

## SUMMARY POVERTY REDUCTION AND SOCIAL STRATEGY

Country:	Maldives	Project Title:	Greater Malé Environmental Improvement and Waste Management Project
Lending/Financing Modality:	Grant	Department/ Division:	Urban Development and Water Division South Asia Department

### I. POVERTY AND SOCIAL ANALYSIS AND STRATEGY

Poverty targeting: General intervention

#### A. Links to the National Poverty Reduction and Inclusive Growth Strategy and Country Partnership Strategy

Poverty reduction is a priority of the Government of Maldives and the Asian Development Bank (ADB). The Maldives graduated to middle-income country status in 2011, and has attained a gross national income per capita of \$7,430 in 2016.<sup>a</sup> Its human development index value for 2015 is 0.701, which places the country in the high human development category.<sup>b</sup> However, spatial disparity between Malé and the outer islands remains an area of concern. The proposed Greater Malé Environmental Improvement and Waste Management Project aims for improved, disaster-resilient waste collection, transfer, and disposal systems in Greater Malé and community-based outer island waste management systems targeting the poor and women, along with strengthened institutional capacity and public awareness in sustainable waste management. The project will provide coverage for all poor and nonpoor households. Improving solid waste management (SWM) in the zone 3 region (Greater Malé and outer islands) of Maldives<sup>c</sup> is a priority of the government. The National Solid Waste Management Policy (2015) discusses establishing comprehensive facilities to dispose solid waste throughout Maldives and helping the local councils establish a viable SWM system at the island level.<sup>d</sup> Targeting the poor among its main beneficiaries, the project is consistent with the government policy of providing free SWM services to poor households. The project is also aligned with the Draft Waste Management Act, the Saafu Raajje (Clean Maldives) initiative begun in 2015, and the Waste Management Regulation of 2014. The project is included in ADB's country operations business plan for Maldives, 2018–2020.<sup>e</sup> The country assistance results areas are in line with the country partnership strategy, 2007–2011 component of improved access to sustainable SWM services benefiting the poor and women.<sup>f</sup> Furthermore, the project indirectly contributes to poverty reduction as it will generate employment during construction as well as for operation and maintenance.

#### B. Results from the Poverty and Social Analysis during PPTA or Due Diligence

1. **Key poverty and social issues.** Spatial disparity between Malé and the outer islands is mostly in the form of income and education. The percentage of population living below the national poverty line is estimated at 15% (2010)<sup>g</sup> with poverty levels in Malé increased by 8% between 2003 and 2010 (from 4% to 12%) because of the migration of unskilled workers from outer atolls. In the atolls, poverty level is at 16%. The literacy rate in mother tongue was slightly higher in Malé (98.4% for women, 97.8% for men) compared to the atolls (97.7% for women, 97.1% for men).<sup>h</sup> The country is also vulnerable to internal and external shocks, including the impact of climate change.<sup>i</sup> The unique vulnerabilities include its geographical isolation, small size, limited human and natural resources, aid dependence, and vulnerability to climate change and natural disasters. Mortality rate attributed to household and ambient air pollution is 15.3 per 100,000 population while mortality rate attributed to unsafe water, unsafe sanitation, and lack of hygiene is 0.6 per 100,000 population (endnote h). Safe and scientific SWM will reduce harmful health and environmental impacts of indiscriminate waste disposal and burning, encourage sustainable consumption practices, prevent pollution of the surrounding waters, and help sustain the tourism industry, which contributed to nearly 45% of the gross domestic product in 2014.<sup>j</sup> Malé's overburdened dumpsite on Thilafushi Island is creating significant environmental and public health hazard. Malé is one of the most densely populated cities in the world with 65,201 residents per km<sup>2</sup>. In 2014, the labor force in Malé increased at a higher pace (63.2%) than in the atolls (33.8%). Total unemployment rate in 2010 is 11.7% (13.8% for women and 10.4% for men) (endnote i). Majority of those employed in Malé are in the services sector while the dominant sectors in the islands are agriculture, fishing, and manufacturing (endnote i). With growing incomes and population, solid waste generation is increasing, especially in Malé.

2. **Beneficiaries.** The direct beneficiaries are all residents in zone 3 comprising the capital city of Malé and 35 inhabited islands of the Alifu Alifu Atoll (North Ari Atoll), Alifu Dhaalu Atoll (South Ari Atoll), Kaafu Atoll (Malé Atoll), and Vaavu Atoll, with total population of 216,000 (nearly 51% of the country's population) including Malé, 76 tourist resorts, 177 guest houses, institutions, and industry. Targeted populations will include the poor and households headed by women, and both urban and rural populations.

3. **Impact channels.** Safe and sustainable SWM will reduce the environmental, social, and health costs that women, children and the poor bear inordinately because of unscientific practices. Jobs will be created for both skilled and unskilled workers in the Greater Malé region and the outer islands. Poor households will be included in project benefits and receive waste disposal services free of cost. The project will help sustain the tourism industry, significant proceeds from which are redistributed to meet developmental challenges.<sup>k</sup>

4. **Other social and poverty issues.** The poor and women are the worst sufferers because of the lack of proper waste management. Industrial labor (day workers) in Thilafushi are exposed to smoke emanating from the dumpsite. Many sanitation workers at the resorts are women, mostly from the nearby islands.

5. **Design features.** A key aspect of the information, education, communication (IEC) strategy in outer islands will be the inclusion of women in decision-making in waste management strategy and orientation of women development

committees and women members of the island councils. The poor will be able to dispose of solid waste free of cost. The project will create operation-related jobs in both the Greater Malé region and the outer islands. The IEC component will help improve awareness on SWM throughout the country.

## II. PARTICIPATION AND EMPOWERING THE POOR

1. **Participatory approaches and project activities.** All major stakeholders within the government (most notably the Ministry of Finance and Treasury, the MEE, Environment Protection Agency, Waste Management Corporation Limited [WAMCO], STELCO), the private sector (resorts and other businesses), development partners (World Bank, UNDP, UNICEF), and civil society (particularly civil society organizations such as Parley and Maldivian Red Crescent) were consulted, and their views and suggestions have informed project design. The project design team met repeatedly with representatives of government ministries in Malé to verify and validate findings and observations. In the atolls, project plans were discussed with the local councils and women development committees, and their views considered.

2. **Civil society organizations.** Consultations were held with several civil society organizations (CSOs) during project preparatory activities. Learnings from past work undertaken by some CSOs such as Maldivian Crescent and Parley were considered in project preparation.

3. The following forms of civil society organization participation are envisaged during project implementation, rated as high (H), medium (M), low (L), or not applicable (NA):

☒ (M) Information gathering and sharing ☒ (M) Consultation ☒ (L) Collaboration ☐ (NA) Partnership

4. Participation plan. All consultation and participation activities will be undertaken by the consultancy firm engaged to undertake IEC activities to reach out to project beneficiaries and to extend the concept of reduce–reuse–recycle (3R) as part of the government's Saafu Raaje (Clean Maldives) initiative throughout the country.

☐ Yes ☒ No. Included in IEC component.

## III. GENDER AND DEVELOPMENT

Gender mainstreaming category: Effective Gender Mainstreaming

**A. Key issues.** In most, if not all, households in the Greater Malé region and on the islands, women are responsible for segregation and disposal of solid waste. The female human development index value for Maldives is 0.676 in contrast with 0.721 for males, implying that the majority of poor and those with less access to health care and education are women. The national unemployment rate is 5.2%, with 5.9% for women and 4.8% for men.<sup>1</sup> Labor force participation is about 63% (78.5% for men and 47.4% for women). Lower wages for women for the same work and employment in low-value jobs are some of the issues faced by women. In the resorts, mostly women are hired for sweeping and cleaning the premises and/or beach. Field visits showed that women council members and women development committees are not adequately engaged either in planning for SWM or in information or knowledge sharing with community members.

**B. Key actions.** ☒ Gender action plan ☐ Other actions or measures ☐ No action or measure

The gender action plan envisages strong consultation with women during the development of the island's SWM plan and its implementation. All households including households headed by women in Greater Malé will receive waste collection services from the designated provider (WAMCO or other agency). Island women council members and women development committees will be engaged in planning, designing, and implementing island waste management centers and other project components. Orientation programs for women on waste segregation at source on the islands will be carried out. Training of women and men on sustainable community-based solid waste management is proposed. Local community members including women will benefit from project-related jobs. WAMCO will be an equal opportunity employer. Allocations for these activities will be part of the public awareness and community capacity building (PACCB) components, which will be carried out by selected agencies.

## IV. ADDRESSING SOCIAL SAFEGUARD ISSUES

### A. Involuntary Resettlement

Safeguard Category: ☐ A ☐ B ☒ C ☐ F

1. Key impacts. No involuntary resettlement. No private land acquisition or involuntary resettlement impacts are anticipated for proposed subprojects in Greater Malé under output 1. For civil works proposed under output 2, only one subproject component is assessed, which is not anticipated to involve any involuntary resettlement. A resettlement framework is prepared to guide safeguard documentation for the remaining output 2 subproject components.

2. Strategy to address the impacts. As subprojects under output 2 will be prepared after Board approval, a resettlement framework was prepared to ensure that any involuntary resettlement impact will be addressed.

3. Plan or other Actions.

☐ Resettlement plan

☒ Resettlement framework

☐ Environmental and social management system arrangement

☐ No action

☐ Combined resettlement and indigenous peoples plan

☐ Combined resettlement framework and indigenous peoples planning framework

☐ Social impact matrix

### B. Indigenous Peoples

Safeguard Category: ☐ A ☐ B ☒ C ☐ FI

1. Key impacts. There are no indigenous communities present at or around the subproject sites. The project is not expected to have any impact on indigenous peoples.

Is broad community support triggered? ☐ Yes

☒ No (Not applicable)

2. Strategy to address the impacts. Not required.	
3. Plan or other actions.	
<input type="checkbox"/> Indigenous peoples plan	<input type="checkbox"/> Combined resettlement plan and indigenous peoples plan
<input type="checkbox"/> Indigenous peoples planning framework	<input type="checkbox"/> Combined resettlement framework and indigenous peoples planning framework
<input type="checkbox"/> Environmental and social management system Arrangement	<input type="checkbox"/> Indigenous peoples plan elements integrated in project with a summary
<input checked="" type="checkbox"/> No action	

V. ADDRESSING OTHER SOCIAL RISKS
<b>A. Risks in the Labor Market</b> 1. Relevance of the project for the country's or region's or sector's labor market, indicated as high (H), medium (M), and low or not significant (L). <input checked="" type="checkbox"/> (M) unemployment <input type="checkbox"/> (M) underemployment <input type="checkbox"/> (L) retrenchment <input type="checkbox"/> (H) core labor standards 2. Labor market impact. The project will create employment requiring different skill levels in SWM both in the Greater Malé region and the outer islands.
<b>B. Affordability</b> WAMCO will allow free-of-cost disposal of solid waste for poor households, making the service affordable and inclusive. The project will facilitate the identification of poor households and the creation of a roster of such households, which will be maintained and updated by WAMCO subsequently.
<b>C. Communicable Diseases and Other Social Risks</b> 1. The impact of the following risks are rated as high (H), medium (M), low (L), or not applicable (NA): <input checked="" type="checkbox"/> (L) Communicable diseases <input checked="" type="checkbox"/> (L) Human trafficking <input type="checkbox"/> Others (please specify) _____ 2. Risks to people in project area. Potential risks related to climate change and natural disasters.
VI. MONITORING AND EVALUATION
1. <b>Targets and indicators.</b> See the design and monitoring framework and the gender action plan for key targets and indicators. 2. <b>Required human resources.</b> The IEC specialist in the project management unit (PMU) will serve as the gender focal person. The safeguard specialist in the PMU will ensure that site selection criteria (no involuntary resettlement) and the resettlement framework are complied with. A project management design supervision consultant, environmental safeguard specialist will support social safeguard related work. PACCB consultants will be responsible for public awareness and capacity building and support to implement the gender action plan (GAP) activities. 3. <b>Information in the project administration manual.</b> The project administration manual is accessible as a linked document in Appendix 2 of the project's report and recommendation of the President. 4. <b>Monitoring tools.</b> The PMU will be responsible for submitting consolidated semiannual monitoring reports, including for all activities under the project on safeguards, GAP, awareness generation, participation and training. The midterm review will evaluate the scope of the loan, implementation arrangements, safeguard issues, achievement of targets, contract management progress, and other issues, including mid-course corrections. An evaluation will be undertaken 1 year after the closure of the project. Findings of the completion report will be shared and disseminated within ADB and with key government officials.

<sup>a</sup> World Bank. 2017. <https://data.worldbank.org/country/maldives>.

<sup>b</sup> UNDP. 2016. *Human Development Report: Human Development for Everyone*. New York.

<sup>c</sup> The country is divided into seven zones for waste management. The project area is zone 3 and the most populated.

<sup>d</sup> Government of Maldives, Ministry of Environment, Energy and Water. 2015. *National Solid Waste Management Policy for the Republic of Maldives (updated version from http://www.mvlaw.gov.mv/pdf/gavaid/minHousing/28.pdf)*. Malé.

<sup>e</sup> ADB. 2017. *Country Operations Business Plan: Maldives, 2018–2020*. Manila.

<sup>f</sup> ADB. 2007. *Country Partnership Strategy: Maldives, 2007–2011*. Manila.

<sup>g</sup> ADB. 2017. *Basic 2017 Statistics*. Manila.

<sup>h</sup> Government of Maldives, Ministry of Finance and Treasury, National Bureau of Statistics. 2015. *Maldives Population and Housing Census 2014*. Malé.

<sup>i</sup> UNDP. 2014. *Maldives Human Development Report. Bridging the Divide: Addressing Vulnerability, Reducing Inequality*. Malé.

<sup>j</sup> ADB. 2015. *Interim Country Partnership Strategy: Maldives 2016*. Manila.

<sup>k</sup> World Bank Group. 2015. *Maldives Systematic Country Diagnostic: Identifying Opportunities and Constraints to Ending Poverty and Promoting Shared Prosperity*. Washington, DC.

<sup>l</sup> UNFPA and National Bureau of Statistics, Maldives. 2017. *Women in Maldives*. Malé.