLC consists of three blocks (all of them G+1) and include 16 units for 120 students. With respect to the rainwater harvesting, groundwater protection, and the connection to the sewer collection network, recommendations were provided during the mid-term review, and subsequently followed-up in a satisfactorily manner. In front of several entries to the units on ground floor, small sewage and utility pipes are visible and form a small hindrance, which could lead to damages and personal accidents. Apart from this resolvable problem, the RLC meets high quality standards. The RLC was handed-over on February 2010, but the "policies

¹⁸⁴ British Standard; Earthquake construction code¹⁸⁴ (The Maldives does not have a unique building safety code)

and procedures to use and manage the facilities”, as well as some essential equipment have not been provided yet.

Multipurpose Building (MB)

The building has three floors and a sufficient surface for its purposes. The MB has been designed and constructed according to high standards and handed-over on February 2010. With respect to the rainwater harvesting, groundwater protection, and the connection to the sewer collection network, recommendations were provided during the mid-term review, and subsequently followed-up in a satisfactory manner. To date the building has only been used on a few occasions. The island governance still awaits the policies & procedures to manage the RLC.

Hospital Extension

The hospital extension consists of three building, one extension of the clinical area with 16 beds + operation theatre (G+1), one administrative building (G+1) and a double garage (G). The works were completed and handed-over in 2008, and represent good quality standards. However, the hospital cannot (yet) provide the following identified medical services to the population:

- 1) Ear Nose and Throat (ENT) specialist and ENT department (subject to new construction requirements)
- 2) Surgeon¹⁸⁵ & additional surgical equipment to conduct minor operations (e.g. appendix)
- 3) Neonatal Care
- 4) Dental Care (dentist & dentistry + equipment)
- 5) Blood Bank

The hospital extension is an imperative step to improve the access to health services in the Dhaalu Atoll. However, to ensure better access to medical care, improve health services, and to reduce the number of referrals (patients) to the hospital in Male, further development is (and will remain) an ongoing process. For instance, the newly constructed operation theatre is only used for caesarean deliveries, which means that the capital investment (hospital extension) is not optimally utilised. Considering the hospital's running & maintenance costs, it is recommended to analyse and monitor the number (and frequency) of medical referrals to Male hospital, thus to address the gaps in the deliverance of health services in Kudahuvadho hospital according to the identified needs. To pursue further development, it is required to conduct a hospital admission and referral analysis, start a dialogue with the hospital management, and support and translate prioritised findings into (sustainable) health care services and solutions.

IV Provision of waste management systems in the South Ari Atoll

The provision of waste management systems comprised the construction of 13 Island Waste Management Centres (IWMC). (cf. Chapter 4.3.2)

Level to which state actors participated during the planning and implementation phase of ‘capacity building’ efforts (Ind. 7.2.5)

The state actors' participation and ownership of 'capacity building' efforts during the planning and implementation phase is evident, since the existing "Safe Host Island Strategy" of the (former) government guided the RRM and TIP support of the EC. As a result, the RRM and TIP support capacitated the state actors to pursue with the implementation of the (former) "Safe Host Island Strategy", as well supporting the establishment of flanking, but not less important, capacity building measures (e.g. co-ordination bodies, public accounting system, etc.) that enabled the state actors' to reassume their roles of leadership and co-ordination.

Involvement and participation of national & local state actors during the planning

In its response to the tsunami, the Government reinforced the already existing priority in its overall development planning towards concentration of the population on fewer islands in order

¹⁸⁵ To date the operation theatre is only used for caesarian deliveries

to create conditions for better service provision¹⁸⁶, to create improved disaster preparedness, and counteract the threat of rising sea level due to climatic changes. As a result, the government's "Safe Host Islands Strategy" was implemented, which was supported by the EC-funded Tsunami Safe Island Programme (TSIP).

The overall objective of the TSIP was *to help the Government of the Maldives repair the long-term damage caused by the Tsunami while supporting its national development strategy: "Safe Host Islands Strategy"*. The latter strategy was developed by the state actors and subsequently embedded into the Tsunami Indicative Programme (TIP 2005-2006), and the subsequent Tsunami Safe Island Programme, which comprised the following components:

- ⇒ Capacity Building of the Maldives Government's Tsunami Relief and Rehabilitation Fund (TRRF), through support to its Public Accounting System (PAS).
- ⇒ Improve Education, Health and Community Services in three host islands.
- ⇒ Establish one regional and 15 island-based waste management system in the South Ari Atoll region that can be integrated into a long-term national waste management strategy.

Involvement and participation of state actors during the implementation phase

During the implementation of the RRM and TIP-funded Tsunami Safe Island Programme, the state actors took responsibility and ownership of the following development and capacity building measures:

- 1) Establishment of a Trust Fund (in collaboration with the World Bank), to be used for the rehabilitation of social infrastructure, the restarting of livelihood, and to rebuild infrastructure (accomplished)
- 2) Co-ordination of EC's funds channelled through the EC-WB trust fund by the MoFT's "External Resources Management Division" (accomplished)
- 3) Establishment of a National Disaster Management Centre (NDMC), which was chaired by the Minister of Finance to oversee, co-ordinate, and link emergency relief activities with subsequent rehabilitation and development efforts (accomplished)
- 4) Establishment of a Project Steering Committee (accomplished)
- 5) Development & restructuring of the Public Accounting System (PAS) to:
 - Enhance its legal framework (accomplished)
 - Develop and implement accounting standards, policies and operating instructions required for the system (accomplished)
 - Develop & implement the new system in Ministry of Finance and Treasury (accomplished)
 - Conduct training for staff to use, operate and maintain the system (still ongoing)
 - Develop and implement the new system across line ministries (still ongoing)
 - Develop and implement the new system across atolls and islands (planned for 2011)

The TRRF was established before the restructuring of the PAS, therefore it has supported the financial management of the established Trust Fund in the way it was foreseen in the TIP. Despite the unrealised support to the PAS to manage the TRRF, the restructuring of the PAS is considered and acknowledged as an excellent mid- to long-term development and capacity building measure of the government.

- 6) Improvement of the waste management system in the South Ari Atoll through:
 - Establishment of a sustainable regional waste management system in the South Ari Atoll region (not accomplished)
 - Construction of 15 Island Waste Management Centres (accomplished but not operational)
 - Construction of one Regional Waste Management Facility (not accomplished)
 - Conducting a national Awareness campaign on the waste problems (accomplished)
- 7) Improvement of education, health, and community services in three Islands (partly accomplished, refer to indicator 7.2.4. for more details).

¹⁸⁶ See the GoM, Ministry of Planning and National Development: Seventh National Development Plan, 2006-10: Creating New Opportunities, 2007

Level to which attention to disaster risk reduction and climate change has sustained or faded from the government agenda (in the face of other competing priorities) (Ind. 7.2.6)

Disaster risk reduction and climate change gained a strong momentum after the tsunami and has sustained on the government agenda to date. The Government of the Maldives (GoM) reinforced their existing priority in its overall development planning towards concentration of the population on fewer islands to create improved disaster preparedness and counteract the threat against an anticipated raising sea level due to climatic changes. The “Safe Host Islands Strategy” (at present also referred to as “Resilient Islands”) clearly gained the receptiveness of a wider audience after the devastating effects of the tsunami. Consequently, the RRM and TIP-funded Tsunami Safe Island Programme enabled the GoM to utilise the post-tsunami momentum to pursue with their “Host/Safe Island Strategy” agenda.

Safe Host Islands Strategy (Resilient Islands Strategy)

Under the Safe Host Islands Strategy¹⁸⁷ seven islands are reinforced both in terms of disaster preparedness (and service provision). The islands were selected according to their development potential (e.g. natural places where people are already concentrated due to size, infrastructure, the possibility of reclaiming land, and building sea wall defences).

The relocation policy to these seven focus islands was voluntary. Relocation was supported by resettlement grants amounting to Rf 300,000 per household resettled. According to GoM, there was high demand to relocate, and nineteen island communities had requested for relocation. Involuntary resettlement has not been pursued, however, for the people who choose to not voluntarily relocate to focus islands, appropriate mitigation measures were developed to compensate the loss of livelihoods and assets. In accordance with the Safe Host Island Strategy, the government facilitated the relocation of homeless and tsunami affected population of at least 19 islands. With respect to the three selected “Safe Host Island” that received EC support under the TIP-funded Tsunami Safe Island Programme, the estimated relocations are as follows:

| <i>Island Name</i> | <i>Population pre-tsunami (estimated)</i> | <i>Population post-tsunami (estimated)</i> | <i>Relocated population (estimated)</i> | <i>Increased % of population (estimated)</i> |
|---------------------------|--|---|--|---|
| L. Gan | 4,200 | 5,700 | 1,500 | 36% |
| M. Muli | 728 | 807 | 79 | 11% |
| Dh. Kudahuvadho | 1,600 | 2,300 | 700 | 44% |

With the arrival of a new government (2008), the name “Safe Host Island Strategy” changed into “Resilient Island Strategy”. The underlying principle of the Resilient Island Strategy is that all inhabited islands should be resilient in terms of disaster preparedness and climate change. Still, the “Resilient Island Strategy” follows similar development principles of the Safe Host Island Strategy, but stopped providing (free) housing resettlement grants to Maldivians for migrating to more developed islands. Under the new strategy, voluntarily migration to more developed islands is still endorsed.

Conclusively, the Safe Host Island Strategy followed the NRRP and continued and met the expected outputs according to the results and resources framework (below) to a large extent.

National Recovery and Reconstruction Plan (Ministry of Planning and National Development, 2005)

In March 2005, the National Recovery and Reconstruction Plan (hereafter “NRRP”) was presented by the government. The plan incorporated (among others) the following programme areas focussing on disaster risk reduction and climate change:

- Environment and Disaster Risk Management

¹⁸⁷ The Safe Host Island concept was a major component of the Government’s national development strategy and defined in its 1998 policy on regional development and decentralisation. With the arrival of a new government (2008), the name “Safe Host Island Strategy” changed into “Resilient Island Strategy”.

- Host Islands

The NRRP's results and resources framework (hereunder) elaborates the respective programme areas that were presented in 2005:

| Programme Areas | Intended Outcomes | Indicators of Outcomes or Purpose | Outputs |
|---|---|--|--|
| Environment and Disaster Risk Management | <ul style="list-style-type: none"> ▪ Develop suitable disaster risk management systems including early warning systems ▪ Improve disaster resilience of key infrastructure facilities ▪ Develop environment contingency plans and waste management programmes ▪ Develop coral reef impact assessments and bio-diversity surveys | <ul style="list-style-type: none"> ▪ Studies and survey results ▪ Access to early warning information ▪ Standard operating procedures ▪ Construction standards and building codes ▪ Environmental contingency plans | <ul style="list-style-type: none"> ▪ Disaster risk assessments and early warning systems established ▪ Access to early warning information ▪ Reduced vulnerability to disaster/risk and the resultant losses arising from such situation. ▪ Environmental contingency plans ▪ Reef impact assessments completed |
| Host Islands | <ul style="list-style-type: none"> ▪ Expand social and economic infrastructure facilities to cater for the increased population | <ul style="list-style-type: none"> ▪ Number and type of infrastructure facilities constructed | <ul style="list-style-type: none"> • The homeless population relocated to bigger and safer islands with better infrastructure facilities. |

The Programme areas “Environment and Disaster Risk Management” have since 2005 not faded from the agenda of the GoM. With the arrival of the new government, the National Disaster Management Centre (the national relief & recovery co-ordination body after the tsunami) has been institutionalised under the Ministry for Housing, Transport and Environment, with its Minister as Chief Co-ordinator of the NDMC. With support from the UN-ISDR¹⁸⁸ (who has designated one consultant), the NDMC continues to address Disaster Risk Reduction and Climate Change in the Maldives, as well as the development of a national contingency plan (outlook) to be adequately prepared to respond to the effects of emergencies and disasters.

Climate Change

Climate Change has become one (of the three) priority area(s) of the new GoM. With € 3.8 million from the Global Climate Change Alliance (GCCA) and € 2.7 million from the MIP 2007-2010, the government will in total receive € 6.5 million to support (i) policy advice and (ii) Climate change / waste management.

According to the latest development in the climate change discourse (June 15 2010), the GoM has launched an action plan to phase out hydro chlorofluorocarbons (HCFCs) by 2020, or 10 years ahead of other countries and the target set by an international agreement known as the Montreal Protocol on Substances that Deplete the Ozone Layer. The GoM has also announced that it would be carbon neutral by 2020, again years ahead of other countries.

¹⁸⁸ UN-ISDR: United Nations International Strategy for Disaster Risk Reduction

Level to which the EC supported national policies and government initiatives that focused on disaster risk reduction and climate change in the Maldives (Ind. 7.2.7)

The EC-funded projects under the TIP comprised components that supported the addressing of capacity building, Safe Host Island strategy (Resilient Island Strategy), improving solid waste management. Despite the various outcomes and results, the TIP contributed to national policies and government initiatives that focused on (i) mid- to long-term sustainability and resilience to climate change, (ii) protection against natural hazards, (iii) restoring livelihoods, and (iv) strengthening the growth of development in the Maldives.

Disaster Risk Reduction (DRR) & Climate Change (CC) in the Maldives' context

Climate change poses a far-reaching source of environmental risk. Geography has rendered the Maldives especially vulnerable to the consequences of climate change. With the melting of polar ice caps, the Maldives is exposed to the risks of sea-level rise. With future sea level projected to rise within the range of 10 to 100 centimetres by the year 2100, the entire country could be submerged in the worst-case scenario.

Rising sea temperatures also threaten the coral reefs and cause bleaching and death, with the most severe damage in areas that are stressed by pollutants, or damaged by physical disturbance.' The coral reefs stand as the first line of defence for the islands against storm surges which are projected to increase in velocity and depth with climate change. Vulnerability to climate change hazards has been magnified by the damage to coral reefs that has impaired their protective functions. Adapting to climate change calls for multiple approaches that require integrating climate risks in the planning, design and location of new infrastructure, and may call for costly investments in protective barriers such as sea walls, and more proactive stewardship of the natural protective barriers formed by coral reefs.

Government Policy on DRR & CC

Recognising the significance of its environmental assets, the successive national development plans of the government emphasised the need for adopting sound environmental practices. To address the risks posed by DRR and CC, the Government of Maldives initiated a population consolidation policy with the creation of "safe host islands". The need for such a policy was widely promoted and accepted within government.' There was and still is a consensus that, in the long-term, as sea levels rise, it would be impossible to protect and provide services to widely dispersed populations.

With the arrival of the new government, the National Disaster Management Centre has been institutionalised under the Ministry for Housing, Transport and Environment. With support from the UN-ISDR, the NDMC continues to address Disaster Risk Reduction and Climate Change in the Maldives, as well as the development of a national contingency plan (outlook) to be adequately prepared to respond to the effects of emergencies and disasters.

Climate Change has furthermore become one (of the three) priority area(s) of the new GoM. With € 3.8 million from the Global Climate Change Alliance (GCCA) and € 2.7 million from the MIP 2007-2010, the government will in total receive € 6.5 million to support (i) policy advice and (ii) Climate change / waste management. The EC contribution of € 2.7 million clearly indicates the continuing support of the EC to national policies and government initiatives that focus climate change in the Maldives.

EC Support to Government Policy on DRR & CC

It is in this context that the EC supported the projects that were initiated by the government (and national policies) to enhance (i) the mid-to long-term sustainability and resilience to CC and natural hazards (through DRR), and (ii) strengthen the growth of development in the Maldives. The EC-funded projects (listed below) supported government initiatives & policies, and subsequently contributed to capacity building, improving solid waste management, and implementing the Safe Host / Resilient Island strategy:

- UNDP Community Livelihoods Programme (€ 2 million)
- WB managed Tsunami Safe Island Programme (€ 14 million)

4.7.3 RRM and/or TIP programmes were embedded into a co-ordinated and consistent LRRD strategy between emergency aid (ECHO) and mid- to long-term development aid (JC 7.3)

Response to the JC:

Consolidation of EC support in the Government Strategy

The launch of the Tsunami Indicative Programme 2005-2006 and Rapid Reaction Mechanism were well-timed after ECHO's emergency aid was granted. The TIP and RRM were well embedded into a co-ordinated and consistent government strategy that addressed the mid- to long-term development aid, in the Maldives. To provide the overview, in the days following the tsunami, initial needs assessment were jointly conducted by the GoM, World Bank (WB), Asian Development Bank (ADB), UN agencies, and other international agencies. Based on the immediate needs of the affected communities, the following two emergency relief programmes were granted on January 1 2005 under the ECHO Humanitarian Aid Decisions for the victims of the Tsunami:

1. € 1.7 million ECHO grant for immediate assistance for children and women affected by the tsunami in the Maldives (implemented by UNICEF). This programme improved drinking water and sanitation facilities for 34,000 people through the installation of water tanks in damaged schools, the repair of septic tanks and health and hygiene promotion. UNICEF also restored cold rooms and freezers in damaged hospitals to support the immunisation of 50,000 children and 25,000 women.
2. € 1 million ECHO grant for emergency response and recovery for the Tsunami affected people of Maldives (implemented by UNDP). This programme assisted over 22,000 tsunami affected people affected by repairing their houses and restarting activities in the fishing and agriculture sectors as well as providing cash for work activities for the most vulnerable population.

In the slipstream of the Humanitarian Aid Decisions taken by ECHO, the government established the Tsunami Relief and Rehabilitation Fund (TRRF) under the aegis of the Ministry of Finance and Treasury, by way of presidential decree on January 9, 2005. The TRRF was created to receive resources from local and international sources, and channel these resources to expenditures for relief, reconstruction, and management activities. On 23 May 2005, the European Commission approved detailed plans for the post-tsunami reconstruction programme (TIP), which was spread over two years (2005 and 2006). In the Maldives, €17 million helped to restart livelihoods and to repair damaged housing on affected atolls, according to the identified needs of the tsunami affected communities. It also supported the Government of Maldives' in safeguarding against future disaster and boosting longer-term regional development through its 'safe islands' programme. In this perspective, the following funds were respectively allocated to the Maldives to rebuild their communities and restart their livelihoods:

- € 0.9 million through the Rapid Reaction Mechanism (RRM) for Post-Tsunami Community-led Reconstruction and Rehabilitation. This grant contributed to the UNDP housing reconstruction project, which started in August 2005.
- € 2 million through the ALA EC for Tsunami-Related Support to Restoration of Livelihoods in Maldives. This grant contributed to the UNDP programme that focused on immediate restarting of livelihoods on affected atolls.
- € 14 million through ALA EC Tsunami Support to Safe Islands – Regional Development. This programme provided support to the longer-term regional development strategy - 'safe islands' concept – with a focus on environmental infrastructure, income generating activities and strengthening community services (including education and health). The programme was implemented by the GoM and managed by the WB.

(cf. Ind. 7.3.1)

Response time of EC support to identified needs

The Commission's prompt "Humanitarian Aid Decisions" (ECHO) provided financial assistance to the UNDP and UNICEF within seven days after the tsunami. This has been a swift response to enable the EC's implementing partners to meet immediately identified needs of the tsunami affected communities. The RRM and ALA EC funding decisions under the Tsunami Indicative Programme 2005-2006 were timely taken in the slipstream of the immediate emergency relief operations and addressed the mid- to longer-term needs of the tsunami affected population.

The TIP planning documents contributed to emergency housing rehabilitation on one or more safe islands as part of a broader EC support to this earlier developed “Safe Host Islands Approach”. The approach in conjunction with immediate identified needs after the tsunami (addressed by ECHO and RRM interventions) were subsequently translated into the following main components of the TIP (2005-2006):

1. Short-term programme (implemented via the UNDP) focusing on immediate restarting of livelihoods and repair of damaged housing on affected atolls, including the Muli ‘safe island’. This has been a direct support for the EC policy of linking relief, rehabilitation and development (LRRD).
2. Longer-term regional development of the ‘safe host islands’ through support to environmental infrastructure, and strengthening social services (education health etc). The concept of ‘safe host islands’ where communities will be better protected from rising sea levels and where they will benefit from better services and greater opportunities for employment is a major part of the Maldives’ national development strategy.

(cf. Ind. 7.3.2)

Link between the Rehabilitation and Development (RRM and TIP)

The level to which the RRM support provided ground for the TIP and future EC support was limited, since the RRM support was allocated to one island (Muli), and only one component of the TIP support in Muli (construction of a school extension). The RRM and TIP interventions took place in different islands. Hence, there was not a joint EC approach leading to a continuous intervention from Relief to Rehabilitation and Development in islands allocated to EC support. (cf. Ind. 7.3.3)

Contribution of RRM support to the national reconstruction efforts

Despite the lack of institutional memory with respect to detailed RRM planning documents, the subsequent RRM reconstruction measures were effectively used to spearhead the government funded mid- to long-term housing reconstruction programmes in the immediate aftermath of the Tsunami. The engagement of tsunami affected households to reconstruct their houses themselves was achieved through a “cash grant mechanism”, which was developed (with EC support) by the UNDP and ultimately adopted by the GoM as national policy for housing reconstruction. The latter has ultimately generated a better way of engaging disaster affected people and communities in the (nationwide) housing reconstruction process funded by EC, UNDP, and GoM.

Conclusively, the RRM support provided the base for a smooth transition (LRRD strategy) between (i) short-term humanitarian relief operations funded by ECHO, (ii) support the nationwide reconstruction activities and development of the government, (iii) subsequent mid- to long-term rehabilitation, and (iv) future development initiatives and programmes (refer to indicator 7.3.4 for further elaboration of points ii, iii, and iv).

Link between Relief, Rehabilitation and Development, at island level and national level

Despite the lack of a continuous EC intervention at the island level that linked Relief to Rehabilitation and Development, the co-ordination between the emergency aid (ECHO) and the mid- to long-term development aid (RRM and TIP) followed the LRRD policy consistently at national level by utilising the following measures, instruments, and enforced policies:

- Conducting joint needs assessments
- Donor conference in Jakarta Council Regulation (EEC) 443/92 as prevailing EC policy
- Alignment of EC support with the National Recovery and Reconstruction Plan
- Co-ordination of relief & recovery by the National Disaster Management Centre
- Establishment and use of the TRRF
- Co-ordination of EC/WB funds by the External Resources Management Division of the Ministry of Finances and Treasury
- Direct co-ordination with implementing partners and ECHO
- Reinforcement of the EC human resources, both at HQ (Brussels) and in the field (Colombo)
- Conduct regular ECD backstopping missions to Male

Link between the information flow and engaging beneficiaries efficiently in programming

By utilising these abovementioned co-ordination mechanisms, policies and measures, the information flow developed well since the early phases of the tsunami response and generated better ways of engaging disaster affected people and communities in the nationwide reconstruction process. The engagement of tsunami affected households to reconstruct their houses themselves was achieved through a “cash grant mechanism” that was developed (with RRM support) under the UNDP programme and successively adopted by the GoM as national policy for housing reconstruction. (cf. 7.3.4)

Level to which RRM planning documents take into account results of previous ECHO interventions and provided ground for the TIP and future development objectives of EC support (Ind. 7.3.1)

Since the RRM support was only utilised by the UNDP in one Island (Muli) and the TIP-funded Tsunami Safe Island Programme in Muli was limited to the construction of a school extension only. The level to which the RRM planning documents provided ground for the TIP (in all its anticipated aspects) and future development of EC support is limited (there was not a joint EC approach leading to a continuous intervention from Relief to Rehabilitation and Development in islands allocated to EC support).

However, the engagement of tsunami-affected households to reconstruct their houses themselves with RRM support was ultimately adopted by the GoM as national policy for housing reconstruction. The UNDP reconstruction measures of the RRM funded programme were therefore effectively used to spearhead the mid- to long-term community co-operation programmes in the immediate aftermath of the Tsunami. This provided at national level the base to develop a smooth transition (LRRD strategy) between (i) short-term humanitarian relief operations funded by ECHO, (ii) support the nationwide reconstruction activities and development of the government, (iii) subsequent mid- to long-term rehabilitation, and (iv) future development initiatives and programmes (refer to indicator 7.3.4 for further elaboration of points ii, iii, and iv).

The Rapid Reaction Mechanism (RRM, established in 2001), was designed to allow the EC to respond in a rapid and flexible manner to the needs of countries faced with natural or man-made crises (with the exception of humanitarian assistance handled by ECHO). Its purpose is to support short-term measures aimed at safeguarding or re-establishing the conditions under which the longer-term goals of EC co-operation programmes can be pursued.

Alongside the rehabilitation interventions (already undertaken by ECHO), the planned RRM support contributed to housing rehabilitation in one ‘safe island’ (Muli). This was part of a broader EC support to the earlier developed “Safe Host Islands Approach” (embedded in CSPs and NIPs). The latter approach in conjunction with immediate identified needs after the tsunami (addressed by RRM and ECHO interventions) was subsequently translated into the following main components of the Tsunami Indicative Programme (TIP 2005-2006):

- Short-term programme (implemented via the UNDP) focusing on immediate restarting of livelihoods and reconstruction / repair of damaged housing on affected atolls, including the Muli ‘safe island’. This has been a direct support for the EC policy of linking relief, rehabilitation and development (LRRD).
- Longer-term regional development of the ‘safe host islands’ through support to strengthening the basic services (education and health). The concept of ‘safe host islands’ where communities will be better protected from rising sea levels and where they will benefit from better services and greater opportunities for employment is a major part of the Maldives’ national development strategy.

The planning and timing of the RRM support (housing reconstruction programme of the UNDP) was appropriately sequenced in the TIP planning documents and formed the (rehabilitation) link between the (ECHO) relief- and (TIP) development phases. However, the ECHO, RRM, CLP, and TIP interventions took mostly place in different islands. Hence, there was not a joint approach leading to a continuous intervention from Relief to Rehabilitation and Development at the island level. Only in view of consolidated relief, recovery, and development efforts from all actors at national level, the support of ECHO, RRM and TIP, contributed effectively to a nationwide LRRD approach.

The UNDP housing reconstruction programme under RRM funding commenced timely and was successfully completed. with one month delay only. There is no evidence that the RRM funded programme has neglected the results of emergency relief interventions in Muli, considering that the community recovered well from the tsunami and no gaps were identified in humanitarian assistance.

Regarding the long-term development objectives, the successful (RRM funded) housing reconstruction and repair activities have stimulated and enabled the government to address the groundwater contamination in Muli. At present, a sewer network system is being constructed to connect all houses in Muli to a collective sewage system, which indicates further development in the slipstream of the relief and recovery phases (LRRD).

With respect to the longer-term regional development objectives in the education & health sector, the works under the TIP funding have been satisfactorily completed and (nearly all) are operational. The current capacities of the health and education facilities are now adequate to provide better services and improved access to the population. Further development requirements have been made possible as a result of the EC-funded TIP (refer to indicator 7.2.4 for more details on facilities).

Ind. 7.3.2 Time to respond to the identified needs of tsunami-affected communities.

The commission's prompt "Humanitarian Aid Decisions" (ECHO) provided financial assistance to the UNDP and UNICEF within seven days after the tsunami. This has been a swift response to enable the EC's implementing partners to meet the identified needs of the tsunami affected communities. The RRM and ALA EC funding decisions were timely taken in the slipstream of the immediate emergency relief operations to address the mid- to longer-term needs of the victims by repairing housing and social amenities, restarting livelihoods, and repairing larger infrastructures. The UNDP housing reconstruction programme under RRM funding commenced timely and was successfully completed with one month delay only. The delay was caused by contextual challenges like; geography, meteorology, logistics, available capacities and resources, Islamic calendar, budget limitations, and the community based reconstruction approach. Despite a relatively short delay, all interviewed beneficiaries and stakeholders consider the RRM funded project as a very successful and outstanding achievement.

In the days following the tsunami, initial needs assessment were jointly conducted by the Government, World Bank (WB), Asian Development Bank (ADB), UN agencies, and other international agencies. Based on the immediate needs of the tsunami-affected communities, the following (ECHO) Humanitarian Aid Decisions for the victims of the Tsunami were rapidly taken:

| Title | Duration | Amount |
|--|--|---------------|
| Humanitarian Aid Decision for the victims of the Tsunami in Sri Lanka and Maldives | 6 months (1 Jan 2005 -30 June 2005) | € 10 million |
| Humanitarian Aid Decision for the victims of the Tsunami (Regional) | 18 months (1 Jan 2005 – 30 June 2006) | €37.7 million |
| Humanitarian Aid Decision for the victims of the Tsunami (Regional) | 18 months (1 Jan 2006 – 31 July 2007) | € 8 million |

Under these three decisions, the following emergency relief programmes were granted and could commence in the Maldives, on January 1 2005 (and *were completed in 2006*):

- ECHO Immediate assistance for tsunami affected children & women in the Maldives € 1.7 million
Improving drinking water and sanitation facilities for 34,000 people and health and hygiene promotion, and restoring cold rooms and freezers in damaged hospitals to support the immunisation of 50,000 children and 25,000 women (UNICEF).
- ECHO Emergency response and recovery for the Tsunami affected people of Maldives € 1 million
Assisting over 22,000 people by repairing houses and restarting activities in fishing and agriculture sectors, and providing cash for work activities for the most vulnerable population (UNDP).

In the slipstream of the Humanitarian Aid Decisions taken by ECHO, the government established the Tsunami Relief and Rehabilitation Fund (TRRF)¹⁸⁹ under the aegis of the Ministry of Finance and Treasury, by way of presidential decree on January 9, 2005.

In the Maldives, €17 million helped to restart livelihoods and to repair damaged housing on affected atolls, according to the identified needs of the tsunami affected communities. It also supported the Government of Maldives' in safeguarding against future disaster and boosting longer-term regional development through its 'safe islands' programme. The following funds were respectively allocated to the Maldives to rebuild communities and restart livelihoods:

- RRM Post-Tsunami Community-led Reconstruction and Rehabilitation¹⁹⁰
Emergency housing reconstruction. The project started its implementation in August 2005 and was completed in seven months (€ 1 million – UNDP).
- ALA-funded (tsunami-related) Community Livelihoods Programme
Short-term programme focusing on immediate restarting of livelihoods on affected atolls, including the Muli 'Safe/Focus island' (€ 2 million - UNDP).
- ALA-funded Tsunami Safe Islands Programme – Regional Development
Support to the longer-term regional development strategy - 'safe islands' concept – with a focus on environmental infrastructure, income generating activities and strengthening community services including education and health (€ 14 million - WB).

Degree of co-ordination between EC institutions supporting a continuum of interventions (Ind. 7.3.3)

By utilising the available instruments and policies, appropriate co-ordination the national level was established between emergency aid (ECHO) and mid- to long-term development aid (RRM and TIP), which ensured that the LRRD policy was consistently followed (at the national level only, not at the islands allocated to EC support) and that there was an appropriate and effective level of co-ordination between the involved EC institutions and their respective partners. The used policies and instruments for co-ordination are:

- Donor conference in Jakarta
- Direct co-ordination with ECHO and implementing partners (UNDP and UNICEF),
- Regular ECD backstopping missions to Male (for Operations, Formulation and Co-ordination).
- National Recovery and Reconstruction Plan of the government
- Country Strategy Paper (CSP) and National Indicative Programmes (NIPs)
- Prevailing policy of the EC (Council Regulation (EEC) 443/92)
- National Disaster Management Centre (Chaired by the Minister of Finance),
- Using the EC-WB Trust Fund (for transparency, visibility, and enhanced co-ordination)
- External Resources Management Division of the MoFT (co-ordinating body for EC-WB funds)

The evidence of co-ordination measures and provision is presented hereunder:

- An important policy document which steered the programming and co-ordination of tsunami reconstruction aid in the Maldives is the government's own needs assessments and national recovery and reconstruction plan (NRRP). As agreed in Jakarta donors' conference in January, all donors programming including of the EC must follow the NRRP. national plans. The latter ensured that EC support provided under RRM and TIP (and ECHO) support followed the same objectives in a co-ordinated in a consolidated LRRD approach.
- The GoM established a National Disaster Management Centre (NDMC after the tsunami, which was chaired by the Minister of Finance and supported by a UN Consultant. The NDMC oversaw, co-ordinated, and linked relief with subsequent rehabilitation and

¹⁸⁹ The TRRF was created to receive resources from local and international sources, and channel these resources to expenditures for relief, reconstruction, and management activities.

¹⁹⁰ Council Regulation (EC) No 381/2001 of 26 February 2001 creating a rapid-reaction mechanism

development efforts in the Maldives (according to the NRRP). This co-ordination body subsequently co-ordinated and linked the EC mid-to long-term support under RRM and TIP to the emergency aid support of other actors (e.g. ECHO, NGOs, etc.).

- The Maldives Country Strategy Paper (CSPs) remained valid after the tsunami and was covered by the TIP 2005-2006. The elaboration of the CSP started with a stakeholders consultation process (Government, other donors, NOGOs, etc.). The outcome of this process (while taken into account the ECs own priorities), the CSP and TIP 2005-2006 were drafted and approved by the EC and Government of the Maldives. The EC tsunami reconstruction package was programmed by the TIP 2005-2006 only. This Indicative Programme justified and enumerated the areas for European Community support and was the basis for Financing Proposals and identification work to be carried out prior to the financing and implementation of projects and other forms of aid. Consequently, the co-ordination between EC institutions supporting a continuum strategy was (to a high degree) already established and agreed in the aforementioned process.
- The Asia and Latin America (ALA) regulation formed the legal basis for financial assistance from the EC to the Maldives. The Council Regulation (EEC) 443/92 of 25 February 1992 governing European Community financial and technical and economic co-operation with ALA has been applied to implement the tsunami reconstruction assistance. The decision to consolidate EC support under the ALA regulation (on budget line 19.10.04) can be regarded as an appropriate contribution to enabled the EC to streamline, co-ordinate, and link the mid-to long-term support (RRM and TIP) flawless to the emergency aid (ECHO).

Other identified co-ordination measures of relevance to the overall support to the Maldives comprise the following instruments and provisions:

- Most of the EC's funds passed through the Trust Fund set up by the government with the World Bank. The established Trust Fund eased the task of co-ordination and ensures transparency, efficiency and flexibility in EC aid delivery (some of the key principles underpinning EC programming).
- Co-ordination of the Trust Fund by the External Resources Management Division of the Ministry of Finance (MoFT). A Project Steering Committee meets every six months.
- For RRM and TIP funding channelled through the UNDP, the ECD maintained direct contact for co-ordination and reporting.
- For the longer-term response of EC institutions to tsunami and continuum interventions, the EC human resources were reinforced both at HQ and in the field. The ECD in Colombo was upgraded with an appropriate level of staffing to cover and co-ordinate the overall EU assistance in (both Sri Lanka and) the Maldives.
- The ECD performs altogether (approx.) seven backstopping / co-ordination missions per year to Male (5 for Operations and 2 for Formulation and Co-ordination).

Degree to which information flow developed since the early phases of the tsunami response and to what extent it has generated better ways of engaging disaster affected people and communities in the reconstruction process (Ind. 7.3.4)

By utilising the available co-ordination mechanism (refer to indicator 7.3.3) and applied participatory approaches (refer to indicator 7.2.2), the information flow developed well since the early phases of the tsunami response and generated effective ways of engaging disaster-affected people, communities, state actors, donors and international organisations in the nationwide reconstruction process.

In the days following the tsunami, joint needs assessment were conducted by the Government, World Bank (WB), Asian Development Bank (ADB), UN agencies, and other international agencies. The results of the needs assessment were distributed to all aforementioned stakeholders. Based on the immediate needs of the tsunami-affected communities, two (ECHO) Humanitarian Aid Decisions for the victims of the Tsunami were rapidly taken and granted on January 1 2005. As a result of the fast information flow, the EC was able to respond quickly and flexibly with ECHO (short-term relief) and subsequent RRM (mid-term recovery) support (refer to indicator 7.3.2 to view the sequenced tsunami response actions of the EC).

Under the TIP, EC changed its approach from individual projects to multi-donor projects, which has to be seen in tsunami context that required a quick response. To ensure an appropriate

information flow (e.g. enhanced co-ordination, visibility, and transparency), the International Donor Conference in January agreed to pool tsunami-related funds and channel them through trust-funds established by the countries with WB assistance to finance reconstruction activities, based on the jointly conducted national needs assessments.

At implementation level, an adequate flow of information was achieved (under TIP and RRM) through community-based participatory approaches in the (TIP-funded) Community Livelihoods Programme and (RRM-funded) housing reconstruction programmes¹⁹¹ of the UNDP. These approaches ensured not only the information flow but also the engagement of affected people & communities in the tsunami recovery activities.

¹⁹¹ UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

4.8 TO WHAT EXTENT HAS THE EC SUPPORT TO MALDIVES BEEN CO-ORDINATED, COHERENT WITH AND COMPLEMENTARY TO OTHER POLICIES AND ACTIONS OF THE EC AND OTHER MEMBER STATES' AND DONORS' INTERVENTIONS? (EQ 8)

(Response to the EQ, see report part 1)

4.8.1 EC support is co-ordinated with other Member States' and donors' interventions (JC 8.1)

Response to the JC:

The implementation of EC support programmes through implementing agencies and multi-donor projects (that is, the World Bank, UN agencies) is improving co-ordination between the EC and these agencies and is harmonising procedures for the GoM. As a consequence, EC co-operation with both World Bank and UNDP has increased and, as a spin-off effect, bilateral co-ordination between the World Bank and UNDP is also improved.

ECD participates regularly in the annual donor conferences held by the GoM, in donor co-ordination meetings hosted by the British High Commission, and in ad hoc meetings concerning activities in the Maldives, organised by different donors in Colombo¹⁹². Overall donor co-ordination is mainly taken care of by the UN and, to a lesser extent, by the World Bank. The UN and World Bank invite all donors to participate during the preparation of new programmes, and the UN holds half-yearly to yearly country team meetings to which donors are invited, and in which the EC frequently participates.¹⁹³

The EC facilitated the Integrated Framework Process to engage the donor community. For trade-related assistance, there is currently no formal donor co-ordination, although it is expected that the National Trade Policy Co-ordinating Committee will perform this role. The EC played a vital role during the election period in co-ordinating the international election observer missions, which consisted of diplomats from member states and some non-member states¹⁹⁴, and in providing training and the overall logistics in order to cover strategic islands for election observation.

Co-ordination meetings with donors and consultations with the GoM take place regularly during visits of ECD staff to the Maldives. Programme management visits are carried out every one to two months by the desk officer responsible for Maldives. During these visits, consultations are sought with the implementing agencies (UN, WB), the Ministry of Foreign Affairs as focal point for the ECD, and the relevant line ministries involved in implementation.¹⁹⁵

The active engagement of the EC in donor co-ordination is partly reflected in planning documents related to project and country strategy, but sometimes only in standard statements. For example, the TIP and CSP 2007-2013 present short analyses of donors' interventions in some of the programme planning documents. However, a detailed list of projects in which co-ordination and complementarity will be sought after the start of the programme is provided only in the planning document of the Climate Change Adaptation Programme (MIP 2007-2010). In terms of the strengthening the National Response to Drug Abuse project, the implementing body, the United Nations Office on Drugs and Crime, will co-ordinate activities under this project with the other donors, – most notably, WHO, UNAIDS and UNICEF. It is also envisaged that a national co-ordination mechanism will be established, and a Project Advisory Committee to involve all key stakeholders.

¹⁹² For example, US embassy, British High Commission in Colombo. Few donors are active in the Maldives, and even fewer have established a permanent presence.

¹⁹³ ECD also takes part in the annual Assistance Forum of the United Nations Development Assistance Framework (UNDAF).

¹⁹⁴ For example Australia, USA, Canada and Switzerland.

¹⁹⁵ While co-ordination between ECD in Colombo and stakeholders in the Maldives are relatively easy, due to good flight connections (flight time 1.30 h), visits to implementation sites are hampered by the infrequency and high cost of transport to the islands.

Availability and quality of analysis of other donors' interventions in EC planning documents (Ind. 8.1.1)

CSP 2007-2013

The paper states that EC aid is a result of examining areas of national and other donor's aid. The EC complements the actions of others. GoM and international finance institutions have focused on larger investment projects and the overall macro-economic framework. Therefore EC has focused on trade, democratisation and good governance where EC's specific added value is seen. A detailed analysis of other donor's projects is not undertaken but a financial donor matrix attached to the document.¹⁹⁶

UNDP Community Livelihoods Programme

The TIP mentions that co-ordination with all donors will be done by pooling contributions, which will ensure de facto co-ordination between EC, UNDP and other donors. An analysis of interventions of other donors is not part of the TIP.¹⁹⁷

The Financing Agreement gives a short summary of donors acting in the same areas i.e. FAO, UNDP and ADB (Agriculture and fisheries); UNDP (other livelihoods); UNEP (Environment); UNDP, Japan and ADB (Infrastructure); UNOCHA and WFP (IDPs); WFP (food); UNDP and World Bank (Governance and Government capacity building); UNDP and World Bank (Co-ordination), UNICEF and ADB (Water and Sanitation).

Tsunami Safe Island Programme

The TIP mentions that co-ordination will be done by channelling the funds through the WB/GoM trust fund, which will ensure co-ordination between EC, Member States and other donors. Participation of EC in donor co-ordination meetings has been planned. An analysis of interventions of other donors is not part of the TIP.¹⁹⁸

Climate Change Adaptation

The Action Fiche of the programme provides a chapter on complementary actions:

"The UN system is phasing out its post tsunami support. The Global Environmental Fund has approved use of LDC fund of EUR 4 million, for a project on mainstreaming climate change in national development strategy for which final approval by UNFCCC will be sought in Copenhagen 09. The UNDP will implement this and under the framework of UNDAF will also focus on disaster management, community outreach, institution building and advocacy. Implementation of this project will start in 2010 in the best case.

ADB is active in waste management and faces similar problems of logistical costs and low participation as the EC/WB programme.

The Agence Française de Developpement (AFD) is developing a project that will map land and marine resources with the objective of aiding decision makers to better protect and valorise natural resources.

WB has just commenced implementation of its Maldives Environment Management Project (MEMP), which focuses on three components: institutional capacity building, waste management and biodiversity monitoring, the latter two concentrate on the North Atolls. It is complementary to objectives proposed in the MIP action. Thus, in order to avoid duplication and following Paris Declaration recommendations, the WB and EC decided to collaborate."¹⁹⁹

Empowerment of women project

No reference to activities of other donor interventions in the Financing Agreement.

¹⁹⁶ CSP (2007-2010), p. 19

¹⁹⁷ TIP (2005), p. 35

¹⁹⁸ TIP (2005), p. 39

¹⁹⁹ Climate Change Adaptation, Action fiche, chap. 2.3

EC participates in co-ordinating procedures and bodies (Ind. 8.1.2)

Few donors are active in the Maldives and even fewer have established permanent presence. Overall donor co-ordination is mainly taken care of by the UN and to a lesser extent by World Bank.

The EC approach of implementing activities through implementing agencies and multi-donor projects (i.e. World Bank, UN agencies) is per se improving the co-ordination between EC and these agencies. As a consequence of EC co-operation with both World Bank and UNDP, bilateral co-ordination between World Bank and UNDP also improved as a spin off effect.

ECD participates regularly in the annual donor conferences held by GoM. It also participates in ad hoc donor co-ordination meetings organised by different donors in Colombo (e.g. US embassy, British High Commission in Colombo) concerning their activities in the Maldives. World Bank and UN invite all donors during preparation of new programmes and UN holds half-yearly to yearly country team meetings to which donors are invited and in which EC frequently participates.

As stated in the CSP 2007-2013, ECD is an active participant in donor co-ordination meetings hosted by the British High Commission in Male and facilitates the Integrated Framework Process to engage the donor community. Despite the embryonic nature of Maldives' civil society, ECD has participated in meetings with humanitarian rights organisations and regional NGOs. EC also has a leading role in governance and transition support to GoM and takes part in the annual Assistance Forum of the United Nations Development Assistance Framework (UNDAF).

In the election support, the EC had a leading role in the co-ordination of the election observer mission consisting of diplomats of the Member States and some non-member states (e.g. Australia, USA, Canada, Switzerland) where the ECD provided training and the overall logistics in order to cover strategic islands for election observation.

Co-ordination with donors and consultations with GoM take regularly place during visits of ECD staff to the Maldives. Frequent visits were carried out before the elections for policy dialogue and preparation of the election expert mission. Programme management visits are carried out by the desk officer responsible for Maldives every 1 to 2 months. During these visits, consultations are sought with the implementing agencies (UN, WB), the Ministry of Foreign Affairs as focal point for the ECD and the relevant line ministries involved in implementation. While co-ordination between ECD in Colombo and stakeholders in the Maldives are not rather easy due to good flight connections (flight time 1.30 h), visits to implementation sites are hampered by availability and high costs of transport to the islands.

In the field of **trade** there is no formal mechanism for donors to co-ordinate their trade related assistance (WT/TPR/S/221) although it is expected that the National Trade Policy Co-ordinating Committee will perform this role. The following donors are active in the sphere of trade related assistance:

- FAO – agriculture reform;
- International Fund for Agricultural Development – fisheries and agricultural diversification;
- IMF – tax reforms;
- UNCTAD – LDC graduation;
- UNESCAP – standards, metrology, testing and quality;
- UNDP, WIPO (IPRs);
- World Bank, Asian Development Bank (privatisation),
- Islamic Development Bank
- Bilateral donors from EC, China, India and Japan.

In terms of the restoration of post tsunami livelihoods programme – fisheries component, it appears that donor co-ordination was initially defective as the EC assistance was switched from the purchase of vessels for fishermen to the construction of fish markets on the request of the GoM after it was realised that FAO had made adequate provision in its plans to support the former activities.

In terms of the strengthening the national response to drug abuse project, the project fiche indicates that the implementing body – the United Nations Office on Drugs and Crime – will co-ordinate activities under this project with the other donors active in this sphere in the Maldives – most notably WHO, UNAIDS and UNICEF. However since the scale of the problem is large and

donor resources small, there is no risk of duplication of donor activities – indicated in the project fiche for this project (section 3.3). It is also envisaged that a national co-ordination mechanism will be established and a Project Advisory Committee drawing together all key stakeholders.

Quality and functioning of communication mechanisms (Ind. 8.1.3)

Communication between ECD and GoM is generally perceived as good by relevant ministries (e.g. Ministry of Foreign Affairs, MoFT) and taking place during visits of ECD staff to the Maldives or visits of ministry staff to Colombo. However, some deficiencies in the line of communication of GoM were indicated by the Ministry of Foreign Affairs. While the Ministry is much involved during the initial phases of programme preparation, it feels often sidelined once implementation starts and communication becomes bilateral between MoFT responsible line ministries and ECD.

Number and types of co-ordinated actions taken as expressed by joint identification and evaluation missions, agreements on distribution of tasks or geographical coverage (Ind. 8.1.4)

Apart from funds during the period of single project approach (1999-2004), the bulk of the EC activities afterwards were implemented jointly with other donors.

The funds of the TIP (2005-2006) were implemented through UNDPs Livelihood Programme, which combined funding from EC, UNDP, CIDA, DFID, OCHO and ECHO.

The Tsunami Safe Island Programme (14 M€) was designed in co-operation with WB as part of a larger programme comprising WB (IDA) and Japanese funds.

Rapid Reaction Mechanism funding was also implemented through UNDP.

The funds under the MIP 2007-2010 are planned to be implemented in co-operation with UNODC concerning the combat drug abuse area. The Climate Change Adaptation Programme will be channelled through the World Bank Programme Environmental Management.

Funds planned in the field of GG (Support to the Maldives on Good Governance and Democratisation 2007-2010, 1,346,500 € total amount and 600,000 € from EC) should be implemented in co-operation with UNDP. Co-operation agreement was already prepared and certainly discussed with UNDP. After MTR, amount dedicated for GG was shifted to Climate Change Adaption and Combat drugs.

Information sessions on Complaints Bureau Mechanism

PowerPoint presentations were produced for EU Diplomatic Mission representatives and Commonwealth Secretariat (COG). These presentations were presented to both the United Nations and EU Assessment Teams. (TA Ministry of Law-Final Report, p.18)

Observation mission parliamentary elections

The Diplomatic Community in Colombo will field an observation mission for the Parliamentary elections under the EU umbrella. The EU intends to send a three-member assessment mission. Local NGO Transparency Maldives is planning a full-fledged local observation mission.

No full-fledged international observation was undertaken for Parliamentary Elections. The diplomatic community in Colombo fielded 13 observers. The mission was co-ordinated by the three members of the EU Expert Mission in country since mid-April with a mandate to assess the legal framework and the performance of the electoral authorities. The EU Presidency issued a statement acknowledging a transparent process but also urged the EC to deal with the outstanding complaints through the legal remedies.

The Commonwealth participated with a team of four experts and the UN with a team of two aiming at assessing the situation. The Commonwealth has commented on Minivan news that the Parliamentary Elections were 'well conducted' demonstrating that the Maldives is 'slowly and steadily' consolidating democracy.

Election day events were monitored by candidate's agents; 118 observers from Transparency Maldives (TM); 14 observers from EU and non-EU diplomatic missions, the HRC, and a 7-person team from the Commonwealth. There appeared to be general consensus that voting was conducted transparently and in a largely peaceful atmosphere. However, a relatively large number of complaints regarding vote buying and illegal campaigning were filed with the National Election Complaint Bureau (NECB). (EU/EEM-legis. Final Report, p. 4)

The EC Delegation in Colombo, established at the end of 2005, has taken a leadership role among the diplomatic missions in Colombo in politically supporting the preparations for transition as well as in the co-ordination of diplomatic mission monitoring of the elections themselves.

View ECD:

- ECD did very frequent visits before elections. Afterwards frequency declined. Generally go there for 3 days.
- ECD desk officer goes to Maldives 3 times in 2 months.
- Co-operation with UN and WB only option even though there are EC visibility problems.
- Use of a consultant under framework contract could be good option to represent EC in Maldives.
- Little co-ordination with EIB. ECD was not consulted before €50 million credit but only afterwards when problems came up.
- RRM is good because it allows funds much more rapidly than ALA/DCI.

Results from interviews:

1) Election support:

- Presidential election was the most critical
- EC provided umbrella for election mission and had a strong co-ordination function.
- Election mission gave a lot of credibility to elections and EC.
- EC TA and expert team were always present especially when things became tense.
- First people to be contacted by opposition were observers.
- Former GoM never tried to get in relation with donors.
- Now EC needs to outreach to the current opposition in order to mediate between GoM and opposition. Mediation role was formerly with British Commission.
- EC has organised accreditation for diplomats.
- Support got entire donor community more involved.
- EC should do the same for local elections.

Co-ordination:

- EC participates in annual donor conference.
- Ad hoc co-ordination meetings are held in Colombo organised by different actors (e.g. US Ambassador).

4.8.2 EC support complements other Member States and donors' activities (JC 8.2)

Response to the JC:

EC support in the Maldives has complemented other donor activities in a noteworthy manner:

*The **Tsunami Safe Island Programme (TSIP)** was funded as a consequence of the Jakarta Tsunami Donor Conference, where it was agreed to channel funds through national trust funds i.e. the Tsunami Relief and Rehabilitation Fund (TRRF) in the Maldives, managed by the World Bank and the GoM in accordance with World Bank standards. An extensive joint damage assessment was carried out after the tsunami and was consolidated into the National Recovery and Reconstruction Plan (NRRP). Funds of the TRRF were then used to implement the NRRP, which ensured that they were spent in a complementary way to other donor funding. The TSIP is, therefore, a good example of how to utilise funds in concert with the GoM and the donor community, in accordance with a national plan. In this context, the role of the GoM in the overall donor co-ordination during the tsunami recovery phase has to be strongly acknowledged.*

*One of the components of the TSIP concerned the **development of a public accounting system**. It is another example of positive complementarity, whereby EC funds were used and complemented ADB and USAID funding in the development and testing of a national accounting*

system, and whereby the World Bank is now making additional funds available for the initial roll-out phase to all agencies in Male before going to the islands.

The investments of the TSIP in health and educational infrastructure were complementary to the activities of the World Bank Integrated Human Development Project, and the activities and lessons learnt from the solid waste component of the TSIP served to help in the design of the Maldives Environmental Management Project (MEMP) funded by the World Bank.

The EC support of €2million to the **UNDP Community Livelihoods Programme** was part of a larger multi-donor programme of UNDP, CIDA, DFID, OCHA, ECHO and NZAID (New Zealand International Aid and Development Agency) with an overall budget of €6.3 million. The support extended and complemented the support of the other donors to more islands and sectors, but also made good use and built on capacities transferred earlier to the island communities during the pre-tsunami part of the UNDP project (for example, already well-structured and trained IWMC, and the ability to write project proposals). The overall UNDP project was co-ordinated with similar activities of the Red Cross with regard to solid waste management.

In the project document of the **Climate Change Adaptation Project**, it is planned to co-operate with a €4 million UNDP/GEF project, which is scheduled to start in 2010 and will aim to push climate change into the mainstream of the national development strategy, disaster management, community outreach, advocacy and institution building. Further complementarity is sought with the ADB support in waste management. With the World Bank's Maldives Environmental Management Project (MEMP), a split of tasks has been agreed upon for the waste management. While the World Bank will finance waste management activities in the North Province, EC funds will be used in South Ari Atoll, thus creating geographical complementarity. The MEMP has integrated lessons learnt from the Solid Waste Component of EC's TSIP Programme, with regard to the phasing of interventions.

The co-operation between the EC and UNFPA for the implementation of the **Empowerment of Women project** was the first and sole co-operation project with UNFPA, and in a field where no other donor was engaged at that time.²⁰⁰

With regard to **good governance** the EC support for the preparation of the presidential and parliamentary elections has been the main contribution in this field. Other donors, such as the Commonwealth, UNDP, Australia and some member states, complemented the technical assistance provided by the EC by assessment missions, specific legal advice or financial support of voter education activities, and for the organisation of a local election observation team. The EC were initially to co-operate with UNDP in the field of human rights and NSA capacity building, but this project has been dropped due to the focus of the MIP 2007-2010 on climate change and combating drug abuse.

No overlaps and redundancies between EC and other donors' interventions (Ind. 8.2.1)

In the **Tsunami Safe Island Programme** the initially planned number of IWMCs was reduced from 22 to 15 due to budget underestimates and overlaps with Red Cross installations and GoM programmes.²⁰¹ Otherwise no overlaps were reported for this programme.

In the **Community Livelihoods Programme** no overlaps have been reported. The same is valid for the **election support**.

Synergies achieved by complementary activities between EC and other donors' interventions (Ind. 8.2.2)

Tsunami Safe Island Programme

The TSIP was funded as a consequence of the Jakarta Tsunami Donor Conference, where it was agreed to channel funds through national trust funds i.e. the Tsunami Relief and Rehabilitation Fund (TRRF) in the Maldives managed by World Bank and GoM according to World Bank standards. In the Maldives, an extensive joint damage assessment was carried out after the tsunami and consolidated into the National Recovery and Reconstruction Plan (NRRP). Funds of the TRRF were then used to implement the NRRP, which ensured that they

²⁰⁰ Unfortunately, the EC did not contribute to the project context assessment and design, and signed the Financing Agreement despite the fact that the GoM had several times expressed dissatisfaction with some of the proposed project objectives and activities.

²⁰¹ Mid-term review Tsunami Safe Island Programme (2007), p. 20

were spent in a complementary way to other donor funding. The TSIP is therefore a good example how to engage funds in concert with the overall effort of GoM and the donor community to implement a national plan. In this context the role of GoM in the overall donor co-ordination during the tsunami recovery phase has to be strongly acknowledged. GoM gave information about the most affected 109 islands and guided different donors to the islands whereby Red Cross was concentrated on the reconstruction whereas EC TSIP and given

One of the components of the TSIP concerned the development of a public accounting system. It is another example of positive complementarity, where EC funds were used and complemented through ADB and USAID funding in the development and testing of a national accounting system and where World Bank is now adding additional funds for the first roll out phase to all agencies in Male before going to the islands. In this context, the TA for Institution Building of MEEW and MoFT also worked in close co-operation with the ADB funded “TA 4623 Strengthening Project Management and Monitoring of MoFT”.

The investments of the TSIP in health and educational infrastructure were complementary to the activities of the World Bank Integrated Human Development Project and the activities and lessons learnt from the solid waste component of the TSIP served in the design of the World Bank funded Maldives Environmental Management Project (MEMP).

UNDP Community Livelihoods Programme

The EC support of 2 M€ to the UNDP Community Livelihoods Programme was part of a larger multi-donor programme of UNDP, CIDA, DFID, OCHA, ECHO and New Zealand with an overall budget of 6.3 M€. The support extended and complemented the support of the other donors to more islands and sectors but also made good use and built on capacities transferred earlier to the island communities during the pre-tsunami part of the UNDP project (e.g. already well structured and trained IWMC, ability to write project proposals). The overall UNDP project was co-ordinated with similar activities of the Red Cross regarding solid waste management. It agreed to develop community waste management plans and construction of sustainable waste management centres in co-ordination with Red Cross organisations who constructed another 76 waste management centres in the country.

Climate Change Adaptation

In the project document it is planned to co-operate with a UNDP/GEF project of 4 M€, which is supposed to start in 2010 to mainstream climate change into national development strategy, disaster management, community outreach, advocacy and institution building. Further complementarity is sought with ADB support in waste management. The EC programme will be implemented in complementarity with the World Bank’s Maldives Environmental Management Project (MEMP - institutional capacity building, waste management, biodiversity monitoring). With the MEMP a split of tasks has been agreed upon for the waste management. While the World Bank will finance waste management activities in the North Province, the EC funds will be used in South Ari Atoll thus creating geographical complementarity. The MEMP has integrated lessons learnt from the Solid Waste Component of EC’s TSIP Programme i.e. phasing of interventions (first regional facility and then island facilities, stronger involvement of the communities, design changes for IWMCs).

Good governance support

UNDP has provided assistance to the GoM in governance specifically on constitutional reform, support to the National Human Rights Commission, support to the justice sector reform and support to decentralised governance. A human rights advisor is part of the staff.

A **review of the Maldives electoral laws** was done by the Commonwealth in December 2004. The report with a wider approach than purely electoral matters encompassing reform of civil service, anti-corruption measures and political parties’ arrangements was issued before the publication of the Roadmap and some of the recommendations were then included in the Reform Agenda.

During the election preparation, several donors supported Maldivian NGOs and the Election Commission for training and voter education activities and election observation (UNDP, Commonwealth, Suisse Co-operation). The EC TA-Team has generally closely monitored these activities being the sole long-term (during the whole election process) support team present in the Maldives.

4.8.3 Support activities under the CSP programmes and other EC policies are mutually compatible (JC 8.3)

Response to the JC:

The judgment criterion was analysed at two levels: (i) coherence of the country strategy programmes with EC's regional programmes (i.e. Regional Multi-Country Programmes in Asia 2005-2006 and Regional Programming for Asia 2007-2013) and (ii) other external EU policies according to the EU's Policy Coherence for Development.

Concerning EC's regional programmes: Within the Regional Multi-Country Programmes in Asia 2005-2006, five regional programmes have started.²⁰² The programmes were all demand-driven through open calls for proposals. Two other regional funds relevant for the Maldives are provided by the Regional Programming for Asia (Strategy Document 2007-2013) for 2007-2010: regional integration²⁰³ and policy and know-how based co-operation²⁰⁴. A further programme with a trans-border element, but outside regional programmes, is the EU-Asia Civil Aviation Co-operation Programme.²⁰⁵

Although the Maldives are eligible for these EC programmes, the country's participation has so far been very limited. One student has been supported through the Erasmus Mundus Programme.

The main participation of the Maldives during the evaluation period was in the **Regional Tsunami EU Coastal Zone Management Facility**, which was planned by the TIP (2005-2006) as an initiative for the three TIP-addressed countries, Indonesia, the Maldives and Sri Lanka. The €12million programme was also opened up to Thailand, Malaysia, Myanmar and India. Out of the overall budget, €6million was allocated to the United Nations International Strategy for Disaster Reduction (UN ISDR) to implement the project entitled "Building Resilience to Tsunamis in the Indian Ocean" from 2007 to 2009.²⁰⁶ The programme was initially overseen by EC head office in Brussels, but responsibility was transferred to the ECD Bangkok in March 2008.

In the Maldives, the programme has been implemented through UNDP and SEEDS Asia, in close co-operation with the National Disaster Management Centre (NDMC) and in partnership with the Ministry of Housing, Transportation and Environment. Under the programme, SEEDS Asia has implemented its Selamat project in Shaviyani Atoll in the Upper North Province, where communities were assisted in planting "bio-shields" for protection against the sea, to develop a disaster management plan for the atoll and a community resource centre. Home gardening and solid waste management have been promoted. Despite the obvious similarities of some of the activities with other EC activities implemented on bilateral funds, no co-ordination appears to have taken place with the bilateral EC programmes. The ECD in Colombo has not been aware of the programme, and this is confirmed by the final evaluation report for the Delegations in India and Indonesia²⁰⁷, indicating a communication gap between desk officers for regional programmes and ECD Colombo.

Apart from these two activities, no other project proposals submitted by the the Maldives are known. Inquiries during the field phase indicated that the EC's regional programmes, with their support possibilities and procedures, are not known to the GoM, and therefore not used.

Concerning other EU policies:

The Maldives are benefitting from trade relations with the EU notably in the fisheries sector

²⁰² Asia Invest, Asia Urbs, Asia Pro Eco, Asia IT & C and Asia-Link

²⁰³ (i) Development of trade and implementation of SAFTA, (ii) sector dialogue and (iii) civil aviation.

²⁰⁴ This covers the following areas: (i) Sustainable Consumption and Production in Asian countries (SCP-Asia), (ii) Forest Law Enforcement, Governance and Trade (FLEGT), (iii) Higher Education and Research, (iv) Support to research institutes, and (v) cross-border co-operation in animal and human health.

²⁰⁵ The indicative programme 2006-2007 defined three new Asia-wide programmes: (i) Trade and investment, (ii) Higher education, and (iii) Environmental management.

²⁰⁶ Out of the total foreseen volume of €12million, a sum of €6million has been transferred to be used for earthquake reconstruction in Pakistan. The remaining €6million has been spent under the Building Resilience to Tsunamis in the Indian Ocean Programme (for India, Indonesia, the Maldives and Sri Lanka), with four specific objectives:

- To strengthen national institutional capacity in disaster risk reduction,
- To increase public awareness and knowledge of tsunami risk and disaster risk reduction,
- To strengthen local communities' capacities for disaster risk reduction,
- To advance research and analysis on the risk and impact of tsunamis and other related hazards.

²⁰⁷ This (final) evaluation was carried out in August/September 2009 and came otherwise to an overall positive assessment.

through the GSP and in future the GSP+, for which the country is preparing. The country also directly benefits of funds of EU's climate change policy through the GCCA, which has selected the Maldives as a pilot country. EU subsidies for agricultural exports are positive for food-import dependant country through reduced prices. Indications for negative effects of external EU policies could not be found.

The European Investment Bank (EIB) has invested €50million to support tourism development after the tsunami. According to the ECD in Colombo, there was no co-ordination between EIB and ECD during the design stage for the loans. Only after ECD reported on indications of misuse of money to EIB were some consultations were held. Overall co-ordination between EIB and ECD is very limited.

A positive example of synergetic effects is the pooling of funds of the MIP 2007-2010 and the Global Climate Change Alliance (GCCA) to stage the new Climate Change Programme, whose implementation is currently prepared. While €2.7 million was contributed from MIP funding, GCCA has allocated €3.8 million to this programme, which will be implemented through the World Bank.

CSP programming documents account for global and regional policy objectives i.e. Asia-wide programmes, Erasmus Mundus etc. (Ind. 8.3.1)

The Strategy Paper and Indicative Programme for the regional Multi-Country Programmes in Asia 2005-2006 have been changed to a duration of two years in order to align the planning period for regional programmes to those of the country programmes. During the period 2005-2006 five regional programmes have started: Asia Invest, Asia Urbs, Asia Pro Eco, Asia IT & C and Asia-Link. Maldives has been eligible for those programmes. Their characteristics were that they directly targeted relevant institutions without involvement of national governments (i.e. no financing agreement). The programmes were all demand driven and implemented through open calls for proposals.²⁰⁸

EC maintains also a **co-operation agreement with SAARC**²⁰⁹ signed in a Memorandum of understanding in 1996. The co-operation is focused on four priority areas: improve market access for SAARC products to the EU, work towards accumulation of rules of origin of SAARC products for exports to the EU, technical support for the establishment of the SAFTA²¹⁰ and support for the harmonisation of SAARC standards.²¹¹

A further programme with a trans-border element but outside regional programmes to which Maldives is eligible is the **EU-Asia Civil Aviation Co-operation Programme**.²¹²

The indicative programme 2006-2007 defined three new Asia-wide programmes:

1. Trade and investment: exchange of experience and networking between European and Asian businesses.
2. Higher education: Reinforcing institutional networks, human resource strengthening, awareness raising.
3. Environmental management: Strengthening of institutional networks focusing brown environment, Transfer of environmental technology.

One SAARC programme has been defined to support the integration of SAARC members, including co-operation on trade issues such as trade facilitation, technical barriers to trade, phytosanitary measures, financial services and monetary issues.

The **Regional Programming for Asia Strategy Document (2007-2013)** defines three support areas in its Indicative Programme 2007-2010:

1. Regional integration: this programme foresees for SAARC to support the (i) development of trade and implementation of SAFTA, (ii) sector dialogue and (iii) civil aviation
2. Policy and know-how based co-operation: in this area the following areas will be supported (i) Sustainable Consumption and Production in Asian countries (SCP-Asia) and (i) Forest Law Enforcement, Governance and Trade (FLEGT), (iii) Higher Education and Research,

²⁰⁸ Strategy paper and indicative programme for multi-country programmes in Asia 2005-2006, p. 14

²⁰⁹ South Asian Association for Regional Co-operation.

²¹⁰ South Asian Free Trade Area.

²¹¹ Strategy paper and indicative programme for multi-country programmes in Asia 2005-2006, p. 16

²¹² Strategy paper and indicative programme for multi-country programmes in Asia 2005-2006, p. 18 and Indicative Programme p. 7

iv) Support to research institutes and (v) cross-border co-operation in animal and human health.

3. Support to up-rooted people: (not targeting the Maldives)

The **TIP** was a regional planning document addressing Indonesia, Sri Lanka and the Maldives. Reference or links to other regional EC support are not included. However, the indicative programme defines a **Regional Tsunami EU Coastal Zone Management Facility** for the three countries.

The CSP 2007-2013 briefly mentions two regional projects implemented between 1993-1995 in the tourism sector (tourism master plan, TA and training) and the eligibility of the Maldives to the General Erasmus Mundus Programme since 2004 and to the Erasmus Mundus Asian Window for 2005-2006. Strategic links with objectives of regional programmes are not established.

Activities under different EC policies create synergetic effects (Ind. 8.3.2)

Regarding coherence between bilateral EC funding and regional EC programmes, synergetic effects are few. Maldives participation in regional EC programmes is very limited and so is knowledge about the existence of the programmes and conditions to access funding. Within EC headquarters and ECD it has been difficult to find information about regional activities.

The country has apparently not submitted any proposals for the proposal-driven regional programmes. So far only one student has participated in the Erasmus Mundus Programme.

The Post-Tsunami Regional Coastal Zone Management Facility described in the TIP (12 M€) has been re-planned. Eventually 6 M€ were transferred to be used for earthquake reconstruction in Pakistan. Six M€ were contracted to the United Nations International Strategy for Disaster Reduction (UN ISDR) for a project entitled *Building Resilience to Tsunamis in the Indian Ocean* in India, Indonesia, Maldives and Sri Lanka, which has been implemented from 2007 to 2009 (see below). The programme was initially managed by EC head-office in Brussels and the responsibility has been transferred to the ECD in Thailand in March 2008. The ECD in Colombo has not been aware of the programme and the same is confirmed by the final evaluation report for the Delegations in India and Indonesia.

The **Building Resilience to Tsunamis in the Indian Ocean Programme** had four specific objectives:

- To strengthen national institutional capacity in disaster risk reduction.
- To increase public awareness and knowledge on tsunami risk and disaster risk reduction.
- To strengthen local communities capacities for disaster risk reduction.
- To advance research and analysis on the risk and impact of tsunamis and other related hazards

The final evaluation has been carried out in August/September 2009 and came to an overall positive assessment.²¹³

In the Maldives, the programme has been implemented through UNDP and SEEDS Asia in close co-operation with the National Disaster Management Centre (NDMC) and in partnership with the Ministry of Housing, Transportation and Environment. Under the programme, SEEDS Asia has implemented its Selamat project in Shaviyani Atoll in the Upper North Province, where communities were assisted in planting “bio-shield” for sea-protection, to develop a disaster management plan for the atoll and a community resource centre. Home gardening has been promoted and solid waste management. Despite the obvious similarities of part of the activities with other EC activities implemented on bilateral funds, no co-ordination has apparently taken place.

Regarding other EU’s external policies, the EU has elaborated a concept of Policy Coherence for Development (PCD) in order to avoid unintended impacts of EU policies on EC’s development activities, in order to strengthen synergies. Twelve policy areas were defined and formally integrated into the European Consensus on Development (2005) i.e. Common Agricultural Policy, Climate Change, Fishery Policy, Environment etc.²¹⁴

The Maldives are benefiting from EU’s external policies. Concerning trade and the important fish sector, the Maldives are benefitting from preferential treatment through the GSP scheme

²¹³ Agrisystems Consortium (2009), p. 1

²¹⁴ COM(2009) 461 final

and the country prepares to participate in the GSP+ scheme from 2014 onwards. With regard to EU's Common Agriculture Policy, Maldives as a food importing country is benefitting from EU export subsidies through reduced prices.

Further synergies can be expected through **the pooling of funds of the MIP 2007-2010** and the **Global Climate Change Alliance (GCCA)** to stage the new Climate Change Project, The Maldives have been selected as pilot country of EU's GCCA programme launched in 2007 as part of EU's climate change policy. There were no indications found for any negative effects of EU policies and EC development support.

The **European Investment Bank (EIB)** has invested 50 M€ to support tourism development after the tsunami. According to the ECD in Colombo, there was no co-ordination between EIB and ECD during the preparatory phase. Only after ECD reported to EIB on indications of misuse of money, some consultations took place. Overall co-ordination between EIB and ECD is however very limited.

4.9 TO WHAT EXTENT HAS THE EC CHOICE OF AID MODALITIES, DELIVERY CHANNELS AND IMPLEMENTING AGENCIES BEEN APPROPRIATE TO THE COUNTRY CONTEXT? (EQ 9)

(Response to the EQ see report part 1)

4.9.1 Mix of approaches and co-operation partners uses available implementing capacities in the country (JC 9.1)

Response to the JC:

EC made flexible use of project and programme approaches and co-operation partners in a quickly changing environment. The EC support from 1999 to 2009 used initially individual projects before entering in 2004 into a more strategic approach using CSPs and Indicative Programmes, which were complemented through funds of FWCs and the European Initiative for Democracy and Human Rights (EIHDR) thematic budget-line.

After the tsunami, EC reacted quickly by substituting the CSP 2004-2006, whose implementation had not yet started, by the TIP 2005-2006. First emergency and relief activities were implemented by ECHO, while additional funds of the Rapid Reaction Mechanism were adequately made available through the TIP and successfully implemented with UNDP. The funds of the TIP were channelled (i) through the multi-donor Tsunami Relief and Rehabilitation Trust Fund managed by WB and GoM and (ii) an existing multi-donor UNDP Programme. The implementation of TRRF funds has been co-ordinated by the MoFT and the National Disaster Management Centre. Implementation has been carried out through Line Ministries and NGOs, who gained additional experiences by their involvement.

RRM funds were co-funding a large scale UNDP emergency housing project and used to pilot the implementation concept. The concept of cash grants has been later-on adopted by the UNDP programme and GoM as national concept.

The main EC-funding through the TIP 2005-2006 has been complemented by activities under framework contracts i.e. the Integrated Framework Facilitator, the Strategic Environmental Assessment and TAs for the tsunami related support and – the most important - the electoral support. The latter, i.e. support to the presidential and parliamentary election also received funds through the EIHDR thematic budget line. (cf. Ind. 9.1.1 and 9.1.2)

The Climate Change Adaptation Programme of the MIP 2007-2010 is co-funded by GCCA and channelled again through a WB Programme,²¹⁵ while the Combat drug Abuse activities will be implemented in co-operation with UNODC. The MIP 2011-2013 (6 M€) is planned to be channelled again through a WB managed trust fund.

Channelling funds through WB and UNDP made good use of the existing capacities in the country by using implementing agencies that were locally represented and had already on-going programmes, which could be used to quickly implement post-tsunami activities. The established co-operation eased the task of co-ordination and harmonised procedures of different donors. Both programmes successfully used NGOs to implement part of the activities. Management fees of 2% (WB) and 7% (UNDP) are cost-effective in comparison to fees occurred by direct implementation even though some additional costs occurred for monitoring of the funds channelled through the TRRF. (Ind. 9.1.2)

However, not all programmes benefitted from local management of implementing agencies. The Empowerment of Women Project has been prepared by a UNFPA team and then managed from UNFPA in Sri Lanka, which caused some difficulties in implementation. The World Bank manager of the TSIP moved during the implementation of the programme from Male to Washington, which caused some monitoring and communication problems. Remote management will also be used for the Climate Change Adaptation and Mitigation Programme, which will be managed by World Bank staff in New Delhi and Colombo thereby giving up the advantages of close presence. As World Bank procedures will be applied, the harmonisation of donor procedures will nevertheless be maintained.

²¹⁵ as suggested by the MTR of the CSP 2007-2010, which has not yet started

Thematic budget lines and framework contracts allowed a fast response to the request of GoM to support the electoral process. They also allowed backstopping the implementation of the Tsunami Safe Island Programme through further TA for capacity building and monitoring. Targeted FWC-funded inputs were given to trade (Integrated Framework Facilitator, support for WTO trade negotiations) and the Development of the Regional Development Plan (Strategic Environmental Assessment).

Use of the TRRF improved the internal organisation and strengthened the capacity of the MoFT (ERMS) and line ministries in project management and implementation. A main part of the overall TSIP was allocated to the development of a Public Accounting System (PAS), which produced significant efficiency gains in and improved transparency of the overall financial management of GoM. EC support funded the design and testing of the system (Phases 1 and 2) and funding expired on 31 January 2010 with the rolling out of the system to five areas within the GoM (civil service, planning department, Ministry of Education and one site being off island) This is a highly complex project which is also being supported by GoM resources and an additional \$1.8m from the World Bank Funded Pension and Social Protection Administration project.

The implementation of the restructuring of the PAS has been achieved within the MoFT. The roll-out of this restructuring process to the line ministries is still in progress while the roll-out of this process to island governments in the provinces is expected to take place in 2010. The PAS was designed to ensure a robust system of financial management for the TRRF as well as GoM national funds and other donor funding streams. However the PAS was not operational on time for it to be used in the framework of the TRRF which is now in its closing stages. However, the PAS component of the TIP must be regarded as successful and a huge step forwards in terms of developing and building the capacities of the MoFT, line-ministries, and island governance and although users were not always initially positive about the introduction of the new system, the system is generally working well and already generating also efficiency gains for the GoM in terms of processing payments.

The PAS is not yet fully functional and various steps remain to be taken following EC assistance to ensure the completion of the rolling out of the system to all Male based agencies, extension to the atolls treasury offices and expansion of the functionality of the system. The complexity of the system and the volume of change introduced by the system have resulted in time being needed to absorb the changes introduced and for the full benefits from the implementation of EC assistance to be realised. (Ind. 9.1.4)

EC visibility on posters, tools, documents and on project sites was appropriately ensured by UNDP Post Tsunami-Led Reconstruction and Rehabilitation on Muli Island and moderately by the UNDP Community Livelihoods Programme. Apart from some EC visibility on billboards near construction sites of the TSIP Programme (reconstruction of infrastructure), there is little EC visibility. Weak visibility has also been confirmed for the Empowerment of Women Project. (cf. Ind. 9.1.5)

Mix of aid modalities responds to specific contextual requirements over time (Ind. 9.1.1)

EC support between 1999 and 2009 has been implemented via individual projects until 2004, when the first CSP 2004-2006 has been elaborated. This has been flexibly replaced in 2005 by the Tsunami Indicative Programme 2005-2006 (TIP). Under the TIP, EC has changed its approach from individual projects to multi-donor projects, which has to be seen in the specific context of the situation after the tsunami: the tsunami damages required a quick response, the EC had no permanent representation in the Maldives and the country programme has been managed by the ECD in New Delhi. After the tsunami, the responsibility was shifted to the ECD in Colombo in 2005 having limited staff by that time. The International Jakarta Donor Conference in January 2005 had agreed to pool tsunami-related funds and channel them through trust-funds established by the affected countries with WB assistance to finance reconstruction based on joint national needs assessments.

In this situation, EC has quickly and flexibly provided ECHO funds as first emergency relief response and then used the RRM and the TIP funding. Based on the immediate needs of the affected communities, the two ECHO programmes were granted on January 1 2005:

- € 1.7 million ECHO grant for immediate assistance for children and women affected by the tsunami in the Maldives (implemented by UNICEF) improved drinking water and sanitation

facilities for 34,000 people and supported immunisation of 50,000 children and 25,000 women.

- € 1 million ECHO grant (implemented by UNDP) to assist over 22,000 tsunami affected people by repairing their houses and restarting activities in the fishing and agriculture sectors as well as providing cash for work activities for the most vulnerable population.

The RRM was launched after (ECHO) emergency aid was granted. It was embedded into a co-ordinated government strategy that addressed the mid-term recovery. UNDP received € 0.9 million through the Rapid Reaction Mechanism (RRM) for post-tsunami community-led Reconstruction and Rehabilitation in Muli. This grant was used as pilot for UNDP's large scale emergency housing reconstruction project for approximately 2,000 housing repairs and 1,000 housing reconstructions on 45 islands.

Subsequently, the TIP Programmes were implemented through a multi-donor programme and a trust fund:

- The multi-donor UNDP Community Livelihoods Programme had an overall volume of 6.3 M€ pooling funds of EC (2.00 M€), OCHA (2.49 M€), DFID (0.79 M€), NZ (0.66 M€), CIDA (0.09 M€) and UNDP (0.03 M€). Joint Management with UNDP was agreed through a Contribution Agreement in line with the standard contribution agreement to International Organisations implementing the Framework Agreement of 29 April 2003 with the United Nations. Monitoring responsibilities, sites visits and the responsibility of the technical quality and sustainability was thereby shifted to UNDP.²¹⁶

Transferring funds from the NIP 2005–2006 to the UNDP programme allowed a swift reaction using already available programme structures of UNDP.

- The Tsunami Safe Island Programme (TSIP) has been implemented through an Administration Agreement with WB under Centralised Management. It was defined that the funds had to be channelled through the Tsunami Relief and Reconstruction Fund (TRRF) using World Bank implementation and financial rules in order to harmonise procedures. Monitoring had also been shifted to WB regular missions.

As one of the TSIP components, a Public Accounting System (PAS) was designed to ensure a robust system of financial management for the TRRF as well as GoM national funds and other donor funding. However the PAS was not operational on time for it to be used in the framework of the TRRF which is now in its closing stages. EC funded the design and testing of the system (Phases 1 and 2) and funding expired on 31 January 2010 with the roll out of the system to five areas within the GoM (civil service, planning department, Ministry of Education and one site being off island). The PAS is a highly complex project, which is also being co-funded by GoM and an additional \$1.8 million from the World Bank Funded Pension and Social Protection Administration Project. The PAS suffered from some delays in implementation due to the changes in the GoM financial system reducing the resources available to implement the project. Overall PAS is being viewed by GoM as a highly valuable system ensuring more efficient and transparent public accounting. Although users were not always positive initially about the introduction of the new system, the PAS is now generally working well and already generates some efficiency gains e.g. in the processing payments.

The period after the tsunami was characterised by a period of political and institutional change. Strong public demand for political reform and social unrest led to the *'Road Map for the Reform Agenda'* in March 2006, which finally resulted in the new Constitution in August 2008, the first multi-party presidential elections in October 2008 and parliamentary elections in 2009.

The implementation of the CSP 2007-2013 with its first MIP (2007-2010) did not start during this period but EC complemented the implementation of the TIP activities through framework contracts i.e. the Integrated Framework Facilitator, the Strategic Environmental Assessment and TAs for the tsunami related support and – the most important - the electoral support. The latter, i.e. support to the presidential and parliamentary election (1.037.975 €), was financed by FWCs and the thematic budget line EIDHR.

²¹⁶ Financing Proposal Asia/2005/017-612, p. 9

MIP 2007-2010: For the Climate Change Adaptation and Mitigation project, funds from the Global Climate Change Alliance (GCCA, 3.8 M€)²¹⁷ were combined with funds of the MIP 2007-2010 (2.7 M€) and a framework agreement has been signed with WB. Total funds of 6.5 M€ will be administered through the WB Maldives Environmental Management Project (MEMP) through a donor trust fund, which had initially been designed as single donor fund and opened up later on for other donors. The second programme of the MIP 2007-2010 Combat Drug Abuse (1.3 M€) will be implemented in co-operation with UNODC.

MIP 2011-2013: The Indicative Programme has been focused on one priority area 'Governance' with three sub-areas Climate Change, Combat drug Abuse and Public Administration. The 6 M€ funding will be channelled through the WB and the TRRF co-managed by MoFT. Options for collaboration with Member States will be examined during identification.

Choice of delivery channels and implementing agencies was instrumental to achieving EC goals (Ind. 9.1.2)

The TIP (2005-2006) defined that EC tsunami reconstruction funds will be channelled through Trust Funds that the affected countries were setting up with the World Bank and push others to do so as well.²¹⁸ One reason was to ensure sound financial management through World Bank fiduciary control. Other suggested advantages were effective co-ordination among donors, maximum implementation efficiency by using one management system (60 donors and 350 NGOs were present in the overall region), trust funds ensure that activities were aligned with national reconstruction plans and facilitated strategic policy dialogue with GoM.

Tsunami Safe Island Programme

The EC programme was designed in the context of a bigger programme benefitting additionally from WB and Japanese funds. Channelling the funds of the Tsunami Safe Island Programme through WB was decided as the EC had no permanent representative in the Maldives and WB had already elaborated a programme of tsunami-related support for the Maldives. Out of 14 M€, a 2% fee was deducted for management (278,000 €) and 100,000 € for external evaluation.

The 2% management fee for WB is modest in comparison to management costs of other implementing agencies. The MTR of the programme expressed nevertheless that an adequate monitoring of the programme could have been done by EC at a lower cost.²¹⁹

An important part of the Tsunami Safe Island Programme (4.4 M€) and a TA (189,054 €) had to be invested in a Public Accounting System (PAS) in order to render the TRRF operational, to strengthen capacities of MoFT and ensure monitoring. In the end the PAS did not serve much for the TRRF but was very beneficial to improve the accounting procedures of GoM.

While a major part of the programme was implemented through Line Ministries, an NGO (Live & Learn Environmental Education) was successfully used to carry out the public awareness campaign.

UNDP Livelihoods Programme

Administrative costs for implementing the programme were 7%, which seems justified to get the Programme quickly on the ground. The UNDP Programme co-operated with NGOs to implement the EC funds.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

This RRM housing programme was channelled through UNDP and served as pilot²²⁰ of UNDP's large scale emergency housing reconstruction project. The administrative costs for implementing the pilot programme in Muli were 7%, which is justifiable to rapidly facilitate mid-term recovery requirements, especially when considering that:

- The pilot spearheaded the successful large scale UNDP reconstruction programme.

²¹⁷ GCCA was launched on 18 September 2007 to support mostly LDC and small island states vulnerable to climate change. Maldives was selected as a pilot country for GCCA support

²¹⁸ TIP (2005-2006), p. 15

²¹⁹ TIP (2005-2006), p. 15

²²⁰ Reconstruction of 28 houses and repair of 106 houses through a cash grant mechanism.

- The GoM adopted the cash grant mechanism of this UNDP programme as their national policy for their own housing reconstruction and repair programme.
- The RRM support contributed to one of the most successful post-tsunami medium-term recovery programmes in the Maldives according to interviewed stakeholders and GoM.

Climate Change Adaptation and Mitigation

The programme consists of two funds from GCCA and MIP, which were joined in order to concentrate funds in one programme. The programme will be carried out complementary to the WB Maldives Environmental Management Project (MEMP). The co-funding allows using identical administrative procedures and avoids setting up of additional project management structures.²²¹ Management of the programme will however be done from World Bank offices in New Delhi and Colombo. While the EC funds of the programme are grants, the MEMP is funded through an IDA loan for US\$ 13.15 million.

Empowerment of women project (1996-2005):

Funds were channelled through UNFPA. While the UN is represented in the Maldives, UNFPA managed the project with a project director in Sri Lanka i.e. being not closer to the Maldives than ECD. EC was contacted early 1995 by UNFPA to contribute to a pilot project for the strengthening of women. The preparation has been made from UNFPA Nepal. UNFPA's Nepal-based country support team (CST) has drawn up the project concept, which lacked realistic assessment of the country context in the Maldives. Implication of and co-ordination with concerned ministries was weak. It was the first co-operation between EC and UNFPA in the country. Differences in administration, terminologies, standards, procedural approaches and financial management constrained implementation.

Co-ordination among different EC implementing agencies and EC/ECD ensures programme steering and exchange among partners (Ind. 9.1.3)

Tsunami Safe Island Programme

The € 14 million TSIP Programme was implemented by GoM and supervised by the World Bank. The following monitoring and co-ordination measures were applied:

- The National Disaster Management Centre (NDMC) has been established after the tsunami and was chaired by the Minister of Finance with support from a UN Consultant. The NDMC oversaw, co-ordinated, and linked relief with subsequent rehabilitation and development efforts in the Maldives. It also co-ordinated the mid- to long-term EC support under RRM and TIP with the emergency support of ECHO, NGOs, etc.
- To tackle the longer-term response of EC to the tsunami, EC staff was reinforced both at HQ and in Colombo. The ECD in Colombo was upgraded to a full-fledged Delegation to cover and co-ordinate the overall EC assistance in Sri Lanka and the Maldives. Around seven backstopping per year to Male take place.
- ECD participated in WB monitoring missions and participates in donor co-ordination meetings.

In 2009, however, the ROM visit states that *“communication between WB, GOM, and EC Delegation appeared constrained and inadequate, with GOM authorities and especially island and atoll authorities often left out of communication. This poses a serious risk to the success of the project. Remarkably, the WB office in Male’ is often not included in the communication”*.²²²

UNDP Livelihoods Programme

The Community Livelihoods Programme was co-ordinated and monitored by means of the following measures:

- The ECD maintained direct contact with the UNDP for co-ordination and reporting regarding the project activities funded by the RRM and the Livelihoods Programme (and ECHO).
- The projects have mainly been monitored and co-ordinated by the Tsunami Recovery Team and the Livelihoods team using the annual work plans, which outlined targets and time frames of activities. The livelihood team followed up through telephone and by visiting

²²¹ Action Fiche Support to Climate Change adaptation, chapter 2.3

²²² ROM Report (2009), p. 2

project sites, meeting beneficiaries, implementing partners to obtain regular update and progress on activities.

- Implementing partners such as ministries and NGOs were consulted to monitor progress of relevant activities. Field reports, progress reports and a database of beneficiaries and project information were compiled and updated for monitoring.
- Evaluation was conducted by the livelihoods team through an annual review in 2006 and 2007 and by EC in 2007. Feedback received include increasing monitoring/supervision visits to project sites, addressing sustainability issues of projects, documenting lessons and extending project activities beyond tsunami programme to regular/long term project.

Climate Change Programme

In the upcoming Climate Change Programme an Advisory Council has been created and joint implementation review missions of WB and ECD are planned. Management of the programme will be through the Maldives Environmental Management Project (MEMP). However, WB responsible staff for the EC funds will operate from Colombo and New Delhi.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

The programme was co-ordinated and monitored by the following measures:

- The ECD maintained direct contact with the UNDP for co-ordination and reporting regarding the project activities funded by RRM and (and ECHO).
- A technical survey of tsunami damage was jointly undertaken by beneficiaries, UNDP and an engineering firm (Zonal Implementing Group) and completed in September 2005.
- Project planning and information through meetings with house owners, IDCs, and IWDCs.
- UNDP designed the project methodologies and procedures²²³ in consultation and collaboration with the NDMC and other involved governmental stakeholders in Male.
- Regular monitoring and training visits were undertaken by the Male-based engineering firm and UNDP.
- Project analysis and co-ordination among stakeholders i.e. GoM, NDMC, Shelter Recovery Committee (representing all beneficiary households in Muli), IWDC, IDC, Island based staff, and UNDP in Male.
- External evaluation of the Micro-capital Grant Agreements and procedures in April 2006.

Empowerment of women project (1996-2005)

The co-ordination was carried out by two Committees, which oversee and guide project implementation and co-ordination. The Project Review Committee (PRC) chaired by DER and consisting of MPND, MWASS, MOE, EC, UNFPA and SHE. In its biannual meetings the PRC reviews the progress and endorses all decisions regarding project activities. The Project Co-ordinating Committee (PCC) is co-chaired by MPND and MWASS and consists of GoM agencies including MPND, MWASS, MOE, DPH, MOAA, and DER. The PCC meets quarterly to strengthen the co-ordination of activities among the different components of the project.”²²⁴ Difficulties between EC and UNFPA were caused by different interpretation of the financial agreement.

Applied management procedures strengthen the national system (i.e. procurement, accounting, M&E and audit) (Ind. 9.1.4)

Institution Building for the MEEW and MoFT

EC funded a TA²²⁵ to help GoM to improve management of the tsunami related support by improving project management skills of implementing agencies notably the External Resources Management Section (ERMS) within MoFT. Requested services of the consultant were to assist GoM in the monitoring of the implementation of the TRRF, to identify constraints and propose

²²³ Technical guidelines, funding mechanism, procurement, and recording and reporting.

²²⁴ Mid-Term Evaluation, p.15

²²⁵ Planned budget 189,054 €

solutions, improve co-ordination between MoFT, the Tender Board and line ministries, improve stakeholder participation in project management and implementation and to carry out field visits. Outputs of the TA were: definition of ERM's missions and responsibilities, designing work processes in an operations manual, improved document management and introduction of a quarterly review procedure for project monitoring and co-ordination.²²⁶

Tsunami Safe Island Programme

The following management procedures were aligned to the national system for the Tsunami Indicative Programme:

- Most of the EC's funds passed through the Trust Fund, which was established by GoM with World Bank support. The Trust Fund eased the task of co-ordination and ensured transparency, efficiency and flexibility in EC aid delivery. The EC funds channelled through the trust fund were co-ordinated by the External Resources Management Division of the Ministry of Finance (MoFT). An established Project Steering Committee met every six months.
- Departments within the relevant ministries (Education, Finance and Treasury, Construction and Public Infrastructure, Health, etc.) were designated as contracting authority for the construction works.

Public Accounting System

The public accounting system was designed and implemented covering budget and accounting processes, business work flows and rationalising existing systems and finally translating these in a new IT system.

Efficiency gains by the PAS were expected to be large once the system is running: *"the PAS reduces 'wastage' of funds and significantly improves GOMs financial management. As such, it enhances accountability and transparency"*²²⁷

The sustainability of the PAS system is assessed positively as it has strong support from GoM: MoFT has provided facilities to accommodate the system and staff for its operation; annual license fees (15-17% of purchase costs) for the SAP software will be incorporated in the annual GoM budget; staff has undergone training even though MoFT has requested additional training at the SAP Academy in Malaysia to reduce dependency on external consultants.

Overall PAS is being viewed as a highly valuable system for the GoM in ensuring a robust and transparent public accounting system. It is generally working well and has been in use for more than half a year without major technical fault.²²⁸ While there are reports of the system already generating also some efficiency gains for the GoM in terms of processing centralised payments, in view of the scale of the work and its complexity some difficulties remained in taking forward the work in the aftermath of EC assistance²²⁹:

- Specification for business process and banking arrangements for the pilot atoll treasury have yet to be finalised, as well as staffing, furniture, equipment and training needs have to be addressed and specified.
- Continuing difficulties in reconciling, preparing and posting the backlog expenditure data limits the accuracy and benefits of funds checking and budget monitoring reports. A large number of bank accounts continue to be used but without clear processes for capturing data to PAS.
- No plan in place for producing the 2009 financial statements.
- No indication of the level and timing of the PAS Implementing Consultant post 2009.

While the operation of the PAS for centralised payments has introduced improved processes and greater transparency of payments it remains reliant on many existing accounting practices, awaiting confirmation of system stability and capacity to absorb change before introducing new measures.²³⁰ Progress has been difficult and project risks (technical issues, volume of activities to be conducted within the timeframe and budget etc.) continued during the implementation of

²²⁶ NIRAS (2007): Inception report 2, p. 10

²²⁷ ROM report (2009), p.

²²⁸ Ministry of Finance and Treasury (2009)

²²⁹ Ministry of Finance and Treasury (2009)

²³⁰ Progress Report November 2009

the EC assistance and afterwards, although the progress reporting indicated project risks and efforts to mitigate these risks.

The findings from the field mission generated the following timetable for the progression of the PAS post EC assistance:

- Roll out to all Male based agencies for processing payments expected to be completed by Quarter 3, 2010;
- Use of the system for payroll is expected to be completed end of 2010/ start of 2011;
- Then roll out of the whole system to the atolls based on the design of a separate model for atoll treasury offices.

While full benefits of the PAS implementation have yet to be realised, nonetheless EC support has facilitated the design and development of the infrastructure for sound financial management by the public agencies in the Maldives. The system can be enhanced and strengthened in the future through GoM funding and accessing additional donor assistance to complete the implementation and to expand its functionality.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

The following management procedures were applied:

- UNDP designed the project methodologies and procedures in consultation and collaboration with the NDMC and other involved governmental stakeholders in Male.
- Regular monitoring and training visits were undertaken by the Zonal Implementing Group (Male-based engineering firm) and UNDP.
- Project analysis and co-ordination with stakeholders in the shelter sector.
- External evaluation of Micro-capital Grant Agreements in April 2006.

Empowerment of women project (1996-2005):

The project did not much contribute to strengthen national procedures. Main project components were directly implemented by UNFPA. However, scholarships were implemented through the Ministry of Education. Management was assessed as weak due to bad project design and context assessment, incompatibility of UNFPA and EC procedures which produced important delays in payment and interruption of project activities, inappropriate remote management by UNFPA from Sri Lanka and sub-optimal level staffing i.e. project co-ordinator was UN-volunteer instead of senior expert and salary was only budgeted for 15 months instead of 5 years.

Degree of EC visibility in activities implemented by other implementing agencies (Ind. 9.1.5)

According to the TIP, the EC wanted to occupy a senior position on the boards and committees overseeing the trust fund for visibility reasons. An EC observer to the UNDP Steering Committee was planned.²³¹

Tsunami Safe Island Programme

The Trust Funds and Cofinancing Framework Agreement between EC and WB stipulates that all publications, trainings, seminars, symposia and press releases issued by the WB regarding the trust fund shall clearly indicate that the activities were funded by the EC.²³² The mid-term review mentioned that the visibility measures in M. Muli and in L. Gan school project were missing. IVMCs visited during the field phase had no EC logos on signboards but population has been aware of EC funding.

UNDP Livelihoods Programme

EC contributed to three publications, the Tsunami Impact Assessment 2005, the Island Risk Assessment on nine Safe Islands and the Lessons learnt & Best Practices.

²³¹ TIP, p. 17 and 34

²³² Trust Funds and Cofinancing Agreement, revised version 17th March 2003

The following visibility actions were implemented according to the final report:

- EC logo stickers were placed on tools and equipment.
- Plaques with EC Logo and name have been placed at project sites.
- T-shirts 5,000 have been designed and delivered to all EC supported islands.
- Posters with EC logo on handicrafts project were distributed to 4 islands of Lhaviyani Atoll.
- Marketing materials designed for the handicraft project bear the EC logo.

Visibility on sites visited during the field visit was mixed: The handcraft centres had EC logos on sign-boards on the buildings. Machinery in the centres was marked with UNDP logos only. Cartons with toolkits were marked with EC logos. The IWMCs in Inguraidhoo had no EC logo on the board, while the fish market in Naiferu has been well marked.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

The following visibility actions were implemented:

- The commencement of construction activities in Muli was announced on local radio and television, with adequate mentioning of the funding from the EC.
- During the implementation, signboards indicating EC contribution were erected in front of each house under construction.
- Programme participants, beneficiaries, and project staff, received T-shirts and caps bearing the EC logo.
- On each reconstructed and repaired house a plate is attached with EC logo.
- A large community notice billboard with EC and UNDP logo was installed in Muli, displaying the details of the EC contribution in English and Dhivehi.

All beneficiaries visited during the field phase were well informed about the EC contribution.

Empowerment of women project (1996-2005)

Visibility of EC was weak. Beneficiaries on islands were not aware of any EC financed activities. Trainings and equipment were perceived as activities of the “Gender Ministry” or of UNFPA or UNDP (infrastructure measures). Only the Department of Gender was aware of EC-funding. During the field visit, it was difficult to identify measures, which were funded by the project as most activities had stopped already in 2001. No interview was conducted with SHE due to the non-availability of project documents before the end of the field mission.

4.9.2 EC support programmes are managed efficiently (JC 9.2)

Response to the JC:

Whereas the start of the EC support programme after the tsunami was quickly approved and swiftly using already operating implementing agencies in the Maldives, the majority of programmes (i.e. Empowerment of Women, TSIP, Community Livelihoods Programme) suffered from substantial delays during implementation.

Delays in the Women Empowerment Project were due to different interpretation of procedures of the Financial Agreement by the Implementing Agency UNFPA and consequent objections of agreements e.g. with the Bank of Maldives for a revolving fund scheme.

Start of the Tsunami Safe Island Programme was delayed by a lengthy agreement procedure between EC, WB and GoM, which took from the approval of the proposal by EC Head Office in November 2005 until October 2006. After programme start delays occurred in the tender procedures for the component 1 (Public Accounting System - PAS), with final configuration changes in the system and the request to incorporate additional data. Implementation had stopped by end 2008 because GoM project staff had been moved to other areas due to changes in the financial system, which led to the withdrawal of the consultant.

Implementation of social and health infrastructure progressed slowly after initial delays in the bidding process. Progress in the implementation of IWMCs was slow also due to bidding problems i.e. insufficient number of bids, prices of bids exceeding threshold, needed replanning after abandoning the construction of a Regional Waste Facility.

While the start of the Community Livelihood Programme could be quickly achieved through the reallocation of funds of the NIP 2005-2006, implementation also suffered from delays due to the lack of specialised suppliers, lack of material, cumbersome UNDP procurement procedures and prolonged community consultations. Identification of the islands and approval by GoM took a long time and there were problems with contractors to meet their obligations. Further problems encountered were the lack of construction materials, of skilled and unskilled labour and weather conditions. Finally procurement procedures could be speeded up by both programmes by involving the local communities.

Political uncertainties, difficulties to involve all relevant ministries and low priority of trade in these ministries were reported to hamper the implementation of the Integrated Framework facilitator in September 2007.

The electoral support has been implemented very fast starting already in January 2008 after a GoM request in November 2007 and managed to implement successfully a high number of tasks in a short period. The same is true for the RRM Housing Project, which could achieve results with only one month delay (7 months instead of 6) and despite facing post-tsunami challenges.

The implementation of the MIP 2007-2010 has suffered from a significant delay due to the political uncertainty and institutional changes undertaken in the different ministries. Programmes under the MIP have therefore not started until very recently. (cf. Ind. 9.2.1)

The delays however did not translate into low overall utilisation of budget (85%) for the entire programme planned until 2010 (including programmes of the MIP 2007-2010).²³³ The unspent budget is due to just started programmes under the MIP 2007-2010. However, rigid application of defined programme durations (e.g. only 4 months extension for TSIP) led in cases to ad hoc use of funds to exhaust budgets e.g. last minute procurement of equipment of US\$ 1.138 million by the TSIP.²³⁴ (cf. Ind. 9.2.2)

Monitoring has been done through semi-annual reports of UN and WB to EC. Mid-term and final evaluations were generally carried out in most programmes. Despite the specific logistical challenges of Maldives, monitoring has been satisfactory while programme managers were present in Male i.e. the Community Livelihood Programme has been monitored through two UNDP teams. A two phased evaluation has been undertaken in March 2007 and September 2008.

In the TSIP some difficulties appeared after shifting the World Bank manager from Male to Washington. As a consequence, ECD had assigned an additional TA with seven assignments for monitoring purposes. Difficulties in management and monitoring were also reported for the Empowerment of Women Project, which was managed from UNFPA staff in Colombo. The same problem may arise for the new Climate Change Adaptation and Mitigation Programme, which will be managed by World Bank desk officers from New Delhi and Colombo.

The election support deviates from these general findings. Frequent reporting allowed close monitoring of all activities.

While monitoring and mid- and final evaluation missions for the programmes were generally carried out with differences in frequency and quality, the assessments were generally hampered by the lack or insufficient quality of indicators and planning frameworks. Continuous programme monitoring could therefore not be based on indicators and as a consequence monitoring and evaluation reports stay narrative. Even in the case of available indicators (e.g. Community Livelihoods Programme), reporting has not necessarily been linked to the indicators but stayed qualitative. Another challenge for monitoring and evaluation was the large geographic spread with individual activities on many islands. As visiting the islands is time-consuming and expensive, visits of monitoring and evaluation missions had to be limited to a small selection of programme interventions. (cf. Ind. 9.2.3)

The monitoring problems at the programme level reoccur at the strategic level. CSPs and MIPs do not contain (monitorable) indicators and regular reporting on the progress in achievement of CSPs does not exist. Discussions with ECD gave the impression that the CSPs and MIPs are less seen as a strategic planning tool in which certain priority areas with objectives and targets are defined in order to be achieved but as an umbrella, which should be general enough to allow for maximum flexibility in the choice of activities.

²³³ Financial figures from Oct. 2009

²³⁴ A.o. 27 vehicles, 6 excavators, equipment for 25 islands

Sufficient resources were provided to the smaller interventions i.e. Electoral Support, the RRM Housing Programme in Muli and the different TAs. The larger programmes were, however, under-budgeted if compared to the over-ambitious planning:

- *The Empowerment of Women Project had to reduce the number of islands for intervention and to cancel activities.*
- *IWMCs and RWMC of the TSIP turned out to be far more expensive than planned. Number of IWMCs had to be reduced and the RWMC abandoned. Improved sewerage had been planned but cancelled as activity.*
- *IWMCs of the Community Livelihoods Programme have not been equipped apart from some testing equipment.*

(cf. Ind. 9.2.4)

Overall management of programmes has been mixed. The Election Support has uniformly been assessed as a well-managed and successful programme. Management of the RRM Post-tsunami Reconstruction Programme has also been much appreciated. The Community Livelihoods Programme's participatory approach created ownership and management of the Programme reacted proactively to implement recommendations of the Mid-term Review including more intensive monitoring of IWMCs and introduction of skills training for women and sustainability issues.

However, the Empowerment of Women Project suffered from remote management from UNFPA Colombo. In the Tsunami Safe Island Programme, some problems were noted with financial management, co-ordination and auditing of the TRRF. The management of the programme through WB Washington after temporary closure of the WB representation in Male was identified as one of the reasons for delays and lack of on-site monitoring.

For the new programmes on Drug Abuse and Climate Change Adaptation and Mitigation management and delivery of projects may be affected by the proposed privatisation of certain public services – for example drug treatment and rehabilitation services and the planned utility companies as concerns solid waste management. It will be important to co-ordinate closely with GoM in order to anticipate these new developments.

Percentage of programmes having started and finished in time (Ind. 9.2.1)

Tsunami Safe Island Programme

ECD New Delhi fielded a project preparation mission for medium-term tsunami recovery in early 2005 and the TSIP proposal of 13.9 M€ was approved by EC HQ in November 2005. In March 2006 EC and WB signed the agreement concerning the administration of the funds. GoM proposed certain changes which were approved by an amendment to the Agreement on 21st September 2006. On 9th October 2006 the corresponding Agreement between WB and GoM was signed and activities started thereafter one year after the approval. Especially the long signing process had delayed implementation.

According to the 2007 monitoring assignment by NIRAS, the public accounting system (PAS) was implemented according to schedule with some delays occurred with launching the large team 2 assignment (software design, implementation and training) due to long discussions on the suitable WB tender procedure to apply.²³⁵ In June 2009 the delays had become more severe due to external and internal factors: *“The Public Accounting System (PAS) has been significantly delayed, due to delays in contracting of consultants, the 2008 elections, and the adoption of a Civil Service structure. The delivery of 100% system readiness in May 2009 enabled the central payment system to 'go live', but configuration changes and incorporation of additional financial data have caused further delays.”*²³⁶ *Activities on the PAS component which were making good progress until November 2008 have now come to a halt. One of the reasons ... was that MOF had to move the PAS project staff to assist in the Centralised Payment Processing ... And as a result no design implementation activities have been carried out from December 2008 to the end February 2009.*²³⁷

²³⁵ NIRAS (2007), Inception report 2, p. 7

²³⁶ ROM Report (2009), p. 2

²³⁷ World Bank (2009), p. 1

The field phase confirmed that the PAS component suffered some implementation delays due to resource constraints as GoM staff was diverted to other areas due to changes in the financial system. The progression of the roll out phase – with the coverage of all Male based ministries and agencies may be affected by availability of MoFT staff to serve as trainers as well as the limitations of the training room in terms of capacity.

The education and health component was slowly implemented, which corresponds however to local experiences with implementation of infrastructure in the outer islands. Progress was nevertheless judged satisfactory in 2007 after initial delays due to insufficient numbers of bidders in the tender process and export restrictions from countries supplying construction materials.

The waste management component had the least degree of implementation in 2007.²³⁸ Tendering for the IWMC had to be done twice as the first offers largely exceeded the budget. Second tendering was successful due to transfer of tender to islands, guidance of tendering process by ERC and involvement of communities. The implementation was still judged critical in June 2009 and a four month extension until end April 2010 was suggested.

In January 2007, WB assessed progress of the three TSIP components as marginally satisfactory. The ROM monitoring visit in 2009 states that the schedule has been too optimistic, given GoM's resources and national construction capacities.²³⁹

UNDP Livelihoods Programme

Most activities in the first phase were behind schedule.²⁴⁰ Main factors hindering progress were (a) delays in identifying islands and getting government approvals (b) UNDP's procurement processes and lack of local suppliers able to match the standards and requirements, (c) the geographical distances between islands.²⁴¹ Delays in the fisheries component were caused by unavailability of construction materials and skilled and unskilled workers, difficult weather conditions to access the islands.²⁴²

The Phase 1 evaluation report indicated problems in terms of contractors meeting their obligations (including adequate drainage and uploading facilities) and community dissatisfaction with the designs of the fish market buildings.

The Programme was completed by end of March 2008 instead of December 2007.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

The tsunami created a construction challenge that exceeded the available capacity in the Maldives. All resources had been under a severe strain during the construction works: skilled personnel, transport, construction materials. The island community in Muli had little experience with participatory planning and activities involving community initiatives and resources.

By employing local builders, the programme has succeeded in harnessing and enhancing skills, and providing income on the island but overall speed of implementation was constrained by locally available capacity.

In Muli, although the general consensus favoured the use of local builders, some foreign workers were employed to speed up the work. During Ramadan work had virtually to be suspended for one month, which was important for a six months programme.

Construction materials had to be transported to Muli, relying on good weather and travel from Male to Muli remained unpredictable. Supervision, monitoring and training by UNDP staff was similarly dependant on the availability of transport and weather conditions. High transport costs added to the already strained programme budget. Community consultation and planning sessions took time but were necessary success factors. The programme in Muli succeeded with its aim to not only construct houses, but also stronger communities.

Despite the abovementioned constraints and contextual parameters, the project commenced on in August 2005 and was completed in February 2006 in a period of 7 months. The delay of one month only should be considered as an outstanding achievement under the circumstances.

²³⁸ Mid-term review EC tsunami related support (2007), p. 1-2

²³⁹ ROM Report (2009), p. 2

²⁴⁰ Sher/Transtec (2007): Phase 1, p. 4

²⁴¹ Sher/Transtec (2008), p. 6

²⁴² Statement of extension to programme activities from January to March 2008, UNDP

Trade

Political uncertainties were reported as one factor affecting the timely implementation of the Integrated Framework Facilitator in the 2007 progress report. In addition it has taken time to engage with all relevant ministries relevant for the co-ordination of trade policy as not all ministries have seen trade as relevant to their work. The Identification Fiche indicated as a possible risk the proposal of a long list of activities rather than selective support and that co-ordination was essential to prevent duplication of certain activities.

Electoral support

In November 2007 the EC received a request from the Ministry of Foreign Affairs of the Maldives to follow up the constitutional and electoral process. The support to the presidential and parliamentary elections has been an ad-hoc support which was neither programmed in the TIP nor in the MIP 2007-2010. The first TA-mission for the preparation of general elections in the Maldives started already in January 2008 with a 6 months mission of one legal and electoral expert. This first legal and electoral expert advised the GoM in terms of the preparation of the new constitution, the elaboration of the whole set of bills to set up a democratic governance system and further needed support for the preparation of the presidential elections.

Bearing in mind that the constitutional reform process had been delayed for multiple reasons, it was quite difficult to program the different election support missions which finally arrived in the Maldives. Several weeks before the constitution has been adopted a team of three new EU electoral experts arrived in the Maldives: a complaints and appeals expert, a voter education expert and a training expert.

Due to the late adoption of the constitution (7.8.2008) with nevertheless a tight schedule foreseen for the presidential elections (before the 10.10.2008) these experts had only two months (three weeks for the EU Election Expert Mission) before the first round (8.10.2008) to support the different authorities involved in the preparation of the elections (especially the Election Commission and the Ministry of Law Reform) and to accomplish the whole set of legal, organisational and logistic work including training and civic education. According to the International Standards for the preparation of elections the GoM and the support missions should have had at least six months for these preparation tasks.

Bearing in mind this more than challenging schedule and the good result the support work furnished by the experts before the presidential elections has been very efficient.

The preparation of the parliamentary elections was smoother, because there was more time and the country had already experience with the previous polls. Two EU-experts missions have been therefore in the Maldives, the EU Electoral Assistance Team (from January to February and April-Mai 2009) and the EU Election Expert Team (from 17th of April to 21st of Mai 2009).

The overall result was quite successful: The first multi-party elections have been organised in a transparent and fair way and have permitted an accepted and peaceful alternation of the president, the parliament and the government.

The fact that at least one expert legal and electoral expert had been in the country from the very beginning until the end of the parliamentary elections, has been very important for the whole election support. It permitted an efficient information transfer from one expert to the other and a support approach having in mind the whole process and being able to make and consider lessons learnt from one poll to the other.

Empowerment of women project (1996-2005):

The Financial Agreement has been concluded between EC and UNFPA in August 1996, a Project Agreement between UNFPA and GoM signed in November 1996 and the team has been recruited in early 1997. After start, activities were often delayed by different interpretation of procedures between UNFPA-Team and EC-Headquarter and unrealistic planning, e.g.:

- Project activities and disbursement of funds started before elaboration of an overall work plan which is a conditionality foreseen in the FA for release of EC funds.
- Delays regarding the implementation of the revolving fund scheme: a joint agreement was signed between MWASS and the Bank of Maldives (BOM) for a revolving fund scheme in 1997 and two loans issued, which were rejected by EC due to the high interest rate (12%)

and bank charges. Loans were stoooped until the agreement was amended. The second memorandum of agreement was signed between MWASS and BOM only in July 1999.²⁴³

- Establishment of a day care centre in Male was cancelled after because the project was not able to prepare a feasible concept.

The project concept was too ambitious and geographically spread out. As a consequence only 50-60% of the initially planned project activities were achieved. An extension was rejected by the Mid-Term Review and remaining funds were shifted to GoM for a Scholarship Schemes for girls and Capacity Building of MWASS.

CSP 2007-2013

The MIP 2007-2010 is just about to start in 2010 and has been delayed due to political uncertainty and major institutional changes in the country following the Presidential elections in 2008. The AAP had been ready in August 2008 and approved by the QSG including some modifications / recommendations. However, the new GoM has substantially modified the structure of ministries. Institutions which were to receive capacity building support were dissolved, such as the National Narcotics Board and the Ministry of Environment, and some more changes were foreseen following the parliamentary and provincial elections.²⁴⁴

Percentage budget consumption as compared to project progress (Ind. 9.2.2)

With 85% of the budget allocated during the evaluation period budget consumption has been nearly complete. Remaining budgets belong in their majority to new programmes that just have started. For completed programmes all funds were spent apart from minor sums of the technical assistance and the EC Election support (Table 5).

Tsunami Safe Island Programme

Concerning the solid waste component, the initial budget underestimated the real cost. Therefore only 13 island waste management centres could be constructed out of 15. The initially planned regional waste management facility could finally not be implemented due to excessive cost, which led to a considerable amount of remaining funds towards the end of the programme. Disbursements were low in June 2009: *“Excluding the budget for WB operating costs (USD 0.818M, of which 93% was utilised by 30/9/08), data provided by MoFT indicated a total expenditure of USD 9,349,307 (51.7%) to 21/6/09. Individual expenditure for components 1 (PAS), 2 (social infrastructure) and 3 (solid waste management) stood at 54% (USD 3,224,609); 59% (USD 4,656,497); and 29% (USD 812,236) respectively. The delays have forced the EC to initiate a framework contract (FWC) for bi-monthly monitoring of progress..... this has a positive impact and likely helps in reducing delays, although it has not resolved them - in fact, the activities on Kudahuvadhoov have incurred further delays. An extension of the construction deadline by 4 months (to 30.04.2010) is recommended, with a similar extension of the FWC to allow 2-3 more monitoring visits.”*²⁴⁵

The low budget consumption in the TSIP Solid Waste Component led to considerable pressure to spend the funds towards the end of the programme. Together with the Island Offices, a procurement list of equipment for the IWMCs was quickly set up and an important number of equipment procured. The equipment is currently still stored in Male and the islands are eagerly waiting for its delivery. A redistribution of the equipment to other islands by GoM was stopped after intervention of WB and ECD but has caused confusion and frustration on the beneficiary islands, who were not informed at the time of the field mission about the equipment in Male.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

According to the (limited) available data²⁴⁶, the programme was completed on 28 February 2006 with a fully utilised the budget.

²⁴³ Mid-Term evaluation, p.20

²⁴⁴ Midterm Review, p.7

²⁴⁵ ROM Report (2009), p. 2

²⁴⁶ The final UNDP report of the programme and the interviews with project beneficiaries and UNDP staff in Male.

Trade

The 396,819 €, which have been provided for trade assistance have been used entirely.

Empowerment of women project (1996-2005):

The EC contribution to the project totalled 774,112 €. An amount of 100,000 EURO had been earmarked for monitoring and evaluation but not used in time. Funds were channelled from EC to UNFPA to a designated UNFPA account for all EC funded projects which were then transferred through UNDP/UNFPA (Maldives) to the implementing agencies as per UNFPA policies and procedures. (Final Report, p.5).

Important implementation delays of the project were due to:

- Misunderstandings paired with inflexibility on both sides regarding project procedures, financial management, etc.,
- EC-HQ's has assigned low priority to the project,
- The reorganisation exercises in EC HQ's Budget and Finance Department

This resulted in repeated delays of release of funds causing repeated suspension of project activities - in one case for more than one year - including staff redeployment and the temporary suspension of scholarships for girls' secondary education.

After the end of the project (August 2001) the remaining funds (97.629 US\$) have been transferred to the GoM, who has financed a further Girls Scholarship Scheme (58.577 US\$) and Capacity building activities of Ministry of Women's Affairs and Social Security (39.052 US\$).

Table 5: Project statistics

| Contract year | Status | Title | Impl. start date | Closing Date | Planned amount | Balance | % spent |
|---------------|---------|--|------------------|--------------|-------------------|------------------|------------|
| 1995 | Closed | Support for the Empowerment of Women | 30.08.1996 | 22.12.2005 | 774.112 | 0 | 100% |
| 2004 | Closed | Identification Mission for Technical Assistance in Enhancing Trade Capacity and Economic Development to Maldives | 06.12.2004 | 17.06.2008 | 65.846 | 0 | 100% |
| 2005 | Closed | Strategic Environmental Assessment (SEA) for the Maldives Regional Development Plan | 01.12.2005 | 31.01.2007 | 44.687 | 0 | 100% |
| 2005 | Closed | Support for Maldives in international trade negotiations | 20.07.2005 | 08.05.2007 | 199.999 | 0 | 100% |
| 2005 | Closed | Immediate Support to the Restoration of Tsunami Affected Livelihoods – Maldives | 21.12.2005 | 21.04.2010 | 1.888.507 | 0 | 100% |
| 2006 | Ongoing | EC Tsunami Related Support - Safe Host Island Regional Development - EC/WB Administration Agreement. | 22.03.2006 | | 13,900,000 | 0 | 100% |
| 2006 | Closed | Integrated Framework Facilitators for the Maldives | 01.01.2007 | 25.11.2009 | 196,820 | 0 | 100% |
| 2006 | Closed | Support to the Restoration of Livelihoods | 01.01.2007 | 01.07.2009 | 60,367 | 0 | 100% |
| 2006 | Closed | EC Tsunami Related Support - Safe Host Island Regional Development | 01.10.2007 | 12.06.2009 | 79,175 | 0 | 100% |
| 2007 | Ongoing | Institution Building of the Maldivian Ministry of Environment, Energy and Water (MEEW) and the Ministry of Finance and Treasury (MOFT) | 28.05.2007 | | 189,054 | 27,925 | 85% |
| 2007 | Closed | Identification and Formulation Mission: Support to the Republic of Maldives | 13.08.2007 | 01.07.2009 | 81,792 | 0 | 100% |
| 2007 | Closed | Technical assistance for the preparation of general elections in the Maldives | 03.01.2008 | 19.11.2009 | 198,141 | 844 | 100% |
| 2008 | Ongoing | EC Tsunami related support to the Maldives - Technical Assistance | 13.11.2008 | | 133,982 | 53,593 | 60% |
| 2008 | Closed | Technical assistance in support of voter education and complaints and appeals mechanism for the preparation of general elections in the Maldives | 23.07.2008 | 16.07.2009 | 154,269 | 40,615 | 74% |
| 2008 | Closed | Technical assistance to the Ministry of Law Reform | 25.07.2008 | 16.07.2009 | 75,356 | 40,047 | 47% |
| 2008 | Closed | EU Electoral Assistance Team to the Maldives | 29.12.2008 | 21.04.2010 | 189,166 | 9,511 | 95% |
| 2008 | Closed | EU Election Expert Mission to the Maldives (Presidential elections foreseen for 10/10/2008) | 01.09.2008 | 08.09.2009 | 146,297 | 37,226 | 75% |
| 2008 | Closed | ELE - EU Election Expert Mission to Maldives parliamentary elections 2009 | 07.01.2009 | 12.11.2009 | 126,301 | 20,202 | 84% |
| 2008 | Closed | Awareness raising for International Human Rights Day in Maldives | 10.12.2008 | 29.07.2009 | 3,000 | 0 | 100% |
| 2009 | Ongoing | Support to Climate Change Adaptation and Mitigation in the Maldives | 29.12.2009 | | 3,800,000 | 550,000 | 86% |
| 2009 | Ongoing | Support to Climate Change Adaptation and Mitigation in the Maldives | 29.12.2009 | | 2,700,000 | 2,700,000 | 0% |
| 2009 | Ongoing | Strengthening the national response to drug use through support to the Drug Control Master Plan in the Maldives 2007-2010 | 31.12.2009 | | 1,300,000 | 520,000 | 60% |
| | | | | | 26,306,870 | 3,999,963 | 85% |

Quality and use of M&E and audit systems (Ind. 9.2.3)

Tsunami Safe Island Programme

The TSIP was channelled to a large extent through the WB Integrated Human Development Project (IHDP). The Administration Agreement requested quarterly financial statements and half-yearly progress reports. However, the progress reports were judged as being too focused on financial implementation to the detriment of narrative, qualitative information. High quality reports were produced by the the joint monitoring missions of WB with ECD but information on EC funded activities was not very detailed as the missions covered several WB programmes.²⁴⁷

EC had assigned an additional TA (NIRAS) for monitoring of the TSIP with seven consecutive assignments between 2007 and 2009. Effectiveness was difficult to assess by the TA because indicators were scarcely quantified. The TSIP was also evaluated through a mid-term review in 2007 and a ROM monitoring visit in June 2009: *“ROM monitoring of this project has not taken place before. Had this been done it is likely that major constraints would have been identified, enabling corrective measures. Implementation of each component is monitored by the respective GOM authority, and the project is overseen by a Steering Committee which meets monthly to discuss progress, but the planning framework is not used as a monitoring tool.”*

UNDP Livelihoods Programme

Based on annual work plans with annual targets and time frames, the programme has been regularly monitored in consultation with implementing partners (Ministries, NGOs) by the UNDP Tsunami Recovery Team and the Livelihoods Team. Results were documented in half-yearly progress reports. However, as the planning logic was rather general, it has been difficult to link implemented activities to planned targets. As a consequence, the reporting (final report) did not follow results of the planning logic but described individual strands of activities.

Evaluations have been carried out by the UN (annual evaluations 2006 and 2007) and by EC in 2007. The project was also subject to an EC Internal Control Audit. Especially the EC Mid-term evaluation has been recognised as very helpful input for project steering and management.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

Apart from the final UNDP report of the programme and interviews with project beneficiaries and UNDP staff in Male, no information was available to inform this indicator. The scarce information indicates:

- UNDP designed the project methodologies and procedures²⁴⁸ in consultation and collaboration with the NDMC and other involved governmental stakeholders in Male.
- Regular monitoring and training visits were undertaken by the Zonal Implementing Group (Male-based engineering firm) and UNDP.
- Project analysis and co-ordination has been undertaken with stakeholders in the shelter sector.
- An external evaluation analysed the use of the Micro-capital Grant Agreements and project procedures (April 2006).
- The ECD maintained direct contact with the UNDP for co-ordination and reporting regarding the project activities funded by RRM and (and ECHO).

It is presumed that the abovementioned provisions were sufficient because of the high quality of the completed construction works, the nearly respected completion time (one month delay only), the fully utilised budget, and the overall success of the programme.

²⁴⁷ Mid-term review EC tsunami related support (2007), p. 2 and 22

²⁴⁸ Technical guidelines, funding mechanism, procurement, and recording and reporting

Electoral support

All elections experts have produced weekly or monthly reports which permitted a close monitoring of the support. Given the rapidly changing and high political context of the missions, this close monitoring and high report frequency were important.

Empowerment of women project (1996-2005):

A proper monitoring system has not been available in the project. Planning documents do not have precise indicators. Annual Project Review Committee meetings took place and 1-2 field visits per year to the islands. The earmarked budget of 100,000 € for monitoring and evaluation activities has not been used in time.

Document management of EC turned out to be a major challenge for the evaluation. For several programmes (e.g. RRM, Empowerment of Women, Regional Tsunami EU Coastal Zone Management Facility) documents were not available in CRIS and possible to find by finally contacting implementing agencies or consultant companies. Search for information was additionally complicated by the shift of responsibilities between ECD New Delhi and Colombo and the staff rotations within ECD, GoM, UNDP and WB causing a loss of institutional memory.

Confirmation of stakeholders and project staff that resources (human, financial, administrative) are sufficient (Ind. 9.2.4)

Empowerment of women project (1996-2005):

There has been a strong discrepancy between number of objectives and planned activities and the available project budget, which has been outlined by Mid-Term-Evaluation and project staff.

This had the following consequences:

- Cancellation of project activities as the day-care-centre in Male, the RH-counselling centre in Lamu Atoll, decrease of intervention islands.
- Transportation costs have been largely underestimated and the frequency of monitoring visits had been reduced.

Tsunami Safe Island Programme

The Public Accounting System (PAS) developed under EC funds was expected to be under-budgeted in 2007 and WB expressed willingness to compensate for missing funds. Part of the missing funds could be covered from Euro-USD exchange gains (2.5 USD in 2007).²⁴⁹ Development of budget processes - formerly an activity under the PAS development - were planned to be shifted to an ADB funded project.

First bids for the IWMCs were nearly 100% over budget. Second bids were 36% over budget indicating that budget was too low. The number of IWMCs was reduced from initially 22 to 15 and 13 due to budget constraints and overlaps with Red Cross installations and GoM programmes. The Regional Waste Management Centre (RWMC) was under-budgeted to develop a landfill according to minimum standards. The RWMC has therefore not been implemented.

UNDP Livelihoods Programme

Erosion damages in two IWMCs could not be repaired with available funds. IWMCs were not equipped.

UNDP Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded)

The stakeholders confirmed that the tsunami created a construction challenge that exceeded the available capacity in the Maldives. All resources have been under a severe strain during the construction works: skilled personnel, transport, construction materials. Moreover, the island community in Mulhi had little experience with participative planning and development work using community initiatives and resources. Nevertheless, according to the interviews with the UNDP in

²⁴⁹ Mid-term review EC tsunami related support (2007), p. 12

Male, the beneficiaries in Muli, and the final programme report, the financial and administrative resources have been sufficient.

Election support

Resources were sufficient. Only the missing budget for translation of legal texts posed some problems as the governmental translation services had not sufficient capacity for translating the required quantity of legal texts in the short time.

Degree of satisfaction of stakeholders with performance of project management (Ind. 9.2.5)

Empowerment of women project (1996-2005):

There was low satisfaction of project team in Maldives with authoritarian project co-ordination from UNFPA-office in Sri Lanka. Lack of a locally present project co-ordinator during three years, lack of information about EC procedures and their application (financial procedures, elaboration of work plans, planning logic, reports,...). Little interest of EC HQ to follow-up the project.²⁵⁰

Tsunami Safe Island Programme

In 2007, management problems in TRRF were reported i.e. financial management and co-ordination of implementing agencies in the education and health component (No. 2) were not judged entirely satisfactory. Especially the monthly internal audit function was not carried out regularly and suffered from back-log. It had been contracted out by MoFT to an external audit firm.²⁵¹

The Programme was initially managed from the WB office in Male. Management had been transferred to Washington in 2007²⁵² and visits to Male reduced to half-yearly monitoring visits. The ROM Monitoring visit in June 2009 states that “...*semi-annual monitoring visits. This is a seriously inadequate and inefficient management structure which, in combination with protracted contracting procedures and consultant availability, has likely led to the extensive delays. Despite having WB representation in Male, staffed by expatriate (until April 09) and senior local staff, there has been no involvement in monitoring the project.*”

Financial resources were provided timely by WB and MoFT and managed in a transparent and accountable manner. Payments were made within reasonable timeframes. However, there was a lack of enforcement of contractor's contracts by the Tender Board/MOFT.

The transfer of responsibilities from ECD New Delhi to ECD Colombo during the preparation of the Tsunami Safe Island Programme caused a certain loss of programme information, which did however not significantly hamper the implementation.

Community Livelihoods Programme

UNDP has made serious efforts to implement the recommendations made during the Mid-term evaluation, resulting in improved performance of the project. This has included more intensive monitoring especially of the waste management centres, an assessment of the potential of farmers' and fishermen's' group formation in the islands, introduction of skills trainings for women, greater cost-sharing by the community and greater attention to ensuring sustainability and smooth handover of the initiated activities.²⁵³

UNDP Post Tsunami Reconstruction and Rehabilitation in the Maldives (RRM funded)

Interviews with beneficiaries and stakeholders during the field phase revealed that the housing project²⁵⁴ in Muli was very success due to its participatory community based approach, which actively involved beneficiaries, community based organisations, UNDP, and the private sector

²⁵⁰ Mid-term evaluation p. 15-16

²⁵¹ Mid-term review EC tsunami related support (2007), p. 15

²⁵² EC letter to WB of December 2006

²⁵³ Sher-Transtec (2008), p. 6

²⁵⁴ Post Tsunami-Led Reconstruction and Rehabilitation in the Maldives (RRM funded UNDP Programme)

(e.g. suppliers). The high level of the local stakeholders' / beneficiaries' participation in the planning, decision making, and implementation processes, have been acknowledged by all involved parties. All interviewed stakeholders appreciated the facilitating role of the UNDP and the anticipated management provisions of the programme.

Electoral support

Strong satisfaction of election commission with performance of TA-team. Lack of understanding regarding presence of Election Expert Mission.

ANNEX 5 LIST OF DOCUMENTS

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- <http://detaineenetwork.org/>
- <http://www.transparencymaldives.org/>
- <http://democracyhousemaldives.com/?s=>

ANNEX 6 LIST OF PERSONS CONTACTED

| Male, Female | First Name | Family Name | Interviewee's position | Organisation / Stakeholder / Group |
|------------------------|---------------|-------------|--------------------------------|---|
| EC/ECD | | | | |
| M | Christian | Behrmann | Good Governance | DG Relex B2 |
| F | Daniela | Cempelova | Evaluation Manager | Joint Evaluation Unit |
| M | Joseph | Dahan | Desk officer | DG Relex |
| F | Harshini | Halangode | Desk Officer Maldives | ECD Colombo |
| M | Ubaldo | Lorenzini | Desk officer | EuropeAid |
| M | Guy | Platton | ECD Financial Officer | ECD |
| F | Frauke | Sommer | Administrator | DG Trade |
| M | Hans | Stielstra | Administrator | DG Environment |
| F | Lieve | Van Camp | Desk Officer | DG Environment |
| M | David Andres | Vinas | DG DEV B2 | DG DEV |
| M | Thomas | Wiley | Regional Programmes | AIDCO D 2 |
| F | Susanne | Wille | | Joint Evaluation Unit |
| Maldives – Male | | | | |
| M | | | Vice-President of the Maldives | The President's Office |
| F | Saeeda | Umar | Trade Policy Co-ordinator | Ministry of Economic Development |
| M | Ahmed | Inaz | Deputy Minister | Ministry of Economic Development |
| F | Aishath | Shuweikar | Deputy Under-Secretary | The President's Office |
| F | Fareesha | Abdulla | Under-Secretary | The President's Office |
| M | Mohamed | Ahmed | Financial Controller | Ministry of Finance and Treasury |
| M | Ibrahim | Rasheed | Policy Co-ordinator | President's Office |
| M | Hussain | Niyaz, Dr. | Additional Secretary | Ministry of Foreign Affairs |
| F | Rana | Waheed | Assistant Programme Officer | Ministry of Foreign Affairs |
| F | Sultana | Shakir | | Ministry of Foreign Affairs |
| M | Muruthala | Moosa | | Ministry of Foreign Affairs |
| F | Aminath | Ali Manik | Director General | Ministry of Finance and Treasury, External Resources Management Section |
| F | Aminath | Nashia | Director | Ministry of Finance and Treasury |
| F | Aishath | Saadh | Deputy Director General | Department of National Planning |
| F | Aminatu Haifa | Naeem | Deputy Director General | Department of National Planning |
| M | Ahmed Shareef | Nafees | Director General | Ministry of Home Affairs |
| M | Ahmed Shareef | Nafees | Director General | Ministry of Home Affairs |
| M | Ahmed Shareef | Nafees | Director General | Ministry of Home Affairs |
| F | Minath | Zeeniya | Director General | Department of Drug Prevention and Rehabilitation Services, MoHF |

| Male, Female | First Name | Family Name | Interviewee's position | Organisation / Stakeholder / Group |
|-----------------|---------------|--------------|--|---|
| M | Ahamed | Adam | NGO | Journey |
| F | Maria | Ali | Deputy Minister | MoHF, DGFPS |
| F | Aminath | | Deputy Director | MoHF, DGFPS |
| F | Aminath | Zeeniya | Director General | MoHF, Department for Drug Prevention and Rehabilitation Services |
| F | Mariya | Ali | Deputy Minister | Ministry of Health and Family – Department of Gender and Family-Protection Services |
| F | Mamdhooha | Ali | Senior social Development officer Family and Community Development Division | Ministry of Health and Family – Department of Gender and Family-Protection Services |
| F | Mariya | Ali | Deputy Minister | Ministry of Health and Family – Department of Gender and Family-Protection Services |
| F | Mamdhooha | Ali | Senior social Development officer Family and Community Development Division | Ministry of Health and Family – Department of Gender and Family-Protection Services |
| M | Fuwad | Thowfeek | Chair person | Election Commission |
| M | Ibrahim | Waheed | Commissioner | Election Commission |
| M | Ismael Habeeb | Abdul Raheem | Executive Director | Election Commission |
| M | Ahmed | Ali Didi | Secretary General | Election Commission |
| M | Fuwad | Thowfeek | Chair person | Election Commission |
| M | Ibrahim | Waheed | Commissioner | Election Commission |
| M | Ismael Habeeb | Abdul Raheem | Executive Director | Election Commission |
| M | Ahmed | Ali Didi | Secretary General | Election Commission |
| M | Ahmed | Saleem | President | Human Rights Commission |
| M | Jeehan | Mahmoud | Director NPM | Human Rights Commission |
| M | Aishat | Velezinee | Commissioner | Judicial Service Commission |
| | Ahmed | Muizzu | Prosecutor General and Founder member of Hama Jamiyya | Prosecutor's General's Office |
| F | Najfa Shaheem | Razee | Senior Operations Officer | World Bank Male |
| M | Sumith | Pilapitiya | Solid waste expert | World Bank Colombo |
| F | Zindu | Salih | Governance Team | UNDP |
| F | Zindu | Salih | Governance Team | UNDP |
| F | Naima | Mohamed | Governance Team | UNDP |
| M | Mohamed | Inaz | Assistant Resident Representative Environment and Energy | UNDP |
| F | Raniya | Sabir | Assitant Resident Representative Poverty Reduction | UNDP |
| F | Naima | Mohamed | Governance Team | UNDP |
| F | Kumiko | Yoshida | International Programme Co- ordinator | UNFPA |

| Male, Female | First Name | Family Name | Interviewee's position | Organisation / Stakeholder / Group |
|---------------------------|---------------|---------------|---|--|
| F | Shadiya | Ibrahim | Assistance Representative | UNFPA |
| M | Ranjith | George | Consultant UN-ISDR | UN International Strategy for Disaster Reduction |
| F | Ilham | Mohamed | Staff member | Transparency Maldives |
| M | Ahmed | Irfan | NGO | Maldivian Democratic Network |
| | Aishat | Velezinee | Founding member of Hama Jamiyya | NGO Hama Jamiyya |
| F | Maryam | Mohamed Sidi | NGO-team | Democratic House |
| F | Kulshoon | Ali | NGO-team | Democratic House |
| M | Ahmed | Irfan | NGO | Maldivian Democratic Network |
| F | Maryam | Mohamed Sidi | NGO | Democratic House |
| F | Kulshoon | Ali | NGO | Democratic House |
| M | Mohamed | Zuhair | Director General | Environmental Protection Agency |
| M | Mohamed | Shumais | Project Co-ordinator | Environmental Protection Agency |
| F | Najfa | Shaheem Razee | Senior Operations Officer | World Bank, Maldives Country Office |
| M | Abdulla | Naseer, Dr. | Permanent Secretary | Ministry of Fisheries and Agriculture |
| M | Guy | Anderson | PAS Consultant | WYG International |
| F | Sofoor Kawsar | Usman | Technical Assistance Co-ordinator | Maldives Environmental Management Project (MEMP) |
| M | Ahmed | Nizam | Project Co-ordinator Solid Waste Management | MEMP |
| M | Hussain | Shihas | Financial Management Officer | MEMP |
| M | Mohamed Shan | Ahmed | Project Manager | MEMP |
| F | Zameela | Ahmed | Capacity Building Co-ordinator | MEMP |
| M | Abdulla | Nazeer | Deputy Minister | Ministry of Education |
| M | Abdul | Sameer Hassan | Director General | Ministry of Education |
| M | Abdulla | Shahid | Minister of State for Housing, Transport and Environment (and) Chief Co-ordinator National Disaster Management Centre | Ministry of Housing, Transport and Environment (and) National Disaster Management Centre |
| Maldives – Islands | | | | |
| F | Khadheedja | Mohamed | President IWDC | IWDC Mahibadhoo |
| M | Mohamed | Faiz | Island Chief | Island Office Mahibadoo |
| F | Mariam | Shifana | Vice President IWDC | IWDC Fenfushi |
| M | Ibrahim | Nasheed | Assistant Island Chief | Island Office Fenfushi |
| M | Hussain | Easa | Assistant Island Chief | Island Office Dhidoo |
| M | Mohammed | Abdulla | Office Assistant | Island Office Dhidoo |
| F | Jameela | Hussain | President IWDC | IWDC Dhidoo |
| F | Aminath | Nooh | Senior Officer | Island Office Dhidoo |

| Male, Female | First Name | Family Name | Interviewee's position | Organisation / Stakeholder / Group |
|-----------------|-------------|------------------------|--|---|
| M | Mohamed | Saeed | General Manager | Sun Island Resort & Spa |
| F | Aminath | Shahiza | Councillor | Drug Rehabilitation Centre Himmafushi |
| M | Ahmed | Adam | Chairperson | Journey (NGO) |
| F | Naeema | Abdul Raheem | President IWDC | IWDC Agoofaaru, Raa Atoll |
| M | Mohamed | Shihaam | HR Officer Atoll Office | Atoll Office Agoofaaru, Raa |
| M | Mohamed | Nizaam | Island Counsellor | Island Office Inguraidhoo, Raa |
| M | Ali | Abdul Rahman | Former Island Chief | Inguraidhoo, Raa Atoll |
| M | Mohamed | Hussain | Assistant Island Chief | Naifaru, Lhaviyani Atoll |
| M | Ahmed | Abdulla | President handicraft centre | Naifaru, Lhaviyani Atoll |
| F | Haleema | Ibrahim | President | IWDC Naifaru, Lhaviyani Atoll |
| F | Saamiya | Mohamed | Member | IWDC Naifaru, Lhaviyani Atoll |
| M | Abdulraheem | Nashid Abdullatheef | Chairperson | Naifaru Juvenile (NGO), Lhaviyani Atoll |
| F | Raihana | Abdul Samad | President | IWDC Kurendhoo, Lhaviyani |
| M | Ibrahim | Mohamed | Island Councillor | Kurendhoo, Lhaviyani Atoll |
| M | Mujthaba | Moosa | Member | Island Development Committee Kurendhoo, Lhaviyani Atoll |
| M | Abdul | Wannaab Hussain | Island Chief | Kurendhoo, Lhaviyani Atoll |
| M | Hussain | Hassan | School Principle | Muli Island, Meemu Atoll |
| M | | | Island Councillor | Muli Island, Meemu Atoll |
| M | Mohamed | Ahmed | Election co-ordinator. Manager Power House | Kudahuvadhoo Dhaalu Atoll |
| M | Ahmed | Wafir | Manager of fish market | Kudahuvadhoo Dhaalu Atoll |
| M | Hassan | Mohamed | Police staff sergeant | Police station Kudahuvadhoo |
| M | Mohamed | Hussain | Island Councillor | Kudahuvadhoo Dhaalu Atoll |
| M | Ahmed | Nasheed | Hospital Deputy Manager | Kudahuvadhoo Dhaalu Atoll |
| M | Ahmed | Shiyaam | Hospital Cashier (former construction site supervisor) | Kudahuvadhoo Dhaalu Atoll |
| | Moosa | Manik | Island Councilor | Guraidhoo, Thaa Atoll |
| | Ilyas | Abdulla | Island Chief | Guraidhoo, Thaa Atoll |
| | Ibrahim | Afeef | Assistant Island Chief | Guraidhoo, Thaa Atoll |
| | Shahula | Ahmed | WDC president (temp. in charge) | Guraidhoo, Thaa Atoll |
| | Ahmed | Rashad | President association | Guraidhoo Endowment Movement |
| M | Mohamed | Shathiv | Amin Construction Pvt. Ltd. | Contractor of all EC funded construction works in Kudahuvadhoo Island |
| M | Hussain | Ali | Island Councillor | Gadhiffushi, Thaa Atoll |
| M | Mohamed | Azheer | Assistant Director | Gadhiffushi Island Office |
| M | Farooq | Hussain | Admin Officer | Gadhiffushi Island Office |
| F | Ramizaa | Hassan | Former IWDC president | Gadhiffushi, Thaa Atoll |
| M | Mohamed | Shafeeg | NGO Chairman | Gadhiffushi Youth |

| Male, Female | First Name | Family Name | Interviewee's position | Organisation / Stakeholder / Group |
|-----------------|----------------|--------------|--|---------------------------------------|
| M | Nashid | Abdulla | Island Councillor | Association Fonadhoo, Laamu Atoll |
| M | Ahmed | Yousuf | Island Chief (1) | Fonadhoo, Laamu Atoll |
| M | Fahum | Abdulla | Island Chief (2), in charge of election register | Fonadhoo, Laamu Atoll |
| M | Ibrahim | Mohamed | Island Chief (3) | Fonadhoo, Laamu Atoll |
| M | Ahmed | Ali | Assistant Island Chief | Fonadhoo, Laamu Atoll |
| F | Asma | Ramiz | Vice IWDC | Fonadhoo, Laamu Atoll |
| M | Hussain | Umar | Deputy Minister | Upper South Province |
| M | Hussain | Moosa | Mukunimagu Councillor | L. Gan, Laamu Atoll |
| M | Hussain | Ibrahim | Thundi Councillor | L. Gan, Laamu Atoll |
| M | Abdullah | Qasim | Mathimaradhoo Councillor | L. Gan, Laamu Atoll |
| F | Khadheeju | Abdulla | President IWDC | L. Gan, Laamu Atoll |
| M | Moosa | Abdulla | Customs Officer | L. Gan, Laamu Atoll |
| M | Ali | Faisal | Doctor | L. Gan Regional Hospital |
| M | Aslam | Mohamed | NGO Officer | Mathimaradhoo Youth Assoc. |
| Colombo | | | | |
| M | Roshan | Lyman | Head Politics and Trade | ECD Colombo |
| M | Willy | Vandenberghe | Head of Operations | ECD Colombo |
| M | Guy | Patton | Head of Finance and Contracts | ECD Colombo |
| M | Ignacio Oliver | Cruz | Operations Unit | ECD Colombo |
| F | Sandali | Wijayatilake | Trade, Press and information | ECD Colombo |
| M | Gonzalo | Jorro | Politics and Trade | ECD Colombo |
| M | Mark | Gooding | Deputy High Commissioner | British High Commission |
| M | Dominic | Williams | Second Sceretary | British High Commission |
| F | Sabra | Nordeen | | British High Commission |

ANNEX 7 ITINERARY

| Date | Activity | Who ²⁵⁵ |
|----------------|--|--------------------|
| Wed 21.04.2010 | Travel to Male, Maldives | All |
| Thu 22.04.2010 | Arrival Male, meetings with World Bank, meeting with Ministry of Foreign Affairs | All |
| Fri 23.04.2010 | Travel to Mahibadhoo, meeting with Island Chief and Chief of IWDC, travel to Nalaguraidhoo Sun Island Resort | All |
| Sat 24.04.2010 | Travel to Fenfushi Island, meeting with Island Office and IWDC, visit of IWMC, return to Nalaguraidhoo, meeting with resort manager Sun Island, travel to Dhidhoo Island, meeting with Island Office and IWDC, visit of IWMC, return to Male | All |
| Sun 25.04.2010 | Meeting with Department of National Planning and Development | All |
| | Internal planning of travel routes to North and South Maldives | All |
| | Meeting with Department of Drug Prevention and Rehabilitation Services, Ministry of Health and Family | VM, ST |
| Mon 26.04.2010 | Meeting with Environmental Management Project | DN, JK |
| | Meeting with Ministry of Fisheries and Agriculture | DN, JK |
| | Meeting with Ministry of Finance and Treasury/External Resources Management Section and PAS Consultant | DN, JK, VM |
| | Meeting with Ministry of Health and Family – Department of Gender and Family-Protection Services | ST |
| | Meeting with NGO Maldivian Democratic Network (ex-Maldivian Detainee Network) | ST |
| | Meeting with NGO Democratic House | ST |
| Tue 27.04.2010 | Meeting with President's Office | DN, JK, VM |
| | Meeting with Ministry of Housing, Transport and Environment (and) National Disaster Management Centre, and the designated UN-ISDR Consultant | DN, JK |
| | Meeting with Ministry of Home Affairs | ST |
| | Meeting with UNDP Governance team | ST |
| | Meeting with UNFPA | ST |
| | Meeting with Ministry of Economic Development and Trade | VM |
| | Travel to and meeting with Drugs Rehabilitation Centre Himmafushi | VM |
| | Meeting with Journey, NGO | VM |
| | Meeting World Bank | DN, JK |
| Wed 28.04.2010 | Meeting EPA | DN |
| | Meeting World Bank | DN |
| | Meeting with Financial Controller, Ministry of Finance and Treasury | VM |
| | Meeting with Transparency Maldives | ST |
| | Meeting with Human Rights Commission of the Maldives | ST |
| Team South | Travel to L. Gan Island, Laamu Atoll Meeting with Island Councillors and Island Chiefs (2), and Mathmaradhoo Youth Association | JK, ST, SS, NS |
| Thu 29.04.2010 | Meeting with Vice President and President's Office staff | VM |

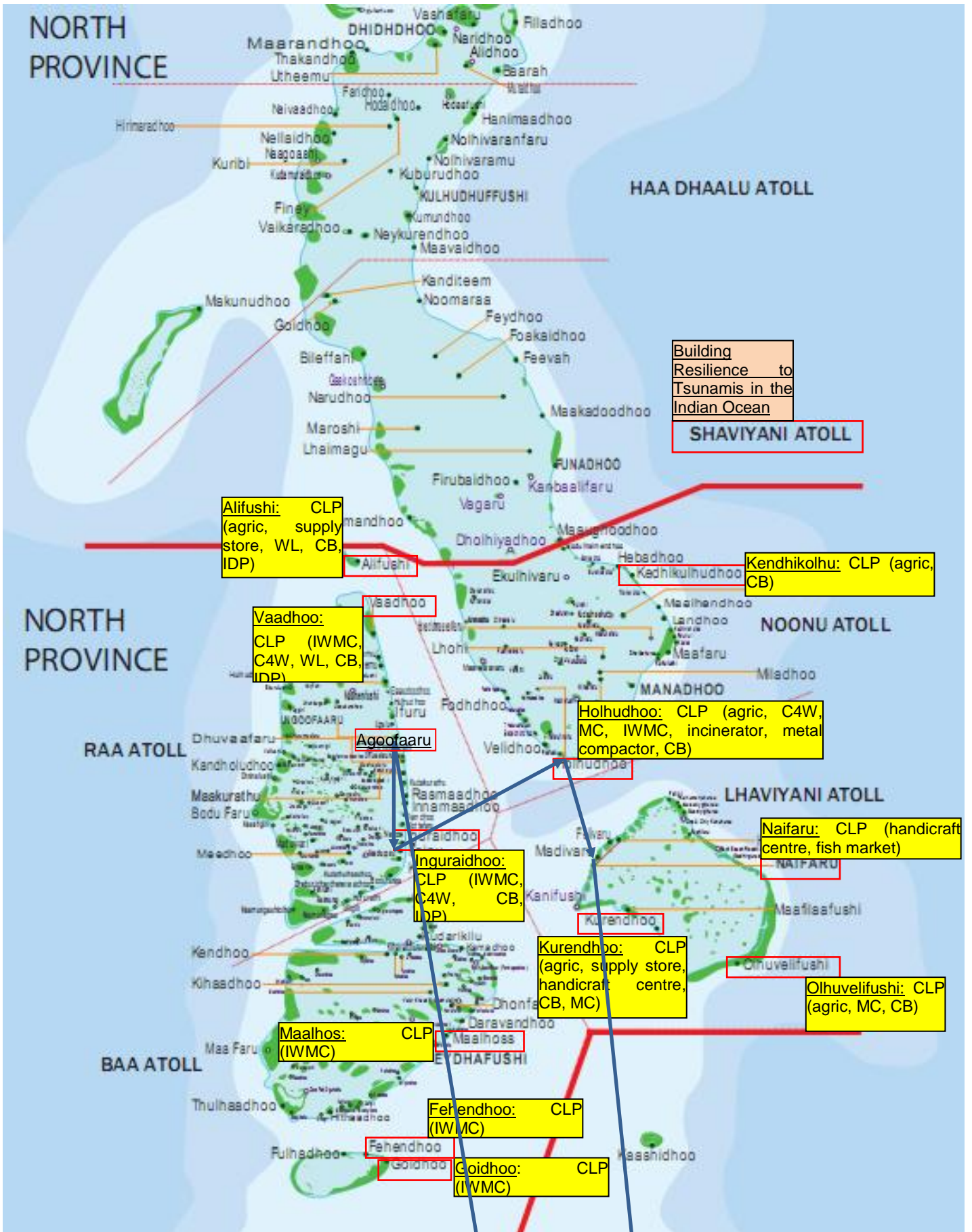
²⁵⁵ DN – Dieter Nill, JK – Joseph Kuitems, MN – Mohamed Naseeh, NS – Nasiya Saeed, SS – Simad Saeed, – Sylvia Tag, VM – Valerie McDonnell

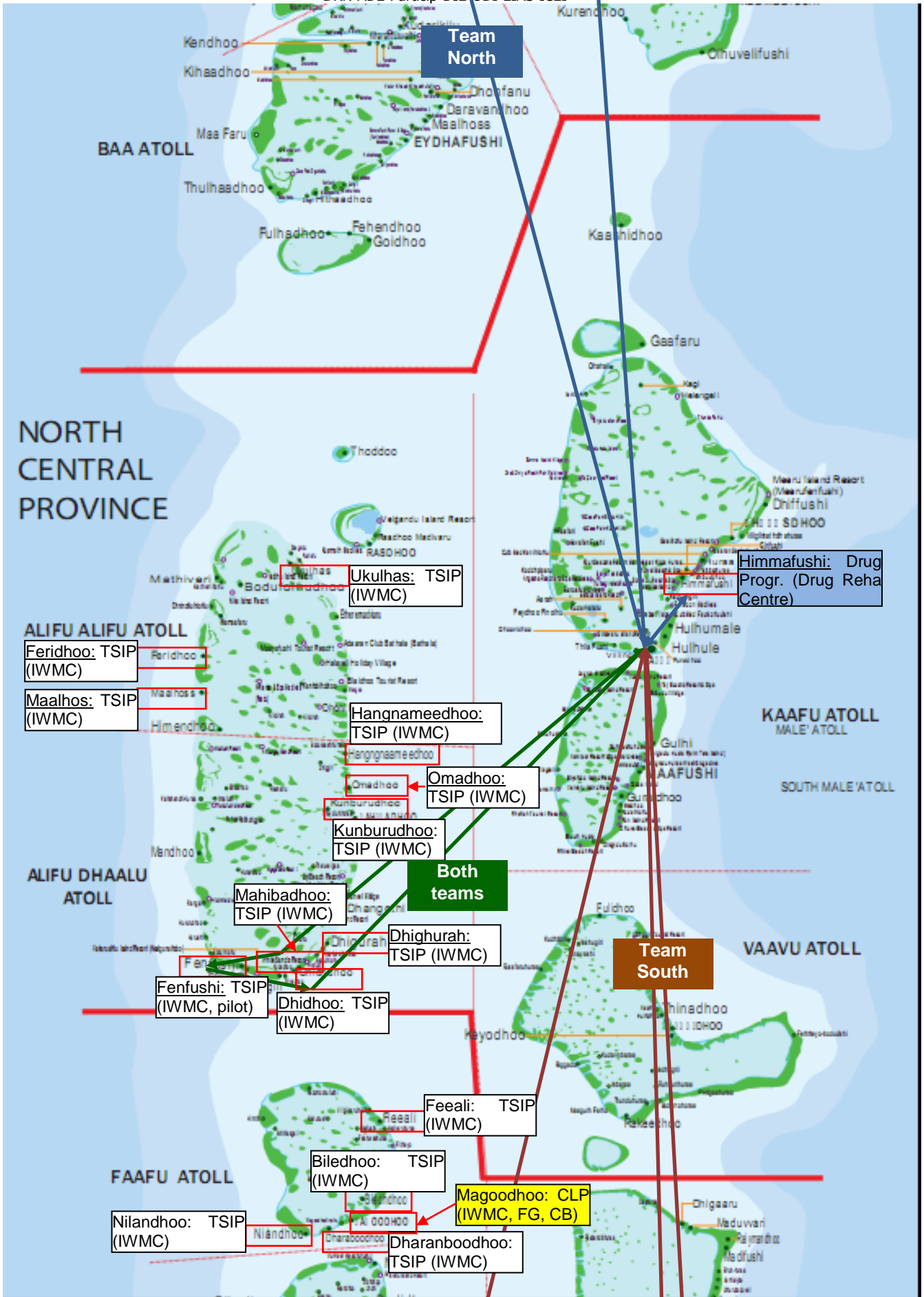
| Date | Activity | Who ²⁵⁵ |
|----------------------------------|--|--------------------|
| Team North | Travel to Agoofaaru, Raa Atoll, Meeting with former island chief and Atoll Human Resource Responsible Meeting with IWDC | VM, DN, MN |
| Team South | L. Gan, Laamu Atoll Meetings with Island Counsellors (3), Mathmaradhoo Youth Association, Regional Hospital Doctor, Deputy Minister of Province, Customs Officer, and IWDC Visit all EC funded infrastructure | JK, ST, SS, NS |
| | Travel to L. Fonadhoo Island, Laamu Atoll Meetings Vice president IWDC, Island Councillor, Islands Chiefs (3), Assistant Island Chief (1) and election co-ordinator | JK, ST, SS, NS |
| | Travel to Gaadhiffushi Island, Thaa Atoll Meetings former president IWDC, Gaadhiffushi Youth Association, Island Councillor, Island Admin Officer, and Island Assistant Director. | JK, ST, SS, NS |
| | Travel to Thimarafushi, Thaa Atoll Discussion with Poll station member regarding incidence during Parliamentary Election | JK, ST, SS, NS |
| | Travel to Guraidhoo, Thaa Atoll Meeting with Island Councillor, Island chief and assistant chief, WDC and association Guraidhoo Endorsement Movement | ST, NS |
| Fri 30.04.2010 Team North | Travel to Inguraidho, Meeting with Island Counsellor and former island chief Travel back to Agoofaaru Travel to Holhudhoo Meeting with Island Office, IWMC Travel to Naifaru Meeting with Assistant Island Chief, President and Member of IWDC, Handicrafts Centre, Fish Market and Juvenile Naifaru (NGO) | VM, DN, MN |
| Team South | Travel to Dhiyamigili Island Thaa Atoll, meeting with Island Chief Travel to Kudahuvadhoo Island | JK, ST, SS, NS |
| | Kudahuvadhoo Island, Dhaluu Atoll Meeting with Fish industry and fish market manager Meetings with Island Councillor, infrastructure contractor | JK, ST, SS, NS |
| Sat 01.05.2010 Team South | Kudahuvadhoo Visit all EC funded infrastructure in the island Meetings with WDC-President, in Police Station and with person charged with election co-ordination | JK, ST, SS, NS |
| | Travel to Muli Island, Meemu Atoll Meetings with Island Councillor, school principal, police, and project beneficiaries of (RRM funded UNDP housing project). Visit all EC funded infrastructure Meetings in police station about drug abuse and human rights issues | JK, SS, NS |
| Team North | Travel to Kurendhoo Meeting with President IWDC, Island Chief, Island Counsellor, Member of IDC, Hydroponics Entrepreneur Travel to Male | VM, DN, MN |

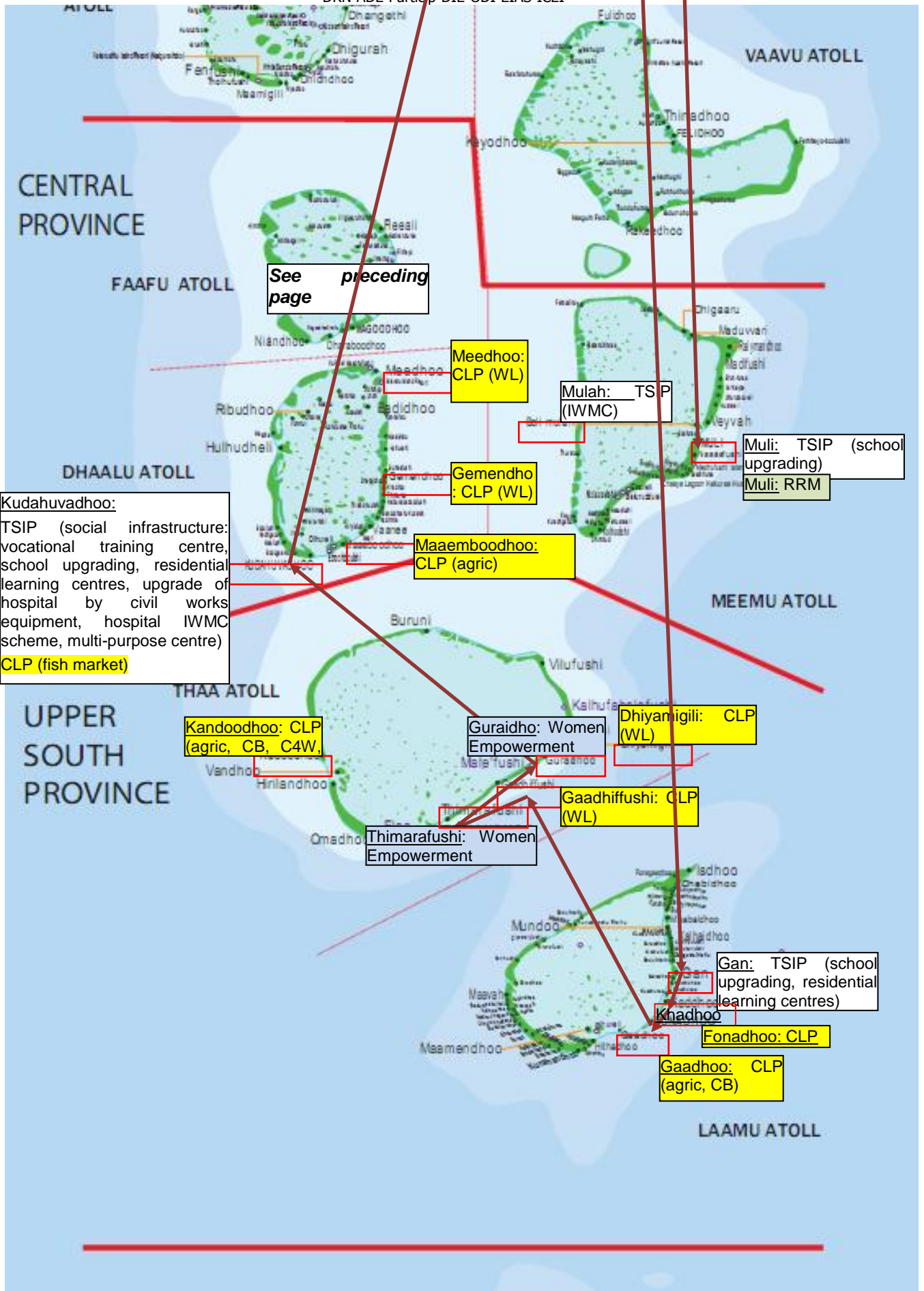
| Date | Activity | Who²⁵⁵ |
|----------------|---|--------------------------|
| Sun 02.05.2010 | Preparation of findings and input into preparation of report | All |
| Mon 03.05.2010 | Preparation of findings and input into preparation of report | All |
| | Meetings with Election Commission, Judicial Service Commissioner and Prosecutor General | ST |
| Tue 04.05.2010 | Team meeting and finalisation of findings for debriefing | All |
| Wed 05.05.2010 | Debriefing Male at the Ministry of Foreign Affairs | All |
| | Meeting with UNDP | DN, JK |
| | Travel Male to Colombo | DN, JK |
| Thu 06.05.2010 | Meeting with ECD and British High Commission | DN, JK |
| Thu 06.05.2010 | Travel Maldives to Europe | ST, VM |
| Fri 07.05.2010 | Debriefing Colombo with ECD | DN, JK |
| Sat 08.05.2010 | Departure to Europe | DN |
| Sun 09.05.2010 | Departure to Europe | JK |

ANNEX 8 INDICATIVE MAP OF EC SUPPORT ACTIVITIES AND TRAVEL ROUTE

(The sites shown in the map are not exhaustive but give locations found while analysing the different reports. Interviews on the visited islands did not only concern the indicated activities but all aspects of the overall programme i.e. gender, good governance, decentralisation, electoral support or drugs.)







LEGEND:

| | |
|---|--|
| 1. Gan | TSIP: Tsunami Safe Island Programme |
| 11. Vaadhoo | CLP: UNDP Community Livelihood Programme |
| Himmafushi: Drug Progr. (Drug Reha Centre) | Drug Programme |
| Thimarafushi: Women Empower. | Women Empowerment |
| Muli: RRM | RRM |
| CB – Capacity building | |
| C4W – Cash for Work | |
| IDP – Island Devpt. Planning | |
| IWMC – Island waste management centre | |
| MC – Micro credit | |
| WL – Women’s Livelihood | |

Tsunami Safe Island Programme

Component 1: Institution building and awareness campaign under component 3 (waste) were at national scale)

1. L. Gan island/ Tsunami Safe Island Programme - Component 2 (social infrastructure: school upgrading, residential learning centres)
2. Muli Island/ Tsunami Safe Island Programme - Component 2 (social infrastructure: school upgrading)
3. South Ari Atoll/ Tsunami Safe Island Programme - Component 3/ 15 waste management centres + 1 regional waste management facility, TA and training on management, environmental monitoring and reporting, public education and awareness programme, feasibility study for RWMC, environmental impact assessment) (planned to be constructed)
4. South Nilandhe Atoll/ Kudahuvadhoo Tsunami Safe Island Programme - Component 2 (social infrastructure: vocational training centre, school upgrading, residential learning centres, upgrade of hospital by civil works equipment, hospital waste management scheme)

UNDP Livelihood Programme

5. Noonu Atoll, UNDP Livelihoods Programme on two islands: Kendhikolhu, Kulhudhoo (agriculture)
6. Laamu Atoll, Gaadhoo: UNDP Livelihood Programme (agriculture)
7. Dhaalu Atoll, Maaemboodhoo: UNDP Livelihood Programme (agriculture)
8. Lhaviyani atoll, Olhuvelifushi, Kurendhoo: UNDP Livelihood Programme (agriculture)
9. Raa atoll, Alifushi: UNDP Livelihood Programme (agriculture)
10. Thaa atoll, Kandoodhoo: UNDP Livelihood Programme (agriculture)
11. Gaaf Dhaalu atoll, Vaadhoo: UNDP Livelihood Programme (agriculture)
12. Baa Atoll Goidhoo, Fehendhoo, Maalhos: UNDP Livelihood Programme (waste management)
13. Raa Atoll Vaadhoo, Inguraidhoo, UNDP Livelihood Programme (waste management)
14. Faafu Atoll, Magoodhoo, UNDP Livelihood Programme (waste management)
15. Noonu Atoll, Holhudhoo, UNDP Livelihood Programme (waste management)

ANNEX 9 GUIDING QUESTIONS FOR INTERVIEWS (EXAMPLE OF QUESTIONS TO GOM)

Guiding Questions to GoM Institutions

| General | |
|---|---|
| Who organises debriefing in Male? Time? Participants? Where? | MoFT |
| EQ1: Relevance/ Internal Coherence | GoM |
| Level to which Government, other donors and stakeholders/beneficiaries confirm relevance of EC interventions | GoM |
| What were precise regulations for Regional Development after the tsunami and what are current changes? | GoM |
| Was the selection of EC activities within larger priority areas most relevant to GoM (i.e. TIP: PAS and solid waste in regional development/environment; MIP 2007-2010: drug abuse and climate change instead of regional development, trade and economic development and good governance and democratisation; MIP 2011-2013 climate change, drug abuse and public administration. | GoM |
| Intensity of consultation of Government, civil society and other stakeholders during programme identification, formulation and steering. | GoM |
| Who decided on reorientation of MIP 2007-2010 on drug abuse and security and why? | GoM |
| EQ2: Livelihood and social service delivery | |
| What was the contribution of UNDP and other donors in the Community Livelihoods Programme? | GoM/NDMC |
| How was the targeting of the beneficiaries for agricultural support and CfW done by GoM? | GoM |
| What were the agricultural relief kits consisting of in the Community Livelihoods Programme? | GoM |
| Is the extension service established by UNDP (training of 11 extension officers in Sri Lanka) still operational on the islands? | MOFAMR |
| Was unqualified labour hired on the islands for construction of IWMCs and other contracted work? | GoM |
| How many people benefitted from improved access to social infrastructure? ⇒ Hospital extension: Number of admissions per annum before and after the extension of the hospital ⇒ Vocational training centre and residential learning centres: Number of trained people thus far, and number that can be trained per annum. ⇒ School extensions: Number of extra scholars as a result of the facility extension works, and number of scholar that are educated per school year (pre-and post EC support) ⇒ Multipurpose building: Assess how this facility is used by the community and how many people benefit | GoM (education, health, development) |
| What were impacts of EC support on relocation and integration of relocated families? | GoM |
| How many % has the voluntary migration to safe islands increased? | GoM |
| What is the percentage of drug abusers and what are main reasons for drug consumption? | GoM |
| How many training courses and on-the-job training for service providers (e.g. NGOs) working with drug users as well as the National Narcotics Control Bureau were conducted? | GoM |
| How many % has the number of drug abusers been reduced? | GoM |
| % of former drug abusers integrated back into the socio-economic system. | GoM |
| What is the outcome of the (16) island and atoll development (1) plans? Who is supposed to implement? | GoM |
| EQ3: Environment | |
| What were results of the Institution Building for the MEEW and MoFT and the Strategic Environmental Assessment? | GoM |
| Are experiences of UNDP and WB solid waste management activities reflected in National Solid Waste Management Strategy? What is already implemented? | GoM |
| Are results of Strategic Environmental assessment reflected in Regional Development Plan? What is implemented? | GoM |
| What were building requirements to adjust to tsunami and sealevel rise? Are all waste management centres erected on erosion/tsunami proof sites? | GoM |
| Are IWMCs of tsunami safe island programme equipped in the meantime and what is status of RWMC? | GoM |
| What were GoM requirements of IWMCs at time of construction and was this followed by UNDP-Progr./TSIP? | GoM |
| Did EC-funded IWMCs contribute to a regional concept for solid waste management? How? | GoM |
| How is the management and funding of the IWMCs and the RWMC organized to be sustainable? | GoM |
| How many people benefitted from the 7 IWMCs of Community Livelihood Programme? | GoM |
| What were major impacts of solid waste support? What are impacts of IWMCs on disaster vulnerability/preparedness, environment, climate change? | GoM |
| EQ4: Local economic development | |
| Was there any contribution of EC support to turnover of fishery sector? | GoM |
| What was the precise impact on the livelihoods of fishermen of the fish markets and training interventions. | GoM |
| Did EC support contribute in any way to diversification of export industries or new products? | GoM |
| What were impacts of the EC trade support for exports, value addition or employment? | GoM |
| EQ5 Trade and international commitments | |
| What institutional structures for trade policy coordination were set up with EC support? | GoM |
| What were results of EC support to the trade sector? | GoM |
| What were influences of EC trade support for gender? | GoM |
| EQ6: Democratisation and good governance | |
| How was the cooperation between the EU Electoral TA-mission and: - The Election Commission | GoM/ EC, MoLaw, |

| | |
|---|--------------------------|
| - The Ministry of Law - The assembly of Majlis - The local election observation mission (Transparency Maldives)? What worked well? Have there been difficult situations/ bottlenecks? How have been perceived the different input in the following fields: legal advice, complaints and appeals mechanism, voter education, election organisation/ logistics, election observation? | Ass. of Majlis |
| How were the different kind of EU-missions (TA and Election Expert Team) perceived? Visibility? | GoM |
| How stakeholders would assess the election process if no EU-TA assistance had been given? | GoM |
| Can the local elections be held now without external support? What would be the strengths and weaknesses? | GoM |
| What has worked well and what have been the shortcomings during the different polls? Have there been fields of improvement from one poll to the other? | GoM, ECBs, poll stations |
| Which consequences has the disengagement of the EC from the UNDP Programme “Support to the Maldives on Good Governance and Democratization 2007-2010” for the development of Human rights and Democratisation | HRC, Parliament |
| What are main support needs regarding decentralization and local governance? | GoM, IDCs, ADCs |
| What are main strengths and main weaknesses of NGOs? | GoM |
| Which role do NGO see for themselves regarding implementation of GG and human rights in the Maldives? | GoM |
| EQ7: Linking relief, rehabilitation and development | |
| How was coordination between RRM and ECHO? What is value added of RRM? | GoM |
| Have there been (or are there) any gaps in support provided by the EC (RRM, Community Livelihoods Programme, Tsunami Safe Island Programme -TSIP)? | GoM/ NDMC |
| Have the tsunami affected communities rebuilt their internal relations as compared to pre-tsunami, (if yes, what was the vehicle to achieve this)? | GoM |
| Have housing, reconstruction, and livelihoods programmes under the Tsunami Indicative Programme (TIP) conclusively resulted in functional communities with access to basic infrastructure-, services- and livelihood requirements? | GoM |
| Did the EC support contributed to “building back better” according to the visible results and statements of stakeholders? | GoM |
| Was it required to flexibly (ad-hoc) adjust RRM and/or TIP support to identified medium- and long-term needs of affected communities (if yes, how was it done)? | GoM |
| How did the UNDP Consultant support the MoF in the national Disaster Management Centre? | GoM |
| Have the selected communities been empowered as a result of the administrative decentralisation process (UNDP programme component)? | GoM |
| Did the reconstruction of housing and facilities improve access to basic health, education, and community services? | GoM/NDMC |
| Has the level to which attention to disaster risk reduction and climate change has sustained or faded from the government agenda at present (in the face of other competing priorities)? | GoM/NDMC |
| To which level did the RRM planning documents account for the results of previous ECHO interventions and provided ground for the TIP and future development objectives of EC support? | GoM/NDMC |
| EQ8: The three C's (coordination, complementarity and coherence) | |
| In which donor and national coordination mechanisms did EC participate during and after the tsunami support? | GoM |
| What were concrete outcomes of coordination? | GoM |
| What are other donors interventions (see UNDP database at http://dad.finance.gov.mv/) | GoM |
| Who coordinates implementation of Waste Management Centres in Maldives? | GoM |
| Was there any cooperation between UNDP and WB project (Red Cross, PSIP) in the implementation of IWMCs and awareness building? | GoM |
| How the retreat of the EC from the common programme “Support to the Maldives on Good Governance and Democratization 2007-2010” was perceived? | GoM |
| Did EC support complement activities of other donors or were there any redundancies? | GoM |
| Where there any regional EC programmes implemented in the Maldives? | GoM |
| EQ9: Aid modalities, channels, implementing partners and efficiency | |
| What are strengths and weaknesses of channelling funds through trust fund? | MoFT, TRRF |
| Was the trust fund efficiently implementing activities (post-tsunami and afterwards) aligned to national policy? | GoM |
| Is indirect implementation through UNDP/WB better than direct implementation? Why? | GoM |
| What was the reason for allocating funds for waste management to two different implementing agencies? Why not only to UNDP or WB? | GoM |
| What are the donor coordination meetings (mentioned in NIRAS 2007: Inception report2, p. 13) | GoM |
| Was there any EC representation on the board and committees of the trust fund or the UNDP project? | X |
| What were the positive effects of the TRRF on implementation and on GoM? | GoM |
| Is the PAS only useful for TRRF management or for all Ministries? | GoM |
| What is current status of PAS implementation | GoM |
| What TRRF procedures do correspond to national procedures? | GoM |
| Was budget sufficient for PAS and - if not - did WB compensate for it? Did ADB take over the development of budget processes? | GoM, TRRF |

ANNEX 10 POWERPOINT PRESENTATION

An electronic version of the power point presentation was added to the CD containing all documents of the evaluation.



*Evaluation carried out on behalf of
the European Commission*



Evaluation of the European Commission's Co-operation with Maldives

Overview and main findings

**A consortium of
DRN, ADE, Particip, DIE, ODI, EIAS & ICEI**