COUNTRY SNAPSHOT

Maldives

Population, million 0.4
GDP, current US$ billion 3.6
GDP per capita, current US$ 8,695
Poverty Rate, % ($1.90/day) 5.6
GINI Coefficient 38.6

Notes: Poverty rate and Gino coefficient from 2010 HIES.

AT-A-GLANCE

- Maldives, whose population of about 400,000 people is dispersed over 188 islands vulnerable to climate change, has an economy narrowly based on tourism and fisheries. It has a complex political situation, weak government institutions, a high fiscal deficit and public debt, and inclusion issues.

- The Government has started several infrastructure projects to enable people to move from smaller islands to Greater Malé, and construction has overtaken tourism as the main driver of growth. To allow for these investments, the Government is reducing current expenditure. In the medium term, with the emphasis on construction, large current account deficits will be financed by investment and infrastructure loans.

- Based on the Country Partnership Framework (FY2016-2019), World Bank Group support focuses on enhancing employment and economic opportunities of Maldivians, strengthening natural resource management and climate resilience, and improving the efficacy of public financial management and policy making.

COUNTRY CONTEXT

Since the adoption of a new Constitution in 2008, the political context has been dynamic. There is growing political instability ahead of Presidential and Parliamentary elections due in 2018 and 2019 respectively. Government institutions remain relatively weak.

Thanks to returns from tourism, Maldives made strong gains in human development and is now an upper middle-income country. Between 1990 and 2015, GNI per capita increased by over 200 percent, and life expectancy at birth increased by 15.6 years. Headcount poverty declined from 23 percent in 2003 to 16 percent in 2010 based on the national poverty line. Inclusion issues persist, with high youth unemployment and low women’s workforce participation.

Environmental sustainability, climate change and disaster resilience are significant risks. Almost half of all settlements and over two thirds of critical infrastructure are located within 100 meters of the shoreline and are under immediate threat from rising sea levels.

RECENT ECONOMIC DEVELOPMENTS

Overall GDP growth remained around 4.5 percent in 2016. Construction for housing and large investment projects has been the force for growth since late 2014, while tourism declined due to an economic slowdown in key countries. Inflation fell further to 0.5 percent in 2016 due to continued low global food and fuel prices and a stable exchange rate. Most products are imported.

The fiscal deficit in 2016 widened to 9.7 percent of GDP, after accounting for unpaid bills. New revenue measures proposed in the budget did not materialize and existing revenue sources underperformed slightly as tourism was lower than projected. Total expenditure was 38.6 percent of GDP due to the sharp increase in public infrastructure investment around Male, while electricity subsidy cuts were offset by higher than expected expenditure on health care. Public debt grew from 55.1 to 61.9 percent of GDP in 2016, driven by the wide primary deficit. In 2017, the Government signed a $200 million Eurobond.

Foreign reserves dropped in late 2016 due to the settlement of

1 Preliminary rebased GDP numbers. They have not yet been officially released.
a long-running court case between the Airport SOE and an Indian engineering company amounting to $271 million. The current account deficit widened sharply from 7.5 percent in 2015 to 20.2 percent of GDP in 2016, driven by the large increase in investment and the impact of the settlement. FDI inflows were not sufficient to cover the current account deficit, unlike in previous years. Gross official reserves fell to $467 million at end-2016, although usable reserves\(^2\) were only $200 million (1.1 months of imports). The exchange rate to the U.S. dollar remained at 15.4, the low end of the currency band.

**ECONOMIC OUTLOOK**

Growth is expected to reach 4.6 percent in 2017, driven by the investment projects and a recovering tourism sector. The fiscal deficit is expected to reach 8.2 percent of GDP in 2017. The level of public debt is expected to increase but taper off towards 2020 with the completion of large investment projects. Despite mostly concessional external debt and domestic debt issued at low, fixed rates, and relatively high revenue collection, the risk of external debt distress is high, reflecting the refinancing risk from the Eurobond with a low level of reserves and fiscal risks through guarantees, while the vulnerability of the overall debt portfolio remains elevated, due to its short maturity. The current account deficit is

\[^2\text{After netting out short-term foreign currency liabilities to the banking sector.}\]

**TABLE: Maldives Macro Outlook Indicators** *(annual percent change unless otherwise noted)*

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<tr>
<td><strong>REAL GDP Growth, at Constant Market Price</strong></td>
<td>7.1</td>
<td>4.5</td>
<td>4.7</td>
<td>4.6</td>
<td>4.7</td>
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<tr>
<td><strong>Real GDP growth, at constant factor prices</strong></td>
<td>6.7</td>
<td>3.6</td>
<td>4.7</td>
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<td>Agriculture</td>
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<td>Industry</td>
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<td>27.4</td>
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<td>Services</td>
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<td>3.5</td>
<td>3.6</td>
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<tr>
<td><strong>Inflation (Consumer Price index)</strong></td>
<td>-3.3</td>
<td>-7.5</td>
<td>-20.2</td>
<td>-18.3</td>
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<td>Current Account Balance (% of GDP)</td>
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<tr>
<td>Fiscal Balance (% of GDP)</td>
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<td>-7.4</td>
<td>-9.7</td>
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<td>Debt (% of GDP)</td>
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<td>60.3</td>
<td>64.4</td>
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<td>Primary Balance (% of GDP)</td>
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<td>-5.1</td>
<td>-7.9</td>
<td>-6.0</td>
<td>-4.2</td>
<td>-3.4</td>
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Sources: World Bank, Macroeconomics and Fiscal Management Global Practice, and Poverty Global Practice.
Note: f = forecast.
likely to gradually decline but remain well above 10 percent of GDP, driven by investment-related imports.

The main macroeconomic risks facing Maldives are shocks to tourism, a faster than expected recovery of global commodity prices, fiscal slippages, especially delays to controlling current expenditure, and the realization of contingent liabilities through guarantees.

THE WORLD BANK GROUP AND MALDIVES

The World Bank Group’s Country Partnership Framework (FY2016-2019), endorsed by the institution’s Board of Directors in May 2016, aims to support Maldives to achieve more inclusive and sustainable growth, making better use of the country’s assets – human capital, natural assets, and financial resources. It focuses on enhancing employment and economic opportunities for Maldivians, strengthening natural resource management and climate resilience, and improving the efficacy of public financial management and policy making. Youth, gender, and governance are considered critical crosscutting development challenges to be addressed by the World Bank Group. These areas take into account the development priorities identified in the Systematic Country Diagnosis of September 2015.

Under IDA17 (FY15-17), Maldives received $33.2 million. During IDA18 (FY18-20), Maldives may access approximately $73 million in concessional financing.

WORLD BANK PROGRAM

World Bank financing to Maldives has traditionally been limited. As of September 2017, the portfolio comprised four IDA operations with a total net commitment value of $52 million. The operations support solid waste management, education, fisheries and public financial management. The trust fund portfolio has been used to support clean environment and renewable energy.

The World Bank is preparing a package of operations to strengthen Maldives’ fiscal, institutional, and physical resilience. In view of the government’s interest in strengthening macroeconomic stability, the World Bank is considering a development policy financing to support reforms. In addition, given Maldives’ exposure to the tourism sector, which is vulnerable to natural disasters and health epidemics, it is discussing the potential of a Catastrophe Deferred Drawdown Option (Cat DDO), a form of contingent financing offered by IBRD to help countries take a proactive stand towards reducing exposure to catastrophic risk. Furthermore, the World Bank is considering support for sustained urbanization and expanding employment opportunities. Given Maldives’ financing needs and debt situation, the World Bank is exploring ways to leverage IDA resources to mobilize private sector capital and financing from other international development institutions.

A significant body of analytical work and non-lending technical assistance has underpinned the World Bank program over the past few years, including human capital development, gender, youth, water security, tourism, health insurance, and poverty.
WORLD BANK – IFC COLLABORATION

Maldives became a member of the International Finance Corporation (IFC) in 1983. Since then, IFC has invested $157 million, including $8.5 million mobilized from other institutions. IFC’s committed and outstanding investment portfolio stood at $2 million at the end of June 2017, supporting housing finance. IFC’s operations in the Maldives are overseen by its Colombo office in Sri Lanka.

IFC’s strategy in the Maldives focuses on addressing the development gaps in the areas of inclusion, infrastructure productivity, and sustainability. To promote inclusion, IFC is targeting financial intermediaries that can provide access to finance to MSMEs and women. To support development of infrastructure and increase productivity, IFC is focusing on electricity services, tourism infrastructure, maritime transport, and urban development and related infrastructure. To enhance sustainability, IFC will promote renewable, resource efficiency solutions and climate change adaptation and mitigation measures.

In addition to housing finance, IFC has invested in several businesses, including a telecom operator, a leading hotel operator in Maldives, a finance leasing company and a Maldivian sponsor’s South-South investment in Seychelles. IFC’s advisory projects have included support for the Maldives Monetary Authority on establishing a credit bureau, and drafting the Non-Banking Financial Institutions Act. IFC also has completed projects promoting green growth, such as advising on resort island energy efficiency and on solid waste management for Malé.

MIGA

The Multilateral Investment Guarantee Agency (MIGA) supports the World Bank Group strategy for the Maldives and stands ready to facilitate foreign investment into the country. While the Agency does not have current exposure in the Maldives, MIGA remains engaged and will consider projects across sectors as appropriate opportunities emerge.

CONTACTS:

More about the World Bank Group in Maldives
Country Website: http://www.worldbank.org/maldives

Data: http://data.worldbank.org/country/maldives

The “Country Snapshot” is an annual update highlighting the country’s recent developments, economic outlook and major overview of the World Bank Group’s partnership with the country. You can find the latest updates for Maldives at http://www.worldbank.org/Maldives
MALDIVES: PUBLIC FINANCIAL MANAGEMENT (PFM) SYSTEMS STRENGTHENING PROJECT

KEY DATES:

Approved: June 26, 2014  
Effective: October 2, 2015  
Closing: July 31, 2019

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<td>Total Project Cost</td>
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* $ millions; As of August 31, 2016

BACKGROUND AND OBJECTIVES:

The project aims to enhance budget credibility, transparency, and financial reporting of central government finances. It will support three activities: (i) strengthening the public financial management environment by enhancing the legislative and institutional framework, the fiscal framework, and debt and cash management; (ii) strengthening the public accounting system to improve financial reporting practices and decision-making, as well as internal financial controls, internal auditing, and procurement management practices; and (iii) providing support for project management within the MoFT.

KEY RESULTS EXPECTED OR ACHIEVED:

The expected outcomes of the project are reduced deviation between actual expenditures and the original budget, increased and timely public access to key fiscal information, improved quality of debt data recording and reporting and enhanced coverage and quality of the internal audit function.

To date the project has:

- Completed an analysis of the legislative framework relevant to PFM, and identified a sequenced plan of revising/amending the laws.
- Upgraded the debt recording and reporting system, with the data reconciled; prepared a framework to issue sovereign guarantees, reviewed the draft National Debt Strategy with an aim to improving it; designed monthly and annual debt reports and conducted an assessment of the debt division’s internal organization structure and made recommendations to strengthen it.
- Trained MoFT staff on how to formulate a Medium-Term Macro-Fiscal Framework. Basic training has been delivered on macro-fiscal modeling to officers within and outside the MoFT, and a new Macroeconomic Policy Coordinating Committee has been established and an early draft macro-fiscal statement prepared.
- Prepared a business blueprint on budgeting and a new budget calendar. Budget ceilings have been established for the FY 2016 budget based on the initial macro fiscal statement.
- Carried out urgent technical and functional upgrades in the public accounting system to closely monitor budget execution. System-generated budget execution reports comparing budgets with actual expenditures are being used, and commitments are gradually being captured in the system.

IMPLEMENTING AGENCY:

MOFT

KEY PARTNERS:

Not Applicable.
MALDIVES: ENHANCING EDUCATION DEVELOPMENT PROJECT

KEY DATES:
Approved: April 30, 2013
Effective: July 26, 2013
Closing: June 30, 2018

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* $ millions

BACKGROUND AND OBJECTIVES:
The project supports the government of Maldives efforts to develop the education sector, with special focus on primary and secondary education. The operation was prepared through a process of consultation and collaboration with a broad range of stakeholders: the Ministry of Education (MoE), MoFT, the atoll education agencies, public and private employers, public and private education institutions, academics, and school principals, teachers, parents, and students. Prior to this project, the Bank had undertaken rigorous policy and technical analysis through a programmatic series of education-sector reports, whose findings and recommendations were incorporated into the project’s design. The project includes three components: (i) national-level education development; (ii) school-level education development; and (iii) project management, monitoring and evaluation, and program development.

It is assisting the government in developing a system of national assessments of learning outcomes to inform education policy, and also conducting regular school level quality assurance reviews to feed into school improvement activities. In addition, the project supports government efforts to develop a network of good quality secondary and higher secondary schools, and strengthen the human resource capabilities of education officials in the country’s atolls and the capital, Male’. The project is also helping the MOE prepare a master plan for the development of higher education.

KEY RESULTS EXPECTED OR ACHIEVED:
- 49,530 students—the project beneficiaries—reached (99 percent of target students).
- 30 percent survival rate from grades 1-12 reached, exceeding the final project target of 27 percent.
- The first National Assessment in grades 4 and 7 for English and mathematics was conducted and results of the assessment published.
- Preparatory work for the second National Assessment is completed and will be conducted in November 2017.
- Schools in 76 percent of atolls are currently engaged in quality assurance activities.
- Human resource development activities have been conducted for 109 education staff members exceeding end target of 100 staff.
- Equipment provided to 55 schools to enrich their learning environment, exceeding the end target of 45 schools.
- Schools in 85 percent of atolls have been trained and engaged in School-Based Professional Development (SBPD) activities.

IMPLEMENTING AGENCY:
Ministry of Education (MOE)

KEY DEVELOPMENT PARTNERS:
MOE, UNESCO, UNICEF.
MALDIVES: SUSTAINABLE FISHERIES RESOURCES DEVELOPMENT PROJECT

KEY DATES:
Approved: April, 11, 2017
Effective: July, 06, 2017
Closing: December, 31, 2017

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*$ millions; As of August 23, 2016

BACKGROUND AND OBJECTIVES:
The World Bank financed South West Indian Ocean Fisheries Governance and Shared Growth (SWIOFish) project series aims to address the situation in which 68 percent of regional fish stocks are threatened, over-exploited or depleted. The project series promotes: (a) regional coordination to avoid conflicts and suboptimal sectoral investments, and to promote equitable distribution of wealth; and (b) national level actions to address the common constraints of weak governance, weak human and institutional capacity, and a fragile business environment in all South West Indian Ocean region countries. The first, second and the third projects in the series cover regional, national and local actions in the Indian Ocean Commission, the Indian Ocean Tuna Commission, Comoros, Mozambique, Tanzania, Madagascar and Seychelles. This project in the Maldives is the fourth in the series.

The fisheries sector is a critical contributor to the national economy. It employs 11 percent of the workforce and provides almost all of Maldives' physical exports. The Government of Maldives aims to achieve: (a) sustenance of capture fishery at about 120,000 tons and an export of about 60 percent of the catch through improved management and compliance to regional conservation measures; (b) diversification and consequent partial shift away from capture reef fishery to ensure sustainability of live-bait and reef fishing, and to adapt to climate change induced impacts; and (c) inclusive development of the fisheries sector and mariculture to create dependable income and growth opportunities. The project supports Maldives in augmenting its own systems, compliance mechanisms, and skills; establishing mariculture as the best diversification and conservation option; and sharing the knowledge of its own systems and environmentally sustainable fishing technology to the other countries in the South West Indian Ocean region.

The development objective of the project is to improve management of fisheries at regional and national levels including support to establish mariculture in targeted atolls in the Maldives.

KEY RESULTS EXPECTED OR ACHIEVED:
The project seeks to achieve the following key results: (a) SWIO countries, and specifically Maldives should improve compliance with IOTC resolutions for management of Tuna Fishery by at least 5 percent; (b) at least 90 percent of the fishing vessels in Maldives should comply with IOTC requirements on monitoring and reporting; (c) value of production from mariculture supported by the project should be at least $9 million; (d) supporting at least 1,800 direct project beneficiaries (of which 20 percent should be female beneficiaries); and, (e) at least 80 of target beneficiaries should be satisfied with the project interventions.

IMPLEMENTING AGENCY:
Ministry of Fisheries and Agriculture

KEY PARTNERS:
Ministry of Environment and Energy, Ministry of Finance and Treasury
**MALDIVES: SCLEAN ENVIRONMENT PROJECT (P160739)**

**KEY DATES:**
- Board approval: June 23, 2017
- Signing Date: August 16, 2017
- Effectiveness Date: TBC
- Closing Date: December 31, 2023

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<td><strong>Total</strong></td>
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* $ millions;

**BACKGROUND AND OBJECTIVES:**

The management of solid waste is one of the most pressing environmental challenges in Maldives. An estimated 365,000 tons of solid waste are generated annually. Solid waste is generated at an estimated rate of 1.8 kg per person per day in Male, 0.8 kg per person per day on other inhabited islands, and 3.5 kg per person per day in resort islands. Current practices for handling, transporting, and treating waste threaten the country’s prominence as a pristine marine environment and premium tourist destination. Plastics and other waste in the sea are destroying the coral reefs that are vital to national fish stocks and livelihoods. The fisheries sector alone provides livelihoods for 26% of all poor households and 11% of employment nationally. Coral reefs also play a vital role for tourism and are less able to protect the atolls and islands from the impacts of climate change, particularly rising seas, if damaged. Dumping of waste into the sea and open burning of waste across the archipelago also create significant public health risks.

The proposed project will strengthen the decision-making process and identify technical, financial and institutional solutions to address the SWM challenge. The project is consistent with the World Bank Group’s twin goals of achieving poverty reduction and shared prosperity in a sustainable manner. It is also aligned with the Country Partnership Framework (CPF) for the Maldives discussed at the Board on April 26, 2016 (report no. 103724-MV), particularly with CPF Objective 2 (Strengthening Natural Resource Management and Climate Resilience). The proposed project is listed in the CPF as a deliverable during the current period.

The development objective of the project is to improve solid waste management in selected zones. The project will have five components: 1. National Solid Waste Management Strategy and Policy, strengthening the Government’s efforts to address challenges in solid waste management (SWM) and supporting the preparation of a SWM strategy, feasibility studies and investments, and institutional capacity building; 2. Regional Waste Management Systems, supporting the operationalization of regional waste management systems in the selected zones; 3. Island Waste Management Systems, supporting the operationalization of island waste management systems in the selected zones; 4. Project Management providing support to strengthen the institutional capacities of the implementing agencies to implement the project; and 5. Contingency Emergency Response, providing immediate response to an eligible crisis or emergency as needed.

**KEY RESULTS EXPECTED OR ACHIEVED:**

Key results expected are: (i) Operational Regional Waste Management Centers in Zones 2, 4 and 5 (ii) Operational Island Waste Management Centers in Zones 2, 4 and 5, and (iii) Adoption of a sustainable Solid Waste Management Strategy, and the capacity of Waste Management Corporation (WAMCO), Environmental Protection Agency (EPA), Island Councils other relevant institutions strengthened and performing their responsibilities satisfactorily.

**IMPLEMENTING AGENCY:**

The implementing agency is the Project Management Unit (PMU) established in the Waste Management Department (WMD) of the Ministry of Environment and Energy (MEE)

**KEY DEVELOPMENT PARTNERS:**

The Ministry of Finance and Treasury, Ministry of Environment and Energy, Ministry of Tourism, the Environmental Protection Agency, Waste Management Corporation, Maldives National University, and atoll and island councils.
**MALDIVES: CLIMATE CHANGE ADAPTATION PROJECT (CLIMATE CHANGE TRUST FUND)**

**KEY DATES:**

Administrative Agreement (between World Bank and European Union signed:
December 24, 2014
End Disbursement Date: June 30, 2018

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* $ millions

**BACKGROUND AND OBJECTIVES:**

This project is being implemented under the multi-donor Maldives CCTF that was established in 2009 to support a climate-resilient economy and society in the Maldives through adaptation, mitigation, and low-carbon development. The first phase of the CCTF was funded by the European Union (EU) and the Government of Australia, with a total allocation of $10.3 million. Three projects have been implemented under the CCTF to date, all completed on November 30, 2014:

- **The Wetlands Conservation and Coral Reef Monitoring for Adaptation to Climate Change Project ($3.8m)** supported community-based wetland management including ecotourism and drainage management on Hithadhoo island (Addu/Seenu Atoll) and Fuvahmulah island (Gnaviyani Atoll), rainwater harvesting on Ukulhas island (North Ari Atoll), coral reef monitoring (North and South Male Atolls), and capacity building for the local government.
- **The Clean Energy for Climate Mitigation Project ($2.53m)** supported solar energy generation, energy conservation and efficiency improvements, and technical assistance on G.Dh. Thinadhoo island.
- **The Ari Atoll Solid Waste Management Pilot Project ($1.33m)** supported the development of an island-level integrated solid waste management system in five pilot islands of the Ari Atoll and a residual waste transfer system for off-island disposal.

With a supplemental EU contribution of €3.85m, a second phase of the CCTF (CCTF-II) is supporting the Climate Change Adaptation Project, aimed at helping the government to further implement activities undertaken under the Wetlands Conservation to mainstreaming climate change into resort management; and (iv) set up a system for waste management that is locally acceptable and operationally viable. and Ari Atoll projects in the country’s southern-most atolls (Addu and Gnaviyani). The project aims, more specifically, to: (i) strengthen community wetland advisory boards in terms of formal recognition and institutional consolidation, and provide a mechanism for their continued involvement and improved capacity; (ii) strengthen the web-enabled database system developed under the first phase of the CCTF to ensure continued uptake, sustain confidence of tourist resorts in the National Coral Reef Monitoring Framework, and supplement it with a support facility for resorts; (iii) expand the involvement of tourist resorts beyond coral reef monitoring.

**KEY RESULTS ACHIEVED AND EXPECTED:**

Interventions in wetland management and solid waste management in the Addu and Gnaviyani Atolls are expected to benefit more than 4,800 households through enhanced tourism, livelihood opportunities, and ecosystem conservation. The coral reef monitoring intervention will directly benefit at least 10 private tourism operators. Through interventions in capacity building for mainstreaming of climate adaptation in island level planning, the project is expected to benefit all the 20 atoll councils and 66 island councils in the country and the communities serviced by these councils. Scholarship support to students enrolled in the graduate program in Environmental Management has been initiated and will continue for 3 years.

**KEY DEVELOPMENT PARTNERS:**

The Ministry of Environment and Energy, the Ministry of Fisheries and Agriculture, Ministry of Tourism, the Environmental Protection Agency, the Marine Research Center, Maldives National University, and atoll and island councils.
MALDIVES: ACCELERATING SUSTAINABLE PRIVATE INVESTMENTS IN RENEWABLE ENERGY (ASPIRE) PROGRAM

KEY DATES:
Approved: June 26, 2014
Closing: July 31, 2019

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* $ millions
** $4 million of IDA funds are being leveraged to provide $16 million of risk exposure in the form of a guarantee

BACKGROUND AND OBJECTIVES:
The ASPIRE program aims to increase solar photovoltaic generation in the Maldives through private-sector investment. The program will use a combination of grant funds from SREP and a series of IDA guarantees to attract private-sector investments and build capacity within the country to receive such investments.

Its components are: (i) technical assistance to the government to enable private investing and strengthen institutional capacity building and knowledge sharing; (ii) a series of IDA guarantees to provide confidence to private investors; and (iii) tariff buy-down to ensure that tariffs obtained are within an acceptable range for utility and customer acceptance.

KEY RESULTS EXPECTED OR ACHIEVED:
About 20 MW of new power generation over the life of the program, beginning with a four MW bid out for rooftop solar energy in the greater Male’ area. Results to be monitored will include the cumulative MW capacity installed as well as private capital mobilized in the country's PV sector.

IMPLEMENTING AGENCY:
Ministry of Environment and Energy

KEY PARTNERS:
Ministry of Energy and Environment, MoFT, state-owned utilities STELCO and FENEKA, ADB.