Report No: FIN-2025-66(E)

30 June 2025

The Digital Maldives for Adaptation, Decentralization and Diversification (DMADD) Project

Ministry of Homeland Security and Technology

Financial Year 2024

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AUDITOR GENERAL'S OFFICE

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بسم الله الرحمن الرحيم

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AUDITOR GENERAL'S OFFICE

AUDITOR GENERAL'S REPORT

TO THE MINISTRY OF HOMELAND SECURITY AND TECHNOLOGY ON THE FINANCIAL STATEMENT OF DIGITAL MALDIVES FOR ADAPTATION, DECENTRALISATION AND DIVERSIFICATION PROJECT

Opinion

We have audited the Project's financial statement of the Digital Maldives for Adaptation, Decentralization and Diversification (DMADD) funded by world bank. The total fund for the project is USD10 million which will be funded by the world bank. The financial statement comprises of the Statement of Receipts and Payments for the period of 1st January 2024 to 31st December 2024 and notes to the financial statement, which includes a summary of significant accounting policies and other explanatory information set out in pages 07 to 20.

In our opinion, the accompanying financial statement presents fairly, in all material respects, the cash receipts and cash payments for the period of 1st January 2024 to 31st December 2024 and cash balances as at the year then ended, in accordance with the International Public Sector Accounting Standard: *Financial Reporting under the Cash Basis of Accounting.*

In addition, we can provide assurance that:

(a) The funds provided under the Grant have been utilised for the purposes for which they were provided; and

(b) Procurement of goods, works and services financed by the financing were carried out in accordance with the provisions of the Maldives Public Finance Regulation and procurement guidelines of the World Bank.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (ISAs). Our responsibilities under those standards are further described in the *Auditor's responsibilities for the audit of the financial statements* section of our report. We are independent of the Management in accordance with the International Ethics Standards Board for Accountants' *International Code of Ethics for Professional Accountants (Including International Independence Standards)* (IESBA Code). We have fulfilled our other ethical responsibilities in accordance with the IESBA Code.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

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Responsibilities of management and those Charged with Governance for the Financial Statements

The Management is responsible for the preparation and fair presentation of this financial statement in accordance with the International Public Sector Accounting Standard (IPSAS): Financial Reporting under the Cash Basis of Accounting. This responsibility includes designing, implementing and maintaining internal controls relevant to the preparation and fair presentation of financial statement that are free from material misstatement, whether due to fraud or error; selecting and applying appropriate accounting policies; and making accounting estimates that are reasonable in the circumstances.

Those charged with governance are responsible for overseeing the project's financial reporting process.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance but is not a guarantee that an audit conducted in accordance with ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

As part of an audit in accordance with ISAs, we exercise professional judgment and maintain professional scepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the project's internal control.
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by management.
- Evaluate the overall presentation, structure and content of the financial statements, including the disclosures, and whether the financial statements represent the underlying transactions and events in a manner that achieves fair presentation.

We communicate with those charged with governance of the project regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

Review of the Progress of the Project

The Digital Maldives for Adaptation, Decentralization and Diversification project is a Five- year World Bank funded project financed through IDA grant to the Republic of Maldives. The project is aimed at enhancing the competitiveness of the broadband market, to improve identification for in-person and online service delivery, and to leverage digital technologies, data, and analytics for climate resilience. The project is primarily structured into four components. Component 1: Enabling environment for improved digital connectivity and competitiveness, Component 2: Digital identification for improved online and in-person service delivery, Component 3: Digital technologies and data platform for climate resilience and Component 4: Project management and implementation support.

Without qualifying our opinion, we draw attention to the following management issues observed from our review of the project's progress.

The activities and deadline under the components were derived from the drafted Annual work plan which was shared with the Auditor's General Office upon request. Though some activities progressed at a slower pace, we noticed that some activities have been removed from this project due to policy level decisions by the government while some of these activities are to be carried out in other projects. This results in the funds of the project being unutilized.

Further details regarding the implementation status, including management comments and observations, are provided on the table below:

				MANAGEMENT COMMENTS	
#	Activity	Component	Activity end date	Status as of 31 December 2024	Status as of 01 June 2025
1	Hiring a Firm for Technical Assistance to conduct a detailed assessment of the gaps in the enforcement regulatory framework for a competitive, open-access broadband market.	1.1 (Improving regulatory frameworks, oversight, and enforcement for a competitive broadband market)	01-Mar-25	Contract Signed on 29th October 2024	Contract Completed on 09th May 2025.

2	Hiring a consultant for TA to review the NCIT Structure and Develop a Re-Structuring Plan of NCIT towards establishing as the Government Digital Service	1.2-(a) 1.2.1. Support in restructuring NCIT as an independent statutory body, establishing Government Digital Service	25-Jan-25	Pending Implementation	It requires policy-level decisions and the formation of the MDS. The next step is getting more clarification on the establishment and finalization of the MDS Bill.
3	TA for Development of a business continuity and disaster recovery plan for the National Data Centre and National Computer Network	1.2. Empowering public institutions for digital transformation in government	29-Sep-24	RFP Issued on 12th December 2024	Contract signed on 4th May 2025. The completion date is 1st September 2025
4	Study Tour to Estonia	2.1. Legal and institutional enablers and safeguards for secure data and identity management	7-May-24	MoF rejected travel request	MoF still haven't approved the travel request submitted on 17th April 2025
5	Hiring a consultant for TA to craft a Digital Identity and Service Act (one legislation for digital services with ID being a special Digital Service)	2.1. Legal and institutional enablers and safeguards for secure data and identity management	6-Apr-25	RFP issued on 21st November 2024	Contract Signed on 10th April 2025. Completion date is 9th July 2025
6	Hiring a consultant for TA to review incident response and management capabilities within NCIT	2.1. Legal and institutional enablers and safeguards for secure data and identity management	4-May-25	No procurement activity allocated	NCIT requirement changed. As such, the activity is being carried out by another project.

7	Hiring a consultant for TA to develop a government data architecture framework	2.1. Legal and institutional enablers and safeguards for secure data and identity management	27-Mar-25	No procurement activity allocated	NCIT requirement changed. As such, the activity is being carried out by another project.
8	TA to review, design and develop the system requirements specifications (Civil registration and ID system)	2.2. Modernizing of the foundational ID system and credential	21-Mar-25	Awarded on 5th November 2024	Contract signed on 29th January 2025. Completion date is 28th July 2025
9	Hiring a consultant for system penetration testing (DNR)	2.2. Modernizing of the foundational ID system and credential	14-Aug-24	Completed on 27th November 2024	Completed on 27th November 2024
10	TA for System design, definition of requirements and technical specs	2.3. Strengthening the digital authentication ecosystem	29-Nov-24	Pending Implementation	NCIT requirement changed, and it is being covered by another project.
11	Hiring a consultant for TA for data assessment, development of functional requirements, and an assessment of technology solutions and development of climate data model and data schema (Climate data platform)	3.1. Establishing a climate data platform	6-Apr-25	Pending Implementation	Under Implementation. 3.1 Activities have been changed.
12	Hiring a facilitator to organize and promote 'The Maldives Ocean Hackathon 2024'.	3.2. Leveraging digital technologies and tools for climate adaptation	6-Feb-25	Activity was later removed	Policy level decision to remove the activity

13	Hiring venue for 'The Maldives Ocean Hackathon 2024' (venue, catering, transportation and accommodation)	3.2. Leveraging digital technologies and tools for climate adaptation	6-Feb-25	Under Implementation. 3.1 Activities have been changed.	Policy level decision to remove the activity
14	Research Collaboration Tour to RED SEA RESEARCH CENTRE	3.2. Leveraging digital technologies and tools for climate adaptation	10-Feb-24	Pending Implementation	In the negotiation with KAUST and couldn't come to an agreement. Next step is to collaborate with the KSA embassy in Male' via MoFA
15	A pilot for improved coastal reef and management using fluid lensing. This will be implemented in collaboration with the University of Miami/ACES. Initial pilot sites include selected areas at Addu protected area to produce 3D maps and high resolution and high-accuracy maps of Addu protected area.	3.2. Leveraging digital technologies and tools for climate adaptation	1-Feb-25	Pending Implementation	Activity was later changed to a direct procurement - Negotiation is ongoing

30th June 2025

H. Niyazy

Hussain Niyazy
Auditor Gener

Digital Maldives for Adaptation, Decentralization and Diversification Project
Project No.: P177040 / IDA Grant No.: E047
Ministry of Homeland Security and Technology

STATEMENT OF RECEIPTS AND PAYMENTS'
FOR THE FINANCIAL PERIOD FROM 01ST JANUARY 2024 TO 31ST DECEMBER 2024

		For the period from 1 January 2024 to 31 December 2024			For the year ended 31 December 2023		
	Note	Cash Receipts / (Payments) Controlled by the entity		Reimbursements/ Direct Payments by The World Bank	Cash Receipts / (Payments) Controlled by the entity		Reimbursements/ Direct Payments by The World Bank
		IDA	GOM	IDA	IDA DA-A	GOM	
		USD	USD	USD	USD	USD	USD
RECEIPTS							
Funds received from:							
The World Bank	***3.1***	1,104,912.03	-	-	474,134.00	-	-
Government of Maldives		-	-	-	-	-	-
Total Receipts from funding agencies		1,104,912.03	-	-	474,134.00	-	-
Adjustments: Refunds	***3.2***	(644,069.18)	-	-	2.60	-	-
Total Receipts		460,842.85			474,136.60		

PAYMENTS							
C1. Enabling environment for improved digital connectivity and competitiveness	***4.1***	12,936.18	-	-	-	-	-
C2. Digital identification for improved online and in-person service delivery	***4.1***	25,236.93	-	-	-	-	-
C3. Digital technologies and data platform for climate resilience	***4.1***	7,516.59	-	-	109,365.78	-	-
C4. Project management and implementation support	***4.1***	164,617.18	-	-	127,869.77	-	-
Total Payments		210,306.88	-	-	237,235.55	-	-
Increase/ (Decrease) in Cash		250,535.97	-	-	236,901.05	-	-
Cash balance at the beginning of the year		236,901.05	-	-	-	-	-
Increase/(Decrease) in Cash		250,535.97	-	-	236,901.05	-	-
Cash balance at the end of the year	***5***	487,437.02	-	-	236,901.05	-	-

The statements of Receipts and Payments for the year ended 31 December 2023 was approved by PMU on 24th June 2024

Ibrahim Waheed

Dr. Ibrahim Waheed
Project Manager

Ms. Ahlam Abdul Sattar
Financial Management Specialist

The Accounting policies and notes on the pages (2) through (14) form an integral part of the Statement of Receipts and Payments.

NOTES TO THE FINANCIAL STATEMENTS

For the year ended 31 December 2024

1. PROJECT DESCRIPTION

1.1 Basic Data

Project Title:	Digital Maldives for Adaptation, Decentralization and Diversification Project
Donor:	International Development Association / The World Bank
Executing Agency:	Ministry of Finance
Implementing Agency:	Ministry Homeland Security and Technology
Grant Amount:	US$ 10 Million
Project Budget:	US$ 10 Million
Effective Date:	22-Oct-22
Closing date:	22-Oct-27

1.2 Project Development Objective

The objective of the Project is to enhance the competitiveness of the broadband market, to improve identification for in-person and online service delivery, and to leverage digital technologies, data, and analytics for climate resilience.

1.3 Project Development Objective Achievement Indicators

(a) Enhanced competitiveness of the broadband market

- Competitiveness in broadband retail market (ISP Herfindahl-Hirschman index)
- IP Transit Wholesale Cost ($/Mbps/month at landing station in Male') "

(b) Improved identification for in-person and online service delivery

- Number of people using the new digital ID platform to access government services remotely, online (gender-disaggregated)

- Number of people who have been issued with new, digitally enabled ID (gender-disaggregated and disaggregated by location, i.e., capital vs. other islands)

(c) Digital technologies, data, and analytics leveraged for climate resilience

- Instruments for climate planning and action informed by improved climate data and analytics (number)

- Number of climate relevant datasets that contribute data to the climate platform.

1.4 Project Components

Part 1: Enabling environment for improved digital connectivity and competitiveness

1.1 improving regulatory frameworks, oversight, and enforcement for a competitive broadband market."

(a) Reviewing and updating the regulatory frameworks for wholesale and retail broadband markets covering, inter a/ia, infrastructure sharing, spectrum monitoring and open access to submarine cables, supporting design and introduction of standards for using green, low-emission and energy efficient technologies in connectivity infrastructure development projects.

(b) Providing technical assistance and capacity building to CAM, developing and updating the regulatory frameworks to ensure open access and fair competition and training for its staff for improving oversight and enforcement capacity.

1.2 Empowering public institutions for digital transformation in government

a) Providing technical assistance to support restructuring of the NCIT and the establishment of the GOS, including the development of institutional governance frameworks and capacity building.

b) Supporting the improvements in government network infrastructure across islands.

c) Developing a business continuity and disaster recove1y plan for strategic digital government data assets and services.

d) Providing technical assistance and capacity building to CAM, developing and updating the regulatory frameworks to ensure open access and fair competition and training for its staff for improving oversight and enforcement capacity.

Part 2: Digital identification for improved online and in-person service delivery

2.1. Legal and institutional enablers and safeguards for secure data and identity management.

a) Providing technical assistance to support the development of relevant legal and regulatory frameworks in areas such as data protection, cybersecurity, electronic transactions, identification, and civil registration and ensure secure processing of data, carrying out of stakeholder consultations and capacity building.

b) Strengthening of cyber incidence response and management capabilities within NCIT.

c) Providing technical assistance to support the development of a government data architecture framework

d) Developing a toolkit and training materials on the proposed legislative frameworks for facilitating compliance among data processors.

2.2 Modernizing of the foundational ID system and credential

a) Providing technical assistance and capacity building to suppo11 the design and implementation of upgrades to the civil registration and ID system through inter alia assessment of options to inform the design, review of international standards and good practices for data capture and processing and use of tokenized ID numbers.

b) Modernizing the civil registration and identity management through the necessary hardware, software, and system integrated services to enable more efficient and secure registration, data sharing, and data storage.

c) Enabling the issuance of new digitally enabled ID credentials through the necessary hardware, software, and system integrated services.

d) Carrying out stakeholder engagement and communications related to enhancements of the foundational ID system.

2.3 Strengthening the digital authentication system.

a) Supporting the upgradation of the digital ID platform, with the necessary hardware, software and system integration services including, setting up of a web portal, and developing a mobile application.

b) Providing technical assistance and capacity building to support the design and development of functional requirements and technical specifications of the updated digital ID platform.

c) Carrying out stakeholder engagement and communications to raise awareness about new features and processes of the digital ID system.

Part 3: Digital technologies and data platform for climate resilience

3.1 Establishing a climate data platform

Providing technical assistance and necessary equipment for the design, establishment, and operationalization (including maintenance) of a shared data platform to enhance data driven planning and policymaking across government institutions for climate adaptation and resilience.

3.2 Leveraging digital technologies and tools for climate adaptation

Supporting a pilot data collection initiative featuring state-of-the-art digital technologies to collect and analyze data related to climate-critical ecosystems to support monitoring, restoration, and analysis of disaster risk

Part 4: Project management and implementation support

Providing support to the PMU and the Implementing Agencies in the implementation of the project, including Incremental Operating Costs and carrying out activities to strengthen overall project management and coordination, procurement, financial management, citizen engagement, environmental and social safeguards, monitoring and evaluation, and communication.

1.5 Financing Plan based on Project Components

Category	Amount of the Grant Allocated (expressed in USD)	% of Expenditure financed by IDA
(1) Goods, non-consulting services, consulting services, Training and Incremental Operating Costs for Part I of the Project	1,986,301.37	100%
(2) Goods, non-consulting services, and consulting services Training, Incremental Operating Costs for Part 2 (excluding Parts 2.2(b), 2.2(c) and 2.3 (a)), Part 3 and 4 of the Project	5,273,972.60	100%
(3) Goods, non-consulting services, and consulting services for Parts 2.2(b), 2.2(c) and 2.3 (a) of the Project	2,739,726.03	100%

1.6 Financing Plan based on categories

#	Title	Amount
C1	Enabling environment for improved digital connectivity and competitiveness	2,000,000.00
C2	Digital identification for improved online and in-person service delivery	4,500,000.00
C3	Digital technologies and data platform for climate resilience	3,000,000.00
C4	Project management and implementation support	500,000.00
Total		10,000,000.00

2 SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

2.1 Basis of preparation

The financial statement is prepared in accordance with International Public Sector Accounting Standards (IPSAS): Financial Reporting under the Cash Basis of Accounting, issued by Public Sector Committee of the International Federation of Accountants. The financial statement comprises Statement of Receipts and Payments and Notes to the Financial Statement.

2.2 Cash Basis of Accounting

"Receipts and payments are accounted for on cash basis. Receipts are recognized when the Maldives Monetary Authority (MMA) receives the funds from World Bank to the bank account maintained for the project with it. This account is maintained in United States Dollars (USD). Payments are recognized at the time of outflow of cash either from the bank account.

The financial statement prepared based on cash method presents information on the source of cash, application of funds objectives and cash balances at the reporting date. The measurement focus in the financial statement is balances of cash and changes therein."

2.3 Presentation Currency

The financial statement has been presented using the United States Dollars (USD). And all the figures have been rounded to the nearest Dollar.

2.4 Foreign Currency Translation

Receipts and Payments in currencies other than the reporting currency (USD) are converted according to the MMA exchange rate of the day (the higher band MVR 15.42 and the lower band MVR 10.28) which is the exchange rate between the transaction currency and USD at the time of the transaction. Cash balances in currencies other than USD as at the end of the reporting period are shown in USD in the financial statements at the exchange rate between the transaction currency and USD that was prevailing at the last day of the reporting period.

2.5 Changes in Accounting Policies

There are no changes in accounting policies within the reporting period.

2.6 Reporting Period

Financial statements are generally prepared for one year (calendar year). Period for which financial statement is prepared are disclosed on the face of the financial statement

2.7 Comparatives

The comparative figures of 2023 and 2024 are shown in the statement.

3 FUNDS RECEIVED

3.1 Grants Received from International Development Association / The World Bank

Date	Fund	Account	Amount (USD)	Rate	MVR
8-Apr-23	IDA	DA-A	142,219.03	15.42	2,193,017.44
23-May-24	IDA	DA-A	462,693.00	15.42	7,134,726.06
3-Dec-24	IDA	DA-B	500,000.00	15.42	7,710,000.00
			1,104,912.03		17,037,743.50

3.2 Funds Returned to International Development Association / The World Bank

Date	Fund	Account	Amount (USD)	Rate	MVR
3-May-23	IDA	DA-A	644,069.20	15.42	9,931,547.06
			644,069.20		9,931,547.06

4 PAYMENTS

4.1 Expenditure by Component

	For the year ended 31 December 2024			For the year ended 31 December 2023		
	Cash Receipts / (Payments) Controlled by the entity		Reimbursements/ Direct Payments by The World Bank	Cash Receipts / (Payments) Controlled by the entity		Reimbursements/ Direct Payments by The World Bank
	IDA	GOM	IDA	IDA	GOM	IDA
	USD	USD	USD	USD	USD	USD
C1. Enabling environment for improved digital connectivity and competitiveness	12,936.18	-	-	-	-	-
1.1 Improving regulatory frameworks, oversight, and enforcement for a competitive broadband market	12,936.18	-	-			
1.2 Empowering public institutions for digital transformation in government	-	-	-			
C2. Digital identification for improved online and in-person service delivery	25,236.93	-	-	-	-	-
2.1 Legal and institutional enablers and safeguards for secure data and identity management	20,221.84	-	-			

2.2 Modernizing of the foundational ID system and credential	-	-	-			
2.3 Strengthening the digital authentication ecosystem	5,015.09	-	-			
C3. Digital technologies and data platform for climate resilience	7,516.59	-	-	109,365.78	-	-
3.1 Establishing a climate data platform	-			4,988.31		
3.2 Leveraging digital technologies and tools for climate adaptation	7,516.59			104,377.47		
C4. Project management and implementation support	164,617.18	-	-	127,869.77	-	-
Total Payments	210,306.88	-	-	237,235.55	-	-

5 CLOSING BALANCES

	For the year ended 31December 2024
	AMOUNT
Closing Balances	
MMA Special Account [Account number: 211002]	-
MMA Special Account [Account number: 211019]	487,437.02
	487,437.02

6 DISBURSEMENTS

6.1 Grants Received from International Development Association / The World Bank

Date	WA No.:	Fund		Amount (USD)
8-Apr-23	WA 05-E047	IDA	Replenishment	142,219.03
23-May-24	WA 06-E047	IDA	Replenishment	462,693.00
3-Dec-24	WA 09-E047	IDA	Advance	500,000.00
				1,104,912.03

7 FIXED ASSETS

Category	Details	Balance as at 1st January 2023 (USD)	Additions/Transfers (USD)	Balance as at 31st December 2023 (USD)
1	Land, Buildings and other material properties	-	-	-
2	Furniture, Fixtures and Fittings	-	2,091.36	2,091.36
3	Plant, Machinery, Equipment's, Software's and Other hardware related to Information Technology	25,162.58	7,062.72	32,225.30
4	Vehicles	-	-	-
5	Tools, Instruments and Apparatus	-	-	-
6	Copyrights and Patents	-	-	-
	Total	**25,162.58**	**9,154.08**	**34,316.67**

8 OTHER INFORMATION

8.1 Payables

		For the year ended 31 December 2024		
		Cash Receipts / (Payments) Controlled by the entity		Reimbursements/ Direct Payments by The World Bank
		IDA	GOM	
		MVR	MVR	MVR
Payment Vouchers posted to the PAS (not presented to the bank)				
211019/2024/001	NCIT	85,433.54	-	-
211019/2024/001	NCIT	64,520	-	-
211019/2024/002	NCIT	19,390.5	-	-
211019/2024/002	NCIT	13,900	-	-
211019/2024/003	NCIT	85,470.74	-	-
211019/2024/003	NCIT	64,520	-	-
211019/2024/004	NCIT	19,390.5	-	-
211019/2024/004	NCIT	13,900	-	-
211019/2024/005	Fordigit Pvt Ltd	18,576	-	-
211019/2024/006	Muaz Adnan	10,000	-	-
211019/2024/007	Muaz Adnan	10,000	-	-
211019/2024/008	Buruzu Pvt Ltd	13,518.37	-	-
211019/2024/010	ISMAIL KALEEM	230,500	-	-
211019/2024/011	Maldives Islamic Bank	9,012.28	-	-
211019/2024/014	Sun Front Livin	4,000	-	-
211019/2024/015	Asters Pvt Ltd	16,648.79	-	-
211019/2024/016	Maldives Pension Administration Office	16,458.3	-	-
211019/2024/016	Maldives Pension Administration Office	16,463.9	-	-

211002/2024/050	P-ACT017-001 Bank Charges related to Return of balance of funds	8,984.91	-	-
211019/2024/017	Ministry of Climate Change, Environment & Energy	13,504.01	-	-
211019/2024/018	IBA Maldives Investment	11,600	-	-
211019/2024/019	MICHELLES EARTH FOUNDATION	80,5767.55	-	-
211019/2024/020	Muaz Adnan	10,000	-	-
211019/2024/021	Maldives Pension Administration Office	16,878.5	-	-
		1,578,437.89	-	-

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