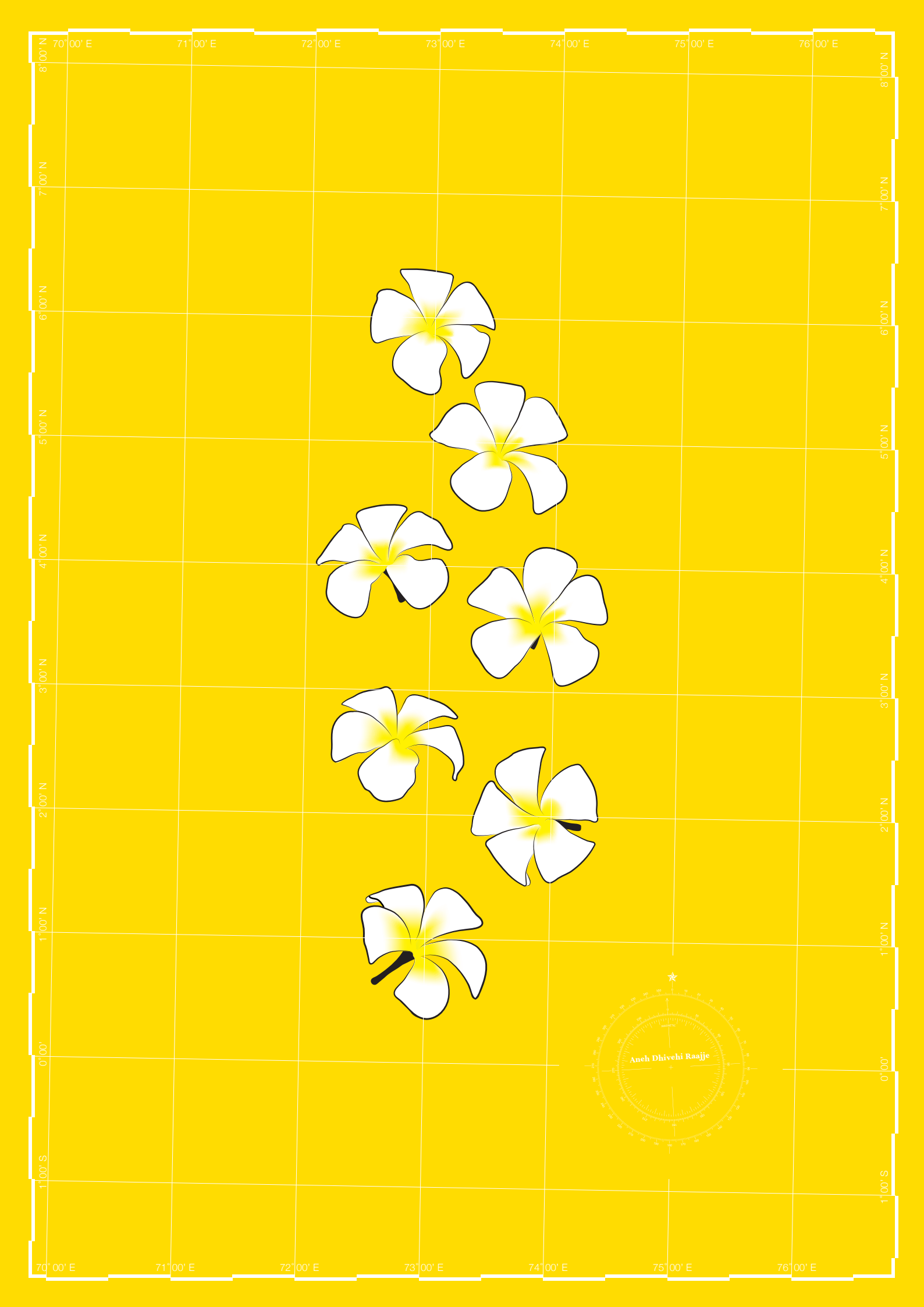

70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
"Aneh Dhivehi Raajje"
THE STRATEGIC ACTION PLAN
National Framework for Development 2009 - 2013
The Government of Maldives
Aneh Dhivehi Raajje




70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

Nationwide Transport System



Affordable Living Costs



Affordable Housing



Affordable and Quality Healthcare for all



Prevention of Narcotics Abuse and Trafficking



FOREWORD

The Strategic Action Plan 2009-2013 will serve as the principal planning document of the government in the delivery of the government's pledges and programmes outlined in the MDP Alliance Manifesto.

Through an extensive process of citizen consultation during the Presidential campaign, the party has formulated five key pledges that we believe would lead to greater progress and prosperity for all Maldivians. These include: a) developing a nationwide transport network that would allow for people and commerce to move without hindrance throughout the whole country; b) providing affordable housing to all citizens; c) ensuring reasonable and affordable healthcare to all citizens; d) bringing down the costs of the most basic good and services; and e) eliminating the rampant traffic and abuse of narcotic drugs currently prevalent in the country.

In our quest for a more prosperous Maldives, we remain unyieldingly committed to the principles of liberal democracy. We also believe that the full potential of our people may only be realized by relinquishing to citizens greater control over their own destinies. It is these two basic principals that animate our desire to have a small government that places greater emphasis on the marketplace and a more decentralised system of governance. Our policies are business-friendly and we have launched an ambitious public-private partnership programme that we are confident would be the engine of economic growth and development in the country. The government would, nevertheless, have an ever-greater role than before in guaranteeing and ensuring that the basic of public goods and social protection measures are provided to all Maldivians unequivocally. Similarly, our decentralisation policy has created seven provinces that would give citizen's greater control in the governance of their individual communities and would also yield greater economies of scale.

I extend my gratitude for the hard work and collective effort of the United Nations Development Program (UNDP), the President's Office, and the Department of National Planning in compiling this framework. I also note my appreciation for the cooperation of government ministries, state institutions, civil society and private sector representatives who patiently put in long hours to work with the team during the validation workshop to finalize this Action Plan.

Male' 11 November 2009



Mohamed Nasheed

President


Nationwide Transport System...
Affordable Living Costs...
Affordable and Quality Health Care for All...
Affordable Housing...
Prevention of Narcotics Abuse and Trafficking...

CONTENTS

Executive Summary 18

5 Key Pledges

Nationwide Transport System 34

Affordable Living Costs 48

Affordable Housing 64

Affordable and Quality Health Care for All 80

Prevention of Narcotics Abuse and Trafficking 102

Good Governance

Rule of Law and Justice 120

Public Sector Reform 144

Regional Development and Decentralisation 160

Eliminating Corruption 170

Foreign Policy 182

Social Justice

Protection of Islamic Faith 200

Benevolent State (Social Protection) 210

Education 228

Youth Development 246

Sports 258

Strengthening Family Ties (Child & Family Protection) 274

Information, Arts and Culture 292

Economic Development

Tourism 314

Fisheries 336

Agriculture 348

Small and Medium Enterprises (SMEs) 362

Employment and Human Resource Development 376

Environment 390

Water and Sewerage Services 410

Energy 426

Land Reform 444

Communication, Science and Technology 456

Other areas

Gender 470

Trade and Investment 484

Disaster Risk Management 498

National Security 508

EXECUTIVE SUMMARY

The wings and tail feathers of birds generate thrust and lift essential for their ability to attain flight. Likewise, the five pledges of the Manifesto give the government wings to elevate and take the leap towards the Other Maldives.

(Hon. Mr. Mahmood Razee - Chair at the Plenary of the Strategic Action Plan Validation Conference)



EXECUTIVE SUMMARY

Vision to Soar

The Manifesto upon which the current governing party fought last year's presidential election was a result of intense consultation with the people and it provided a vision of where the country should be – the Other Maldives. Accordingly, the Manifesto is owned and celebrated by the people of the Maldives as highlighted by the government. Its five pledges – listed below represent the vision on which the people elected this government.

The Five Key Pledges

1. ***The establishment of a nationwide transport system***; due to the lack of a public transport system in the Maldives residents of many islands are unable to travel or are forced to pay for limited and over-priced private transport services. A sustainable maritime transport network will increase accessibility and mobility of the people and will increase economic regeneration at all levels through revitalization of the urban setting and land use.

2. ***Ensuring affordable living costs***; As the country is heavily dependent on imports (especially food and energy) and highly susceptible to external shocks, achieving price stability is a major challenge. The government therefore has initiated efforts to control inflationary pressures through prudent fiscal policies and plans including the shift to direct taxation and the introduction of expenditure reduction measures.

3. ***Provision of affordable housing***; over a third of the country's population resides in Malé making it one of the most densely populated cities in the world. The government aims to address the housing situation in the capital Male' and other urban centres through increasing housing delivery through public-private partnership schemes and improving affordability through housing finance schemes. It is also believed that decentralisation and improved connectivity in the provinces will support de-congestion in the capital and other urban centres.

4. ***Providing quality healthcare for all***; in the past most Maldivians have not had any insurance plan to pay for their medical expenses. This has created a heavy burden for the government and resulted in an out of control welfare situation. Therefore, the government plans to introduce and implement a basic health insurance scheme accessible to all citizens.

5. Prevention of narcotics abuse and trafficking; The Maldives over the years has seen rampant increase in substance abuse among the youth. One study suggests that over 30% of the youth are dependent on heroin and the study found out the youngest age to use drugs was nine years. The government is taking a firm stance to reduce the supply of narcotics into the Maldives. The policies also address elimination of demand for narcotics and other illegal substances and ensure access to appropriate treatment and rehabilitation services for addicts. More broadly, it will establish a comprehensive and coordinated national response to combat narcotics and trafficking.

The government envisaged the need for a broad policy framework in order to successfully implement its vision. The framework should encompass the ideology articulated in the Manifesto and integrate human rights, civil-liberties and freedoms as central principles. Such a policy framework should also have the flexibility to take advantage of emerging prospects in the ever-changing local and global arena, and encourage calculated risks in new directions to ensure equity and and a decent life for all. It is then that the manifesto will empower people to follow their dreams without reticence, strengthen the role of the government in regulation and promotion of equity, advance private enterprises and entrepreneurship, promote public private partnerships and allow civil society to flourish. The inclusive process of arriving at this strategic plan provides confidence that the ensuing policy framework would guide the national development

community to focus on nation building and consolidating the country's nascent democracy.

The need to translate the manifesto into a concrete, rights-based and results-based Strategic Action Plan with clear targets, mandates, and means of implementation and monitoring of progress is self-evident. Through this process, it is hoped that the Manifesto pledges will be successfully executed to ensure that in the next five years, the foundation of democracy is equitable, secure, and sustainable.



EXECUTIVE SUMMARY

Striving Higher

While operationalizing the Manifesto, the Strategic Action Plan provides the National Development Framework for the period 2009-2013. It has been compiled through consultation with multiple sectors and by reviewing development trends, emerging issues, goals, policies and interventions relevant to the five main pledges and key themes of the Manifesto.

This document has the ownership of a large constituency of relevant stakeholders working together on the government's vision and thoughtfully contributing to making the necessary transformation a reality.

It is the culmination of discussions between the government, other state institutions and important development stakeholders from civil society, the private sector and UN agencies.

The contributions from the sectors enhanced and complemented the formulation process of the action plan, enabled through an intense and comprehensive three-day Validation Conference, which provided a platform for open discussion and clear guidance for catalyzing action.

The government sees the Strategic Action Plan for the Manifesto as the national planning document. It is expected to (i) guide the development processes in the country, (ii) be an instrument of allocation of budgetary and fiscal responsibilities to various sectors and government ministries, and (iii) serve as a mechanism of accountability to the citizens of the country towards achievements of promised

development benefits, and enhanced access to goods and services. Accordingly, this national document is expected to be applied by all stakeholders including state institutions, civil society, private sector, donors, development partners and the public to steer their collective development activities to create greater synergy and momentum to achieve the country's development goals over the next four years.

In light of this, the collaboration between sectors was pivotal to the process, which has led the translation of the Manifesto into a concrete Results-Based Action Plan within the framework of the Millennium Development Goals and human rights, and will contribute further to strategizing national programmes and projects that will ensure achievement of equitable and sustainable human development for all Maldivians.

Wings to Fly

The outcomes of the Strategic Action Plan outcomes are reflected through sector plans that fall under the three key themes- good governance, social justice and economic development- and several cross-cutting areas.

Each sector plan begins with a brief background of the sector and some of the emerging issues. Next, the major constraints are identified. This is followed by a brief description of the goals and policies as well as the strategies used to achieve desired outcomes. The links to the Manifesto are explicitly referenced for convenience (where **S = Short Term Goals**, **L = Long Term Goals** and **P = Policy** of the Manifesto). These are then followed by a description of the institutional and legal framework that delineates the lead agency for the sector, the role of other stakeholders including international agencies, other public and civil agencies, and NGOs. There is a brief description of the legal framework governing each sector. The sector plans conclude with a brief description of how they relate to crosscutting themes that have been identified including human rights, gender equity, social protection, transport and connectivity and the environment. In addition, each sector plan contains a table listing some of the key policies and actions that will be undertaken during the planning period. This is not an exhaustive list of sector activities but lists the key interventions proposed.

The Key Themes



EXECUTIVE SUMMARY

i. Good Governance

The Constitution of the Maldives that was ratified on 7 August 2008 creates the legal framework and necessary mechanisms for enabling the promotion, protection and consolidation of democracy in the country. is the new Government aims to consolidate and nurture the new democratic fabric of the country. Effective governance, protecting individual freedoms, and allowing for the smooth functioning of the Republic is essential to the future well-being and prosperity of all Maldivians.

Under Rule of Law, the Government will ensure full independence of the judiciary through a policy of non interference. The Government also prioritises establishing restorative and rehabilitative justice as well improve overall access to justice. It aims to rehabilitate criminals through a strong parole system to make them responsible members of the community.

The government places great emphasis on combating corruption and promoting a culture of integrity and honesty within the public and private sector and aims to pursue this aim thorough action against those who commit acts of corruption. The government also aims to support the strengthening of the Anti Corruption Commission of the Maldives that was established as an independent body under the Anti Corruption Act to ensure that the Maldives is free from bribery and other corrupt practices.

Regionalisation and decentralisation would ensure accessibility of services to the people and the realization of human rights and the principles of good governance. The government's regionalisation and decentralisation programme envisions increased local participation in decision making through social, political and economic empowerment at the local level. The Regionalisation and Decentralisation Programme has been planned so that each region has a commercial and administrative hub, which would lead to more prosperity and better services for the region.

The government recognizes that the consolidation of a

democratic society requires an effective and accountable public administration, staffed by professional civil servants. Within the ambit of public sector reform, the government aims to facilitate decentralisation in public service delivery, improve efficiency through strengthened fiscal governance, and e-governance.

It is of vital importance to the government to counter terrorist and other threats to national sovereignty and independence, protect territorial integrity, prevent the disruption of economic activities and preserve the Maldivian way of life. In achieving the broader objectives of peace and stability in the Maldives, the government aims to strengthen the national security framework underpinned by a common philosophy and a nationally integrated approach towards security issues.

With the transition to a liberal democracy, the government aims to pursue a more proactive role in the international arena, with a progressive foreign policy that demonstrates a more assertive line on key issues of national and global concerns.

ii. Social Justice

With targeted interventions, the government expects to open up opportunities for the most disadvantaged sections of the society to emerge from their present conditions of poverty thereby helping the country achieve its development goals.

Within the scope of improving and strengthening the education sector of the country, the government will ensure equitable access to quality education as a basic human right for all, improve efficiency and effectiveness of the education system through decentralisation and private sector participation, and align the education system to the economic and social needs of the country.

The government has embarked on a policy of transforming the current fragmented social safety net programs into a comprehensive social protection system, ensuring fiscal sustainability and effectiveness of social assistance to those most vulnerable, to enable them to live a life of dignity.

Anticipating the need to ensure access to quality child and family protection services throughout the country, the government will remain steadfast in promoting the rights of



EXECUTIVE SUMMARY

children, women, the elderly, and persons with disabilities, advancing health and well being of families and enabling restorative justice for children in conflict with the law.

The gender policy and framework establishes the government's vision, strategy and gender architecture for achieving gender equality and women's empowerment. The government will ensure that policy mandates are operationalized and the issues of gender equality in Maldives are addressed in a systematic manner for women and girls to be able to live a life of prosperity, dignity and respect in a safe and equitable environment.

The government aims to increase youth participation in development programmes and empower youth organizations through an inclusive approach.

The government is strongly committed to a 'Sport for All' philosophy. A very constructive start has been made on a partnership structure, similar to that which exists in most democratic countries with strong sports systems.

In endorsing the Information, Culture, and Arts sector, the government will focus on promoting the arts, preserving cultural heritage, establishing a media free from state interference and developing the media as a platform for democratic discourse while setting up and strengthening institutions related to the sector.

Promoting moderate Islam, tolerance and respect for diversity and cultural differences through information, education and communication is central to the government's policy on the protection of Islamic faith. Furthermore, focus on human rights and democratic reform through the lens of Islam has been a key change in policy direction of the government.

iii. Economic Development

The government's economic policy agenda is grounded on diversification of the economy and in increasing the role of the private sector with the aim of achieving sustainable economic growth. The Maldives will no longer be among Least Developed Countries (LDCs) from January 2011. Efforts are therefore being made to ensure a smooth transition to a middle-income country.

In strengthening the tourism sector, the government plans to make the regulatory framework more efficient and effective to allow for sustainable investment in the sector and supporting infrastructure, increased training and employment opportunities for locals and the environmental sustainability of all tourism related ventures.

To ensure the sustainable development of fisheries, the government intends to promote exports and trade, enhance infrastructure and financial services to support sector development and promote research, training and technical development in the fisheries sector.

In the agriculture sector, reducing dependence on imports and improving national food security, strengthening organized farming and subsistence farming systems, applying appropriate technologies and developing the required market infrastructure are among the key goals to be implemented by the government.

The new administration recognizes the potential of the SME sector to create a more resilient and diversified economy and to create employment opportunities, in particular in the outer atolls. It envisages establishing the requisite institutional and organizational mechanism to restructure and consolidate all SME development activities in order to achieve economies of scale and efficiency of operations.

The government plans to develop an enabling legal, regulatory and business environment to enhance trade and investment opportunities, including e-commerce and related activities. It is envisioned to enhance market access opportunities and create a competitive fair trading business environment.

The government places a strong emphasis on employment and human resource development and among its priorities remain the development of the Maldivian workforce as a skilled, competitive and disciplined workforce, minimising disparities in employment and implementation of an efficient system to monitor and manage both migrant and local work force.

It is a top priority of the government to ensure the protection of land rights to citizens, as guaranteed in the constitution. The government aims to facilitate land reform through strengthened land policy, legislation and improved sustainable land management and by promoting a market for real estate.



EXECUTIVE
SUMMARY

The foremost principle of the Government's environment policy is to view the natural environment as the key to socio-economic development. Furthermore it is to ensure sustainable adaptation measures by strengthening democracy in the country – a pre-requisite to good governance and therefore successful climate change adaptation.

Many initiatives have been taken up by the Government to change its focus from the traditional approach to Disaster Management, from ensuring that the Maldives is resilient to disasters, to preparing the population and creating the institutional framework for disaster risk reduction and climate change adaptation.

Being aware and concerned about environmental degradation and the effects of global warming, particularly in small island nations like the Maldives, the government deems it necessary to provide reliable, affordable and sustainable energy supply to all citizens and protect the environment and people from the hazardous effects of energy production. The government has set itself the ambitious goal of going carbon neutral in ten years.

The recent policy direction towards establishing regional utilities companies will help achieve sustainable operation and maintenance of facilities, such as water and sewerage services. With the belief that the private sector can mobilize domestic and international resources, respond to new demands and take advantage of new opportunities effectively, the government is currently encouraging public-private partnerships in this sector.

The Maldives is currently seeking ways to take advantage of science and technology to promote economic development and link our dispersed communities while reducing dependency on tourism and fisheries. The government's communication, science and technology policies and strategies will play a major role in achieving the developmental objectives envisaged in the manifesto.

Cross-Cutting Themes

All the sectors in the Strategic Action Plan adhere to a common platform of cross-cutting themes. These are areas that have relevance to all the sector plans and they highlight inter-sectoral linkages and coordination that is required for implementation of the plan.

i. Human Rights; The norms reflected in numerous human rights conventions of which the Maldives is a signatory are now espoused in the Constitution and is premised on the need to protect and promote the rights of all and to encourage equity, free will and the rule of law. These principles are now all preserved in the Constitution.

Chapter II of the Constitution, which is on the "fundamental rights and freedoms", enshrines and incorporates all rights as guaranteed to the people. Rights and fundamental freedoms introduced or strengthened under the Constitution include: the right to life; right to non-discrimination; right to fair and public trials; protection from arbitrary detention; freedom from forced confession; right to legal aid; prohibition of torture and other inhuman or degrading treatment; right to appeal; access to compensation for unlawful arrest or detention; right to vote and to hold public office; freedom of opinion and expression; right to privacy; right to information; freedom of association; freedom of assembly; and provision of special protection to vulnerable groups including children, adolescents, the elderly, and people with special needs.

Economic, social and cultural rights introduced or strengthened under the Constitution include: the right to adequate, nutritious food and clean water; right to adequate housing; the right to a good standard of health; adequate access to sewerage and electricity; right to marriage and family; the right to education; right to work; right to strike; right to enjoy a pension; the right to take part in cultural life; and the right to enjoy property.

These constitutionally guaranteed rights are recognised across all sectors of the Strategic Action Plan.

ii. Decentralisation; The process of establishing elected Island and Atoll councils and a functioning local governance



EXECUTIVE SUMMARY

system, collectively referred to as regionalisation and decentralisation, is currently in progress. The decentralisation bill is expected to be enacted in the beginning of 2009 and will devolve political, administrative and fiscal responsibilities to elected councils.

The government has grouped the atolls into seven provinces in order to achieve more effective and efficient service delivery at the local level. The rationale for clustering two or more atolls to form a region or province is to achieve effective and efficient planning, coordination and management as a means to facilitate effective administrative decentralisation and accelerate local development..

iii. Transport and Connectivity; The integrated transport network proposed by the government aims to improve mobility and access to services across the country. The transport network is therefore a support system to the delivery of services across multiple sectors such as housing, education, health, market access for fisheries, agriculture and SME development.

iv. Gender; The National Gender Equality Policy is founded upon the fundamental principle of *Equality for All* enshrined in the Constitution of the Republic of Maldives (2008) and the highest level political commitment and policy directives declared by His Excellency President Mohamed Nasheed. The National Gender Equality Policy aims to promote substantive equality through a dual approach: Gender Mainstreaming in all areas and strategic action on Empowerment and Advancement of Women in all areas, so that women and men enjoy fundamental human rights and rewards of democracy *on a basis of equality of men and women*.

The government recognizes that an effective institutional mechanism is crucial to achieve successful gender mainstreaming. The process has been initiated to establish a *National Machinery for the Advancement of Women* (NWM) that can inform and influence policy, programmes and action in all sectors including the operationalization of the Strategic Action Plan.

v. Social Protection; The issues of inequality, high child malnutrition, as well as social problems such as unemployment, high living costs, drug abuse and social exclusion have intensified against the back drop of daunting environmental problems, volatile external economic shocks (financial crisis

and food and fuel price volatility), considerable economic and political transformations and the emerging financing gap. Thus, the issue of establishing a preventive, promotive and transformative social protection system is critical to protect the rights of the most vulnerable.

The government's policy of transforming the current fragmented social safety net programmes into a comprehensive social protection system ensures affordability, extension of coverage and effectiveness of intervention packages geared to the most vulnerable. In the context of Maldives, the social protection policy will be geared towards inclusion in order to close the gap in access to social services and meet the basic needs deficits among the poorest sections of the population.

vi. Environment Sustainability; The Maldives is currently facing extraordinary environmental challenges. One such challenge is the impact of climate change. Climate change is a threat to the existence of our low-lying small islands; it is a threat to our society, and it is a threat to our economy which is based on tourism and fisheries. Maldives is among the most vulnerable and least defensible countries to the projected impacts of climate change and associated sea level rise. Adaptation to climate change and disaster risk mitigation and management is a priority of the government and is being mainstreamed into policy making and programming in all areas. The Strategic Action Plan also reviews these aspects across all sectors.

vii. Private Sector Partnership; The government aims to redefine the role of the state from a service provider to a regulator and enhance the role of private sector in national development. The government has launched a programme of corporatisation, establishing public-private partnerships in service provision and of privatisation of selected State Owned Enterprises. The programme targets key sectors such as transport (inter and intra island ferry services), real estate (housing development), utilities (consisting electricity, gas, water and sanitation), healthcare, education, regional airports, regional ports (in the greater Male' region, as well as in the north and south) and broadcasting and entertainment. The programme is supported by initiatives to promote foreign and local investments which require major reform in the legal and regulatory framework of the various sectors.

Taking Flight



EXECUTIVE SUMMARY

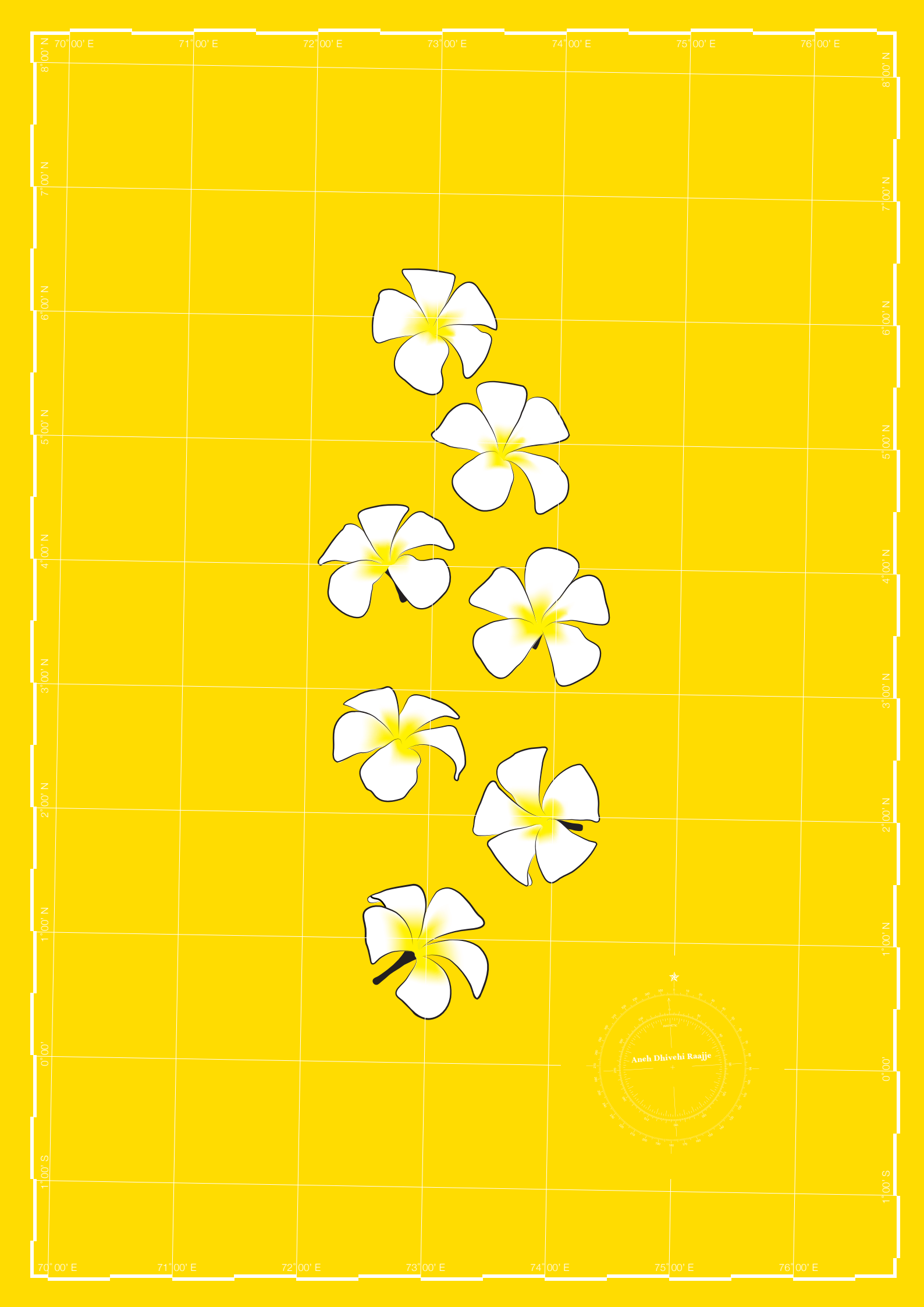
In moving forward with achieving the manifesto pledges, emphasis will be placed on reflecting the priorities highlighted in the Strategic Action Plan in the budgetary and macro-economic framework. Strategic thinking on the monitoring and evaluation has already started and it will be completed along with the costing and budgetary exercise. This will ensure that the final Strategic Action Plan document coherently reflects results based management and clearly links the outcomes to the resources and the proposed timeline. The next phase of the planning process will therefore focus on:

- Developing detailed interventions for each sector
- Developing a monitoring and evaluation framework for the Strategic Action Plan
- Developing a financing framework and resource mobilisation to implement the plan
- Costing the Strategic Action Plan
- Monitoring and Evaluation of the Strategic Action Plan

It is recommended that an appropriate institutional framework be developed for an apex agency within the Government in order to ensure effective implementation of the Strategic Action Plan and also ensuring that the future plans benefit not only from the monitoring and evaluation but also from the feedback provided by the citizens of the Maldives. Financing these development objectives will be a major challenge for the new government necessitating support from donors as well as increased resource mobilization from within to 'bridge the gap'.

Nationwide Transport System




70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

NATIONWIDE TRANSPORT SYSTEM

I.Background



5 KEY PLEDGES
Nationwide
Transport System

An integrated transport network is a top priority of the Government in order to foster regional development. The Government recognizes transport and connectivity as pivotal in fostering economic growth and social cohesion.

Ninety-nine percent of the Maldives constitutes ocean; but to date there is no sea-based integrated public transport network between the islands. People residing in the islands do not have affordable means of transport even to the neighbouring islands. Chartering a boat to travel to a nearby island becomes unreasonably expensive for the general public.

Due to the limited inter-island transportation facilities, development has been concentrated solely on the capital Male', leading to congestion and resultant socio-economic problems. Island residents find it easier to travel long distances to Male' for basic services than to neighbouring islands. The lack of a proper transportation system between islands and atolls has hindered and constrained involvement of island residents in contributing to national development and the development of their islands.

To address this situation a concept plan for a nationwide sustainable integrated transport network has been developed. This transport network will enable equitable distribution of wealth, encourage economic development, enable social and commercial networking as well as the transportation of goods and services, and provide easy access to essential services closer to home for all citizens.

Land based public transportation is also a priority of the sector to assist the integrated ferry network which in turn reduces the number of vehicles used within the islands. The Government's vision to minimize private vehicles, introduce green-taxi and pedestrian friendly environment will help to reduce pollution and achieve carbon neutrality. To achieve these objectives, the Government will increase the licensing and parking fees and impose high violation charges.

The Government has also recognized civil aviation as important to the development of the country and intends to provide aviation in a safe and economic manner. The aviation policy of the Maldives is based on the Convention on the International Civil Aviation (the Chicago Convention). The Civil Aviation Act (02/2001) stipulates that all relevant rules and regulations have to be at or above the promulgated in the Annexes to the Chicago Convention Standards and Recommended Practices (SARPs). Each contracting state is audited to ascertain the level of compliance with ICAO Annexes under the Universal Safety Oversight Programme (USOAP).

Local regulations will also have to reflect the aviation security conventions (Tokyo, Hague amendments) that may be issued to Annex 17 (Security) to the Chicago Convention. The ICAO Universal Audit Programmed (USAP) is an initiative to establish a global aviation security system and provides for the conduct of universal, mandatory and regular audits of the aviation security systems in all ICAO member States. The Maldives was audited under this program in 2006 and the follow-up was done in 2008.

Maldives acceded to the Montreal Convention on "Unification of Certain Rules for International Carriage by Air" in October 2005. Under this Convention, passengers, baggage and cargo carried will be 'compensated" in the case of accidents leading to death, injury, loss etc. This Convention also raises the compensation levels that were included in the Warsaw Convention as amended by the Hague Protocol, which Maldives is a party to. In order to protect the rights of passengers the Government will submit a draft bill on passenger protection to the People's Majlis.

II. Constraints and Emerging Issues of the Sector



5 KEY PLEDGES
Nationwide
Transport System

- While a majority of the country's population are forced to travel to Male' for basic needs, there is no public terminal, and citizens face great difficulties in boarding, loading and offloading goods at the Male' harbour.

- Even though various service centres have been established at regional level, an affordable transport system to access these services is lacking.

- Harbours have been established on several islands at huge financial cost even though these facilities cannot be utilized due to the lack of any inter-island transportation.

- Populations of the nation are scattered into small islands with limited people. Hence traffic alone on any route may not be initially sufficient to make the whole transportation network feasible unless the transportation service providers have been given opportunities to operate ferry terminals and generate revenues. However, a major constraint in the development of the sector is the dearth of investment capital. It is very important to source finance to the interested private sector party for the development of the terminals and capital investment of boats to enhance the development.

- Private investors are reluctant to invest in inter-island transport due to the lack of a transparent legal framework for the sector.

- Air Transport activities within the country are expected grow with the introduction of medical evacuation services, helicopter operation and large jet aircraft. At present 44 aircrafts are on Maldivian Register, utilized among 3 aircraft operators. There are 15 Approved Maintenance Organizations (AMOs). There are 2 international and 3 domestic airports and 56 floating platforms in operation, and a further twelve sites are identified for airport development.

- Inadequate capacity of qualified and competent technical staff in the Civil Aviation Department (CAD) is a serious constraint for an effective oversight organization. It is imperative that appropriately trained and experienced personnel are available and retained.

III. Goals of the Sector

1. Connect services, markets, people and harbours through an integrated transport system which will ensure equal access to affordable transportation for all citizens.

2. Make airports and regional ports more sustainable by seeking public private partnerships in the development and operation

3. Ensure the safety and security of the transport sector

4. Promote and encourage the orderly and economic development of the transport sector

5. Develop human resources, financing and strengthen the legal framework of this sector

IV. Key Sector Policies



5 KEY PLEDGES
Nationwide
Transport System

Policy	Manifesto linkage	Other directives
Policy 1 : Initiate an affordable nationwide transport network through introduction of a ferry system by utilizing existing resources and engaging the private sector	P19-S1 P19-L3	
Policy 2: Regulate, facilitate and provide incentives to encourage private sector investment in the development of airports and regional ports and other transport related infrastructure	P19-L2 P19-L1 P19-L5	
Policy 3: Construct passenger and cargo terminals	L5	
Policy 4: Develop a sustainable transport system that provides a safe and secure service	P19-L4,L5 P79-L6 P83-L1 P88-L5	

V. Institutional Framework

Lead Agency for sector:

Ministry of Housing Transport and Environment (MHTE): will be leading the sector with assistance from Transport Authority in regulating the services in the sector. (If Transport Authority, for operational efficiency further splits into Port and Maritime Authority and a Land Transport Authority, the sea-based component of integrated public transport network will be regulated by Port and Maritime Authority and land based travel will be regulated by Land Transport Authority.)

Ministry of Civil Aviation and Communication: is the lead agency for the aviation sector.

Regulatory Body:

MHTE may remain as the ultimate regulator for the sector. However, day to day regulatory activities will be delegated to relevant authorities. Currently, Transport Authority regulates all sea-based and land based transport system in the nation. When the transportation services starts in the provinces much of the regulatory activities and monitoring will be further delegated to province offices as well as to island offices. Enforcement of transport laws and regulations will be carried out by Maldives Police Service.

Stakeholder Ministries and Sectors:

Province Offices: coordinate the decentralised management and regulation of transport sector

Ministry of Fisheries and Agriculture: coordinate the sharing of information on cargo transport and fishing vessels

Ministry of Tourism: coordinate and sharing information on tourism development

Ministry of Economic Development: seeking investors

Ministry of Foreign Affairs: liaison with international agencies

Maldives Police Service: enforcement of transport laws and regulations

Ministry of Defence and National Security: security and surveillance of ports, airports and territorial waters

Airline and Airport Operators: provision of air transport services

Local Governance System:

Engagement of public at an early stage of planning is the key for a sustainable transport plan, and hence a sustainable

transport sector. Local governance will facilitate transport planning and monitoring at island, atoll and province level providing the inputs for national level planning.

Private Sector involvement:

Engagement of private sector in provision of transportation service is one of the key policies of the new government. Nationwide ferry network is being established through private sector engagement. Airline and Airport Operators are engaged in provision of air transport and support services.



5 KEY PLEDGES
Nationwide
Transport System

Co-operation with other External Organizations:

International Civil Aviation Organisation (ICAO), European Aviation Safety Agency (EASA), European Commission (EC), Federal Aviation Administration (FAA)

VI. Legal Framework

Existing transport laws

Civil Aviation Act; Act No. 2/2001 (The Act stipulates that all relevant rules and regulations have to be at or above those promulgated in the Annexes to the Standards and Recommended Practices (SARPs) of the Convention on the International Civil Aviation-the Chicago Convention). Civil Aviation Act 2/2001 need to be amended to cover economic regulation of air transport and an Aviation Security Act is required to be promulgated.

The current Maritime Transport Act No. 69/78, and Land Transport act 5/2009, needs to be amended in accordance with the current policies of the government.

The Port and Maritime Authority Act of Maldives, Maldives shipping Act, Prevention of Pollution of the Sea Act and

Civil Liability Act needs to be drafted in accordance with the International conventions that have been ratified by the Maldives.

Relevant laws and regulations are required to facilitate smooth functioning of the maritime transport sector. Port and maritime laws, land transport laws, public transport laws and corresponding regulations are being compiled with consultation and participation from stakeholders.

Regulations required for proper enforcement of international conventions which have been ratified by the Maldives will strengthen international relationships. Such relationship will open further doors for enhancement of transport sector in the future.

VII. Cross-Cutting Themes and Programmes relevant to the sector



5 KEY PLEDGES
Nationwide
Transport System

- **Human Rights:** Promote the right to mobility and improved access to services
- **Decentralization:** decentralize governance of the transport sector and expansion of transport services in the provinces
- **Gender:** Improved mobility of women to access employment and other services
- **Social Protection:** cross subsidization by providing various incentives to the service providers
- **Climate Change Adaptation:** to reduce the carbon emission through available technology performance based navigation (in aviation) and to increase the use of renewable energy in the sector
- **Private Sector Partnership:** Development and operation of ferry network, ports and airports

VIII. Intervention List

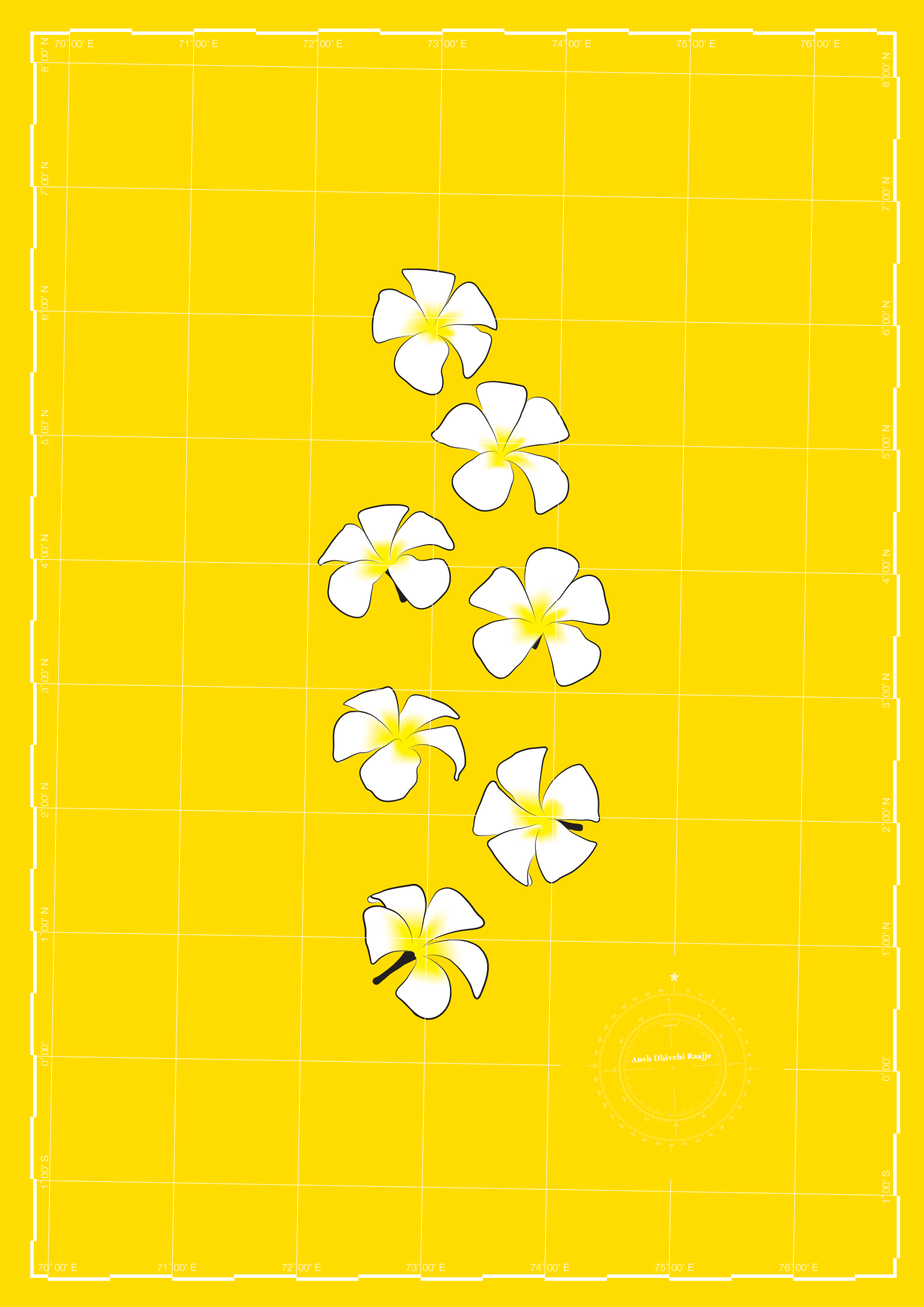
Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 1 : Initiate an affordable nationwide transport network through introduction of a ferry system by utilizing existing resources and engaging the private sector						
Strengthen existing inter island transport services	X	X				MHTE
Develop transport related infrastructure through private sector participation		X	X	X	X	MHTE
Coordinate the development of transport related activities with relevant line ministries	X	X	X	X	X	MHTE
Build capacity to monitor and enforce the regulatory functions at provincial level	X	X				MHTE



Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 2: Regulate, facilitate and provide incentives to encourage private sector investment in the development of airports and regional ports and other transport related infrastructure						
Facilitate access to private sector finance scheme		X	X			MHTE
Develop transport related infrastructure such as fuel storage, warehousing and destribution at provincial level to provide goods and services at an affordable price		X	X			MHTE
Policy 3: Promote and facilitate the development of transport related infrastructure through private sector participation						
Provide incentives to the private sector such as exemption of duties on fuel and facilitate bulk imports of basic necessities		X				MHTE
Plan and facilitate the development of an international transhipment port through private sector participation		X	X	X	X	MHTE
Privatize regional airports		X	X			MHTE

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 4: Develop a sustainable transport system that provides a safe and secure service						
Develop regulatory standards for harbours, ports and airports		X	X	X	X	MHTE/MCC
Harmonize transport development plans with other sector plans	X	X				MHTE/MCC


Affordable Living Costs


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

AFFORDABLE LIVING COSTS

I.Background



5 KEY PLEDGES
Affordable Living Costs

The Government's prime focus is on stabilizing prices through sound fiscal and monetary policies. Efforts by the government to control inflationary pressures would have to start from the fiscal planning and execution of the government budgets in a sustainable way. As a nation that depends solely on imports for its energy production and food, the increase in the import prices of fuel and food over the 2007-2008 period resulted in multi-fold increase in the cost of living. A further contributor to this situation was the government's dependency on import tariffs as the major source of taxation.

The increase in fuel prices led to an increase in freight and carriage while levying duty on all imports led to further increases in the landed prices of imports. In addition, a wage spiral witnessed during 2007-2008 resulted in government spending 45% of the aggregate budget on salaries and wages. The inability of the government to meet the expenses with the revenue sources resulted in monetization of the deficit and an increase in private credit as well, with liquidity growth averaging over 22 percent in the 2006 to 2008 period.

Extensive public sector investment programs coupled with the dramatic increase in the number of islands leased for tourism development resulted in an exponential increase in the demand for construction. This resulted in a huge influx in emigrant workers to undertake the construction work. Consequently, an already crowded Male' witnessed an acute shortage of housing as well as warehousing space. The demand created has sent rents skyrocketing, contributing to the already high cost of living.

II. Constraints and emerging issues

- The geospatial properties of the Maldives automatically exacerbate unit costs. The dependence on imports further compounds the problem when international prices rise.

- During the first 6 months of the fiscal period 2009, despite maintaining budgets at the 2008 levels, the government experienced a month on month shortfall in revenues largely due to the global economic downturn. The tight fiscal situation prevailing in 2009 warrants the government to exercise austerity measures at a time when key industries such as tourism, fisheries and construction require additional government spending

- The salary structure in place prior to February 2009, made a number of discriminations in the pay scale within the same job category and among the various sectors. Corrective actions to harmonize the pay structure to comply with the Labor and Civil Service Laws resulted in a substantial increase in the overall wage bill. The size of the public sector workforce with 30 percent of civil servants in the lowest category necessitates restructuring public sector employment to achieve a sustainable fiscal balance. Over 9,000 of the approximately 33,000 public sector employees are engaged in the lowest category and will have to be down sized to a substantially low number. While such an action contributes positively to the overall fiscal balance, it is certain to create economic hardship for the lowest income groups. The government's attempts to attain price stability through lean fiscal spending that matches the revenues would slow down the economy before it can be brought back on track. The steps under consideration include revision of tariffs on electricity to reflect the changes in fuel prices, directing the food subsidy to the needy through means testing, and levying taxes on business profits. It is critical to maintain stability during this transitional period in order to reap the benefits of proposed changes to the economic base.



5 KEY PLEDGES
Affordable Living Costs

- Limited capacity to monitor fluctuations in market prices hinders the government's ability to undertake informed policy choices to mitigate any adverse impacts of rising cost of living in a timely manner. Collection, collation and proper management of economic data on a regular basis is vital for the government to undertake short term stabilization measures and to introduce medium-long term measures.

- Concentration of population and economic activity in Male' has resulted in limited storage facilities and increased the storage and handling costs of goods, resulting in high cost of goods. Hence, infrastructure and storage facilities in the regions need to be developed to create bulk storage facilities available at low rents in Hulhumale' and near the already established ports in Kulhudhuffushi and Addu. To reduce the cost of goods by facilitating direct imports to these locations, improvements in logistics have to be made. Development of business and population centers in provinces with adequate services and employment opportunities and a developed transportation network is the key to ease the rents and high cost of handling and storage of goods. Special focus and incentives are required to channel businesses to the regional centers through access to finance, skill development to create local employment opportunities for local population living in the atolls and to minimise the need for migration to Male'.

- Access to finance is a major constraint in the development of businesses. Hence, additional avenues need to be opened to secure financial loans through the existing banking systems as well as by opening development banks and other financial institutions. Investment finances required for the development of already leased resorts need to be made available at the earliest. The foreign exchange generated from the tourism industry need to be channeled to the banking sector by strengthening regulations and measures to maintain international reserves and money supply at required levels for macroeconomic stability and economic development.

III. Goals of the Sector

- Control the cost of living to avoid hardships, especially to poorer and vulnerable segments of the population
- Structure the economy to enable earning of incomes that meet expenditure, both by the government and private parties
- Enable all citizens to be able to live comfortably within their means

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1 : Restructure the revenue system towards direct taxation and rationalise the tariff regime to reduce burden on the poor	P22-S1,S2, P23-L2	
Policy 2: Streamline government expenditure in line with expected revenues and orient expenditure towards sustainable, constructive areas	P22-P3,S3, P23-S6 P22-P1, P23-L1, L4	
Policy 3: Reduce barriers to a competitive market environment including costs of intermediation and barriers to entry for all sizes of business enterprises	P22-S4, P23-S5, L3	Strengthen Economic Statistics as per the "National Strategy for Development of Statistics"

Policy	Manifesto linkage	Other directives
Policy 4: Establish additional housing units on Male' to enable lower rents	P22-P2	
Policy 5: Make available affordable basic health insurance for all as well as control costs of medicine and food items	P31-P2	



5 KEY PLEDGES
Affordable Living Costs

V. Institutional Framework

Lead Agency for Sector:

- **Ministry of Finance and Treasury:** designing and implementing fiscal policy.
- **Ministry of Economic Development:** planning economic development and facilitate business.
- **Maldives Monetary Authority:** designing and implementation of monetary policy and financial sector regulation.

Stakeholder Ministries and Sectors:

- **Ministry of Housing Transport and Environment:** planning housing and transport activities
- **Ministry of Health and Family, National Social Protection Agency:** planning and implementing health insurance schemes

- **Ministry of Human Resources, Youth and Sports:** Planning and implementing labour regulations and skill development to create employment opportunities for local labour force and address issues of foreign labour to facilitate economic development

Local Governance System:

Ministry of Home Affairs, Provinces, Atoll and Island Councils

Private Sector Involvement:

NGOs, CBOs, banks and financial institutions, MNCCI, MACI, MATI and other private sector bodies – business development and creation of employment opportunities for local population, especially through investing in SMEs and channeling businesses in the atolls and play a key role in training and development of business and management skills among the local labour force.

Cooperation with External Organisations:

IMF, World Bank, Asian Development Bank, Islamic Development Bank, International Finance Corporation, World Trade Organisation, UNCTAD, UNIDO

VI. Legal Framework

Existing legislation and regulations need to be reviewed and amended in order to foster competitive markets. The legislative documents that need to be reviewed include the existing Company Law, Foreign Investment Law, Import Export Law and Maldives Monetary Authority Act and surrounding regulations. New laws that are required include Banking act, Mortgage law, BPT, Tax administration bill, Fiscal responsibility law, Green tax, Ad-valorem tourism tax and Statistics Act.

VII. Cross-Cutting Themes and Programmes relevant to the sector



5 KEY PLEDGES
Affordable Living Costs

- Human Rights: promote wellbeing of vulnerable and poor sectors of the population.

- Decentralisation: decentralised economic activity and service provision will reduce transportation costs and time involved in accessing services

- Transport and connectivity: Affordable, regular and seamlessly connected transport network is essential to reduce the transaction cost of doing business, to access services and employment opportunities with ease.

- Social Protection: Government funded health insurance for pensioners and civil servants and partially funded basic health insurance for low income individuals and a low cost basic health insurance scheme for the rest of the population have been put in place. Targeted subsidies for basic necessities such as electricity and water, and staple food items are being planned.

- Environment: environmentally friendly and cost-effective fertilizers for farmers and agriculture inputs and farming methods

- Private Sector Partnership: The Government is committed to partnering with the private sector to create an enabling and conducive environment for doing business with predictable and transparent policies. Corporatising and privatising different services currently delivered by government would enable a level playing field for businesses. Government would also look at new approaches to enhance the financial system in order to enable access to finance for private sector ventures. PPP initiatives in utilities, service provision and real estate development are being encouraged.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Restructure the revenue system towards direct taxation and rationalise the tariff regime to reduce burden on the poor						
Bring Amendments to Export/Import Legislation	X	X				MED/MOFT/AGO/ Customs/MOFA/ MOH/MHTE
Draft the BPT bill and Tax Administration bill and to submit to Parliament (i) BPT bill and Tax Administration bill; (ii) ad-valorem tourism tax combining amendment to land and tourism acts; (iii) green tax bill (iv) GST bill. Other relevant legislations to be introduced for a comprehensive tax regime	X	X	X	X		MOFT (DIR)/AGO/ MED/MOT/DIR/ MHTE
Instigate measures to strengthen data collection and record keeping on business entities	X	X	X			MED/MOFT(DIR)/ MHRYS/ MOFT(DNP)/Pvt. Businesses
Strengthen enforcement of business/trade regulations	X	X	X			MED



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Streamline government expenditure in line with expected revenues and orient expenditure towards sustainable, constructive areas						
Strengthen information systems, introduce internet based technology and link to e-government network to make public service delivery efficient	X	X	X			NCIT /line ministries/ provinces
Decentralize public service delivery to provinces	X	X				Home Ministry/ line ministries/ provinces
Full implementation of public accounting system to address timely payments. Delays in payments creates issues for cash flows busines		X				MOFT/SOEs/Pvt businesses
Submit Fiscal Responsibility Bill to parliament		X				MOFT
Appoint an independent Public Accounts Committee to ensure government expenditure is transparent and accountable	X					Parliament/AAC/ AGO/MOFT
Use open market operations to manage liquidity	X	X	X	X	X	MMA/MOFT

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Use T-bills and treasury bonds to improve budgetary financing and avoid recourse into direct monetisation	X	X	X	X	X	MMA/MOFT
Prepare and obtain Cabinet approval on a Debt Strategy that targets debt reduction to sustainable levels over the medium term	X	X	X			MOFT/MMA/MOF
Start implementing the Debt Strategy including undertaking periodic Debt Sustainability Assessments (DSAs)		X	X	X	X	MOFT/MMA/MOF
Improve the banking system and introduce new financial institutions and development banks		X	X	X	X	MMA/MOFT/ CMDA/Pvt sector
Human Resource Development in technical skills for professionals and managers required for local business, and address work ethics of local labour force development to create employment opportunities		X	X			MHRYS/MED/ MACI/MATI and Private sector



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Reduce barriers to a competitive market environment including costs of intermediation and barriers to entry for all sizes of business enterprises						
Conduct a comprehensive study to identify factors contributing to high cost of goods	X	X				MED/MNCCI/DNP
Strengthen the monitoring system to gauge fluctuations in cost of goods	X	X	X			MED/MOFT(DNP)/ MMA/MNCCI/ MACI
Initiate a programme in consultation with stakeholders to move warehousing facilities out of Male' and develop regional warehousing facilities	X	X				MED/MOHA/ HDC/MHTE/ MPL/Customs/ Provinces/Prvt sector
In coordination with private sector, develop bulk storage facilities in regions and create special economic zones with low land rents		X	X			MED/MOHA/ HDC/MHTE/ MPL/Customs/ Provinces/Prvt sector

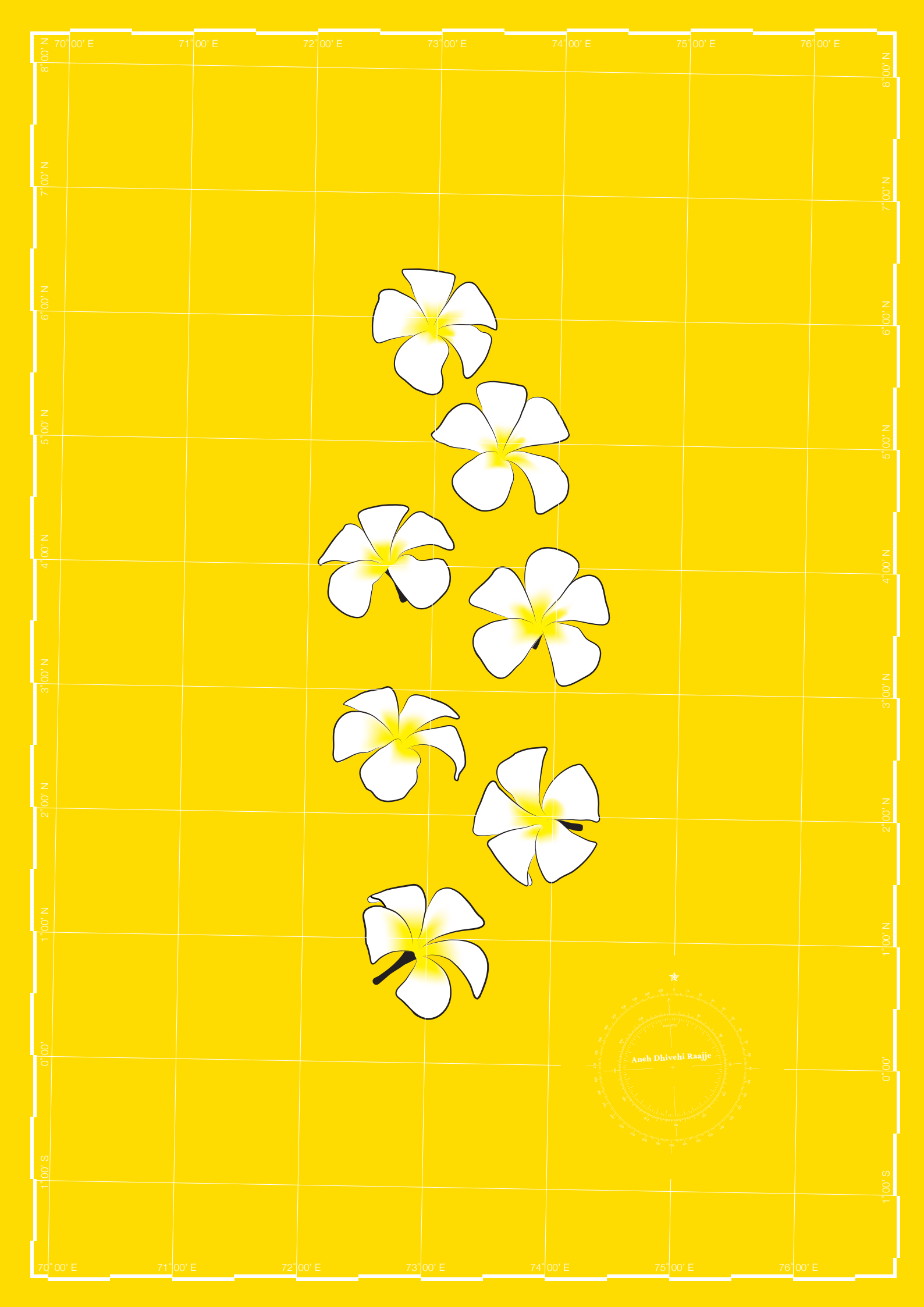
Strategies	2009	2010	2011	2012	2013	Implementing agencies
Provide easy access to financing via SME bank	X	X				MED
Undertake a comprehensive study to develop strategies to open up financial markets in consultation with stakeholders	X	X				MED
Take measures to ensure that the foreign exchange coming into the private sector needs to be channeled into the country's banking system		X	X			MMA/MED/MOFA/ MOT
Deepening capital markets to facilitate financing for businesses		X	X			MMA/CMDA/ MOFT/Pvt sector
Initiate & develop concept on transshipment port development in consultation with other stakeholders		X	X	X	X	MED/MHTE/ MOFT/Provinces/ Pvt sector
Identify potential parties and assign a party to undertake transshipment port development work		X	X	X	X	MED/MHTE/ MOFT/Provinces/ Pvt sector
Increase the number of auditing firms (only 3 companies given approval now) with less reporting requirements to improve record maintenance of accounts to facilitate monitoring of their business performance and in securing loans		X	X			MED/MOFT/ Private sector

5 KEY PLEDGES
Affordable Living Costs

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Establish additional housing units to enable affordable housing						
Increase supply of housing units through public private partnerships	X	X	X	X	X	MHTE/MED/ HDFC/HDC
Provide incentives to encourage the private sector to participate in housing delivery	X	X	X	X	X	MHTE/MED/Pvt sector
Enable access to construction materials at regional level	X	X	X	X	X	MHTE/MED/MACI/ MNCCI/Provinces/ STO
Provide access to housing finance	X	X	X	X	X	MOFT/HDFC/ Banks

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Make available affordable basic health insurance for all as well as control costs of medicine and food items						
Provide universal health insurance coverage	X	X				MOH
Introduce student loan schemes		X	X	X	X	MOE
Regulate the health, education and other basic service providers to ensure accessible, affordable and quality services	X	X	X	X	X	MOH/MOE and related regulatory bodies


Affordable Housing


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

AFFORDABLE HOUSING

I. Background



5 KEY PLEDGES
Affordable
Housing

According to the 2006 Population and Housing Census, there were 46,194 households in the country. Of this, 14,107 were in the capital Malé and 32,087 were in the atolls. Fifty percent of all households in the country were owned by a male while 23 percent were female-owned and the remaining were co-owned. The average household size in the Maldives is 6.47, and this figure is slightly higher at 7.35 for Malé.

Traditionally, housing in the Maldives was a private affair, left to the households to construct on inherited land or land that had been allotted by the government. Given the spatial economy of the Maldives, this was usually by subdividing or sharing an existing parcel of land, or sometimes, through reclamation in some parts of the country.

Until recently, development in Maldives has been focused towards Malé. Consequently, most of the industrial, commercial and social infrastructure evolved within and around Malé. This triggered migration from islands towards Malé for services, mainly education, health, and employment. Today, Malé, with a land area less than two square kilometres, accommodates more than a third of the country's population, causing congestion and urban problems. Significant progress towards relieving the housing pressures in Malé can be made through effective decentralisation and development of the provinces.

Like Malé, certain urban centres in the atolls have also been facing land shortage and inappropriate land use issues. Land shortage on these islands has led to land subdivisions, housing congestions, substandard housing as well as multiple-family housing.

Housing in the Maldives is very expensive with prices in Malé exceeding 12 times the average annual income. This is partly due to the shortage of land as well as the high cost of construction given the reliance on imported building materials. In Malé, the shortage of housing itself raises rents and prices.

The Government recognises housing as a right of all citizens and this is reiterated in the Constitution (2008). Maldives has also ratified the International Convenent on Economic, Social and Cultural Rights (ICESCR) which guarantees commitment to the fulfilment of housing rights for all.

II. Constraints and Emerging Issues

- Severe overcrowding in Malé and some urban centres. Male' faces congestion due to in-migration. The 2006 Population and Housing Census revealed that an average of 3.0 people shared each sleeping room in Malé. Efforts to improve housing opportunities through development of Hulhumalé and Vilingili islands around Malé have not relieved the housing pressures in Malé due to the continued inflow of people from the provinces. In other urban centres, overcrowding results from shortage of land or exhaustion of the reclamation potential of the islands.

- Inadequate housing finance available for housing construction and for home buyers through commercial banks and financial institutions. The Housing Development Finance Corporation (HDFC) established as a housing finance institution has very limited coverage and limited financial resources.

- Non-existence of a real estate market due to the absence of a regulatory framework and incentives that can attract developers and investors.

- Limited urban planning and development has resulted in conflicting land use in the midst of residential areas. There are various regulations relating to the design and construction of buildings and land use but these have been developed on an ad hoc basis and are administered by a number of authorities. There is a need to revise and consolidate the regulations.

- Shortage of land and access to housing in Male' and other urban centres have caused many families to have unfavourable living conditions including sub-standard housing.



5 KEY PLEDGES
Affordable Housing

III. Goals of the Sector

1. Ensure access to housing as a basic human right for all
2. Reduce inequality in affordability of housing
3. Improve quality of housing through better urban planning including availability of other social amenities
4. Enhance the housing and real estate market

IV. Key Sector Policies

Policies	Manifesto linkage	Other directives
Policy 1: Provide housing for all internally displaced persons by 2010	S1, P27	
Policy 2: Facilitate development of real estate sector and housing market and ensure housing access to vulnerable families through housing safety nets	P2; S2; L2	

Policies	Manifesto linkage	Other directives
Policy 3: Foster regional development to relieve congestion in Male' through decentralisation, development of regional commercial hubs and through improved connectivity	L1 Transport (P1)	
Policy 4: Align housing development with supporting urban infrastructure development through appropriate planning at national and local levels	L3	
Policy 5: Expand housing finance mechanisms	L4	
Policy 6: Ensure that housing development integrates climate change adaptation technologies		NAPA
Policy 7: Address housing construction issues including the cost of construction materials	Cost of Living – P2, S3, S4	

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Housing, Transport and Environment (Housing, Land and Planning Dept) is responsible for overseeing the implementation of the housing policy of the country.

Stakeholder Ministries and Sectors:

- **Ministry of Home Affairs:** for decentralised management and implementation of the housing projects in the provinces



5 KEY PLEDGES
Affordable
Housing

- **Ministry of Economic Development (Invest Maldives):** enhance foreign investment and private sector engagement in the provision of housing and real estate development
- **Department of National Planning:** Policy Planning, national level special planning, statistics and monitoring
- **Ministry of Finance and Treasury:** resources mobilization and budgeting
- **National Disaster Management Centre:** management coordination of emergencies and disaster situations, disaster risk reduction activities
- **Maldives National Defense Force:** emergency preparedness in fire and rescue
- **Maldives Water and Sewerage Authority:** regulate provision of water and sewerage services
- **Ministry of Health and Family:** identify and manage target groups for housing benefits
- **National Social Protection Agency (NSPA):** disburse housing benefits
- **Housing Development Finance Corporation (HDFC):** Institution for housing finance
- **Housing Development Corporation (HDC):** housing development
- **Ministry of Tourism, Arts and Culture:** Regulate tourism products associated with housing development programme
- **Attorney Generals' Office:** strengthen legal framework on housing
- **Utility companies:** provision of services
- **Human Rights Commission:** oversee the fulfilment of housing rights

Local Governance System:

Ministry of Home Affairs, Provinces, Atoll and Island Councils

The province offices, atoll and island councils will be responsible for facilitating the implementation of housing programmes at local level and enforce housing related regulations at local level.

Private Sector for Service Provision:

Private sector engagement is important in housing delivery, improving housing finance availability and to implement the real estate development schemes.

Cooperation with External Organizations:

UN-Habitat, UNDP, IFC, WB, ADB

VI. Legal Framework

- Housing Act – needs to be formulated
- Tenancy Act – needs to be formulated
- Regulation on mortgage – to be developed
- Regulation on condominium development – to be developed
- Building code – to be revised
- Land law (2004) – currently being revised
- Regulation on land use planning – to be developed
- Regulation on land ownership – to be developed

VII. Cross-Cutting Themes and Programmes relevant to the sector



5 KEY PLEDGES
Affordable Housing

- **Human Rights:** shelter and housing as a right
- **Decentralisation:** housing delivery at local and regional level
- **Transport and Connectivity:** better connectivity could reduce housing pressure in Male' and bring down construction costs in the islands
- **Gender:** housing ownership; property rights; will and accession; tenancy discrimination
- **Social Protection:** housing benefit scheme
- **Environment and Sustainability:** environment friendly housing, housing standards
- **Private Sector Partnership:** Improve the enabling environment for real estate and housing market to expand

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Provide housing for all internally displaced persons by 2010						
Construct new housing units for tsunami affected families through public private partnerships and through donor resource mobilisation	X	X				MHTE
Development of a menu of affordable housing options for affected households wanting to upgrade or improve their housing	X	X				MHTE
Strengthen the monitoring mechanism on delivery of housing for tsunami affected families	X	X				NDMC
Policy 2: Facilitate development of real estate sector and housing market and ensure housing access to vulnerable families through housing safety nets						
Create a legal framework to encourage investment in real estate (housing act, real estate law, mortgage law, tenancy act etc)		X	X	X		MHTE, AG, Parliament, Invest Maldives, Privatisation Committee



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Strengthen institutional capacity to facilitate the development of real estate and housing market through training housing /real estate officers		X	X	X	X	MHTE, Private firms
Enhance and execute investment programmes for housing through incentives (Luxury villa development with housing development)	X	X	X	X	X	MHTE, MTAC, Invest Maldives, Privatisation Committee
Execute housing development and delivery programme for Male' and provinces (10,000 housing units)		X	X	X	X	MHTE, MED, MFT, Private Sector
Identify target groups who will be entitled for housing benefits and manage a database on beneficiaries						MHF, MFT
Operationalise the housing benefits scheme to target groups		X	X	X	X	National Social Protection Agency (NSPA)

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Foster regional development to relieve congestion in Male' through decentralization, development of regional commercial hubs and through improved connectivity						
Decentralize services relating to housing to provinces		X	X	X	X	Ministry of Housing Transport and Environment
Strengthen creation of job opportunities and commercial growth in each of the provinces		X	X	X	X	Ministry of Home Affairs, MFT, MED
Implement the nationwide transport system that will improve access to social and economic services with a region		X	X	X	X	MHTE, Province Offices
Policy 4: Align housing development with urban infrastructure development through appropriate planning at national and local levels						
Conduct a survey to link housing needs and associated infrastructure development needs		X	X			MHTE, DNP, Province Offices
Integrate infrastructure/services to housing development schemes		X	X	X	X	MHTE, Province Offices



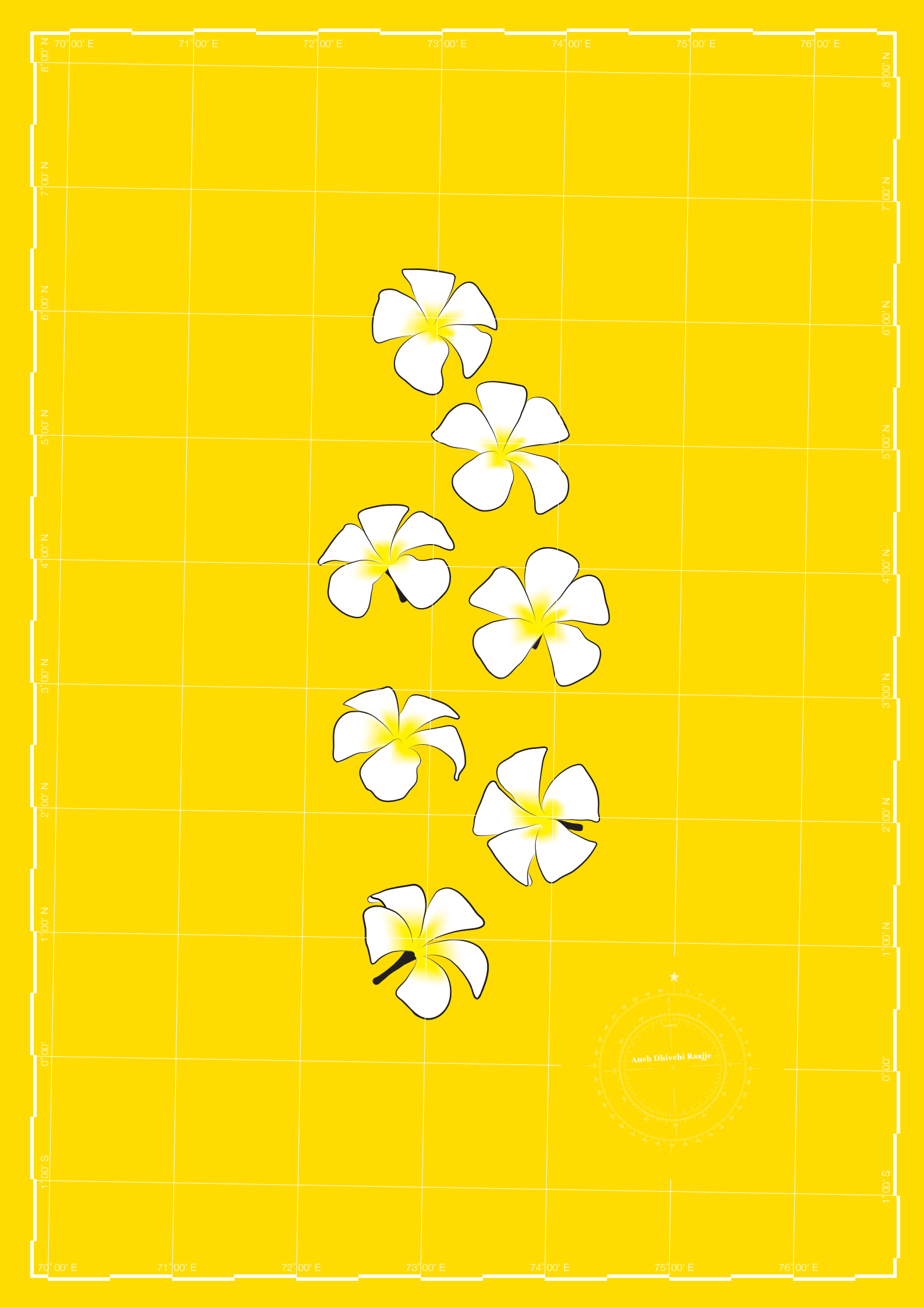
Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establishment of the relevant authorities for planning and approvals of plans		X	X	X		MHTE, Province Offices
Policy 5: Expand housing finance mechanisms						
Establish partnerships with international financial institutions for lending to housing developments		X	X	X		Ministry of Economic Development
Strengthen the capacity of HDFC and other financial institutions to improve coverage of housing development finance		X	X	X		HDFC, Private Sector
Provide government incentives for operating a housing cell for housing projects within interested financial institutions and for issuing low interest housing finance			X	X	X	MED, SBI, BML, Other Financial Institutions

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Ensure that housing development integrates climate change adaptation technologies						
Review existing methods used for building designs and compile methodology and guidelines for resource conservation including energy efficiency, renewable energy, water conservation and waste minimization		X	X			MHTE (Housing Dept.), Climate Change Dept. / EPA
Develop costs and benefits of traditional building methodology with new eco-friendly technology		X	X	X		MHTE (Housing Dept.), Climate Change Dept. / EPA
Develop plans for different model houses that could be replicated in small island communities			X	X	X	MHTE (Housing Dept.), Climate Change Dept. / EPA
Develop and disseminate public awareness materials on development of eco-friendly housing		X	X	X	X	MHTE (Housing Dept.), Climate Change Dept. / EPA



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7: Address housing construction issues including the cost of construction materials						
Seek the possibility of using locally available materials for housing construction through a study		X	X			MHTE
Provide easy access to construction materials by establishing regional outlets, warehouses			X	X	X	Province Offices
Strengthen the technical capacity of the construction industry through training and awareness programs		X	X	X	X	MHTE (Construction Dept.)


Affordable and Quality
Health Care for All


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

AFFORDABLE AND QUALITY HEALTH CARE FOR ALL

I.Background



5 KEY PLEDGES
Affordable and Quality Health Care for All

The mission of the new government is to "provide affordable, accessible and quality health care for all" as a human right by establishing internationally accepted standards of health care, by improving the quality of health services; establishing better referral systems and high quality regional health centres; assuring health care training opportunities to Maldivians; reducing the costs of health care; setting up an inclusive social health insurance system; and encouraging private sector participation in health.

The health status of the people of the Maldives has improved significantly in the last few decades. Life expectancy at birth was estimated to be 72 years for males and 74 years for females in 2008. Infant mortality rate dropped sharply to only 11 by 2008, with most of the infant deaths occurring in the neonatal period. Improvements in health care delivery and referral services have also resulted in a significant reduction in maternal mortality. In 2008, maternal mortality declined to 43 per hundred thousand live births. Therefore, the MDG goals 4 and 5, relating to maternal and child mortality, have been achieved. The fundamental challenge is to sustain this success.

Malnutrition in children under 5 years is estimated to be 27% in 2007[1] - a rather high figure when considering Maldivian per capita incomes. It was observed in the micronutrient survey of 2007, that the weaning and feeding practices of infants and children are a major factor for the continued malnutrition problem. The study also showed that micronutrient deficiencies, especially deficiencies in iron, zinc and Vitamin A are nutrition issues that need to be addressed in both children and reproductive aged women.

Notable achievements have been made in the control of communicable diseases as well, but some nagging challenges persist. Malaria has been successfully eliminated. Vaccine

1 MDG report 2007

preventable diseases have also been controlled to such an extent that diseases like polio, neonatal tetanus, whooping cough and diphtheria are nonexistent. Filaria and Leprosy are progressing towards the WHO regional elimination target. The country is on track to achieving MDG goal 6. However, Acute Respiratory Infections (ARIs), diarrhea, as well as other diseases such as dengue, chikungunya, scrub typhus, toxoplasmosis and leptospirosis have recently surfaced due to environmental and climate changes. Access to safe drinking water and improved sanitation still remains a challenge, leading to environment related health risks. Tuberculosis, though controlled, has a high risk of spread in Male' due to overcrowding and poor housing conditions. MDR-TB has emerged in the country. The 2008 behavioral and biological survey of at-risk population groups suggests HIV risks and STIs due to the practice of unprotected sex among sex workers and young people as well as needle sharing among intravenous drug users.

With the successful control of communicable diseases, but prompted by lifestyle changes associated with rapid socio-economic development, chronic non-communicable diseases (NCDs) have emerged as the main cause of morbidity and mortality in the country. Cardiovascular diseases, cancers, chronic respiratory diseases, accidents and injuries are currently the leading causes of death in the country. WHO estimates that 36% of all years of life lost in Maldives in 2002 were due to NCDs. Thalassaemia, with a national prevalence of 20%[2], as well as a growing number of renal diseases are other chronic diseases of concern.

In addition, issues related to mental health and psychosocial wellbeing is gaining prominence. Rapid growth in economic sectors such as construction industry, fisheries, boat building, transportation, tourism and agriculture underscores the need for occupational health and safety measures. Mental health and occupational health are MDG plus issues that need to be addressed simultaneously in the country. Furthermore, the population demographics in the Maldives suggest two challenges: adolescent sexual and reproductive health for the young, as well as health care for the growing number of elderly citizens.

There has been a rapid expansion of medical services in the last ten years. In 2005 there were 379 medical doctors

2 Society for Health Education, 1990



5 KEY PLEDGES
Affordable and Quality Health Care for All

with a doctor to population ratio of 1:775. The number of nurses was 974 with a nurse to population ration of 1:302. The nurse-to-doctor ratio was about 3:1. Mainly an expatriate workforce, both in the public and private sectors, provides medical services. This holds true for doctors as well as for nurses and leads to some difficulties such as patient doctor communication problems and a high turnover of staff, especially in the outlying islands. Compounding the existing shortage of local skilled health care personnel, there are also skills to job mismatches of trained personnel in the health systems suggesting the need to build capacity for health system management.

The private sector in health in the Maldives, although small, is vigorous and distributed widely across the islands. The ADK hospital is the only private tertiary facility located in Male' while others are smaller clinics. A total of 62 clinics are distributed throughout the country of which 73% are located in Male'. Except for the pharmacy operated by the State Trading Organization (STO), all pharmacies in the country are in the private sector, including those located in public sector facilities. Owing to remote and small population in many islands, and the need to ensure access to drugs, government supports women or youth committees or NGOs to establish community pharmacies.

II. Constraints and emerging issues

- Lack of equipment and facilities at regional health centres as well as an incoherent water and sanitation program to facilitate better health.

- Lack of skilled local health professionals at all levels of the health system due to the absence of a well-defined human resource plan and limited training opportunities in the country. At the same time, there is limited access to training opportunities abroad given the high cost of training and the inadequate financial allocation. Furthermore, skilled professionals in small islands are underutilized and inadequately sensitized to the changes in the demographic and epidemiological profile.

- An emphasis and focus on the development of curative care has resulted in deterioration of delivery of Primary Health Care resulting in reduced community participation in preventive and protective health services and underutilization of the skills of community based trained public health workers. In addition, the provision of specialized health services at provincial and atoll levels with smaller populations requires huge investments that are not cost-effective. This continues to deter private investments in health care in the atolls.

- The lack of a legal framework to protect the patients and providers is leading to mismanagement of medico legal issues resulting in loss of trust and confidence in the health system. In addition, appropriate laws and regulation to protect public health and the human right to health need to be adequately formulated and implemented.

- There is a lack of capacity for research and evaluation of emerging health needs, and monitoring the quality of health service provision and health system management. This needs to be addressed urgently to ensure safety and quality of health services delivered to the population.

III. Goals of the Sector

1. The provision of affordable basic healthcare as a fundamental human right and an integral component of socio-economic development.



5 KEY PLEDGES
Affordable and Quality Health Care for All

IV. Key Sector Policies

Policy	Manifesto linkage	Other Directives
Policy 1: Strengthen health promotion, protection and advocacy for healthy public policies	P 1, L 1 & 3	
Policy 2: Provide access to affordable, equitable and quality health services for all Maldivians including provision of universal health insurance	P 1, 2, 3 & 6, S 1, 2 & 4, L 4, 5 & 7	
Policy 3: Build a competent, professional health service workforce	P 4, S 1,3,4 L 2,6	
Policy 4: Build a culture of evidence based decision making within the health system	P 1, STG 5,	
Policy 5: Establish and enforce appropriate quality assurance and regulatory framework for patients	P 3, 5,6, S 4, L 5	
Policy 6: Enhance the response of health systems in emergencies	P 1, S 3,5	

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Health and Family is responsible for developing the national health policy of the country, public health protection, regulation and quality assurance of health services.

Regulatory Bodies:

- Maldives Medical Council/Maldives Nursing Council/ Maldives Health Sciences Board: responsible for regulating the practice and conduct of the professionals in the relevant bodies
- Maldives Food and Drug Authority: responsible for quality and safety of medicines and food products and services
- Centre for Community Health and Disease Control: responsible for regulating aspects of public health provisions/ protection
- DDPRS: provision of drugs prevention and rehabilitative services

Stakeholder Ministries and Sectors:

- Ministry of Finance and Treasury: financing and resource mobilisation
- Dept. of National Planning: responsible for national statistics and monitoring of MDGs and national targets
- Customs: control import/ export of goods and commodities



5 KEY PLEDGES
Affordable and Quality Health Care for All

- Ministry of Tourism, Arts and Culture: enforces regulation of health and safety requirements at resort islands and access to first aid/medical care; support enforcement of public health non-advertising regulations in audio-video and print media

- Ministry of Economic Development: enhance private sector engagement in the provision of health care, authorizes businesses complying with health and safety standards (e.g. restaurants); IP rights enforcements; National Standards Office for standardization of devices/equipment

- Ministry of Human Resources, Youth and Sports: health professionals training opportunities, financing trainings; enforcement of employment law; code of conduct for recruitment of professionals from abroad; occupational health and safety practices; promoting healthy lifestyles and safe practices among youth

- Ministry of Education: providing health promoting environments in educational facilities; instilling age and gender appropriate health awareness and healthy practices in students and teachers; inclusive education; supporting nutrient supplementation, vaccinations and health checkups; conducting research in educational institutions

- College of Higher Education/ Faculty of Health Sciences: training health professionals according to the needs of the sector

- Ministry of Fisheries and Agriculture: regulates health and safety requirements of imported plants and animals, agricultural pesticides; regulates fisheries; livestock farming and agricultural farming

- Ministry of Home Affairs:

    - Province offices, Atoll and Island Councils: providing health services through local governance mechanism; provision of safe water, and safe disposal of waste through local municipal bodies

    - DPRS- provision of preventive, curative and rehabilitative services in prisons

- Maldives Police Service: investigation of medico-legal cases; health awareness and preventive health services to police workforce

- Maldives National Defence Force: coordination with health services in Fire and Rescue operations; health awareness, preventive, curative and rehabilitative and emergency health services to defence officers/officials; regulates import and use of dangerous chemicals

- Ministry of Civil Aviation and Communication: enforcement of health requirements at airports and aircrafts;

    - National Centre for Information Technology: information exchange, management and archive

- Ports Authority: enforcement of health requirements at seaports and sea vessels

- Ministry of Transport, Housing and Environment: enforce building codes, land use planning conducive for healthy lifestyle practices and access to persons with disabilities; establishes nationwide transport network; develop/enforce transport and traffic regulations covering health and safety and access requirements; coordinates climate change and health; establishes and regulates water supply, sewerage and waste management systems and services; monitors and regulates chemical use and release to environment; monitors biodiversity and effects of insects on plants

    - NDMC: conduct vulnerability assessments of health facilities – coordinate national emergencies; support to health service in public health emergencies

- Telecom providers – Dhiraagu/Wataniya/ROL: provide internet connectivity for telemedicine and electronically linked information systems

- Media (state and private): ethical use of information; public health awareness and consumer awareness



5 KEY PLEDGES
Affordable and Quality Health Care for All

- Civil society organizations such as NGOs (Diabetes Society of Maldives, SHE, Care Society, Aged Care Maldives, Deaf Association, Thalassemia Association of Maldives, Live and Learn) and CBOs: creates awareness, provides care and services for community empowerment

- Maldives Red Crescent Society: provide emergency medical services and develop capacity at local level and communities for emergency services

- Departments and institutions under MoHF:

    - NSPA: administers social health insurance and safety nets

    - DGFPS: provides child and family protection services, institutional care, empowerment of vulnerable populations

    - DDPRS: provides drug prevention and rehabilitation services

VI. Local Governance System

- Provincial Health Directorates of MOHF will monitor performance and quality of health services, overseen by the province office

- Provincial Health Service Cooperation: will ensure delivery of preventive, curative and rehabilitative services at atoll and island levels

- Ministry of Home Affairs, Province Offices: facilitates functioning of provincial health and family directorates.

- Atoll and island councils - local Health services and public health measures for municipal functions by atoll and island councils, as per the national standards

Private (and civil society) Sector Involvement

Health services will be delivered through PPP approach and the establishment of legal frameworks will facilitate the environment for private investors. Health service corporations established at provincial levels will ensure delivery of these medical and public health services as per national standards and guidelines.

Cooperation with Other External Organizations

WHO, UNICEF, UNFPA, UNDP , UNAIDS, World Bank, IFRC, IDB, Kuwait Fund, Commonwealth and other International and Regional Health Care Institutions and Organizations and other donor agencies, International NGOs in the health field.

VII. Legal Framework

- A number of laws need to be developed and enforced to facilitate achievement of affordable, safe and quality health care. It has become more important and urgent now that private sector investments in health service delivery will be the norm.

- At present the tobacco bill is in the parliament. Health professionals bill and medicines bill has been drafted. Health service bill, public health protection bill, health insurance bill and medical negligence bill are other key legislations that are in different stages of drafting.

- Ensure other laws in the economic sector do not limit/ or are not in conflict with public health protection and access to health care. For example Intellectual Property law should ensure there are flexibilities allowed for access to medicines and public health protection.



5 KEY PLEDGES
Affordable and Quality Health Care for All

VIII. Cross-Cutting areas relevant to the sector

- **Human Rights:** protecting the health rights of clients, vulnerable groups (women, children, elderly, persons with disabilities) and the public.

- **Decentralization:** health service delivery is planned to be delivered by Health Service Corporations through PPPs at provincial levels and monitored through Directorates of Health and Family at provincial level. Local governance councils will have the authority to develop their local health service in alignment with national health policy and national standards.

- **Transport and connectivity:** transport network will assist in improving access to health care services including emergency and non-emergency referrals.

- **Gender:** mechanisms and processes will be established at health service facilities to respond to gender specific needs (as well as the needs of people with disabilities). Monitoring mechanisms will be instituted at provincial levels to monitor responsiveness of the health services to age, sex and disability needs of clients.

- **Social protection:** the provision of primary healthcare is pivotal in reducing risks and vulnerabilities of the population, especially of the poorer sections.

- **Environment:** adaptation to climate change and mitigation of the adverse human health effects arising from it are key actions to be implemented in partnership with stakeholder agencies for climate change in the country.

- **Private Sector Partnership:** health services will be delivered in partnership with civil society organizations and private sector.



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Strengthen health promotion, protection and advocacy for healthy public policies						
Develop and implement programmes to empower communities for promoting healthy public policies, settings and behaviours through networking and building capacity for health promotion, advocacy for enabling environment for practice of healthy behavior.	x	x	x	x	x	MoHF, CCHDC, MOE, Health Service Corporations, private sector, civil society
Strengthen vaccination, growth monitoring (including developmental milestones), IECD (Integrated Early Childhood Development), new born care and IYCF (Infant and Young Child Feeding) programmes in communities and expand child health and nutrition surveillance system	x	x	x	x	x	MoHF, CCHDC, MoE, Atoll and Island Councils, Civil society
Strengthen safe motherhood and reproductive health programmes, including age and sex appropriate ASRH (Adolescent Sexual Reproductive Health), RH cancers, gender based violence and provision of reproductive health commodities	x	x	x	x	x	MoHF, CCHDC, MOE, Health Service Corporations, private sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Strengthen policies and programmes for prevention and control of non-communicable diseases(NCDs), including mental health, injury and disability prevention, with risk factors surveillance of NCDs	x	x	x	x	x	MoHF, CCHDC, Health Service Corporations, private sector
Strengthen programmes for prevention and control of TB, HIV and other communicable diseases (including zoonoses) and address emerging diseases related to climate change through integrated vector management and improve entomological surveillance and integrated disease surveillance system	x	x	x	x	x	MoHF, CCHDC, MOE, Health Service Corporations, private sector
Policy 2: Provide access to affordable, equitable and quality health services including provision of universal health insurance						
Introduce and implement a universal health insurance scheme (Madhana)	x	x	x	x	x	MoHF, NSPA
Reorient national health policy towards revitalizing PHC and build a critical mass of PHC workers, resourced with essential public health commodities and sensitize decision makers at local levels	x	x	x	x	x	MoHF, CCHDC, MOE, Health Service Corporations, Provincial councils, Atoll councils, Island councils, private sector



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Support and facilitate establishment of community pharmacies through PPP, together with appropriate legal framework for ensuring safety and accessibility to medicinal products	x	x	x	x	x	MoHF, CCHDC, Attorney General's Office, Health Service Corporations, private sector, Civil society
Establish mechanisms such as telemedicine, referral systems, contingency supplies and social health insurance with PPP to ensure access to essential health services	x	x	x	x	x	MoHF, CCHDC, NCIT, Health Service Corporations, private sector
Develop the capacity of health facilities through PPP at provincial and atoll levels to deliver client centered, age and gender appropriate health services and provide outreach services to island communities	x	x	x	x	x	MoHF, CCHDC, Health Service Corporations, private sector, Civil society
Open up opportunities for the provision of complementary medicine with appropriate legal framework for quality and safety of services	x	x	x	x	x	MoHF, CCHDC, Health Service Corporations, private sector
Strengthen capacity for health system management and performance monitoring of health services delivered through PPP	x	x	x	x	x	MoHF, CCHDC, Health Service Corporations, private sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Build a competent, professional health service work force						
Develop a comprehensive health workforce plan, maximize training opportunities in country and abroad, and allocate adequate resources in national budget and donor projects	x	x	x	x	x	MoHF, MoHRYS, MoFT,International and regional institutions
Attract and retain competent local professionals in the health system through appropriate performance appraisal systems and providing incentives and job opportunities close to home	x	x	x	x	x	MoHF, Health Service Corporations, private sector, CSC
Strengthen in-country training capacity through developing skills of local lecturers, introduction of distance education mechanisms and facilitating establishment of training institutes through PPP	x	x	x	x	x	MoHF, CCHDC, Health Service Corporations, private sector
Develop capacity of health professionals to engage in academic and research work, including establishing linkages and networks between tertiary hospitals and international institutions	x	x	x	x	x	MoHF, CCHDC, Academic institutions, Hospitals, private sector



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Build a culture for evidence-based decision making within the health system						
Establish standardized medical record systems in hospitals and health centres and develop capacity of medical records officers for data analysis and data dissemination for decision making	x	x	x	x	x	MoHF, Hospitals and health facilities
Develop online vital registration system linked to all levels of health system and national registration authorities	x	x	x	x	x	MoHF, Health Service Institutions, DNR, NCIT
Develop local capacity for health research by health system development, development of laboratory facilities and strengthening capacity of FHS research training	x	x	x	x	x	MoHF, FHS, Health Service Institutions
Establish electronic archive and storage networks for health system correspondences, documents and information	x	x	x	x	x	MoHF, NCIT, National Archives, DNP, Telecom Providers

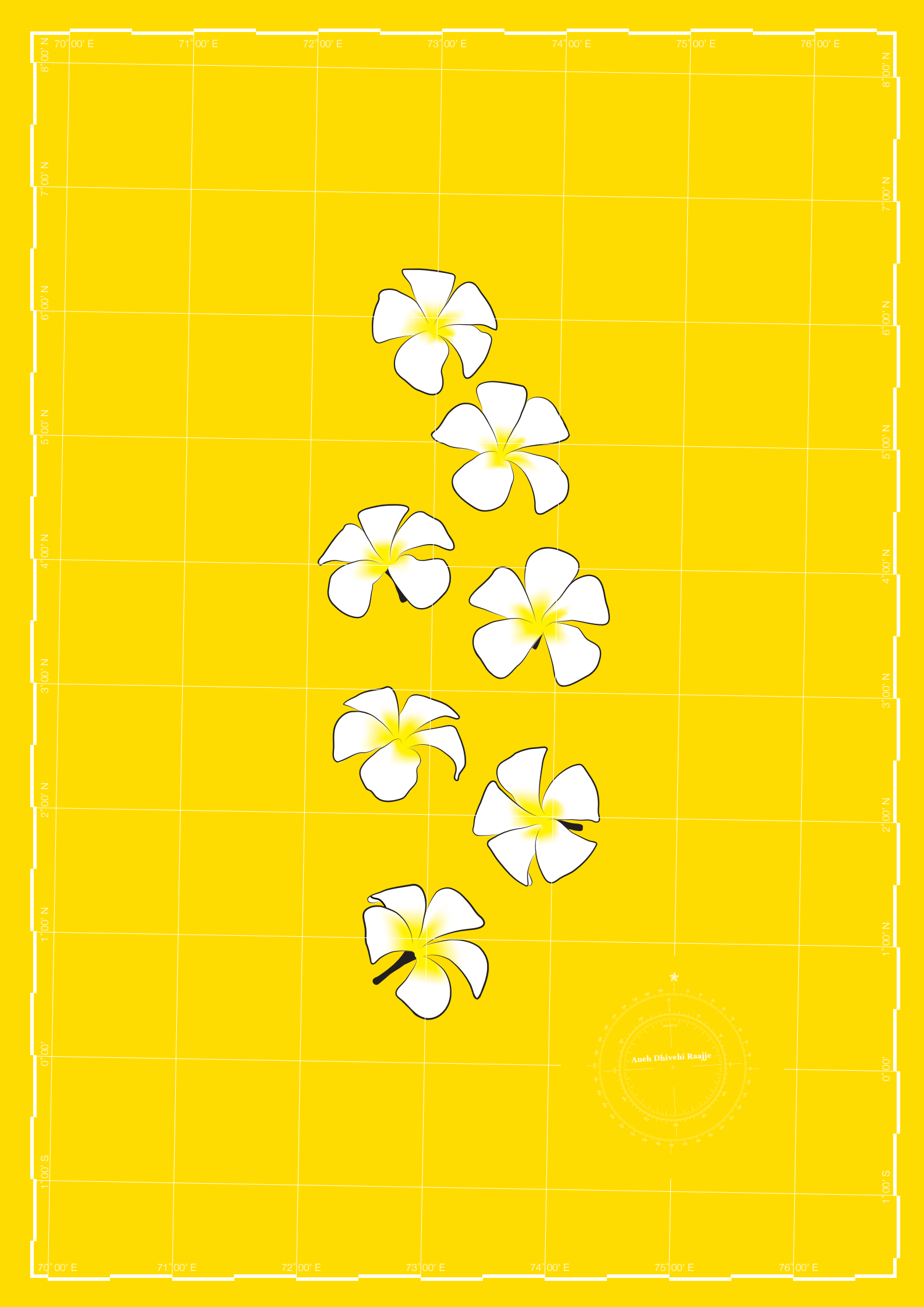
Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish electronic online data flow system between different levels of the health system aligned with e-government policy in partnership with private sector, to enable data/information access for timely decision making	x	x	x	x	x	MoHF, NCIT, DNP, Health Service Institutions
Policy 5: Establish and enforce appropriate quality assurance and regulatory framework for patient and provider safety						
Develop legal framework and capacity of the health professionals' regulatory bodies for assuring competency of practitioners, together with tribunal for addressing medico legal issues and enforcement of relevant legislations	x	x	x	x	x	MoHF
Build institutional and professional capacity for quality assurance and accreditation of health service together with a health service responsiveness monitoring system	x	x	x	x	x	MoHF, Health care Institutions and Organisations



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Enhance the response of health systems in emergencies						
Establish a national emergency medical services/ EMS (i.e. coordination centre, emergency transport, vessels and emergency departments) through capacity building, appropriate quality control mechanisms, equipment standardization and stakeholder awareness programs	x	x	x	x	x	MoHF, MRC, NDMC, MNDFHealth care facilities, private sector
Establish a nationally coordinated blood transfusion system through capacity building, stakeholder awareness programmes, appropriate information systems and quality control mechanisms	x	x	x	x	x	MoHF, MRC, NDMC, MNDF, Health care facilities
Strengthen public health emergency response through capacity building, quality control measures; and establish appropriate facilities and information systems.	x	x	x	x	x	MoHF, MRC, NDMC, MNDF, Health care facilities, NCIT

Prevention of Narcotics Abuse and Trafficking




70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

PREVENTION OF NARCOTICS ABUSE AND TRAFFICKING

I.Background



5 KEY PLEDGES
Prevention of Narcotics Abuse and Trafficking

The population of the Maldives, especially its youth, is at present largely affected by the global problem of substance abuse. While marijuana was the primary substance used during the 1970s and 1980s, heroin use became prevalent in the early 1990s. Rapid socio-economic changes, improved transportation and communications, urbanization and changes in living standards have all contributed to the current drug scenario. Drugs are imported into the Maldives via neighbouring countries by air and sea. Despite stringent laws that prescribe harsh punishments, and efforts by law enforcement authorities to prevent entry, drug trafficking and abuse continues to be a problem.

The Maldives is not a drug cultivating or producing country, but lies close to the Golden Crescent and Golden Triangle, the world's most prominent areas of opiate production. Being well-connected with the outside world through its international airports and sea ports, and being adjacent to a major global shipping lane, the Maldives is vulnerable as a transit point for illegal shipments of precursor chemicals or large quantities of drugs destined for other countries. Seizures of heroin by Indian and Sri Lankan authorities destined for the Maldives are eight times the average annual seizures by the Maldivian authorities.

The rising incidence of drug related arrests in the country in recent years is indicative of the mounting national drug problem. Having increased by 250 percent[1] over the past three years, drug related offences have become the most frequent one faced by the criminal courts. Drug abuse by young people, aged between 16 and 30, is of great concern to health and law enforcement authorities because they constitute the larger majority of drug users. A Rapid Situation Assessment (RSA) conducted in 2003 with the assistance of UNDP revealed that opiates (mainly heroin) and cannabinoids (mainly hashish) were the most frequently used drugs. About

1 statistics provided by Maldives Police Service

8 percent of users also reported the use of intravenous drugs. Half of these users had started injecting before the age of 17, and a similar percentage reported sharing of syringes. The RSA also suggested that a variety of risky sexual behaviours were also being practiced.

A subsequent assessment conducted in 2006 by UNICEF and local NGO Journey, with assistance from YAKITA Indonesia, showed that the age of first use had declined to 12 – 16 years with isolated incidents being reported of children as young as 9 years using drugs. Twenty eight percent of respondents reported having injected drugs. Findings of a biological and behavioural survey undertaken with assistance from the Global Fund for AIDS, Tuberculosis and Malaria (GFATM) in 2008 showed low awareness about drug related and sexually transmitted diseases such as HIV/AIDS and Hepatitis B/C. It also found increasing rates of high-risk behaviour among drug users as well as among youth and high risk populations in general.

While there is still much debate about the number of drug users in the country, the 2003 RSA extrapolated the number to be about 30,000. However, this figure was never officially agreed upon and the government has sought technical assistance from the UN Office on Drug and Crime (UNODC) in conducting a more thorough assessment of the drug scenario in the country. In addition to treatment and rehabilitation activities, it has also started taking countermeasures against the threat of a drug-related HIV epidemic. At present, aftercare is provided by NGOs active in the community, together with self-support groups allied to the Narcotics Anonymous fellowship.

The policies, strategies and broad interventions outlined in this document are a compilation of those outlined in the MDP Alliance manifesto supplemented with contributions from a broad range of stakeholders (including the government, international agencies, private sector, civil society organizations, addicts in recovery and co-dependents of addicts) at the Future Search action planning conference held in August 2009. They are also broadly consistent with activities outlined in the Drug Control Master Plan developed in 2008 with assistance from UNODC.

II. Constraints and emerging issues



5 KEY PLEDGES
Prevention of Narcotics Abuse and Trafficking

- Significant constraints to rehabilitation and reintegration in the current Law on Narcotic Drugs (Law 17/77), including the criminalization of drug users, is evident. The Law only allows a drug addict to make a self-submission to the rehabilitation program and request for treatment if they have no other offences or cases pending against them. Moreover, it also allows for sentencing of petty crimes committed during addiction, even after an addict has sought treatment and returned to the community as a productive citizen. The law is currently being redrafted.

- Difficulties in protecting national borders from drug trafficking as the Maldives is 97 percent water. This is also made more difficult because the country is adjacent to a major global shipping lane. This challenge further accentuates the potential threat of Maldives becoming a transhipment point for narcotics. Although there is no hard evidence at this time, some international observers and government officials remain wary about the country's potential to become a point for smugglers. Moreover, the geographical location and the formation of the country makes it a potential location as a diversion point for illegal shipments of precursor chemicals or drugs intended for another country. Given the heavy commercial sea traffic into the country, customs authorities, police and the MNDF are limited in ability and resources to conduct thorough examinations of all vessels. It is suspected that a considerable amount of drugs is smuggled into or through the county via port calls of ocean-going vessels. The potential for other aspects of organized crime also exists in the current globalised environment.

- Increasing incidences of children misusing drugs are being reported to the authorities. Prescribed drugs, heroin, inhalants and alcohol are also widely used, with the starting age getting younger. Many children have the perception that marijuana is harmless, while many parents are ambivalent about the drug and unaware of its risks to their young children. Currently, there are no rehabilitation services focused on children, and thus, there exists an urgent need to introduce specialized drug rehabilitation services for this age group.

- Increasing need for state assistance for children as more than half of babies taken into state care are children born to drug abusing mothers. It can be observed from the reported cases to the Child and Family Protection Services that drug abusing parents most often abandon and abuse their infants and young children. The likelihood of babies being born with physical and mental disabilities to such parents also increases.



5 KEY PLEDGES
Prevention of Narcotics Abuse and Trafficking

- Secondary effects of narcotics use puts a major strain on police resources and the legal system at large. Those arrested on the suspicion of drug offences often hold records of previous crime. As narcotics offences are generally the starting point leading to other criminal offences, this then puts a strain on police, the judiciary, and the legal system at large.

- Injecting drug use and unsafe practices such as needle sharing and unprotected sex among the drug users is increasing. It also showed that sharing of unsterile injecting paraphernalia is common among injecting drug users (IDUs) with 31 percent of IDUs surveyed in Malé and 23 percent of those surveyed in Addu reporting such behaviour. This study also found risky behaviours among the 15-17 year olds and older youth. This included buying and selling of sex, sex with non-regular partners, pre-marital sex, group sex and drug injecting. However, these behaviours are not consistent with the self-perception of risk as the great majority of respondents believe they will not get HIV. Some 3 to 6 percent believe that religion alone will protect them from HIV. Thus, it is important to introduce harm reduction programs and measures.

III. Goals of the Sector

1. Eliminate the illegal supply of narcotics and other illicit drugs into the Maldives

3. Establish a comprehensive and coordinated national response to combat substance abuse

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Reduce the supply of narcotics in the country through strict monitoring of entry points and strong punitive measures against dealers and traffickers	P2,P3, S1,S3,S4, L2, L3	Futuresearch conference action plan
Policy 2: Establish a range of professionally delivered treatment and rehabilitation programs complemented by supportive aftercare and reintegration services	P1, S2, L1	Futuresearch conference action plan
Policy 3: Prevent substance abuse and the associated harm through advocacy, awareness raising and countervailing measures	P1, P4	Futuresearch conference action plan
Policy 4: Increase the role of NGOs, private sector and civil society in providing services and addressing issues related to substance abuse	P4	Futuresearch conference action plan
Policy 5: Enhance coordination and capacity among all stakeholders to address the various aspects of the problem	P4, S1, L3	Futuresearch conference action plan

V. Institutional Framework

Lead Agency for sector:

The National Narcotics Council, chaired by the Vice President and constituting heads of all the relevant government agencies is the apex entity that coordinates and oversees the national response against narcotics. The Council secretariat is located within the President's Office and acts as the liaison with the relevant private sector and civil society actors in the sector.



5 KEY PLEDGES
Prevention of Narcotics Abuse and Trafficking

Stakeholder Ministries and Sectors:

- **Ministry of Health and Family:** Department of Drug Prevention & Rehabilitation Services (DDPRS) is mandated with coordination and oversight of drug rehabilitation and prevention activities. Other Departments of the Ministry and Health and Family, such as the Department of Gender Protection and Family Services (DGFPS), Communicable Community Health Disease Control (CCHDC), Maldives Foods and Drugs Authority (MFDA), Health facilities and State Care Institutions contribute to the coordination of work in the area of drug rehabilitation and prevention

- **Ministry of Home Affairs:** oversight and implementation of parole system

- **Department of Penitentiary and Rehabilitation Services (DPRS):** responsible for the rehabilitation of drug offenders in detention facilities.

- **Maldives Police Service:** the Drug enforcement Department (DED) is the specialized Department of the Police responsible for drug intelligence and investigation, narcotics identification, surveillance, seizures and arrests and work in close cooperation with the Serious and Organised Crimes Unit and the Family and Child Protection Unit on drug related issues

- **Maldives Customs Services:** responsible for prevention of entry of illegal substances into the country through ports and airports

- **Department of Immigration and Emigration:** responsible for screening arrivals and departures at borders

- **Maldives National Defence Force:** responsible for national security, monitoring and surveillance of ports, airports and territorial waters

- **Attorney General:** development of the necessary legislation

- **Prosecutor General:** prosecution on behalf of the state on drug related cases

- **Judiciary:** court systems for enforcing the legal mechanisms

- **Ministry of Finance and Treasury:** resource mobilisation and budgeting

- **Maldives Ports Limited:** responsible for overseeing the ports

- **Ministry of Education:** drug education and life skills education for students and awareness raising for the broader school community

- **Ministry of Human Resources, Youth and Sports:** engagement of youth in productive and character building activities through the creation of vocational development and employment opportunities. Providing opportunities for participation in sports and self development activities. Also responsible for facilitating training opportunities for sector staff and conducting parenting effectiveness training. Youth Health Cafe' provides counselling, peer education and life skills education

- **Ministry of Islamic Affairs:** awareness raising for prevention and reintegration, and providing assistance with spiritual guidance as a component of rehabilitation and aftercare

- **Private sector and NGOs:** provision of rehabilitation aftercare and reintegration services, awareness raising and engagement of youth

Local Governance System

Ministry of Home Affairs, Provinces, Atoll and Island Councils

Health desks at the province offices provide information related to services provided by the Health Ministry and emphasis is given to decentralise treatment and rehabilitation services.

Maldives Police Service also has services at local levels to combat the problem of drug supply in atolls.

The Prosecutor General's office envisions that units of the Office will be established at local levels which will facilitate the prosecution process including that of drug related cases.

Private Sector involvement

Drug rehabilitation, aftercare and reintegration services, awareness raising programs and youth engagement initiatives will be carried out in partnership with civil society organizations and private sector parties.



5 KEY PLEDGES
Prevention of Narcotics Abuse and Trafficking

Cooperation with Other External Organizations

UNODC, Colombo Plan, UNICEF, Global Fund against AIDS, Tuberculosis and Malaria, WHO, Interpol, SAARC Police, World Customs Organisation, Bilateral Donors

VI. Legal Framework

Narcotic Drugs (Law No. 17/77), enacted in 1977, is the principal Legislative Act of the Maldives dealing with narcotics drugs and psychotropic substances. Since the adoption of the Law, the many social and economic changes in the country have resulted in the increase of the magnitude and nature of the problem. While there were substantial amendments to Law No. 17/77 in 1995 and

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights:** the reorientation of the legal system towards a restorative justice perspective towards users will ensure proper rehabilitation and treatment for users. The reduction of drug supply will facilitate social stability and harmony.

- **Decentralization:** emphasis will be given on decentralizing drug rehabilitation services to the provincial level.

- **Gender:** it is important to ensure that drug treatment and rehabilitation services cater to special groups such as women including pregnant mothers and children.

- **Social Protection:**

    - Health Care: Health services can be availed under the health insurance schemes of the Madhana program by subscribers to the various schemes under the program.

    - Housing: Provision on new housing units would help overcome many social problems that have been contributing factors to the spread of drug addiction

    - Employment: Facilitation of employment is important to engage youth in responsible activities and assist in the reintegration of recovering addicts into community.

- **Private Sector Involvement:** drug rehabilitation aftercare and reintegration services, awareness raising programs and youth engagement activities will be implemented in partnership with civil society organizations and private sector



VIII. Intervention List

	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Policy 1: Reduce the supply of narcotics in the country through strict monitoring of entry points and strong punitive measures against dealers and traffickers						
Enhance and develop monitoring capacity/ infrastructure for effective border control at airports and seaports		X	X	X	X	Maldives Customs Services; Customs, DI& E, Police, MACL, MNDF, MPL & NCC
Implement and strictly enforce monitoring and surveillance of vessels in Maldivian waters	X	X	X	X	X	Ministry of Housing Transport and Environment; MHT&E, MOHA, Customs, Police, MNDF & MPL
Establish regulatory body to oversee all ports	X					PO; MHTE, MPL & MNDF
Reorient the legislative framework towards strong punitive measures for dealers and traffickers	X	X				AGO; Parliament, Judiciary, PG office, police, health, DPRS
Policy 2: Establish a range of professionally delivered treatment and rehabilitation programs complemented by supportive aftercare and reintegration services						
Establish a variety of treatment and rehabilitation options across the country		X	X	X	X	Ministry of Health and Family; Province offices, private sector, civil society

	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Establish effective aftercare and reintegration services and ensure a continuum of service for addicts seeking treatment		X	X	X	X	Ministry of Health and Family; Private Sector, MoHRY&S, Civil society, community
Enable and encourage private sector and civil society participation in service provision		X	X	X	X	Ministry of Health and Family; NCC, Invest Maldives, Private Sector
Establish services to address specific needs of women and children	X	X	X	X	X	Ministry of Health and Family; Civil Society, Private Sector
Establish rewards based rehabilitation programs in detention facilities, with links to aftercare and reintegration		X	X	X	X	Ministry of Home Affairs; DPRS, Parole Board, Civil society, DDPRS
Classify and separately accommodate various categories of inmates in detention facilities to protect others from the influence of dealers and traffickers and facilitate rehabilitation of users		X	X	X	X	Ministry of Home Affairs; DPRS
Reorient the legislative framework towards a restorative justice perspective for users	X	X				AGO; PG Office, DDPRS, DPRS



	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Policy 3: Prevent substance abuse and the associated harm through advocacy, awareness raising and countervailing measures						
Continuous sensitization and education of the general public on substance abuse related issues in partnership with civil society organizations and the private sector	X	X	X	X	X	Ministry of Health and Family; Media, Civil Society , Private Sector, MoIA, Police
Integrate drug education into school curriculum and establish age appropriate programs for students and wider school community		X	X	X	X	Ministry of Education,MoHF, Civil Society, Police
Conduct age appropriate prevention and harm reduction programs for youth in the community to encourage positive self development and safe behaviour	X	X	X	X	X	Ministry of Human Resources, Youth and Sports & Ministry of Health and Family; MoHF, MOE, Civil Society, Police, Private Sector
Establish avenues for engagement of vulnerable youth in productive activities	X	X	X	X	X	Ministry of Human Resources, Youth and Sports; MoE, MoHF, Civil Society, private sector

	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Conduct activities to encourage active addicts to seek treatment/rehabilitation and refrain from behaviour harmful to themselves and the community		X	X	X	X	Ministry of Health and Family; MoHRY&S, civil society, Private Sector, Police, DPRS
Strengthen security of rehabilitation and detention facilities to prevent the supply of drugs to clients/ inmates	X	X	X	X	X	Ministry of Home Affairs, Ministry of Health and Family; DDPRS, DPRS, Service Providers for rehabilitation
Policy 4: Increase the role of NGOs, private sector and civil society in providing services and addressing issues related to substance abuse						
Enable and encourage private sector and civil society participation in service provision	X	X	X	X	X	Ministry of Health and Family; Invest Maldives, MoED, Private Sector
Encourage CSR initiatives in drug prevention and community awareness raising	X	X	X	X	X	Narcotics Control Council; MoED, Chamber of Commerce, Private Sector, MOHF, Police & MNDF

5 KEY PLEDGES
Prevention of
Narcotics Abuse
and Trafficking

	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Policy 5: Enhance capacity and coordination among all stakeholders to address the various aspects of the problem						
Develop capacity of DDPRS to regulate and monitor service providers		X	X	X	X	Narcotics Control Council; MoFT, DDPRS
Develop capacity of DDPRS		X	X	X	X	Narcotics Control Council; DPRS, MoFT
Compile and conduct research to enable appropriate and timely interventions		X	X	X	X	Narcotics Control Council; All Stakeholders of NCC & Civil Society
Strengthen coordination and information sharing among agencies engaged in supply reduction activities	X	X	X	X	X	Narcotics Control Council; Customs, DI&E, Police, MNDF
Ensure that all service providers in the drug treatment and rehabilitation area are adequately trained and deliver professional services		X	X	X	X	Ministry of Health and Family; MoHA, DPRS

	2009	2010	2011	2012	2013	Lead agencies; stakeholders
Strengthen the management of all agencies involved in the sector and establish a mechanism for regular training of staff		X	X	X	X	Ministry of Health and Family; NCC, civil Society, NGOs, Police, AGO, PGO, courts, Judiciary
Enhance the effectiveness of families and the broader community to prevent drug abuse and be supportive towards reintegration of addicts		X	X	X	X	Ministry of Health and Family, Ministry of Home Affairs; MoHF, MoHYR&S, Civil Society
Establish a mechanism for sustaining trained professionals/experts within the workforce	X	X				Ministry of Health and Family; All Stakeholders of NCC & Civil Society



Good Governance

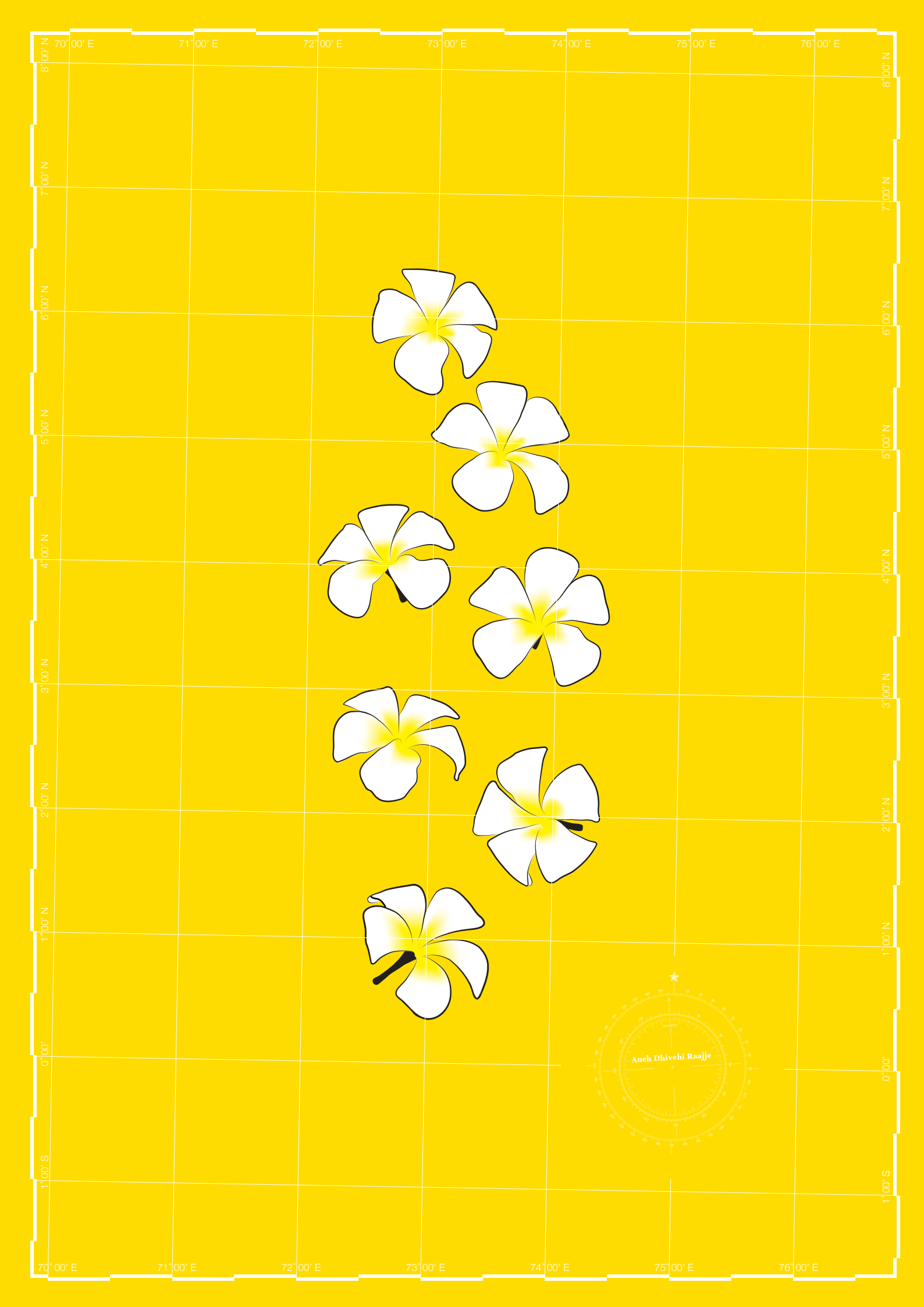
Rule of Law and Justice

Public Sector Reform

Regional Development and Decentralisation

Eliminating Corruption

Foreign Policy


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

RULE OF LAW AND JUSTICE

I.Background



GOOD
GOVERNANCE
Rule of Law and
Justice

The Constitution ratified in August 2008, paved the way for Maldives to be established as a 'liberal multiparty democracy' with an independent judiciary and legislature. For the first time, the Maldivian constitution encompassed a comprehensive chapter on fundamental rights of individuals as well as articles on the separation of powers between the judicial and executive branches of power.

To ensure an independent judiciary, a Supreme Court was established as an independent institution to increase public confidence in the criminal justice system. An independent Judicial Service Commission was instituted in addition to the office of the Prosecutor-General. To ensure greater judicial independence and integrity, judges appointed to the Supreme Court bench have to be approved by the Parliament while appointment and removal of judges of the lower courts are administered by the Judicial Services Commission.

The Prosecutor-General's Office is responsible for prosecution of all criminal cases. The right of an accused to remain silent, inadmissibility of illegally obtained evidence and the departure from confession based trial to an evidence based trial created many challenges in criminal investigation and prosecution.

Measures such as organisational restructuring, increasing professionalism and work ethics, and mechanisms to ensure accountability of law enforcement in the legal and judicial sectors are needed. The new Judicature Bill will pave the way to bring significant restructuring of the existing court system.

There is also a need to restructure the Civil Justice System to address economic reforms that are being implemented by the Government. The Government recognises the need to establish an effective court based alternative dispute resolution mechanism including arbitration, mediation and conciliation for matters referred to the civil and family courts. The first employment tribunal was established in December 2008 with the mandate to examine and adjudicate disputes arising between employer and employee.

The existing legal education and training institutions need to be restructured and streamlined to strengthen the legal profession. The introduction of the Legal Profession Act and establishment of a professional Bar Association will further strengthen and enhance accountability and professionalism in the sector.

The Government has prioritised the establishment of restorative and rehabilitative justice. There is also an absence of a comprehensive criminal procedure code and Evidence Act. To ensure presidential pardons are carried out in a fair, transparent and consultative manner, a bill on granting presidential pardons has been submitted to the Parliament. The Parole Board was reconstituted and persons serving sentences has the right of appeal to the Parole Committee.

In September 2004 the police service was declared a civil authority under Ministry of Home Affairs and separated from the armed forces. The Police Act came into force in August 2008 and paved the way for the establishment of an independent Police Integrity Commission.

The inadequacy of the current legal infrastructure in addressing terrorism, piracy and other maritime crimes present challenges to law enforcement agencies including the MNDF, MPS and MCS. Furthermore, the distinctive nature of the military calls for a separate, yet comprehensive military justice system. The lack of proper legal framework and laws that govern Customs related issues has also presented enormous challenges to MCS.

The Government is committed to the provision and establishment of the rule of law and fair justice as a fundamental right for all Maldivians and is determined to foster a culture of democratic values. The Government places importance not only in addressing civil, political and human rights violations but also violations of economic and social rights such as large-scale corruption and despoliation.

II. Constraints and emerging issues in the sector



GOOD GOVERNANCE
Rule of Law and Justice

- Lack of human resources and professional expertise reveals the need for well qualified judges, prosecutors, investigators, court officials including registrars, court administrators and legal professionals. Many judges lack professional training and the courts are largely dominated by ineffectually trained judges and magistrates. A particular area of concern is to remedy the lacking ability of the law enforcement agencies, legal sector and judiciary to investigate, litigate and sentence based on evidence. The judiciary needs to be vigilant and ready to react to rapid economic reform and changes in the global arena. The Government also seeks to strengthen gender sensitization and understanding of human rights standards across the law enforcement, legal and judicial sectors.

- Lack of proper technological infrastructure necessary for effective information sharing, border protection, communication and electronic archiving are major obstacles faced across the sector in providing efficient and timely services to the public.

- Inadequacy of laws presents hindrance for the effective implementation of Government policies and strategies. There exists a need for enactment of new legislation and amendment of existing laws in order to accommodate the lacuna created by the ratification of the 2008 Constitution. A Legislative Agenda of more than 120 bills have been formulated by the Government but a lack of qualified personnel to draft the bills along with prolonged time taken in Parliament to pass the bills act as deterrents. There is no established mechanism for case reporting. Publication of decisions of courts needs to be commenced to comply with the Constitution and to create consistency and certainty in application of laws.

- Need to improve access to justice, as geographical location, financial constrains, physical infrastructure, coherent pre-trial and case management system and lack of awareness affect access to justice. Lack of a public defender's office, judgement enforcement mechanisms, pro-bono legal service and an adequate juvenile justice system are also identified as barriers in access to justice.

- Newly established independent institutions including the Supreme Court, Prosecutor General's Office, Judicial Service Commission, Employment Tribunal and Police Integrity Commission are just in their early stages. There is a need to strengthen the capacity of these institutions to function effectively and improve public confidence.

- Limited detention and rehabilitative facilities including the lack of restorative justice mechanisms hinders reintegration of offenders back into society. Current penal laws do not provide for non-custodial sentencing and rehabilitation programs are available only for drug users. A proper custodial system, including detention facilities for juveniles needs to be set up. The punishment and parole mechanisms needs to be re-evaluated and legislation on prison and parole need to be enacted.

- Degeneration of law and order has increased as the legal framework of the country has not developed concurrently with the new and immediate changes the Constitution brought to the entire sector and thus is not equipped to address these issues. Also, new criminal trends have emerged, further straining the law and order situation in the county.

III. Goals of the Sector



GOOD GOVERNANCE
Rule of Law and Justice

1. Ensure full independence of the judiciary and independent institutions as required by the Constitution
2. Protect and promote right to justice and improve access to justice
3. Promote rule of law throughout the country
4. Protect and promote rights of citizens
5. Improve public confidence in the justice system

IV. Key Sector Policies

Policies	**Manifesto linkage**	**Other directives**
Policy 1: Develop human resources for a skilled and professional legal system, judiciary and law enforcement agencies	P2, L1	All Lead Agencies and Stakeholders
Policy 2: Promote law reform through introducing law reporting mechanisms and by enacting and amending legislation with wider public and stakeholder consultation.	P5, L3, S6	Attorney General's Office, Bar Association,
Policy 3: Provide facilities to expedite processing of court cases through utilization of modern technology and facilitate alternative dispute resolution mechanisms.	P3 , S2, L2	All Lead Agencies and Stakeholders

Policies	Manifesto linkage	Other directives
Policy 4: Promote access to justice by developing a more appropriate court system that will increase the accessibility to judicial services especially in the provinces, establish an independent public defender's office to provide legal aid and strengthen and institutionalise the existing Juvenile Justice Unit (JJU) and establish mechanisms to address transitional justice	P2, P3, S4, L1	All Lead Agencies and Stakeholders
Policy 5: Put in place an effective prison management system, establish mechanisms to reintegrate offenders back into society through a strong rehabilitative and parole system and ensure presidential pardons are awarded through a fair and transparent process	P4,P5, S1, S3, S6, S7, L1	Ministry of Home Affairs, President's Office
Policy 6: Inform and create awareness among the public on fundamental rights and establish a unit responsible for compilation and publication of laws and dissemination of information on laws	P2, P5, S5, L3	All Lead Agencies and Stakeholders
Policy 7: Strengthen mechanism through which the public can file complaints in situations where they have been deprived of rights and strengthen the newly constituted mechanisms introduced to make the law enforcement, legal and judicial sector more accountable.	P1, P5, S4, L2	All Lead Agencies and Stakeholders
Policy 8: Strengthen the inter agency coordination within the sector to maintain law and order and deliver justice efficiently and effectively.	P2, P3, P5, L1, L2, S6	All Lead Agencies and Stakeholders



GOOD GOVERNANCE
Rule of Law and Justice

Policies	Manifesto linkage	Other directives
Policy 9: Law enforcement agencies to be reformed to respond to the increase in criminal offences and address the law and order situation.	P2, P5, S1, S3, S6, S7, L1	MPS, MNDF, MCS
Policy 10: Strengthen evidence based investigation, prosecution and sentencing.	P2, L1, L2	MPS, Prosecutor General's Office, MNDF, MCS
Policy 11: Strengthen academic institutions and create a public research unit to develop knowledge for informed development and conduct awareness programs.	P2, L1	Faculty of Shari'a and Law, Private Educational Institutions.

V. Institutional Framework

Lead Agencies:

- Ministry of Home Affairs (MoHA)
  - Maldives Police Services (MPS)
  - Department of Penitentiary and Rehabilitation

Services (DPRS)

- Parole Board

- Maldives National Defence Force (MNDF)
- Attorney General's Office (AGO)
- Prosecutor General's Office (PGO)
- Department of Judicial Administration (DJA)
    - All Courts
- Maldives Customs Service (MCS)

Stakeholders:

- President's Office (P.O.)
- Judicial Service Commission (JSC)
- Employment Tribunal
- Anti-Corruption Commission (ACC)
- Police Integrity Commission (PIC)
- Juvenile Justice Unit (JJU)
- Department of National Planning
- Ministry of Finance and Treasury (MoFT)
- Human Rights Commission of the Maldives (HRCM)
- Maldives College of Higher Education - Faculty of Shari'ah & Law (FSL)
- People's Majilis (Parliament)
- Bar Association
- Line Ministries



GOOD
GOVERNANCE
Rule of Law and
Justice

Local Governance System:

Introduce law enforcement, legal and judicial sector offices throughout the provinces in a cost effective manner without restricting accessibility to justice. Current policy of having a magistrate in each inhabited island needs to be reconsidered and reviewed.

Private Sector Participation:

The private sector is currently not involved in provision of legal education. More participation of private educational institutions would reduce strain on government institutions. More bills by private members would also help reduce legislative workload of the government. The public and private sector stakeholder consultation prior to enactments and amendment of legislation also needs to be increased and strengthened.

Cooperation with other external organizations:

- UN Agencies
- Asian Development Bank
- World Bank
- SAARC Law
- Islamic Development Bank
- Organization of Islamic Countries
- Bilateral Aid

Legal Framework

- Constitution (2008)
- Penal Code
- Evidence Act
- Criminal Procedure Code
- Civil Procedure Code
- Judicature Act
- Legal Profession Act
- Parole Act
- Prison Act
- Act on Granting Presidential Pardons
- Misuse of Drugs Act
- Judges Act
- Arbitration Act
- Limitation Act
- Judgement Enforcement Act
- Bankruptcy and Insolvency Act
- Legal Professional Bill – to be formulated
- Other supporting legislation

VI. Cross-Cutting Themes and Programmes relevant to the sector



GOOD GOVERNANCE
Rule of Law and Justice

- **Human Rights** – Promote and protect the right of citizens through law and justice
- **Decentralisation:** Improve accessibility to justice through decentralisation without constraining the resources available and give more autonomy to provinces to increase efficiency and accessibility.
- **Transport and Connectivity:** Interlink law enforcement agencies, legal sector and judiciary with easy public accessibility.
- **Gender:** Sensitisation of gender issues amongst all lead agencies and stake holders.
- **Social Protection:** Address inequalities and vulnerabilities relating to the lack of access to justice.
- **Private Sector Participation:** Establish a Bar Association under a Legal Profession Act and increase training opportunities available to the private legal sector and encourage private member bills to be submitted to the parliament. Introduce pro-bono legal service amongst lawyers and increase awareness in the communities to make neighbourhood policing more effective. Engage civil society to create legal awareness.

VIII. Intervention List

Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Develop human resources for professionals in the legal system, law enforcement agencies and the judiciary						
Develop human resources for professional and effective service delivery	X	X	X	X	X	All Lead Agencies, All Stakeholders
Develop a strategy for supporting specialized training programs for the sector	X	X	X	X	X	All Lead Agencies, All Stakeholders
Policy 2: Promote law reform						
Draft the required legislations & review existing laws to make laws more responsive to public needs and to provide better access to justice through wider public and stakeholder consultations		X	X	X	X	AGO, All Lead Agencies and Stakeholders
Setting up of law reporting		X	X	X		DJA, AGO, PGO, Bar Association, Employment Tribunal, Private Sector



Policies	2009	2010	2011	2012	2013	Implementing agencies
Consolidation and publication of existing legislation		X	X	X		AGO, Parliment , P.O., Bar Association, Private Sector
Policy 3: Provide facilities to expedite processing of court cases						
Review & Identify Court procedures for possible areas of improvement and efficiency.		X	X	X		DJA, Employment Tribunal, MPS, AGO, PGO, JJU
Introduce centralized case management system		X	X	X	X	All Lead Agencies, All Stakeholders
Provide and facilitate charge negotiation under relevant legislation		X	X	X		PGO, MPS, JJU, DJA

Policies	2009	2010	2011	2012	2013	Implementing agencies
Establish pre-trial conferences between concerned parties		X	X	X	X	DJA, Employment Tribunal, AGO, PGO, JJU
Establish alternative dispute resolution mechanisms		X	X	X	X	DJA, AGO, PGO, Employment Tribunal, JJU
Provide proper technological infrastructure necessary for information sharing, communication and electronic archiving		X	X	X	X	All Lead Agencies, All Stakeholders
Establish restorative justice		X	X	X	X	JJU, MPS, PGO, DJA



Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Promote Access to Justice						
Create a Victim and Witness Support Unit		X	X	X	X	MPS, PGO, MoHA, DJA, JJU
Establish offices of AGO, PGO, Courts & Employment Tribunal in the provinces in a cost effective and prudent manner		X	X	X		DJA, AGO, PGO, MoFT Employment Tribunal
Promote the use of appropriate justice mechanisms as effective alternative dispute resolution mechanisms		X	X	X		AGO, DJA, PGO Employment Tribunal, All lead Agencies and Stakeholders
Establish a military justice system to administer justice in the military services		X	X	X		MNDF
Develop new and improved procedures to increase the effectiveness of law enforcement, and the judicial and legal sectors	X	X	X	X	X	All Lead Agencies, Employment Tribunal

Policies	2009	2010	2011	2012	2013	Implementing agencies
Address the severe shortage of space in courts to promote access to justice and expedite the delivery of justice and provide/ ensure a safe and secure environment for concerned parties.	X	X	X			DJA, PGO, MPS, DPRS
Review and increase the jurisdiction of magistrate courts		X	X	X		DJA, AGO, PGO, Parliament
Review prosecutorial guidelines and ethics	X	X	X			PGO, AGO
Strengthen juvenile justice system		X	X	X	X	JJU, AGO, MPS, PGO, DJA
Establish an independent Public Defenders Office to provide legal aid		X	X	X		AGO, PGO, Bar Association, DJA, MPS, DPRS
Decentralize the appeal process		X	X	X		DJA, PGO
Create mobile courts		X	X	X	X	DJA, AGO, PGO, Parliament



Policies	2009	2010	2011	2012	2013	Implementing agencies
Formulate and draft comprehensive DPRS internal procedures		X	X			DPRS, AGO, PGO, MPS
Establish a judgment enforcement agency		X	X	X	X	DJA, MPS
Modernise, improve and introduce easy accessibility in civil and criminal processes		X	X	X	X	DJA, AGO, PGO, MPS, DPRS, MCS, Employment Tribunal
Establish mechanisms to address transitional justice	X	X	X	X		P.O., AGO
Enhance and strengthen prosecution service as a whole to ensure constitutional right to a speedy trial		X	X	X		PGO, MPS, ACC, DJA, HRCM
Policy 5: Rehabilitation of offenders						
Establish and implement proper parole procedures		X	X	X		Parole Board, MPS, PGO, DPRS,AGO

Policies	2009	2010	2011	2012	2013	Implementing agencies
Put in place an effective detention management system		X	X	X	X	DPRS
Introduce rehabilitation programs for offenders to reintegrate them back into the community		X	X	X		DPRS
Introduce mechanisms for granting presidential pardons in a transparent, fair and consultative manner.		X	X	X		P.O., AGO, MoHA, DPRS, PGO
Policy 6: Inform and create awareness						
Create awareness on Legal and Judicial System.		X	X	X	X	All Lead Agencies, All Stakeholders
Strengthen media and public relations.	X	X	X	X	X	All Lead Agencies, All Stakeholders
Design and implement programs to increase stakeholder and public consultation on draft legislation	X	X	X	X	X	AGO, All Stakeholders
Review website to increase its user friendliness and facilitate access to information in order to maximize expeditious information to public		X	X	X	X	All Lead Agencies, All Stakeholders
Create awareness and ensure transparency with regard to exercise of prosecutorial discretion		X	X	X	X	PGO, Private Sector



Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7: Establish a mechanism through which the public can file complaints and strengthen accountability of law enforcement agencies, legal sector and the judiciary						
Establish an administrative internal complaints department to deal with public grievances		X	X	X		All Lead Agencies, All Stakeholders
Strengthen newly constituted mechanisms introduced to make law enforcement agencies, legal sector and judiciary more accountable		X	X	X	X	JSC, ACC, HRCM, PIC, All Lead Agencies
Develop transparent procedures for evaluation, appointment, promotion and removal of judges		X	X	X		JSC
Establish mechanisms to enhance accountability of justice sector employees		X	X	X		DJA
Establish transparent mechanisms to address complaints with regard to code of conduct and ethical standards in law enforcement agencies, legal sector and judiciary		X	X	X		All Lead Agencies, All Stakeholders, All Stakeholders

Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 8: Strengthen inter-agency coordination within the sector to maintain law and order and deliver justice efficiently and effectively						
Introduce effective procedures for maintenance and improvement of inter-agency coordination	X	X	X	X	X	All Lead Agencies, All Stakeholders, All Stakeholders
Establish court rooms with audio-visual equipment and other relevant technological infrastructure	X	X	X	X	X	DJA
Utilize appropriate technologies to improve interagency cooperation and coordination.	X	X	X	X	X	All Lead Agencies, All Stakeholders, All Stakeholders



Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 9: Law enforcement agencies to be reformed to respond to the increase in criminal offences and address law and order situation						
Promote and practice intelligence led policing as a means of detecting crime	X	X	X	X	X	MPS, MCS
Strengthen intelligence information sharing	X	X	X	X	X	MPS, MCS,MNDF
Reduce incidences of crime and anti-social behavior and pursue effective crime prevention and community safety outcomes		X	X	X		MPS, PGO, AGO, DPRS, DJA
Law enforcement agencies to be reformed to respond to the increase in criminal offences and to address law and order situation		X	X	X	X	MPS, MNDF,MCS, PGO, AGO, DPRS
Detect and prevent terrorist activities in the country in partnership with other law enforcement agencies		X	X	X		MPS, MNDF, MCS
Develop a national crime prevention framework		X	X	X		MPS, All Lead Agencies, JJU
Assist coordination of national response to international crime and support policy coordination and other initiatives related to transnational crimes.		X	X	X		MPS, MNDF, MCS, MoFA, PGO

Policies	2009	2010	2011	2012	2013	Implementing agencies
Formulate a strategy to address the emerging issue of human trafficking		X	X	X		MPS, MCS, PGO,AGO, MNDF, DJA, HRCM
Develop and implement effective border protection policies and strategies		X	X	X		MCS, MNDF, MPS
Enhance and strengthen mutual legal assistance in criminal matters with foreign countries and international organizations		X	X	X		PGO, AGO, MPS, MCS, DJA
Policy 10: Strengthen evidence based investigation, prosecution and sentencing						
Develop, train and strengthen law enforcement, legal and judicial sector to strengthen evidence based trial.	X	X	X	X	X	MPS, DJA, MCS, PGO
Develop and strengthen a fully functional laboratory to ensure that investigations are supplemented by sound forensic evidence	X	X	X	X	X	MPS, MCS



Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 11: Strengthen academic institutions						
Strengthen training of judicial officers		X	X	X	X	FSL, DJA
Develop short term traning programs for emerging issues		X	X	X	X	FSL
Develop short term continuing legal education programs for Judicial and Legal Sector		X	X	X	X	Bar Association, All Lead Agencies and Stakeholders
Develop and establish legal professional's qualification exam		X	X	X	X	Bar Association, FSL, AGO, PGO
Strengthen FSL as the leading legal academic institution		X	X	X	X	FSL
Establish an information based research unit to identify shortcomings and weaknesses within the law enforcement agencies, legal sector and judiciary and give recommendations		X	X	X	X	FSL, All Lead Agencies and Stakeholders

PUBLIC SECTOR REFORM

I.Background



GOOD
GOVERNANCE
Public Sector
Reform

The Maldives has recently undergone major democratic reforms. These include the introduction of a multi-party political system and the adoption of a modern and democratic constitution, paving the way for a full- fledged liberal democracy.

As part of these reforms, the Maldives had its first multi-party Presidential election in 2008, and consequently a democratically elected government assumed office in November 2008. These changes resulted in increased empowerment of citizens and an increased focus on civil liberties and rights. Public sector organizations are now subject to increased citizen expectations with regard to government accountability and transparency. Consequently, this shift in public aspirations has drastically changed the environment in which public sector organizations operate.

Hitherto, the notion of an independent "civil service" has been absent in the Maldives. All government employees were appointed and dismissed by the President of the Republic. The consolidation of a democratic society requires an effective and accountable public administration, staffed by non-partisan and professional civil servants. A Civil Service Commission was established in October 2007 as an independent institution to manage the civil service.

Furthermore, the government has embarked on establishing a decentralised governance system which would pave way for decentralised public service delivery. The government has also launched a regionalisation programme with the objective of promoting autonomy, self- sufficiency and to eliminate discrimination in public service delivery. A draft bill on decentralisation is being currently debated in the Parliament. This bill will provide the legal basis to implement the programme.

The government has taken a major initiative to optimise the public sector in order to facilitate cost-effective and efficient administration. In the past approximately 45% of the government budget was spent on wages and salaries. The

government has proposed to reduce the size of the public sector through a combination of redundancy, corporatization and privatization programmes.

II. Constraints and emerging issues

- Lack of a transition system: Currently, there is no system, procedures or mechanism to facilitate and manage smooth transfer of political power.

- Inadequate systems and procedures for service delivery: Procedures and guidelines at all levels are not available or are not clear and there is limited Standard Operating Procedures (SOPs) for public service delivery.

- Insufficient consultation and coordination: Currently, there is a limited institutional mechanism within and between the government institutions and other state institutions. There is also a need to improve coordination among political appointees, senior civil servants and implementing staff in order to better share the resources and for effective networking and productivity.

- Lack of capacity in human resource management within public sector: There is a need to strengthen technical, managerial and other skills among government staff. Senior level staff lacks macro-level, multi-disciplinary understanding of public service delivery.

- Inadequate procedures to establish human resource practices in the public sector: There are limited procedures to establish existing human resource practices in the public sector. Therefore, there is also a need to develop detailed procedures to implement, amongst others, the Employment Law.

- Managing the risks of rightsizing the public sector: This is crucial as it could create or exacerbate the "skills gap" in professional areas.

III. Goals of the Sector



GOOD GOVERNANCE
Public Sector Reform

1. Provide good quality and accessible public services.
2. Ensure that the government services are reliable, effective and efficient.
3. Ensure all public services are aligned to public needs
4. Ensure transparency and accountability in public services

IV. Key Sector Policies

Policies	Manifesto linkage	Other directives
Policy 1: Align the Civil Service structure to the governing system of the country as required by the Constitution (2008) and ensure that political transitional arrangements are institutionalised	S3	
Policy 2: Ensure that state expenditure is in proportion to state income and eliminate wasteful and excessive spending	P2, P4, S6	
Policy 3: Introduce decentralised governance to promote autonomy, self-sufficiency and eliminate discrimination in public service delivery	P3, S3, L1, L3	
Policy 4: Improve the capacity and capabilities of public servants in service delivery to improve employee productivity and work standards	S2, S5	
Policy 5: Introduce e - governance and establish computerized network to connect government offices	P5, S4	
Policy 6: Dissolve all rules and regulations that have no practical use and cause undue complications for the public	S1	
Policy 7: Establish an institutionalised mechanism for intra-agency and inter-agency coordination and consultation within the public sector	S3	

Policies	Manifesto linkage	Other directives
Policy 8: Ensure consultation with the general public on matters of national importance	P8	
Policy 9: Strengthen fiscal governance through improved public accounting and efficient public finance management		



GOOD
GOVERNANCE
Public Sector
Reform

V. Institutional Framework

Leading Agency:

The President's Office (Cabinet Office/Governance Reform and Policy Office)

- To oversee the implementation of government policies
- To oversee and regulate the public service

Civil Service Commission

- To oversee, regulate and to manage the civil service

Stakeholder Ministries and Sectors:

- Ministry of Home Affairs (Province Offices): Decentralization
- Attorney General's Office: Ensure that secondary laws and administrative structure facilitate governance
- Ministry of Finance and Treasury: Fiscal adjustment and civil service reform

- National Centre for Information Technology (NCIT)
- Anti-Corruption Commission
- Auditor-General's Office
- Human Rights Commission of the Maldives
- Line Ministries

Local Governance System

Ministry of Home Affairs, Provinces, Atoll and Island Councils

- De-concentration of Public Services to Province Offices
- Political, Administrative and Fiscal decentralisation of governance to elected atoll and island councils
- Expand e-government system to the atolls
- Expand Civil Service Commission representation in provinces

Cooperation with other external organizations

United Nations Development Programme (UNDP), Commonwealth, International Monetary Fund (IMF), World Bank, Asian Development Bank

VI. Legal Framework



GOOD
GOVERNANCE
Public Sector
Reform

- Constitution (2008)
- Civil Service Act (2007)
- Employment Act (2008)
- Auditor General Act (2007)
- Public Finance Act (2006)
- Human Rights Act (2006)
- Regulation on right to Information – being developed into a comprehensive act
- Decentralization Bill - to be legislated
- Fiscal Responsibility Act – to be formulated
- NCIT – e-governance law to be formulated

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights:** public service delivery to fulfill rights as guaranteed in the Constitution.
- **Decentralisation:** implement local governance.
- **Transport and Connectivity:** enhance access to public services.
- **Gender:** ensure that there is no discrimination in civil service hiring and firing.
- **Social Protection:** benefit schemes for public sector employees and redundancy packages implemented during civil service reform.
- **Environment:** Mainstream environment management in overall public service delivery
- **Public Private Partnership:** support stability in state income and expenditure.



VIII. Intervention List

Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Policy 1: Align the Civil Service structure to the governing system of the country as required by the Constitution (2008) and ensure that political transitional arrangements are institutionalized						
Re-categorise the functions of government entities	X	X				PO, CSC
Revise job classification through an assessment	X	X				CSC, PO, Line Ministries
Create awareness and disseminate information on the government restructuring programmes including right-sizing, decentralization, role of political appointees and the civil service in an organized manner		X	X			PO, MoHA, MoFT, CSC
Periodically review and assess the government restructuring programmes to ensure that they are in compliance with right-based approaches		X	X	X	X	HRCM, PO, CSC
Establish a mechanism to allow for political transition and change management		X	X	X	X	PO, line ministries

Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Policy 2: Ensure that state expenditure is in proportion to state income and eliminate wasteful and excessive spending						
Develop Medium Term Expenditure Framework (MTEF) and ensure state budget planning takes into account income and expenditure	X					MoFT, MMA
Develop the Fiscal Governance Act and implement fiscal decentralization in accordance with the constitution (2008)		X	X			MoFT, AGO
Undertake an assessment to review the current institutional framework to implement the recommendations of statutory bodies such as the Auditor General's recommendations		X				PO, AGO, MoFT
Fully implement the Public Accounting System to ensure that expenditures are in line with budget allocations	X	X	X			MoFT, line Ministries
Policy 3: Introduce decentralized governance to promote autonomy, self - sufficiency and eliminate discrimination in public service delivery						
Develop regulations relating to public service delivery in line with the Decentralization Bill		X	X			PO, AGO, MoFT, MoHA
Develop a Citizen's Charter for public service delivery		X				PO



Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Develop community participation guidelines in service delivery including partnership with civil society and private sector		X	X			MoHA, PO, NGOs, Private Sector
Establish physical facilities for de-concentration of public services to regional and local levels		X	X			MoHA, MoFT
Policy 4: Improve the capacity and capabilities of public servants in service delivery to improve employee productivity and work standards						
Implement performance monitoring within the civil service and ensure adherence to the code of ethics and professionalism	X	X	X	X	X	CSC
Conduct a capacity assessment on the professional skills requirement in areas of public service provision	X	X				PO, CSC
Implement needs based training and professional development programmes in a strategic manner		X	X	X	X	PO, CSC, PSTI / CSTI

Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Strengthen capacity of the Public Service Training Institute by training professionals and establishing a training network across government offices		X	X	X	X	PO, PSTI / CSTI
Establish a training institute at the Civil Service Commission	X					CSC
Increase exposure to modern management principles and techniques among public sector employees	X	X	X	X	X	PO, PSTI / CSTI
Policy 5: Introduce e-governance and establish computerized network to connect government offices						
Establish a central e-government service platform	X	X				NCIT
Establish a common single point (e-government portals) for provision of information on government services	X	X				NCIT, line Ministries
Enable electronic exchange of documents and communication among government organizations	X	X				NCIT, line Ministries



Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Process re-engineering (BPR) government services for efficiency and for online provision			X	X	X	NCIT, line Ministries
Provide prioritized government services online	X	X	X	X	X	NCIT, line Ministries
Identify areas for use of information technology in public service and formulate an action plan	X	X				NCIT, line Ministries
Policy 6: Dissolve all rules and regulations that have no practical use and cause undue complications for the public						
Identify areas /provisions related to administrative framework of the public sector in the constitution that is subject to multiple interpretations and take necessary actions to avoid deviation	X	X				PO, AGO, line Ministries
Prioritize revision of rules and regulations relating to public sector administration	X	X	X			PO, AGO, line Ministries
Develop and/or modify systems and procedures at all levels of implementation in accordance with the revised rules and regulations		X	X			PO, AGO, line Ministries

Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Monitor and assess the revisions brought to rules and regulations in public administration in a systematic manner	X	X	X	X	X	PO, AGO, line Ministries
Policy 7: Establish an institutionalized mechanism for intra-agency and inter-agency coordination and consultation within the public sector						
Integrate consultation and coordination mechanisms within and between government agencies, and between government agencies and other state institutions to the Standard Operating Procedures (SOP's) in public service delivery		X	X	X	X	PO, line ministries
Policy 8: Ensure consultation with the general public on matters of national importance						
Establish appropriate tools for public meetings and forums through online and other means for interaction		X	X			PO, NGOs, Interest Groups, Research Institutes, line Ministries, NCIT
Establish a mechanism to assess the outcome of the interactions and to ensure public feedback is taken into consideration in public service delivery		X	X	X	X	PO, Planning Councils and Committtees, line Ministries



Strategy	2009	2010	2011	2012	2013	Implementing agencies / Stakeholders
Policy 9: Strengthen fiscal governance through improved public accounting and efficient public finance management						
Prepare a comprehensive framework for assessment and management of fiscal risks		X				MoFT
Develop and implement a fiscal governance legislation		X	X	X	X	MoFT, AGO
Strengthen cash planning and cash management		X	X	X	X	MoFT
Strengthen debt management	X	X	X	X	X	MoFT
Create a comprehensive database of public employees and fast-track new payroll system		X	X	X	X	MoFT, CSC

REGIONAL DEVELOPMENT AND DECENTRALISATION

I.Background



GOOD GOVERNANCE
Regional Development and Decentralisation

The regionalisation and decentralisation programme envisions increased local participation in decision-making through social, political and economic empowerment at the local level. Regionalisation and decentralization would ensure accessibility of services to all and the realization of human rights and the principles of good governance at the local level.

Decentralisation was emphasized in the national constitution (2008) under Chapter 8 entitled Decentralised Administration. [1]This chapter outlines that "*administrative divisions of the Maldives will be administered decentrally*" and that local authorities will be legal entities with their own elected councils, budgets, bylaws and statutes. According to the constitution, there shall be elected councils in each inhabited island that will be legal entities with administrative and financial autonomy for meeting the responsibilities within their mandate.

As part of the new government's reform process a draft of the Decentralisation Bill was prepared and submitted to parliament in March 2009. When enacted, it is expected that this bill will pave the way for the full implementation of the Regionalisation and Decentralisation programme.

Under the programme, the twenty atolls in the Maldives have been grouped together into seven administrative provinces. The Government envisions a three-tier governance structure, with sector ministries at the national level, Province Offices and Atoll Offices at regional level and Island Offices at island level, each with decentralised functions under elected councils. This will involve delegating and devolving centrally controlled functions and service delivery to the island, atoll/province levels. This will be through elected Island Councils

1 Funcional Translation of the Constitution of the Republic of Maldives, 2008. Translated by Ms Dheena Hussain at the Request of the Ministry of Legal Reform, Information and Arts, Government of the Maldives. 2008

and Atoll Councils in each province and an elected City Council in the capital island Malé.

II. Constraints and emerging issues

1. Decision-making structure and mechanisms for consultation and participation: Currently, development is concentrated around Male' Urban Region and developmental focus in other regions of the country is limited, which has widened the urban rural gap. There is a lack of local participation in decision making.

2. Legal Framework: Currently there is no legal frame work to support the programme of regional development and decentralisation. The draft law is in the parliament and the frame works upon which local Government would be established is contingent upon the law.

3. Limited Resources: including human resources, financial resources, and baseline data

4. Lack of capacity: there is weak capacity in terms of institutions, knowledge and skills to implement local governance, service delivery and development interventions

5. Geospatial considerations and uneven distribution of income across islands.

III. Goals of the Sector



GOOD GOVERNANCE
Regional Development and Decentralisation

1. Promote right to local governance
2. Decentralised governance system in accordance with the Constitution (2008)
3. Promote local development and decrease social and economical inequalities through local development.
4. Provide support to build capacity of civil society in participatory development and local governance

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Establish Island Atoll and city councils with the authority autonomy and finances to plan and implement development policies according to the needs of the communities and establish seven regions in the country for decentralised administration	S1, L1, L2	
Policy 2: Develop one administrative centre and commercial centre/s in all provinces in the long run in order to provide social and economic opportunities that would create a competitive environment.	L1, L2	
Policy 3: Engage civil society and private sector participation at local government level	P4	

Policy 4. Strengthen links between local functionaries and national authorities as a way to seek coordination in formulating and implementing national programs.	L2,	

V. Institutional Framework

Lead Ministry:

Ministry of Home Affairs will oversee the development and implementation of the regionalisation and decentralisation policy of the government in close cooperation with sector agencies and other stakeholders until the law is enacted.

Regulatory Body:

Local Government Authority as a regulatory body will be established to monitor, regulate and standardize local councils, administrations and their activities.

Stakeholder Ministries and Sectors:

- Ministry of Finance and Treasury: Assist in developing a formula for allocation of government finance for local government administrations. Training of local government staff in public financial management procedures. Assist in introducing new strategies for financing and sustaining development at all levels of local government. Fiscal decentralisation.

- Attorney General Office: Formulating regulations on local governance in coordination with other line ministries.



GOOD GOVERNANCE
Regional Development and Decentralisation

- Election Commission: Formulate procedures and conduct election to establish local councils
- Department of National Planning: Facilitate and provide guidance to province offices in planning process, coordination and development of a national development framework and policy.
- Local Training Institutions: To build capacity of elected officials and administration personnel.
- All Sector Ministries: Establish inter agency coordination and communication procedures between local government administrations and government offices and provision of public services.
- Judicial and statutory bodies: decentralisation of their services to the regions
- Elected councils: governance and service delivery

Local Governance System:

Ministry of Home Affairs, Provinces, Atoll and Island Councils

Name of Regions	**Atolls included in Region**	**Total Population**
1 Upper North Province	Haa Alifu, Haa Dhaalu and Shaviyani	58, 268
2 North Province	Noonu, Raa, Baa, Lhaviyani	58, 109
3 North Central Province	Kaafu, Alifu Alif, Alif Dhaalu	28, 149
4 Central Province	Meemu, Faafu, Dhaalu	18, 642
5 South Central Province	Thaa, Laamu	29, 050
6 Upper South Province	Gaaf Alif, Gaaf Dhaalu	31, 547
7 South Province	Gnaviyani, Seenu	39, 862

Establish elected councils as per the Decentralisation Act that will be enacted by the parliament. A Local Government Authority will be established to monitor, regulate and standardize local councils, administrations and their activities.

Private Sector Involvement:

- Economic development would be ensured through private sector involvement at local government level
- The transport network established in the regions to increase accessibility of services to the people is carried out under private public partnerships
- Corporate Social Responsibility (CSR) would facilitate private sector involvement in socio-economic development of the provinces

Cooperation with Other Organisation:

UNDP, Commonwealth UN agencies, Commonwealth, EU, World Bank, ADB and bilateral partners

VI. Legal Framework

- Decentralisation Bill and Local Government Election Bill are expected to be enacted by end of 2009.
- Several different regulations need to be formulated after the enactment of Decentralisation Bill. These regulations will clarify the formal coordination arrangements and procedures among government offices and local councils.
- Revise existing laws and regulations.

VII. Cross-Cutting Themes and Programmes relevant to the sector



GOOD GOVERNANCE
Regional Development and Decentralisation

- **Human Rights:** realization of human rights and the principles of good governance would be ensured through decentralisation and regionalisation.
- **Transport and Connectivity:** operation of regional transport networks
- **Gender:** Women's participation in decision making at local government level need to be ensured.

- **Climate Change Adaptation and Disaster Risk Mitigation:** decentralised environmental governance.
- **Public-Private Partnership Scheme:** Utility companies under provincial administration, service provision under transport network is carried out under PPP programs

VIII. Intervention List

Policy	2009	2010	2011	2012	2013	Lead agencies
Policy 1: Establish Island, Atoll and City councils with the authority, autonomy and finances to plan and implement development policies according to the needs of the communities and establish seven regions in the country for decentralized administration						
Legislation and regulatory framework in place for local governance (the local government bill and local government elections bill and regulations that are to follow it)	X	X	X			Home Affairs, Majilis, AGO, Home Ministry, PO, all other ministries
Provide councils with adequate facilities and full autonomy to generate and utilize their own funds in addition to central government funding and the power to plan and implement development projects		X	X	X		Home Affairs, Majilis, AGO, Home Ministry, PO, MOFT,DNP,sectoral ministry, province offices and elected councils
Awareness on local governance (for government officials , media , general public etc)	X	X	X	X	X	Home Ministries/ Province Offices, Home Affairs, media, civil society
Develop local government operating framework and relevant Standard Operating Procedure (SOP) manuals	X	X				PO, Home Affairs, CSC, MOFT, DNP, all line ministries, civil society, province offices, elected councils



Policy	2009	2010	2011	2012	2013	Lead agencies
Sensitize and encourage communities to participate in establishing local government	X	X				Province Offices, Home Affairs, civil society, political parties, media, elections commissions, HRCM
Capacity building of local government officials and administrative staff		X	X	X	X	Home Affairs, Home Affairs,MOFT, DNP, training institutes, PO, CSC,HRC
Policy 2: Develop one administrative center and commercial center/s in all provinces in order to provide social and economic opportunities that would create a competitive environment.						
Identify administrative and commercial centers in the regions	X	X				PO, Home Affairs, MHTE, DNP, MoED, province offices
Encourage development activities (socioeconomic) in the identified centers	X	X	X	X	X	Province Offices, line ministries, civil society, private sector
Create a conducive environment for skilled workers and professionals to reside in their native island/ regions through creating economic and social opportunities	X	X	X	X	X	Province Offices, MoHA, MoHRYS, sectoral ministries, civil commission, home affairs

Policy	2009	2010	2011	2012	2013	Lead agencies
Enable economies of scale in provision of social and economic services through regionalization		X	X	X	X	Province Offices, MoHA, line ministries,
Create a mechanism and framework for development planning at regional level		X	X			DNP, all line ministries, PO, civil society, private sector
De-concentration of functions of line ministries to the provinces	X	X				PO, line ministries, province offices, PO
Policy 3: Engage civil society and private sector participation at local government level						
Strengthen civil society and private sector involvement in development and decision making		X	X	X	X	Province Office, MoHA, local councils, private sector, civil society
Create a conducive environment for civil society growth and mobilization	X	X	X	X	X	Province Office, Civil society, MoHA
Policy 4: Strengthen links between local functionaries and national authorities as a way to seek coordination in formulating and implementing national programs						
Establish system for intra-government coordination between central and local government	X	X				PO, Home Affairs
Develop a monitoring and evaluation mechanism		X	X			DNP, line ministries, province offices, PO, MoHA

ELIMINATING CORRUPTION

I.Background



GOOD
GOVERNANCE
Eliminating
Corruption

Corruption is a huge area of concern for the new government. Corruption and conflicts of interest, exacerbated by ineffective controls, lack of remedial actions and blurring lines between public office and private business, have been identified as one of the main impediments to social equity and pro-poor development. Therefore, to ensure equal opportunities for all Maldivian people, sustainable resource management and the equitable distribution of the benefits of the country's growth, the system of checks and balances needs to be improved, information needs to be more openly available and a more clear demarcation between public and private office is required. The lack of information on corruption and the existence of political corruption need to be taken into account.

The Maldives is in a median range in comparison to other SAARC[1] countries in the worldwide index for governance indicator under corruption in 2008[2]. Although the Maldives has improved in the World Bank Group's Control of Corruption Index, it was downgraded in the Regulatory Quality ranking. The World Bank views good governance and anti-corruption as important to its mission to alleviate poverty.

With the ratification of the current constitution (2008), democratic and transparent accountability is being strengthened via the establishment of several core integrity institutions such as the Anti-Corruption Commission and the Auditor General's Office. The Anti-Corruption Commission was established in 2008 and is an independent and impartial body whose is mandated to fight corruption and corrupt practices. The Auditor General's Office was established in January 2008 and is responsible for undertaking financial audits, performance audits, governance and regulatory audits and special audits of all government departments and state enterprises and ventures. Both the Anti-Corruption Commission and the Auditor General's Office report to the Parliament.

1 South Asian Association for Regional Cooperation

2 Maldives ranks at 38.9

As part of the integrity drive, the Republic of the Maldives has also signed the United Nations Convention Against Corruption (UNCAC), which defines a set of internationally agreed benchmarks for strengthening the national integrity institutions in the party states. These developments will require important societal change and adaptation. Today, a comprehensive strategy to tackle corruption at all levels of government and society is not available. There is also no tradition to involve non-state actors, the private sector, political parties, civil society, religious groups, the media, women, and youth in the debate on how to ensure an integrated and coordinated movement to enhance integrity in the public sector. With the change of government, high emphasis has been given to the involvement of civil society in combating corruption.

A thorough research or study to diagnose the level of corruption and the mechanisms to measure the disruption of corruption has not been undertaken yet. However, the work of analyzing the gaps that exists between the United Nations Convention Against Corruption (UNCAC) and the existing laws of State relevant to corruption is ongoing and it is expected to be completed in January 2010.

A Presidential Commission was also established on 16th May 2009 to investigate high level corruption relating to the former government and these investigations are still ongoing.

II. Constraints and emerging issues

1. Democratic consolidation including the promotion of integrity and accountability is an ongoing progress.

2. The institutional capacity building to promote integrity and establish and maintain independence of related institutions such as the Anti-Corruption Commission.

3. Lack of a complete and comprehensive definition of corruption in existing laws and existence of conflicts with other related laws and regulations giving rise to difficulty in defining corruption.

4. Lack of public education initiatives on corruption.

5. Lack of cooperation in combating corruption between private sector and government agencies and civil society.

6. Inadequate training in dealing with financial crimes and corruption in the judiciary.

7. Rapidly evolving nature of corruption through globalization and technological advances.



GOOD
GOVERNANCE
Eliminating
Corruption

III. Goals of the Sector

1. Combat and reduce the level of corruption.

2. Promote a culture of integrity and honesty within the public and private sector.

3. Protect society from the effects of corruption and restore the rights of those affected by it.

4. Empower the relevant institutions, society and the general public to combat corruption.

5. Pursue thorough action against those who commit acts of corruption.

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Make the Maldives a country free from bribery and similar corrupt practices.	P1	
Policy 2: Encourage the Anti-Corruption Commission to function as an independent institution that strives to realize its mandate and exercise its responsibilities.	P2	
Policy 3: Establish and implement preventive anti-corruption practices and procedures.	P4	

V. Institutional Framework

Leading Agency:

The President's Office: Responsible for overseeing the implementation of the government policies.

Anti-Corruption Commission: Independent institution responsible for combating corruption.



GOOD
GOVERNANCE
Eliminating
Corruption

Stakeholder Ministries and Sectors:

- **The Parliament**
- **The Judiciary**
- **Auditor General's Office:** Independent institution responsible for assessment of public funds, efficient and effective delivery of services
- **Ministry of Finance and Treasury:** Investigating financial resources
- **Civil Service Commission:** To monitor transparency and ethical behaviour of civil servants
- **Human Rights Commission of the Maldives**
- **Maldives Police Service:** Investigate corruption cases
- **Attorney General's Office:** Review and strengthen legislation
- **Prosecutor General's Office:** Prosecute corruption offenses
- **Ministry of Economic Development**
- **Ministry of Education**
- **Ministry of Civil Aviation and Communication/ National Centre for Information Technology (NCIT)**
- **Ministry of Tourism, Arts and Culture**
- **Capital Market Development Authority**

Local Governance System:

Ministry of Home Affairs, 7 Province Offices, Atoll Councils, Island Councils

Private Sector for service provision:

Private sector engagement will assist in promoting public awareness, strengthening best practices through sharing of experiences from the private sector

Non-Government:

MNCCI, NGO's (e.g. Transparency Maldives), Maldives Association for Tourism Industries (MATI), Maldives Association of Construction Industries (MACI), Law Association of Maldives and Labour Unions.

Cooperation with other external organizations

United Nations Office on Drugs and Crime (UNODC), International Association of Anti-Corruption Authorities (IAACA), World Bank, International Monetary Fund (IMF), United Nations Development Program (UNDP), Transparency International, Article 19, Commonwealth and other related International NGO's

VI. Legal Framework

Present Sector based Acts

- Constitution (2008)
- Anti Corruption Act (2000)
- Anti Corruption Commission Act (2008)
- Human Rights Act (2006)
- Public Finance Act (2006)
- Maldives Monetary Act (1981)

- Civil Service Act (2007)
- Employment Act (2008)
- Auditor General's Act (2007)

Required Sector based Acts



GOOD
GOVERNANCE
Eliminating
Corruption

- Right to Information Act
- Banking Act
- Anti-Money Laundering Act
- Witness Protection Act

The Anti-Corruption Commission Bill was ratified in September 2008. It seeks to establish an independent Anti-Corruption Commission to fight corruption headed by five members. The law establishes the responsibilities and the powers granted to the Commission. It also defines the qualifications of its members and the standards that should be observed by its members in carrying out their functions. The law also defines corrupt conducts. The Constitution requires the establishment of an independent Anti-Corruption Commission.

The responsibilities of the Commission include:

- Investigation of corruption complaints.
- Recommend for inquiry by other institutions and matters that need to be further dealt by the institutions.
- Recommend prosecution of offences that require prosecution.
- Conduct surveys and recommend measures to prevent corruption.
- Create public awareness on the debilitating effects of corruption.
- Promote honesty and integrity among public officials.

- To implement the Prevention and Prohibition of Corruption Act 2/2000 and to formulate and implement the necessary regulations under the Act.

VII. Cross-Cutting Themes and Programs Relevant to the Sector

- **Human Rights:** promote the right to protection from corruption
- **Decentralisation:** decentralise monitoring of corruption in the regions
- **Transport and connectivity:** improve access to services to combat corruption
- **Gender:** Eliminate gender responsive measures in eliminating corruption
- **Social Protection:** equitable education to protection from privatisation.
- **Private Sector Partnership:** Promote corporate social responsibility in combating corruption



VIII. Intervention List

Strategy	2009	2010	2011	2012	2013	Implementing Agencies
Policy 1: Make the Maldives a country free from bribery and similar corrupt practices						
Conduct studies to diagnose and to evaluate the scale of corruption in the Maldives	X	X				The President's Office, Anti Corruption Commission/ Transparency Maldives and other NGO's
Review and strengthen laws and regulations related to corruption according to international best practices and to avoid conflict of interest	X	X	X	X	X	The President's Office, Attorney General's Office, Anti Corruption Commission
Adopt and fully implement the United Nations Convention Against Corruption (UNCAC) in the Maldives	X	X	X	X	X	The President's Office, Attorney General's Office, Anti Corruption Commission
Provide all Integrity Commissions with the necessary budgets for conducting the operations of the office and staff training	X	X	X	X	X	The President's Office, Ministry of Finance and Treasury

Strategy	2009	2010	2011	2012	2013	Implementing Agencies
Establish relevant mechanisms for the protection of whistleblowers		X	X	X	X	Anti Corruption Commission, Attorney General's Office
Incorporate civic education and the values of integrity and honesty in the national curriculum so as to promote a culture of integrity and honesty	X	X	X	X	X	The President's Office, Anti-Corruption Commission, Ministry of Education
Policy 2: Encourage the Anti-Corruption Commission to function as an independent institution that strives to realize its mandate and exercise its responsibilities						
Support and assist the Anti-Corruption Commission in their investigations (within the parameters of the laws of the country) to pursue all cases of corruption brought to the institution's attention with a focus on asset recovery	X	X	X	X	X	The President's Office, Anti Corruption Commission
Investigate the embezzlement and misuse of state funds	X	X	X	X	X	Anti Corruption Commission, Maldives Police Service, United Nations Office on Drugs and Crime (UNODC)



Strategy	2009	2010	2011	2012	2013	Implementing Agencies
Strengthen the capacity and ensure adequate funding is available for the Anti-Corruption Commission to carry out its mandate through human resource development	X	X	X	X	X	Anti- Corruption Commission
Policy 3: Establish and implement preventive anti-corruption practices and procedures						
Ensure transparency in government functions, make government officials more responsible and accountable, develop a culture of information sharing in the public sector and ease procedures to obtain services such as permits	X	X	X	X	X	The President's Office, Anti Corruption Commission, National Centre for Information Technology
Facilitate the involvement of the media, NGOs and other Civil Sector groups to take an active role against state corruption	X	X	X	X	X	The President's Office, Anti Corruption Commission, Transparency Maldives and other related NGO's

Strategy	2009	2010	2011	2012	2013	Implementing Agencies
Promote public awareness on corruption through educational programmes	X	X	X	X	X	Anti- Corruption Commission and all government ministries
Promote and encourage investigative journalism through capacity building	X	X	X	X	X	The President's Office, Anti Corruption Commission and Ministry of Tourism, Arts and Culture, Transparency Maldives and other related NGO's
Utilize advanced technology for investigations against corruption		X	X	X	X	Anti Corruption Commission,, National Centre for Information Technology, Maldives Police Service

FOREIGN POLICY

I.Background



GOOD
GOVERNANCE
Foreign Policy

The foreign policy of the new government is founded on the principles of multilateralism enshrined in the UN Charter, and espouses the provisions laid down in the Conventions and Treaties to which it is party to, in the spirit of advancing peace and security. The Maldives follows a policy of international engagement with its foreign partners to achieve economic and environmental security. As a small and vulnerable state, the Maldives also focuses on strengthening diplomatic relations in aim of safeguarding its sovereignty and independence.

As a founder member of SAARC, the Maldives has focused on strengthening regional cooperation and maintaining regional stability. The Maldives is also a member of the Commonwealth through which it has actively worked to strengthen its commitment to human rights and democracy. At the same time, the Maldives is also a member of the Organisation of the Islamic Conference.

Since the election of the new Government, the direction of the foreign policy of the Maldives has put greater emphasis on commercial diplomacy with a view to promoting public-private partnerships and encouraging foreign direct investment into the country. This proposition is guided by the premise of a market-based approach to national development, wherein foreign policy serves a vital role in increasing trade and investment, rather than seeking aid and donor handouts.

More importantly, the transition to a liberal democratic state has opened up further opportunities to pursue a more proactive and progressive foreign policy. As a result, for the first time, Maldives is pursuing membership of the UN Human Rights Council, the UN Economic and Social Council and the UN Security Council.

Taking into account that foreign policy is an extension of, and support, domestic policy priorities, key areas of focus for the new Government are: democratic consolidation and promotion of human rights; climate justice and pursuit of a carbon-free future; international donor support for economic reform and development; improved consular services; with

the objective of fulfilling all obligations under relevant international treaties and conventions.

As a developing island nation, the Maldives recognizes the importance of establishing and sustaining sound diplomatic relations, through representations in regional countries and other strategic locations globally. The objective of the government has been to maintain a small and effective foreign service that is cost-effective and mission-oriented, and mobilize scarce resources to the economic and social development of the Maldives. Moreover, emphasis has been given to the promotion of international and regional cooperation through the goodwill of our ambassadors and consular representations.

II. Constraints and emerging issues

- The Ministry is faced with significant financial constraints that negatively impact its actual output. Simultaneously, the over-arching work of the Ministry results in intangible outcomes. As such, there is a need to mobilize resources to enable the Ministry to undertake a more serious and assertive role in the international arena.

- There is an urgent need to enhance human and technical capacity, with a view to increasing the number of trained personnel and experts in a number of specialist fields including law, climate change, human rights, policy analysis, and commercial diplomacy.

- There is a need for a monitoring and evaluation mechanism to measure the effectiveness of MFA's goals and strategies via academic institutions acting as think tanks. The lack of independent research institutes conducting foreign policy analysis also creates major shortcomings in objective policy analysis.



GOOD
GOVERNANCE
Foreign Policy

- Limited standardization of operational protocol of the Ministry and Missions has led to the wasteful utilization of the resources.

- Ministry is not being able to meet the public view and expectations of the Consular Services available, therefore more public awareness is needed about the types and limitations of the services offered by the Ministry and its missions abroad.

- The Maldives is set to graduate from LDC status by the end 2010. While LDC graduation presents, among others, a window of opportunity to attract more investments, it also poses the challenge of increased economic vulnerability due to loss of preferential trading terms and Overseas Development Assistance (ODA).

III. Goals of the Sector

A result-oriented international role has to be supported by appropriate principles, strategies and priorities. In the years leading to 2013, the Ministry will focus on goals and strategic objectives that will prepare the Foreign Service to efficiently and effectively address the challenges of the 21st Century.

1. Establishment of "Maldives International Foundation" as an advocacy group to strengthen Maldives interests internationally.

2. Making human rights, democracy, climate change key pillars of our foreign policy

3. Promote a proactive foreign policy with economic with commercial diplomacy as its main focus

4. Securing a non-permanent seat in the UNSC for 2018-2019 Session, Human Rights Council, and ECOSOC.

5. Safeguarding the Security of the Maldives through diplomacy and international engagement

6. Mobilize development assistance for sustainable socio-economic development of the country and ensure smooth transition of the country to a middle-income country by 2011

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Promote a proactive foreign policy with economic and commercial diplomacy as its main focus	P1,9, 10	
Safeguarding the Security of the Maldives through diplomacy and international engagement	P 2, 5, 8	
Strengthen relationship with our development partners and facilitate easier people to people contact	P 3, 5	
Mobilize development assistance for sustainable socio-economic development of the country	P 10	
Strengthen the implementation and reporting mechanisms of the conventions and treaties	P 4, 7	
Strengthen the institutional capacity of the Ministry and develop a Foreign Service Cadre		

V. Institutional Framework



GOOD
GOVERNANCE
Foreign Policy

Lead Agency for Sector:

Ministry of Foreign Affairs and Maldivian Missions Abroad

Stakeholder Ministries and Sectors:

The Ministry of Foreign Affairs coordinates with all line Ministries, most significantly with the Ministry of National Defense and Security, Ministry of Home Affairs, Ministry of Economic Development, Ministry of Finance and Treasury. In addition, the Ministry of Foreign Affairs coordinates with the United Nations Resident Coordinator's Office in the Maldives.

Regulating Body:

The Attorney-General's Office plays an advisory role wherein which it counsels the Government on the implication of activities attributing to the Maldives' foreign policy. The People's Majlis is the central legislative body that approves laws and regulations related to international agreements, treaties and conventions to which the Maldives are party to.

VI. Legal Framework

The Ministry of Foreign Affairs is currently in the final drafting stages of the Foreign Service Bill, which once passed in Parliament, will serve to protect foreign policy interests and provide the basis for the professionalization of the Maldives Foreign Service.

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights:** the Foreign Service has been sustaining and promoting human rights issues in the Maldives through collaboration with international organizations and national level actors.

- **Climate Change Adaptation**: the Foreign Service has a vital role to serve in highlighting the challenge of climate change, and advocating the concerns of Small Island developing states and climate vulnerable states at international fora.

- **Public-Private partnership:** with the current shift in focus to commercial diplomacy in the Maldives' foreign policy, the Foreign Service has an important role to serve in encouraging foreign direct investment into the Maldives to alleviate dependency on foreign aid.



VIII. Intervention List

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Policy 1: Promote a proactive foreign policy with economic and commercial diplomacy as its main focus						
Establish an Economic Affairs Division within the Ministry to coordinate promotion of trade and investment	x					MoFA
Initiate dialogue with partners to conclude prospective trade and investment agreements	x	x	x			MoFA
Hold dialogue with partners to gain increased access to markets for Maldivian products		x	x	x	x	MoFA, MED, MNCCI
Participate in Investment and Economic Forums	x	x	x	x	x	MoFA, MED, MNCCI
Host visits by prospective business and trade delegations	x	x	x	x	x	MoFA, MED
Conduct a background study on the existing and potential new opportunities for Maldives participation in international trade fairs		x	x			MoFA, MED, MNCCI

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Hold regular consultations with the local business community with a view to strengthen trade promotion services offered by the Foreign Service	x	x	x	x	x	MoFA, MED, MNCCI
Become party to OPIC(The Overseas Private Investment Corporation)		x				MoFA, MEDI
Conclude a working paper on the prospective credit facilities available for Maldivian business community			x			MoFA, MMA, MED
Hold dialogue with partners to gain access to key credit facilities for investors in Maldives			x	x	x	MoFA, MoFT
Undertake visits to strengthen cooperation with International Financial Institutions	x	x	x	x	x	MoFA, MoFT, MMA
Review and re-align the work of Maldivian missions accredited to foreign countries to promote trade and investment	x	x				MoFA
Make information on business opportunities readily available at all missions abroad	x	x	x	x	x	MoFA



Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Submit a resolution to ECOSOC calling the CDP to make a review on making the SIDS category more effective in terms of aid received	x	x				MoFA
Policy 2: Safeguarding the security of the Maldives through diplomacy and international engagement						
Host a conference on counter terrorism in the Maldives		x				MoFA, MPS, MNDF
Participate in International Conferences on combating terrorism		x	x			MoFA, MPS, MNDF
Host a Conference in the Maldives on Climate Change focusing on the most vulnerable countries		x				MoFA, MHTE
Engage in dialogue with Neighboring countries to increase safety in Maldivian Waters	x	x	x	x	x	MoFA, MNDF, MHTE
Campaign to secure a seat in the UN Human Rights Council 2010-2013	x	x				MoFA

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Hold the SAARC Summit in Maldives in 2011			x	x		MoFA, All key Stakeholders
Hold Briefing Sessions with the line Ministries related to SAARC activities	x	x	x	x	x	All the Line Ministries
Facilitate to host key SAARC Meetings in the Maldives	x	x	x	x	x	MoFA
Study and analyze Maldives entry into other regional organizations			x			MoFA
Facilitate Maldives membership to the Indian Ocean Tuna Commission		x				MoFA, MFishAgri
Campaign to secure a seat in UN Economic and Social Council 200-2013	x	x				MoFA
Campaign to secure a seat in UN Security Council 2019-2020	x	x	x	x	x	MoFA



Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Policy 3: Strengthen relationship with our development partners and facilitate easier people to people contact MoFA						
Hold regular consultation forums to brief the general public and the members of the Peoples' Majlis	x	x	x	x	x	MoFA, Parliament, NGOs
Upload visa information on MFA website and prepare leaflets on visa information	x	x	x	x	x	MoFA
Open an Embassy in Washington D.C.					x	MoFA
Open an Embassy in Moscow					x	MoFA
Sensitize media personnel on foreign policy	x	x	x	x	x	MoFA, Media
Identify key countries to request for visa waiver		x				MoFA
Sign visa waiver agreements with identified countries		x	x	x	x	MoFA

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Initiate dialogue with strategic partners to establish diplomatic representation in the Maldives	x	x	x	x	x	MoFA
Coordinate allocation of land to foreign missions in the Maldives				x	x	MoFA
Replace foreign nationals appointed to the diplomatic posts in the Maldivian missions abroad by local carrier Foreign Service Officers					x	MoFA
Facilitate the implementation of the existing agreements and sign new cooperation agreements in the area of Education, Culture, Sports and Science and Technology	x	x	x			MoFA, MOE, MTAC, MHRS, MCA
Work closely with regional partners and neighboring countries to combat drug trafficking.	x	x	x	x	x	MoFA, MNDF, MHA
Establish Maldives International Foundation				x		MoFA,



Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Policy 4: Mobilize development assistance for sustainable socio-economic development of the country (Summarizing policy 10)						
Hold a conference in Maldives on LDC graduation for SIDS		x				MoFA, MED, MoFT
Develop a LDC Smooth Transition Strategy	x	x	x			MoFA, MED, MoFT, MFishAgri
Undertake donor sensitization missions to key donor countries	x	x	x	x	x	MoFA
Host visits/delegations from donor agencies/countries to further strengthen partnerships	x	x	x	x	x	MoFA
Organize and convene the Maldives Partnership Forum	x	x	x	x	x	MoFA
Include NGOs in donor conferences	x	x	x	x	x	MoFA
Become a signatory to Paris Declaration on Aid Effectiveness		x	x			

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Policy 5: Strengthen the implementation and reporting mechanisms of the conventions and treaties (Summarizing policies 4, 7)						
Compile and submit regular treaty report under ICCPR	X	X	X	X	X	MoFA
Engage with key stake holders and facilitate necessary activities to identify continental shelf of the Maldives under the Convention of the Law of the Sea and submit the report to the UN.	x	x				MoFA, MFishAgri, MNDF
Develop a mechanism to compliance with the Maldives human rights obligations		X				MoFA, MHRC
Continue consultation with key government agencies, Standing Committee and civil society on the status of implementation of the treaty obligations and preparation of reports.	X	X	X	X	X	MoFA, MHRC, NGOs
To acceded to all conventions related to organized crime	x	X				MoFA, MNDF, MHA

GOOD
GOVERNANCE
Foreign Policy

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Policy 6: Strengthen the institutional capacity of the Ministry and develop a Foreign Service Cadre						
Develop the foreign service act	x	x				MoFA
Provide specific skills development training (commercial diplomacy, policy analysis etc) for the Staff		x				MoFA
Establish HR training program and Foster a knowledge-based work organization		x	x			MoFA
Establishing key annual targets		x	x	x	x	MoFA
Review and revise the allowance package offered to Foreign Service Officials	x	x				MoFA

Sector Policies	2009	2010	2011	2012	2013	Implementing/ stakeholder agencies
Establish a standard operational protocol for the Ministry and missions abroad		x	x			MoFA
Undertake an assessment of the Ministry's current Information and Communication Technology and Improve ICT where necessary	x	x				MoFA



Social Justice

Protection of Islamic Faith

Benevolent State (Social Protection)

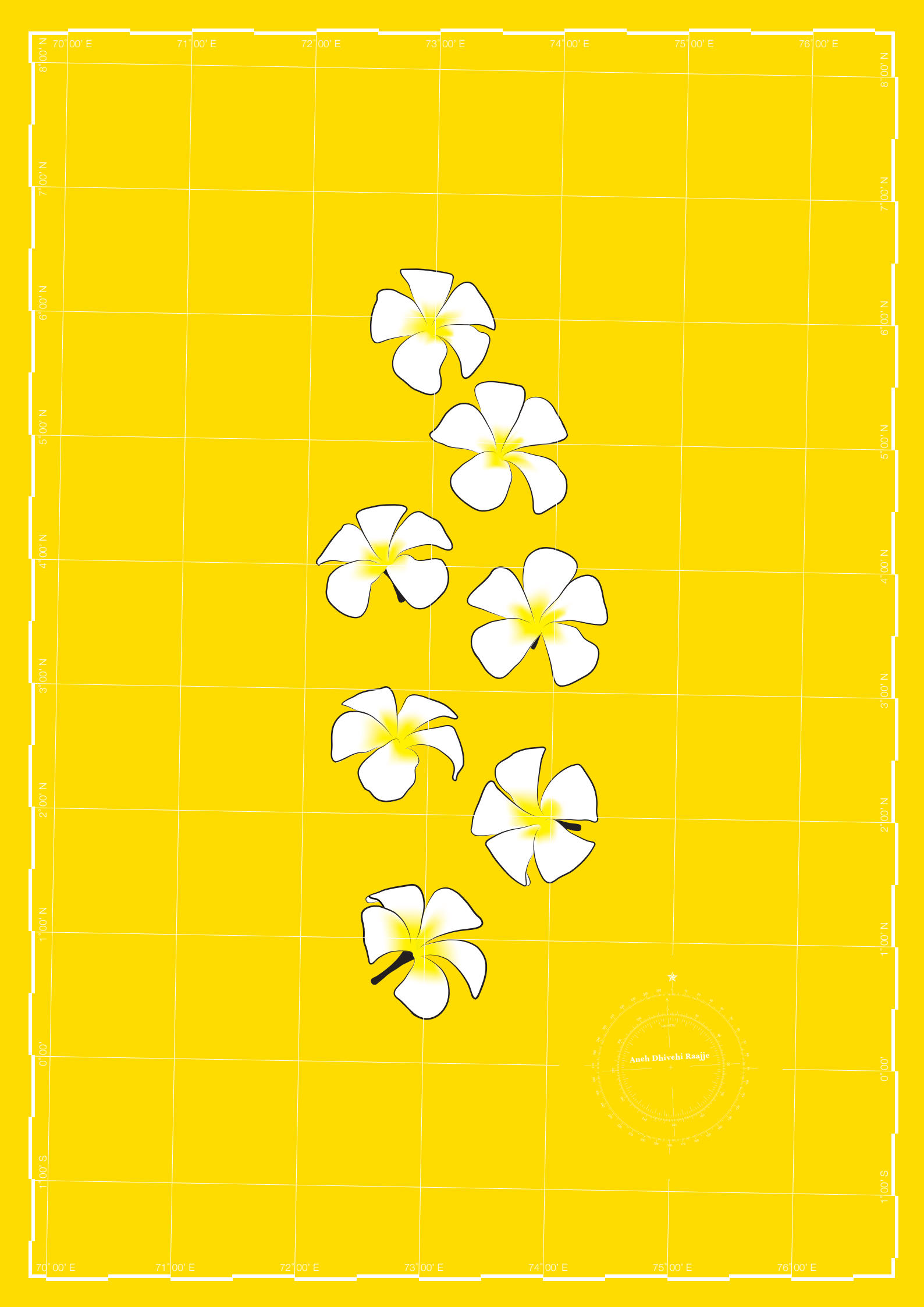
Education

Youth Development

Sports

Strengthening Family Ties (Child & Family Protection)

Information, Arts and Culture


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

PROTECTION OF ISLAMIC FAITH

I.Background



SOCIAL JUSTICE
Protection of
Islamic Faith

The Maldives is an independent, democratic republic based on the principles of Islam. In November 2008, a cabinet post was designated to the Ministry of Islamic Affairs by the government. The mandate of the

The Government created an independent

romoting moderate Islam, tolerance and respect for diversity and cultural differences through information, education and communication is thus the aim of the policy.

II. Constraints and Emerging Issues in the Sector

- Lack of adequate and independent moderate religious scholars
- High cost of transport between the islands that limit outreach programs.
- Lack of funds for infrastructure projects such as the construction of mosques
- Transnational activism from religious activist groups
- Lack of tolerance and degeneration of Islamic values
- Extra judicial marriages of minors and non-registration of children at birth.
- Ineffective incorporation of Islamic principles in the national curriculum.

III. Goals of the Sector

1. Sustain religious unity in the country
2. Develop appreciation of Islam amongst the general public
3. Mobilize technical and financial support from other countries and international Islamic institutions. Mobilize resources from national donors to support infrastructure.



SOCIAL JUSTICE
Protection of
Islamic Faith

4. Create opportunities for an adequate number of qualified religious scholars in the Maldives.

5. Incorporate Islamic values and principles in the national curriculum.

6. Eliminate violence against women, domestic violence and child abuse through information, communication, and education.

7. Prepare and publish Islamic literate to promote religious understanding.

8. Strengthen the Islamic social welfare programs to eradicate poverty and promote fundamental rights, especially of children, women, and elderly and special assistance persons.

9. Eliminate religious extremism through information, communication, education and transnational partnerships.

IV. Key Sector Policies

Policy	**Manifesto linkage**	**Other directives**
Policy 1: Eliminate religious extremism in the Maldives	S1, L5, L8	
Policy 2: Promote moderate Islam, tolerance and respect for diversity and cultural differences through information, education and communication.	S6, S5, S4	
Policy 3: Promote human rights and democracy	S8, L5	
Policy 4: Conduct programs pertaining to religious matters	L7	
Policy 5: Mainstream moderate Islam into the national curriculum	S2, S3, L1 , L2, L3, L4	

Policy	Manifesto linkage	Other directives
Policy 6: Promote social justice through strengthening of the Islamic welfare system/programs		Social Protection sector of the manifesto
Policy 7: Expand private sector participation and foreign investments in the protection of Islamic faith.		

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Islamic Affairs

Regulatory Body:

Fiqh Academy

Stakeholder agencies:

- Ministry of Education
- Ministry of Health and Family
- Ministry of Human Resources, Youth and Sports
- Ministry of Home Affairs
- Private Sector, NGOs

These stakeholders represent an important factor in the formulation of this strategy.

Moreover, decision making in the Ministry must be made within the consultative frameworks of discussions, as much as possible.

Local Governance System:

Provinces, Atoll and Island Councils



SOCIAL JUSTICE
Protection of
Islamic Faith

Cooperation with other external organizations:

Organisation of Islamic Countries

Raabidhathul Islamiyya

VI. Legal Framework:

- The Protection of Religious Unity Act (Law No. 6/94)
- Bill on *zakat*
- Bill on *waqf*
- Bill on *halal* certificates

VII. Cross-cutting Areas Relevant to the Sector

- **Human Rights/Gender/Social Protection:** Promote human rights through the use of Quran, hadhith and Islamic values promoted in them.

- **Environmental protection:** Conservation and protection is highly prioritized in Islam. Religion can be used to build a resilient community by creating awareness on Islam and conservation.



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 1: Eliminate religious extremism in the Maldives. (S1, L5, L8)						
Address specific religious disputes through scholarly discussions in the Fiqh Academy and dissemination of moderate Islamic dictates.	X	X	X	X	X	Min of Islamic Affairs; Figh Academy
Information, communication and education of moderate Islam through educational programs and media.	X	X	X	X	X	MIA, MOTAC; MNBC and other private media organizations
Identify and seek scholarships from recognised Islamic institutions to train moderate Islamic scholars.	X	X	X	X	X	MOFT, MOFA; Maldives College of Higher Education
Invite recognised international scholars/moderate Islamic institutions to hold scholarly conferences/seminars to address transnational religious extremism.		X		X		MOFT, MOFA; MNDF
Monitor religious scholarship in the Maldives.	X	X	X	X	X	MOE, MoIA, Police Services

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 2: Promote moderate Islam, tolerance and respect for diversity and cultural differences through information, education and communication. (S6, S5, S4)						
Develop and produce Islamic literature in Dhivehi language.	X	X	X	X	X	MOTAC, MoIA
Conduct research on socio-religious issues for timely and informed decision-making.		X	X	X	X	MoIA; Maldives College of Higher Education
Inculcate Islamic values and principles in society.	X	X	X	X	X	
Policy 3: Promote human rights and democracy. (S8, L5)						
Information, Communication and education of moderate Islam through educational programs and media.	X	X	X	X	X	MIA, MOTAC; MNBC and other private media organizations
Promote activities to prevent discrimination against women in the name of Islam.	X	X	X	X	X	MoIA; MoHF



Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 4: Implement programs pertaining to religious matters. (L7)						
Information, communication and education of moderate Islam through educational programs and media.	X	X	X	X	X	MIA, MOTAC; MNBC and other private media organizations
Address immediate and emerging issues on a continuous basis to prevent religious extremism.	X	X	X	X	X	MoIA; Police, Home Affairs
Launch and develop an Islamic TV channel		X	X	X	X	MoIA; MNBC
Produce media material on moderate views in Islam.		X	X	X	X	MoIA; MNBC
Policy 5: Mainstream moderate Islam into the national curriculum. (S2, S3, L1 , L2, L3, L4)						
Incorporate Islamic values and principles in all stages of the new national curriculum.	X	X				MoIA; MOE
Provide specialised training to further develop religious educators to promote effective teaching of Islam and Quran at all levels.	X	X	X	X	X	MoIA; Center for the Holy Quran

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Include Quran recitation into the secondary level curriculum.	X	X				MoIA; MOE
Policy 6: Promote social justice through strengthening of the Islamic welfare system/programs.						
Enact the necessary legislations (Zakat, Waqf, Halal certificates, religious unity) to		X	X			MoIA/AG
Develop and expand outreach of Islamic social welfare programmes to reach the most vulnerable.	X	X	X	X	X	MoIA; MOFT
Policy 7: Expand private sector participation and foreign investments in the protection of Islamic faith.						
Establish a donor fund to raise finance for the development of mosques.	X	X	X	X	X	MoIA/ MOFT; Donor Agencies
Conduct a qualitative study to understand the needs to establish mosques in the country.		X	X			MOFT/MoIA/MOHA
Construct and maintain mosques supported by donors.	X	X	X	X	X	MHTE/MOHA/MOFT

BENEVOLENT STATE (SOCIAL PROTECTION)

I.Background



SOCIAL JUSTICE
Benevolent State
(Social Protection)

The government has embarked on a policy of transforming the current fragmented social safety net programs into a comprehensive social protection system, ensuring fiscal sustainability and effectiveness of social assistance to those most vulnerable to enable them to live a life of dignity. Difficulties remain on the extent of their financing, and in their implementation, most often due to a lack of a coherent regulatory and legislative framework, and human resources. In the context of Maldives, the social protection policy will be geared towards inclusion that will close the gap in access to social services and meet the basic needs deficits among the poorest sections of the populations; preventive measures in the face of contingencies and promotional and transformational measures to provide trajectories out of poverty. A rights based approach will be used in designing interventions with the aim of achieving MDGs with equity.

Over the last few years, the Maldives has achieved admirable progress on many fronts. Millennium Development Goals at an aggregate level have been attained, such as universal primary school enrollment, reductions in child mortality, reduction in maternal mortality by 75%, and the provision of universal access to maternal care. With the highest per capita income in South Asia at $2,837[1] in 2007, the country is expected to graduate from its current LDC status in 2011.

However, the recent political transitions and institutional change, volatile external economic shocks[2] and daunting environmental problems have introduced new and challenging issues and magnified internal socio-economic pressures. This has intensified inequality and high child malnutrition as well as new social problems like high unemployment, high living costs and narcotic and substance abuse. Social exclusion may be a growing problem that can threaten the cohesive fabric of Maldives.

National level data tends to mask persisting income and

1 1995 constant prices, (Dept. of National Planning, 2007)
2 Financial crisis and food and fuel price volatility

social disparities that pose a significant barrier to poverty alleviation and development. Access to education up to grade 10 increased to two thirds of the population, but 20 percent of the atoll population lives on islands that do not offer education up to grade 7[3]. Although access to basic health care has improved, 21% of the island population cannot always obtain medicines when required. In the atolls, around seven percent of the population reported problems related to food security[4]..

The elderly population has increased from 3.8% in 2000, to 5.3% of the population in 2006. The population above the age of 65 is expected to increase significantly starting from 2025, when the first of the baby boom generation reaches age 65. The need for state assisted institutional care has increased[5].

Disability prevalence rates show that 8.1% individuals have either temporary or permanent problems. 4.7% have more severe, permanent functional limitations or disabilities. For those islands where all the households were covered the prevalence rates varied between 9% and 11.8%[6].).

The expatriate workforce more than doubled between 2004 and 2008[7]. Construction and tourism are the main industries where expatriate employment is highest. Forty percent of the expatriate workers registered in the country at the end of 2009 fall in the professional jobs category while 60 percent comprises of semi skilled and unskilled workers. At the same time, increasingly high rates of unemployment and underemployment among Maldivian youth, women, and those living in the atolls, pose major concerns. Job creation in the economy was unable to keep pace with the growth in the working age population during the years 2000 to 2006. Even with the increased labor force participation rates during the period, it still resulted in an increase in the unemployment rate[8]. During the period 2000 to 2006, the age 10-15 cohorts transited into working age, resulting in a huge expansion of

3 Children with disabilities are also largely excluded from the mainstream education system

4 Many households in Male' also reported more frequent shortages of food, but these were generally due to adverse fluctuations in income and short-term market factors rather than a systematic lack of supply.

5 This is reflected in the number of cases reported to the Department of Gender and Family Protection Services on the Ministry of Health and Family.

6 Resembles the WHO estimates of 5-10% (Disability Screening Survey Preliminary Report, Handicap International, 2009

7 Expat workforce amounted to 38,413 in 2004 and increased to 80,839 by 2008 (Statistics, Ministry of Human Resources Youth and Sports)

8 Unemployment rate increased from 10.2% in 2000 to 14.4 % in 2006



SOCIAL JUSTICE
Benevolent State
(Social Protection)

the working population[9]. Unemployment rate is highest for those new labor market entrants between 15-19 years of age, who lack the requisite skills and work experience.

In the past, social protection and safety net interventions have been fragmented. They include, an Absolute Poverty Scheme (APS) given to highly vulnerable individuals assessed to be below national poverty levels based on an income test; an allowance for the legally blind; support to obtain medical care locally and abroad; assistive devices for the disabled; medications for the mentally ill, and, assistance to obtain school materials and fees for children. Targeted assistance for food and basic needs were also provided to tsunami victims[10]. The State also provides institutional care for the vulnerable, orphans, abandoned children, elderly and mentally disabled persons. Moreover, a Social Health Insurance Scheme covering government employees, senior citizens, government pensioners and retirees and all the beneficiaries of absolute poverty scheme was initiated in 2008 with the aim to achieve universal coverage by the end of 2010. A senior citizens allowance scheme was introduced in early 2009. In addition, retirement benefits are provided to the government employees on completion of 20 years of service. With the enactment of Maldives Pensions Law in May 2009, these allowances have been replaced by a universal basic pension to people over 65 years of age and the retirement pension scheme.

Labor market interventions contributing to social protection such as skills training programs were initiated in 2004 and included vocational training for young people and targeted skill building for women; establishment of job centers in selected islands to combat labor market rigidities, and measures to control the exponential increase in illegal expatriate employment. However, income shocks from unemployment remain a significant threat in the absence of a viable unemployment insurance scheme for those in formal employment. Moreover, the informal sector, mainly engaged in agricultural activities in some islands, continues to suffer from a complete lack of any formal social protection.

Other commitments made in relation to the social sector, include efforts aimed at inclusiveness, gender participation and youth development: a `minimum social floor' has been

9 Working population expanded from 55% in 2000 to 63% in 2006

10 These state funded support systems are often complemented by informal sources of assistance from family and community.

adopted by the Government and a new social protection agency has been established with a mandate to care for the well-being and rights of the vulnerable and poor, especially the elderly

In light of the recent 3F crises[11], poverty and vulnerability of the population is expected to worsen. As individuals and families move in and out of poverty frequently, the effects of the crises are likely to aggravate the fear and anxiety of the low income groups to meet their daily basic needs. Hence, effective social protection measures including a minimum social protection package are crucial at this juncture to prevent a large proportion of the population falling into poverty.

II. Constraints and Emerging Issues

- National social safety net schemes remain piecemeal and ad hoc, leading to inequitable allocation of benefits for vulnerable groups in remote islands. The various causes and manifestations of socio-economic insecurity are not addressed and programs often overlap. Moreover, there is no mechanism in place for income verification and vulnerability assessment to be conducted through a right based and gender sensitive approach. This complicates the effectiveness of any income or asset transfer mechanism.

11 Rapid fluctuations of population dynamics in the Maldives



SOCIAL JUSTICE
Benevolent State
(Social Protection)

- Although abject poverty is low, transient poverty and vulnerability still remains an issue. This is further aggravated by the environmental and climate change risks faced by the country, as was observed in the Tsunami disaster of December 2004. The geographical spread of islands poses serious constraints in equitable cost effective social service provision and is a major challenge in implementing and monitoring social safety net programs. The presence of a large informal sector further complicates the targeting and coverage of social insurance and assistance schemes for the vulnerable as they are disproportionately clustered in this sector.

- With the increase in the country's elderly population, more people over 65 years of age are being abandoned[12]. The reported cases of neglect and requests for state assisted institutional care have increased[13]. However, there is no law on elderly and little research has been carried out in this area. Secondly, it can be observed from reported cases that narcotic-abusing parents increasingly abandon and abuse their young children. This is coupled with an increasing proportion of single mothers raising their children with minimal or no financial assistance. Moreover, the risk of abuse and violence towards the elderly, and those with disability is high and needs special assessment and response. And with an increase in the number of people with disabilities requesting for financial and other assistance, there is yet no existing disability assistance scheme and a mechanism to address these needs.

- Job creation in the economy is unable to keep pace with the growth rate in the working age population and skill development programs are not able to create the supply of trained people to meet the demands of employers.

- Professional and technical capacity is limited in the areas of social work, social health insurance and social protection.

- Geospatial properties make service delivery difficult.

12 The population over 65 years of age is expected to increase significantly starting from 2025, when the first of the baby boom generation reaches age 65.

13 This is reflected in the number of cases reported to the Department of Gender and Family Protection Services, MoHF

III. Goals of the sector

1. Establish a social floor (minimum social protection) to lay down the foundations of a system that is preventative (against poverty shocks), promotive (expand opportunities) and transformative (cohesion).

2. Ensure the sustainability of social protection expenditures.

3. Ensure protection from uninsurable social risks for the most vulnerable and facilitate social risk management to increase social cohesion.

4. Reduce welfare dependency, provide incentives and increase economic competitiveness

IV. Key sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Establish a social protection system that is preventive, promotive, and transformative.	P1, 2 &3, S1, 3, 4, 5, 6, 7& 8, L 1, 4 & 7 P 2, S 5	
Policy 2: Ensure the sustainability of social protection expenditures	P4, S1 P4, S1	
Policy 3: Provide protection from uninsurable social risks for the most vulnerable and facilitate social risk management to increase social cohesion	S2 S5, L2 P1, S3	

Policy	Manifesto linkage	Other directives
Policy 4: Facilitate a conducive labour market environment for fair, safe, independent and fulfilling lives free from poverty	L1 L3 P1, 2, 4, 6 & 7, S1, 7 & 9	



SOCIAL JUSTICE
Benevolent State
(Social Protection)

V. Institutional Framework

Lead Agency for Sector:

- **Ministry of Health and Family, National Social Protection Agency:** national social protection policy and programmes
- **Ministry of Human Resources, Youth and Sports:** labour market policy development and regulations
- **Maldives Pension Administration Office (MPAO):** Implement basic and retirement pension scheme standards

Regulatory Body:

- **Capital Market Development Authority (CMDA):** regulates the Retirement Pensions Scheme
- **Maldives Monetary Authority (MMA):** regulates the provision of insurance nationally;
- **Labour tribunal**
- **Labour Relations Authority**

Stakeholder Agencies and Sectors:

- **Ministry of Health and Family's relevant departments and institutions:** Department of Gender and Family Protection Services, Medical welfare services; Department of Drug Prevention and Rehabilitation; Maldives food and drug Authority; Health care institutions
- **Ministry of Finance and Treasury:** sustainable financing of social protection expenditure
- **Ministry of Education:** inclusive education for all
- **Ministry of Islamic Affairs:** support financing of social protection expenditure (Zakat revenue)
- **Department of National Planning:** National statistics and Monitoring
- **Department of National Registration:** data management of the National Registration System
- **NCIT:** e government link to all levels of governance
- **Human Rights Commission Maldives:** As a monitoring body on all human rights issues
- **Maldives Police Service**
- **Civil Society:** CBOs, NGOs and working for rights and service provision

Local Governance System:

Ministry of Home Affairs, Provinces, Atoll and Island Councils: administer the social assistance and insurance schemes

Private Sector Involvement:

Private Hospitals and Clinics; Pharmacies and Opticals; Insurance Companies; Maldives Post Limited; banks; private companies; telecom operators

Co-operation with other External Organizations:

UN Agencies, World Bank, IMF, ADB, IDB, ILO, Handicap International, Commonwealth Secretariat and Colombo Plan and other bilateral partners.



SOCIAL JUSTICE
Benevolent State
(Social Protection)

VI. Legal Framework

- Maldives Pensions Law;
- Disability Act (to be passed by the Parliament);
- Employment Act;
- Laws on social protection, on health insurance, and on the elderly need to be formulated and enacted.
- International Conventions including UNCRPD (to be endorsed by the Parliament); ICESCR; CEDAW; CRC

VII. Cross-Cutting Areas Relevant to the Sector

- **Human Rights:** Reduce vulnerability and inequality within the population. Affirmative actions to reduce vulnerability across all vulnerable/disadvantaged groups will be taken during implementation.
- **Decentralization:** De-concentration of social protection services
- **Transport and Connectivity:** easy accessibility and mobility to access social protection services
- **Gender:** targeted social protection programmes for women
- **Social protection:** to provide pensions and health insurances for all employees
- **Private Sector Partnership:** Promote insurance and social protection in private sector employment



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Establish a social protection system that is preventive, promotive and transformative						
Develop and implement legislation on social protection		x	x	x	x	Ministry of Health and Family; AGO, MOFT, Parliament, civil society
Establish mechanisms to implement the provision of the social protection law		x	x	x	x	Ministry of Health and Family; MOFT, DNR, DNP
Develop and establish a 'minimum social protection package', basing it on age, disability, gender and location disaggregated realities of Maldivian citizens	x	x	x	x	x	Ministry of Health and Family; NSPA, DNP, MOFT, MOE, MHRYS, MPAO
Strengthen the delivery mechanisms of social assistance to reduce wastage and increase efficiency, access and equality		x	x	x	x	Ministry of Health and Family; NSPA, DNP, MOFT, MOE, MHRYS, MPAO Banks, Telecom Operators, Civil Society

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish a data management system that will enable monitoring and evaluation of the social protection programme, linked to national registration and other national statistical information systems		x	x	x	x	Ministry of Health and Family; NSPA, DNR, DNP, NCIT
Develop community capacity for effective delivery of the social protection system		x	x	x	x	Ministry of Health and Family; MHRYS, MOFT, Civil society, MOHA
Develop and implement legislation on social health insurance	x	x	x	x	x	Ministry of Health and Family; AGO, MOFT, Parliament
Expand coverage of basic health insurance scheme to all segments of the population	x	x	x	x	x	Ministry of Health and Family; NSPA, Health care institutions, DNR, Telecom Operators, CSCs, MOFT, Insurance companies
Broaden health insurance coverage to include health care institutions of neighbouring countries		x	x	x	x	Ministry of Health and Family; NSPA, Health care institutions abroad, DNR, Telecom Operators, Insurance companies



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish a data management system that will enable monitoring and evaluation of the health insurance scheme, linked to national registration and other national statistical information systems and develop capacity for effective management	x	x	x	x	x	Ministry of Health and Family; NSPA, DNR, DNP, NCIT, MHRYS, MOFT
Implement legislation on pension including setting up mechanisms to execute the old age basic pension and the retirement pension, including mechanisms for payment of benefits and annuities	x	x	x	x	x	Ministry of Health and Family; AGO, MOFT, MPAO, Parliament,CMDA, MMA, Insurance Providers, NSPA, DNP, MOFT, MHRYS, Banks, Telecom providers
Expand coverage of retirement pension to formal private sector and the informal sector	x	x	x	x	x	Ministry of Health and Family; NSPA, DNP, MOFT, MHRYS, Banks, Telecom Operators, MPAO
Provide bachelor and family accommodation to MNDF personnel		x	x	x	x	MNDF; MHTE
Establish MNDF run Medical Facilities in Male and in Area Commands for MNDF personnel and their families		x	x	x	x	MNDF; MFA/ Indian Govt

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Provide Medical Insurance to MNDF Personnel					x	MNDF
Implement community based IYCF and nutrition programmes (Refer to Policy 1 of Health Sector Action Plan)	x	x	x	x	x	Ministry of Health and Family
Policy 2: Ensure the sustainability of social protection expenditures						
Establish a social security fund to insure social protection expenditure against economic shocks		x	x	x	x	Ministry of Health and Family; NSPA, MMA, MOFT, Banks, MOIA
Develop and establish linkages with a progressive taxation system (Refer to Governance sector action plan)						Ministry of Finance and Treasury; MMA
Develop and establish a national targeting mechanism for social protection expenditure	x	x				Ministry of Health and Family; NSPA, DNP, DNR
Minimize the burden on state to support the welfare of MNDF troops and their families by developing SIFCO as a strategic partner in the Development of MNDF				x	x	MNDF; SIFCO



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop linkages with information/data sources to strengthen verification and monitoring	x	x	x	x	x	Ministry of Health and Family; NSPA, DNP, MOFT, MHRYS, Banks, NCIT, Telecom operators
Develop community capacity for effective delivery and monitoring of the targeting mechanism	x	x	x	x	x	Ministry of Health and Family; MHRYS, MOFT, Civil Society, MOHA
Policy 3: Provide protection from uninsurable social risks for the most vulnerable and facilitate social risk management to increase social cohesion						
Formulate and develop legislation on the elderly		x	x	x	x	Ministry of Health and Family; AGO, MOFT, Parliament, civil society
Conduct qualitative and quantitative survey on the current situation of the ageing population		x				Ministry of Health and Family; Civil Society, DNP

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish state care institutions including after care programs (age-appropriate and gender segregated) and community rehabilitation in selected locations for abandoned and maltreated children, elderly and persons with disabilities and a shelter for abused and disaffected children	x	x	x			Ministry of Health and Family; MHTE, MOHA, HRCM, AGO, NSPA, Civil Society
Strengthen the legislative framework for alternative care	x	x	x			Ministry of Health and Family; AGO, Law Commission
Establish effective aftercare and reintegration services and ensure an unbroken continuum of service for addicts seeking treatment		x	x	x	x	Ministry of Health and Family; Civil society, community
Develop and implement National, Provincial, and Atoll level response plans for disaster management and mitigation and inform the public about hazards through establishment of national early warning system and making public information on natural disasters available online						MHTE; MET, NDMC, MNDF, MOHF, MOTAC, MOCAC, MOHA, Civil Society, HRCM



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Facilitate a conducive labour market environment for fair, safe, independent and fulfilling lives free from poverty						
Establish job centres at island and provincial level, and train staff for the job centres	x	x	x	x	x	MHRYS; MOHA, Civil Society
Provide career guidance and conduct entrepreneurship training and programmes designed to increase labour market participation	x	x	x			MHRYS; NCGC, MOED
Conduct training courses in different occupations			x	x	x	MHRYS; Civil Society, NCGC, Private Sector
Develop the Occupational Health and Safety Act and establish, implement and regulate a monitoring mechanism to ensure adherence to health and safety regulations			x	x	x	MOHF, MHRYS; AGO, MOHF, MHTE, MOCAC, MOTAC, MOED
Formulate a model to establish minimum wage				x		MHRYS; Civil Society, Industries and Private Sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop provision for child care facilities for working parents		x	x	x	x	MOHF; MHRYS,
Develop loan schemes for vulnerable groups to start small businesses		x				MOED; MHRYS, Private Sector, Banks
Establish the 'Women's Economic Development Fund' to support training for women in developing skills needed for better employment opportunities			x	x	x	MHRYS; Civil Society, Private Sector
Further develop the TVET system to address labour market needs through the establishment of a TVET Authority	x	x	x	x	x	MHRYS; Civil Society
Develop and implement job shadowing programmes for replacement of expatriates, with priority given to youth, in collaboration with employers		x	x	x	x	MHRYS; Private Sector

EDUCATION

I.Background



SOCIAL JUSTICE
Education

The new government is committed to sustain the progress made in relation to education while facilitating educational provisions at the regional and local level as a human right. The Maldives has succeeded in achieving the Millennium Development Goal (MDG) of providing universal primary education and furthermore achieved a literacy rate of nearly 98 percent.

Over the last decade, the government has expanded the sector considerably, and established secondary schools in the Atolls. Moreover, in recognition of the right to education, the government also took steps to provide education free of charge for all children in the Maldives. This included the provision of free books, stationery and payment of exam fees in secondary and higher secondary examinations. In previous decades the focus on education sector has been to increase access to education, and now there is an urgent need to improve the quality of primary and secondary education. One major reason for the low quality of education is that nearly a quarter of teachers are untrained.

Vocational and technical education was introduced in schools in 2006, but a strategic approach to development was not formulated. Hence, skills training in technical and vocational education are recognised as a priority area of focus for the future. The current education system in the Maldives also needs to strengthen the preparation of students for the labour market.

Secondary education is offered in 168 schools. However, given that all schools do not offer all academic subjects, a significant percentage of students choose to follow the commerce stream while the development of science and arts subjects are neglected. The net enrolment percentages are low; 67.3 percent for lower secondary (67.0 percent female and 67.8 percent male) and 5.9 percent for higher secondary (5.7 percent female and 6.1 percent male)[1]. Twenty-seven schools in 15 atolls offer higher secondary education in the country. However the low enrolment rate is an illustration of

1 Ministry of Education, March 2008

the limited access to higher secondary education.

Due to the limited opportunities for higher education, a significant number of students live away from their families to pursue higher secondary as well as tertiary education with the lack of a university in the country further reducing access to higher education. The ratio of males with degree level qualifications to females reduced from 4.2 in 1990 to 1.7 in 2006.

The government began establishing classes for children with special needs in 2006 with a vision to set up by 2010, at least one school in each atoll for children with special needs. Currently 11 schools across the Maldives accommodate approximately 184 children with special needs, of which 3 are in Male'.

II. Constraints and emerging issues in the sector

- National assessments indicate low achievement in all levels of education and a difference in the quality of education between Male and Atolls.
- Limited time in schools prevent child from all around development
- Limited opportunities for the private sector to provide education
- Emerging trend of parents taking children out of school due to personal preferences.
- The low percentage of trained local teachers and high turnover of trained expatriate teachers contribute to the low achievement rates of students.

- Lack of affordable opportunities of higher education in required fields and inequitable access to higher education.



SOCIAL JUSTICE
Education

III. Goals of the Sector

1. Ensure equitable access to quality education as basic human right to students from all regions, including children with special needs.

2. Improve quality of education for ensuring holistic development of the child.

3. Align the education system to the economic and social needs of the country.

IV. Key Sector Policies

Policies	**Manifesto linkage**	**Other directives**
Policy 1: Ensure that clear policies are set for the levels of knowledge, skills, discipline, well-being and academic standards that students should realise and provide the necessary assistance in achieving these targets	P1, P8	EFA, MDG, SDG
Policy 2: Decentralise educational management by establishing Local Education Authorities	P2, P3, P5, P6 S1	

Policies	Manifesto linkage	Other directives
Policy 3: Improve education system by facilitating private sector participation	P6 S3	
Policy 4: Provide equitable access to all levels of education from pre-school to higher secondary education	S9,	EFA, MDG, SDG
Policy 5: Develop the higher education system of the country and make higher education accessible to people from all the regions.	P11, P12 S6, S7, S10	EFA, SDG
Policy 6: Ensure the school curriculum meets national needs and promotes values	P9 S4	EFA
Policy 7: Transform all schools as single session schools in order to provide holistic education and conducive environment for the students	P4, P10 S2 L4	EFA
Policy 8: Increase and expand educational opportunities for children with special needs including the gifted and talented	P7	EFA MDG, SDG
Policy 9: Ensure that the school system introduces students to employment and to employability skills	S5, S8 L3	EFA, MDG, ESD
Policy 10: Recruitment and retainment of quality professionals	P3 L5, L6, L7	
Policy 11: Ensure that every pupil who completes each key stage achieves specified outcomes, skills and attitudes.	L1, L2	EFA
Policy 12: Ensure that all Maldivians are educated to cater for the basic needs of life in literacy, skills and knowledge through opportunities for lifelong learning	S5: L3	EFA MDG

Policies	Manifesto linkage	Other directives
Policy 13: Enhance and optimize teaching, learning and management through the use of Information and Communication Technology		Sector policy
Policy 14: Improve organizational productivity and strengthen organization and management of the education sector	P1	



SOCIAL JUSTICE
Education

V. Institutional Framework for Sector

Lead Agency for Sector:

Ministry of Education is responsible for the development, implementation and monitoring and evaluation of the education policy of the country.

Stakeholder Ministries and Sectors:

- **Ministry of Human Resources Youth and Sports:** vocational education development, scholarships and study loan schemes for vocational and higher education. Conducting sports programmes for students and Youth Development Programmes (YDP) in collaboration with other sports organizations.

- **Ministry of Home Affairs (Province Offices):** for decentralised management of schools in the provinces.

- **Ministry of Health and Family:** initiatives promoting health and collaboration in the provision of required social support services.

- **Ministry of Economic Development (Invest Maldives):** enhance private sector engagement in the provision of educational facilities

- **Ministry of Islamic Affairs:** provide support for instilling Islamic values in students

- **Department of National Planning:** statistics and monitoring

- **Ministry of Finance and Treasury:** resource mobilization and budgeting

- **Maldives Police Services:** awareness education for students to become law-abiding citizens and prevention of juvenile delinquents.

- **National Disaster Management Centre:** management coordination of emergencies and disaster situations, disaster risk reduction activities.

- **Ministry of Housing, Transport and Environment:** environmental awareness, conservation and water and sanitation in schools.

- **Maldives National Defence Force:** emergency preparedness in fire and rescue.

Local Governance System:

The decentralised approach to governing schools visions the establishment of local education authorities, who will manage all schools in the regions, from pre-school to higher secondary level. These authorities would be established as part of the local governance system in the provinces and would have the full autonomy to make financial and managerial decisions with regard to education in the province. Furthermore, to increase participation of parents and the community, a school board will be established for every school.



SOCIAL JUSTICE
Education

Private Sector Involvement:

Local and international education management organizations and companies will be invited for public private partnerships to manage current government schools. In addition, private sector participation will be enhanced to create more opportunities for technical, vocational education and higher education.

Provision of auxiliary services such as textbook publishing, teacher recruitment, cleaning and security services and other similar services will be outsourced.

Cooperation with other external organizations

UNICEF, World Bank, JICA, UNESCO, UNFPA, WHO, UNDP, IDB, ADB, European Commission, SAARC

VI. Legal Framework

The Education Act is currently being drafted by the sector, which will establish a strong legal framework for the provision of education from pre-school to higher education. It will state the provision of compulsory education, the establishment of school boards to support decentralisation of education management, set standards for higher education providers, and requirement for teacher registration and duties and responsibilities of duty bearers, etc.

VII. Cross-Cutting Areas Relevant to the Sector

- **Human Rights:** promote the right to education for all
- **Transport and connectivity:** improve access to educational services for provinces.
- **Gender:** Achieving gender parity at all levels of education.
- **Social Protection:** equitable education to protection from privatisation.
- **Climate Change Adaptation:** inclusion of mainstream environmental issues in school curriculum
- **Public-Private Partnership Scheme:** Improve the enabling environment for private sector to establish and operate education facilities.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Ensure that clear policies are set for the levels of knowledge, skills, discipline, well-being and academic standards that students should realise and provide the necessary assistance in achieving these targets						
Formulate and implement the framework of the Education Act	x	x	x	x	x	MOE
Ensure that all textbooks, stationary as well as exam fees are provided for students	x	x	x	x	x	MOE
Improve existing conditions in physical facilities of schools and provide teaching and learning resources and materials equally to all schools	x	x	x	x	x	MOE
Promote health, nutrition, safety and life skills among school children	x	x	x	x	x	MOE
Establish boarding facilities in the islands and provide the necessary financial assistance for students to attend educational facilities	x	x	x	x	x	MOE
Policy 2: Decentralise educational management by establishing local education authorities						
Establish a Local Education Authority in all the provinces of the country and ensure that the Authorities are responsible for planning, implementing and monitoring educational programs	x	x	x	x	x	MOE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Build the supervision and monitoring capacity of the Local Education Authorities	x	x	x	x	x	MOE
Establish school boards in all schools and delegate management authority to the boards	x	x	x	x	x	MOE
Develop teacher resource centers as hubs for teacher professional development in the regions	x	x	x	x	x	MOE
Policy 3: Improve education system by facilitating private sector participation						
Provide the opportunity to establish quality education schools by private parties under public private partnership scheme	x	x	x	x	x	MOE
Establish regulatory framework for private sector involvement in education		x				MOE
Facilitate the development of private higher education institutions		x	x	x	x	MOE

SOCIAL JUSTICE
Education

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Provide equitable access to all levels of education from pre-school to higher secondary education						
Provide assistance and support needed equally to all schools	x	x	x	x	x	MOE
Develop a policy for Early Childhood Care	x	x				MOE
Improve the quality and expand Early Childhood Care and Development progammes	x	x	x	x	x	MOE
Develop standards and indicators for quality child friendly schools and monitor regularly	x	x	x	x	x	MOE
Policy 5: Develop the higher education system of the country and make higher education accessible to people from all regions						
Offer full or partial loans and/or scholarships to the public for completion of studies	x	x	x	x	x	MHRYS

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Enhance the National Fund for Higher Education and Training through a public/private partnership initiative and international support	x	x	x	x	x	MHRYS
Develop TVET system by establishing a TVET Authority to oversee and coordinate all TVET programs, and facilitate TVET trainings in all the regions of the country	x	x	x	x	x	MHRYS
Establish a national university		x	x	x	x	MoE
Establish a Qualifications Authority and develop standards for quality assurance in higher education institutions		x	x	x	x	MoE
Policy 6: Ensure the curriculum meets national needs and promote values.						
Reform the national curriculum to include all aspects necessary at each level relevant to Maldivian context and provide each pupil access to the full curriculum at their respective levels	x	x	x	x	x	MOE
Diversify the national curriculum to include vocational training, foreign languages, media, music, handicrafts and performing arts in addition to the business, science and arts streams that are presently taught	x	x	x	x	x	MOE
Develop and implement a pre-school curriculum	x	x	x	x	x	MOE



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7: Transform all schools as single session schools in order to provide holistic education and conducive environment for the students						
Create the additional infrastructure needed to move to single session schooling	x	x	x	x	x	MOE
Improve the professional capacity of schools to maximise and enhance the students' holistic education experience	x	x	x	x	x	MOE
Create a child friendly conducive environment in all schools	x	x	x	x	x	MOE
Promote physical development and love for physical recreation in schools	x	x	x	x	x	MOE
Policy 8: Increase and expand educational opportunities for children with special needs including the gifted and talented						
Develop a Special Education Needs Policy	x	x				
Establish a mechanism to identify children with special needs for early intervention	x	x	x			MOE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Providing equitable access to educational opportunities for children with special needs	x	x	x	x	x	MOE
Strengthen the monitoring mechanism of inclusive programmes to ensure effective programme implementation		x	x	x	x	MOE
Policy 9: Ensure that the school system introduces students to employment and to employability skills						
Identify skills required for national development and formulate programs to incorporate into the curriculum	x	x	x	x	x	MHRYS
Increase student awareness of the range of career opportunities available	x	x	x	x	x	MOE/MHRYS
Link the programs available in schools to the National Qualifications Framework	x	x	x	x	x	MOE
Develop capacity in schools for delivering vocational programmes	x	x	x	x	x	MOE



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 10: Recruitment and retainment of quality professionals						
Establish a teacher registration system	x	x	x	x	x	MOE
Recruit quality professionals for the education sector and work towards establishing a competitive and attractive career path	x	x	x	x	x	MOE
Implement professional development programs for teachers and senior management of schools	x	x	x	x	x	MOE
Policy 11: Ensure that every pupil who completes each key stage achieves specified outcomes, skills and attitudes.						
Review and strengthen the school monitoring and evaluation programme	x	x	x	x	x	MOE
Conduct the school monitoring and evaluation programme	x	x	x	x	x	MOE
Develop and implement quality initiatives for schools based on the data gathered from monitoring and evaluation	x	x	x	x	x	MOE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 12: Ensure that all Maldivians are educated to cater for the basic needs of life in literacy, skills and knowledge through opportunities for lifelong learning						
Establish a system to monitor literacy	x	x	x	x	x	MOE
Provide adult education and facilitate adult education through programs developed to achieve specific goals	x	x	x	x	x	MOE
Develop and conduct educational, vocational and skills development programs to provide a second chance for school leavers who do not complete formal education	x	x	x	x	x	MOE
Increase public awareness on various issues such as human rights, civil responsibilities and democracy through publication of books and production of reading and audio visual materials	x	x	x	x	x	MOE
Develop and conduct various skills development programs for the youth who are in and out of schools	x	x	x	x	x	MOE



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 13: Enhance and optimize teaching, learning and management through the use of Information and Communication Technology						
Facilitate use of relevant internet resources for teaching and learning	x	x	x	x	x	MOE
Expand equitable access to ICT facilities	x	x	x	x	x	MOE
Develop and facilitate use of appropriate ICTs in the administration and management of schools	x	x	x	x	x	MOE
Policy 14: Improve organizational productivity and strengthen organization and management of the education sector						
Reform the education sector to bring the necessary efficiency in order to strengthen the services and improve the quality of education	x	x	x	x	x	MOE
Formulate policies regarding the work done in different areas, and establish a system to review and monitor that it is properly implemented	x	x	x	x	x	MOE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Ensure greater harmonization in transition of policies into sustainable plans, programmes and activities	x	x	x	x	x	MOE
Develop and apply standards, guidelines and frameworks for operationalizing of activities	x	x	x	x	x	MOE
Strengthen the financial management capacity to ensure efficient and effective use of funds	x	x	x	x	x	MOE
Establish an easy and efficient way to collect Educational Statistics and other educational information	x	x	x	x	x	MOE
Strengthen plans in order to retain the professional staff in the sector	x	x	x	x	x	MOE

YOUTH DEVELOPMENT

I.Background



SOCIAL JUSTICE
Youth
Development

With an annual increase of 4.26% in the youth population, the demand for youth development is increasing rapidly, with a need for more resources in the fields of education, employment, health and environment. Each year, a large percentage of the population complete tertiary education, yet remain unemployed or underemployed. This lack of employment opportunities, skills-to-jobs mismatch and social norms lead to a long-term dependence on parents and family.

According to the Census 2006, unemployment among youth has increased to 16.17% in Male' and 18.71% in the atolls. With the major industries in the country being male dominated due to the work environment, there is a lower female level of participation in the labour market. The low wages, the existing working conditions and lack of skills for high income has further attributed to the unemployment among youth[1].

Since 1995, the Technical and Vocational Education Training (TVET) has been mandated to identify the skills required in the market and to train Maldivians for these jobs. Today, through TVET programmes, 6161 people have been trained for various skilled jobs. To address the matter further, sixteen job centers have been established in three regions of the country offering career guidance, and to act as an employment exchange. Approximately 3000 youths make use of these job centers annually. However, these centers are established at different levels, and need to cater to island level in order to provide youth-friendly services across the nation. More centers are planned for each of the seven provinces in the near future.

The government introduced the 'Youth Award' in 1999 to recognize the contribution to the country's development by outstanding youth. By 2008, 56 youths had received the award. In 2007, an additional award was introduced by the government to recognize the role of the most outstanding youth NGOs for their contribution to community development.

1 Rapid Assessment of Employment Situation in Maldives, 2009

With 39.4 % of the youth population living in Male', lack of opportunity has limited development over the past few years. There are few opportunities for higher education and the employment sector is not able to meet the demand for the available jobs. In addition to this, there is also a lack of appropriate recreational facilities for young people to use in their spare time, resulting in youth turning to other avenues of experimentation, such as drug and substance abuse. 46% of drug abusers are between the ages of 16-24 years. The high drug use and increasing sex trade indicates a serious threat to the spread of HIV/AIDs and other sexually transmitted diseases. Sexual vulnerability is higher for girls while boys are at the risk of high drug injection[2]. Crime, vandalism and gang-related violence have increased, with the main perpetrators comprising of the youth. Attempts to engaging youth in sport have so far been successful in addressing youth delinquency issues.

With the recent political movement, youth engagement in politics has increased, with several youths having secured seats in the parliament.

The amount of young people making use of counseling services has increased to 2,475 from 2002 to 2008, with the majority getting consultation for broken relationships.

Maldives has been affiliated with the Commonwealth Youth Programme since 1985, which has helped in the training of young men and women in various fields over the years. In addition, membership in various Asian youth councils has increased youth representation in the international arena over the past decade.

The manifesto defines the age–group of youth as 18 - 24 years, which contradicts with the Youth Policy of 2003, which defines them as those aged 18 - 34 years[3]. The matter has been debated among politicians and technocrats and it has been agreed that the government will define 18 - 34 years as the youth age group for the time being, and review this in two years time. As the youth comprises of nearly one-third of the population, the government encourages youth participation in all walks of development.

2 Based on estimations

3 31.9% of the total population

II. Constraints and emerging issues



SOCIAL JUSTICE
Youth
Development

- Lack of a Youth Act and relevant legislation
- Lack of qualified staff to work in the area of youth development, especially in the field
- Lack of youth-friendly services and recreational activities in the country
- Few and often unaffordable opportunities to pursue higher education
- Lack of career guidance and exposure to vocational training in the school curriculum
- Lack of capacity in government and NGOs to manage youth programmes on a regular basis
- Limited youth awareness about government and private sector services
- Increasing amounts of youths engaged in drug and substance abuse
- Increased youth unemployment, based on societal norms that allow for long-term dependence on families that restrain youth from being independent and productive citizens.
- Increase in youth crime and deviant behavior

III. Goals of the sector

1. Promote rights of youth and reduce vulnerability of youth to unemployment, delinquency and crime
2. Empowering youth organizations
3. Increasing private sector participation in youth development
4. Increase youth participation in development (social, economic, political) programmes

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Support programs for prevention and after care of substance abuse among youth	P3, P4,	
Policy 2: Promote healthy lifestyle among youth	P2, S8	Youth Policy 2003
Policy 3: Promote employment and entrepreneurship among youth	P5, P7, , P9, S5, S6, S7, S9, L4, L5, L6, L7	
Policy 4: Support programs to empower youth to be responsible, active citizens contributing to the national development	P2, P4,P6,P7, P8,P9,S2, S4, S5, S6, S7, S8, S9, S10, S11, L1, L2, L3,L5,	
Policy 5: Promote culture and creativity among youth	P2, P7, P9, S2, S4, S11, L5,	

V. Institutional Framework-



SOCIAL JUSTICE
Youth
Development

Lead Agency for the Sector:

Ministry of Human Resources, Youth and Sports (MHRYS)

Stakeholder ministries and sectors:

- Ministry of Islamic Affairs - to facilitate in conducting religious programs
- Ministry of Health - Center for Community Health and Disease Control
- Ministry of Education - enhance school involvement
- Ministry of Foreign Affairs - as a mediator for continuing links with international bodies and participation in international programs, forums, and trainings
- Ministry of Home Affairs and local governments- management of youth friendly services at atoll level
- Maldives Police Services- drug related areas and youth violence
- Ministry of Tourism, Arts and Culture - promoting culture and arts among youth, facilitate employment and training for youth
- Ministry of Economic Development- facilitate youth entrepreneurship, employment among youth and privatizations of youth services
- Attorney General's office: establishing a legislative framework for areas concerning youth.

Local Governance System:

Provinces, Atoll and Island Councils

Private Sector involvement:

CSR, employment opportunities, training and skills development, service delivery

Co-operation with other External Organizations:

- Commonwealth Youth Programme (CYP)
- Asian Youth Council
- *UNFPA, UNESCO and other UN agencies*
- International NGOs
- Bilateral development partners
- Civil society– participation in events, volunteers

VI. Legal Framework

Develop Youth Act of Maldives, review and develop laws and regulations concerning youth.

VII. Cross-Cutting Areas Relevant to the Sector



SOCIAL JUSTICE
Youth
Development

- **Human Rights:** promote the rights of youth
- **Transport and connectivity:** improved mobility of youth to access services
- **Gender:** Improve the status of young women in accessing job opportunities, higher education
- **Social Protection:** Protection of youth from vulnerabilities such as loss of employment
- **Climate Change Adaptation:** inclusion of mainstream environmental issues in youth development
- **Private Sector Partnership:** Improve the enabling environment for private sector to improve opportunities for youth including education, employment, recreation

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 1: Support programs for prevention and after care of substance abuse among youth						
Conduct intervention programs to prevent substance abuse among youth	x	x	x	x	x	MHRYS / DoY; MoHF, MoIA, MoE, Police, MoHA, Local Governments, CSO, UN agencies (UNFPA)
Provide opportunities for isolated youth to reintegrate into society	x	x	x	x	x	MHRYS / DoY; MoHF, MoED,MoTAC, Private sector, CSOs, MoFA, UN agencies
Provide counseling and mentoring services for youth	x	x	x	x	x	MHRYS / DoY; MoHF, MoIA, MoE, Police
Policy 2: Promote healthy lifestyle among youth						
Promote physical and mental wellbeing among youth		x	x	x	x	MHRYS / DoY; MoFA, Sports department, MoHF, MoE, Private sector, SCO, UN agencies
Engaging youth through sports in addressing delinquency	x	x	x	x	x	MHRYS / DoY; MoFA, Sports department, MoHF, MoE, Private sector, SCO,UN agencies
Establish a youth health advisory body		x	x			MHRYS / DoY; MoHF, UNFPA



Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 3: promote employment and entrepreneurship among youth						
Diversify youth centre functions focusing on career guidance		x	x	x	x	MHRYS / DoY; local government, private sector, CSO,
Programmers to encourage youth employment and to change societal misconceptions towards youth employment		x	x	x	x	MHRYS / DoY; all line ministries, MoED, Private sector, CSO, Media
Hold skills development programs for youth	x	x	x	x	x	MHRYS; MIVET, MoE, private sector, CSO, MoED
Increase the role of private sector participation in skill development and employment for youth		x	x	x	x	MHRYS / DoY; MoED, private sector, local governments
Facilitate business opportunities for youth and provide access to finance business ventures through a low interest loan scheme						MoED; MHRYS / DoY

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 4: Support programs to empower youth to be responsible, active citizens contributing to the national development						
Develop Youth Centers in all regions of the country		x	x	x	x	MHRYS / DoY; MoFT, MoHTE, local governments, private sector, CSOs
Promote volunteerism and social responsibility among youth		x	x	x	x	MHRYS / DoY; local governments, private sector, CSOs, media
Establish youth councils boards at national, provincial and island level	x	x				MHRYS / DoY; local governments, CSOs, elections commission, media
Conduct studies to review current youth programs and activities		x	x			MHRYS / DoY; DNP, MoFT, UN agencies, MoHF, MoE, all line ministries
Establish youth councils and Re-establish Youth Parliament		x	x			MHRYS / DoY; local government, MoHA, CSO, UN agencies, Majlis
Empower youth NGOs and encourage their participation in nation building	x	x	x	x	x	MHRYS / DoY; CSO, Private sector, media, all line ministries, local governments
Recognize youth who make significant contributions to development	x	x	x	x	x	MHRYS / DoY; CSO, private sector



Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Promote public awareness on youth issues and needs		x	x	x	x	MHRYS / DoY; CSO, Media
Formulate a legislative framework for youth development		x	x	x		MHRYS / DoY; AG, majlis, media, CSO an line ministries
Encourage youth involvement in nation building	x	x	x	x	x	MHRYS / DoY; local government, DNP, media, CSO, private sector
Create platforms for youth development and avenues for exposure (international and national)	x	x	x	x	x	MHRYS / DoY; MoFA, MoE, local government, UN agencies
Policy 5: promote culture and creativity among youth						
Promote cultural activities among youth	x	x	x	x	x	MHRYS / DoY; NILHR, NCA, MoTAC, media, MoED, Private sector, CSO
Promote various forms of art and creativity among youth	x	x	x	x	x	MHRYS / DoY; NILHR, NCA, MoTAC, media, MoED, Private sector, CSO

SPORTS

I.Background



SOCIAL JUSTICE
Sports

The Government has a strong commitment to a 'sport for all' philosophy. In the Maldives, there are over six thousand estimated athletes practicing different sports and over one thousand Maldivians certified as coaches. A high importance is given to football, as a large percentage of people choose to get involved in the sport. Currently, the levels of sport participation tend to decrease as children leave school. Youth participation in sports programs provide an alternative to anti-social behavior, such as drug abuse and gangs, and help to instill values of team work, discipline, and healthy lifestyles. There is a strong commitment within Government to a 'Sport for All' philosophy.

Previously, the institutional framework for sports and sports development was provided solely by Government. A very constructive start has been made, however, on a partnership structure, similar to that which exists in most democratic countries with strong sports systems. The establishment of the National Sports Council and the devolution of authority for the running of sports to national sporting associations are major positive steps. Sports tourism is another area that is being explored for development in collaboration with the tourism industry.

There appear to be particular problems with school and junior sport. The education system does not give a high priority on physical education and there are very few well-trained physical education specialists. While some sport is conducted through inter-class and inter-house competitions in schools, these are relatively informal. The pathways from school sport to junior competition in most sports are weak. In football, volleyball, table tennis, badminton and netball there are reasonably extensive competition systems at the senior level, although the geographic distribution is uneven. This, however, is not the case with most sports and, while opportunities for junior competition in individual sports seem adequate, there is no comprehensive system of regular junior club competition in team sports.

While there are a number of qualified coaches overall, this

number is not satisfactory for a successful sports system. Some sports have reasonable levels of well-accredited coaches, but in the case of other sports, there are very few. There seems to be little understanding of the requirements of basic sports science, medicine, strength, conditioning and fitness. With limited exceptions, facilities, on the whole, must be described as poor for use beyond the most basic community usage.

II. Constraints and emerging issues

1. The geographical distribution of the Maldivian islands makes it difficult to provide a well-established and well-maintained sporting policy as there is no convenient transport system between atolls and islands. This causes a constraint in providing sports services for the whole population at one standard.

2. The sports sector has faced a lot of difficulties in providing good quality faculties to atolls and islands. This is largely due to the funds available. Financial difficulties have been one of the main reasons why a lot of sporting events have been called off. For most sporting events, there is a need to turn to sponsors, but finding sponsors who provide the necessary funds have been very difficult. There is a lack of financial capacity for establishment, operation and management of sports institutes, sporting clubs and associations.

3. There is lack of equipment and facilities, as well as the human and capital resources required for their maintenance. Trained employees are required to maintain equipment and facilities, but the number of trained employees is far fewer than required.

4. There is also a lack of qualified management officials, which makes it difficult to provide participants with the appropriate knowledge and information.

5. Quality of physical education teaching in schools has not been up to standard. Physical education needs to be regarded as a compulsory subject/module and the participation of vulnerable youth in sports as an alternative to antisocial behavior should be a priority. Additionally, physical education should be included in teachers training.



SOCIAL JUSTICE
Sports

III. Goals of the sector

- Increase opportunities and promote sports for all ages as a lifestyle
- Provide a productive sports outlet for youth who may otherwise be engaged in anti-social behavior, such as drug use and gangs
- Develop a strong, unified and effective national sports system
- Form a sustainable national competition structure and increase standing of Maldives regionally and internationally in competitive high performance sports
- Develop Maldives as a destination for sports tourism

IV. Key Sector Policies

Policy	Manifesto Linkage	Other Directives
Policy 1: Enhancement of community participation in sport and physical fitness, with concentration on youth and greater involvement of the school system.	S3, S4	
Policy 2: Establish an improved elite sports system, providing opportunities for success at international level by the most talented Maldivians athletes at junior and senior levels	S6, L3, L4	
Policy 3: To develop and maintain a strong, unified and effective national sports system based on the principles of good governance and sound management through decentralisation	S3	
Policy 4: An enhanced system for capacity building in the sports system to ensure the continuing provision of a cadre of well-trained teachers, coaches, officials and administrators.	S3, L2	
Policy 5: A national network of sports facilities appropriate for competition and training, including basic community facilities and some suitable for international competition	S2, L1	
Policy 6: Sporting associations raising more non-government funding for the development of sport and the provision of sports services.	S2	
Policy 7: The Maldives recognized as a major regional centre and a growing international centre for sports tourism	S5, L1	

V. Institutional Framework for Sport Sector

SOCIAL JUSTICE
Sports

Lead Ministry Agency for sector:

Ministry of Human Resources, Youth and Sports

Regulatory Body:

Sports Department

The Sports Department in the MHRYS is responsible for overlooking the Maldivian sports sector of in corporation with all other stakeholders. The National Sports Council Act serves as a major body in deciding national sports strategies and action

Stakeholder Ministries and Sectors:

- **National Sports Associations:** Development of specific Sports
- **Maldives National Olympic committee:** Cooperation with MHRYS and all National Sports Associations
- **NGOs:** Participation in Sports Events and Development
- **Ministry of Education:** Cooperate with Schools and YDP programs
- **Ministry Finance and Treasury:** Provide financial support
- **Ministry Tourism, Arts and Culture:** Promotion of water sports and Sports Tourism
- **Ministry of Home Affairs:** Coordinate in improving sports at a province level

- **Ministry of Economic Investment:** Provide financial support along with Ministry of Finance and Treasury

- **Ministry of Health:** Awareness of Health to Sports to all associations

Local Governance System:

Provinces, atoll and island councils and Youth Centers

- All the National Sports Associations registered in MHRYS have their own registered NGO within the provinces and islands itself

- Activities and tournaments arranged and organized by them will be coordinated with the respective association. i.e. all associations will be taking charge of all the Registered NGOs in the provinces

VI. Cross-cutting Issues Relevant to the Sector



SOCIAL JUSTICE
Sports

- **Human Rights:** Promote sports to address vulnerabilities among the youth population
- **Decentralization:** Management of Youth Centers and other sports facilities across provinces
- **Transport and connectivity:** improve access to sports facilities and events across regions
- **Gender:** Increased participation of Woman and Girls and continuation sports of women from school
- **Social Protection:** Provide sports and recreation facilities for vulnerable groups such as youth, persons with disabilities
- **Private Sector Partnership:** Promote sports tourism and greater involvement of private sector in management and provision of sports related services

VII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 1: Enhancement of community participation in sports and physical fitness, with concentration on youth and greater involvement of the school system						
Sports Awareness Programs in Male' and atolls targeting youth and students	x	x	x			MHRYS; MOE, MOHA, Sports Council, NSA, NGOs, MNOC
Increase recreational activities in Male' and Atolls and facilities prioritising youth and students	x	x	x			MHRYS; MOE, Sports Council, NSA, NGOs
Enable all students to participate in a minimum of one sport of their choice during their school years, including secondary schooling	x	x	x			MHRYS; MOE, Sports Council, MNOC
Facilitate the organisation of various tournaments in the atoll schools	x	x	x			MHRYS; MOE, Sports Council, MOHA
Provide sports equipment for all schools and train physical education teachers	x	x	x			MHRYS; MOE, Sports Council

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Encourage establishement of cultural sports associations and the organising of various cultural sports competitions	x	x	x			MHRYS; NCLHR
Organize and conduct special sports programs for youth on a monthly basis with increased involvement of private parties	x	x	x			MHRYS; NGOs, Sports Council, NSA
Policy 2: Establish an improved elite sports system, providing opportunities for success at international level by the most talented Maldivian athletes at junior and senior levels						
Implementation of different courses according to the requirement analysis to enable sports professionals to organize various events and tournaments	x	x	x			MHRYS; NSA, Sports Council, MNOC
Educate coach trainers, educators and mentors at senior and junior levels while they obtain qualifications as required	x	x	x			MHRYS; NSA, Sports Council, MNOC
Oversee implementation of sports policies, assess and monitor results, initiate corrective action and ensure achievement of results	x	x	x			MHRYS; NSA, Sports Council, MNOC

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Facilitate exchange programs with other countries for sports professionals	x	x	x	x	x	MHRYS; MOFA, Sports Council, NSA
Recognise outstanding sports personnel	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC
Identification of specialist sports physiotherapist for access by elite athletes	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC
Establishment of basic strength and conditioning gym and appointment of strength and conditioning coach	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC
Select Senior and Junior National Squads and implement special training arrangements progressively	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC
Identify and prioritise sports with regard to the potential success derived in international platforms	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC
Improve standards of domestic competitions and facilitate opportunities to participate in regular international competitions	x	x	x	x	x	MHRYS; Sports Council, MFA, MNOC
Provide basic athlete support and encourage development of their athletic abilities	x	x	x	x	x	MHRYS; NSA, Sports Council, MNOC

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 3: To develop and maintain a strong, unified and effective national sports system based on the principles of good governance and sound management through decentralization						
Conduct a needs assessment through an independent panel of experts in the sports field	x	x	x			MHRYS; Sports Council, MNOC, NSA
Ensure the implementation of the national sports policy	x	x	x			MHRYS; Sports Council, MNOC, NSA
Concentration on selected sports based on success and interest among the wider public throughout Maldives	x	x	x			MHRYS; Sports Council, MNOC, NSA
Sports programs to be conducted in all atolls according to the need assessment for sports	x	x	x			MHRYS; Sports Council, MOHA, MNOC, NSA
Strengthen and enhance the capacity of the national sports council	x	x	x			MHRYS; Sports Council, MNOC, NSA
Organize and conduct domestic tournaments in order to facilitate 'Home and Away' sports events for youth living in the atolls through a National Competition Structure	x	x	x			MHRYS; MOHA, Sports Council, MNOC, NSA

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Establishment of multi-sports grounds in zone centres	x	x	x	x	x	MHRYS; MOHA, Sports Council
Help the national association to re-organise to fit the concept of decentralisation in accordance with the Decentralisation Act	x	x	x			
Distribution of sports equipment to island NGOs, prioritizing islands in most dire need of facilities	x	x	x	x	x	MHRYS; MOHA, NGOs
Policy 4: An enhanced system for capacity building in the sports system to ensure the continuing provision of a cadre of well-trained teachers, coaches, officials and administrators.						
Providing funds for professional athletes/coaches for trainings and increase government scholarships on sports education	x	x	x	x	x	MHRYS; MOFT, MFA
Develop documentation for coach development programme	x	x	x			MHRYS; Sports Council, MAB, NSA
Courses, training sessions, workshops and seminars conducted by YSDC which gives opportunities for professionals to be active and contribute in their fields in various manner even after retiring from a career in sports	x	x	x	x	x	MHRYS; Sports Council, MNOC, NSA



Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Establish a national sports institute of training and management	x	x	x	x	x	MHRYS; MFA, MOED, MFT, Sports Council
Identify and import foreign expertise to provide for and meet the coaching needs	x	x	x			MHRYS; MFA, MNOC
Enhance capacity, ensure due recognition and increase number of coaches	x	x	x	x	x	MHRYS; Sports Council, MNOC
Host a National Sports Seminar biannually	x	x	x	x	x	MHRYS; Sports Council, MNOC
Advanced certificate in PDHPE course conducted by teacher training	x	x	x	x	x	MHRYS; Sports Council, MAB
MAB accredited Sports Management and Administrative courses conducted by YSDC	x	x	x	x	x	MHRYS; Sports Council, MAB
Capacity building with regard to management and coordination of water and beach sports	x	x	x			MHRYS; Sports Council, WSA, Coast Guard

Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Facilitate sports programs at a consistent standard all around Maldives	x	x	x			MHRYS; NSA, Sports Council, MNOC
Policy 5: A national network of sports facilities appropriate for competition and training, including basic community facilities and some suitable for international competition						
Attract foreign and local investments to develop beach and water sports infrastructure	x	x	x	x	x	MHRYS; MOED, MFA, WSA
Policy 6: Sporting associations raising more non-government funding for the development of sport and the provision of sports services						
Encourage independent civil society groups to take initiative in the sports sector	x	x	x			MHRYS; Sports Council, NGOs
Assist in conducting 'Sports for All' activities organised by NGOs and associations	x	x	x			MHRYS; Sports Council, NGOs
Establishment of a national facilities plan based the recommendations of working groups and input from civil society	x	x	x			MHRYS; Sports Council, NSA, NGOs
Encourage the establishment of multiple associations that engage in the promotion of sports	x	x	x			MHRYS; Sports Council, NGOs



Strategies	2009	2010	2011	2012	2013	Implementing agencies; stakeholders
Policy 7: The Maldives recognized as a major regional centre and a growing international centre for sports tourism						
Conduct programs to promote Maldives as a destination for sports tourism	x	x	x	x	x	MHRYS; WSA, MOTAC, MATI, MOED
Conduct study on potential sports tourism and encourage national sports associations to explore the avenues of sports tourism	x	x	x			
Organize international beach and water sports events	x	x	x	x	x	MHRYS; WSA, MOTAC, MATI, Coast Guard

STRENGTHENING FAMILY TIES (CHILD & FAMILY PROTECTION)

I.Background



SOCIAL JUSTICE
Strengthening
Family Ties
(Child & Family
Protection)

islands

Although the Maldives has achieved significant progress in the provision of human rights, affording rights for child protection is still at an infant stage. The country signed the UN Convention on the Rights of the Child (CRC) in 1990 and subsequently ratified the CRC in February 1991. Moreover, the Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography was ratified in May 2002. This was followed by the ratification of the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict in Dec 2004. The Maldives also signed and ratified the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) in 1993, and it's Optional Protocol in March 2006. The UN Convention on the Rights of Persons with Disabilities was signed in 2007 and work is currently underway to ratify the convention. Efforts are being made to review the reservations made by the Maldives in relation to these treaties.

The Maldives has made considerable progress on MDG goals 2, 4 and 5 in achieving universal primary education, reducing child mortality and improving maternal health. Infant mortality rate was at 14 per thousand live births in 2008 and maternal mortality rate was less than 43 per hundred thousand live

1 Under 18 years
2 Census 2006

births in 2008.[3] Although child survival has improved over the years, the malnutrition rate remained high[4]. Challenges also lie in achieving MDGs with equity, including the provision of education for children with special needs.

The changing structure of households coupled with the high population density in Malé and other urban areas have led to a rise in domestic and gender based violence, child abuse, drug misuse and gang violence. Efforts have been committed through a multi-sectoral approach to address these issues.

One in six women in Malé aged between 15-49 years reported having experienced childhood sexual abuse (under the age of 15)[5]. The rate is one in eight for the whole country. The practice of multiple marriages further exacerbates the susceptibility of children to abuse. About one third of all children live with people other than both parents[6].

The number of children requiring alternative care has also increased due to the risks of child maltreatment and parental drug use. Other forms of alternative care available for children who are temporarily or permanently deprived of their family due to neglect, maltreatment or abuse include kinship or foster placements[7] and sponsorship.

3 MDGs Maldives Country Report 2007, MoHF Statistics 2008

4 27% of children under 5 were found to be underweight in 2004 (VPA II).

5 The nationwide Women's Health and Life Experiences Survey, (2006)

6 Census 2006

7 *Kafalah* in Islamic law

II. Constraints and Emerging Issues



SOCIAL JUSTICE
Strengthening Family Ties (Child & Family Protection)

- Lack of Capacity of Service Providers – there is a major shortage of appropriately trained staff for the provision of child and family protection services. Although the Faculty of Health Sciences provides basic professional training for social service work profession, significant improvements in the quality and quantity of professionals are needed

- Lack of an ombudsperson or any other mechanism to assure standards in the provision of child and family protection services

- Weak multi-sectoral collaboration needs to be strengthened for all relevant stakeholders to work together to ensure effective child and family protection including partnership with civil society and private sector

- Gender based violence, child abuse and exploitation, trafficking, including sexual and other forms are being increasingly reported to the CFPS. Absence of an enabling legal framework to protect the rights of women and children hinders service delivery. In addition, the attitude and practices of service providers, based on traditional values and patriarchy, create further constraints for providing victims timely, just and safe support

- Growing problems of substance misuse and injecting drug users, particularly among children increases their susceptibility to HIV/AIDS. There is also an increased risk of transmission from mothers to children among high risk groups. Abandonment, maltreatment or neglect of children is increasingly common due to parents becoming drug users

- Lack of a juvenile justice system for children in the country

III. Goals of the Sector

1. Promote health and well being of families
2. Ensure access to quality child and family protection services throughout the country
3. Promote the rights of children, women, elderly, and persons with disabilities
4. Enable restorative justice for children in conflict with the law

IV. Key Sector Policies

Policies	**Manifesto linkage**	**Other directives**
Policy 1: Strengthen Child and Family Protection service delivery at central and provincial levels	P1& 3, S1, 2, 4 & 6, L5 & 6; S5	
Policy 2: Establish and strengthen alternative care systems for children, women, elderly and people with disabilities	S6, S3, L5	
Policy 3: Establish a comprehensive and coordinated national response to Child and Family Protection with trained service providers	S5	
Policy 4: Promote the rights of children, women, elderly, and persons with disabilities through advocacy and awareness programs	P2	

Policies	Manifesto linkage	Other directives
Policy 5: Align all public policies and services to address promotion of family well-being	P2, L2, L3	
Policy 6: Establish a juvenile justice system and institutionalize its operation		Juvenile Justice Bill - 2009



SOCIAL JUSTICE
Strengthening Family Ties (Child & Family Protection)

V. Institutional Framework for Sector

Lead Agency for sector:

Ministry of Health and Family (Department of Gender and Family Protection) is responsible for overseeing child and family protection services

Regulatory Body:

National Council for the Protection of the Rights of Children

Stakeholder Ministries and Sectors:

- Child and Family Protection Centre (CFPC) in Male' and Family and Children Service Centres (FCSCs) in 20 atolls – Ministry of Health and Family
- The Villingili Children's Home: - temporary safe accommodation for orphans, abused and neglected children of under the age of nine – Ministry of Health and Family

- Ministry of Health and Family- DDPRS, CCHDC, NSPA and Health facilities and drug rehabilitation centers

- Family Protection Unit (FPU) Indira Gandhi Memorial Hospital- Medical Support for victim of Violence and Abuse & medico legal support

- Ministry of Education, Schools, Vocational Training Centres, Education and Training Center for Children (ETCC)

- Attorney General's Office- legal advice to DGFPS

- Law Commission of Maldives – drafting and amendment of laws

- Juvenile Justice Unit, Attorney General's Office – Establishing service for children in conflict with the law

- Prosecutor General's Office- State Prosecutor prosecuting for the justice of victims of abuse.

- Human Rights Commission of Maldives

- Courts/Judiciary- Child and Family Protection and Justice to victims of violence and exploitation

- Ministry of Finance and Treasury- Resource Mobilization and budgeting

- Department of National Planning – Statistics and Monitoring

- Department of Immigration – human trafficking

- Ministry of Housing, Transport and Environment – formulation of guidelines and overall coordination of housing, transport and schemes and environmental issues

- Ministry of Home Affairs

- Department of Penitentiary and Rehabilitation Services - correspondence with regard to family visits of children under state custody



SOCIAL JUSTICE
Strengthening Family Ties (Child & Family Protection)

- Ministry of Human Resources, Youth and Sports - sports and recreation, vocational development, higher studies opportunities, enforcement of employment regulations and life skills for youth

- Civil Service Commission – Hiring and firing of perpetrators

- Parliament – Enactment of laws

- NGOs – collaborative services on rehabilitation, training and public awareness raising and to specifically encourage the involvement of civil society groups that are either led or include a significant representation of the vulnerable groups themselves at decision-making level (whether this be women, persons with disability, aged or children).

Local Governance System:

- Ministry of Home Affairs, Provinces, Atoll and Island level Councils

- Family and Children Service Centres in 20 atolls, to provide better access to Child and Family Protection Services. These centres provide social protection, intervention and support services at provincial and atoll level.

- Women's groups at provincial, atoll and island level working for empowerment of women

- Juvenile justice unit extension to provinces

Private Sector involvement:

Currently private companies such as Maldives Transport and Contracting Company (MTCC), Dhiraagu and Alia Group through their corporate social responsibility contribute to the child and family protection sector. Partnerships will be fostered with other business groups for additional support.

- Private sector employers – hiring and firing of perpetrators

Co-operation with other External organizations:

UNICEF, UNFPA, UNDP, UNIFEM, WHO, UNODC, Handicap International, Barnados UK, Commonwealth Society for the Deaf, Bilateral donors

VI. Legal Framework

- Children's Law 9/91 – currently being revised to accommodate broader fulfillment of rights
- Family Law (4/2000)
- Law on Narcotics Drugs (17/77) – currently being revised
- Employment Act (2/2008) – currently being revised
- Regulation for the Minimum Standards for Children's Home - 2008
- Regulation on Multisectoral Approach on under 18 death cases.
- Regulation for taking children into state custody
- Regulation for fostering of children
- Juvenile Justice Bill
- Criminal Procedure Code Bill
- Evidence Bill
- Penal Code Bill
- Gender Based Violence Bill

- Regulation on Conducting Trials, Investigations and Sentencing Fairly for Offences Committed by Minors'
- Regulation on sexual misconduct – needs revision



SOCIAL JUSTICE
Strengthening Family Ties (Child & Family Protection)

VII. Cross-Cutting Areas Relevant to the Sector

- **Human Rights:** promote women and children's rights.
- **Decentralization:** emphasis will be given on decentralizing child and family protection services to the provincial level.
- **Gender and Disabilities:** child and family protection services are delivered from a rights based approach which is sensitive to gender, age and disabilities.
- **Transport and Connectivity:** improved access to child and family protection services in provinces.
- **Private Sector Participation:** non statutory services such as counselling services will be delivered in partnership with civil society organizations and private sector. Necessary regulatory frameworks such as national code of ethics for counsellors and social workers need to be developed.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Policy 1: Strengthen Child and Family Protection service delivery at central and provincial levels						
Provide an enabling legal environment for child and family protection	x	x	x			Ministry of Health and Family; AGO, Law Commission
Decentralize Child and Family Protection Services (CFPS) by establishing and strengthening Family and Children Service Centres (FCSCs) in the provinces, with appropriately trained staff	x	x	x			Ministry of Health and Family; MOHA, MOE, MOFA
Conduct research, evaluation and need analysis on child and family protection programs including the establishment of the National Resource Centre on Family and expanding of CFPS database to atolls	x	x	x	x	x	Ministry of Health and Family; MOE, MPS, HRCM
Strengthen the supervisory framework of CFPS	x	x	x			Ministry of Health and Family; HRCM, NGOs



Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Establish partnership with civil society organizations to implement child and family protection programs including training programs, public and private collaborative services.	x	x	x	x	x	Ministry of Health and Family; NGOs, Donor Agencies
Make all services delivered by CFPS amd MOHF accessible to children and persons with disabilities and other vulnerable groups, renovate all FCSCs & hospitals and health services are structured to recognise accessibility standards and use universal designs for people with disabilities and other vulnerable groups	x	x	x			Ministry of Health and Family; MHTE, HRCM, Parliament
Strengthen institutional capacity for effective social service provision by establishing linkages with international universities and the Faculty of Health Sciences	x	x	x			Ministry of Health and Family; MOFA, MOE
Develop a registration mechanism for all qualified personnel working in the service field and a strategy to maximize retention of these professionals	x	x	x	x	x	Ministry of Health and Family; DNR, MOHRYS

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Revise and implement disability action plan 2008-2013	x	x	x	x	x	Ministry of Health and Family , MOE, MOHA, MHTE
Policy 2: Establish and strengthen alternative care systems for children, women, elderly and people with disabilities						
Strengthen the legislative framework for alternative care including the development of a regulation of state/private care institution for elderly	x	x	x			Ministry of Health and Family; AGO, Law Commission
Establish state care institutions including a girls home with after care programs (age-appropriate and gender segregated) in selected locations for abandoned and maltreated children, elderly and persons with disabilities	x	x	x			Ministry of Health and Family; MHTE, MOHA, HRCM, AGO
Develop a mechanism for affording benefits for orphans (RF1000 pcm) and for those caring for orphans(MRF 500pcm)	x	x	x	x	x	Ministry of Health and Family; MOFT
Establish partnership with civil society organizations in strengthening alternative care systems and to develop a pool of community based professionals, volunteers and community coalitions.	x	x	x	x	x	Ministry of Health and Family; NGOs, Donor Agencies



Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Policy 3: Establish a comprehensive and coordinated national response to Child and Family Protection with trained service providers						
Establish a proactive national council on child rights representing key stakeholders from both government and private sector	x	x	x	x	x	Ministry of Health and Family; HRCM, AGO (JJU), FPU, MPS (SOCU), MOE, MOHA (DPRS), MOIA, PGO, MFT
Establish and improve a system of monitoring and sharing information by developing a national database on child protection with the relevant agencies	x	x	x	x	x	Ministry of Health and Family; HRCM, AGO (JJU), FPU, MPS (SOCU), Donor Agencies
Establish a technical inter-sectoral coordination committee for child and family including civil society organizations	x	x	x	x	x	Ministry of Health and Family; HRCM, AGO (JJU), FPU, PGO, MPS (SOCU), MOE, MOHA (DPRS), NGOs
Implement sensitization programmes targeting policy makers including religious leaders on child and family protection	x	x	x	x	x	Ministry of Health and Family; MOE, MOIA, Donor Agencies

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Establish a mechanism to monitor implementation of international commitments related to child and family protection such as CRC, CEDAW and disseminate country reports and concluding observations	x	x	x	x	x	Ministry of Health and Family; AGO (JJU), HRCM, MOFA
Establish and strengthen linkages with all relevant sectors in their response to child and family protection issues by formulating a mechanism for referral and develop SOPs to respond to child welfare issues	x	x	x	x	x	Ministry of Health and Family; AGO (JJU), MPS, Judiciary MOFA
Policy 4: Promote the rights of children, women, elderly and persons with disabilities through advocacy and awareness programs						
Implement behavioral change programmes to sensitize and educate the general public on the rights of children, women, elderly, and persons with disabilities in partnership with civil society organizations and private sector	x	x	x	x	x	Ministry of Health and Family; HRCM, MOE

SOCIAL JUSTICE
Strengthening
Family Ties
(Child & Family
Protection)

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Educate the general public on rights of children by delivering a national level child rights and responsibilities campaign, and establish a child friendly website on child and family protection services to promote child participation	x	x	x	x	x	Ministry of Health and Family; HRCM, MOE, AGO(JJU), MPS, and civil society
Sensitize the media, religious leaders, parliamentarians, judiciary, law enforcement officials and other core groups	x	x	x	x	x	Ministry of Health and Family; HRCM, MPS, NGOs
Advocate for enabling policies for CFPS and amend the indicators of CFPS casework database	x	x	x			Ministry of Health and Family; HRCM, NGOs
Policy 5: Align all public policies and services to address promotion of family well-being						
Implement effective child related family benefits (eg: maternity leave, paternity leave, etc.)	x	x	x	x	x	Ministry of Health and Family; Civil Service Commission, MHRYS, Parliament, MOFTA

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Establish a system in schools in which students are educated on strengthening family ties and promoting the importance of maintaining and upholding familial relationships	x	x	x	x	x	Ministry of Health and Family; MOE
Establish a mechanism for men and women to work while being able to attend to domestic and family duties		X	X	X	X	Ministry of Health and Family; Ministry of Human Resources Employment and Youth
Enhance the role and involvement of civil society organizations to establish and strengthen services in attending to families in crisis at risk of breakdown including the establishment of a child helpline	x	x	x	x	x	Ministry of Health and Family; TAM, FPU, NGOs, MPS (FCPU),Wataniyya and Dhiraagu
Establish public parks, gardens, child and mother's cafes and social centers for entertainment and leisure of families	x	x	x	x	x	Ministry of Health and Family; MHTE, Municipality, MOHA, NGOs, MOEYS

SOCIAL JUSTICE
Strengthening
Family Ties
(Child & Family
Protection)

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Policy 6: Establish a juvenile justice system and institutionalize its operations						
Development and implement a Juvenile Justice Act to enhance the protection of juveniles in conflict with the law	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,Juvenile Court,PGO,FCPU,AGO, MPS, Unicef
Improve coordination between JJU and other agencies working for protection and rehabilitation of children in conflict with the law	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,Juvenile Court,PGO,FCPU,AGO, MPS, Unicef.NGOs
Establish mechanisms for community reintegration for juveniles in conflict with the law	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,Juvenile Court,PGO,FCPU,AGO, MPS, Unicef.NGOs

Strategies	2009	2010	2011	2012	2013	Implementing agencies; Stakeholders
Conduct sensitization programmes for law enforcement agencies and the public on Juvenile Justice	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,MOE,Juvenile Court,PGO,FCPU,AGO,MPS,Unicef, NGOs,provinces,wards in Male'
Conduct research and evaluation on juvenile crime and justice	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,MOE,Juvenile Court,PGO,FCPU,AGO,MPS,Unicef, NGOs,provinces,wards in Male'
Increase preventive measures for children in conflict with the law including those who are at risk	x	x	x	x	x	Juvenile Justice Unit / Attorney General's Office; MOHA,DGFPS,MOE,Juvenile Court,PGO,FCPU,AGO,MPS,Unicef, NGOs,provinces,wards in Male'

INFORMATION, ARTS AND CULTURE

I.Background

SOCIAL JUSTICE
Information, Arts
and Culture

The Maldives adopted a new Constitution in August 2008, after a long process of consultation and debate. The government is committed to upholding the rights enshrined in the constitution, including the strong guarantees of freedom of expression, freedom of the media, and freedom to acquire and impart knowledge and information As the right to these freedoms will be exercised in a manner that is not contrary to any tenet of Islam, the National Bureau of Classification is responsible for ensuring that films, books, and other media meet these requirements and for providing an age based classification system.

The National Library of the Maldives[1] is the apex organization of the library and information service system and serves the entire nation. The Library acts as the main centre that assists students, researchers and general users in obtaining information. The Library is also in charge of registering all island libraries The mandate of the National Centre for Linguistic and Historical Research (NCLHR) is to promote, preserve and manage both the tangible and intangible heritage of Maldives. This includes the research, dissemination and preservation of Maldivian history as well as the Dhivehi language. In addition the Centre is also mandated with the management of the National Museum and provincial museums, as well as overseeing historic memorials created for the management and upkeep of heritage sites on the National Heritage Inventory. Intangible heritage was initially not a part of the mandate of the Centre. However, its incorporation into the area of culture has provided the opportunity for a more holistic approach.

The Maldives arts sector comprises of various government agencies primarily catering to those professions that fall within the field of the arts. These include writers, visual artists (painters, souvenir and craft practitioners, designers), performers (musicians, actors), and film makers, etc. The main government agencies in the sector are National Art Gallery (NAG) and National Centre for the Arts (NCA). While

1 The National Library was inaugurated on 12 July 1945

primarily facilitating the promotion of the arts and artists, NCA and NAG also facilitate professional development opportunities in the form of short and long term education and training programs.

II. Constraints and Emerging Issues

1. The Arts sector is deficient in trained professionals with the capacity to deliver on the programs envisaged for the arts; these include curators, cultural managers and trainers in the various fields of the arts (visual, literary, performing, etc.). The sector is additionally challenged due to the lack of adequate marketing and promotion and public relations professionals and other resources.

2. Heritage Management is expensive work if not linked to tourism or other mechanisms by which it could sustain itself. There are large upfront costs and a high demand for capacity when it comes to preservation and promotion of cultural heritage.

3. The NCLHR does not have local staff trained in the required fields of archaeology, conservation, anthropology and linguistics. This has hampered efforts by the Centre to function as the prime authority in managing heritage in the country. To date there has been one person trained in Heritage Management, and although there one staff member presently pursuing her archaeology degree, the scope of the work that still needs to be done renders this inadequate for the future. Lack of a human resource policy and scheme for the Centre is noted as an impeding factor in the development of the Centre as well.

4. The absence of a comprehensive heritage act as well as a heritage council.



SOCIAL JUSTICE
Information, Arts
and Culture

5. The funds allocated to the line Ministry in the budget are not sufficient to support the activities of heritage management undertaken by the NCLHR.

6. Different libraries in the Maldives come under different Ministries (e.g. Education and Information) and there is a lack of communication and coordination between libraries.

7. The library building, although re-constructed in 2001, is not up to quality in its collections and services. The new building has structural issues and cannot safely house the collection due to weight constraints. Furthermore, there is a lack of space to house the complete collection.

8. Although censorship and classification has been ongoing since 1956, there has not been much research conducted into understanding public opinions and concerns regarding the content of films, literature, and television.

9. The Broadcast commission law has been drafted by the Attorney General's Office and needs to be tabled to the Parliament.

10. Since there are amendments to be made to the law of the Maldives Media Council, it has been forwarded to the President's Office for a final draft.

III. Goals of the Sector

- To promote the arts as a source of entertainment, education and livelihood for the Maldivian community at large, and to involve and train youth in art programs in order to cultivate future generations of Maldivian artists.

- To document and preserve historically significant cultural heritage sites and artifacts of the country, both centrally and regionally.

- To establish a media free from state interference and establish an independent broadcast commission.

- To develop media as a platform for democratic discourse and establish a system of regulation that is conducive to freedom of expression, pluralism and diversity of the media.

IV. Key Sector Policies

Policies	Manifesto Linkage
Policy 1: Develop artistic skills among the artist communities and promote the arts to increase the productivity of the sector, as well as appreciation of the arts by the wider public.	P3 & 4, S9 &14, L2 & 8
Policy 2: Conserve linguistic heritage of Maldives	S7, L7
Policy 3: Strengthen the National Library under the Library Act, and develop and enhance library services across the country	L5 & 6
Policy 4: Develop cultural and archaeological heritage of the Maldives	P5
Policy 5: Establish a National Archive	P4, L5



SOCIAL JUSTICE
Information, Arts
and Culture

Policies	Manifesto Linkage
Policy 6: Ensure a system of regulation conducive to freedom of expression, pluralism and diversity of the media in accordance with the tenets of the constitution	P2, S1, 2& 3
Policy 7: Provide for a level economic playing field and transparency of ownership within a diverse and vibrant media environment	P1& 2, S5
Policy 8: Support media as a platform for democratic discourse	P2, S1, 2 & 5
Policy 9: Enhance capacity building in the areas of technical and professional development to create a solid foundation for Freedom of Expression, pluralism and diversity	P2, ST1, 2, 3 & 5
Policy 10: Ensure infrastructural capacity to support media, including new media and the Network Communications Environment	P2, ST1, 2, 3 & 5

V. Institutional Framework for the sector

Lead Agencies for the sector:

Ministry of Tourism, Arts and Culture

Regulatory Body:

Independent Broadcasting Commission; National Bureau of Classification; Maldives Media Council, National Centre for Linguistic and Historical Research (NCLHR);

Stakeholder Ministries and Sectors:

- Ministry of Tourism Arts and Culture – as the line Ministry responsible for overall policy direction, legal support, facilitation of networking within the sectors of tourism and arts and the subsectors of heritage and culture
- Ministry of Trade and Economic Development – in protecting Intellectual Property Rights and regulations of trade pertaining to the arts sector (artistic products, etc.)
- Ministry of Education – Promotion of freedom of expression and the right to information through civic education and awareness programs on history, culture and language
- Ministry of Home Affairs
- Ministry of Finance and Treasury
- Ministry of Islamic Affairs
- Ministry of Foreign Affairs
- Ministry of Housing, Transport and Environment



SOCIAL JUSTICE
Information, Arts
and Culture

Local Governance System:

Ministry of Home Affairs, Provinces, Atolls and Island Councils

Private Sector involvement:

Tourism establishments, corporate establishments with interests in the development and promotion of arts and culture, civil society organizations (private media organizations)

Co-operation with other External organizations:

Ministry of Education, Ministry of Trade and Economic Development, Ministry of Foreign Affairs, UNESCO

VI. Legal Framework

Presently the NCA and NAG function according to the mandates assigned to them by the Executive and approved by the parliament. Drafting of an Arts Council Act is underway and is expected to be submitted to the parliament by end of October 2009. The Arts Council Act will outline the core values and vision for the sector and provide the legal consolidation necessary for existing arts institutions.

The National Library is in dire need of a library act, in order to to upgrade and stimulate the library with quality policies and prospectus amendments brought into the Library and its services throughout the country. The Legal Depository Law[2] has been revised and will be sent to the Attorney General's Office.

A heritage act is currently being drafted and it is hoped that a completed version will be submitted to the parliament in 2010. There is a need to develop an archives act as well as

2 The Legal Depository Law was passed on 26th January 2006

a museums act to fully facilitate the work that is yet to be done within this sector. At present the management is based on precedents set by previous cases but the need for a legal framework within the sector is apparent.

VII. Cross-Cutting Areas and Programmes Relevant to the Sector

- **Human Rights:** Enjoyment of culture as an essential right for all members of the society
- **Decentralization:** through support for library facilities, art/heritage exhibits, and access to information for all Maldivians and decentralisation of heritage management
- **Transport and Connectivity:** Improved access to facilities
- **Gender:** Support for the study and understanding of issues related to gender, social development and environment.
- **Environment:** Use the facilities for improving awareness on environment
- **Private Sector Partnership:** Cultural tourism provides opportunities for income generating activities for the community



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agency
Policy 1: Develop artistic skills among the artist communities, and promote the arts to increase the productivity of the sector as well as appreciation of the arts by the wider public						
Establish a National Arts Council to oversee the functioning of the National Centre for the Arts and the National Art Gallery		x	x	x		MOTAC; NCA, NAG, NL
Establish an Arts Development Fund to be overseen by the National Arts Council		x	x			MOTAC; MOFT
Initiate programs to train and develop the human resources required for the information, culture and arts sector		x	x	x	x	MOTAC; MHRYS, MOE, MOFA, NCA, NAG, NGOs
Initiate programs overseen by the National Arts Council to develop various artistic traditions in a manner that will be economically beneficial for the artistes		x	x	x		MOTAC; NCA, NAG, NGOs

Strategies	2009	2010	2011	2012	2013	Implementing agency
Facilitate arts and crafts practitioners to cater for tourist audiences		x	x	x	x	MOTAC; MOHA, NCA, MATI
Formulate and host local and international arts and crafts festivals, and obtain opportunities from the international arena		x	x	x	x	MOTAC; NCA, MOFA
Encourage and assist the public in organizing art promotion events and festivals		x	x	x	x	MOTAC; NCA, NAG, NGOs
Policy 2: Conserve linguistic heritage of Maldives						
Research and document diverse dialects in the different regions of the country through text and electronic media		x	x	x		MOTAC; NCLHR
Conduct awareness programs and competitions on Dhivehi language		x	x	x		MOTAC; NCLHR
Facilitate linguistic research and dissemination	x	x	x	x	x	MOTAC; NCLHR



Strategies	2009	2010	2011	2012	2013	Implementing agency
Policy 3: Strengthen the National Library under the Library Act, and develop and enhance library services across the country						
Conduct capacity building programs for library management of the National Library	x	x	x	x	x	MOTAC; MHRYS, MOE, NL
Acquisition of conservation materials and archiving	x	x	x	x	x	MOTAC; NCHLR
Establish a Library Board			x	x	x	MOTAC; NL
Adopt a Library Act			x	x	x	MOTAC; NL, AGO, LC
Implement the Legal Depository Law		x	x	x	x	MOTAC; NL, AGO, LC
Initiate and run Mobile library services	x	x	x	x	x	MOTAC; NL

Strategies	2009	2010	2011	2012	2013	Implementing agency
Collection development (Budget endorsed and through local, regional and international depositors)	x	x	x	x	x	MOTAC; NL
Upgrade libraries/library branches, assist in establishing libraries in the provinces and offer professional assistance in the field of Library and Information Science	x	x	x	x	x	MOTAC; NL, MOHA
Conduct training programs for librarians through out Maldives, to establish them as full-fledged librarians in order to generate greater efficiency and better service to the end users	x	x	x	x	x	MOTAC; NL, MOE
Establish a separate Children's Library designed to cater to the needs of children		x	x	x	x	MOTAC; NL, Male' Municipality, MHTE
Establish a building to accommodate the National, Public and Children's Library			x	x	x	MOTAC; NL, Male' Municipality, MHTE
Finalize the Classification Act	x	x	x	x	x	MOTAC; NBC, AGO, LC, NGOs



Strategies	2009	2010	2011	2012	2013	Implementing agency
Increase public access to online and digital media		x	x	x	x	MOTAC; NL, NCIT
Policy 4: Develop cultural and archaeological heritage of the Maldives						
Organize exhibitions and participate in fairs and related events to promote and market unique features and aspects of Maldivian culture and identity		x	x	x		MOTAC; NCLHR
Develop cultural tourism		x	x	x	x	MOTAC; NCLHR
Establish a museum planning committee to oversee museum development and organize exhibitions and other programs aimed at tourists		x	x	x	x	MOTAC; NCLHR
Develop and promote prominent cultural, heritage sites/buildings and dive sites and marine heritage on inhabited islands as tourist attractions		x	x	x	x	MOTAC; MOHA, NCLHR, DAM

Strategies	2009	2010	2011	2012	2013	Implementing agency
Develop exhibits on the culture and the history of the Maldives in different regions of the country, aimed at both the local public and tourists		x	x	x	x	MOTAC; MOHA, NCLHR
Compile an inventory and national audit of the cultural and heritage sites and research their historical significance, and manage the sites in a manner that generates revenue from visitors		x	x	x	x	MOTAC; NCLHR
Develop and build required human resources and capacity for marine archaeology	x	x	x	x	x	MOTAC; MHRYS, NCLHR, DAM
Produce radio and television programs to promote language and history among students	x	x	x			MOTAC; MOE, NCLHR
Formulate and conduct short and vocational programs for school leavers and amateurs through the educational system to familiarize local public on the language, history and culture	x	x	x			MOTAC; MOE, TVET, NCLHR
Draft and implement Heritage Act	x	x	x	x	x	MOTAC; NCLHR, AGO, LC, NGOs

SOCIAL JUSTICE
Information, Arts
and Culture

Strategies	2009	2010	2011	2012	2013	Implementing agency
Draft legislation and establish a Heritage Council	x	x	x	x	x	MOTAC; NCLHR, AGO, LC, NGOs
Establish a Centre for Heritage Protection to manage the cultural heritage	x	x	x			MOTAC; CSC, NCLHR
Conduct capacity building programs for museum management through funding from foreign and local donors	x	x	x	x	x	MOTAC; MOFA, NCLHR
Increase the capacities and the facilities for research at the national Centre for Historic and Linguistic Research and affiliate the centre with the proposed university	x	x	x			MOTAC; NCLHR, MOE
Facilitate digitized documentation of historical documents	x	x	x			MOTAC; NCLHR, MOCAC (NCIT)

Strategies	2009	2010	2011	2012	2013	Implementing agency
Policy 5: Establish a National Archive						
Draft and implement the Archival Act		x	x	x	x	MOTAC; NL
Enhance capacity of the National Archive in collection and documentation of archival material		x	x	x	x	MOTAC; NL, NCIT
Policy 6: Ensure a system of media regulation conducive to freedom of expression and diversity of media in accordance with the tenets of the constitution						
Establish an independent Broadcasting Commission to regulate broadcast media		x	x	x	x	MOTAC; NGOs, Private broadcasters
Establish a Right to Information law in line with international standards and enable public bodies to realise their obligations in accordance with the law		x	x	x	x	MOTAC; AGO, LC
Criminal defamation to be abolished and rules on civil defamation to be revised in line with international standards		x	x	x	x	MOTAC; AGO, LC



Strategies	2009	2010	2011	2012	2013	Implementing agency
System for registration of newspapers to be abolished or revised so that it is a technical registration system		x	x	x	x	MOTAC; MOHA, NCIT
Cooperate with the Ministry of Economic Development to prepare Intellectual Property regulations		x	x	x	x	MOTAC; MOED
Policy 7: Provide for a level economic playing field and transparency of ownership within a diverse and vibrant media environment						
Establish clear and enforceable rules limiting concentration and requiring transparency of media ownership		x	x	x	x	MOTAC; AGO, MOED
Establish a legal framework and plan for the allocation of broadcasting license and frequencies that envisages an equitable sharing of frequencies among public, commercial and community broadcasters		x	x	x	x	MOTAC; AGO
Broadcasting licensing system to be used to promote diversity in the airways		x	x	x	x	MOTAC; MOED

Strategies	2009	2010	2011	2012	2013	Implementing agency
Formulate and implement clear and fair rules for the allocation of public advertising		x	x	x	x	MOTAC; AGO, private broadcasters
Policy 8: Support media as a platform for democratic discourse						
Through dialogue with the media community, facilitate the creation of a Media Council, possibly through a revised law that does not provide for restrictions on content, to develop professionalism and act as a self-regulatory body		x	x	x	x	MOTAC; AGO, LC, NGOs, private broadcasters
Establish the Maldives National Broadcasting Corporation as an independent public service broadcaster		x	x	x	x	MOTAC; PO

SOCIAL JUSTICE
Information, Arts
and Culture

Strategies	2009	2010	2011	2012	2013	Implementing agency
Policy 9: Enhance capacity building in the areas of technical and professional development to create a solid foundation for freedom of expression, pluralism and diversity						
Incorporate media education and training and professional development courses into the Faculty of Arts at the College of Higher Education		x	x	x	x	MOTAC; MHRYS
Provide training for government ministries and agencies on media relations and the right to Information		x	x	x	x	MOTAC; MHRYS
Facilitate an environment in which professional representative bodies can exist and function to serve journalists		x	x	x	x	MOTAC; All govt agencies

Strategies	2009	2010	2011	2012	2013	Implementing agency
Policy 10: Ensure infrastructural capacity to support media and communication, including new media and the Network Communications Environment						
In conjunction with relevant Ministries and agencies and the private sector, work towards the roll-out of a national ICT network that facilitates connectivity that is affordable for all communities throughout the Maldives		x	x	x	x	MOTAC; MOCAC
Ensure the institutional independence of the Communications Authority and ensure transparent and accountable regulation of the ICT and mobile telephone sectors		x	x	x	x	MOTAC; MOCAC
Develop a national ICT strategy to facilitate e-governance and access to information for all		x	x	x	x	MOTAC; MOCAC [NCIT]



Economic Development

Tourism

Fisheries

Agriculture

Small and Medium Enterprises (SMEs)

Employment and Human Resource Development

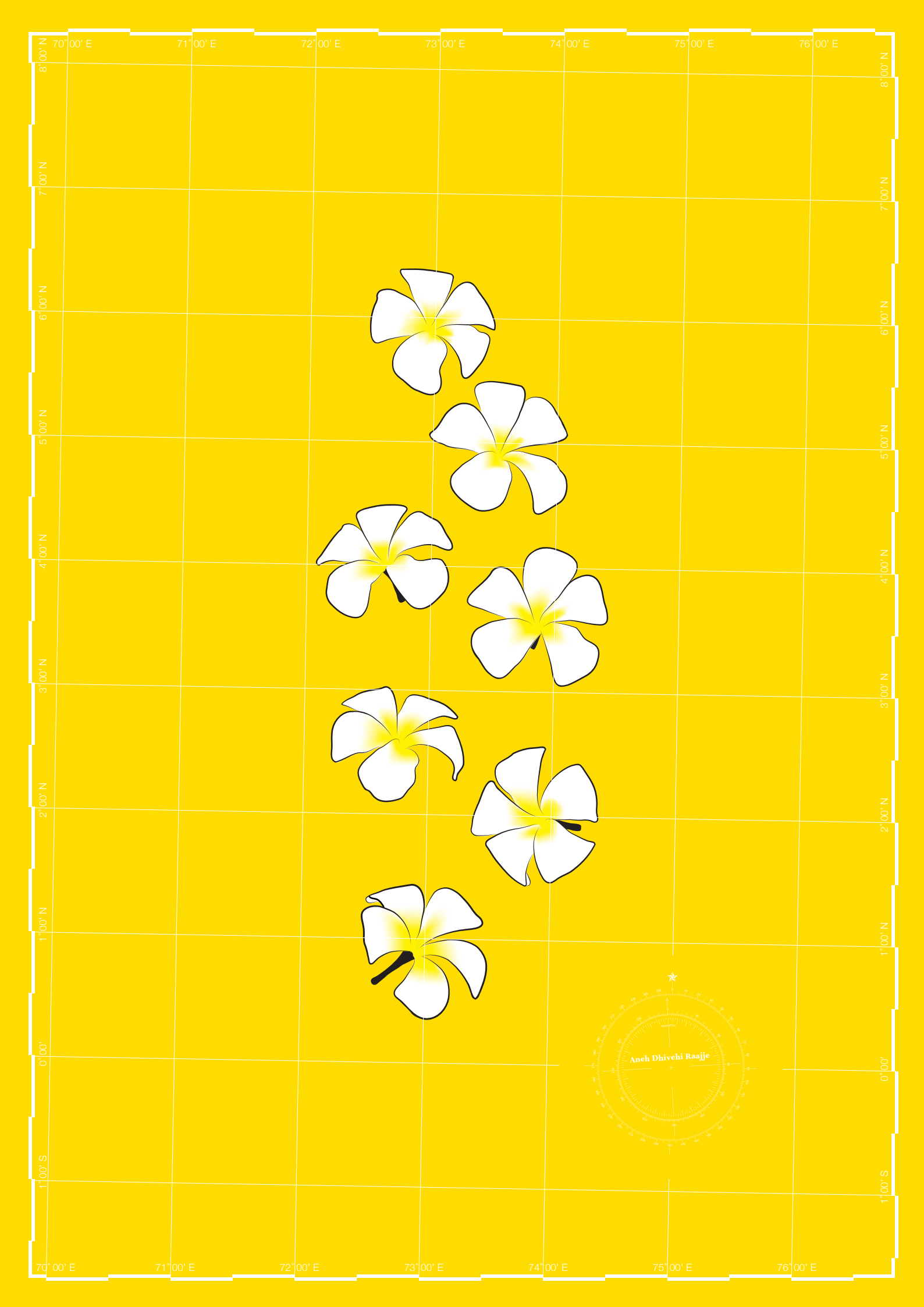
Environment

Water and Sewerage Services

Energy

Land Reform

Communication, Science and Technology


70° 00' E
71° 00' E
72° 00' E
73° 00' E
74° 00' E
75° 00' E
76° 00' E
8° 00' N
7° 00' N
6° 00' N
5° 00' N
4° 00' N
3° 00' N
2° 00' N
1° 00' N
0° 00'
1° 00' S
Aneh Dhivehi Raajje

TOURISM

I.Background



ECONOMIC
DEVELOPMENT
Tourism

The tourism industry has grown rapidly since 1972, transforming the Maldives into a quintessential island holiday destination with a global reputation, winning international acclaim and awards. The growth of the industry has progressed largely on a planned path determined by a series of Tourism Masterplans. Economic growth in the key markets coupled with a collective promotion effort by the government and the industry itself have facilitated continued good performance.

As is the case in many island nations, tourism here has become the key platform for national economic development. In 2008, tourism accounted for 27 percent of GDP and about 29 percent of government revenue directly. It also accounts for more than 24,000[1] jobs.

Sustainable tourism development has been the key to the Maldives success as a tourist destination. An established regulatory framework is responsible for overseeing safe and environmentally sound development, construction and operation of resorts.

A total of 96 islands had been developed into tourist resorts by the end of September 2009. An additional 62 resort / hotel development projects representing over 10,000 beds have been allocated and they are in various stages of construction.

In the past resort development was concentrated in the central region of the country within easy reach of the Male' International Airport. However, under the new policy, islands for resort / hotel development have been released across the country, along with plots of land for city-style hotel development in inhabited islands. The decision for development of guesthouses in the atolls is expected to bring direct benefits to island communities while reviews of regulations are needed for these emerging markets and products.

1 Based on bed to employee ratio (1:1.17), Ministry of Tourism, 2006

The volume of tourist arrivals has risen from 42,000 in 1980 to 683,000 by 2008 producing an annual average growth rate above 12 percent, compared with a global average of 5 percent. The supply of tourist accommodation increased from 2,400 beds to about 23,500 over the same period. The initial Third Tourism Master Plan (TTMP) projections forecast that visitor arrivals would reach a million visitors by 2011 with a target of 33,327 beds by the end of the Third Tourism Master Plan period.

However, tourist arrivals are susceptible to fluctuations in the global economy. The recent global recession reduced industry growth rate to 1.1% in the last quarter of 2008. Currently, the growth rate stands at -8%. It is estimated that average growth will be about -7% by the end of the year. Industry projections estimate that tourist the arrival levels reached in 2008 would not be met until 2011.

Maldives Tourism Promotion Board (MTPB), which is the marketing arm of the Ministry of Tourism Arts & Culture, mandated with destination promotion and marketing is considering restructuring the institution to improve marketing activities, financing and management. A study is planned in 2009 with assistance from UNWTO to identify a suitable corporatization model for MTPB. A strong marketing strategy and adequate promotional activities are required to support the tourism sector in improving arrivals and meeting with the targeted growth in the short and long-term.

II. Constraints and Emerging Issues



ECONOMIC DEVELOPMENT
Tourism

- Raising investment finance remains a major obstacle in meeting development targets in the sector. Investments banks and easy loans for tourism investment projects for locals are needed for the sustainable development of the industry. Since the end of the 2008, the global economic recession has significantly affected the planned private sector tourism developments and there has been subsequent loss of government revenue due to resulting delays.

- With over 70 percent of tourists sourced from Europe, any impact on European economies or change in market sentiment affects tourism in Maldives.

- The newly enacted Labour Law requires supporting tripartite discussion and dispute resolution mechanisms. Consequently tourist safety and security is an emerging issue that is of concern to the industry.

- The Government's commitment to the carbon neutral policy envisages a switch from fossil fuel to renewable energy by 2020 with planned 50% reduction in electricity generation by fuel by 2015. Naturally, the tourism industry which is high in energy dependency will need to have an adaptation strategy formulated urgently with technical and financial assistance to revert to alternative sources of energy and to adapt to climate change.

- Since the development of international tourism in the Maldives, there has been a mismatch of trained human resources to the opportunities created in the sector. Although the Faculty of Hospitality and Tourism Studies (FHTS) at the Maldives College of Higher Education (MCHE) conducts some courses, and a few resorts conduct internship programmes, the necessary pool of skilled human resources have not been developed domestically. Furthermore, although it has improved significantly over the years, women have generally not taken to direct employment in resorts and hotels due to the stigmatization of tourism jobs, social values attached to working away from home and due to undesirable working conditions.

- Direct contribution of the tourism industry to general economic development in the Maldives has been limited in part due to the one-island, one-resort concept that has been employed until recently. With a view to meeting sustainable development objectives and maximizing economic benefits to the local communities, the government has recently proposed PPP models of engaging tourism operators in the nation's infrastructure development through their corporate social responsibility obligations.

III. Goals of the Sector

1. Promote sustainable investment in the tourism sector and supporting infrastructure

2. Improve training and employment opportunities in the sector for Maldivians

3. Ensure environmental sustainability of all tourism related ventures

IV. Key Sector Policies



ECONOMIC DEVELOPMENT
Tourism

Policies	Manifesto linkage	Other directives
Policy 1: Facilitate sustainable growth and increase investment in the industry, while enhancing public share of economic benefits from tourism.	P1, L2, L4	
Policy 2: Increase employment opportunities and, open up opportunities for gainful public and community participation in the tourism industry.	P2, S1, L1	
Policy 3: Develop and maintain supporting infrastructure required for the growth of the tourism industry.	P2, P5, L1, L3, L4, L6	
Policy 4: Ensure environmental sustainability in development and operation of all tourism products, and strive for global excellence in environmentally-responsible tourism.	P6, S4, L5	
Policy 5: Continue to brand Maldives as a unique destination with innovative products and retain Maldives positioning as a top ranking destination in traditional and emerging source markets	L3	
Policy 6: Introduce a fair tourism tax regime and continue to strengthen the legal and regulatory framework and the institutional capacity of the Ministry of Tourism	P1, S1	

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Tourism, Arts and Culture is responsible for developing and implementing the tourism, arts, heritage and cultural policy of the country.

Stakeholder Ministries and Sectors:

- **Ministry of Housing, Transport and Environment:** for facilitating development of supporting infrastructure and development of real estate linked to tourism. Monitoring of environmental sustainability.

- **Ministry of Economic Development and Invest Maldives:** to enhance private sector engagement in communities and promotion of CSR. Trade licensing and Facilitation of new foreign investor's entry into sector and supporting activities.

- **Ministry of Fisheries and Agriculture:** for resources allocation and sharing, especially islands and land allocation for tourism activities.

- **Ministry of Finance and Treasury:** Resource mobilization and budgeting.

- **Ministry of Education:** Development of tourism and hospitality curriculum and vocational training for secondary schools to prepare for the industry.

- **Ministry of Health and Family:** Regulation and facilitation of Health Tourism.

- **Ministry of Human Resources, Youth and Sports:** Regulation and facilitation of sports tourism, employment and human resource development.

- **Ministry of Communication and Civil Aviation:** Development of Airport Infrastructure and regulation.



- **Maldives Stock Exchange:** Regulate and strengthen share market to facilitate public investment in tourism.

- **Ministry of Home Affairs:** Enhance tourist security and safety in Maldives through Maldives Police Service, facilitate tourist movement and regulate visa for tourist visitation through Department of Immigration and Emigration, enhance flow of imports and export of goods for the industry, import duty facilitation and concessions through Maldives Customs Services.

- **Maldives Ports Authority:** facilitate bunkering and harbor of tourist vessels.

- **Faculty of Hotel Management:** Training.

Local Governance System

Ministry of Home Affairs, Provinces, Atolls and Island Councils

Private Sector Involvement

Tourism service is currently provided almost exclusively by the private sector, with more opportunities available for investment in supporting infrastructure and ancillary facilities during the plan period.

Industry organizations representing the interests of the various industry participants include the Maldives Association of Tourism Industry (MATI), Maldives Association of Tourism Agents and Tour Operators (MATATO), Maldives Association of Construction Industry (MASI), Maldives Association of Yachting Agents (MAYA), Maldives Live-aboard Association (LAM), Dive Association of Maldives (DAM), Windsurf Association of Maldives, Airport Representatives Association of Maldives (ARAM), Sailing Association of Maldives, Maldives Tour Guides Association (MTGA), Maldives Tourism and Travel Guides Association (MTTGA) and the Tourism Employees Association of Maldives (TEAM).

Cooperation with other external organizations

UNWTO, PATA, WTTC, SAARC, UNESCO, ILO, UNDP, OIC, IATA, WTO, ADB, WB, IFC, Multilateral Investment Guarantee Agency (MIGA)

VI. Legal Framework

- Maldives Tourism Act (Law No. 2/99) provides the legal framework for the determination of zones and islands for the development of tourism in the Maldives; the leasing of islands for development as tourist resorts, the leasing of land for development as tourist hotels and tourist guesthouses, the leasing of places for development as marinas, the management of all such facilities; and the operation of tourist vessels, diving centers and travel agency services in the country. Similarly, the following laws allow provisions for tourism sector development and services.

- Companies Act: Law 10/96, 7 November 1996, amended 22 July 1998 (Law 19/98) - governs the formation, registration and management of companies in Maldives.

- Maldivian Land Act (Law 1/02), amended 23 July 2008 (Law 4/2008)- determines land tenure and leasing.

- Law on Uninhabited Islands in Maldives (Law 20-98) – governs use of uninhabited islands for economic development.

- Heritage Law 27/97 and regulations: on protection and conservation of heritage sites in the Maldives.

- Law of Foreign Investments in the Republic of Maldives (Law 25/79): governs investment by foreigners in the sector.



ECONOMIC
DEVELOPMENT
Tourism

- Law of Partnership in Maldives (Law 9/96): on formations of partnerships for trade and business.

- Mortgage law 9/93: relate to mortgage of property or assets leased for resort and hotel developments.

- Law on Import restricted Items to Maldives (Law No. 4/75): on import of liquor and pork products for tourism industry use.

- Civil Aviation Act of Maldives 2001(law 2/2001): makes provision for registration and operation of civil aircraft and safety of civil aviation in the Maldives.

- Environment Protection and Preservation Act of Maldives (Law no. 3/94): require environmental impacts assessment (EIA) on projects. The laws to make resort management comply with environment protection guidelines and encourage resorts to be socially, culturally responsible and environment friendly need to be enforced.

- Employment Act (Law 2/2008): currently regulates employment in the tourism sector. The necessary employment related laws and procedures to facilitate practical tripartite discussions and bargaining and to regulate employment of migrant workers need to be developed.

- The necessary laws and regulation for the ancillary industries of the tourism sector need to be formulated.

VII. Cross-Cutting Themes and Programmes

- **Human Rights:** promote right to employment from tourism sector.
- **Decentralisation:** fiscal autonomy and revenue generation from tourism sector at local level.
- **Transport and Connectivity:** improved mobility for tourism employees.
- **Gender:** empowerment of women and female participation in the sector.
- **Social protection:** contribution to the national pension framework and provide health insurance for employees.
- **Environment:** Maldives carbon neutral programme; resorts will need to develop and implement climate change adaptation plans.
- **Private Sector Partnership:** linking tourism industry for the provision of utilities and other amenities to provincial communities

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Facilitate sustainable growth and increase investment in the industry, while enhancing public share of economic benefits from tourism						
Develop islands/plots of land for resort/hotel, luxury villas and private islands in close proximity to population centres	X	X	X	X	X	MOTAC, MOHA, MHTE and MOFA
Enable access for Maldivians to long-term loans through investment banks in order to encourage locals to invest in resort development, hotels, safari vessels and other ventures which require large amount of finance	X	X	X	X	X	MOTAC, MOFT, MED and financial institutions
Propose a revision to the tourism law to provide a stronger incentive (in terms of lease period) for tourism companies to issue public shares in tourist resorts		X	X	X	X	MOTAC, AGO and Law Commission
Revise and implement the Tourism Masterplan with the consultation of the tourism industry and relevant government offices	X	X	X	X	X	MOTAC, MTPB, private sector and industry associations

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Conduct a base-line study to determine the level of linkages between tourism and other economic activities of island communities.		X				MOTAC, MOED, donor agencies and industry associations
Policy 2: Increase employment opportunities through gainful public and community participation in the tourism industry						
Design and implement a nationwide, comprehensive awareness program on the benefits of tourism to atoll communities	X	X	X	X	X	MOTAC, MHRYS, NGOs, Media and MOHA
Conduct school-based awareness programs on tourism and career opportunities in the sector in order to promote careers in tourism for school and college graduates	X	X	X	X	X	MOTAC, MOE, MHRYS
Implement a mechanism to promote participation of NGOs/ associations in the tourism sector in order to strengthen governance and democratization in the tourism industry	X	X				MOTAC, MATI, NGOs and CMDA
Develop a program to encourage participation of tourism industry employees in the "Madhana" health insurance policy		X	X	X		MOTAC and MOHF [NSPA]
Establish an esteemed international hotel school			X	X	X	MOTAC, MOE, MHRYS, MFA and donor agencies



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Identify and establish a mechanism to address and resolve labour grievances and disputes in the industry	X	X				MOTAC, MHRYS, Labour Tribunal, industry associations and private sector
Expedite amendments to the Employment Act to better protect the rights of tourism sector employees in consultation with the resort owners and resort workers	X	X	X			MOTAC, MHRYS, AGO, Law Commission, HRCM, industry associations and private sector
Increase ratio of Maldivians to expatriate employees in the tourism industry		X	X	X	X	MOTAC and MHRYS
Increase local female employment to create gender balance	X	X	X			MOTAC, MHRYS and private sector
Review the quota system to provide for an increase in the number of Maldivians employed in Supervisory and Management positions of the industry	X	X	X			MOTAC, MED and MHRYS

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Promote tourism related vocational skills training at secondary schools to increase number of local employees	X	X	X			MOTAC, MOE, MHRYS and private sector
Policy 3: Develop and maintain supporting infrastructure required for the growth of the tourism industry						
Develop ancillary industries (SMEs) in the tourism sector		X	X			MOTAC, MED, private sector and industry associations
Establish a National Institute for Tourism Research and Development		X	X	X	X	MOTAC, MTPB, MOE and MHRYS
Enhance the national air-transport network by improving existing airport facilities and developing additional domestic airports to serve the needs of tourism with supporting infrastructure for fuel storage, warehousing etc.	X	X	X	X	X	MOCAC, MOTAC, MHTE and MOHA
Facilitate the development of an appropriate harbour for live-aboards close to international airports with required supporting facilities as fuel storage, water, and food		X	X	X	X	MHTE, MOTAC, MACL and MOHA
Develop marinas and yachting harbors with bunkering facilities strategically across the country		X	X	X	X	MHTE, MOTAC and MOHA



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Facilitate the upgrading of Male' and Gan International Airports to cater for the increasing number of resorts	X	X	X	X		MOCAC, MOTAC, MACL and MOED
Facilitate setting up of sea-plane hubs & night landing facilities in the Southern and Northern Zones to cater for the increasing number of resorts and hotels in these regions	X	X	X			MOCAC, MOTAC, MHTE and MOHA
Advocate Commercially Important Person (CIP) facilities and establish parking facilities for private jets on Male' International Airports		X	X	X	X	MACL, MOTAC and MOCAC
Advocate and facilitate the provision of mobile phone and internet access to live-aboards, across the span of operation within Maldives	X	X	X	X	X	MOCAC and MOTAC
Hold consultations to encourage resorts to establish scheduled transport services between resorts and inhabited islands		X	X			MOTAC and MHTE
Establish an international Airport in the north, similar to those in the center and south of the country and develop these airports in proportion to development in the tourism sector		X	X	X	X	MOCAC, MOTAC and MACL

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Ensure environmental sustainability in development and operation of all tourism products, and strive for global excellence in environmentally-responsible tourism						
Identify and enforce adaptation measures for climate change and disaster mitigation for the tourism industry	X	X	X	X	X	MOTAC and MHTE [EPA, DRMC]
Reduce carbon footprint of the industry in cooperation with the private sector		X	X	X	X	MOTAC,MHTE [EPA, DRMC], evironmental NGOs, private sector and industry associations
Conduct health checks of reefs and marine protected areas in partnership with Marine Research, EPA and other stakeholders	X	X	X	X	X	MOTAC, MHTE [EPA], MRC and NGOs
Conduct EMS familiarisation workshops for the tourism industry in association with EPA		X		X		MOTAC, MHTE (EPA) and Tourism industry
Recognize and award socially responsible resorts in order to encourage the social responsibility of resort owners and extend tourism benefits to local communities		X	X	X	X	MOTAC, PO, CMDA and MHTE
Monitor contractual obligations under the lease agreement and bid document on environment and CSR	X	X	X	X	X	MOTAC, MHTE and MOFT

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Issue environmental regulations for hotel, guest houses and live-aboard vessels (safari vessels),including standards for sewage and waste water disposal for all tourist establishments	X	X	X			MOTAC, MHTE [EPA] and AGO
Policy 5: Continue to brand Maldives as a unique destination with innovative products and retain Maldives positioning as a top ranking destination in traditional and emerging source markets						
Study the potential of new and innovative products to the industry such as water-based theme parks, atoll-based cultural centre, training resort, family resorts, tourist shopping complexes, yachting, adventure sports tourism, health tourism, private islands, luxury villas, time share agreements, and tourist villages in inhabited islands	X	X				MOTAC, MOHA, NCLHR, MHRYS, MOED, MOHF, MHTE and UNWTO
Facilitate promoting, networking and selling opportunities for the industry partners by taking part in appropriate tourism trade and consumer exhibitions and fairs, road shows, workshops	X	X	X	X	X	MTPB, MOED, MFA and private sector
Produce promotional literature for target markets with updated information and reflection of new tourism developments	X	X	X	X	X	MTPB, MOTAC and private sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Showcase the diversity and fragility of the Maldives marine environment in fairs		X	X	X	X	MTPB, MHTE and MOTAC
Develop the annual destination marketing plan with broader consultation and input from the industry	X	X	X	X	X	MTPB, MOTAC and private sector
With community ownership, develop and promote prominent cultural, heritage sites/buildings and dive sites and underwater heritage on inhabited islands as tourist attractions	X	X	X	X	X	MOTAC [NCLHR], MOHA, MTPB, DAM and private sector
Recognize and facilitate performing arts from atolls and islands as a tourism business venture for communities in partnership with National Centre for the Arts and Entertainment Company	X	X	X	X	X	MOTAC [NCA] and Entertainment Co.
In partnership with National Centre for Linguistic and Historical Research conduct a national audit of cultural and heritage sites	X	X	X			MOTAC [NCLHR] and MOHA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Introduce a fair tourism tax regime and continue to strengthen the legal and regulatory framework and the institutional capacity of the Ministry of Tourism						
Establish basic guidelines of a fair and justifiable tourism tax regime in consultation with resort owners, relevant government offices and the public	X	X				MOTAC, MOFT, private sector and NGOs
Discontinue the practice of obtaining advance payment from developers of new resorts and increase public revenue from tourism through revising tax regulations and by increasing the supply of tourist beds according to projected demand specified in the tourism master plan	X	X	X	X	X	MOTAC, MTPB and private sector
Revise Tourism Law to implement the new tax regime	X	X				MOTAC, AGO and Law Commission
Prepare the industry and create a mechanism to support implementation of the tax legislation	X	X	X			MOTAC, MOFT and MHRYS
Introduce a mechanism in the Tourism Act to regulate new products in the tourism industry	X	X	X	X	X	MOTAC, AGO and Law Commission

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Propose a revision to the tourism law to provide a stronger incentive (in terms of lease period) for tourism companies to issue public shares in tourist resorts	X	X	X			MOTAC, AGO and Law Commission
Raise public awareness regarding the benefits of private and public-private partnership in tourism	X	X	X	X	X	MOTAC, MOED, Media and NGOs
Establish a data management system in MOTAC to ensure appropriate collection and distribution of data related to tourism	X	X	X			MOTAC, NCIT and NPD
Build MOTAC capacity and delegate monitoring and regulatory functions to provincial officials by training and certifying a pool of inspectors in the provinces to facilitate decentralization	X	X	X	X	X	MOTAC, MHRYS and MOHA
Introduce antitrust law/antimonopoly law to Maldives		X	X			MOTAC, AGO, Law Commission and MOED
Conduct a study to identify a suitable model to corporatise/ restructure MTPB	X	X				MOTAC, MOED, MTPB and Donor agencies

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish the Tourism Crisis Management Unit to study and collaboratively implement policies, procedures and programs required to maintain high level safety standards and responsiveness to crisis and emergencies in the sector and establish Disaster Response team at resorts and other tourism related establishments	X	X	X			MOTAC, DRMC, MNDF and private sector
Regulate safety and security audits and simulation exercises at all resorts and other tourist establishments		X	X	X	X	MOTAC, DRMC and private sector
Conduct an audit to establish the emergency evacuation and communication infrastructure capacity		X	X			MOTAC, DRMC and MNDF
Integrate resorts into the Disaster and Risk Management Centre evacuation plan	X	X				MOTAC, DRMC and private sector
Raise the standard of medical care available at central and regional hospitals and atoll medical facilities, to cater for the expansion of the tourism industry	X	X	X			MOTAC, MOHFand MOHA

FISHERIES

I.Background



ECONOMIC
DEVELOPMENT
Fisheries

While reef fishery has recently become popular due to the demand created by the tourism industry, Maldivians have traditionally been engaged in tuna fishery for generations. Today, the key components of the sector are pole-and-line skipjack fisheries, hand-line yellowfin fisheries, and fishing of groupers and other reef fish, sea cucumbers and lobsters. The sector has accounted for around 4-6 percent of GDP in recent years, and contributes to Maldives' earning of foreign exchange on account of the export of fresh, chilled, frozen and canned skipjack and yellowfin tuna. With a fishing-fleet of about 1,200 vessels, close to 15,000 fishermen and their families depend on fishing. This represents about 10-15 percent of the local workforce.[1]

Following the liberalization of the skipjack industry in 2001, there has been large scale investment in infrastructure in the past few years. The disposable tuna catch is purchased by 5 companies that have exclusive rights to buy skipjack tuna under agreements with the government. Meanwhile, a fishery for large Yellowfin tuna has developed independently in recent years and represents, on average, about 14 percent of the total landings over the past five years. However, being a very seasonal industry, there have been fluctuations in landings. This has inevitably resulted in difficulties for the industry at times when planned growth patterns have not materialized. Concurrently, as the size of fishing vessels have increased in recent years, they have become less fuel efficient and therefore, fewer fishing trips are made during periods of low-catch or high overheads.

1 According to records maintained by the MOFAMR

II. Constraints and emerging issues

- Heavy investments were made following the high fish landings in 2005 and 2006 when local fishermen and boat owners invested in newer and bigger boats. Falls in catch over the past 2 years have impacted these new investments heavily with the low fishing period also coinciding with higher fuel prices, crippling the industry.

- Lack of cooling systems on vessels is a major constraint for catch storage on local fishing vessels until its delivery to landing centers. It is now widely accepted that all fishing vessels need to be designed and equipped with cooling systems to enable delivery of higher quality fish for better returns on catch.

- The existing legal framework does not allow effective modern management of the sector.

- A boat building code and associated guidelines are necessary in order to manage the capacity and quality issues as well as the engine sizes of vessels. An optimum boat and engine size has yet to be identified but it is observed that smaller vessels consistently operate profitably during low fishing seasons.

- No dedicated fisheries ports in the Maldives exist with modern services and facilities such as fuel, ice and water and other amenities.

- No major investments have been made although the Maldives has all the basic characteristics necessary to develop a lucrative aquaculture industry.

- Maldives has not yet become a member of IOTC which is the regional fisheries management body in the Indian Ocean although it is widely accepted that due to their migratory nature, tuna stocks can be best managed regionally.

- Nonexistence of a marketing body hinders the opportunity to capture the best market price for pole and line methods of fishing.

III. Goals of the Sector



ECONOMIC DEVELOPMENT
Fisheries

1. Ensure the sustainable development of fisheries for economic diversification and growth
2. Expand youth participation in the sector
3. Promote exports and trade of the fisheries sector
4. Enhance infrastructure and financial services to support sector development
5. Promote research, training and technical development in the sector

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Expand the scope of the fisheries sector in the economy and diversify fish and marine products in a sustainable manner.	P1, P2, P4, S3, L4	

Policy	Manifesto linkage	Other directives
Policy 2: Regulate the market to ensure that changes in the buying price of fish in international markets are passed through to local fishermen.	P1	President's speeches and directives
Policy 3: Facilitate business development, trade and export promotion in fisheries.	P3,P6,S3,S4,S5 L4	
Policy 4: Provide training and capacity building opportunities in the sector	P3,S2 L1,L3	
Policy 5: Promote research in fisheries and introduce fish breeding and productivity.	P4 L4,L5,L6	
Policy 6: Establish modern fisheries infrastructure in different regions of the country.	L7	
Policy 7: Enhance the regulatory framework to ensure sustainable fishery development and management	P5,P2,S1,S2 L2	

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Fisheries and Agriculture: (MoFA) is responsible for managing fisheries and marine resources sustainably and for developing and implementing policies, laws and regulations which govern fisheries management. The Ministry also supervises the Marine Research Centre (MRC) which conducts policy directed fisheries research.



ECONOMIC
DEVELOPMENT
Fisheries

Stakeholders and Sectors:

- **Maldives Food and Drug Authority:** fish quality standards and regulations
- **Dept of National Planning:** Statistics and Monitoring
- **Ministry of Economic Development:** enhance private sector engagement, business development and trade promotion, EEZ fishery regulation and management
- **Ministry of Finance and Treasury:** resource mobilisation and budgeting
- **Ministry of Human Resources, Youth and Sports:** training and labour relations
- **Ministry of Education:** Fisheries Curriculum development, MRC affiliation to the University of Biccoca
- **Ministry of Defence and National Security (MNDF Coast Guard):** fisheries law enforcement and monitoring of the EEZ. Implementation of MCS
- **Maldives Customs Service/ Ports Authority:** quarantine, inspection on regulations / standards, combat illegal trade and implement port state measures.
- **Ministry of Housing, Transport and Environment:** habitats, fish stocks exploitation/sustainability

Local Governance System:

Ministry of Home Affairs, Provinces, Atolls and Island Councils

Ministry of Fisheries and Agriculture is in the process of establishing functional desks at all Provincial Offices with at least one trained staff as a Project Officer. The Ministry intends to provide all services including project management and training programmes at province level. The province level desks will also be focal points for implementation of fisheries laws and regulations.

Private Sector Involvement

The Ministry works very closely with the Fishermen's Union, Maldives National Chamber of Commerce and Industry and Maldives Seafood Processors and Exporters Association. The Ministry also considers the 5 investors/operators in the skipjack zones (namely Maldives Industrial Fisheries Company Ltd (MIFCO), Island Enterprises Pvt Ltd (IEL), Horizon Fisheries Pvt Ltd, Eco-Fisheries International Pvt Ltd and Funaddu Tuna Products Pvt Ltd) as key partners in industrial development of the tuna fisheries sector.

Cooperation with External Organisations

Food and Agriculture Organisation (FAO), International Fund for Agriculture Development (IFAD), INOFISH, BOBIGO, OIE, SAARC Agriculture Information Centre (SAIC), SAARC Forestry Centre, IOTC, SWIOFC, SIOFA.

VI. Legal Framework

- The Fishery Law (Law No. 5/87), and associated regulations currently in force dates from 1985 together with the regulation for "Issuing License to fish in the Exclusive Economic Zone of the Republic of the Maldives", stipulates the permitted fishing methods and zones.

- The Fisheries Law was revised and submitted to Parliament in 2008, but the Bill was later withdrawn by the government to make amendments with reflecting community consultations. The Bill has been further revised after extensive consultation and will be ready to be re-submitted to Parliament in 2010.

VII. Cross-Cutting Themes and Programmes relevant to the sector



ECONOMIC DEVELOPMENT
Fisheries

- **Human Rights:** Promote the right to employment and sustainable livelihoods
- **Decentralisation:** effecting provisions of fishery related services to local communities.
- **Transportation and connectivity:** effecting fishery marketing and trading
- **Gender:** balance/equity through adaptation of staffing policies and plant and accommodation design.
- **Social Protection:** health insurance for fishermen
- **Environmental Sustainability:** regulations effects resource utilization and investments
- **Private Sector Partnership:** scheme for the provision of sector related investments, education and training
- **Climate Change Adaptation:** by encouraging projects which support carbon neutralization and clean development.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Expand the scope of the fisheries sector in the economy and diversify fish and marine products in a sustainable manner.						
Create awareness on long line fishery	x	x	x			MOFA
Establish mechanisms to harvest yellowfin tuna and bigeye tuna sustainably and to help the private sector to establish a long line fishing fleet in the Maldives	x	x	x			MOFA
Revise existing Skipjack Investment Agreements to increase the participation of private sector in the skipjack industry	x	x				MOFA
Privatize MIFCO	x	x	x			MOFA
Policy 2: Regulate the market to ensure that changes in the buying price of fish in international markets are passed through to local fishermen.						
Implement a floor pricing policy	x	x	x	x	x	MOFA
Policy 3: Facilitate business development, trade and export promotion in fisheries						
Develop custom-made low cost Refrigerated Sea Water (RSW) systems	x	x				MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Provide technical and financial assistance for the installation of RSW systems for fishers	x	x	x			MOFA
Establish mechanism to conduct third party certification to improve the trade of fish and fishery related products	x	x				MOFA
Establish a fishery product promotion board to facilitate and improve the trade of fish and fishery products	x	x				MOFA
Participate in fish trade fairs and events	x	x	x	x	x	MOFA
Establish the brand "Maldives Fish" in compliance with international standards	x	x	x	x	x	MOFA
Operate a dedicated FAD center for the construction and installation of FADs	x	x	x	x	x	MOFA
Request/solicit Bank of Maldives Plc to extend repayment period of fishing vessel/engine acquisition loans from 6 years to 10 years	x	x				MOFA
Provide soft loans and training to assist in upgrading fish processing facilities established by fishing communities	x	x	x	x	x	MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Provide training and financial assistance for the production of high quality fishery products		x	x	x	x	MOFA
Policy 4: Provide training and capacity building opportunities in the sector						
Establish Maldives Fisheries Training Center	x	x				MOFA
Conduct a nation wide campaign to promote the fishing industry and create awareness among Maldivian youth	x	x	x	x	x	MOFA
Provide information and career guidance to create awareness amongst students and youth about job opportunities in the fishing industry	x	x	x	x	x	MOFA
Policy 5: Promote research in fisheries and introduce fish breeding and productivity.						
Streamline and reorganize the Marine Research Center's research mandate	x	x				
Establish and develop a fisheries research facility at Maniyafushi.	x	x	x			MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Identify alternative bait harvesting methods practiced elsewhere in the world and explore their applications in the Maldives	x	x	x	x	x	
Establish a Mariculture Development Corporation	x	x				MOFA
Identify and lease potential islands, lagoons and water bodies for mariculture development		x	x			MOFA
Facilitate/establish research centres/outposts in collaboration with foreign universities and research organizations	x	x	x	x	x	MOFA
Introduce alternative data collection mechanisms to increase the validity of statistics	x	x	x			MOFA
Policy 6: Establish modern fisheries infrastructure in different regions of the country						
Conduct a technical study for the identification and development of fisheries support services		x				MOFA
Infrastructure development in fishery harbors	x	x	x			MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Undertake a study for the potential of developing a seafood hub in the Maldives		x				MOFA
Policy 7: Enhance the regulatory framework to ensure sustainable fishery development and management						
Revise the Fisheries laws	x	x				
Revise fisheries regulations	x	x	x			
Formulate, implement and monitor management plans for each commercial fishery in the Maldives	x	x				MOFA
Implement mechanisms to phase out foreign fishing in the EEZ	x	x	x			MOFA
Revise existing Skipjack Agreements to increase the participation of the private sector in the skipjack industry	x	x	x	x	x	MOFA
Establish Monitoring, Control and Surveillance (MCS) and provide training in compliance with local regional and international laws and regulations	x	x	x	x	x	MOFA
Develop a boat building code with stakeholder participation	x	x				MOFA

AGRICULTURE

I.Background



ECONOMIC
DEVELOPMENT
Agriculture

Recognizing that agriculture is the principal source of livelihood for a significant proportion of the population, the Government is committed to its development by establishing better infrastructure, investment in research and new technologies, establishing sustainable support mechanisms and expanding the reach of local produce within the country. Agriculture is an important supplementary source of food and cash even on islands with a diversified occupational base. Development of the agricultural sector is crucial to address the MDG goal of poverty alleviation and the national problems of high malnutrition and food insecurity.

However, while agricultural output has increased in recent years its contribution to the economy and labour force of the country has remained low.

Due to natural limitations unique to this sector, it is able to contribute only 10 percent of the country's food requirements. This has forced the country to be import-dependent for staple food items such as rice, wheat flour, potato, edible oil and sugar. The degree to which Maldives is dependent on food imports makes it vulnerable to external price shocks - a major hurdle to fulfill people's right to food security. However in recent years the local produce of some products have exceeded the imported quantity and thus reduced dependency on their import.

Agricultural systems are grouped into three major types of farming: subsistence, semi-subsistence and commercial. The viability of the latter two is dependent on the transport and marketing systems in addition to the research, advancement and technical support provided by the Government. Farmers must be able to reach major markets for agricultural products to sustain their businesses. While the increase in the number of resorts has created a substantial marketplace for local produce, expensive and unreliable storage and transportation systems causes problems for the assured supply and delivery of fresh, high quality produce demanded by the hotel industry.

All these factors result in the local farmers having to plan transportation, marketing and selling of their produce. As a result most of the produce are usually sold only in Male' and rarely in other islands.

II. Constraints and emerging issues

- Natural resource limitations due to fragile agro-ecological conditions such as low percentage of arable land, limited good quality soils and groundwater, wide dispersion of communities and production areas.

- Labour shortage in the sector due to the obstacles to the expansion of the sector, lack of incentives for farmers, perception of farming as a low-class occupation and not being sufficiently trained or introduced to the sector at early ages.

- Technology related constraints include weak and non-participatory research systems, underdeveloped extension systems that are unable to respond fully to emerging needs of farmers and entrepreneurs. In addition, there is substandard quantity and quality of agricultural inputs, inadequate storage facilities, processing technologies and quarantining to control pests and diseases.

- Infrastructure and marketing constraints include an unreliable transportation network as well as the lack of critical facilities such as harbours and jetties on agriculturally important islands. There is also a lack of wholesale market infrastructure in regions and atolls and an absence of a market information system. The industry faces high unit costs due to spatially dispersed (and often unviable) markets and unavailability of capital financing.[1]

1 These factors have resulted in few successful commercial agriculture initiatives.

- Institutional constraints include the lack of organisational capacity, lack of private sector participation, insufficient legal and regulatory provisions which limit the growth of the sector.

- Lack of trained personnel in the sector in all levels.



ECONOMIC
DEVELOPMENT
Agriculture

III. Goals of the Sector

1. Reduce dependence on imports and improve national food security

2. Promote agriculture for economic diversification and poverty reduction

3. Improve national food security status by strengthening agriculture sector

4. Strengthen value-chain in agriculture

5. Ensure equitable access to support in agriculture

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Strengthen commercial agriculture to reduce reliance on imported food and attain food security:	P1, P2, S1, L2, L5	
Policy 2: Facilitate the availability of agricultural inputs and accessibility to appropriate and environment friendly technology in all regions to promote sustainable agriculture farming systems	P3, L6	
Policy 3: Develop systems, networks and physical infrastructure for strengthening marketing and trade of agriculture produce and to encourage commercial agriculture	P4, S1, S3, L1	
Policy 4: Expand the use of technology in the agriculture sector to help develop and diversify the sector and ensure gender disparities are not created due to these technologies	P5, L4	
Policy 5: Strengthen the institutional capacity to support the growth of agricultural sector	S4, L3	
Policy 6: Strengthen legal framework to regulate the use of agriculture natural resources and develop services related to agriculture development	L6	
Policy 7: Strengthen agricultural statistics for results-based planning	S2	

V. Institutional Framework



ECONOMIC
DEVELOPMENT
Agriculture

Lead Agency for the Sector:

Ministry of Fisheries and Agriculture

An Agricultural Advisory Board (AAB) with representatives from the private sector is also functional whereby the ministry seeks advice for key policy matters and issues related to the agriculture sector. Similarly, an Agriculture Technical Committee (ATC) is also present within the present organizational structure that informs of various technical guidance and advice to the AAB.

Stakeholder Ministries and Sectors:

- **Dept of National Planning:** Statistics and Monitoring of key indicators
- **Ministry of Economic Development:** Privatization and commercialization of various agriculture components, credit facilitation, trade regulation
- **Ministry of Finance and Treasury:** Resource mobilisation and budgeting
- **Ministry of Health and Family/ MFDA/ CCHDC:** Food Standards and regulations; *Avian Influenza* and other animal related disease control
- **Ministry of Human Resources Youth and Sports:** Training and labour relations, vocational and higher education provision
- **Ministry of Education:** Accreditation and inclusion of Agriculture Curriculum in school system
- **Ministry of Defence and National Security:** Agriculture Chemicals import & Vertebrate Pest Management
- **Maldives Customs Service/ Ports:** Quarantine, inspection on regulations / standards

- **Ministry of Housing, Transport and Environment/ EPA/ NDMC/Transport Authority:** Habitats & biodiversity, sustainable land, forestry and groundwater resource management, agriculture chemical and transportation network, disaster mitigation/adhering to international conventions

- **Ministry of Home Affairs:** Decentralised service provision, monitoring and surveillance of land use.

- **Maldives Police Services:** Law enforcement

- **Attorney General:** Drafting Laws and supporting legislature

- **Banks/ financial institutions:** Provide credit for farmers

There is a strong need to look into inter-institutional arrangements and their functions and mandates with a view to developing more robust linkages in order to facilitate a more efficient and effective implementation of the new government policy of a leaner administration.

Local Governance System:

The Ministry is in the process of establishing functional desks at all Provincial Offices with at least one trained staff as a Project Officer. Larger atolls within the Upper North Province and South Province will be served by more staff. The Ministry intends to provide all services from the Provinces, such as ensuring adherence to regulation, management of resources, training and extensions. The province desks will also collect the necessary data within their respective provinces.

External Organisations:

The Ministry's main international partner in development is the Food and Agriculture Organisation (FAO) of the United Nations, and United Nations Development Programme (UNDP). The FAO is currently represented in country by a resident Advisor, who is supported by the FAO Representative in Sri Lanka.

The Ministry gets support from the International Fund for

Agriculture Development (IFAD) where the Minister for Fisheries and Agriculture is the Governor appointed for IFAD. The Maldives is a member of the CBD, WTO (SPS), IPPC, OIE, ICRAF, World Bank, ADB, Codex Alimentarius, SAARC Agriculture Centre (SAIC), SAARC Forestry Centre for which the Ministry is the focal point.

Private Sector Involvement:

The Ministry works very closely with the local Farmers and Agriculture Association and Commercial Farming Companies. Maldives Industrial Agricultural Company Ltd (MIACO) was established in mid 2009. The private sector is represented in the AAB, ATC and at the MIACO board. Many small private sector initiatives have developed recently. Some key private sector affiliations are: Seagull Group Pvt. Ltd., Fari Maldives Pvt. Ltd., Alia Investments Pvt. Ltd.

These companies are production oriented, commercial operations that rely mostly on their own production, marketing and distribution networks. Thus the links between these initiatives and local farmers is minimal.

VI. Legal Framework

Land resources are now managed under the Uninhabited Islands Act[2]. The Ministry is currently working together with FAO on formulating an Agriculture Law, Agriculture Land Act, Phytosanitary Act, Pesticides Legislation, Animal Health Act, and Plant Quarantine Act of Maldives. This is in a view to strengthen the legal and regulatory framework for the sustainable development of the sector.

2 Law number 20/98

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights:** address right to food security and employment.
- **Decentralisation:** All services of the ministry will be provided in a decentralised manner to ensure better service provision.
- **Gender:** women-targeted training and incentives are in place to ensure gender equity is realized within the sector.
- **Social protection:** measures such as health insurance for farmers, social security fund are in place.
- **Environment:** Projects which support carbon neutralization and clean development mechanism type projects are being looked into by the sector.
- **Private Sector Partnership:** improve private sector participation in all aspects of the sector to benefit the local farmers and promote national food security.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Strengthen commercial agriculture to reduce reliance on imported food and attain food security						
Identification and introduction of new crops that can be grown and cultivated in the Maldives and develop a suitable irrigation management system through adaptive research and efficient extension networking	X	X	X			MOFA
Establish home gardens in the islands and provide necessary training on cultivation and nutrition to increase household food security, focusing on women		X	X			MOFA
Facilitate a competitive farming environment by establishing a tax mechanism for agricultural inputs and imported produce		X	X			MOFA /MED
Encourage participation and development of financial institutions and NGOs/CBOs to promote small savings and credit operations in local communities	X	X	X	X	X	MOFA
Integrate nutrition related practices and information into research, training and awareness programs	X	X	X	X	X	MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop SMEs in the agricultural sector to create income earning activities and achieve food security	X	X	X	X	X	MOFA/MED
Develop & strengthen support infrastructure for commercial farmers, agriculture entrepreneurs and community based producer/processors to increase agriculture production and trade		X	X			MOFA
Policy 2: Facilitate the availability of agricultural inputs and accessibility to appropriate and environment friendly technology in all regions to promote sustainable agriculture farming systems						
Increase self reliance on production and supply of organic fertilizer using locally available material	X	X	X	X	X	MOFA
Facilitate establishments for purchasing agricultural inputs in the regions	X	X	X			MOFA
Promote biological and natural crop protection	X	X	X			MOFA
Policy 3: Develop systems, networks and physical infrastructure for strengthening marketing and trade of agriculture produce and to encourage commercial agriculture						
Facilitate proper integration and networking of local collection centres, regional markets and the central market in close collaboration with the farmers to the national transportation network		X	X			MOFA/MHTE

ECONOMIC
DEVELOPMENT
Agriculture

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Facilitate establishment of affordable storage systems for agriculture produce	X	X	X	X	X	MOFA/MED
Promote farmers[1] organizations and cooperatives for micro credit, agricultural service delivery and marketing	X	X	X	X	X	MOFA
Facilitate production and marketing of value added agricultural products	X	X	X	X	X	MOFA
Promotion of Community Based Producer Organizations (CBPO) with focus on agribusiness development and marketing at island, atoll and provincial levels	X	X				MOFA
Develop competitive and decentralized agribusinesses to improve the quality, quantity and consistency of products through organized market interventions and streamlining value addition chains	X	X	X			MOFA
Promote value addition activities by the private sector, cooperative sectors or under public-private partnerships	X	X	X			MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Enable market information systems to develop to facilitate flow of price and market related information	X	X				MOFA
Policy 4: Expand the use of technology in the agriculture sector to help develop and diversify the sector and ensure gender disparities are not created due to these technologies						
Increase agricultural value addition by incorporating new technology systems focused on sustainable resource management	X	X	X	X	X	MOFA
Introduce new technologies and farming systems suitable for the country	X	X	X	X	X	MOFA
Policy 5: Strengthen the institutional capacity to support the growth of agricultural sector						
Establish an internationally certified central national laboratory to cater for the agriculture related needs of the country		X	X			MOFA
Develop a specialist veterinary service	X	X				MOFA
Develop agricultural centres at regional levels with private sector participation, as dynamic resource centres for agrarian research, training, technology generation and dissemination		X	X	X	X	



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Strengthen the existing entomology, pathology, soil science and animal health laboratories at Plant Quarantine Centre	X	X				
Affiliate with regional universities for capacity building for efficient agriculture training, research and extension	X	X	X			
Introduce agriculture education in secondary education	X	X				MOFA/ME
Establish systematic training programs for skills development and vocational education in agriculture and agribusiness to attract young labor force						MOFA/ MHRES
Develop the institutional framework for effective coordination between MOFA and provincial regional centres and other relevant institutions	X	X	X	X	X	MOFA / PROVINCE OFFICES
Affiliate with regional universities and maintain strong links with relevant international organization and cooperating countries	X	X	X	X	X	MOFA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Strengthen legal framework to regulate the use of agriculture natural resources and develop services related to agriculture development						
Regulate the provision of uninhabited islands for community based agriculture development at provincial level in accordance with the Agriculture Land Act	X	X	X			MOFA
Strengthen laws and regulations to create a conducive environment for sustainable agriculture and forestry development	X	X				MOFA
Policy 7: Strengthen agricultural statistics for results-based planning						
Develop a data base of uninhabited islands and periodically assess the status of major natural resources in terms of their availability, quality status and changes over time	X	X	X			MOFA
Conduct periodical agriculture censuses and update cost of production data for each major crop and enterprise under different technologies		X	X	X	X	MOFA
Undertake periodic survey to update status of the agricultural sector	X	X	X	X	X	MOFA

SMALL AND MEDIUM ENTERPRISES (SMEs)

I.Background



ECONOMIC DEVELOPMENT
Small and Medium Enterprises (SMEs)

The new administration recognizes the potential of the SME sector in creating a more resilient and diversified economy as well as creating more employment opportunities, particularly in the outer atolls. It envisages establishing the requisite institutional and organizational mechanisms to restructure and consolidate all SME development activities in order to achieve economies of scale and efficiency of operations. Furthermore, it is also exploring the option of pooling all funds allocated for development of SMEs and related activities under the aegis of a single entity with responsibilities for providing the various services needed for SME development in the country across sectors.

Economic activities in Maldives are largely dependent on tourism and fisheries and related sectors. Nevertheless, the wealth and income generated from these two sectors is not fully enjoyed by most Maldivians, because of limitations in redistributing the surplus through fiscal policies. The limited diversification in the economy tends to further exacerbate these inequalities. The latest Vulnerability and Poverty Assessment[1] indicates an increase in the income inequity gap between the capital and the atolls. The limited employment opportunities available in the outer islands, along with the centralization of major services in the capital have resulted in many seeking work away from their home islands, leading to an increase in inward migration of atoll populations to the capital in search of job opportunities and better social facilities. Women have fewer opportunities at island level with men working away from the island.

Although there are a large number of small and medium enterprises (SMEs) in the country, the rather informal nature of the SME sector makes it difficult to ascertain the contribution of the sector to the domestic economy. While there have been a number of activities undertaken to develop the SME sector in order to address the disparities in wealth and income distribution and employment issues in the outer atolls, they have been rather fragmented in nature. Although a number

1 Vulnerability and Poverty Assessment 2004

of line ministries, with the support of various international development agencies, are actively involved in relation to their respective sectors, a holistic approach to sector development is lacking. Much of the backward-forward linkages to the rest of the economy have not been established, resulting in impediments to the sector's potential for growth. SMEs have mushroomed across the country based on specific needs of various localities, but without the requisite support framework, in many cases have not been operated profitably or sustainably.

II. Constraints and emerging issues in the sector

1. The informal nature of small businesses in the Maldives has limited the amount of reliable information and statistics available on the SME sector

2. Studies conducted by various authorities have documented obstacles impending the development of SMEs as skill deficiencies, start-up costs, limited access to finance, high collateral requirements, imperfect market information, inadequate levels of business development services and lack of access to banking facilities (especially in the atolls), and high costs of inter-island transportation and electricity.

3. The fragmented nature of SME development interventions carried out to date, and the ambiguous nature of various line ministries' mandates, contribute to duplication of efforts, inefficiencies and wastage of already limited resources.

4. Lack of a comprehensive enabling regulatory framework has limited sustained development of the sector. As a result, there are no clear definitions of SMEs, incentives for sector development, or entry and registration related provisions and guidelines to date



ECONOMIC DEVELOPMENT
Small and Medium Enterprises (SMEs)

III. Goals of the Sector

- Promote SME development to reduce poverty and related vulnerabilities
- Consolidate SME support services under one institutional umbrella
- Create opportunities and facilitate support for broad SME participation in the economy
- Enable SMEs to generate additional employment and develop a broad based livelihood platform, particularly in the provinces, and especially for women
- Strengthen the SME sector as a means to facilitate economic diversification

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Formalise the sector and compile sector data to facilitate evidence based policymaking	S5	SME Development Cabinet paper
Policy 2: Consolidate SME related policy formulation and institutionalise one-stop services for SME development	S5	
Policy 3: Facilitate incentives and support services for micro, small and medium business development	P1, P4 S4 L3, L4	
Policy 4: Develop the requisite human resources for the development and efficient management of SMEs	P2, S1 L2	
Policy 5: Facilitate penetration and linkages of SMEs to major economic sectors	P3, S3 L1, L4	

V. Institutional Framework for sector

Lead Agency for the Sector:

Ministry of Economic Development: responsible for the implementation of policies

SME Development Council: chaired by the Minister of Economic Development, responsible for policy coordination



ECONOMIC DEVELOPMENT
Small and Medium Enterprises (SMEs)

Regulatory Body:

Currently there is no regulatory body. It is expected that the proposed SME Development Council, with the assistance of the SME Secretariat at the Ministry of Economic Development, will formulate policies and the regulatory mechanism. The SME Secretariat will implement the directives of the Council. Maldives Monetary Authority will regulate the SME Bank.

Stakeholder Ministries and Sectors:

- Ministry of Fisheries and Agriculture
- Ministry of Tourism, Arts and Culture
- Ministry of Employment, Human Resources and Youth
- Ministry of Health and Family (Department of Gender)
- Ministry of Finance and Treasury
- Ministry of Housing, Transport and Construction
- Maldives Monetary Authority
- Maldives Food and Drug Authority and other regulatory agencies
- SME Bank
- Bank of Maldives
- Maldives Finance Leasing Company and other financial sector supporting agencies
- Business associations and representing bodies (MNCCI, MATI, MACI, WEC, Seafood Processors, etc)

Local Governance System:

SME development activities will be decentralised to Province and Atoll Offices with business development and SME support services provided through cells of the SME bank at province

level. Registration of SME businesses will be facilitated at Atoll andIsland office level under the direction of the SME Development Council.

Private Sector involvement:

Services of the Development Banking Cell of the Bank of Maldives will be used in disbursing low-cost loans to SMEs until SME lending activities are consolidated with the establishment of a development bank dedicated to the SME sector. In addition, the support of the private sector will be sought to enable market linkage activities at province level through a PPP approach and the development of a value-chain system**.**

Co-operation with other External organisations:

Existing donors' Support and technical assistance to SME and private sector development activities will be continuously utilized. Donors currently working in SME related activities include ADB, UNDP, IFAD, FAO, IDA, and IFC. In addition, the support and technical assistance of a mature and experienced SME bank in the region will be enlisted.

VI. Legal Framework



ECONOMIC DEVELOPMENT
Small and Medium Enterprises (SMEs)

A comprehensive enabling regulatory framework needs to be drafted and implemented in order to facilitate sector development.

- An SME enabling legislation needs to be enacted.
- Legislations of key sectors including banking and finance, tourism, fisheries, agriculture, construction, logistics and communication have to be reviewed to identify any legal impediments limiting the creation of an environment conducive for SME development activities, and revised where necessary.
- A banking legislation to provide a licensing and regulatory framework for a specialised development bank for SMEs and regulations for the establishment of a credit information bureau to share credit information among lending institutions is required. MMA is in the process of developing the regulatory framework.
- Legislation to facilitate e-commerce transactions is required
- A business registration act will be required to facilitate formalization of the sector and to undertake objective data collection and the research necessary for informed policy making

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights and Social Protection:** as SME activities will target the vulnerable and the focus will be the outer atolls, it is expected that SME sector activities will contribute to alleviating absolute poverty levels and enable the fulfilment of basic rights.

- **Decentralization:** SME related business support services and business registration activities will be provided at province level.

- **Transport and connectivity:** regular and needs based transport links will facilitate backward forward market linkages. Affordable and secure ICT services including mobile banking will enable business facilitation and banking, networking and home-based work.

- **Gender:** SME development activities will target women and youth in order to provide more opportunities for these groups. Incentives for women will facilitate empowerment.

- **Environment:** incentives provided for SME development will be designed to encourage environmental awareness and a 'green' approach to business.

- **Private Sector Participation:** HRD service providers linked to the TVET system. Provision of support services through business development centers attached to the SME Bank.



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Formalise the sector and compile sector data to facilitate evidence based policymaking						
Draft legislation in support of SME development and to facilitate formalization of the sector		X	X			MED; AGO
Undertake advocacy work in relation to legislation and registration services	X	X	X	X	X	MED; MHA, AGO
Policy 2: Consolidate SME related policy formulation and institutionalize one stop services for SME development						
Establish an SME Council to coordinate SME policy formulation and regulation	X					MED; MOFT, MOFA, MOTAC, MHREY, Industry Reps
Establish an SME bank to consolidate national SME financing activities		X				MED; MMA, MOFT
Establish business support services in all provinces to provide support and training services to SMEs through the SME bank		X	X	X	X	MED; MHA, SME Bank

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Make arrangements for loan disbursement across the country	X	X				MED; BML, SME Bank
Policy 3: Facilitate incentives and support services for micro, small and medium business development						
Establish decentralized business registration services in all Provinces	X	X	X			MED; MHA, MOFT
Establish a low cost financing facility for SMEs (through BML and SME Bank)		X	X			MED; BML, SME Bank
Establish a self help grant scheme for women who need financial support to develop SMEs	X	X				DGFPS; MED, SME Bank, BML
Ensure appropriate banking facilities, insurance, auditing and other business supporting services at province level		X	X	X	X	MED; MMA, Financial Service Providers
Establish a mechanism to educate SMEs on good business practices, quality assurance and trademarking, provide access to market information and business innovation		X				MED; SME Bank, MHA
Ensure cargo capacity is incorporated into the public transport network		X	X	X	X	MHTC; Transport providers



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Strengthen postal services at province and island level		X	X	X	X	Maldives Post Limited; Province & Island Offices
Facilitate business and other forums where all sectors meet at regional and national level		X	X	X	X	SME Bank; MED, MNCCI, WEC
Undertake advocacy targeted towards women	X	X	X	X	X	MED,DGFPS; NGO, MHA, Province offices
Policy 4: Develop the requisite human resources for the development and efficient management of SMEs						
Conduct targeted SME training and create training opportunities for those wishing to establish/develop SMEs		X	X	X	X	MED, MOFA; MIVET, College, SME Bank
Train staff engaged in strengthening national SME services		X	X	X	X	MED; SME Bank, MVET, College

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Advocate training in traditional crafts and the use of innovative technology to achieve higher productivity and efficiency		X	X	X	X	MED; MOTAC, MIVET, SME Bank
Facilitate entrepreneurship fostering, training in business administration/management and skills development targeted for SMEs		X	X	X	X	MED; MIVET, College, SME Bank
Facilitate access to training/networking opportunities in country and overseas for those directly involved in the SME sector		X	X	X	X	Govt Agencies, MNCCI, WEC



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Facilitate penetration and linkages of SMEs to major economic sectors						
Undertake market linkage activities for local products (including packaging and quality assurance) with a focus on agricultural and fishery produce and handicrafts		X	X	X	X	MED; MOFA, MHTE
Strengthen SMEs market-linkage facilitating sectors		X	X	X	X	MED; MNCCI
Establish an enabling framework that incorporates priority for SMEs on government and industry contracts with a focus on purchasing local goods and services	X	X				MED; MOFT, MHTE
Facilitate the establishment and development of SME sector associations that can represent and enhance bargaining power of the sector		X	X	X	X	MED; MNCCI, WEC
Develop ICT channels to link and create business opportunities for SMEs		X	X	X	X	MED, NCIT, CAM; Telecom and other service providers

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Identify exportable local products, and facilitate their export		X	X	X	X	MED; MOFA
Facilitate markets for goods and services produced by women	X	X	X	X	X	DGFPS; MED, MNCCI, WEC

EMPLOYMENT AND HUMAN RESOURCE DEVELOPMENT

I.Background



ECONOMIC DEVELOPMENT
Employment and Human Resource Development

Currently in the Maldives, a wide range of economic and commercial activities including manufacturing, construction, tourism, transport, fisheries and agriculture provide various job opportunities and contribute to general livelihood. In particular, fisheries, agriculture, tourism and construction remain the key income generating activities.

According to the 2006 census, the employed population was estimated at 110,231 people. Unemployment and underemployment are prominent among youth and women, particularly in the provinces where almost half of the young women and quarter of the young men are unemployed. The national unemployment rate stands at 14 percent[1]. When sex differentials are considered, the female unemployment rate is considerably higher at 24 percent compared to male unemployment at 8 percent. The lower level of participation by females, particularly in the provinces, is partly due to the lack of suitable employment opportunities coupled with taboos related to working away from home. A large number of high school leavers each year remain unemployed or underemployed. This is either by choice due to a preference for white-collar work, or for various other reasons such as a mismatch of skills and experience to the type of work available. Meanwhile, a large number of semi skilled and unskilled occupations are filled by expatriate workers. Fourteen percent of the 72,308 expatriate workers registered in the country at the end of September 2009 fall in the professional and highly technical occupations while 44 percent comprises of semi-skilled and 46 percent unskilled workers.

The problem of the skill mismatch is being addressed by a Technical and Vocational Education and Training (TVET) system[2]. TVET prepares participants for employment and also helps them continue their education full time or part time if they are already employed. The system delivers training

1 2006 Census

2 ADB funded and implemented by MHRYS

targeted at five sectors (Construction, Tourism, Transport, Social, Fisheries and Agriculture) in two modes: institution-based training and employer-based training delivered to national standards set by TVET. By the end of March 2010, TVET aims to train at least 6,000 people. The Government intends to train over 15,000 people by the year 2013.

The 2008 Constitution grants the right to work, organise trade unions, the right to strike and prohibits forced labour and discrimination. The new Employment Act of 2008 mandates employment agreements, prescribes a 48 hour work week, provides for annual and other leaves comparable to international standards and allows setting of minimum wages. Nevertheless, without the relevant bargaining mechanisms in place, there have been a number of incidents recently where employees have opted for direct strike action to claim their rights[3].

The Government is currently in the process of revising the current Employment Act and introducing relevant labour laws in line with the employment act. With the Government's goal of encouraging the public to settle employment disputes in an easy and simplified manner, the first ever employment tribunal was established with the mandate of enforcing the employer-employee rights protected in the employment act.

Maldives gained membership of the International Labour Organization (ILO) in May 2009. Subsequently, a framework proposal has been agreed upon through which the ILO would assist with building the foundation of labour relations by developing national infrastructure and capacity. ILO assistance will focus on labour legislation and administration, enhancing labour market information, ratification of international standards and labour inspection and judgement. It will also be training constituents on aspects such as social dialogue and tripartism, negotiation and collective bargaining skills, establishment and running of workers organizations and employers' organizations. This will enable all parties to move towards setting up the appropriate mechanisms to conduct labour relations and dispute resolution in an organized manner.

3 Especially in the tourism industry

II. Constraints and Emerging Issues



ECONOMIC DEVELOPMENT
Employment and Human Resource Development

- Mismatch of skills found in the labour force and those required by the economy.
- High unemployment due to lack of employment opportunities at province level particularly among women and youth.
- Civil service restructuring and the likelihood of fairly large scale retrenchment due to budgetary and economic constraints.
- Reluctance to participate in TVET programs both on the part of trainers and trainees resulting in lack of sustainable funds for TVET programs.
- Lack of capacity within government to manage labour relations leading to industrial disputes.
- A large number of migrant workers, a significant percentage of who are illegal residents and the low value attached to rights of migrant workers both by employers and society at large.

III. Goals of the Sector

1. Promote the right to work
2. Increase labour force participation of locals by creating a cohort able to fill the skill gaps
3. Minimise disparities in employment between regions

4. Facilitate increased employment of women and youth

5. Establish benchmarks based on ILO standards in managing the employment sector

IV. Key Sector Policies

Policies	Manifesto linkage	Other directives
Policy 1: Increase employment opportunities in all regions of the country and facilitate employment for job seekers in native regions	L3 P1, P2, P7	
Policy 2: Establish an environment that facilitates training and development of human resources aimed to meet the needs of the labour market	S 8 P2 S 12 S 1, 6	Employment Law
Policy 3: Develop locals for skilled, high income jobs, giving priority to increase employment opportunities for women	P3, S7, L5	
Policy 4: Develop the Maldivian workforce as a skilled, competitive and disciplined workforce with high standards and a strong work ethic	S5, P 5, 6 S 3,4,5 &12 L 1&2	
Policy 5: Strengthen and promote labour relations, strengthen labour legislation and institutions and enable ratification of international labour standards	S4, S5, L2	
Policy 6: Identify and address problems pertaining to migrant workers and establish a coherent monitoring mechanism	S 8,11,L 3, 4	

V. Institutional Framework

ECONOMIC DEVELOPMENT
Employment and Human Resource Development

Lead Agency for the Sector:

Ministry of Human Resources Youth and Sports

Employment Tribunal: regulator

Labour Relations Authority: regulator

Stakeholder Ministries and Sectors:

- **Ministry of Foreign Affairs:** Issues relating to foreign workers, international organisations, attending to bilateral agreements with countries on labour related agreements
- **Ministry of Finance and Treasury:** Resource mobilisation and budgeting
- **Ministry of Home Affairs:** overseeing to Dept of Immigration and Emigration, Maldives Police Service, both involved in employment issues of migrant workers
- **Ministry of Economic Development:** SME Development and employment, registration of foreign investment
- **Ministry of Education:** Education/Training aspects
- **Attorney General's Office:** Legislation
- **All related line ministries:** involved with employment activities especially that of foreign workers
- **Business Associations:** MNCCI, MATI, MACI
- **Employee/ Employee Associations**
- **Civil Society**
- **Private and Corporate Industry**

Local Governance System

Ministry of Home Affairs, Provinces, Atoll and Island Councils: services will be provided at province level including service desks of MHRYS at province levels and job centres at atoll and island level.

Private Sector involvement for service provision

The private sector creates employment and participates in provision of related skills training.

Cooperation with other external organizations

International Labour Organisation (ILO), Asian Development Bank (ADB), Colombo Plan staff College. World Bank, UNDP, Bilateral Donors, UNESCO (UNEVOC).

VI. Legal Framework

- Employment Act (2008)
- Expatriate Employment Regulation (revised 2009)
- Employment Agency Regulation (revised 2009)
- Employment Tribunal Regulation 2009
- The Employment Law is currently in the process of second revision to address pertinent issues such as specification of basic employment rights.

VII. Cross-Cutting Themes and Programmes relevant to the sector



ECONOMIC DEVELOPMENT
Employment and Human Resource Development

- **Human Rights:** employment law and related acts and regulations would to ensure that employment rights of all employers/employees are protected and adhered to.

- **Decentralization:** the service desks of MYHRS in the provinces would provide easy access to services, decentralisation would also contribute more job creation and employment opportunities at local government levels

- **Transport and Connectivity:** easy accessibility and mobility would ensure job creation and increase in employment

- **Gender:** will ensure creation of more and equal employment opportunities for women

- **Social protection:** to provide pensions and health insurances for all employees

- **Public Private Partnership:** for the training of local labour, and also would lead to more job creation

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Increase employment opportunities in all regions of the country and facilitate employment for job seekers in native regions						
Develop and implement job shadowing programmes for replacement of expatriates, with priority given to youth, in collaboration with employers		X	X	X	X	MHRYS,MOHA, private sector and civil society
Establish job centres at island and provincial level, and train staff for the job centres	X	X	X	X	X	MHRYS, MOHA and civil society
Develop industrial policy that promotes local employment and skills development	X	X	X	X	X	MHRYS and private corporate sector
Provide career guidance and conduct entrepreneurship training and programmes designed to increase labour market participation	X	X	X	X	X	MHRYS, MOED, national career guidance center and MOE
Facilitate smooth transition to new entrants to the job market and those returning to work, through appropriate skill building and career guidance	X	X	X	X	X	MHRYS, civil society, private and corporate sector
Conduct training courses in different occupations	X	X	X	X	X	MHRYS, civil society, private and corporate sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Establish an environment that facilitates training and development of human resources aimed to meet the needs of the labour market						
Collect, complile and analyse labour market data		X		X		MHRYS, DNP and private sector
Develop a sector wise national Human Resource Plan		X	X			MHRYS, Employment sector councils and private sector
Strengthen skills training programmes	X	X	X	X	X	MHRYS, private and corporate employers and training institutes
Further develop the TVET system to address labour market needs through the establishment of a TVET Authority	X	X	X			MHRYS, AGO and PO

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Develop locals for skilled, high income jobs, giving priority to increase employment opportunities for women						
Encourage private sector to provide loan schemes for women to start small businesses		X	X	X	X	MOED, MOHA, civil society, SME councils and MOHF
Support programmes that advocate safe and secure work environments for women		X	X	X	X	MHRYS, MOHF and private corporate sector
Establish the 'Women's Economic Development Fund' to support training for women in developing skills needed for better employment opportunities		X	X	X	X	MHRYS, SME bank, SME Council, private corporate sector and MOED
Encourage and promote production and purchase of local products		X	X	X	X	MOED, MHRYS, MF&A, MTAC and Private Sector
Encourage to etablish a transportation sytem to and from resorts to nearby islands		X	X	X	X	MTAC, MHRYS and Private Sector

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Develop the Maldivian workforce as a skilled, competitive and desciplined workforce with high standards and a strong work ethic						
Develop a national human resources plan linked to the quota system			X	X	X	MHRYS and private corporate sector
Establish a monitoring mechanism to ensure adherence to the Human Resource Development (HRD) plan		X	X	X	X	MHRYS and relevant line ministries
Formulate guidelines to recognise and support large corporations and enterprises that invest substaintially on HRD			X	X	X	MHRYS and Labour Relations Authority
Establish a mechanism for trade testing		X				MHRYS and private sector
Establish a framework to implement training for retrenched civil servants to join private sector		X	X	X	X	MHRYS and civil service
Encourage to develop a HRD plan for the public and private sector linked to the national Human Resources plan			X	X	X	MHRYS, private and public corporations and employment sector councils

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Strengthen and promote labour relations, strengthen labour legislation and institutions and enable ratification of International Labour Standards						
Identify and strengthen capacity of labour relations authority and employment tribunal with technical assistance from ILO		X	X	X	X	MHRYS,Employment Tribunal and Labour Relations Authority,ILO
Establish branches of employment at the tribunal		X	X	X	X	Employment Tribunal, MHRYS and Labour Relations Authority, MOHA
Develop legislation to facilitate industrial relations (Industrial Relations Act)		X	X	X	X	Labour Relations Authority, AGO, MHRYS and Employment tribunal
Develop awareness programs for the purpose of ensuring the proper observation of the Employment Act and regulations	X	X	X	X	X	Labour Relations Authority, MOHA, MHRYS and Employment Tribunal
Issue regulations governing employer and employee relations and provide technical information and advice required by both parties		X	X	X	X	Labour Relations Authority, MHRYS and Employment tribunal

ECONOMIC DEVELOPMENT
Employment and Human Resource Development

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Strengthen mechanism to address and resolve labour grievances and disputes		X	X	X	X	Employment Tribunal, Labour Relations Authority and MYHRS
Strengthen minimum wage board	X	X	X	X	X	MHRYS and private and public sector
Enact the Occupational Health and Safety Act, formulate occupational health and safety guidelines and establish monitoring to ensure adherance			X	X	X	Labour Relations Authority, MHRYS,MOHF,employers and Labour Tribunal
Expedite amendments to the Employment Act to protect the rights of workers/ employees	X	X	X	X	X	MHRYS, Employment Tribunal, Labour Relations Authority and private sector
Enact a Trade Union Bill			X			AGO, MHRYS, Parliament and Employment tribunal

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Identify and address problems pertaining to migrant workers and establish a coherent monitoring mechanism						
Establish a strong inspection and monitoring system of foreign labour operation nation wide		X	X	X	X	Labour Relations Authority, MHRYS, MOHA and Employment tribunal
Develop regulations for minimum living and working conditions	X	X	X	X	X	Labour Relations Authority, MOHA, Public and private sector and MHRYS,
Support research on marriages between foreigners and Maldivians with intentions of establishing businesses in the country		X	X	X	X	MHRYS, MOED and MOHA
Repatriation of illegal workers to their home countries		X	X	X	X	MHRYS, MOHA and MOFT
Establish a screening mechanism for migrant workers	X	X	X	X	X	MHRYS, Employment Agencies and Empployers

ENVIRONMENT

I.Background



ECONOMIC
DEVELOPMENT
Environment

The Constitution of the Maldives ratified in August 2008 for the first time states protection of the environment as a fundamental right of the people[1]. The conservation and preservation of the environment is a matter of survival for the Maldives. The unique environmental challenges it faces are deadly serious as they directly impact its people, economy and society.

The foremost principle of the environment policy of the Government is to view the natural environment as the key to socio-economic development. Furthermore it is to ensure provision of the fundamental services provided by the environment; the right to access to safe drinking water, safe disposal of solid waste and access to electricity.

Maldives has undergone unprecedented socio-economic change over the past years and faces new and extraordinary challenges. Rapid economic development in the country has increased the use of the limited natural resources in the country. Rise in consumerism and changes in lifestyle have increased the amount of garbage produced in the country. Maldives faces serious problems related to waste management, threatening the beauty of the island ecosystems.

Climate change threatens fundamental human rights, including the right to life. Climate change is also a grave security concern because rising sea levels, for instance, threaten the very existence of many island nations such as Maldives.

The country's vulnerability to climate change and sea level rise is evident. Major vulnerabilities identified include severe beach erosion, damage to human health and infrastructure, loss of biodiversity and impacts on food security and the economy.

The new policy focus is to ensure sustainable adaptation measures and is developed on the view that the ability to

1 Article 22 of The Constitution of the Republic of Maldives

adapt to environmental degradation is fundamentally linked to good governance and careful planning.

As the country's contribution to global GHG emissions has been negligible, it does not identify as being part of the climate change problem but is determined to be part of a global solution. The Maldives has pledged to become carbon neutral in a decade, spearheaded by a switch from oil to 100% renewable energy production.

The Maldives is a member of a number of conventions such as the Basel Convention, Cartagena Protocol on Biosafety, Convention on Biological Diversity (CBD), Kyoto Protocol, IPCC, Montreal Protocol on Substances that Deplete the Ozone Layer, Rotterdam Convention, Stockholm Convention (POPs), UNCCD, UNFCCC and the Vienna Convention for the Protection of the Ozone Layer.

The Maldives also faces challenges in MDG 7 on ensuring environmental sustainability by 2015.

II. Constraints and Emerging Issues

- Lack of decentralised environmental governance system in the country.
- Weak legislative framework for the sector. Lack of a mechanism to assess and evaluate implementation of the environmental laws and regulations.
- Inefficient utilization of the existing resources and disparities between donor funds and donee's sectoral needs. Poor aid coordination further adds to the problem.

- Poor inter/intra sectoral commitment and coordination and poor integration of the existing plans within the sector. Lack of a common platform for data sharing or information dissemination.
- Poor public awareness on environment friendly practices.
- Lack of financial resources for the implementation of the programs and strategies.



ECONOMIC
DEVELOPMENT
Environment

III. Goals of the Sector

1. Maneuver Maldives as a central player on climate change globally.
2. Promote the rights of all citizens from the impacts of climate change.
3. Protect and preserve the natural environment to ensure prosperous economic development.
4. Reduce Green House Gas emissions and achieve carbon neutrality.
5. Minimize pollution for the development of healthy communities through proper waste management.
6. Create public awareness of environmental values to promote environmentally friendly lifestyles.

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Strengthen EIA process with an emphasis on EIA monitoring.	P1, P6, S1 L3	Third National Environment Action Plan, Environment Protection and Preservation Act (4/93), Environmental Impact Assessment regulations 2007, Maldives National Strategy for Sustainable Development
Policy 2: Conserve and sustainably use biological diversity and ensure maximum ecosystem benefits.	P7, S1 L1, L8	Environment Protection and Preservation Act (4/93), , Maldives National Strategy for Sustainable Development, NBSAP, Third National Environment Action Plan
Policy 3: Develop resilient communities addressing impacts of climate change, disaster mitigation and coastal protection.	P4, P8, S1, S2, S5 L4, L5, L9	National Adaptation Program of Action, Third National Environment Action Plan, Maldives National Strategy for Sustainable Development
Policy 4: Strengthen adaptation and mitigation responses for beach erosion and develop a system to assist communities where livelihood and property are affected by beach erosion.	P1, P3, S1, S2 L2, L4, L9	National Adaptation Program of Action, Third National Environment Action Plan,, Maldives National Strategy for Sustainable Development



ECONOMIC DEVELOPMENT
Environment

Policy	Manifesto linkage	Other directives
Policy 5: Ensure management of solid waste to prevent impact on human health and environment through approaches that are economically viable and locally appropriate.	P2, P5, S1, S3, S4 L2, S6, L6	National Solid Waste Management Policy, Third National Environment Action Plan, Environment Protection and Preservation Act (4/93)
Policy 6: Ensure protection of people and the environment from hazardous waste and chemicals	P1, P5, S1, S4 S6, L2, L6, L7, L9	Environment Protection and Preservation Act (4/93), National Solid Waste Management Policy, Maldives National Strategy for Sustainable Development
Policy 7: Improve air quality to safeguard human health.	P1, P2, P5, S1, S3 L6, L8, L9	Third National Environment Action Plan
Policy 8: Enable a fully functional decentralised environmental governance system.	P1, P2, S1, S3 S6, L4, L9	Environment Act (4/93), Environment Impact Assessment Regulations, Third National Environment Action Plan.
Policy 9: Develop a low carbon economy to achieve Carbon Neutrality by 2019.	P2, P8 L7, L9	Third National Environment Action Plan, Maldives National Strategy for Sustainable Development , First National Communication to United Nation Framework Convention on Climate Change (2001)
Policy 10: Inculcate environmental values in the society and enable environmentally friendly lifestyle.		

V. Institutional Frame

Leading Agency:

Ministry of Housing, Transport and Environment, Environmental Protection Agency

President Office: Advisory Council on Climate Change chaired by the Vice President

Stakeholder Ministries and Sectors:

- **Ministry of Tourism, Arts and Culture:** Tourism is the main economical backbone which is highly dependent on the rich ecosystems of Maldives.
- **Ministry of Home Affairs:** Carrying out activities at provincial and community levels. Collaboration with NGOs.
- **Ministry of Foreign Affairs:** Acts as the intermediate body between Maldives and international environmental organizations and agreements.
- **Ministry of Health:** Dealing with health issues which arise due to environmental impacts.
- **Ministry of Education:** Conduct awareness and incorporate environmental education into the national curriculum.
- **Ministry of Finance and Treasury:** Aid coordination.
- **Ministry of Fisheries and Agriculture:** Protection and Conservation of marine biodiversity and ecosystems.
- **National Disaster Management Center:** Coordination during natural disasters.
- **Transport Authority:** Air pollution and carbon neutrality.



ECONOMIC
DEVELOPMENT
Environment

Cooperation with External Organisations:

- Alliance of Small Island States (AOSIS)
- Climate Neutral Network
- Global Environment Facility (GEF)
- Intergovernmental Forum on Chemical Safety (IFCS)
- Intergovernmental Panel on Climate Change (IPCC)
- Mangroves For the Future (MFF)
- South Asia Co-operative Environment Programme (SACEP)
- South Asia Seas Programme
- United Nations Environment Programme (UNEP)
- United Nations Development Programme (UNDP)
- World Meteorological Organization (WMO)
- United Nations Education Scientific and Cultural Organization (UNESCO)
- United Nations International Children's Emergency Fund (UNICEF)

VI. Legal framework

- Environment Protection and Preservation Act 4/93.
- Formulate and submit to parliament a bill on reaching carbon neutral by 2019.
- Submit to parliament a bill on waste management that clearly delineate roles and responsibilities at individual, island, atoll, provincial and national level.
- Develop a bill apart from the current environmental Act that is yet to be endorsed from the Parliament.

VII. Cross cutting Themes and Programmes Relevant to the Sector



ECONOMIC
DEVELOPMENT
Environment

- **Human Rights:** right to protection from impact of climate change.
- **Decentralisation:** decentralize environmental governance.
- **Gender:** Review and respond according to gender differentiated needs in climate change.
- **Transport and Connectivity:** improved mobility and access to environmental protection.
- **Social Protection:** insurance against risks of impact of climate change.
- **Public Private Sector Participation:** private sector engagement in provisions of environmental services.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Strengthen EIA process with an emphasis on EIA monitoring. (Rec: introduce IAs for all government projects)						
Develop and introduce data collection protocols	X	X				MTHE and EPA
Develop an environmental data base (Geographic Information System) using information from EIAs		X	X	X	X	MTHE and EPA
Develop methodology for systematc monitoring and phase-in the monitoring framework		X	X	X		MTHE and EPA
Establish an environmental information database to track reporting and other performance benchmarks	X	X	X			MTHEand EPA
Complete a review of existing policies and legislation relevant to environmental management, including a review of existing EIA Regulation and EIA process	X	X	X	X		MTHE,EPA and AGO
Strengthen evaluation process of EIAs			X			MTHE and EPA



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Undertake a resources assessment to determine the level of staffing, training and other support required to implement an efficient and effective EIA monitoring and surveillance program	x	x	x			MHTE and EPA
Increase EIA Awareness and capacity building	x	x	x	x	x	MHTE and EPA
Publish an annual national report that provides both quantitative and qualitative insights into the outcomes of the EIA processes	x	x	x	x	x	MHTE and EPA
Strengthen EIA monitoring and implementation	x	x	x	x	x	MHTE and EPA
Develop environmental guidelines for selection of sites for development purposes	x	x	x			MHTE and EPA
Increase skills of EPA/ EIA unit staff for monitoring.	x	x	x			MHTE and EPA
Strengthen public participation in EIA evaluation and monitoring	x	x	x	x	x	MHTE and EPA
Decentralise EIA monitoring and compliance to atoll councils		x	x			MHTE and EPA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Conserve and sustainably use biological diversity and ensure maximum ecosystem benefits.						
Mainstream Biodiversity Conservation into all national development and sectoral policies	x	x	x			MHTE and All sectors
Define national government, province/Atoll Office and community resposibilities for biodiversity conservation		x	x			MHTE
Ensure biodiversity conservation as a core component in all provincial development strategies, atoll development plans and island land use plans	x	x	x	x	x	MHTE
Introduce formal agreements and market based instruments for biodiversity conservation		x	x			MHTE, EPA and MoFA
Establish a fully functional Protected Areas system in the Maldives that provides adequate protection to terrestrial, marine, and mangrove ecosystems threatened species		x	x	x		MHTE, EPA and MoFA



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Develop resilient communities addressing impacts of climate change, disaster mitigation and coastal protection.						
Develop locally appropriate coastal protection and flood control measures in inhabited islands		x	x	x		MHTE, MHA, Province and EPA
Protect MIA and regional airports from predicted sea level rise and wave induced flooding		x	x	x	x	MHTE, MACL and RA
Review national adaptation strategy and programmes and implement NAPA	x	x	x	x	x	MHTE and All sectors
Improve building designs to increase resilience and strengthen enforcement of building code.	x	x				MHTE
Integrating climate change risks into resilient island planning	x	x	x			MHTE
Develop the conceptual and operational framework for the Resilient Islands Programme (RIP) through a review of the current RIP concept and its contribution to Disaster Risk Reduction (DRR)	x	x				MHTE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Enhance adaptive capacity to manage climate change related risks to fresh water availability by appropriate wastewater treatment technologies		x	x	x	x	MHTE
Develop a climate change adaptation implementation strategy for major development related sectors		x	x	x		MHTE
Protection of human settlements by coastal protection measures on selected islands		x	x	x		MHTE
Increase engagement of civil society to comabt climate risks		x	x	x	x	MHTE and NGOs
Implement national obligations under the United Nations Framework Convention on Climate Change (UNFCCC)	x	x	x	x	x	MHTE and All sectors
Reinforce climate negotiations	x	x	x	x	x	MHTE and MoFA
Assess socio-economic impacts of climate change on fisheries and agriculture		x	x			MHTE and MoFA



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Strengthen adaptation and mitigation responses for beach erosion and develop a system to assist communities where livelihood and property are affected by beach erosion.						
Develop and introduce guidelines for coastal modification to prevent erosion		x	x			MHTE
Implement measures for erosion control in severely affected islands		x	x	x	x	MHTE
Establish a financing mechanism for beach erosion and coastal protection		x	x			MHTE
Protection of settlements by coastal protection measures on selected islands		x	x	x		MHTE
Conduct further research into viable alternative protection measures with a greater appreciation of more cost effective softer measures		x	x			MHTE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Establish a climate research body or intensify Maldives Meterological Services (MMS) with a specific mandate to gather weather data, and model climate impacts for the Maldives	x	x	x			MHTE
Ensure an effective early warning is implemented in full with adequate capacity for implementation at all levels	x	x	x	x		MHTE
Develop guidelines for settlement planning for, inter alia, building codes, land reclamation, harbour development, and land use, to ensure that any development is sustainable and resilient to climate change	x	x	x	x		MHTE
Policy 5: Ensure management of solid waste to prevent impact on human health and environment through approaches that are economically viable and locally appropriate.						
Submit to parliament a bill on waste management that clearly delineate roles and responsibilities at individual, island, atoll, provincial and national level	x	x	x			MHTE, EPA and AGO
Develop the policy and regulatory framework for public private partnerships in waste management services	x	x	x			MHTE, EPA and AGO



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop Island Waste Management Centres on all inhabited islands and ensure that the centres are equipped to enable the island communities to manage the waste	x	x	x			MHTE and EPA
Develop and construct Provincial Solid Waste Management Facilities with particular emphasis on recovery and recycling		x	x	x	x	MHTE and EPA
Enable establishment of waste collection and transfer services in the Provinces to remove hazardous, residual and recyclable wastes from inhabited islands for safe disposal, storage or processing		x	x	x	x	MHTE and EPA
Policy 6: Ensure protection of people and the environment from hazardous waste and chemicals						
Establish a National Chemicals Information System and develop regulations and guidelines for safe use, handling and disposal of all types of chemicals		x	x	x	x	MHTE,EPA and AGO
Initiate a Hazardous Waste Communication (notification and movement) system to meet international standards		x	x	x	x	MHTE and EPA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7: Improve air quality to safeguard human health.						
Establish fully equipped Ambient Air Quality Monitoring Stations in densely populated islands			x	x	x	MHTE and EPA
Undertake monitoring of emissions from point and mobile sources, and establish standards for such sources of pollution		x	x	x	x	MHTE and EPA
Policy 8: Enable a fully functional decentralized environmental governance system.						
Define mandates of national, provincial, atoll and island for environmental administration	x	x	x			MHTE, MHA and PO
Strengthen capacity to implement the decentralised environmental mandate		x	x	x		MHTE, MHA and Province
Identify the appropriate options for fund raising to implement the decentralised environmental sector responsibilities		x	x	x		MHTE, MHA and Province
Create post of Province/Atoll Environment Officers		x	x	x	x	MHTE, MHA and Province

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 9: Develop a low carbon economy to achieve carbon neutrality by 2019						
Formulate and establish an action plan and legal framework to become Carbon Neutral by 2020	X	X				MHTE and AGO
Introduce renewable/ alternative technologies	X	X	X	X	X	MHTE
Submit to parliament a bill on reaching carbon neutrality by 2020		X	X	X		MHTE
Introduce incentives to the private sector to engage in low carbon measures		X	X	X		MHTE
Establish a policy to provide incentives for businesses involved in providing renewable sources of energy		X	X			MHTE and MoED
Undertake monitoring of emissions from point and mobile sources, and establish standards for such sources of pollution			X	X	X	MHTE, EPA and MMS

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 10: Inculcate environmental values in the society and enable environmentally friendly lifestyle.						
Develop and deliver waste awareness and training campaigns that engage and inform the community, formal and informal education sectors, the media, commercial and industrial enterprises and Government agencies about the waste management system and practices	X	X	X	X		MHTE and EPA
Raise Awareness about the impacts of global warming, climate change and the importance and advantages of becoming carbon neutral	X	X	X	X	X	MHTE and NGOs

WATER AND SEWERAGE SERVICES

I.Background



ECONOMIC
DEVELOPMENT
Water and
Sewerage Services

The Government is committed to the provisions of safe drinking water and sewerage system to all Maldivians as a basic human right. In Maldives, water resources are mainly available as and . Desalinated water is also widely used for potable purposes in islands. Each and every island has a groundwater aquifer. The volume and quality of the groundwater vary from island to island[3]. They also lie very close to the surface making it highly susceptible to pollution and contamination. On the islands, sustainable freshwater sources are almost non-existent because of the hydrogeology of the country. However, high annual rain fall has compensated for the scarcity.

1 21% of the population
2 77% of the population
3 It depends on the size of the island, abstraction, net rainfall recharge, type and thickness of vegetation, soil compaction and other hydro-geological and human factors.
4 Health Report 2004

II. Constraints and Emerging Issues in the Sector



ECONOMIC
DEVELOPMENT
Water and
Sewerage Services

- Lack of awareness, empowerment and participation in household water treatment and management of water and sanitation facilities

III. Goals of the Sector

1. Ensure access to safe drinking water and sanitation facilities as a basic human right for all.

2. Protect and preserve the country's vital freshwater resources and establish water stocks for use in emergency and disasters.

3. Enhance the role of private sector participation in the provision of water and sanitation services while encouraging a smooth shift in the role of the government as a regulator and facilitator in the provision of these services.

4. Introduce the use of renewable energy and other modern technologies to minimize the cost of providing drinking water and sanitation systems and to protect ground water.

IV. Key Sector Policies



ECONOMIC DEVELOPMENT
Water and Sewerage Services

Policies	Manifesto Linkage	Other Directives
Policy 1: Improve accessibility in delivery of safe water and sanitation services	P1,2,3, S 1,2,12 L 1,2	
Policy 2: Prioritize provision of safe water and sanitation when designing developmental projects and emergency response	P 4 S,5,3,8, L 1,2	
Policy 3: Establish effective operation and maintenance procedures for water and sanitation systems in the Maldives	P 4,3 S 5,8	
Policy 4: Facilitate private sector investment in the water and sanitation sector	P 4, S 8,6 3	
Policy 5: Strengthen technical, financial and human resources capacity for water and sanitation sector.	P 3,4 S 5,9	
Policy 6: Enhance community and civil society participation in the water and sanitation sector	P 3 S 3,8	
Policy 7: Strengthen legal and institutional framework to improve sector performance	P 1,2	
Policy 8: Improve water resource management to preserve environment	P 1,2 S 10	
Policy 9: Improve safe water consumption at public and domestic levels through implementation of thorough water safety plans	P1,2 S 12,9	

V. Institutional Framework

Lead Agency for the Sector:

responsible for developing water and sanitation policy of the country, facilitating and coordinating resource mobilisation and utilisation, ensure delivery and regulation of water and sanitation sector.

Regulatory Body:

Environmental Protection Agency (EPA): responsible for setting standards and regulations related to water quality, water resource management and service delivery. EPA is also responsible for enforcing the regulations, and monitoring the quality of services. EPA approves EIAs and IEAs.

Stakeholder Ministries and Sectors:

- **Ministry of Economic Development (Invest Maldives): i**ntegrate water and sewerage delivery to the public-private partnership scheme and facilitate mobilizing investments for sector needs

- **Ministry of Finance and Treasury** : resource mobilisation and budgeting

- **Dept. of National Planning/Statistical Department**: ensure water and sewerage services are integrated into national plans and collecting and disseminating relevant data.

- **Housing / land management sector (Ministry of Transport, Housing and Environment): w**ater and sewerage services integrated with housing development projects and land allocated for recharge during land use planning.



ECONOMIC
DEVELOPMENT
Water and
Sewerage Services

- **Ministry of Agriculture and Fisheries:** ground water resource management; safe disposal of agricultural pesticides and use of fertilisers; promotion of water conservation practices and use of efficient alternative technologies.

- **Ministry of Health:**

  - **Centre for Community Health and Disease Control (** responsible for monitoring water quality and standards, water borne and related diseases and infections.

  - **Maldives Food and Drug Authority (MFDA):** responsible for quality and safety of imported and locally bottled water and ground water.

- **Ministry of Tourism:** facilitate regulation of water and sanitation services by EPA in the resorts

- **National Disaster Management Centre:** facilities provision of water and sanitation services and coordinate with the ministry to ensure water security of islands during emergencies.

- **Ministry of Educations (Schools)**: promoting good hygiene practices and ensure provision of safe water and sanitation services to students, also during times of water insecurity.

- **Male' Water and Sewerage Company (MWSC):** delivery of water and sanitation services in Male', and other regions

- **Civil society:** engage in

Local Governance System:

Ministry of Home affairs (province offices, atoll and island councils, provincial utilities companies): providing water and sanitation services through local governance mechanism; safe disposal of waste through local municipal bodies; facilitate operation of regional utility companies.

Private Sector Participation

Water and sanitation services will be delivered through PPP approach and necessary conducive environment for private investors will be facilitated by establishment of legal frameworks. Utilities companies established at provincial levels will have contractual agreements with strategic private sector partners who will deliver these services.

External Organizations

WHO, UNDP, UNICEF, UNESCO, UNEP, IDB, ADB, AFD, World Bank and other regional and internal donors.

Legal Framework

Some aspects of the National Environmental Protection and Preservation Act are applicable. A National Water Act has been drafted and to be submitted to the parliament shortly. In addition, the following legal acts need to be in place.

- National Sanitation Act
- Health Act
- Legal framework for the utilities companies to manage service delivery through PPP

VII. Cross-Cutting Themes and Programs relevant to the sector



ECONOMIC DEVELOPMENT
Water and Sewerage Services

- **Human rights:** water and services are a basic human right as stipulated in the new constitution.
- **Decentralisation:**
- **Transport and connectivity:** transport network will assist in improving access to islands for quality assurance, technical maintenance, monitoring and evaluation of water and sanitation services. In addition, logistical support during an emergency/ disaster will also be provided.
- **Gender:**
- **Social Protection:**
- **Environment:**
- **Private Sector Partnership:**

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Improve accessibility in delivery of safe water and sanitation services						
Provide essential water and sanitation services on a rational and impartial basis without political influence or favoritism	X	X	X	X	X	MHTE and Local Government
Increase rainwater and desalinated water capacity in the islands	X	X	X	X	X	MHTE and Local Government
Ensure availability of safe drinking water and establish adequate sanitation systems in the seven regions of the country	X	X	X	X	X	MHTE and Local Government (utilities)
Policy 2: Prioritize provision of safe water and sanitation when designing developmental projects and emergency response						
Facilitate establishement of water stocks in designated regions of the country for use in emergency or duirng disasters	X	X	X	X	X	MHTE and NDMC
Formulate a National Project for the provision of water and sanitation services to be implemented in phases (prioritizing islands in most need of such services)	X	X	X	X	X	MHTE and Communities

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop a plan and management procedures for drinking water supplies, including provision of water during emergency	X	X	X	X	X	MHTE, NDMC and EPA
Policy 3: Establish effective operation and maintenance procedures for water and sanitation systems in the Maldives						
Establish a system to manage and maintain the water and sewerage systems already established in various islands through local governance systems	X	X	X	X	X	MHTE and Local Government (utilities)
Encourage and support use of renewabl energy for all water and sanitation projects	X	X	X	X	X	MHTE, Maldives Energy Authority (MEA) and Local Government (utilities)
Policy 4: Facilitate private sector investment in the water and sanitation sector						
Create a business-friendly environment for those investing in the sector	X	X	X	X	X	MEDT, EPA and Local Government (utilities)

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Strengthen technical, financial and human resources capacity for water and sanitation sector						
Seek the most appropriate sewerage systems for the Maldivian islands considering environmental and cost effectiveness	X	X	X	X	X	MHTE and EPA
Increase the technical capacity and financial means required to provide water and sewerage systems	X	X	X	X	X	MHTE, MoFT and MHRYS
Establish mechanisms to conduct research on wastewater disposal technologies and assess the health and environmental impacts of using treated wastewater for different purposes, including recharging aquifers	X	X	X	X	X	MHTE and EPA
Define alternative water supply sources for agricultural and industrial activities	X	X	X	X	X	MHTE, MoFA and EPA

ECONOMIC
DEVELOPMENT
Water and
Sewerage Services

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Enhance community and civil society participation in the water and sanitation sector						
Ensure the participation of atoll, island councils, communities, private sector and civil society groups in the formulation, design and implementation of projects	X	X	X	X	X	MHTE, Local Government (utilities), Island Communities, Civil Society and EPA
Empower community based organizations to take ownership of water and sanitation facilities, including their direct involvement in possible public/private partnership	X	X	X	X	X	MHTE, Local Government (utilities), Island Communities, Civil Society and EPA
Increase awareness and promote use of water conservation techniques	X	X	X	X	X	MHTE, Local Government (utilities), Island Communities, Civil Society and EPA
Increase awareness on safe practices in water and sanitation sector	X	X	X	X	X	MHTE, Local Government (utilities), Island Communities, Civil Society and EPA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7: Strengthen legal and institutional framework to improve sector performance						
Strengthen and enforce protocols, procedures and capacity at water and sanitation regulatory authorities (e.g. EPA) including the recruitment of water and sanitation legal professionals	X	X	X	X	X	MHTE, EPA and Law Commission
Develop guidelines/standards for drinking water	X	X	X	X	X	MHTE and EPA
Enact the Water and Sanitation Act of Maldives	X	X	X	X	X	MHTE, EPA, Law Commission and AG Office
Formulate and implement regulations concerning the production, consumption, disposal, import, export and trade	X	X	X	X	X	MHTE, EPA, MEDT and MFDA
Control the use of groundwater for industrial or agricultural purposes on a large scale	X	X	X	X	X	MHTE, EPA and MoFA

ECONOMIC
DEVELOPMENT
Water and
Sewerage Services

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 8: Improve water resource management to preserve environment						
Seek immediate measures to stop the pollution of water tables due to the seepage of sewerage and other pollutants	X	X	X	X	X	MHTE, Local Government (utilities), Island Communities, Civil Society and EPA
Develop land use plans, taking into consideration the protection of natural freshwater resources	X	X	X	X	X	MHTE, MHTE and EPA
Establish an effective program for monitoring of water resources quality in the islands	X	X	X	X	X	MHTE, EPA and Health Facilities at local level
Prepare an inventory of natural water catchment areas, including wetlands and marsh areas	X	X	X	X	X	MHTE and EPA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 9: Improve safe water consumption at public and domestic levels through implementation of water safety plans						
Increase capacity at all levels for monitoring water quality, including establishing island level monitoring capacity	X	X	X	X	X	MHTE, EPA and MFDA
Develop water safety plans for the islands	X	X	X	X	X	MHTE, EPA and Health Facilities at local level

ENERGY

I. Background



ECONOMIC
DEVELOPMENT
Energy

The Government recognizes that electricity, fuel and energy security are a human right and is committed to the provision of these at affordable costs to all Maldivians. As Maldives has no conventional energy resources it is dependent on imported petroleum fuels to meet almost all of its energy needs.

Due to the increased use of electricity and transportation, national energy consumption also increased in Maldives from 223,970 tons of oil equivalent (toe) in 2002 to 348,610 toe in 2008. More than 70% of primary energy demand and a large proportion of power generation and transportation use diesel fuel. Sixty percent of all electricity produced in the country is produced and consumed in the resorts. Until recently, State Electric Company (STELCO[1]) supplied power to 32 main population centres of the Maldives. Power generation for Male' accounts for approximately 72% of all generated power for inhabited islands. Power demand in Male' is expected to grow rapidly at a rate of more than 11% per annum.

To meet the increase in fuel prices and to maintain cost of electricity, the Government has been subsidizing the operational costs of electricity generation in Male' and other inhabited islands.[2]

The dispersed nature of the islands does not allow the installation of a single national grid. Each island is forced to operate and maintain its own powerhouse and power distribution system. The initial investment costs and subsequent running costs of powerhouses on other smaller islands are very high.

The current price of electricity ranges from USD 0.12 to USD 1.16 per unit (kWh). The lower prices are for larger systems operated by STELCO. For smaller systems, like those found on other islands, the prices are high due to small scale and operational inefficiency.

1 STELCO is a 100% Government owned electric utility

2 In addition to subsidy provided for fuel, operation and maintenance of private and community run powerhouses

Although the country is expected to continue to rely on imported fuels for most of its energy needs, renewable energy (RE) resources such as solar power and wind have been identified as potential replacement sources for electricity generation where as biomass and biogas have been identified as potential energy sources for cooking. [3]

II. Constraints and emerging issues in the sector

- Island power systems are unprofessionally developed, hence systems are unreliable, have low efficiency and poor quality, and have high maintenance and operational costs.

- In most islands the powerhouse is situated just few meters away from residential areas causing discomfort and exposing the island communities to major health risks.

- Weak power system management skills, coupled with lack of specialized utility financial managers and skilled engineers required for planning, design, construction supervision, operation and maintenance have been one of the major obstacles to developing sustainable power supply systems in the islands.

3 A handful of renewable energy pilot projects have been implemented.



ECONOMIC
DEVELOPMENT
Energy

- Limited access to commercial sources of energy (diesel, petrol, etc.) is geographically skewed. The islands lack direct access to imported fuel. Fuel dispatch facilities are concentrated around Male. The existing storage capacity limits the quantity of fuel that can be stored. This makes the country vulnerable to fuel cost escalation in the international market. Due to an inefficient inter-island transport network, the fuel supply to islands is expensive and unreliable.

- The energy regulator, Maldives Energy Authority (MEA) is understaffed. The existing regulatory framework requires improvements and need to include the renewable energy sector. Specific regulation for governing areas such as independent power generation, and the pricing and use of renewable energy technologies (RETs) are not currently in place.

- Barriers in utilization and application of RE technologies:

    - Inadequate information on the availability of RE resource

    - Inadequate information on the options available for RE technology

    - Lack of policies on the utilization of RE

    - Inadequate capability of the key players in the sector in the development, design, implementation and management of RE technology application activities

    - Lack of significant field demonstration of RE technology applications and experience

    - Lack of financing available for RE applications as well as for RE-based livelihoods projects

    - Lack a data base which include RE research conducted in Maldives and RE statistics

    - No proper platform for experts to work on renewable energy

III. Goals of the Sector

1. Provide reliable, affordable and sustainable energy supply to all citizens as a basic right

2. Promote renewable energy technology applications, energy efficiency and energy conservation and increase the energy security of the country

3. Protect the environment and health of the people from hazardous effects of energy production

4. Reduce greenhouse gases emission

IV. Key Sector Policies

Policy	**Manifesto Linkage**	**Other directives**
Policy 1: Provide all citizens with access to affordable and reliable supply of electricity	P3, S2	
Policy 2: Achieve carbon neutrality by the Year 2020		Presidential Directive
Policy 3: Promote energy conservation and energy efficiency to reduce costs	P6, S3,L1, L6, L7	
Policy 4: Increase national energy security by diversifying energy sources	P7, P8, P10, S3, L3, L5,L7	
Policy 5: Promote Renewable Energy Technologies	P2, P8, S3, L1, L7	
Policy 6: Strengthen the institutional and legal framework of the energy sector	P5, P9, S5, L4	

V. Institutional Framework



ECONOMIC
DEVELOPMENT
Energy

Lead Agency for sector:

Climate Change and Energy Department, Ministry of Housing Transport and Environment

Regulatory Body:

Maldives Energy Authority

Stakeholder Ministries and Sectors:

- **Presidents Office:** Provide policy directions
- **Ministry of Finance Treasury:** seek donor assistance and provide financial assistance from government budget to develop energy sector
- **Department of National Planning:** development projects and action plan in align with national development plan
- **National Disaster Management Center:** providing energy supply support in cases of emergency and disaster mitigation and preparedness
- **Ministry of Economic Development:** assist in seeking national and international investors for the development of energy sector
- **Province offices**: assist in decentralisation of energy sector
- **Ministry of Education:** awareness and promotion of various energy related issues (introduction of RE, Energy conservation)
- **Maldives College of Higher education:** Introduction of energy related training program

- **Attorney General's Office:** develop and strengthen the legal framework for energy related ACTs, regulations

- **People's Majlis:** assist in endorsing energy related laws / acts

- **Ministry of Tourism:** for the support of tourism sector in implementing energy regulations as well as energy development programs

- **Marine Research Center:** ocean related data for exploring possible energy options (OTEC, ocean current, OTE)

- **Environment Protection Agency:** assistance for development environmentally friendly energy sector (Energy related EIAs)

- **Maldives Meteorological Services:** data for renewable energy sources like Solar and Wind

- **Ministry of Communication and Civil Aviation:** formulate Science and Technology Master Plan which include energy sector

- **STELCO and Regional Utility Companies:** provide energy to the people of the province in decentralised manner and help in planning energy sector

- **Maldives Customs Services:** provide information on energy import and export to the country

- **Ministry of Health and Family:** identify health impact related to energy use and identify relevant people for provision of subsidies

- **Island Councils or Island Development Committees**

Local Governance System:

Province Offices: co-operate with regional utilities in providing energy to the communities

Island Councils: request for power sector development in accordance to the requirements of the island



ECONOMIC
DEVELOPMENT
Energy

Atoll councils: request for the power sector development according to the requirements of the atoll

Private Sector involvement:

Utility companies, fuel importers and distributors, energy technology distributors and engineering companies.

Private power producers such as resorts and independent power producers and energy consultants and engineers.

Co-operation with other External organizations:

UNDP, GEF, World Bank, ADB, JICA, IMF and other such donors for financial and technical assistance from friendly countries.

VI. Legal Framework

- Formulate Energy Act
- Legal framework to provide incentives for renewable energy technologies, energy efficiency and energy conservation
- Revision / establishment of Maldives electricity regulation and standards,
- Establishment of Maldives Energy Standards,
- Formulation of Hydrocarbon Exploration Act,
- Include energy efficiency and conservation measures in the building code

VII. Cross-Cutting Themes and Programmes relevant to the sector



ECONOMIC DEVELOPMENT
Energy

- **Human Rights:** Electricity and other energy related services (transport etc) is a human right. Equity between the communities should be maintained in providing such services.
- **Decentralization:** Energy services will be provided through regional utility companies
- **Transport and Connectivity:** Achieve energy efficiency in transport network
- **Gender:** Review gender-sensitive impact on women and men in addressing energy related matters
- **Social protection:** Provide electricity benefits to vulnerable families
- **Private Sector Partnership:** Opening up the energy market for privatization concerned with the overall economic development of the country in turn affecting the livelihood of the people and quality of services provided.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Provide all citizens with access to affordable and reliable supply of electricity						
Develop utilities to upgrade and manage electric power infrastructure on the islands and improve the efficiency and quality of services		x	x			MHTE/Utilities
Encourage private sector participation to develop, manage and sustain electricity services		x	x			MHTE/MED
Encourage national and international investments to develop and sustain energy sector		x	x	x	x	MHTE / Utilities / MED
Introduce incentives to power sector developers to ensure affordability of energy supply by facilitating access to grants and concessional finance		x				PO/MHTE/MOFT

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Achieve carbon neutrality by the Year 2020						
Develop plans for the energy sector to include forecasts of energy usage by different sources, GHG emissions and status of carbon neutrality	x	x	x	x	x	MHTE/MEA/EPA
Set and monitor targets to maintain energy source composition, efficiency and losses to achieve and sustain carbon neutrality	x	x	x	x	x	MHTE/MEA/EPA
Adopt standards for exhaust emissions for power plants, vehicles and vessels that use fossil fuels in an effort to improve air quality		x	x			EPA
Promote carbon capture and sequestration (CCS) by conducting research and development of CCS projects necessary for the reduction of GHG emissions		x	x	x	x	MHTE/EPA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Promote energy conservation and energy efficiency to reduce costs						
Promote energy efficiency and energy conservation to achieve optimum economic use of energy without lowering the quality of service rendered		x	x	x	x	MHTE/Utilities/MEA
Promote energy efficiency in electricity production, distribution and usage via various workshops involving the necessary stakeholders	x	x	x	x	x	MHTE/Utilities/MEA
Promote demand side management with focus on large energy users such as public buildings and resort hotels	x	x	x	x	x	MHTE/Utilities/MEA/ MTAC
Identify all areas for improvement and provide technical advice in fuel conservation and efficiency in different modes of transport		x	x	x	x	MHTE/TA
Introduce incentives to encourage greater use of electric vehicles by establishing charging stations using renewable energy sources			x	x	x	MHTE/TA

ECONOMIC
DEVELOPMENT
Energy

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Introduce incentives for using alternative cleaner fuels on existing vehicles		x				MHTE/TA
Develop resources necessary to carry out energy efficiency audits and designs and certification mechanism for energy efficient buildings		x				MHTE/MEA
Implement energy efficiency labeling in electrical appliances		x	x			MEA/MED
participate in international trade and cooperation activities and join in international and regional energy organizations (eg:IRENA, SAARC Energy Centre)	x	x	x	x	x	MHTE/MoFA
Develop the capacity for research on energy production, distribution and usage via various training programs		x	x	x	x	MHTE
Encourage utilizing waste heat from power generation for other applications (eg. Water heating, airconditioning, desalination)		x	x	x	x	MHTE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 4: Increase national energy security by diversifying energy sources						
Enhance national energy security by promoting indigenously available renewable sources of energy while reducing the reliance on imported fossil fuels		x	x	x	x	MHTE
Conduct demand and supply study to determine the fuel consumption to establish regional/provincial fuel markets		x	x			MHTE
Identify feasible regions and open the fuel market for investors via tender			x	x	x	MHTE / MoFT / MED
Monitor the oil market and pricing issues in practice and evaluate the need for adopting regulation of the petroleum product prices		x	x	x	x	MHTE/MED/MoFT
Mandate the suppliers to ensure that strategic and emergency reserves and required logistics for petroleum products are in place in selected supply centres		x	x			MHTE/MEA/ UTILITIES
Encourage the interested national and international parties to invest to explore oil in the country under the guidelines of HEA				x	x	MED/MoFT/MHTE

ECONOMIC
DEVELOPMENT
Energy

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Promote Renewable Energy Technologies						
Introduce and demonstrate new renewable energy technologies applications projects	x	x	x	x	x	MHTE/Utilities
Promote Renewable energy sources and its advantages to the public via mass media (TV, internet), various workshop and disseminate information to the public through a RE information center	x	x	x	x	x	MHTE / Utilities
Facilitate and promote research opportunities for locals and international parties by informing about the potential RE resources within the country	x	x	x	x	x	MHTE
Incorporate introduction to RE resources into secondary school curriculum		x	x	x		EDC / MHTE / MoE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Develop human resource capacity for RE throughout the country by introducting RE - related courses into the national college system	x	x	x			MCHE / MHTE
Encourage and promote the use of bio-fuels	x	x	x	x	x	MHTE/UTILITIES
Encourage development of power generation capability by utilizing household waste and biofuels		x	x	x	x	MHTE/UTILITIES
Endorse the use of household and industrial appliances that can be used on renewable energy sources	x	x	x	x	x	MHTE/UTILITIES
Conduct R&D and technology transfer program for innovative ideas		x	x	x	x	MHTE/Utilities

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Strengthen the institutional and legal framework of the energy sector						
Establish framework to protect the environment and health of the people by ensuring environmentally sound energy production, supply and usage		x	x	x	x	MEA/EPA
Work with donors and multilateral agencies to make concessional financing available for clean and renewable energy project feasibility studies and for project investment		x	x	x	x	MHTE/MOFT
Establish framework to regulate and monitor energy usage in the country		x	x			MEA
Strengthen existing regulations to facilitate market driven tariffs, competion, formation of joint ventures and operation of IPPs		x	x	x	x	MEA
Formulate and introduce regulations related to the production or energy using renewable sources and establishing regional and interconnected submarine grids		x	x			MEA

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Draft an Act to exempt or reduce import tax on RE products and energy efficient equipments by collecting information on tax income from RE equipment		x				MHTE/AGO
Formulate and draft Hydrocarbon Exploration Act (HEA)		x	x			MHTE/AGO/MED/ MEA
Ratify and implement Hydrocarbon Exploration Act (HEA)			x			MHTE/AGO/MED/ MEA
Incorporate guidelines and design requirements into the building code to achieve energy efficiency in buildings	x	x				MEA/MHTE
Establish regulatory framework for standardizing energy handling and storage for emergency supply of energy	x	x				MEA

I.Background



ECONOMIC
DEVELOPMENT
Land Reform

Land constitutes only around 1% of the total geographical area of Maldives[1]. Land tenancy in the Maldives can be separated into three categories; land held under *waqf* (trust principles under Islamic Shari'ah), land owned by private individuals and land owned by the State that is granted to individuals and institutions for residential, commercial or other purposes. The vast majority of the land is held under the last category, while land under the second category, though very limited in extent, has been increasing, particularly in Malé and the other urban areas. New tenancies under the first category have stopped.

Previously, under land tenure arrangements, all land was owned by the State and only the State could grant permission for a private individual to construct dwellings or buildings. The recent Land Act (1/2002) enabled individuals to acquire ownership of land by purchasing it from the Government. However, to support transformation of land into commercial assets laws and regulations require further modifications and review.

During the past few years, a semi formal real estate market has emerged in Malé and Hulhumalé. Islands leased for tourist resort development[2], commercial agriculture and industrial purposes constitute other areas of land tenure in the country. On islands leased for tourism and agriculture development only 20 percent of the land area can be utilized for buildings. This constraint is intended to protect the natural environment of the islands and reduce pressure on the limited natural resources.

There is a need for a National Physical Development Master plan and policies which will enable a more coherent, better integrated and consistent approach to land development, ownership and management. Such a master plan and accompanying policies should establish principles for the transfer, allocation, planning, management and climate-resilient development of land which would support

1 235 km2

2 21 to 35 years periods

sustainable economic growth, investment and land use planning practices.

II. Constraints and emerging issues in the sector

- Existing land tenure system is not conducive to the creation of real estate and property market. The existing Land Law lacks regulations that promote security of tenure and property rights which is an important requirement for investors.

- Limited land use and urban planning has led to conflicting land use in many areas. Residential areas co-existing with industrial or services areas causes problems for both residents as well as workers.

- Lack of information on land accessible to all stakeholders.

- Lack of coordination on land management between government agencies and the absence of clarity on mandates relating to land have caused problems.

III. Goals of the Sector



ECONOMIC
DEVELOPMENT
Land Reform

1. Introduce and implement land reform including the modernization of the land tenure system
2. Strengthen land policy and promote sustainable land management
3. Strengthen the institutional and legal framework to implement the land reform measures
4. Promote real estate and property market in the country
5. Ensure the protection of land rights to citizens as guaranteed in the constitution

IV. Key Sector Policies

Policy	Manifesto Linkage	Other Directives
Policy 1: Introduce land reform to modernise the land tenure system.	P1; L2; L6	
Policy 2: Enhance investment in land and property development	P2; S1;3;4; L3	
Policy 3: Establish and implement sustainable land management practices	P3, P4	
Policy 4: Decentralise land administration and management	P5	

Policy	Manifesto Linkage	Other Directives
Policy 5: Establish and operate a Land Information System (LIS) to support access to land information and efficient land management	P6; S5	
Policy 6: Strengthen institutional capacity in land management and administration	S 2; L1; L5	
Policy 7: Develop effective inter-institutional coordination mechanism at management and operational level		Land Management Policy (2009) – UN Habitat

V. Institutional Framework

Lead Agency for the Sector:

Ministry of Housing Transport and Environment (MHTE): Land Department is responsible for policy formulation and implementation

Stakeholder Ministries and Sectors:

- **Ministry of Home Affairs:** responsible for management of land in inhabited islands other than Malé, Villingili and Hulhumalé; and for decentralizing land administration
- **Municipality of Male and Hulhumale Development Corporation:** responsible for residential land in urban areas of Malé, Villingili and Hulhumalé
- **Ministry of Fisheries, Agriculture and Marine Resources:** land in uninhabited islands and the islands leased for agricultural purposes



ECONOMIC
DEVELOPMENT
Land Reform

- **Ministry of Tourism, Arts and Culture:** responsible for land leased for tourism
- **Attorney General's Office:** revision of land legislation
- **Ministry of Economic Development (Invest Maldives):** enhance investment in land
- **Department of National Planning:** statistics and Monitoring
- **Ministry of Finance and Treasury:** resources mobilization and budgeting
- **Environment, Housing Departments of the Ministry of Housing Transport and Environment**
- **National Centre for Information Technology (NCIT):** to establish Land Information System LIS

Local Governance System:

Decentralisation of land management and land administration to regional and local councils.

Private Sector Partnership:

Land and property development.

Cooperation with other external organizations:

UNDP, UN-Habitat, Global Environment Facility (GEF)

VI. Legal Framework

The Constitution (August 2008) of the Republic of Maldives recognizes the right to acquire and hold property. Article 40 states that (a) Every citizen has the right to acquire, town, inherit, transfer or otherwise transact of such property and (b) Private property shall be inviolable, and may only be compulsorily acquired by the State for the public good, as expressly prescribed by law, and as authorized by order of the court.

The Land Act (Nov. 2006) covers a wide range of land issues such as allocation of State land, transfer of land, inheritance, land leases, mortgages, easements, land registration, subdivision of buildings. The revision of this land act is required and it should include and emphasize that land is a commodity and that land markets are to be stimulated through clear rules, regulations and an effective land administration system. The act is being revised.

The Land Use Planning and Building Act (2008) is intended to improve land use planning and building control through a set of regulations and institutional arrangements (procedures of plan development, division of responsibilities, approval and appeals). The act includes articles on land readjustment and proposes that land pooling can be implemented to re-arrange the boundaries, shapes and sizes of plots of land to have a more effective and efficient use of that land.

Resource Management Act: to be formulated

Land Tenancy Act: to formulated

Foreshore and Seabed Act: to be formulated

VII. Cross-Cutting Themes and Programmes Relevant to the Sector



ECONOMIC
DEVELOPMENT
Land Reform

- **Human Rights:** protect and promote access to land rights.
- **Decentralisation:** decentralise land management and administration.
- **Transport and Connectivity:** improve potential for land development in provinces.
- **Gender:** the property rights of woman are recognized and protected, mortgages requires the agreement of spouse(s) and inheritance rights of land and property are equal for man and woman.
- **Social Protection:** insurance against damage to land.
- **Environment:** land development will be promoted for activities using limited and/or renewable energy.
- **Private Sector Partnership:** the development of a real-estate sector is supported by land laws, rules and regulations as well as a modern land registration system to secure rights of access to land seen as a prerequisite for productive investment. Land lease terms and conditions for tourist resort development, business purposes, and commercial agriculture will be commercially attractive.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Introduce land reform to modernise the land tenure system						
Revise the Land Act (2004) to accommodate a modern land tenure system	X	X				MHTE, AG
Develop and implement necessary regulations relating to the Act		X	X			MHTE, AG
Develop a Tenancy Act and introduce a mechanism to store security deposits relating to tenancy		X	X			MHTE, AG
Establish a land authority to regulate issues relating to land		X				MHTE
Conduct awareness on land reform targeting major stakeholders including the parliament, judiciary, atoll and island councils		X	X	X	X	MHTE, Line Ministries, NGOs, Province Offices
Introduce a land tax				X	X	MHTE, MoFT

ECONOMIC
DEVELOPMENT
Land Reform

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Enhance investment in land and property development						
Establish options for public to own and trade land and ensure it is integrated to the legal framework		X	X	X	X	MHTE
Establish a land tribunal to settle disputes relating to land			X	X		MHTE
Establish a land bank and facilitate its operation			X	X		MHTE
Policy 3: Establish and implement sustainable land management practices						
Introduce and enact a Planning Act and related regulations that encompasses all planning requirements	X	X	X			MHTE, AG
Develop and operationalise a National Physical Development Master Plan		X	X			MHTE
Develop and implement local and regional land use plans and ensure that they are in line with the national master plan		X	X	X	X	MHTE, Province Offices

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Mandate strategic environment assessments in all land use planning		X	X	X	X	MHTE
Integrate a comprehensive consultation process in land use planning at all levels		X	X	X	X	MHTE, Province Offices
Ensure that all land use plans are integrated to all development plans at local, regional and national levels and that all development programmes are implemented through approved land use policies and plans		X	X	X	X	MHTE, Province Offices
Policy 4: Decentralise land administration and management						
Develop and implement the necessary local level regulations that permits authority on land and planning at island and regional levels		X	X	X	X	MHTE
Establish land and planning cells in all province offices		X	X			MHTE
Train land and planning officers in all provinces		X	X	X	X	MHTE



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 5: Establish and operate a Land Information System (LIS) to support access to land information and efficient land management						
Establish and operationalise a land management database	X	X	X			MHTE
Establish a national land cadastre		X	X			MHTE
Build technical capacity through training on LIS and land cadastre at national and local levels		X	X	X	X	MHTE
Policy 6: Strengthen institutional capacity in land management and administration						
Establish designation of a Surveyor General, Land Registrar of Titles, Valuer General and Planning General (Director of Town and County)		X	X			MHTE
Establish physical facilities for the posts			X	X		MHTE
Build technical capacity through training on land use planning, management, surveying, valuation at national and local levels		X	X	X	X	MHTE

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 7:Develop effective inter-institutional coordination mechanism at management and operational level						
Establish a functional inter-ministerial committee on land including MHTE, Min. of Fisheries and Agriculture, Min. Tourism Arts and Culture and Male' Municipality		X	X	X	X	MHTE, MoFA, MTAC, Male' Municipality
Establish a mechanism to provide technical input on land related issues and aspects to all planning councils		X	X	X	X	MHTE

COMMUNICATION, SCIENCE AND TECHNOLOGY

I. Background



ECONOMIC DEVELOPMENT
Communication, Science and Technology

The Maldives is currently seeking ways to take advantage of science and technology to promote economic development. Better quality education, training and research and development are viewed as prerequisites to the advancement of human resources necessary to utilize new technologies. Information and Communication Technology (ICT) plays a vital role in linking our dispersed communities and reduce the impact of the geographical isolation that exists between island communities of Maldives. ICT will also play a major role in achieving the economic and social goals of good governance and human rights developmental objectives envisaged in the Manifesto of the current Government.

Telecommunications services, especially the cellular mobile services, have expanded to cover nearly the entire country. The two independent network infrastructures established throughout the length of the country have created better availability and accessibility to telecommunications services and created new opportunities to provide higher capacity and access to a wider population. It has allowed the introduction of new services at cheaper prices, especially on the mobile network, although tariffs for land-line and international services have also reduced. While internet access is available across the nation, broadband services are only available to key population centers.

A more comprehensive regulatory framework was established that provided sufficient powers and transparency to the Regulator, resulting in foreign as well as local investments in the sector.

Maldives is in a better position in terms of telecommunications development compared to most countries in the South Asia region, as over 100 percent penetration in teledensity has been achieved. Nevertheless, much work remains to be done to further improve the national telecommunication scenario and to keep abreast of the developments in regional and global telecommunications markets.

A government computer network is currently being used and e-government is being implemented under the ongoing Information Technology Development Project (ITDP). An integrated Public Accounting System to enable better accountability is also in the process of being implemented. At the same time the government seeks to follow-up on strengthening science and technology education, promoting the effective use of instructional technology at all levels of the education system, and modernizing the health information system and to deliver public services electronically.

II. Constraints and emerging issues in the sector

- While there are improvements on availability of bandwidth within the country, it does not provide sufficient capacity for availing broadband connectivity on a wider scale to improve Internet and other ICT applications. The success of broadband ICT will depend heavily on the available national broadband capacity and affordable services across the nation. The requirement is further enhanced with the recently introduced submarine optical fibre cables that connect Maldives to the outside world.

- Effective use of ICT and e-government requires comprehensive capacity building and resources in order to develop e-services and to make infrastructure and services sustainable.



ECONOMIC DEVELOPMENT
Communication, Science and Technology

III. Goals of the Sector

- Scientific advances and worldwide trends indicate that Maldives should urgently seek to expand and deepen activities in science and technology particularly in areas which appear likely in the short and medium term to make contributions towards research and development and innovation to improve the economy and standards of living of its people. In addition, it is important to build a cadre of scientists who can further assist in national development.

1. Drive Maldives towards the use and development of telecommunication and ICT technologies to enable citizens to fully embrace its benefits and achieve the right to information

2. Provide affordable telecommunication and ICT services

3. Provide government services in a transparent, democratic and an equitable manner

4. Enhance the role of science and technology in the attainment of governance, human rights, economic and social development and to support economic diversification

IV. Key Sector Policies

Policies	Manifesto Link	Other Directives
Policy 1: Establish a national infrastructure capable of providing comprehensive telecommunication and ICT services throughout the country	P6, P8, L6 P44: S4	
Policy 2: Strengthen the regulatory framework in the telecommunications and the ICT sector	P2	Telecom policy
Policy 3: Place service prices that are non-discriminatory, affordable and cost oriented	P1	
Policy 4: Facilitate and engage the private sector to develop a local ICT industry	L6	
Policy 5: Establish an e-governance service platform for the efficient delivery of information and online services	P6	
Policy 6: Foster, promote and sustain the development and coordination of science and technology relevant to the needs and circumstances of the country	P1-P5, S1-S4, L2-4	

V. Institutional Framework



ECONOMIC DEVELOPMENT
Communication, Science and Technology

Lead Agency for the Sector:

Ministry of Civil Aviation and Communication

Stakeholder Ministries and Sectors:

- **National Center for Information Technology:** E-government service
- **Communications Authority of Maldives:** Development of sector
- **Ministry of Human Resources Youth and Sports:** Training and skills development
- **Ministry of Finance and Treasury:** Resource mobilisation and budgeting
- **Attorney General's Office:** Legislation

Regulatory Body:

Communications Authority of Maldives: regulates infrastructure and services

(Broadcast sector and broadcast content will be regulated by the Broadcast Commission and self-regulated by the Media Council)

Local Governance System

Ministry of Home Affairs, Province and Island Offices will facilitate the work of stakeholders at island level.

Private Sector involvement

- Service provision as licensed telecom operators
- Investment in and development of infrastructure and R & D capabilities
- Promoting public awareness on the sector

Cooperation with other external organizations

Bilateral partners, SAARC, International Telecommunications Union (ITU), Asia-Pacific Telecommunity (APT), and potentially UNDP, UNESCO, UNESCAP, Commonwealth bodies

VI. Legal Framework

The e-government bill is currently in the process of being drafted, and is expected to be submitted to parliament in early 2010.

Currently the Maldives Telecommunications Regulation 2003 acts as the de facto legal instrument in the absence of a telecommunications law. A bill to establish an independent regulator, The Communications Authority of Maldives bill is in the process of submission to the Parliament. A separate telecommunications act bill is also being finalized and is about to be submitted.

A comprehensive regulatory framework covering computer misuse, data protection, intellectual property and e-commerce enabling legislation needs to be developed. A Computer Misuse Act has been drafted and submitted to AGO while regulations covering electronic transactions and intellectual property are in the process of being developed.

VII. Cross-Cutting Themes in the sector



ECONOMIC DEVELOPMENT
Communication, Science and Technology

- **Human Rights:** e-connectivity enhances access the right of information and freedom of expression.
- **Decentralisation:** e-government facilitates e-education, telemedicine, working across distances.
- **Transport & Connectivity:** provide information services needed for an effective transport network.
- **Gender:** connectivity enables more people to work from home.
- **Social Protection:** e-connectivity facilitates tele-medicine, hence access to better health facilities and to information and services.
- **Environment:** connectivity reduces transportation and use of paper, while renewable technologies will be used for energy and green technologies will be promoted.
- **Private Sector Partnership:** Increase the involvement of private sector in promoting science, technology and communication

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 1: Establish a national infrastructure capable of providing comprehensive telecommunication and ICT services throughout the country						
Facilitate private sector rollout of infrastructure through regulation and incentives	X	X	X	X	X	CAM, Telecom Operators, MOHA & Province Offices and MOFT
Establish a framework for providing support to operators to rollout services in areas of low economic return		X	X	X	X	CAM, MCAC, MOFT, AGO and Telecom Operators
Establish a nationwide emergency communication network	X	X				CAM, NDMC, Police, MNDF and Province and Island Offices
Facilitate the enhancement of existing networks to support higher capacity to adequately meet the ICT needs of the country	X	X	X	X	X	CAM andTelecom Operators
Provide effective telecommunication facilities to vessels travelling within the territorial waters of the Maldives		X	X	X	X	CAM, Telecom Operators, Transport Authority, MNDF and Police

ECONOMIC DEVELOPMENT
Communication, Science and Technology

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Develop and imlement mobile phone based services to improve public accessibility to services		X	X	X	X	CAM, MMA, Commercial Banks and Telecom Operators
Policy 2: Strengthen the regulatory framework in the telecommunications and the ICT sector						
Enact a Telecommunications Law providing increased transparency and predictability in the regulation of telecommunications		X	X	X	X	CAM, MCAC, AGO and Majlis
Establish an autonomous regulatory authority with the requisite power and resources		X	X	X	X	CAM, MCAC and AGO
Publish transparent regulations and procedures developed on a consultative basis		X	X	X	X	CAM and AGO
Facilitate the safe use of telecommunications and Information Technology	X	X	X	X	X	CAM, Police, MNDF and Dept of Gender & Family
Develop human resource capacity to enable the continued effective regulation and development of the sector	X	X	X	X	X	CAM, MOFT and MCAC

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 3: Place service prices that are non-discriminatory, affordable and cost oriented						
Introduce an affordable basic package of services to include voice and internet that is available to the whole population		X	X	X	X	CAM and Telecom Operators
Reduce the dependence on distance in tariff structures for telecom services			X	X	X	CAM and Telecom Operators
Benchmark service charges against those of regional countries, selected economies and peer groups	X	X	X	X	X	CAM and Telecom Operators
Increase competition in national and international services		X	X	X	X	CAM and New operators
Policy 4: Facilitate and engage the private sector to develop a local ICT industry						
Facilitate the running of IT incubators by the private sector		X	X	X	X	NCIT, CAM, InvestMaldives and Telecom Operators
Engage domestic and foreign partners to promote and develop a local ICT industry		X	X	X	X	NCIT, CAM, InvestMaldives and Telecom Operators
Broaden the software and programme sector through private investment			X	X	X	NCIT, CAM, InvestMaldives and Telecom Operators



Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Increase awareness and promote interest in the ICT industry among students, youth and the general population	X	X	X	X	X	CAM, NCIT,Telecom Operators, ICT industry and other private sector parties
Establish an enabling environment for ICT			X	X	X	MCAC, CAM, NCIT, MMA, AGO, Majlis and Telecom operators
Policy 5: Establish an e-governance service platform for the efficient delivery of information and online services						
Link government offices through a network for the delivery of online services and delivery and exchange of information	X	X	X	X	X	NCIT, All govt agencies
Develop and publish all relevant government information on the e-government portal	X	X	X	X	X	All Govt agencies and NCIT
Develop human resource capacity to enable the operation and management of e-governemnt in a sustainable manner		X	X			NCIT, MOFT and MCAC
Strengthen the capacity and provide adequate resources to the relevant agencies to deliver e-services	X	X	X	X	X	MOFT, MCAC, NCIT and CAM

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 6: Foster, promote and sustain the development and coordination of science and technology relevant to the needs and circumstances of the country						
Formulate a National Development Program in accordance with present developments in science and technology			X	X	X	MCAC, MOE, MHRYS, MHTE and other line Ministries
Establish a Science Foundation that will coordinate nationwide research and development programmes and activities			X	X	X	MCAC, MOE, MOFA , MHTE and other line Ministries
Promote interest in science and technology among children, youth and the public in general		X	X	X	X	MCAC, MOE, MHRYS and other line Ministries
Enlist the participation of the private sector in developing science and technology in the country		X	X	X	X	MCAC, Invest Maldives and Private Sector
Facilitate the use of new technology to increase productivity, efficiency and more effective service delivery		X	X	X	X	MCAC, MHTE, MHRYS and other line ministries
Establish an environment conducive to research and encourage scientific research in the country and by Maldivians abroad		X	X	X	X	MCAC, MHRYS, MOE, MOFA and other line ministries

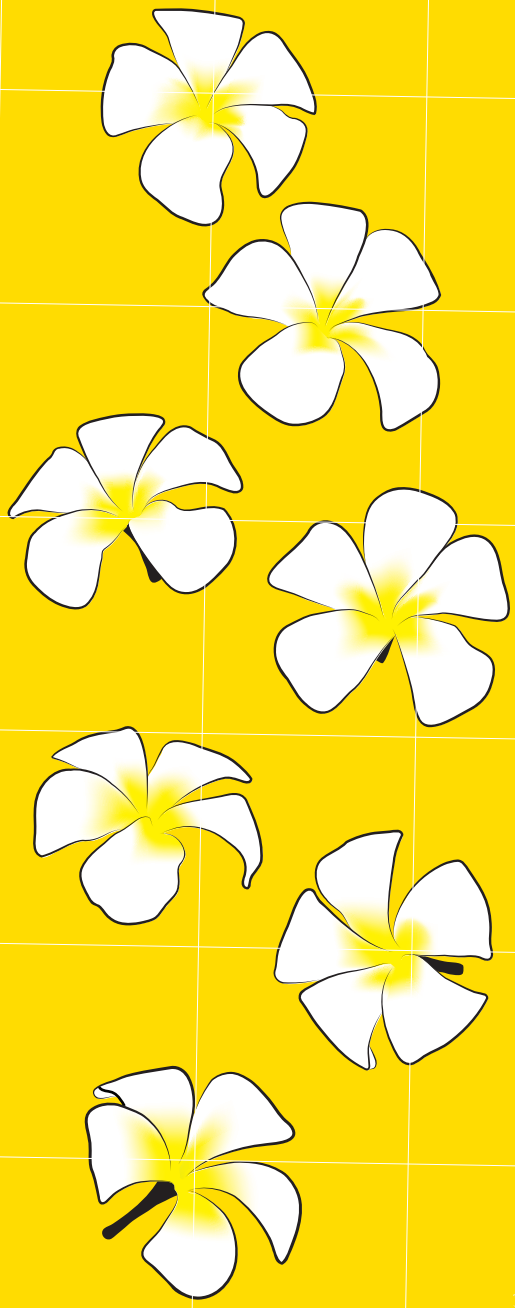
Other areas

Gender

Trade and Investment

Disaster Risk Management

National Security


Aneh Dhivehi Raajje

GENDER

I.Background



OTHER AREAS
Gender

The Constitution of the Republic of Maldives guarantees to all persons the same rights and freedoms, and upholds the principles of equality and non-discrimination. President Mohamed Nasheed's statement on the occasion of International Women's Day (2009) outlined Government policy and provided a comprehensive vision of women's empowerment and promotion of gender equality through gender mainstreaming. The gender equality policy of the Government covers various aspects and includes a policy direction "[for] all ministries to address women's issues… recognizing that women and men have different needs and priorities".

The Maldives has signed key international instruments committing itself to gender equality and women's empowerment including Convention on Elimination of Discrimination Against Women (CEDAW). Maldives, with a Gender Development Index (GDI) of 0.767 and Gender Empowerment Measure (GEM) of 0.430 is ranked highest in all of South Asia (ranked 77 for GDI and 90 for GEM[1] (HDR, 2009)) indicating overall improvement in certain indicators for women. While men and women have relatively equal access to education, health services, employment and equal pay, Maldives still faces challenges in achieving MDG Goal 3 of promoting gender equality and empowering women by 2010.

National Women's Machineries (NWMs) have been part of the government architecture since 1979. These mechanisms have gone through a number of changes in their positioning within the Government structure. The lead agency was until recently the Gender and Development section of the Ministry of Gender, Family Development and Social Security (MGFDSS), which had oversight and monitoring responsibilities. The Ministry was merged with the Ministry of Health when the government took Office in November 2008. In this new

1 Sri Lanka, the closest, is ranked 83 for GDI and 98 for GEM. GDI ranks of other South Asian countries are: Bhutan: 113, India: 114, Nepal: 119, Bangladesh: 123, Pakistan: 124, Afghanistan: 154. GEM ranks are: of Nepal: 83, Pakistan: 99 and Bangladesh: 108. GEM is not available for Bhutan, India and Afghanistan.

structure the President's Office has taken the lead for gender mainstreaming.

The key factors for developing the new architecture included the weak positioning of previous NWMs, inadequate resources, the lack of a strong and coherent policy framework, and failure to build national capacity to translate political commitments to action. As a result, despite efforts, women have not been able to access opportunities nor resources on an equal footing with men, thereby increasing the gender gap in certain areas. Actual progress and results were limited largely due to the inadequate capacity of the lead agencies. The majority of initiatives undertaken have been ad-hoc and largely donor led. Ownership and commitment, especially of the different stakeholder ministries and departments have been a challenge.

No systematic integration of gender in the government planning, budgeting and monitoring has been carried out successfully to date. There have been early initiatives on gender responsive budgeting by the former Ministry and Gender and Family and the process for the formation of a Gender Responsive Budget Committee is ongoing. Systems for monitoring and regular reporting providing disaggregated information and analysis are absent.

Gender-based constraints arising from unemployment, unequal burden of family responsibilities on women, violence against women and girls and increasing religious extremism are key issues which are negatively impacting gender equality and women's empowerment in Maldives. High female unemployment, low political participation, gender based violence, high divorce rate and male migration leading to almost 47 percent female headed households, are major issues experienced by women of the Maldives.

There is recognition that an architecture which mandates gender mainstreaming by all parts of the government is necessary to address such issues. The gender architecture of the President's Office and the Department of Gender and Family Protection Services will need further restructuring and realignments for this mainstreaming to happen effectively. Hence, the government's Gender policy refines this architecture and outlines the location of responsibility clarifying roles and accountabilities. This policy and Framework establishes the Government's vision, strategy and gender architecture for achieving gender equality and women's empowerment.

It is imperative that policy mandates are brought into operation and the issues of gender equality in Maldives addressed in a systematic manner for women and girls to be able to live a life of prosperity, dignity and respect in a safe and equitable environment.

OTHER AREAS
Gender

II. Constraints and Emerging Issues

- Absence of an institutional mechanism, legal framework and limited capacity in the government to address gender issues hinders effectiveness of policy at all levels.

- Lack of gender focused affirmative action policies coupled by traditional beliefs, religious misconceptions and attitudes towards gender equality issues at all levels hinders equal access to available opportunities for women.

- Lack of legal and administrative protection mechanisms discourage referrals and further marginalize victims of domestic violence and gender-based violence. Victims of such violence often experience re-victimization in the existing system. Furthermore, there has been insufficient investment in working with boys and men on violence prevention and as active partners for social transformation and gender equality.

- Prostitution, trafficking and other forms of exploitation are emerging challenges that are further complicated by issues like STIs, HIV and teenage pregnancies.

III. Goal of the Sector

- Ensure that equality of women and men are upheld, women and girls enjoy fundamental rights and freedoms *on an equitable basis*, and both women and men, boys and girls are able to realize their full potential and participate in and benefit from democracy and development both in public and private life

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Develop and activate the necessary policy, legislative and institutional framework for gender equality		Presidential Speech, International Women's Day 2009
Policy 2: Empower women to facilitate their equal access to available opportunities with equal outcomes/ results	P5, S7	Presidential Speech, International Women's Day 2009
Policy 3: Cultivate a culture of non discrimination and respect for women's rights	L1, L3	Presidential Speech, International Women's Day 2009

V. Institutional Framework



OTHER AREAS
Gender

Lead Agency for the Sector:

President's Office: will take the lead to execute the Gender Equality Policy. Technical expertise will be developed in the Policy Office of the President's Office to ensure that all policy directives are gender responsive.

Gender Focal Points at Deputy Minister-level are identified in all sectoral ministries and would liaise with the Policy Office who would facilitate gender-mainstreaming efforts in all sectors through provision of technical expertise and developing sector-specific tools and guidelines for gender mainstreaming.

It is expected that technical expertise for gender analysis and gender-responsive planning and evaluation of all projects/ programmes will be developed in all sectoral ministries and province offices by the end of this plan period.

Regulatory Body:

The written and transparent Gender Equality Policy enables the Parliament to oversee implementation of gender mainstreaming by all sectoral ministries.

Stakeholders:

Under the new Gender Equality Policy, all ministries and Government agencies are stakeholders in mainstreaming Gender. Some examples are provided below

- **Department of National Planning:** statistics and Monitoring and engendering data
- **Ministry of Health and Family:** DDPRS, CCHDC, NSPA and Health facilities and drug rehabilitation centres, reproductive health services

- **Family Protection Unit/ Indira Gandhi Memorial Hospital:** Medical Support for victim of Violence and Abuse & medico legal support/referral

- **Serious and Organized Crime Unit (SOCU), Family and Child Protection Unit (FCPU) of Maldives Police Services**

- **Ministry of Education, Schools, Vocational Training Centres:** life skills education

- **Attorney General's Office:** legal advice to DGFPS

- **Law Commission of Maldives:** drafting and amendment of laws

- **Prosecutor General's Office:** State Prosecutor prosecuting for the justice of victims of abuse.

- **Human Rights Commission of Maldives**

- **Courts/Judiciary:** Justice to victims of violence and exploitation

- **Ministry of Finance and Treasury**: Resource Mobilization and budgeting

- **Ministry of Economic Development:** working for the economic empowerment of women

- **Ministry of Housing, Transport and Environment:** formulation of guidelines and overall coordination of housing, transport and schemes and environmental issues

- **Department of Penitentiary and Rehabilitation Services of Ministry of Home Affairs:** addressing needs with regards to women prisoners

- **Ministry of Human Resources, Youth and Sports:** sports and recreation, vocational development, higher studies opportunity and enforcement of employment regulations and life skills education for out of school youth

- **Parliament:** Enactment of laws

- **Civil Society**



OTHER AREAS
Gender

Local Governance System

- Ministry of Home Affairs, Provinces, Atoll and Island level Councils.
- Women's Development groups at provincial, atoll and island level working for empowerment of women

Private Sector involvement

Currently, special projects are carried out in collaboration with NGOs. Partnerships will be fostered with other business groups for additional support for women's empowerment.

Cooperation with Other External Organizations

Commonwealth, World Bank and UN agencies

VI. Legal Framework

The Constitution 2008 guarantees equality and non-discrimination on the basis of sex. A comprehensive gender audit of all existing legislation and policies will be undertaken in conjunction with gender analysis of all bills proposed to Peoples' Majlis to ensure that all legislation are in line with the gender equality policy. Some existing legislations and those in the pipeline include:

- Family Law (4/2000): (covers issues on as pre-nuptial agreements, marriage, divorce, and polygamy etc)
- Employment Act (2/2008): (provides for equal pay for equal work, paid parental leave and the establishment of a Labour Tribunal).
- Civil Service Act (5/2007): ensures equal opportunity for women and men in the Maldives Civil Service.

- Human Rights Commission Act (6/2006): (redress of violations of women's human rights).

- Pensions Act (8/2009): ensures equality in receiving retirement and old age pensions.

- The National Gender equality Policy 2009 -

- Domestic violence bill (draft, 2007): redress of violence against women.

- Sexual Harassment Bill: protection for women in the workplace

VII. Cross-Cutting Themes and Programmes Relevant to the Sector

OTHER AREAS
Gender

- **Human Rights:** eliminate gender related rights violations.
- **Decentralization:** inclusion of women's representation in local governance.
- **Transport and Connectivity:** improved mobility of girls and women to access education, health and employment.
- **Social Protection:** Equal opportunity will be provided to all irrespective of disability, age, gender and location. Benefit scheme for single mothers.
- **Environment and Sustainability:** review gender sensitive impact climate change, DRR and develop responses taking into account any gender related disparities.
- **Private Sector Partnership**: Partnerships will be fostered with other business groups and NGOs for women's development and economic participation.

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Develop and activate the necessary policy, legislative and institutional framework for gender equality						
Prepare and distribute the gender action plan based on the national gender policy	x	x				PO, DGFS
Appoint gender focal points who will work in accordance to the TORs outlined in the Gender Policy (all sectors)	x	x	x	x	x	PO,All Ministries
Facilitate each sectoral ministry to develop a gender mainstreaming strategy which provides guidance on how to practically implement gender in the workings of the ministry		x			x	PO,All Ministries, CSC
Develop tools and skills for gender mainstreaming		x	x	x	x	PO,All Ministries, CSC
Co-ordinate activities for fund raising to ensure gender mainstreaming activities		x	x	x	x	PO
Conduct research, evaluation and need analysis on gender for informed decision making		x	x	x	x	MOHF, DGFS, MPS, HRCM, NGOs, Donor agencies, DNP

OTHER AREAS
Gender

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Train and build capacity for gender analysis and gender mainstreaming in planning, programming, budgeting and monitoring in all sectors including the lead agency		x	x	x	x	All Ministries, HRCM, NGOs, Donor agencies
Develop legislative reviews to identify and address gaps and areas in the laws that fail to protect women's rights	x	x	x	x	x	PO, MOHF, AGO, Law Commission
Introduce gender budgeting and develop the M & E Framework		x	x	x	x	MOFT, PO, All Ministries
Establish a mechanism to monitor implementation of international commitments related to gender and women's rights	x	x	x	x	x	PO, AGO, MFA, HRCM, Donor agencies, NGOs
Implement gender focused affirmative action policies		x	x	x	x	PO, All Ministries

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Empower women to facilitate their equal access to available opportunities with equal outcomes/ results						
Conduct awareness programs in partnership with NGOs to sensitize and educate the general public on women's rights, reproductive health and gender issues		x	x	x	x	MOHF, NGOs, Media, HRCM, Min. of Islamic Affairs, CSC, MHRYS
Conduct skills development based on market requirements and capacity building to facilitate access to employment opportunities		x	x	x	x	MHRYS, MOED, Business Consultation Firm, Donor agencies, NGOs
Advocate and promote for increased economic participation by facilitating micro credit schemes to reach women in low income groups and provide self help grants for SMEs operated by women who need financial support		x	x	x	x	MOED, MHRYS, MNCCI
Conduct leadership and other capacity building programs to enable women to seek public and political office, and advance their political careers		x	x	x	x	MHRYS, Civil Society, MHRYS, Donor agencies, NGOs
Advocate for enabling policies for women's rights and gender issues		x	x	x	x	MOHF, DGFS, NGOs, Media, HRCM, Parliament

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Cultivate a culture of non discrimination and respect for women's rights						
Establish age appropriate school programs for students and wider school community on gender and gender based violence		x	x	x	x	MOHF, DGFPS, MOE, HRCM, NGOs
Advocate for the elimination of beliefs, attitudes and practices that accept and reinforce all forms of violence against women		x	x	x	x	MOHF, DGFPS, MPS, Health Care Institutions, FPU
Develop a community based support system to minimize long term impact of violence against women and gender-based violence		x	x	x	x	MOHF, DGFPS, Civil Society
Promote male participation in prevention and response to violence against women		x	x	x	x	MOHF, DGFPS, Civil Society

TRADE AND INVESTMENT

I.Background



OTHER AREAS
Trade and
Investment

The Maldives economy is very open. Trade in goods typically accounts for around 75-80% of the GDP. If services are taken into account, trade in goods and services account for approximately 150 per cent of GDP. Imports of goods typically outweigh exports[1] of goods by a factor of between three and four. However, this large shortfall in foreign exchange earnings is, to a large extent, compensated by revenues from the export of services via the tourism sector.

There is currently very limited production activity in the Maldives. This adversely affects the country's capacity to trade, both internationally and domestically. Factors contributing to the low productivity level include limited economic diversification, shortfalls in the supply side and productive capacity, prevention of market linkages due to hurdles in the economic infrastructure, lack of an enabling business regulatory framework, weak institutional and limited technical capacity.

The Diagnostic Trade Integration Study (DTIS) of 2005-2006 provided a comprehensive set of research on trade constraints in the country. The study and the subsequent DTIS Action Matrix covered seven broad areas and identified a total of 78 specific actions to be implemented to build national trade capacity and to integrate domestic economy better into the global economy. The largest number of the recommended actions falls in the area of customs services and transport infrastructure (18 actions), followed by business environment and private sector development (14 actions); trade policy and institutions (9 actions); macroeconomic reforms (6 actions); and mainstreaming and implementation (3 actions). The Action Matrix also made sector-specific recommendations on fishery and tourism, the two most important sectors of the economy, prescribing twenty and eight actions, respectively.

1 mostly fish and fish products

II. Constraints and emerging issues

- Cross-cutting nature of trade means the instruments of trade policy are widely dispersed across various sectors of the government. The effective coordination among various stakeholders is important to realization of national trade policy objectives. Implementation of a trade policy and regulatory framework will improve security and confidence in the system, streamline business startup procedures and protect investors and investments.

- LDC graduation will affect the privileges and preferences that Maldives currently enjoys under the multilateral trading system as an LDC member. While the country's national indicators may suggest that the country is ready to be classified as a developing country, legal, regulatory and productive infrastructure and capacity is weak to integrate better into the global economy. Continued support will be required to secure market access, to strengthen productive capacity and to be compliant with WTO and other international agreements

- Limited economic diversification reduces the country's trading potential. Technical assistance to identify and commercialize exportable products and local production of domestically viable products for import replacement is essential to retain foreign exchange revenue.

- Ownership of land and land rights need to be addressed to attract investment and facilitate growth of sustainable businesses.

- Instituting mechanism for fair trading and competition is required as the country prepares to position as a developing economy.

- Other aspects which hinder trade facilitation, such as clearance of goods, transport, warehousing need to be addressed.

- Intellectual property rights need to be recognized by law to encourage transfer of technologies, business innovation and to attract more investments, in particular FDI.



OTHER AREAS
Trade and
Investment

III. Goals of the Sector

- Promote trade and investment for economic growth and diversification and to ensure smooth transition of the Maldives to a middle-income country by 2011

- Enhance institutional capacity of trade related institutions

- Enhance market access opportunities for traders and buyers

- Create a competitive fair trading business environment

- Develop an enabling legal, regulatory and business environment to enhance trade and investment

IV. Key Sector Policies

Policy	Manifesto linkage	Other directives
Policy 1: Build institutional capacity and strengthen trade coordination mechanisms to enhance dissemination of trade information		DTIS 2006
Policy 2: Decentralize service delivery in trade related areas and strengthen private sector trade associations		DTIS 2006
Policy 3: Proactively negotiate and enter into bilateral and regional trade agreements with strategic key partners as a means to seek new and improve market access	P.51 S 11	DTIS 2006
Policy 4: Institute market organization for fair trading and healthy competition		DTIS 2006
Policy 5: Remove administrative and legal bottle necks hindering trade and investment facilitation, including movement of goods, standards, IP rights, land ownership, business registration and licensing	P. 72 P1	DTIS 2006
Policy 6: Create an enabling environment for investments, economic diversification and export promotion	P.51 S13	DTIS 2006/ Draft PPP Policy

V. Institutional Framework for sector

OTHER AREAS
Trade and Investment

Lead Agency for the Sector:

Ministry of Economic Development

Regulatory Body:

Most of the existing trade related regulations are overseen by MED. Customs play a major role in implementing key provisions of the Export/Import Law. Sectoral ministries and regulatory bodies play a critical role in enforcing relevant sector legislations.

Stakeholder Ministries and Sectors:

All relevant Ministries, Departments, Agencies and trade related associations. Close coordination is required with the following agencies to implement key activities:

- Attorney General's Office
- Ministry of Fisheries and Agriculture
- Ministry of Health and Family (Maldives Food and Drug Authority)
- Ministry of Housing, Transport and Environment
- Ministry of Civil Aviation and Communication
- Maldives Customs Services
- Ministry of Foreign Affairs.

Local Governance System

Business support services will be decentralised to Province, atoll and Island level

Private Sector involvement

Consumer protection, provision of business support services will be carried out in close cooperation with trade/ industry associations, MNCCI and with civil society organizations

Co-operation with other External organisations

Sector development activities will be carried out with participation of many development agencies, including IF supported agencies (WTO, WB, IMF, UNDP, ITC, UNCATD, UNIDO), ADB, WIPO, SAARC

VI. Legal Framework

- Revise Foreign Investment Law, Companies Act, Banking Act, Law on foreign business
- Amendments to import export act
- Draft and enact Customs Law
- Draft and enact business registration act
- Draft and enact laws to establish a comprehensive national IP regime
- Draft and enact consumer protection laws, competition and arbitration laws
- Review and bring necessary amendments to the land law
- Ratify remaining international conventions necessary to accede EU GSP+ scheme
- Draft and enact laws regarding national standards
- Draft legislation to facilitate e-commerce

- Advocate amendments to transport laws to address gaps hindering trade facilitation
- Advocate passage of Customs Law
- Revise Land Act



OTHER AREAS
Trade and Investment

VII. Cross-Cutting Themes and Programmes relevant to the sector

- **Human Rights:** will promote and safeguard human rights of individuals through protection of consumer rights, establishment of acceptable health and safety standards etc. Will safeguard the rights of investors and producers through IP rights etc. Corporate social responsibility, business ethics and morals will be supported through adoption of adequate business regulatory frameworks
- **Decentralization:** provision of business support services at local levels
- **Transport and connectivity:** review of transport legislation is required to ensure regular transport facilities and to enhance cargo mobility, storage, warehousing and market linkage. ITC infrastructure plays a vital role in a modern economy and hence accessibility and affordability of ITC services is important for trade and investment to take place.
- **Gender and social protection:** improved and sustained market access for potential exports of good and services will contribute to poverty reduction efforts and to enhance employment security

- **Environment:** Environmentally sustainable business and investments will be encouraged

- **Private Sector Partnership:** greater involvement of the private sector will be promoted in the delivery of business support services and in the provision of essential services



VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 1- Build institutional capacity and strengthen trade coordination mechanisms to enhance dissemination of trade information						
Strengthen private sector representation in the existing trade coordination mechanism and conduct regular meetings at least once a month	X	X	X			MED
Develop organizational structures, systems and technical know-how of the ministry	X	X	X	X	X	MED
Upgrade the existing ITC infrastructure to disseminate trade information services	X	X				MED
Increase awareness among stakeholders on trade issues	X	X	X			MED, Other relevant ministries, Media and private sector

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 2: Decentralize service delivery in trade related areas and strengthen private sector trade associations						
Develop SOPs for decentralized services delivery in issuing trade permits, company registration and information access	X	X				MED and MOHA
Optimize e-government of trade related service delivery	X	X	X			MED and NCIT
Review and strengthen MNCCI to function as a modern chamber representing all key economic sectors		X	X			MED and MNCCI
Policy 3: proactively negotiate and enter into bilateral and regional trade agreements with key strategic partners as a means to seek new and improve market access						
Identify key strategic partners with export potential	X	X				MED and Private Sector
Explore potential for greater involvement with other trading partners	X	X	X	X	X	MED and Private Sector
Acceed to EU GSP + scheme to mitigate loss of market access for fishery exports following immediate graduation	X	X	X			MED and MOFA



Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 4: Institute market organization for fair trading and healthy competition						
Advocate the rights of the consumer and enhance enforcement of consumer rights	X	X	X			MED and CSO
Review Maldives laws affecting health and safety interest of consumers to identify gaps and need for new legislation		X	X			MED, AGO and CSO
Draft and enact comprehensive competition law to ensure a competitive business environment		X	X	X		MED, AGO and Private Sector
Policy 5: Remove administrative and legal bottle necks hindering trade and investment facilitation, including movement of goods, standards, IP rights, land ownership, business registration and licensing						
Develop legislative and regulatory framework for national standards and establish a national standards body		X	X			MED and AGO
Introduce systematic safety and health testing of imports and exports		X	X	X		MED, MFDA and MOFA
Introduce quality assurance systems		X	X	X	X	MED and MFDA

Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Develop a comprehensive IP legislative framework and establish a modern IP office		X	X			MED and AGO
Conduct a programme of public education and awareness on IP rights	X	X	X			MED,MEDIA, Private sector and schools
Formulate and strengthen laws on business registration and licensing and streamline business start up procedures		X	X	X		MED and AGO
Develop the legal framework required for strengthening customs services and full automation of services to reduce inefficency in clearence of goods	X	X	X			MED, CUSTOMS and AGO
Review the land law and advocate changes necessary for facilitating business activities		X	X			MED, AGO and MOHTE
Advocate and facilitate strengthening support infrastructure, including testing facilities, port facilities, transport & warehousing/storage facilities etc		X	X	X	X	MED, MOHTE, MCAC, MFDA, MAC, MPA and HDCL



Strategies	2009	2010	2011	2012	2013	Implementing Agencies
Policy 6: Create an enabling environment for investments, economic diversification and export promotion						
Identify and promote strategic investment opportunities to domestic and foreign investors	X	X	X	X	X	MED and Private Sector
Review and update legislations pertaining to investment and business practices	X	X				MED and AGO
Review and ammend tariff schedule, taking into consideration SAFTA and WTO commitments, national tax structure and export development needs	X	X	X			MED and MOFT
Introduce legislation to facilitate e-commerce			X	X	X	MED and AGO
Identify and facilitate development of service sectors which has potential for export development or import replacement	X	X	X	X	X	MED, relevant line ministries and private sector

DISASTER RISK MANAGEMENT

I.Background



OTHER AREAS
Disaster Risk Management

Maldives learnt the bitter lessons of unpreparedness to vulnerability when it was exposed to the 2004 Indian Ocean Tsunami. It was a low frequency but high impact disaster. In recent years Maldives has been experiencing high frequency low impact hydro-meteorological disasters due to changes in weather patterns, causing coastal flooding and storm surges.

Coastal erosion and salt water intrusion are other disasters affecting the country. The real cause of concern lies in climate change induced hydro-meteorological disasters. The country has very high risk of impending natural disasters including the risk of submergence of coastal areas in the near future.

There is a paradigm shift in the approach towards disaster management. In Maldives also, the focus has shifted from relief and rehabilitation efforts to preparedness and mitigation and thus risk reduction in the long term. Most of the natural disasters Maldives is likely to face will result from climate variability and climate change. It is therefore important to create a common ground with regard to disaster risk reduction and climate change adaptation in the country.

Disaster risk reduction (DRR) and climate change adaptation (CCA) is a cross-cutting and complex development issue. It requires political and legal commitment, public understanding, scientific knowledge, careful development planning, responsible enforcement of policies and legislation, people-centered early warning systems, and effective disaster preparedness and response mechanisms. A multi-stakeholder National Platform for DRR can help provide and mobilize knowledge, skills and resources required for mainstreaming DRR into development policies, planning and programmes.

Currently the National Disaster Management Centre is carrying out a more holistic approach, wherein the processes of hazard identification and mitigation, community preparedness, integrated response efforts, and recovery are planned for and undertaken contiguously within a risk management context to address issues of vulnerability.

II. Constraints and Emerging Issues

- There has been a strong focus on system and institution building within the global architecture as opposed to providing support to local capacities to improve the safety and protection levels of communities at risk.

- Inadequate local climate change and disaster risk information. There is also a lack of understanding in the preparation of disaster preparedness and risk reduction.

- Limited involvement of all segments of society in multi-stakeholder, multi-role approaches to Disaster Risk Reduction and Climate Change Adaptation.

- Lack of national capacity on disaster response. NDMC capacity to respond to a disaster of any type in the Maldives is severely constrained by the lack of permanently assigned staff. Proper planning, programming, monitoring and evaluation for disaster risk reduction and climate change adaptation needs to be put in place/

III. Goals of the Sector

1. Ensure that the Maldives is safe and resilient from all disasters

2. Create awareness building and build institutional framework for disaster risk reduction (DRR) and climate change adaptation (CCA)

IV. Key Sector Policies



OTHER AREAS
Disaster Risk Management

Policy	Manifesto linkage	Other directives
Policy 1: Institutionalize disaster management and mitigation with strong institutional base for implementation	Environment - P4	Strategic National Action Plan
Policy 2: Make Maldivians safe and secure from natural disasters through information, monitoring, dissemination and, coordination of national early warning	Environment - L5	Strategic National Action Plan
Policy 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels in the country		Strategic National Action Plan
Policy 4: Reduce the underlying risks to life and property from natural or man-made hazardous events		Strategic National Action Plan
Policy 5: Strengthen disaster preparedness for effective response at all levels		Strategic National Action Plan
Policy 6: Integrate disaster risk reduction in climate change adaptation and vice versa		Strategic National Action Plan

V. Institutional Framework

Lead Agency for the Sector:

National Disaster Management Centre, Ministry of Housing Transport and Environment

Stakeholder Ministries and Sectors:

All ministries and departments are key stakeholders. The stakeholders are constituted depending on the occurrence and specificity of a disaster.

Local Governance System:

The lead partner- provincial government

Atoll and Island Councils

Cooperation with External Organisations:

Resident and non-resident UN agencies (UN ISDR, UN ESCAP), World Bank, ADB, IDB, SAARC, European Commission, DIFID, JICA, CIDA, ADRC, ADPC, IFRC

Local and International NGOs:

MRC, Care Society, SEEDS Asia, MERCY Malaysia, Red R

VI. Legal Framework

The Disaster Management Bill is in the final stages of drafting. Implementation of the Strategic National Action Plan (SNAP).

OTHER AREAS
Disaster Risk Management

VII. Cross-Cutting Themes and Programmes Relevant to the Sector

- **Human Rights:** Fulfill the right to protection from disasters
- **Gender:** Ensure gender-sensitive action in disaster mitigation and response measures
- **Social Protection:** Promote insurance mechanisms to overcome losses relating to disasters
- **Private Sector Partnership:** Engage private sector in disaster preparedness programmes

VIII. Intervention List

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Institutionalize disaster management and mitigation with strong institutional base for implementation						
Create a national Policy and Legal framework for disaster risk reduction with decentralised responsibility and capacities at all levels	X	X	X	X	X	NDMC and relevant stake holders
Establish DRR policy for all relevant sectors		X	X	X	X	NDMC and relevant stake holders
Develop a national public awareness strategy for disaster risk reduction that reaches all communities and people of all education levels		X	X			MoE,key stakeholders, NDMC
Create a national multi-sectoral platform for disaster risk reduction is functioning		X				NDMC and all the stake holders



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Make Maldivians safe and secure from natural disasters through information, monitoring, dissemination and coordination of national early warning						
Make available national and local risk assessments based on hazard data and vulnerability information including risk assessments for key sectors		X	X	X	X	MHTE
Analyse social and institutional impacts of relevant hazards		X	X	X	X	NDMC and Key stakeholders
Establish systems to monitor, archive and disseminate data on key hazards and vulnerabilities		X	X	X	X	MHTE and key stake holders
Assess transboundary risks	X	X	X	X	X	MMS

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Policy 3: Use knowledge, innovation and education to build a culture of safety and resilience at all levels in the country.						
Ensure availability of information on disasters at all levels, to all stakeholders (through networks, development of information sharing systems etc)	X	X	X	X	X	NDMC, Province,Atoll, island, DNP, MMS
Incorporate disaster risk reduction and recovery concepts and practices into the national curriculum and create education material	X	X				MoE, NDMC
Develop and strengthen research methods and tools for multi-risk assessments and cost benefit analysis		X	X	X	X	MoE, NDMC
Policy 4: Reduce the underlying risks to life and property from natural or man-made hazardous events.						
Incorporate disaster risk reduction in environment related policies and plans, including for land use natural resource management and adaptation to climate change		X	X	X	X	MHTE, NDMC
Ensure social development policies address vulnerability of populations most at risk		X	X	X	X	MoHF,MHTE, NDMC



Strategies	2009	2010	2011	2012	2013	Implementing agencies
Economic and productive sectoral policies and plans to incorporate the vulnerability of economic activities		X	X	X	X	MoED, MHTE,NDMC
Integrated disaster risk reduction measures into post disaster recovery and rehabilitation processes		X	X	X	X	NDMC, MoE, MHTE
Procedures in place to assess the disaster risk impacts of major development projects, especially infrastructure		X	X	X	X	MHTE, NDMC
Policy 5: Strengthen disaster preparedness for effective response at all levels						
Strong policy, technical and institutional capacities and mechanisms for disaster management, with a disaster risk reduction perspective is to be incorporated		X	X	X	X	MoE, NDMC, MHTE
Disaster Preparedness Plans and Contingency plans to be in place at all administrative levels and regular training drills and rehearsals to be held to test and develop disaster response programmes		X	X	X	X	MoE, NDMC, MHTE, MHA, MT, MoHF,MAC

Strategies	2009	2010	2011	2012	2013	Implementing agencies
Financial reserves and contingency mechanisms are in place to enable effective response and recovery when required		X	X	X	X	MoFT
Procedures to be in place to exchange relevant information during disasters and to undertake post-event reviews		X	X	X	X	NDMC, MoE, MHTE
Policy 6: Integrate disaster risk reduction in climate change adaptation and vice versa						
Policy framework (NAPA, SNAP) for integration of DRR and CCA		X	X	X	X	
Institutional capacity building		X	X	X	X	NDMC, MMC, EPA
Development of pilot projects involving stakeholders for DRR and CCA integration		X	X	X	X	

NATIONAL SECURITY

I. Background



OTHER AREAS
National Security

The defence and protection of national sovereignty, independence and national security interest of Maldives is the primary responsibility of the Ministry of Defence and National Security . However, given the diverse aspects of the national security equation, the response needs to be much more than a military concept, tending towards the coordinated execution of statecraft in support of national interests and involving numerous agencies besides the armed forces.

In recent years, international and regional security environments have undergone dramatic changes. The countries in this region have become highly vulnerable to a variety of security threats ranging from terrorism, religious extremism, drug trafficking, piracy, poaching, economic meltdowns, environmental and natural disasters to adverse effects of climate change.

For Maldives the biggest security concern is instability in the region. Terrorism in South Asia has become a mounting regional problem. The availability of timely and accurate intelligence is a crucial tool in combating terrorism and other threats to national interests, and can only be achieved through a consolidated effort by all concerned agencies of the government working under a cohesive and coordinated national security framework. The establishment of a National Intelligence Bureau to facilitate intelligence gathering is important.

The availability of a highly trained and well-equipped maritime defence force capable of rapid response is necessary to protect our territorial integrity, prevent disruption of economic activities and respond efficiently to environmental and natural disasters.

Moreover, the Maldives government strongly believes that, as a member of the international community, it must contribute

1 The broader objectives and policies stated below are a direct reflection of the legal obligations of the Ministry and the policies of the Government of Maldives. Nonetheless, some information, which otherwise must have been included, are deliberately omitted given the sensitive nature of those information.

responsibly towards international peace and security. Such contributions will entail providing troops to the United Nations Peace Support Operations and maintaining close defence cooperation with key members.

The Maldives National Defence Force (MNDF) previously had an infantry oriented fighting force. However, the dispersed nature of our islands warrants the establishment of a ready amphibious fighting force that could be easily and rapidly mobilized anywhere. Hence, the Marine Corps of MNDF was created. Using Coast Guard vessels as landing platforms for MNDF Marines will be efficient, effortless and effective.

The safety and security of the Indian Ocean is vital to maintaining peace and stability in the country. Therefore, maintaining India as a primary partner in defence co-operation is in the best interest of the Maldives.

II. Constraints and emerging issues in the sector

1. Lack of human resource capacity to effectively respond to environmental emergencies such as pollution control needs to be addressed.

2. Limited infrastructure



OTHER AREAS
National Security

3. Developing air lift capability for urban and maritime search and rescue missions and to provide mobility for Special Forces and Marine Corps remains a priority.

4. Though sophisticated vessels for Coast Guard are obtained, lack of a repair and maintenance and bunkering facility to provide shore supplies when ships are in port results in the dramatic reduction of the life span of these vessels.

5. Enforcing a military discipline code and participating in United Nations Peace Support Operations require new legislative frameworks to be developed.

6. A large number of untrained and unemployed youth is an ideal breeding ground for lawlessness, extremism and terrorism. The current situation in the country, if not addressed swiftly, would present major threats to the national security of Maldives. Lack of a national service framework for training youth and inculcating in them a value system of discipline, respect, honor, integrity and service is of utmost importance in order to enable them to be productive citizens and a disciplined workforce for the country. Such an initiative could be undertaken in collaboration with the TVET system and other training providers, and structured in a way that also facilitates utilization of graduates in times of national emergencies.

III. Goals of the Sector

1. Protect the right to security of all citizens of Maldives.

2. Protect and defend the independence and the sovereignty of the Republic of Maldives and to protect the lawfully elected Government of the Republic of Maldives from any action that may in any way diminish the stature of the Government of the Republic of Maldives.

3. Provide speedy and prompt humanitarian and emergency assistance in all emergencies affecting the state.

4. Promote the stature of the Maldivian state, preserve the national security interest of Maldives in the international arena and ensure the security and safety of the Indian Ocean through effective dialogue and defence cooperation.

IV. Key Sector Policies

Policy	Manifesto Linkage	Other Directives
Policy 1: Establish a national security framework underpinned by a common philosophy and a nationally integrated approach towards security issues		National Security Council directive
Policy 2: Develop MNDF to be fully capable to respond to national emergencies, protect and defend territorial waters, the land territory of Maldives and all resources contained therein, conduct air reconnaissance, urban and maritime search and rescue missions, deter, prevent and neutralize all forms of terrorist threats against the lawfully elected Government; or those that threaten the Constitution and endanger the peace and stability of the nation		SDD p.15-18 and 56-69
Policy 3: Close down all ports and routes of narcotics trafficking through strict monitoring and vigilance	P44-S1	



OTHER AREAS
National Security

Policy	Manifesto Linkage	Other Directives
Policy 4: Establish an accurate and reliable logistics system capable of meeting defence deployment timelines and strengthening combat power and readiness of MNDF		SDD p.67, SIFCO Memorandum of Association
Policy 5: Maintain good relations with forces of friendly nations and take a fair share as a responsible member of the international community for regional peace and stability	S2	SDD P.14
Policy 6: Structure, organize and operate MNDF as a full-fledged military organization, based on modern techniques and practices and high standards, with an increased number of female troops		SDD P14-17, 32, 49-55, 67-68
Policy 7: Establish a national service mechanism through which all school leavers can receive the relevant training and guidance that equips them with a strong positive value system and a responsible work ethic		P4

V. Institutional Framework for the sector

Lead Agency for Sector:

Ministry of Defence and National Security

Stakeholder Ministries and Sector:

- President's Office, Maldives Customs Service, Department of Immigration and Emigration, Maldives Police Service, Ministry of Foreign Affairs, Ministry of Home Affairs, Ministry of Tourism, Arts and Culture, Ministry of Economic Development, Ministry of Finance and Treasury and the proposed National Intelligence Bureau as part of the national security framework.

Local Governance System:

Decentralize MNDF operations to provinces

Co-operation with other External Organizations:

Maldives has active and ongoing defence cooperation with India, Pakistan, Sri Lanka, United States, Malaysia, China and Bangladesh. Among these, India remains the major donor for the Maldivian defence sector.

VI. Legal Framework



OTHER AREAS
National Security

A National Security Act would be required in order to establish a comprehensive national security framework and create of a National Intelligence Bureau.

The parental legislation of MNDF is Sifainge Qanoon - no. 1/2008 (Armed Forces Act). This legislation was enacted on 30th April 2008. However, the existing legal framework requires change in the context of the new constitution adopted in August 2008 and subsequent changes within the organisation. At present, the Strategic Defence Directive serves as an interim guide to bridge the gaps.

Additional legislations required for the defence sector include a Defence Services Discipline Act to establish the Military Justice System, the necessary legislation required for MNDF to send its troops to UN peace support operations, and for the introduction of a national service mechanism.

VII. Cross cutting themes and programs relevant to the sector

- **Human Rights:** protect rights to security.
- **Decentralisation:** The new strategic direction for MNDF is centered on a concept of decentralisation, whereby the service of MNDF is provided from four Area Commands established at different atolls. This enables MNDF to provide speedy service from close proximity to the public.
- **Transport and Connectivity:** mobilize services for emergencies.
- **Gender:** Train to develop female soldiers and integrate gender differentiated response in national emergencies.
- **Social Protection:** benefits to police and military families.
- **Climate Change Environment:** address national emergencies.
- **Private Sector Participation:** partners in addressing national emergencies (volunteers)



VIII. Intervention List

Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 1: Establish a national security framework underpinned by a common philosophy and a nationally integrated approach towards security issues						
Develop and implement a national security framework, a National Security Policy, followed by an implemention strategy		X				NSC/PO, PO, MFA, MOHA, MOFT, AGO, Police, MNDF, MOTAC, MED, Customs, DIE, NIB
Develop a National Security Act		X				NSC/PO, AGO
Establish a National Intelligence Bureau		X	X	X	X	NSC/PO, AGO
Establish a national framework to collect, collate, analyze, interpret intelligence information from all concerned agencies and to disseminate these information to relevant authorities in order to protect national security interests and preserve peace and stability in the Maldives		X	X			Natioal intelligence Bureau, MNDF,Police, Customs, DIE, MOHA, MFA, MRA, MMA

Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 2: Develop MNDF to be fully capable to respond to national emergencies, protect and defend territorial waters, the land territory of Maldives and all resources contained therein, conduct air reconnaissance, urban and maritime search and rescue missions, deter, prevent and neutralize all forms of terrorist threats against the lawfully elected Government; or those that threaten the Constitution and endanger the peace and stability of the nation						
Improve the manpower, material capacity and infrastructure of MNDF Coast Guard	X	X	X	X	X	MNDF, MOD, MOFT
Utilize modern technologies for surveillance of the Maldives EEZ	X	X	X			MNDF, MOD, MOHA, Tranpsort Authority, MOFT
Obtain rotary and fixed wing air assets to cater for air mobility requirements of MNDF	X		X		X	MNDF, MOD, MOFT, MFA
Develop and maintain MNDF Marines as a formidable fighting force capable of responding to security threats to Maldives and capable of controlling internal security threats in Maldives	X	X	X	X	X	MNDF, MOFT
Establish a Defence intelligence network to collect, collate, analyze and interpret information relevant and related to the national security of Maldives	X	X	X	X	X	MOD, MNDF,Police, Customs, DIE, MOHA, MFA, MRA, MMA



Policies	2009	2010	2011	2012	2013	Implementing agencies
Increase the strength of Special Forces to company level by 2013	X	X	X	X	X	MNDF, MOFA, MOFT
Increase the ability of MNDF to provide prompt and speedy disaster first response		X	X	X	X	MNDF, NDM, POLICE
Develop underwater search and rescue and salvage operations capability in MNDF Coast Guard		X	X	X	X	MNDF, NDM, POLICE
Policy 3: Close down all ports of narcotics trafficking through strict monitoring and vigilance						
Enforce better security measures to monitor entry points into the country by strengthening security at these points.	X	X	X	X	X	MNDF, POLICE
Policy 4: Establish an accurate and reliable logistics system capable of meeting defence deployment timelines and strengthening combat power and readiness of MNDF						
Ensure a logistics system capable of sustaining prolonged military campaigns MNDF may have to undertake		X	X	X		MNDF, MOFT

Policies	2009	2010	2011	2012	2013	Implementing agencies
Develop Sifainge Cooperative (SIFCO) as a strategic partner for defence sector development (Army Cooperative)			X	X	X	MNDF, MOD, SIFCO
Policy 5: Maintain good relations with forces of friendly nations and take a fair share as a responsible member of the international community for regional peace and stability						
Increase interoperability of MNDF Forces with friendly foreign forces	X	X	X	X	X	MNDF, MOD, MFA, MOFT, Bilateral partners
Participate in UN peace support operations				X	X	MNDF/AGO, MOD, MFA, MOFT, Bilateral partners



Policies	2009	2010	2011	2012	2013	Implementing agencies
Policy 6: Structure, organize and operate MNDF as a full-fledged military organization, based on modern techniques and practices and high standards, with an increased number of female troops						
Establish a Military Justice System		X	X			MNDF, AGO
Decentralize the operations of MNDF	X	X	X			MNDF, MOD, MOHA
Streamline and rationalize the function of Integrated Headquarters of MNDF	X					MNDF, MOD
Establish a network centric environment in MNDF through effective and efficient C4 systems		X	X			MNDF, MOD
Introduce modern office management and human resource management practices at MNDF		X				MNDF, MOD
Separate the officer and enlisted as two separate career paths		X	X			MNDF, MOD, MOFT

Policies	2009	2010	2011	2012	2013	Implementing agencies
Train and develop female soldiers to promote gender equality	X	X	X	X	X	MNDF, MOD, MFA
Improve the living standards of service personnel to increase personal and family readiness	X	X	X	X	X	MNDF, MOHTE, MOFT, MOD
Policy 7: Establish a national service mechanism through which all school leavers can receive the relevant training and guidance that equips them with a strong positive value system and a responsible work ethic						
Develop legislation to facilitate the inroduction of a national service mechanism		X	X			MOD, AGO
Establish facilities and build institutional capacity to conduct a national service program		X	X			MNDF, MOD, MOFT, MOHA
Provide initial training to the school leavers			X	X	X	MNDF, MOHA, MIVET, Private Training Providers, MOFT

PARTICIPATING AGENCIES

Strategic Action Plan National Validation Conference 27-29 October 2009

Government Offices

The President's Office

Ministry of Finance and Treasury

Ministry of Defense and National Security

Ministry of Home Affairs

Ministry of Education

Attorney General's Office

Ministry of Foreign Affairs

Ministry of Health and Family

Ministry of Economic Development

Ministry of Tourism, Arts and Culture

Ministry of Human Resources Youth and Sports

Ministry of Housing, Transport and Environment

Ministry of Fisheries and Agriculture

Ministry of Civil Aviation and Communication

Ministry of Islamic Affairs

Independent Institutions

Supreme Court

High Court of the Maldives

Department of Judicial Administration

Judicial Service Commission

Human Rights Commission of the Maldives

Auditor General Office

Civil Service Commission

Prosecutor General's Office

Anti-Corruption Commission

Employment Tribunal

Non-Governmental Organizations and Private Sector

Diabetes society of Maldives

MANFAA

Raaje Foundation

Hulhumale' Association for Women's Improvement

Transparency Maldives

Maldives Detainee Network

Women's Entrepreneur's Council

Society for Women Against Drugs (SWAD)

Journey

Bank of Maldives

Northern Utilities Ltd

South Central Utilities Ltd

Upper North Utilities Ltd

State Electric Company Ltd

Dhivehi Raajjeyge Gulhun (Dhiraagu Private Limited)

State Trading Organization Plc

Maldives Seafood Processors and Exporters Association

Maldives Industrial fisheries Company Ltd

Maldives Association for Tourism Industry

Maldives Association for Construction Industry

Maldives Farmers and Agriculture Associations

Maldives Entertainment Company

UN Agencies

United Nations Development Programme

United Nations Children Fund

United Nations Population Fund

World Health Organisation

Food and Agriculture Organisation

11 November 2009

The President's Office

Boduthakurufaanu Magu, Malé, Republic of Maldives.

Phone: (+960) 332-3701 Fax: (+960) 332-5500

Email: info@presidencymaldives.gov.mv

www. presidencymaldives.gov.mv

“Aneh Dhivehi Raajje”
THE STRATEGIC ACTION PLAN

National Framework for Development 2009 - 2013
The Government of Maldives

