

PLEDGE 4 JUSTICE

by the

REPUBLIC OF MALDIVES



مؤتمر الأمم المتحدة الخامس عشر
لمنع الجريمة والعدالة الجنائية

The 15th United Nations Congress on
Crime Prevention and Criminal Justice

أبوظبي
ABU DHABI

2026





The **PLEDGE**

“”

With a view to advance crime prevention and criminal justice, I pledge for the Republic of Maldives to adopt and bring into force, financed entirely from our own national budget, a governance framework for the use of artificial intelligence in our prosecution service, under which no decision to charge is automated and any use of artificial intelligence in material placed before the courts is disclosed, and to make that framework and its training curriculum available at no cost to other jurisdictions, to be implemented by the end of 2028.

Justice (Rtd.) Abbas Shareef

Prosecutor General of the Republic of Maldives



i.

DESCRIPTION *of the* COMMITMENT

The Republic of Maldives commits to establishing a governed foundation for artificial intelligence in prosecution before, and not after, operational deployment. Through the Prosecutor General's Office (PGO), the Maldives will adopt a binding governance framework for the use of artificial intelligence in the prosecution service, covering risk classification, human oversight, confidentiality, and disclosure to the courts. Every prosecutor and support officer will be trained and assessed as competent before using any

such tool on a live case, and a register of tools in use will be maintained. No decision to charge, to discontinue a charge, or otherwise to determine the liberty of a person will be automated. Live case data and the systems that process it will remain on sovereign infrastructure under Maldivian control.

The programme giving effect to this commitment is financed in full from the national budget of the Republic of Maldives, without external or donor



financing, as an expression of national ownership of justice sector reform.

In addition, and recognising that small island developing states and other small jurisdictions face a shared difficulty in adopting technologies designed elsewhere, in languages other than their own, and on infrastructure they do not control, the Republic of Maldives commits to making the governance framework, its supporting policy instruments, and the prosecutor training curriculum openly

available at no cost to any interested jurisdiction. This will include the lessons of building Dhivehi language capability into justice sector systems. The Maldives stands ready to share this work with the UN Office on Drugs and Crime (UNODC) and with interested Member States.

The commitment is grounded in the UNESCO Recommendation on the Ethics of Artificial Intelligence (2021) and draws on the UNESCO Guidelines for the Use of AI Systems in Courts and Tribunals.



ii.

RATIONALE *and* TIMING

Artificial intelligence is being introduced into prosecution services, courts, and legal practice at a pace that has outstripped institutional preparation in most jurisdictions. For small States the material question concerns not the arrival of such technologies but the terms of their adoption: whether they are taken up under rules the State establishes for itself, or under conditions determined elsewhere and identified only once deficiencies in governance have become apparent in proceedings.

In the Maldives that choice remains open. Mafini, the case management system of the Prosecutor General's Office, is currently being completed, and artificial intelligence capabilities are being incorporated within it rather than added subsequently. Governance instruments can therefore be adopted in advance of first operational use. Where tools are already in service, a framework may regularise existing practice but cannot determine its design. The present cycle

accordingly represents the point at which the commitment carries effect.

Three features of the Maldivian context limit the applicability of externally developed solutions. Each is addressed directly in the programme.

- **A small population.** In a jurisdiction of this size, information that would be unremarkable elsewhere may identify an individual. Privacy and re-identification risk require treatment at the design stage rather than reliance on general data protection provisions.
- **Dhivehi.** The working language of prosecution in the Maldives is not supported by tools developed elsewhere. Optical character recognition and transcription in Dhivehi are treated as core requirements, benchmarked and validated before operational use.
- **Geographic dispersion.** Prosecution services are delivered across an archipelago of more than 180 inhabited islands. Consistency of practice and equality of access require specific provision.

The programme timetable corresponds to the Congress cycle. Implementation runs to the end of 2028, with the governance framework in force in advance of that date and external review continuing thereafter. Progress is accordingly reportable through the Commission on Crime Prevention and Criminal Justice (CCPCJ) throughout the period 2026 to 2031.

The international evidence base on artificial intelligence in prosecution remains limited, and authoritative guidance is still emerging. The commitment is accordingly directed to a governance framework, mandatory competency requirements, and published external review, rather than to any particular technology. The framework is designed for revision as the evidence base develops.

iii.

EXPECTED BENEFITS



For the criminal justice system of the Maldives;

- **Protection of rights and due process before deployment.** Charging judgement remains with a qualified prosecutor, who is accountable for it. Where artificial intelligence has materially affected material placed before a court, that use is disclosed, so that the material may be examined and challenged by the defence. A register of approved tools provides the basis for effective oversight.

- **Improved consistency and quality of casework.** Prosecutors are supported in preparation, research, and the assembly of charging files. The programme sets a target reduction of at least 40 per cent in routine case preparation time by the end of the second year, measured against a baseline established at month six, together with a reduction in incomplete charging files. These figures are targets; performance will be reported as measured.

- **Confidentiality and sovereign control of case data.** Live case data and the systems that process it remain on infrastructure under the control of PGO, which reduces the risk of exposure through external platforms.
- **Service delivery in Dhivehi.** Dhivehi capability, benchmarked before operational use, enables citizens throughout the atolls to engage with the prosecution service in their own language.
- **Systematic accountability records.** An append-only ledger replaces the paper signature register for document exchange, and a tamper-evident chain of custody applies to digital evidence, permitting the movement of material to be reconstructed and audited.
- **Published external review.** An external review of the effectiveness of the governance framework is published annually from the second year of operation, including findings on measures that have not achieved their intended effect.

For other jurisdictions and for the international community;

Most available guidance on artificial intelligence in justice has been developed by and for large, well-resourced jurisdictions. A framework developed within a small prosecution service, under constraints of budget, technical workforce, and language, is transferable in ways that such instruments frequently are not. Small island developing States commonly face a combination of these constraints: technologies designed elsewhere, a national language unsupported by mainstream tools, and infrastructure outside national control.

Making the framework, the supporting policy instruments, and the training curriculum available at no cost provides other jurisdictions with an operational model rather than guidance alone. The work on Dhivehi language capability is relevant to any State whose official language is not commercially supported. The annual external reviews are expected to contribute to the evidence base available to the CCPCJ during the Abu Dhabi cycle, including in respect of measures requiring correction.



iv.

DELIVERY *and* IMPLEMENTATION

The pledge is given effect by PGO 2.0, the institutional artificial intelligence strategy of the Prosecutor General's Office. It is a 24-month programme delivered in four phases, and it is financed in full from the national budget.

Implementation follows a fixed sequence: adoption of the governance framework;

training and assessment of staff; piloting of lower-risk capabilities; deployment of core capabilities; and thereafter the introduction of more advanced capability under strict oversight. No capability is used on a live matter before the framework is in force and the personnel concerned have been assessed as competent.

PERIOD	PRINCIPAL MILESTONES
Months 1 to 6	Governance framework adopted and risk classification in place. Training delivered across the PGO. Two capabilities piloted in controlled, non-live environments. Integration architecture approved.
Months 7 to 12	Prosecutor assistant in supervised use. Case summarisation and charge drafting under human review. Evidence digitisation and Dhivehi and English transcription live for new matters. Document exchange ledger replaces the paper signature register.
Months 13 to 18	Decision-support analytics in use on live matters. All capabilities integrated. Disaster recovery installed and tested. All staff assessed as competent. First external governance audit reported to the Prosecutor General.
Months 19 to 24	Full deployment, capability transfer, and handover to PGO's own information technology function, against a defined handover standard.
To end 2028	Framework in force and applied across all matters. External review published annually. Framework, policy instruments, and training curriculum available at no cost to other jurisdictions.

Programme governance

The programme is led by the Prosecutor General, with day-to-day management delegated to a programme director. Under the governance framework, a Designated AI Lead manages day-to-day AI governance, supported by an AI Governance Committee that meets at least quarterly. An independent technical advisory panel, including at least one external specialist in the governance of artificial intelligence and one practitioner from a comparable jurisdiction, advises on technical decisions and reviews governance effectiveness at the close of each phase. Any tool may be suspended pending review and does not return to use until the matter is resolved.

Implementation of the open access commitment

The institutional artificial intelligence strategy, the governance framework, and the governing policy are already published and freely available. The remaining supporting instruments and the prosecutor training curriculum will follow in a form usable by another institution, together with a note on the





adaptations required for the Maldivian context. The PGO will respond to requests from interested Member States through the focal point named below, and will work with UNODC on the arrangements for making the material available.

Identified risks

Three principal risks have been identified. The 24-month timetable is demanding; scope may be re-sequenced at the close of a phase, without departure from the governance sequence. Capabilities dependent on other institutions, including the courts and the Maldives Police Service, are scoped at an early stage but implemented only after internal foundations have been validated, so that implementation does not depend on the timetable of another institution. Recurrent operating costs following handover are provided for within the budget cycle of PGO from the third year, so that the commitment is sustained beyond the construction period.

v.

MALDIVES 2.0 *and* THE SUPPORT OF THE GOVERNMENT

Maldives 2.0



The Prosecutor General's Office is a constitutionally independent institution, and the Prosecutor General is accountable for prosecutorial decisions. The commitment in this pledge therefore rests on PGO's own authority and its own funded programme. It is not dependent on the budget or timetable of another institution, and may therefore be sustained across the full 2026 to 2031 cycle.

PGO 2.0 is delivered as an initiative under Maldives 2.0, the national digital transformation vision set out by His Excellency the President of the Republic in May 2025, under which the Maldives is committed to becoming a sovereign, inclusive, and digital-first State, with national digital identity, sovereign infrastructure, established data governance, and public services accessible to citizens irrespective of location.

The prosecution service is among the first institutions to give effect to that vision within the operations of a public body, and the first to do so in the justice sector. The programme builds upon national digital capability rather than duplicating it, and its

costs are met from the national budget. The institutional strategy that gives effect to this pledge carries a foreword by His Excellency the President of the Republic, and PGO undertakes this work with the full support of the Government of the Maldives.

The support of the Government is political and financial. Decisions on prosecution, and on the use of artificial intelligence in prosecution, remain those of PGO. No organ of government directs a charging decision or determines how artificial intelligence is applied in prosecution; that authority rests with the Prosecutor General and is unaffected by this pledge. The combination of institutional independence and established national support provides the basis on which a commitment extending across the full cycle is undertaken.

Internationally, the commitment advances Sustainable Development Goal 16, in particular the targets on access to justice, accountable institutions, and public access to information.

vi.

INSTITUTIONAL BASIS *and* READINESS



Four factors support delivery

- **Existing digital foundations.** Mafini is in operation and is being completed as part of the programme, so that capabilities are incorporated within the case management system rather than appended to it. National digital identity infrastructure is available as the basis for identity verification, which need not be reconstructed within the justice sector.
- **A documented readiness assessment.** PGO ran an artificial intelligence readiness baseline in 2026, which identified specific gaps, particularly in responsible use guidance. The programme is designed to close those gaps, and the baseline will be re-run at programme close so that progress is measured against PGO's own starting point.
- **Instruments in force and published.** The institutional artificial intelligence

strategy, the governance framework, and the governing policy were adopted, brought into force, and published on the PGO website in August 2026, in advance of any operational deployment. Everyday-use guidance for prosecutors, guidance on artificial intelligence in evidence and court submissions, and the tool register are issued during implementation. The remaining task is application and assessment; implementation by the end of 2028 is accordingly assessed as achievable.

- **Institutional scale.** PGO employs approximately 200 staff within a single national service. The undertaking that every prosecutor and support officer will be trained and assessed as competent before using a tool on a live case is therefore verifiable, and uniform application of a single framework is achievable.

The approach has been developed by reference to established international practice. It draws on the UNESCO Recommendation on the Ethics of Artificial Intelligence (2021) as its normative foundation, the UNESCO Guidelines for the Use of AI Systems in Courts and Tribunals, guidance issued for

prosecutors by the Prosecutors' Center for Excellence (2025), the Guide for Using Generative AI in the Legal Sector issued by the Ministry of Law of Singapore (2026), the Practice Note on the use of generative artificial intelligence issued by the Federal Court of Australia (2026), and the United Nations Guidelines on the Role of Prosecutors (1990). Where those instruments presuppose resources or institutional arrangements not available in the Maldives, the necessary adaptation has been made and recorded.

PGO also records the constraints affecting delivery. The national technical workforce is small, hardware lead times are extended, and construction depends on service providers. These are addressed through capability transfer as a contractual requirement, the embedding of PGO's own information technology staff in delivery from the first phase, and the definition of the standard that handover must meet before programme closure. These constraints reinforce the governance-first sequence to which the pledge commits.

vii .

CATEGORIES, TIMEFRAME *and* REPORTING

Categories under the concept note:

national implementation measures; partnerships and collaboration with various stakeholders; and, in respect of the offer of open access, a resource commitment in kind.

Timeframe: implementation by the end of 2028, within the 2026 to 2031 cycle.

Responsible institution: the Prosecutor General's Office of the Republic of Maldives.

Financing: the national budget of the Republic of Maldives, in full, without external or donor financing.

Reporting: the Republic of Maldives will provide voluntary updates on progress through the CCPCJ and will publish an external review of the effectiveness of the governance framework annually from the second year of operation.

FOCAL POINT

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