



Joint Programme Document

- Maldives -

A. COVER PAGE

- 1. Fund Name:** Joint SDG Fund
- 2. MPTFO Project Reference Number:** <enter>
- 3. Joint programme title:** Strengthening National and Subnational Capacity for Sustainable Disaster Risk Reduction, Climate Change Adaptation and Mitigation in Maldives
- 4. Short title:** Sustainable Disaster Risk-Reduction, Climate Change Adaptation and Mitigation in Maldives
- 5. Country and region:** Maldives, South Asia
- 6. Resident Coordinator:** Ms. Catherine Haswell, catherine.haswell@un.org
- 7. UN Joint programme focal point :**

UNDP focal point:

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RCO focal point:

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- 8. Government Joint Programme focal point:** Fatimah Afshan Latheef, CEO, LGA

9. Short description:

The Joint Programme (JP) aims to anchor Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) at the heart of national and subnational development planning to ensure a better achievement of SDGs and Agenda 2030 in the Maldives.

It is expected that this JP will result in systematic DRR and CCA mainstreaming in national and subnational planning and create enabling conditions for conducting sustainable DRR/CCA activities at the subnational level. areas. This will be achieved by the establishment of new implementing regulations, national-subnational institutional coordination mechanisms, and island level standard operating procedures and capacities to operationalize the Maldives vision for locally driven resilience building. It is expected that it will generate long term development benefits to vulnerable population groups; in particular women, unemployed and at-risk young men and women, migrant labour, older persons, children, persons with disabilities and populations living in remote communities with high exposure to climate induced disasters. The JP will have an impact on the achievement of SDGs by streamlining DRR and CCA mandates to enable a more coherent evidenced based policy making and by creating an enabling environment for such activities in a sustainable manner. The JP is expected to contribute to (i) strengthening coordination, collaboration, and communication between national and subnational governments to implement DRR/CCA policies (ii) creating enabling conditions for sustainable/DRR activity planning, and execution at the island community level.

10. Keywords:

Disaster-Risk Reduction
 Climate Change Action
 Gender-Based
 Community-Based
 Coordination
 Planning
 Formalising
 SDG



11. Overview of budget

Joint SDG Fund contribution	USD 713,390
Co-funding 1 UNDP	USD 219,000
Co-funding 2 UNESCAP	USD 25,000
TOTAL	USD 957,390

12. Timeframe:

Start date	End date	Duration (in months)
1/1/2022	31/12/2024	24 months

13. Gender Marker: 2

14. Target groups (including groups left behind or at risk of being left behind)

List of marginalized and vulnerable groups	Direct influence	Indirect influence
Women	X	
Children		X
Girls	X	
Youth	X	
Persons with disabilities		X
Older persons		X
Rural workers		X
Migrants		X

15. Human Rights Mechanisms related to the Joint Programme

16. PUNO and Partners:

16.1 PUNO

- Convening agency:
 - o UNDP
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- Other PUNO:
 - o UNESCAP (India, Delhi Office)
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16.2 Partners

- National authorities:
 - o Ministry of Foreign Affairs
Shahiya A Manik, shahiya@foreign.gov.mv
 - o National Disaster Management Authority (NDMA)
Umar Fikry, umar.fikry@ndma.gov.mv
Mr Hisan Hassan, Chief Executive, hisan.hassan@ndma.gov.mv
 - o Ministry of National Planning Housing and Infrastructure (MNPFI)
Samaha Ali, samaha.ali@planning.gov.mv
 - o Ministry of Finance (MOF)

SIGNATURE PAGE

<p>Resident Coordinator UN Resident Coordinator Ms. Catherine Haswell Date: [Redacted]</p> <p>Signature and seal [Redacted]</p>	<p>National Coordinating Authority Local Government Authority Name of representative [Redacted] Date [Redacted] Signature and seal [Redacted]</p>
<p>Participating UN Organization (lead/convening): United Nations Development Programme Name of Resident Representative: Mr. Enrico Gaveglia Date: 29-Dec-2021</p> <p>DocuSigned by: Signature [Redacted] 5341BE539BD1458...</p>	
<p>Participating UN Organization Name of PUNO: The United Nations Economic And Social Commission For South Asia And The Pacific Name of Representative: Ms. Armida Salsiah Alisjahbana Executive Secretary of ESCAP Date:</p> <p>Signature and seal</p>	<p>[Redacted]</p> <p>Mr. Hirohito Toda Officer-in-Charge, a.i. 27 December 2021</p> 



B. STRATEGIC FRAMEWORK

1. Call for Proposal: Building Resilience and Ending Vulnerability in Small Island Developing States (3/2021)

2. Relevant Joint SDG Fund Outcomes

- Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale.

3. Overview of the Joint Programme Results

Outcome 1: National and sub-national institutions and communities in Maldives, particularly at-risk populations, are better able to manage natural resources and achieve enhanced resilience to climate change and disaster impacts, natural and human-induced hazards, and environmental degradation.

- Output 1.1 Gender-responsive coordination/roles and responsibilities are established to integrate DRR and resilience to natural disasters and climate change in local development planning processes
- Output 1.2 Existing climate risk and disaster related data and information products are enhanced to support evidence-based policy making for DRR and CCA and stakeholders are equipped in their use and application.

Outcome 2: Gender-responsive and equity-oriented, CCA/DRR planning tools are developed and execution is strengthened at national and subnational levels

- Output 2.1 Improved application of gender-responsive fiscal policy tools to support local council initiatives in DRR and CCA
- Output 2.2 Gender-responsive planning tools and guidelines for CCA/DRR planning are introduced

4. SDG Targets directly addressed by the Joint Programme

4.1 List of targets

- SDG 1 (1.5), , SDG 5 (5.c), SDG 6 (6.b), SDG 10 (10.3) SDG 11 (,11.b) SDG 13 (13.1,13.2,13.b) SDG 16 (16.7, 16.6)

4.2 Expected SDG impact

The overall goal of the JP is to anchor Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) at the heart of national and subnational development planning to address sustainability and leave no one behind elements of the Agenda 2030. Given the nature of the project's disaster risk-reduction and climate change action, the vast majority of program interventions will directly contribute to SDGs (5,6,10,3, 13 and 16) and indirectly to the remainder on SDGs (1,3 and 11). It is expected that this will result in more mainstreamed DRR and CCA considerations in national and subnational planning, and ultimately will lead to better disaster risk reduction and climate action planning at all levels and will strengthen the resiliency of the most vulnerable population groups (women, unemployed and at-risk young men and women, migrant labour, older persons, vulnerable children) and mitigate the effect on their livelihoods. Given that the Maldives is a vulnerable Small Island Developing State (SIDS), there is a closer relationship between the enabling conditions for all of the SDGs compared to other jurisdictions, and hence progress towards achieving all of the goals is



vulnerable to both climate and non-climate shocks and stressors. Therefore, building resilience through this project is an essential prerequisite to achieving other development objectives. By improving DRR and CCA planning at local levels, the Maldives will be able to avoid cycles of relief and recovery that follow shocks and undo SDG progress, thereby improving the country's trajectory towards achieving the SDGs

5. Relevant objective/s from the national SDG framework

The SDGs are integrated into the Strategic Action Plan (SAP) of the Government of Maldives (the Maldives medium term national development plan). This plan has five sectors; (i) Blue economy – outlines economic priorities and how they will be delivered in a sustainable manner, (ii) Caring state – outlines priorities relevant to social progress, (iii) Dignified families – outlines priorities that address inequality and needs of disadvantaged groups, (iv) *Jazeera Dhiriulhun* – outlines priorities relevant to community infrastructure and services including climate resilience (v) Good governance – outlines key governance reforms. Each sector is composed of several sub-sectors. In addition, the Nationally Determined Contribution (NDC) targets¹ announced by Government of Maldives in 2020 provide additional guidance on DRR/CCA targets. In terms of the SAP, the JP contributes to building community resistance to climate change: Priority area *Jazeera Dhiriulhun*, subsector 4.7 Resilient Communities Policy area 1.

1. Strategy 1.1: Strengthen legislative framework on environmental protection and disaster risk reduction to ensure vulnerable ecosystems are preserved and protected and the climate resilience of communities are enhanced.
2. Strategy 1.2: Strengthen national institutional framework on DRR and climate resilience.
3. Strategy 1.3: Integrate Disaster Risk Reduction and climate change risk management into local planning processes.
4. Strategy 1.4: Support national level planning on disaster risk management and climate resilience.

In terms of NDCs announced by Government of Maldives in 2020, Finance and Climate Governance and Capacity Building has been highlighted as a Cross-cutting issue and the JP contributes to the stated objective of establishing and operationalizing a system for tracking public and private climate finance flows and scaling up annual budgetary allocations for climate adaptation and mitigation through the Public Sector Investment programme.

6. Brief overview of the Theory of Change of the Joint programme

6.1 Summary of Theory of Change

The Maldives, as a low-lying island nation, is among the most vulnerable countries in the world with respect to the impacts of climate change and natural disasters and virtually every aspect of socioeconomic development in the island nation is impacted by the negative impacts of climate change and disasters. Despite this vulnerability, there is limited practice of holistic and risk-informed development and sectoral planning. Comprehensive (multi-sectoral, multi-hazard, and coherent), inclusive (people-centred, multi-stakeholder, human rights- and gender-based) and evidence-based approaches to DRR and CCA planning and execution at national and subnational levels of the government are not yet institutionalized and practically operationalized. The JP targets to strengthen national and subnational institutions and community capacity to develop resiliency against the impacts of natural and human induced

¹ UNFCCC: Maldives NDC update 2020



disasters, climate change and environmental degradation through two outcome pathways; (1) by strengthening multi-level gender responsive integrated climate and disaster risk governance legal, regulatory, policy and strategic frameworks which clarify and detail stakeholders' roles and responsibilities and promote gender-responsive risk management and (2) by strengthening the planning and execution of sustainable disaster risk-reduction and climate change adaptation activities at national and subnational levels. If the legal, regulatory and administrative framework for decentralized DRR/CCA governance was clarified, **if** there was more capacity for efficient and consistent application of fiscal policy tools, and **if** there was improved availability, access, and use of appropriate data, information, and resources, then decentralized governance for DRR/CCA would improve significantly with respect to identifying and implementing locally-appropriate resilience building activities and projects that address specific vulnerabilities and provide co-benefits with respect to other SDGs. This will lead to acceleration of progress towards the sustainable development goals, particularly in the outer islands in the Maldives.

6.2 List of main ToC assumptions to be monitored:

- National government agencies will approve and implement regulations and policies to improve vertical and horizontal coordination; there is buy-in among agency leadership for these innovations and they will be supported.
- Guidance products and training materials developed for the project can be scaled to all local governments in the Maldives, and GoM will ensure dissemination of materials throughout the country.
- Local governments will identify feasible options for generating local revenue.
- Political changes will not interfere with the project's implementation and the Maldives decentralization trajectory will not be interrupted.
- The project will be able to engage with representative stakeholders at the local level.
- The DRR/CCA institutional architecture, policies and resource mobilisation strategies created will catalyse in the prioritization and mobilization of resources for DRR/CCA in a sustainable manner
- The government agencies and local councils have the capacity to absorb and implement program outcomes
- Improved knowledge on the use of local resource mobilisation tools will result in consistent and persistent use of fiscal policy tools to finance DRR/CCA activities in the long-term.
- The project will be able to engage with representative stakeholders at the local level.
- Guidance products and training materials developed for the project can be scaled to all local governments in the Maldives, and GoM will ensure dissemination of materials throughout the country.

7. Trans-boundary and/or regional issues

The island chain of Maldives is regularly exposed to meteorological hazards such as droughts, storms, monsoonal heavy rains, cyclones, storm swells and coastal erosion. In fact, most of the disaster events originate from meteorological and hydrological events often having transboundary origins. The most common hazard is flooding. Wave run-ups at the coast have been found to be the main culprit, as they are often prolonged during swell wave conditions. Also, in rare cases, tsunamis are a threat especially to the eastern shores of the islands due to the recurrent seismic activity at the Sumatran Subduction zones in the east, as was the case in 2004 with the Maldives experiencing devastating effects from the Indian Ocean Tsunami. Effects of climate change enhance many of these hazards, potentially increasing the impacts of storms, droughts, and regional flooding. It also threatens the integrity of the country due to the low elevation; Of all the possible climate induced risks, sea-level rise has been stated as the most threatening to coastal ecological systems as it threatens housing foundations, coastal vegetation and infrastructure, and the damage to reefs. Sea level rise



also affects the water lenses and the freshwater availability for agriculture, humans, and inland vegetation. Furthermore, livelihoods depending on the availability of fish are increasingly threatened by the increasing acidity and the warming of the oceans. Monsoon anomalies are the main reasons for hydro-meteorological disasters in Maldives. As climate change with substantial changes in monsoon precipitation patterns is intensifying, bringing more intense rainfall and associated flooding and severe drought in Maldives. The sixth Assessment Report (AR 6) of Climate Change 2021, released recently, highlights that more frequent, severe coastal flooding and erosion will occur due to continued sea level rise throughout the 21st century. Sea level events that previously occurred once in 100 years could happen every year by the end of this century, threatening the existence of SIDS like the Maldives.

C. JOINT PROGRAMME DESCRIPTION

1. Baseline and Situation Analysis

1.1 Problem statement

The Maldives, as a low-lying island nation, is among the most vulnerable countries in the world with respect to the impacts of climate change and natural disasters. Aggregating natural (extreme events and slow onset disasters) and biological hazards together, it is estimated² that the Annualized Average Loss (AAL) from climate and natural disasters for the Maldives is USD 45.8 million and is likely to increase to USD 55.4 million, under worst case modelling scenarios. In addition, as a SIDS with a population of over 500,000, dispersed across 186 administrative islands, spread over roughly 90,000 square kilometres, the country faces significant challenges in delivering public goods and services.

The UN's CCA 2021 for the Maldives identifies earthquakes and tsunamis, cyclones, thunderstorms, floods (due to rain), drought, storm surges strong winds and tornadoes as natural disaster risks to Maldives and states that climate change and extreme weather events are pressing problems and potentially threaten the enjoyment of the right to life, the right to health and the right to living in a healthy environment. In addition, in 2019 the Special Rapporteur in the field of cultural rights recognized climate change to be an existential threat to the Maldives. She reported that some development projects approved in the recent past without adequate disaster mitigation plans resulted in increased flooding, loss of natural heritage such as mangroves, increasing sedimentation (which contributes to coral bleaching) and resultant loss of livelihoods, including by women. Given the stark challenges the nation faces from natural disasters and climate change, the UNSDCF (2022-26) dedicates its strategic priority two on sustainable and climate resilient environment, envisioning that by 2026, national and sub-national institutions and communities in Maldives, particularly at-risk populations, are better able to manage natural resources and achieve enhanced resilience to climate change and disaster impacts, natural and human-induced hazards, and environmental degradation with the support of UN-led interventions.

Against this background, the country has recently undergone a process of decentralization in which powers and responsibilities for administrative governance have been transferred to local councils at the island level. These powers and responsibilities include: developing 5-year development and land-use plans, legal right to collect revenue generated from resources under the council's jurisdiction, designing and implementing public investment programs and

² UNESCAP, Asia Pacific Disaster Report 2021



powers to raise taxes, fees and operate public trust funds to finance municipal services. Further, Women's Development Councils (WDCs) were also elected under the same legislative changes, and WDCs can advise island councils on matters related to island development; conduct various activities for income generation and for the development of women, work towards upholding the rights of women and incentivise the political participation of the women decision making.

The amendments further clarify the services provided by local councils, including the article 23-20 of the Decentralization Act, explicitly specifies that local councils are required to provide support to relevant authorities such as the National Disaster Management Authority (NDMA) on implementing disaster risk-reduction regulations on preventing and mitigating the impact of disasters (including natural disasters) at community level. However, there are several barriers that hinder implementation of this decentralized approach to evidence based, climate resilient DRR/CCA planning and implementation. These include lack of clarity with respect to the legal and administrative framework governing DRR/CCA activities in Maldives, lack of data and of financial resources to effectively implement the plans. This creates significant obstacles for the local and city councils and duty bearing central government authorities in fulfilling their mandates to provide resilience goods and services relating to disaster risk reduction and climate change adaptation. In addition, since virtually every aspect of socioeconomic development in the outer islands is impacted by the negative impacts of climate change and disasters, it hinders progress towards achieving the SDGs at the island level. Specifically, there is limited practice of holistic (gender-sensitive, inclusive, evidence-based, climate resilient and disaster risk-informed) approaches to planning and execution at national and subnational governments. Specifically, addressing the following obstacles described below are notable to achieve a devolved, streamlined, and sustainable mechanism for DRR/CCA governance in Maldives.

1.2 Lack of formalized coordination between national and vuln governments, lack of implementation regulations, policies, and strategies for local council DRR/CCA planning.

While the Decentralization Act and the recent amendments to the Act allow for greater empowerment of local councils, the standards, principles, and practices guiding the implementation of these roles and responsibilities require greater coordination, collaboration and communication and building human capacity and support systems between the duty bearing agencies and local councils to effectively liaise disaster risk-reduction and climate change adaptation planning activities at local community level. For example, while the role of Local Government Authority and Local Councils in disaster risk-reduction and climate change adaptation planning are outlined in the respective laws and regulations, the formal systems for coordinating such activities require further strengthening through standard setting, practice and guidance. In instances where there are overlapping mandates between agencies with respect to decentralization and disaster risk-reduction and climate change adaptation planning, this results in unclear roles and responsibilities and prevents duty bearing agencies from synergizing to collectively deliver disaster risk-reduction and climate change adaptation interventions. The harmonization of the roles and responsibilities can lead to greater collective action and sharing of resources. Additionally, the development of local disaster risk-reduction and climate change adaptation plans need to also incorporate risk-informed local development planning, including spatial planning/urban development to ensure that local actions go beyond developing local contingency plans but also considers multi sectoral risk-informed planning.

Another significant issue is the low participation of communities in local development planning for disaster risk-reduction and climate change adaptation. This undermines the ability of local councils to design and implement programs to address the needs and priorities of their



constituents. This creates a feedback loop where the lack of constituent participation means that local councils are not able to adequately represent their interests. One follow-on effect of this is that government plans, including those for disaster risk reduction, may not incorporate the perspectives or meaningfully involve all local stakeholders in the decision-making process, therefore excluding the priorities of people at particular risk, including children, women, youth, the older persons, migrants, and people with disabilities. At the same time, because these groups are disproportionately affected by climate change and disasters, the existing inequities persist. To counter this problem, it is important to strengthen the public awareness especially among women, youth, the older persons, migrants, and people with disabilities to support resilience building. Each island community, faces a different combination of risks and challenges, exacerbated by a changing climate. The national priorities such as the Net Zero Emission goal to be achieved by 2030 requires the engagement and action of the public, and not just the policy decisions of the Government. Thus, changing social norms, to adopt a low-carbon, climate resilient mentality, where the actions of the community to reduce reliance of fossil fuels, adopt renewable energy, mitigate risks through ecosystem-based solutions are vital, especially with the involvement of women and young people is a must.

2 Lack of availability, access, and use of relevant data and information products to enable evidence-based policy making.

The Maldivian Government has taken important steps towards strengthening e-local governance including rolling out an electronic platform for local councils with multiple modules to lay the foundation for centralizing data gathering efforts to improve governance and policy making processes. While initial investments are made in data gathering efforts at a local level, these systems require further strengthening to capture and generate relevant grassroots data and statistics to enable evidence-based disaster risk-reduction and climate change adaptation planning and decision making. The duty bearing agencies require additional technical support to develop and utilize relevant digital tools to integrate data and statistics into existing systems. Capacity development is required to enhance capacities for disaggregated data collection (on exposure, vulnerabilities, damage, losses and disaster impact), data integration and interoperability of information systems, quality control, analysis and visualization. Additionally, the duty bearing agencies also need to build in-house capacities to understand data requirements and standards for risk-informed policies, plans and investments. Technical capacities and the data ecosystem need to be strengthened for data-driven policy making and decision support systems to enable effective climate and disaster resilient planning, monitoring and evaluation.

The UN system in Maldives has been instrumental in providing support in the development of data information systems for disaster risk-reduction in the past through pilot initiatives³. However, these initiatives have limited scaling beyond the pilot project indicating that the operation of such systems requires specialist expertise for which Maldives needs to train relevant personnel. In addition, the Maldives does not have a National Disaster Risk Management Plan formalised in line with the Sendai Framework which would require evidenced based data to effectively formulate and implement at national and local council level. The lack of availability of data has been a major bottleneck for Maldives particularly for SDG13, with the data from the National Bureau of Statistics pointing out that data is available for only 3 indicators of this SDG.

³ Koshaaru and Laamuinfo Database, for local development Planning (assisted by UNDP, UNICEF); DesInventar database for monitoring disaster loss and damage, (assisted by UNDP)



Apart from the challenges in capturing specific disaster risk-reduction data, the Maldives does not have a formal mechanism to codify disaster risk-reduction and climate change adaptation public expenditure on climate finance since national and local council budgets are not tagged to present such data and hence do not report climate change adaptation and DRM-specific public expenditure. This makes it difficult to create risk-sensitive budgeting to ascertain how much national and local resources are being allocated for disaster risk-reduction and climate change adaptation activities and the lack of this data makes it challenging to hold policy makers accountable for disaster risk-reduction and climate change adaptation financing decisions, create public awareness on disaster preparedness levels and climate change vulnerabilities, particularly on the most vulnerable groups. Further, the lack of such data also makes it challenging for the Maldives to comply with international disaster risk and climate change conventions such as the UNFCCC and Sendai Framework for Disaster Risk Reduction. Creating this enabling environment to track and monitor DRR financing statistics would be paramount to ensure that adequate resources are directed to such intuitions and design programs targeting the most climate vulnerable groups such as children, women, older persons, and persons with disabilities. This would also bring the Maldives closer to bridging the data gap on SDGs. According to UNESCAP the Maldives have insufficient or no data for 54 percent of SDG indicators with particularly data availability difficult on goal 6,12,13,14,15 and 16.

3 Lack of access to finance for local council initiatives.

Following the change of administration in 2018, the Government of Maldives embarked on a wave of decentralization bringing two important amendments to the Decentralization Act; giving wider fiscal and legal autonomy and authorization to conduct public sector investments within certain parameters. The amendments further clarify the services provided by local councils, including Article 23-20 of the Decentralization Act directly specifying local councils are required to provide support to relevant authorities on implementing DRR regulations on preventing and mitigating the impact of disasters (including natural disasters) at community level.

The new autonomy and powers given to local councils enables the councils to utilize a range of fiscal policy tools authorized under the decentralization act; both city and island councils can levy taxes, fees for the provision of public services, make public investments, create public trust funds; while all local councils are authorized to borrow from financial institutions and issue municipal securities (such as municipal bonds) to generate funding for development. Despite these changes to empower local councils fiscally, the powers given to the councils are defined broadly in the legislation and the operational procedures or guidance for utilizing these instruments are either under development or needs further strengthening. Because of this, there is limited use of fiscal policy instruments to generate finance by the local councils. The main guidance issued by central government on the budgetary process are procedural in nature (i.e., budgeting formats and defining approval process budget/financial matters) and additional guidance on the use of fiscal policy tools such as the issuance of municipal instruments and guidance on taxes would be required to effectively use such tools.

Given the novelty of the fiscal policy instruments at a local level, council officials are not equipped with adequate training and skills to successfully implement such tools which could potentially generate financing for public services including support for soft interventions for disaster risk reduction and climate change at community level. The central government makes block grants to all councils under a fiscal formula which is currently, the main source of funding



for local councils and is not sufficient⁴ for councils to provide essential services required by decentralization legislations. The inability of local councils to generate sufficient resources further limits the mainstreaming of disaster risk-reduction and climate adaptation into day-to-day processes of governance. However, the effective use of fiscal policy tools informed by international best practices can potentially establish innovative sources of sustainable funding mechanisms, foster sustainable management of protected areas for economic activities which could generate a source of revenue for cost-sharing and scaling up of donor-funded interventions.

Planning tools, guidelines, policies, and strategies are important to support a robust DRR/CCA governance framework to integrate an inclusive, gender-sensitive climate change adaptation and disaster resilience coordination framework into the current local development processes, to strengthen its links with SDGs, the Sendai Framework, and the Paris Agreement in the context of the Maldives. The JP will directly and indirectly address the following SDGs and indicators during its implementation; SDG 1 (1.5), , SDG 5 (5.c), SDG 6 (6.b), , SDG 10 (10.3), SDG 11 (,11.b) SDG 13 (13.1,13.2,13.b) SDG 16 (16.7, 16.6) and how the JP will specifically address the achievement of the SDGs are presented in section 1.3

3.1 Target groups

The main target groups of the JP are national disaster-response authorities, relevant line ministries and agencies of the Government, City and Local councils, Women's Development Councils, CBOs and NGOs.

With regards to national disaster-response authorities: the National Disaster Management Authority, Local Government Authority, Maldives National Defence Force and Maldives Meteorological Service are the primary responders for disasters in the Maldives. The line ministries and agencies of the Government involved in this program includes the Ministry of Finance, Ministry of Gender, Family & Social Services, Ministry of Economic Development, Ministry of Environment, Climate Change and Technology and National Bureau of Statistics.

The program will primarily address capacity and institutional building needs of these stakeholders for them to be able to coordinate with other national and subnational bodies such as city and local councils of Maldives, to effectively collaborate and provide strategic and timely guidance on disaster risk reduction and response activities at all levels.

These activities will be supported through detailed assessment of the current DRR/CCA governance frameworks and model activities, standards and guidance will be provided for better coordinating disaster preparedness for effective response, prevention, risk reduction and resilience building actions at all levels, particularly prioritising to minimise the impact of disasters and climate change on the most vulnerable cohorts of the population such the elderly, youth, women and persons with disabilities. Further the capacity to collect data and disseminate them in a timely manner at all levels of the government will also be strengthened. Additionally, under the JP specific interventions under (output 1.2 and 2.1) the Ministry of Finance and the Ministry of Environment, Climate Change and Technology will collaborate to strengthen systems to collect national expenditure on climate change and disaster preparedness, prevention, risk reduction and resilience building , which will enhance the ability of the Government to comply with international conventions on climate change and disaster risk reduction and provide gender disaggregated data on climate action.

⁴ A review of decentralization in Maldives (TM, 2019): one-third of the councilors interviewed for the study said the grant given by the government was insufficient and cited this as a major challenge to their work; Study on Decentralization (UNICEF, 2013): 80 per cent of councils' budget had to be allocated for the salaries of civil servants, leaving few resources to carry out other critical municipal services.



With regards to city councils and local councils, Women's Development Councils, CBOs, and vulnerable cohorts of the population most affected by natural disasters and climate change, such the older persons, youth, women and persons with disabilities will be targeted under the capacity building activities of the program to primarily strengthen their awareness on disaster risk reduction strategies and on climate change and to promote inclusivity in the decision-making process. One of the most important objectives of this exercise is to also harness women's leadership, experience and knowledge into these efforts to improve the effectiveness of DRR/CCA planning. These interventions are expected to increase the participation of vulnerable groups in local development planning activities and improve the effectiveness of rolling out such strategies at island community level. Further details on how the program will particularly engage with these stakeholders are outlined in section 1.4 and 2.5.

3.2 SDG targets

The table below indicates the main targets relevant to the Joint Programme (JP).

Table 1 – JP contribution to SDGs		
Goal	SDG target	Relevance to JP
SDG 1: No poverty.	1.5 By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	Output 1.1
SDG 5: Gender equality	5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels	Output 1.1, Output 2.1 Output 2.2
SDG 6: Clean water and sanitation.	6.b Support and strengthen the participation of local communities in improving water and sanitation management	Output 1.1 Output 1.2
SDG 10: Reduced inequalities.	10.3 Ensure equal opportunity and reduce inequalities of outcome, including by eliminating discriminatory laws, policies and practices and promoting appropriate legislation, policies and action in this regard	Output 1.1, Output 2.1 Output 2.2
SDG 11: Sustainable cities and communities.	11.b By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015–2030, holistic disaster risk management at all levels	Output 1.1 Output 1.2 Output 2.1 Output 2.2
SDG 13: Climate action.	13.1 Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	Output 1.1 Output 1.2
	13.2 Integrate climate change measures into national policies, strategies and planning	Output 2.1 Output 2.2
	13.b Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing States, including focusing on women, youth and local and marginalized communities	



SDG 16: Peace, justice, and strong institutions	16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels	Output 1.2 Output 2.1
	16.6 Develop effective, accountable and transparent institutions at all levels	

The JP will both contribute to the progress of the targets as well as the measurement/tracking of several targets for the Maldives. Progress will be measured using the SDG baseline report published by the National Bureau of Statistics and using subsequent updates to the report. Where baseline data does not exist, the JP will estimate baseline under activities in Output 1.1 and Output 1.2 and progress at the end of the JP implementation period. Progress on these targets will also be tracked during the proposed final evaluation of the JP. More specifically, how the JP will help the achievement of the following SDGs are described below.

SDG 1: No poverty (Target 1.5): In Maldives, 28 percent⁵ of the population is multidimensionally poor (nearly 3 in 10 people is multidimensionally poor). A regional comparison reveals that 10% of the population in Malé was multidimensionally poor whereas 40% of the population is poor in the Atolls. With limited education, employment opportunities in the islands, the young migrate to the capital seeking better opportunities. This leaves children, women, older persons, and persons with disabilities in the island without adequate support. Under the proposed activities within output 1.1 and 2.1 of the JP, by equipping the local councils with better DRR/CCA development planning tools helps to build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social, and environmental shocks and disasters.

SDG 5: Gender equality (Target 5.c) In terms of equal access to opportunities, women and girls are left behind in the islands along with children, older persons, and persons with disabilities, making them more vulnerable to disasters and impacts of climate change. Data⁶ show that in Maldives gender gaps are particularly aggravated in the outer atolls of Maldives; labour force participation is 43% for women compared to 72% for men and women earning on average USD377 compared to USD 588 per month demonstrating the challenges for economic participation particularly for women. The situation is further aggravated by insufficient participation of women and girls during the island development planning process, especially on DRR/CCA, making them more vulnerable. Under the JP, dedicated activities under output 1.1, 2.1 and 2.2 will target to create transparent mechanisms (such as budget tagging and gender-based budgeting) for reporting the allocation of national resources for DRR/CCA planning, at local community level and particularly how such resources are utilised on the most vulnerable cohorts of the population. Further, by improving participation of women in the development of the plans and enabling the local councils to disaggregate data while reporting, will provide the required information to make risk informed decision making. This will ultimately empower women, making them more economically and socially independent, ultimately leading to progress on achieving SDG 5.

SDG 6: Clean water and sanitation (Target 6.4 and 6.b). The Maldives does not have rivers or freshwater streams and the main sources of naturally occurring freshwater are the groundwater in basal aquifers in the form of thin freshwater lenses and harvested rainwater. The aquifers are vulnerable to saline intrusion and if over-exploited can easily be exhausted along with contamination from underdeveloped sewage systems and agricultural, industrial, and solid waste seepage, affecting freshwater supply. Groundwater assessments undertaken

⁵ National Bureau of Statistics: Maldives Multi-dimensional Poverty Index (2020)

⁶ National Bureau of Statistics: Household Income and Expenditure Survey 2019



for four islands under UNFCCC reporting⁷ in 2016 revealed that all collected samples had faecal coliform suggesting that it was completely unsuitable for consumption. The island communities generally depend on rainwater for domestic uses and during the dry season, they depend on the Government to address the water shortage.

As water security is inextricably linked to the changing climate (e.g., through rainfall variability) and periodic droughts activate disaster response mechanisms, a systematic review of the country's CCA/DRR legislation would help identify areas where further policy work could strengthen water management. Exploring the DRR/CCA tools and tactics needed by local communities along with a careful assessment of their aquatic resources and vulnerabilities would enhance local water management mechanisms; thereby increase water security in the islands and contribute to their overall resilience. Additionally, the empowerment of national and subnational authorities to generate locally sourced financing will increase the self-sufficiency of these institutions and enable them to invest better in contingency planning and conduct soft interventions such as investments in water tanks, water treatment, better waste disposal systems and help the country achieve the SDG 6.

SDG 10: Reduced inequalities (Target 10.3). Asia-Pacific Disaster Report 2019⁸, which covers the Maldives in its analysis presents the evidence how disasters widen inequalities in outcomes and opportunities and disempower at-risk communities, stating that exposure to climate event increases the Gini coefficient by 0.24 percentage points. Further, a 1 percentage point increase in exposure to climate hazards increases under-five mortality rates by 0.3 percentage points and decreases education rates by 0.26 percentage point. In Maldives there is low participation of community in DRR planning. By not participating in the disaster risk-reduction planning, various groups in the community, especially those at risk, such as children, female, older persons, and Persons with disabilities are not reflected in these plans. Because they are not reflected in the disaster risk reduction and climate change plans, and there are limited measures to address the vulnerabilities of these potentially marginalized people. Because they are more vulnerable to climate shocks and disasters, they tend to be exposed to higher risks, and this increases potential for inequality. The project interventions designed under output 1.1, 2.1 and 2.2 will put in place mechanisms to increase community participation in CCA/CRR activities through greater awareness of island communities, policy makers, entrepreneurs, and NGOs and further the clarification of roles and responsibilities of duty bearing institutions in conducting disaster risk-reduction activities and are expected to strengthen the national and subnational capacity to make gender-sensitive, equity-based policy decisions.

SDG 13: Climate action. (Target 13.1,2, b) and SDG 11: Sustainable cities and communities (Target 11.5 and 11.b), SDG 16 Strong Institutions (Target 16.6 and 16.7): Climate change and natural disasters pose the most significant developmental challenge⁹ as the Maldives is one of the lowest lying countries in the world and is threatened by sea-level rise, coastal inundation from storm surges and cyclonic activity. The tourism industry¹⁰, which consists of 159 resorts/marinas and 675 guest house properties and 156 safari vessels are scattered across Maldives, is the main development activity of Maldives directly accounting for a quarter of national GDP and directly and indirectly supporting 37.4% of employment¹¹ in Maldives. In addition, the vast majority of the tourism infrastructure, fisheries sector, population and

⁷ State of the Environment 2016, p. 124, Ministry of Environment & Energy

⁸ Asia-Pacific Disaster Report 2019, ESCAP flagship publication

⁹ In 2019 climate vulnerability indexes such as the ND-GAIN index and long-term Climate Risk Index (CRI) placed the Maldives as the 28th and 7th most climate vulnerable country in the world respectively, due to the impact of weather-related loss events and economic losses posed by such events.

¹⁰ Maldives tourism statistics June 2021

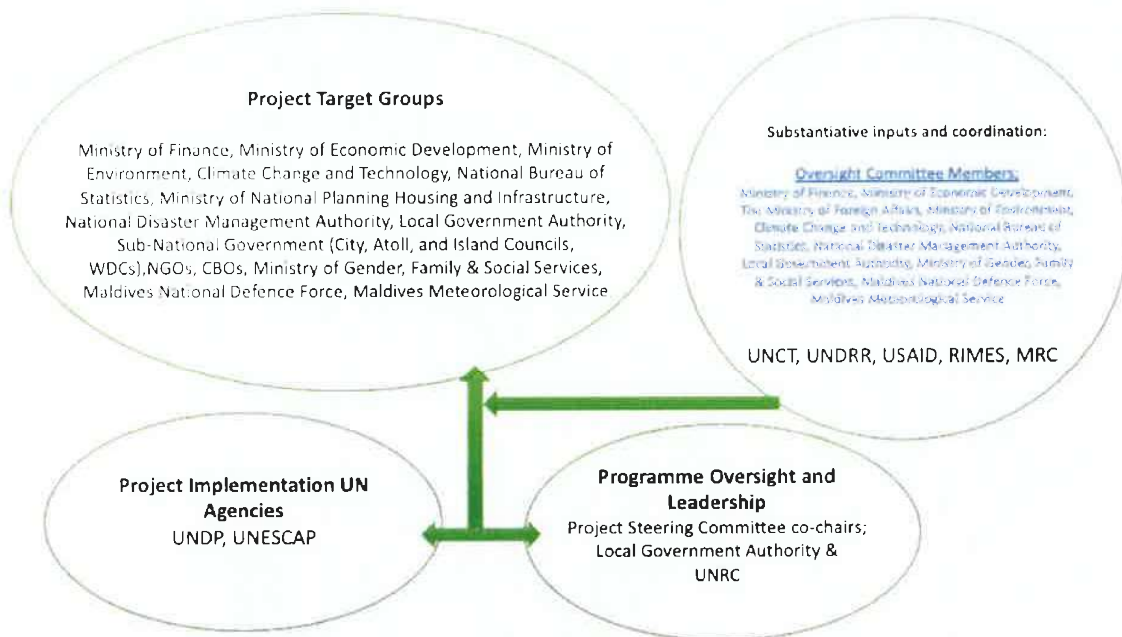
¹¹ The World Travel and Tourism Council estimates that in 2017, Travel & Tourism in the Maldives directly and indirectly supported 80,500 jobs (37.4% of total employment).



housing structures, and over critical infrastructure, are primarily located in regions that are within 100m of the coastline making the economic losses of natural disasters particularly catastrophic for Maldives. Through the project interventions under outputs 1.1, 1.2, 2.1 and 2.2 adaptive capacity to climate-related hazards and natural disasters both nationally and subnationally would be enhanced, and transparent mechanisms for resource allocation for disaster risk reduction and climate change will be established to ensure appropriate resources are allocated for both softer interventions at island level, and to ensure the duty bearing institutions are allocated the necessary resources to carry out their mandate.

Given that the Maldives is a vulnerable Small Island Developing State (SIDS), there is a closer relationship between the enabling conditions for all of the SDGs compared to other jurisdictions, and hence progress towards achieving all of the goals is vulnerable to both climate and non-climate shocks and stressors. Climate change and the lack of Climate-resilient governance, can act as a threat multiplier, aggravating additional social, environmental, and political stressors, conditions that could possibly lead to conflict and social fragmentation. To tackle this issue, the JP would contribute towards creating the enabling environment for local councils to generate own revenues to finance local municipal services with a specific focus on DRR/CCA interventions, affecting the most vulnerable cohorts of the island communities. The project has dedicated interventions on capacity building particularly on strengthening climate governance and institutional development local councils, which will contribute towards building effective, accountable, and inclusive institutions at all levels in support of sustainable, risk-informed development. By improving DRR and CCA planning at local levels, the Maldives will be able to avoid cycles of relief and recovery that follow shocks and undo SDG progress, thereby improving the country's trajectory towards achieving the SDGs

3.3 Stakeholder mapping



Under the JP, the PUNOs will support the National Disaster Management Authority and the relevant Government Ministries and departments on climate change and technology and strengthening capacities of national focal points for disaster risk reduction and climate change adaptation respectively to set up a climate and disaster risk management, multi-stakeholder and multi-sectoral engagement and coordination platform that will provide policy and operational guidance for a whole-of-society approach to climate and disaster risk management. The JP will contribute to institutionalizing climate and disaster risk governance by strengthening capacities of local government authorities, Women's Development Committee's, CBO's and relevant private sector participants in reinforcing the linkages between national and local level platforms and their stakeholders.

The main target groups of the JP are national disaster-response authorities, relevant line ministries and agencies of the Government, City and Local councils, Women's Development Councils, CBOs and NGOs. With regards to national disaster-response authorities: the National Disaster Management Authority, Local Government Authority, Maldives National Defence Force and Maldives Meteorological Service are the primary responders for disasters in the Maldives. The line ministries and agencies of the Government involved in this program includes the Ministry of Finance, Ministry of Gender, Family & Social Services, Ministry of Economic Development, Ministry of Environment, Climate Change and Technology and National Bureau of Statistics. The program will primarily address capacity and institutional building needs of these stakeholders for them to be able to coordinate with other national and subnational bodies such as city and local councils of Maldives, to effectively collaborate and provide strategic and timely guidance on disaster risk reduction and response activities at all levels. The targeted interventions under this JP will ensure that policy guidance is translated into risk-informed plans, investments, programmes and projects.



The full engagement modality and specific strategies for engaging with these stakeholders are provided in section 1.2 and 2.5 of this document.

4. Programme Strategy

4.1. Overall strategy

The Government of Maldives has an ambitious climate agenda. Over the past three years, the Government has announced ambitious Nationally Determined Contributions (NDC) targets such as pledging to mainstream climate considerations and disaster-risk preparedness into national development planning processes, prioritising disaster preparedness and climate action in its Strategic Action Plan (Maldives medium term plan) and leading an international partnership of 20 SIDS countries to announce the Climate Smart Resilient Island (CSRI) initiative to provide a holistic approach for island nations to address climate change in the context of sustainable development. Additionally, after years of central administration, the Maldives is undergoing a wave of decentralisation, devolving powers of the central government to the local councils, which includes special mandates to conduct disaster risk reduction and climate change activities in coordination with duty bearing authorities of the central government, autonomy to use fiscal policy for local resource mobilisation and powers to formulate development plans which will determine regional development priorities for the next five years. The JP aims to encapsulate this political will, leadership, and momentum to embrace climate action and disaster-resiliency and the new wave of decentralisation to bring disaster risk reduction and climate change aspects into the forefront of national and subnational development planning.

The JP's first support area (Outcome 1) will complement the ongoing local development planning process conducted by the LGA and local councils of Maldives and aim to establish and integrate formal institutional and administrative arrangements for carrying out disaster risk reduction and climate change mandates in coordination with central government authorities and strengthen national capacity to use climate risk information, disaster statistics and information on public expenditure on DRM to make evidenced based response action and policy decisions. The second support area of the JP (outcome 2) will build on the reforms and recommendations identified in the first outcome area to create a holistic, all-of-government approach to deliver disaster and risk-informed development planning and build the capacity and knowledge of local councils to use fiscal policy tools at their disposal to devise self-sustaining disaster risk reduction and climate change activities, implement model procedures and national standards identified and formulated under the program.

The JP is expected to unlock transformation in two ways. First, the JP will steer broader institutional reforms related to the governance and architecture of disaster risk reduction and climate change planning and coordination. This is expected to contribute to building cross-government and vertical coordination between central and local governments to achieve greater coherence across DRR and climate change policies, plans and programs and ensure their alignment with sustainable development priorities

The second transformation is building the capacity of local councils to effectively and consistently apply resource mobilisation strategies at their disposal to support sustainable disaster risk-reduction and climate change adaptation agenda at the island community level. These additional locally generated revenues will supplement existing fiscal transfers from the central government and will help overcome budgetary shortfalls at the local level that prevent island councils from fulfilling their responsibilities for provision of public goods and services under the new decentralized governance regime. Alternative approaches to addressing this issue would continue the dependency of island councils on the central government and would not provide the ultimate benefit of unlocking new resources for local initiatives. The UN in



Maldives has assisted the Government of Maldives on several disaster risk-reduction initiatives in the past, however unlike previous interventions, enabling the conditions for self-generating local financing for risk-reduction and climate change adaptation activities is a hallmark of this JP and this will help central and local councils attract additional sources of sustainable sources of financing for such activities in the future.

The UN is particularly well positioned to play a key role in facilitating the overall reform that is being envisaged in the JP, given its special focus for subnational level activities since the UN agencies in Maldives have been working with local councils for a long period of time, given their presence in the country for the past 40 years. For example, UNDP in Maldives has ongoing engagement with a number of local councils such as Laamu Atoll, where its “Reimagining Tourism” project is centred, directly working with local councils and is planning to engage with Lhaviyani Atoll to create a set of MPAs in that Atoll under the GFCR project to bring blended financing solutions to finance coral positive growth in that atoll.

UN agencies bring together existing expertise, lessons from other countries and tools to effectively deliver the Integrated National Financing Framework INFF process in the Maldives. For example, the UNDP Africa and Asia-Pacific office and UNDRR organized a technical peer to peer learning event in February 2021 this year to identify good practices and lessons learned on risk sensitive budget reviews undertaken by UNDRR in Africa, and UNDP, UNEP and ADB experiences on climate and DRM public expenditure and institutional review and budget tracking systems, and the UNDP is actively working in Fiji assisting the Government to do climate budget tagging of national government, as has been proposed under this program for the Maldives. The Joint Program will capitalize on the ongoing work by UNDRR and UNDP regionally to support institutionalization of coherent climate change adaptation and disaster risk reduction budget tagging and tracking systems. UNESCAP led disaster related statistics framework, guidance and tools advanced through the regional working group on disaster related statistics would also be leverage for enhanced disaster-related expenditure accounting. UNDP Maldives will also be able to accelerate the efforts of the global UNDP climate promise initiative to leverage advocacy with a broader range of stakeholders to mobilize additional climate finance for the Maldives. UNESCAP has been mandated by its member States, to enhance regional cooperation for building resilience to disasters in Asia and the Pacific, with particular focus on knowledge sharing and strengthening capacity of member States, especially the least developed countries, landlocked developing countries and small island developing States and to design and implement strategies and policies that mainstream disaster risk reduction in all sectors and levels of government.

Together, UN agencies are well positioned to leverage their presence to facilitate continued dialogue, capacity building, and advocacy for institutional/longer term reform. It is also well placed to bring together the support of the non-resident IFIs and the relevant donors to deliver their assistance on financing in a coordinated and strategic manner. The UN brings a strong local knowledge and deeply rooted networks to energise local development and planning and create public awareness on climate change issues particularly for women, children and young people.

The JP brings strong complementarity to a range of interventions that are ongoing led by the government and supported by other development partners. These include:

- The UN-led Acceleration and Policy Support (MAPS) mission to the Maldives and the ongoing SDG partnership landscape assessment funded by UNDESA, the drafting of the national development plan led by the UNDP and the annual baseline update exercise for



SDG indicators led by the Maldives Bureau of Statistics with support from the UNESCAP to bridge the SDG data gaps¹² in the country.

- The ongoing initiative of the Local Government Authority and local councils to develop 5-year regional development plans. This initiative provides a very timely entry point to influence such development plans to consider mainstreaming DRR/CCA aspects at the local island level in many parts of Maldives and opens opportunities for piloting intervention and model procedures developed under this project.
- On-going PFM reforms including transitioning to transform the current line-itemized budgeting into a Programme-based budgeting conducted by the USAID by the end of 2021, and subsequently has plans to SDG indicators to measure the performance of the budgeting, driving strong complementarity with the planned budget tagging activity to track DRR/CCA financing statistics.
- The ongoing Joint Program to operationalise an Integrated National Financing Framework (INFF) in the Maldives, driving strong complementarity with the forthcoming climate-focused DFA recommendations to optimise local sources of climate financing and suggesting innovative and novel sources of international financing to fund the Maldives ambitious climate agenda, climate tagging of Maldives national budget and use fiscal tools at subnational levels to manage local resources, and generate self-sustaining sources of financing to provide quality social services.
- The Global Fund for Coral Reef (GFCR) project development led by UNDP, to introduce blended financing instruments to finance coral positive investment opportunities and plans to focus on Lhaviyani Atoll of Maldives to designate MPAs and use fiscal tools such as local trust funds to create a sustainable financing mechanism for financing coral positive investment opportunities in this region of Maldives. This JP has strong complementarity with JP as local resource mobilisation to finance DRR/CCA activities are a focus of this program and specific interventions and model procedures could be piloted in the same local jurisdiction of Maldives during implementation phase.
- Ongoing national response to the Covid-19 crisis. This includes stimulus packages rolled out by the Government to mitigate the impacts of the Covid-19 crisis particularly impacting SDGs and vulnerable groups, the resources mobilized from international partners to strengthen emergency healthcare and the proposed UN support to conduct a socio-economic assessment and recovery planning including a rapid livelihood assessment that has been launched by UNDP at the request of the Government.
- Ongoing UNDRR comprehensive risk management program which includes dedicated technical assistance and capacity development support to Maldives government for DRR and CCA coherent strategic planning, risk and disaster data ecosystems and capacity enhancement, technical support for disaster damage and losses accounting, and Sendai Framework monitoring.

Maldives' new UNSDCF 2022-2026 has three strategic priority pillars through which the UN system will target its support to the Government and the people in the Maldives; (1) shared prosperity and inclusive human development (2) Sustainable and climate resilient environment and (3) Gender-responsive, rights-based and accountable governance and justice. The second pillar on sustainable and climate resilient environment focuses on Maldives' accelerating actions to ensure a healthier and more resilient environment – on land and in the ocean - including the transition to people-centred, low carbon and circular economy, risk-informed development and enhanced natural resources management, along with reducing vulnerabilities to natural hazards.

The outcome of this pillar (UNSDCF outcome 3) contributes to SDGs (goal 1,2,5,6,7,8,11,12,13,14,15) and envisions that by 2026, national and sub-national

¹² According to UNESCAP, data for 40% of indicators are not available for Maldives.



institutions and communities in Maldives, particularly at-risk populations, are better able to manage natural resources and achieve enhanced resilience to climate change and disaster impacts, natural and human-induced hazards, and environmental degradation. In terms of outcomes of this pillar, the (output 2) envisions that the government at all levels, communities, the people and other stakeholders in the Maldives have enhanced capacities to mitigate and adapt to climate change and disaster risks. The current results framework under this output targets to raise the percentage of local councils that adopt and implement participatory, gender-sensitive local disaster risk reduction strategies in line with national disaster risk reduction strategies. (SDG indicator 11.b.2 and 13.1.3; Sendai indicator E-2) from 5% to 30% by the end of 2026. As such, this JP's first outcome directly reflects the UNSDCF outcome 3, and the results framework also aims (indicator 1.1) to achieve the objectives of this outcome by aiming to raise the percentage of local councils that adopt gender-sensitive local disaster risk reduction strategies from 5 to 7 percent at the end of the program.

The Sendai Framework on Disaster Risk Reduction (2015-2030) has substantially expanded the scope of DRR and embedded DRR in as many as 10 of the 17 SDGs with specific targets¹³ for building disaster resilience across the development sectors. ESCAP introduced a system thinking approach for disaster resilience and policy coherence among SDGs and worked with Maldives Disaster Management Centre and Maldives Meteorological Services to pilot test this approach¹⁴ which demonstrates policy DRR policy implications across all SDGs. Although the data for Maldives is sparse and less robust than other pilot countries, the policy coherence study indicated key entry points for resilience building and sustainability. The synergies and trade-offs for the disaster-related SDG system were identified. For example, in Maldives, agriculture (SDG 2.4.1), climate resilience (SDG 13.3.2) and infrastructure (SDG 9a.1) targets all have synergies. Therefore, sustainable agriculture/ fisheries, together with sustainable infrastructure development also supports climate resilience. Current policy synergies in the sectors should be augmented. Agriculture/fisheries is a key leverage/entry point for disaster resilience; investments in early warnings in the agriculture/fisheries sector can potentially reduce deaths from disasters or vice versa; Unsustainable infrastructure development may have detrimental impacts on achieving better climate action; Health and air pollution are potentially inextricably linked achievement in lowering air pollution can lead to achievements in better health outcomes.

4.2 Theory of Change

The JP's theory of change was formulated through extensive consultative processes between the PUNOs and the GoM. It was subsequently validated by Government stakeholders at a workshop conducted on 9th May 2021.

a. Summary of Theory of Change

The Maldives, as a low-lying island nation, is among the most vulnerable countries in the world with respect to the impacts of climate change and natural disasters and virtually every aspect of socioeconomic development in the island nation is impacted by the negative impacts of climate change and disasters. This serves as a significant barrier to the timely achievement

¹³ Disaster risk reduction and resilience in the 2030 Agenda for Sustainable Development (2015), UNISDR https://www.preventionweb.net/files/46052_disasterriskreductioninthe2030agend.pdf

¹⁴ Policy coherence for disaster risk reduction and resilience: From evidence to implementation – A tool kit for practitioner (2018), ESCAP <https://www.unescap.org/resources/policy-coherence-disaster-risk-reduction-and-resilience-evidence-implementation>



of most of the sustainable development goals, as increasing frequency and severity of natural disasters would undo progress towards the SDGs and undermine positive trajectory towards the SDGs by locking communities into a recurring cycle of response and recovery. Despite this vulnerability, there is limited practice of holistic (gender-based, inclusive, evidence-based, climate resilient and disaster risk-informed) approaches to DRR and CCA planning and execution at national and subnational levels of the government. In the absence of corrective measures, the status quo conditions will persist, leaving island communities vulnerable to shocks and stresses while significantly impairing their potential to achieve the SDGs. **If** the legal, regulatory and administrative framework for decentralized governance was clarified, **if** there was more efficient and consistent application of fiscal policy tools, and **if** there was improved availability, access, and use of appropriate data, information, and financial resources, then decentralized governance for DRR/CCA would improve significantly and lead to acceleration of progress towards the sustainable development goals in the outer islands in the Maldives.

The theory of change is centred around assisting the Government of Maldives to implement holistic approaches to climate resilient and disaster risk-informed development planning at all levels.

The process seeks to:

- (i) establish formalized processes for coordination between national and subnational governments to implement DRR/CCA planning mandates and
- (ii) enhance risk-reduction and climate change adaptation data and monitoring systems and
- (iii) create enabling conditions for supporting island-level disaster risk-reduction and climate change adaptation planning and execution in a sustainable manner.

The overall goal is to support the Government of Maldives at all levels to implement inclusive, evidence based, climate resilient and disaster risk-informed development through improved national and sub-national planning, advocacy, capacity development and enabling access to sustainable financing. The JP aims to contribute to relevant to climate action, and poverty reduction (SDG 1,,6,,11,13) and gender equality and effective governance (SDG 5,10, 16). To achieve these goals, two outcome pathways are evident:

The first outcome pathway is to strengthening multi-level gender responsive integrated climate and disaster risk governance legal, regulatory, policy and strategic frameworks which clarify and detail stakeholders' roles and responsibilities and promote gender-responsive risk management. . This is achieved through comprehensive mapping of existing DRR/CCA mandates under and through the clarification of coordination roles and responsibilities of duty bearing agencies under (output 1.1) and integrating disaster risk-reduction and resilience in local development planning processes under (output 2.2). Further the existing data and expenditure monitoring systems for disaster risk-reduction and climate change adaptation will also be further strengthen and capacity building conducted to equip the stakeholders to its application and use.

The second outcome pathway is to strengthen the planning and execution of sustainable disaster risk-reduction and climate change adaptation activities at national and subnational levels. This will be achieved through improving the application of fiscal policy tools to create an environment for resource mobilisation for supporting local council initiatives in disaster risk-reduction and by introducing and implementing planning tools, guidelines, and methodologies for disaster risk-reduction and climate change adaptation planning at local levels.



b. Detailed explanation

The outcome pathways are linked to a range of interventions and reforms that are currently ongoing and those that will be supported through the JP. The first outcome pathway is achieved through the establishment of formal systems for strengthening coordination, collaboration and communication between duty bearing disaster risk-reduction and climate change adaptation institutions to carry out their mandate.

This is in turn achieved through formal reviews and mapping of national and subnational DRR, CCA governance model, decentralisation legislation, policies, and strategies, and by formulating multi-sectoral institutional arrangements, national standards, guidelines, model procedures and through inclusive awareness and outreach activities to effectively operationalise a streamlined system of devolved disaster risk-reduction and climate change adaptation planning, coordination, and collaboration apparatus. The reviews of policies and institutional mechanisms will be coordinated with and build on the Capacity for Disaster Reduction Initiative (CADRI) multi sector DRR and CCA capacity assessment planned to begin in Q4 2021 at the request of government. This multi-partner and government-led capacity assessment process will be based on the new CADRI digital tool covering the capacity dimensions of governance, implementation capacity, financing, knowledge, technology and equipment. The CADRI assessment is planned in context of technical assistance for new DRR strategy formulation, the scope in terms of sector and governance levels will be determined by the government request.

The legal review and mapping of national and subnational disaster risk-reduction and climate change adaptation coordination systems can provide clarity on the roles and responsibilities of authorities, and foster increased communication, coordination, and collaboration between government agencies, private sector and CSOs, to identify linkages and potential synergies and provide recommendations for greater harmonisation of rules and procedures. This will help enable collective action at all levels of the government and respond to natural disasters and climate emergencies.

The JP will also support the development of national and subnational standards and multisectoral institutional arrangements in support of establishing a devolved form of disaster risk-reduction and climate change adaptation planning process including standards for climate tagging of national budget, development planning capacity and developing model procedures for community input and participation on local planning processes (VCA/IDMPs), and will provide support to integrate practices that aim to reduce inequalities that disadvantage women, unemployed and at-risk youth, older persons, persons with disability, children, migrant population and those living in remote islands with high exposure to climate induced disasters.

This will help to mainstream climate considerations into national and subnational development planning processes, address the issue of lower participation of communities in local development planning and increase accountability of policy actions surrounding disaster risk-reduction and climate change adaptation at all levels. Additionally, the data and expenditure tracking and monitoring systems that would be integrated into the existing national and subnational infrastructure would address the issue of lack of availability of data for the Maldives to comply with international agreements on DRM and climate action, such as the Sendai Framework and the UNFCCC and help the country meet stated NDC objectives to establish and operationalize systems for tracking public and private climate finance flows, scale up budgetary allocations for climate adaptation and mitigation.

The full implementation of the first outcome strategy will not be achieved unless the second outcome pathway is effective. The second outcome pathway will create the local ecosystem



for generating the resources and building expertise for executing the disaster risk-reduction and climate change adaptation activities on an ongoing basis. The JP will catalyse the current political desire and will for greater fiscal decentralisation and equip the local councils with the necessary tools such as resource mobilisation guides and toolkits to generate sources of revenue to achieve the long-term vision for achieving self-sufficiency to conduct soft interventions for disaster risk-reduction and climate change adaptation at island community level. This will help the local and subnational authorities who do not have sufficient resources to carry their disaster risk-reduction and climate change adaptation mandates to equip themselves and collaborate more effectively to respond to natural disasters and climate emergencies.

Local level capacity building will also take place to train local and city council officials on various aspects of resource mobilisation such as revenue and debt management, use of financing instruments to build expertise on the use of local fiscal policy tools, informed by international best practices to help develop in-house subject matter expertise which can then be leveraged to craft financing solutions for local disaster risk-reduction and climate change adaptation initiatives.

If the legal, regulatory/administrative and policy framework for decentralized governance is clarified,

If there is more efficient and consistent application of fiscal tools, and

If there is improved availability, access, and use of appropriate data, information and financial resources,

If there is improved participation of local community and climate-vulnerable population in DRR/CCA planning

then decentralized governance for DRR/CCA would improve significantly and

then lead to acceleration of progress towards the sustainable development goals in the outer islands in the Maldives.

c. Theory of Change assumptions

The overarching assumption of the theory of change framework is that:

- National government agencies will approve and implement regulations and policies to improve vertical and horizontal coordination; there is buy-in among agency leadership for these innovations and they will be supported.
- Guidance products and training materials developed for the project can be scaled to all local governments in the Maldives, and GoM will ensure dissemination of materials throughout the country.
- Local governments will identify feasible options for generating local revenue.
- Political changes will not interfere with the project's implementation and the Maldives decentralization trajectory will not be interrupted.
- The project will be able to engage with representative stakeholders at the local level.
- The DRR/CCA institutional architecture, policies and resource mobilisation strategies created will catalyse in the prioritization and mobilization of resources for DRR/CCA in a sustainable manner
- The government agencies and local councils have the capacity to absorb and implement program outcomes
- Improved knowledge on the use of local resource mobilisation tools will result in consistent and persistent use of fiscal policy tools to finance DRR/CCA activities in the long-term.

d. Graphical representation of Theory of Change (see Annex 3)



4.3 Expected results and impact

Outcome 1: National and sub-national institutions and communities in Maldives, particularly at-risk populations, are better able to manage natural resources and achieve enhanced resilience to climate change and disaster impacts, natural and human-induced hazards, and environmental degradation.

Output 1.1 Gender-responsive coordination/roles and responsibilities are established to integrate DRR and resilience in local development planning process

Output 1.2 Existing climate risk and disaster-related data and information products are enhanced to support evidence-based policy making for DRR and CCA and stakeholders are equipped in its' use and application.

Output 1.1 seeks to assess the disaster and climate adaptation governance framework and integrate formal coordination mechanisms and disaster risk-reduction and climate change adaptation aspects into local development planning processes. Under the activity 1.1.1 of this output, UNDP will conduct a comprehensive study to analyse the country's many disaster and climate laws and regulations to map the current DRR/CCA mandates at all levels of the government and to identify effective mechanisms for formal collaboration, coordination and communication between government agencies, local and city councils and stakeholders in private sector and civil society organizations to drive synergies and share resources.¹⁵

The effective implementation of disaster risk mandates remains a challenge due to ad-hoc enactment of downstream policies and strategies (e.g., island-level vulnerability capacity assessments and disaster management plans) and lack of synergies between the various state institutions mandated by law. Under the activity 1.1.1, by reviewing the entirety of the Maldivian legislative landscape related to disaster risk-reduction and climate action, the activity would produce a concrete set of recommendations for the Government which can be used to identify linkages within itself and the various stakeholders including civil society; thereby create a more harmonized and effective approach to implementation. Further, under activity 1.1.2 of the JP, a gender-sensitive baseline would also be developed to ascertain the understanding of the relevance of climate change/disasters and to particularly understand their impacts on the community, particularly on women by collecting gender-disaggregated data on exposure, vulnerability, preparedness and coping capacity. UNDP will consider several participatory tools, in consultation with key stakeholders that can be used to establish a baseline understanding of risk and resilience including household surveys and broad assessment of socio-economic and environmental factors that affect or relate to climate change and disasters (e.g., local risk/vulnerability profiles and local capacity assessments).

In addition, under the activity 1.1.3 and 1.1.4 of the JP, UNDP will also work on increasing the female participation and representation in local level planning, particularly on disaster risk-reduction. Under this activity UNDP will develop standards, model procedures and guidelines which legitimize and support women's contributions for disaster risk reduction. Under this exercise, the UNDP will aim to put in place in formal mechanisms which enables women to have the decision-making authority for disaster risk reduction, preparedness and emergency response and ensure more women get disaster risk, preparedness and response information to strengthen their position in the community. Additionally, partnerships would also be identified with councils, CBOs, CSOs, NGOs and the private sector to jointly work on disaster risk-reduction and this can be followed with the creation of formal CCA/DRR groups

¹⁵ DRR/CCA laws includes Environment Protection and Preservation Act (4/1993); National Disaster Management Act (28/2015); Climate Emergency Act (9/2021) and Decentralization Act (7/2010)



within the community. UNDP will engage international and local community expertise and use a participatory approach to develop guidelines, standards, and model procedures to ensure effective ownership and roll-out at community level.

Under the output 1.2 UNDP and UNESCAP will provide technical advisory to the Government on strengthening existing data and information products to support evidence-based policy making for DRR and CCA and design interventions to ensure stakeholders are equipped in its' use and application.

Under the activity 1.2.1, UNDP will continue support the NDMA to bridge data gaps in the existing national data and information systems for DRR/CCA and provide technical advisory to build a systematic, homogeneous, and compatible record of disaster typologies to register impacts of both high intensity disasters (such as periodic flooding) and longer-term, low intensity issues (such as such climate change-driven stressors). This includes providing support to gather disaggregated data on such impacts including loss and damage. Additionally, UNDP will also support NDMA to update existing systems to conceptualize acquisition, collection, retrieval, query, and analysis of existing and new data on natural disasters and climate change events to bring them into alignment with the standards envisioned in the Sendai Framework. As part of this activity, UNDP will host a series of stakeholder consultations with Women's Development Committees, Local councils, primary disaster risk responders and relevant DRR duty bearing agencies to; understand the current DRR coordination and communication bottlenecks, to identify legal and administrative tools for simplification of national and subnational DRR processes for driving synergies across key stakeholder bodies.

Additionally, under the activity 1.2.2 of the JP, UNDP will closely work with the Local Government Authority, the Ministry of Environment, Climate Change and Technology and the Ministry of Finance to put in place a mechanism through the existing budgetary systems in place, for tagging and monitoring of climate expenditure at the subnational level. For this activity, UNDP will utilise its SDG budget tagging expertise to create the necessary tools to capture climate mitigation, adaptation and crossing cutting financing expenditures at a granular level (institutional and programme level) from the local councils. Under this activity, UNDP will closely work with the Local Government Authority to utilise existing digital platforms (such as e-council) to capture and collate the data and integrate the information into existing budgetary system, which will be further enhanced and unified by the Ministry of Environment, Climate Change and Technology under the Capacity Building Initiative for Transparency (CBIT) initiative. The purpose of budget tagging under this output is to establish a baseline for public expenditure, at all levels of the government on climate change and disaster risk-reduction and to ensure adequate resources are allocated to line ministries, disaster authorities and local councils to effectively implement the DRR/CCA mandates. The successful completion of this exercise will also assist the Government understand the funding gaps, monitor the effectiveness of spending, facilitate decision making, improve transparency and raise awareness among critical partners, which can also be part of a larger approach towards strengthening risk financing and risk-informed development process. Moreover, conducting a budget tagging exercise will help developing SIDs such as the Maldives access new streams of financing to implement disaster risk-reduction and climate action plans.

Under activity 1.2.2 of the JP, UNESCAP will also develop national standards for building disaster resiliency and climate change dimensions into the existing natural resource management plans of local and city councils¹⁶. UNESCAP will develop customized operational

¹⁶ Following the amendments to the Decentralization Act (7/2010) by the present administration, the local councils are expected to function with a high degree of autonomy, and as such, are expected to locally manage the natural resources that fall into their respective geographic domain.



tools and techniques for land use planning, natural resource mapping and land and marine spatial planning in the context of Maldives. The key strategy that will be used involves; (1) integrating community feedback as through an inclusive consultative process incorporating the programs target vulnerable groups as part of hazard risk assessment, (2) creating and maintaining the institutional capacity to update modeling results, hazard, vulnerability, and risk maps and (3) ensuring that risk-based spatial planning inform disaster risk-reduction policies and informed land use plans are enforced to prevent development of high-density settlement in at risk areas. Under this activity, UNESCAP will also update the Maldives risk profile by capitalizing on the advances in high resolution geospatial and climate modeling and capture the risk granularities in local context of small islands/atolls. This activity is expected to help mitigate the challenges Maldives face in implementing risk based spatial planning, developing new legislation informed by risk and provide 'actionable' natural resources maps to operationalize and enforce legal frameworks for land use planning which integrates risk information. This activity will be carried out with technical support from Maldives Meteorological Service and in collaboration with Maldives National Disaster Management Authority. Further, it will capitalize on the geospatial database data layers on coastal and marine ecosystems of Maldives (Ministry of Environment, Climate Change and Technology, supported by the ADB 2019), GIS based information systems, Ministry of Planning and National Development, Maldives etc. Additional support could also be made for MMS to undertake additional activity such as the generation of comprehensive atoll-specific hazard profiles based on past (experienced hazards), present and projected hazards, that can serve to examine exposure and sensitivity of development that will underpin Outcome.

Under activity 1.2.3 of the JP, UNESCAP in partnership with RIMES will work with the MMS to enhance its institutional capacity for upgrading and scaling up the monsoon forums with better customized climate and weather risk reduction services at atoll and island levels. The MMS will be integrated closely with regional/global platforms of multi-donors trust funds such as ESCAP Tsunami, Disaster and Climate Preparedness and WMO's Climate Risk Early Warning Systems (CREW). For example, ESCAP worked with the Viet Nam Meteorological and Hydrological Administration (VNMHA) to enhance its capacity to customize the weather and climate services products using CREW funding mechanism. The manual supported by e-learning platform was developed under the project "Operationalizing Impact-based Forecasting and Warning Services (IBFWS)" is not only upgrading but also sustaining the capacity of the VNMHA to provide impact-based forecasting and early warning services¹⁷.

Additionally, under activity 1.2.3, UNESCAP will also assist in building the capacity of Maldives Meteorological Services and local councils to improve the limited institutional coordination capacities among meteorological institutions and other duty bearing agencies to share relevant disaster and climate data more effectively. Under this activity, UNESCAP will assist Maldives Meteorological Services to create a cost-effective, formal coordination mechanism for sharing critical data and information among the national and subnational agencies, to ensure dispersed communities across the islands of Maldives are aware and have the understating and capacity to act on climate risk information and emergency alerts through mainstreaming the monsoon forum in Maldives which builds on the series of pilot Monsoon Forums in Maldives¹⁸ UNESCAP has supported (in collaboration with RIMES, Maldives Meteorological Services and Ministry of Environment, Climate Change and Technology) in the

¹⁷ UNESCAP (2021): Impact based forecasting <https://www.unescap.org/kp/2021/manual-operationalizing-impact-based-forecasting-and-warning-services-ibfws> and <https://e-learning.unapcict.org/courses/detail?id=55>

¹⁸ MECCT, Fifth National Monsoon Forum (2016) <https://www.environment.gov.mv/v2/en/news/566>



past to institutionalize the dialogues between hydro-meteorological scientists who generate climate information for a range of potential users such as tourism and travel entities, agricultural producers, fishery sector, traders, disaster risk managers, government planners and development partners.

Outcome 2: Gender-responsive and equity-oriented, CCA/DRR planning tools are developed and execution is strengthened at national and subnational levels

Output 2.1 Improving application of gender-responsive fiscal policy tools to support local council initiatives in DRR and CCA

Output 2.2 Gender-responsive planning tools and guidelines for CCA/DRR are introduced

Outcome 2.1 of the JP will target to promote gender-responsive and equity-oriented, CCA/DRR planning, and ensure relevant policy execution is improved at national and subnational levels. Under activity 2.1.1, of the JP, UNDP will conduct resource mobilization activities targeted at local councils to strengthen their ability to generate local revenues under using the fiscal policy tools available under the Decentralization Act. This activity will be informed by the legal review of disaster risk-reduction and climate action governance mechanism under activity 1.1.1. UNDP will develop a resource mobilization guidebook which will prescribe the use of fiscal policy tools (such as taxes, municipal securities, private investments, and trust funds) in the context of Maldives and this activity will be further informed by international best practices relevant to the Maldives. This guidebook will be developed in collaboration with LGA and will be rolled-out to all the local councils as a handbook that can be referred for guidance for municipal financing activities. Additionally, UNDP will also conduct dedicated capacity building workshops (under activity 2.1.2) of the JP in several selected city, local councils and Women's Development Committees to encourage the use of fiscal policy tools available to generate local sources of revenue to finance low-level DRR/CCA activities in island communities. This capacity building activity will cover the best practices in the use of tax proceeds, public trust fund management, and basic training on municipal borrowing and liability planning. These trainings will include dedicated sessions for Women's Development Committees to conduct programming activities which fosters entrepreneurship and livelihood opportunities for vulnerable groups. This will be delivered with the technical assistance of UNDP's Financial Sector Hub (FSH) and Bangkok Regional Hub's SDG financing specialists, and UNDP will also explore synergies with UNCDF and other IFIs, to establish partnerships for knowledge sharing on municipal financing for the local councils in the future. This activity will assess complementarity with existing PUNO programmes (such as UNDP's Global Fund for Coral Reef project¹⁹) and will explore synergies with activities leading to the creation or scaling up of pilot financing tools (such as municipal securities) in support of mobilizing financing for SDGs.

Under output 2.1, as a direct follow-up to the subnational tagging activity (from activity 1.2.2), UNDP will also conduct national capacity building activities for gender responsive, risk-informed budgeting process to under activity 2.1.3, to ensure climate adaptation and mitigation financing is utilized in a fair and transparent manner that can help to ensure greater accountability over public resources, while promoting gender equality goals. Tracking the level of public international and domestic investments and expenditures on climate change on disaster risk reduction related functions (prevention, risk mitigation, preparedness and response and recovery) across different sectors will allow identifying gaps and opportunities to shift from response and reconstruction centred approaches towards more preventative approaches This capacity building activity will primarily target policy makers from local

¹⁹ GFCR is expected to support setting up of local trusts funds for managing Marine Protected Areas) in partnership with local councils



councils, Women’s Development Committees (WDCs), Local Government Authority and relevant officials from key line ministries such as the Ministry of Finance, Ministry of Environment, Climate Change and Technology, Local Government Authority, and disaster management authorities. The capacity building workshops will include dedicated segments on training the participants on budgeting for pro-poor and gender-sensitive development strategies, addressing the need for gender inequalities and on conducting gender audits and knowledge sharing on gender sensitive decision making in budgeting for disaster reduction and climate change adaptation. This activity is expected to create awareness among policy makers on the disproportionate affect natural disasters and climate change have on vulnerable groups such as women. To conduct this activity, UNDP will use its expertise in budgeting for SDGs²⁰ and will seek further collaboration with UNWOMEN, to sensitise policy makers on negative macroeconomic impact of gender-blind policies and expenditures. Focusing this activity at the subnational level, will help bring disaster risk-reduction and climate action efforts into the heart of economic decision-making at island community level and shift climate and disaster resilience away from being an external environmental agenda to a domestic development priority.

Under activity 2.2.1 of this output, UNESCAP will introduce planning tools and guidelines for CCA/DRR planning and assist local councils to implement island level disaster management plans and vulnerability assessments. These planning tools and guidelines, when implemented, are expected to integrate climate and disaster resilience into local development and sectoral planning, linking SDGs, the Sendai Framework and the Paris Agreement into these policies. The planning tools will also help integrate the disaster and climate risks into a unified planning document, not necessarily embedded in higher national development plan but also providing a range of community level planning tools that facilitate good collaboration between disaster and climate change institutions, to ensure that public policies take into account the needs of the most vulnerable, prioritize climate and disaster resilience and strengthen coordination across institutions to support a comprehensive and effective monitoring and reporting framework to track and report on resilience results. UNESCAP will use its expertise in developing mainstreaming guidebooks for practitioners in sectoral development planning (such as agriculture sector) for Asia-pacific and in SIDS and plans to customize and upgrade these planning tools and guidelines to incorporate gender lens, to integrate gender-equality dimensions into local disaster management and vulnerability plans in the context of Maldives.

In parallel to these activities, under activity 2.2.2, UNDP will support UNESCAP to provide capacity development modules, with a special focus on the newly elected Women’s Development Councils and other vulnerable cohorts such as women, children, girls, youth, older persons, rural workers and persons with disabilities to build the capacity for engaging in community-level disaster risk-reduction and climate action activities. This will be accomplished through consultations with local communities and their respective local councils to provide valuable information that would contribute towards strengthened CCA/DRR planning. This activity will draw on and complement existing work of PUNOs including material developed by UNDP in partnership with the LGA, under the UNDP project on the Integration of Low Emission Climate Resiliency into Subnational Planning for Local Governments (under the Climate Promise project) in which climate change and its impacts are explored within the context of decentralization in the Maldives.

If the legal/administrative framework for decentralized governance is clarified,
If there is more efficient and consistent application of fiscal tools, and
If there is improved availability, access, and use of appropriate data and information resources,

²⁰ UNDP, Budgeting for SDGs Handbook (2020)



then decentralized governance for disaster risk-reduction and climate action will improve the governance and capacity building in this area, at national and subnational level, taking the Maldives closer to mainstreaming climate considerations into the development planning process.

Evidence-based disaster risk-reduction policy decisions could be made by decision makers and additional finance could be mobilised using the tools and the awareness of such tools created under the JP. Additionally, the JP will bring accountability and transparency on disaster risk-reduction and climate action financing decisions through the climate tagging activity and data and information systems developed and strengthened under this programme. This will also enable the Maldives to make significant progress towards complying with international DRR and CCA conventions such as the UNFCCC and Sendai Framework by providing relevant data required under such conventions and will also improve the country's ability to mobilise additional climate financing.

4.4 Financing

The JP achieves value for money in several ways. It scales up existing support on various fronts: the ongoing UNDP climate promise initiative²¹; and public finance management initiatives for a program-based budgeting conducted by Government and USAID; the ongoing development planning cycle of the local councils spearheaded by the LGA; the UNDP's Global Fund for Coral Reef (GFCR) project with a subnational focus for deploying local financing mechanisms; Joint SDG Fund's JP for INFF exercise to build a national financing strategy for SDG agenda. The JP therefore builds on existing investments of both the government and development partners. The JP will help piece together the outcomes of the ongoing exercises in Annex 1 to provide a holistic approach to national and subnational level development planning anchored around disaster and climate change adaptation strategies. Instead of creating new activities, this approach of targeted activities within the ongoing government led reforms brings efficiency and cost savings.

The JP will draw on existing collective expertise of the respective PUNOs. UNDP Maldives utilizes technical assistance from UNDP Bangkok Regional Hub and UNDP Financial Sector Hub on its existing JP to roll-out the INFF and will seek similar expertise from the regional Hub such as the SDG tagging offered to roll-out the climate tagging activity and risk-informed budgeting practices. The proposed JP activities will be implemented through this partnership to leverage cost efficiencies and will seek to maximise the use of in-house expertise to reduce reliance on private consultancies. Similarly, UNESCAP will maximize access to expert rosters and tools that have already been tested in other countries to implement their respective activities.

Value for money is further achieved through the sustained development of resource mobilization tools and guidebooks developed under the program which can act as standard bearing documents and tools that can be instantly rolled out as to many local councils in Maldives, amplified by greater use of digital platforms for capacity building planned under the JP. The UNDP assisted the LGA to develop and launch the online learning module "Kiyeveni Portal" on 22 March 2021 to empower women politically by building the necessary skills and strengthen the decentralization system of Maldives and provides a convenient approach for delivering online capacity building modules for the local councils, savings costs in local travel within the Maldives.

²¹ <https://www.undp.org/climate-promise>

²² www.kiyeveni.mv



The activities supported under the JP will have results beyond the programme period. The JP activities support institutional reform to bring in national coordination mechanism on planning and financing through support to the local councils and national disaster management authorities. Similarly, the climate budget tagging and data mechanisms established under the JP are also expected to increase the Maldives' compliance with international disaster risk and climate adaption frameworks by providing high-quality data, which is a key requirement of climate finance donors and the ability to comply with international standards is expected to provide the government an opportunity to seek additional financing for DRR and CCA. The overall aim is that the improved financing and coordination at national and subnational level will be sustained beyond the period of the JP and ultimately contribute towards the successful achievement of the SDGs in the Maldives ensuring that no one is left behind.

4.5 Partnerships and stakeholder engagement

Understanding that effective stakeholder and engagement is imperative for achieving sustainable and impactful DRR/CCA project implementation, a wide range of relevant stakeholders will be consulted during the project planning phase. Various stakeholder meetings will be organized to discuss the project objectives, potential outcomes, and outputs of the program are in full alignment with local and national development plans and to ensure the program approach fosters a shared national ownership of the program, resulting in active participation from all relevant sectors. Specific discussions with principal stakeholders including Ministry of Environment, Climate Change and Technology, National Disaster Management Authority, Local Government Authority, Maldives National Defence Force, local councils, Women's Development Committees and PUNOs will be carried out regarding the status of DRR/CCA planning, policies, implementation, and gaps in the Maldives. Specific discussions with the NDMA will be held on existing guidelines related to CCA/DRR. The LGA and local councils as well as the civil society will also be routinely engaged to obtain CCA/DRR information relevant within the context of decentralisation in the Maldives. Further targeted activities such as the capacity building for budget and resource mobilisation toolkits under the output 2.1 will be designed and implemented after dedicated consultations with Women's Development Councils and members of the local communities of the targeted geographies.

Focus will be given on ensure that all stakeholders are represented in the consultation process leading up to and throughout the project development. Relevant stakeholders including Women's Development Councils will be specifically consulted on the design of national standards for DRR/CCA planning (activity 1.1.4) to ensure dimensions of gender equality and women's empowerment are firmly captured and rolled out through project implementation. This JP will specifically target women and girls and to improve Maldives' performance particularly on SDG 5. UNESCAP and UNDP has partnerships with the South Asia Women Development Forum which has a chapter in Maldives and has close association with Maldives Women's Chamber of Commerce. UNDP and UNESCAP will use these networks to conduct advocacy events for key target groups to amplify program communications messaging. Further, these networks would also consulted to share local insights and knowledge in implementation areas to understand potential bottlenecks and risks to ensure key program activities are delivered in an accelerated manner.

The JP also includes a range of interventions for the Ministry of Finance and Ministry of Environment, Climate Change and Technology, to collaborate for conducting the climate budget tagging and building capacity for risk-sensitive budgeting (activity 1.2.2 and 2.1.3) in the context of the Maldives. Both ministries, relevant local councils and national disaster authorities will be invited to collaborate on this activity to ensure the most up to date information is available for this activity, and the results reflect an accurate picture of the national expenditure on disaster risk reduction and climate change and adaption. As part of



the same activity the Ministry of Gender, Family and Social Services, and Women's Development Councils will be fully consulted to ensure the gender-based budgeting activities fully reflect the insights and inputs from national authorities tasked with promoting gender equality.

Additionally, to engage with the civil society, local NGOs, associations and community-based cooperatives, Island Youth Movement and the Fishermen Association will be included in the consultative processes of the project implementation phases and in the design of interventions on creating the formal coordination structures for DRR/CCA planning. These groups are instrumental in providing community services and in carrying out voluntary development work on remote islands. However, it is necessary to build awareness among the groups about island-specific issues with greater considerations to DRR and they will be invited to attend the capacity development activities under the program.

Policy makers and the private sector are also among the JP's target group. The private sector's role in supporting emergency response during the 2014 water crisis in which private operators provided support to the Maldives National Defence Force (MNDF) to distribute water supplies by mobilizing necessary human resources²³ was particularly noticeable. To engage with the private sector, selected private sector participants will be included in the consultative processes of the project implementation phases and asked to provide inputs to the legal review of DRR/CCA governance, and in the design of interventions to establish formal coordination mechanisms.

The JP will leverage on existing global and regional UNDP-UNDRR umbrella partnership agreement and UNESCAP-UNDRR memorandum of understanding to utilize policy guidelines, tools and methodologies, existing and upcoming ones on disaster loss data, Sendai Framework Monitoring and disaster related statistics; comprehensive risk management; coherent DRR and CCA budget tagging and tracking systems. Other multi-agency/ multi-partners mechanisms and tools such as the CADRI partnership CCA-DRR assessment tools, Making Cities Resilient 2030 initiative and associated tools (local resilience scorecards and annexes) and linked market place on local resilience services will be made available for project partners and beneficiaries. UNDP will call on the support of UNDRR so to ensure coordination, coherence and complementarity of the JP with existing technical assistance to government of Maldives on climate and disaster comprehensive risk management. Exercising its mandate as focal point for disaster risk reduction in the UN system, UNDRR will support access to global policy guidance, such as the Words-into-Action implementation guides (national DRR strategies, urban planning, national disaster risk assessment). UNPOs will reach for UNDRR support to monitor and assess their progress on DRR through the Sendai Framework monitoring, and UN partners in the country to report on the JP contribution to the UN Plan of action on disaster risk reduction for resilience

Other stakeholders such as the Red Crescent Society have played a crucial role with their support to the government. Recently, vulnerability capacity assessment practitioners were trained to better facilitate the development of DRR plans in the context of their islands – two pilot atolls have already completed risk profiling, hazard mapping, and developed their own disaster and climate resilience plans²⁴. International Development Partners such as, USAID, RIMES²⁵, World Bank and ADB and relevant UN agencies (such as UNDRR and UNWOMEN) will

²³ GSMA, 2015. Disaster Response: Preparing for the Unexpected: Ooredoo Responds to the Water Crisis in Maldives

²⁴ UNDRR: Disaster Risk Reduction in Republic of Maldives (2019)

²⁵ The Regional Integrated Multi-Hazard Early Warning System for Africa and Asia (RIMES) is an international and intergovernmental institution²⁵, owned and managed by its Member States, for the generation and application of early warning information.



also be invited for consultation meetings to share and exchange information to avoid duplication of resources and identify opportunities for synergies and where possible to identify activities for collaboration, scaling up, and to design follow-up activities which can be implemented within the scope of this JP.

5. Programme implementation

5.1 Governance and implementation arrangements

To provide strategic guidance on the program, a high-level national Project Steering Committee (PSC) will be formed comprised of Government mandate holders for disaster risk-reduction and climate change adaptation, local governance and planning and representatives from key target groups. This PSC will provide strategic guidance, fiduciary and management oversight, coordination, quality assurance and decision making on the direction of JP activities. The PSC will be co-chaired by the UN Resident Coordinator and a senior official of the Lead Government agency, the LGA.

A technical working group (TWG) will also be formed to provide technical support to the PSC and subject matter experts and consultants who will be hired during the program implementation to provide support to program activities. This technical working group will consist of PUNO members, RCO focal point and key line ministries, and representative members of key target groups and will be chaired by the lead Government agency, the LGA. The overall accountability of the TWG functioning will be with the UNDP, convening PUNO of the JP and lead agency for the UNSDCF Outcome 3. Participation to the JP TWG will be open for member of all members of the UNSDCF outcome 3 so as to build synergies and enhance coherence of UN wide action in complement of the JP.

There are 192 local councils and 4 city councils in the Maldives. JP's planned interventions for each specific regions/atolls will be discussed with the Local Government Authority, which is the lead Government's agency and authority empowered to regulate local governments in the Maldives.

The UNRC will play a central role in terms of political and policy advocacy/dialogue, ensuring that the UN conveys a harmonized message at all policy levels with the Government and other Authorities. The UNRC on behalf of the PSC will commission an independent evaluation to be contracted out by the Convening agency. The evaluation team member(s) will report to the UNRC in the conduct of the independent evaluation of the JP.

PUNOs, are responsible for implementing the activities of the JP, providing inputs the annual work plan process and progress reporting. The PUNOs have full programmatic and financial accountability for funds disbursed, this will include PUNOs specific project M&E. On a quarterly basis, a JP progress update will be tabled and discussed during the UNCT meeting and presented by the UN convening agency.

5.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:



- *Annual narrative progress reports*, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period.
- *Final consolidated narrative report*, after the completion of the joint programme, to be provided no later than two (2) months after the operational closure of the activities of the joint programme.

The Convening/Lead Agent will compile the narrative reports of PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the joint programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, joint programmes will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. The joint programme will adequately allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the Fund Secretariat to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After competition of a joint programmes, a final, *independent and gender-responsive*²⁶ *evaluation* will be organized by the JP lead agency. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of PUNOs to pay for the final, independent evaluation from their own resources.

The programme will be subject to a joint final independent evaluation with an established arrangement for managing the joint evaluation. The final evaluation will be managed by the UNRC and contracted out by the Convening agency and will report to the PSC chairpersons not involved in the implementation of the joint programme. The evaluations will follow the

²⁶ [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015



United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of the PUNOs to ensure the requirements of those policies are met; and with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst governments, donors, academic institutions and stakeholders of civil society (including workers' and employers' organizations) and a joint management response coordinated with UNRC and PUNOs will be produced upon completion of the evaluation process to be made publicly available on the evaluation platforms or similar of the PUNOs and through the UNEG database.

5.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

5.4 Legal context

Agency Name: UNDP

Agreement: Standard Basic Framework Agreement/Standard Basic Assistance Agreement

Date the agreement was signed: 25 January 1978



Agency Name: UNESCAP

Agreement: Agreement Between the United Nations And The Government Of India
Relating To The Establishment Of The Subregional Office For South-Asia And South-
West Asia Of The United Nations Economic And Social Commission For South Asia And
The Pacific

Date the agreement was signed: 13 March 2012



D. ANNEXES

Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source (USD)	Contract person (name and email)
Joint Programme for operationalizing INFF in Maldives	Operationalizing Integrated National Financing Framework in the Maldives to prioritize and mobilize financing for Climate Action and Quality Social Service Delivery to accelerate the achievement of Agenda 2030.	Development of a national financing strategy which will complement the development of resource mobilisation guides, use of local fiscal policy tools and other financing instruments that can align with a national financing strategy.	UNDP	UNICEF, WHO, UNFPA, MOF	964,000	Mohamed Shahudh Mohamed.shahudh@undp.org
Climate Promise	NDC update, School curriculum, Youth change makers, Transport Sector, Tourism Sector, Local Dev Planning	Implement the planning tools and recommendations of the review of DRR/CCA assessment such as extensive vulnerability capacity assessments and island disaster management plans; Develop toolkit/guidebooks	UNDP	UNDRR, MECCT, NDMA, LGA, Local Councils, MNU	100,000	Ahmed Shifaz Ahmed.shifaz@undp.org



Drones for Resilience	VCA maps, DRR, Risk informed planning, CBDRM	for resource mobilization for local councils Conduct capacity building for land use planning, natural resource mapping and land and marine spatial planning to be integrated.	UNDP	Dhiraagu, MRC, Addu City Council	30,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
Film for Change	Climate edition - Youth engagement/advocacy	Create a gender-sensitive shared baseline understanding of local disaster risk and resilience	UNDP	Dhiraagu	30,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
SEEDS	Sustainable Economic Empowerment and Development for SMEs (Food security, Agriculture)		UNDP	HDC, BCC, AgroNat, MED, MoFMRA	1,000,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
GEF Small Grants Programme	GEF Small Grants - CSO/NGO engagement	Support towards strengthening the coordination between the LGA and local councils, capacity building on participatory planning and community mobilization, with an emphasis on women's empowerment.	UNDP	Various CSO/CBO/N GOS	250,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
Circular Economy in Waste Management	Circular Economy in waste management		UNDP		75,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
Ocean Innovation Challenge	Extended producer responsibility		UNDP		250,000	Ahmed Shifaz Ahmed.shifaz@undp.org			
Reimagining Tourism	The development of Environmentally Sustainable	Develop guidelines and model procedures for	UNDP	MoT	350,000	Ahmed Shifaz Ahmed.shifaz@undp.org			



	local tourism practices at local island community level	community input and participation, especially those of women and girls, into local planning processes.				
Blue Economy (pipeline)	Blue Economy pilot project	To develop a blue economy pilot project.	UNDP	MED	700,000	Ahmed Shifaz Ahmed.shifaz@undp.org
Tsunami Project Phase 3 (2022)(pipeline)	Tsunami and Disaster Preparedness	Tsunami and disaster preparedness project	UNDP		41,500	Ahmed Shifaz Ahmed.shifaz@undp.org
Global Fund for Coral Reef project (pipeline)	to introduce blended financing instruments to finance coral positive investment opportunities and plans to focus on Lhaviyani Atoll of Maldives to designate MPAs and use fiscal tools such as local trust funds to create a sustainable financing mechanism for investing coral positive investment opportunities in this region of Maldives.	Local resource mobilisation to finance DRR/CCA activities are a focus of this program and specific interventions and model procedures could be piloted in the same local jurisdiction of Maldives during implementation phase that can complement GFCR financing instruments at a local level.	UNDP	UNCDF, SDFC, MECCT, MoFAMR		Ahmed Shifaz Ahmed.shifaz@undp.org
Conflict Prevention, Security Stabilization Fund (UK)	Support towards strengthening local councils and WDCs through Local Government Authority	Support towards strengthening the coordination between the LGA and local councils, capacity building on participatory planning and community mobilization, with	UNDP		20,000	Yameen Rasheed yameen.rasheed@undp.org



Support to Maldives through Various Projects Supported by ESCAP Trust Fund for Tsunami, Disaster, and Climate Preparedness	<ul style="list-style-type: none"> o Establishing early warning task force teams. o Enhanced public awareness through the International Day for Disaster Reduction. o Improved MMS capacity to meet user needs. o Enhanced sensitivity of forecast and risk information providers to users' needs. 	an emphasis on women's empowerment.	UNESCO	UNDP, Maldives RIMES Asian Institute of Technology Maldives Meteorological Service	Approx. \$3 Million (2008-2018) multi donor trust fund	Dr. Sanjay Srivastava ESCAP srivastavas@un.org		
Technical assistance on climate and disaster comprehensive risk management and capacity development	<ul style="list-style-type: none"> • DRR and CCA capacity diagnosis • Technical assistance for coherent Disaster risk reduction and climate change adaptation strategic planning • Technical assistance for climate and disaster-related data enhancement 	Enhanced DRR/CCA governance framework Enhanced data and analytics for risk informed planning National and local DRR and CCA strategic planning guidance	UNDRR (ROAP and GETI/ Global education and training institute)	CADRI partnership UNDP IFRC	64,000 USD for technical assistance	Iria Touzon Calle, UNDRR iria.touzoncalle@un.org		

Annex 2. Overall Results Framework

2.1. Targets for Joint SDG Fund Results Framework

Set targets in the tables below, if relevant

Joint SDG Fund Outcome 1: Integrated multi-sectoral policies to accelerate SDG achievement implemented with greater scope and scale
(*set the targets, where relevant*)

Indicators	Targets	
	2022	2023
1.1: integrated multi-sectoral policies have accelerated SDG progress in terms of scope ²⁷	1	1

Joint SDG Fund Output 3: Integrated policy solutions for accelerating SDG progress implemented

²⁷Scope=substantive expansion: additional thematic areas/components added or mechanisms/systems replicated.



Indicators	Targets	
	2022	2023
3.1: # of innovative solutions that were tested ²⁸ (disaggregated by % successful- unsuccessful)	1	0
3.2: # of integrated policy solutions that have been implemented with the national partners in lead	0	1
3.3: # and share of countries where national capacities to implement integrated, cross-sectoral SDG accelerators has been strengthened	0	1

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country²⁹
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g., parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector).
- Joint programme included addressing inequalities and the principle of "Leaving No One Behind".
- Joint programme featured gender results at the outcome level.
- Joint programme undertook or draw upon relevant human rights analysis and have developed or implemented a strategy to address human rights issues.
- Joint programme planned for and can demonstrate positive results/effects for youth.
- Joint programme considered the needs of persons with disabilities.
- Joint programme made use of risk analysis in programme planning.
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change.

2.2. Joint programme Results framework

Result / Indicators	Baseline	2022 Target	2023 Target	Means of Verification	Responsible partner
Outcome 1: National and sub-national institutions and communities in Maldives, particularly at-risk populations, are better able to manage natural resources and achieve enhanced resilience to climate change and disaster impacts, natural and human-induced hazards, and environmental degradation					
Outcome 1.1 indicator:	5%	5%	7%	Local Development Plans	Representing bodies of the PSC,

²⁸Each Joint programme in the Implementation phase will test at least 2 approaches.

²⁹ Annual survey will provide qualitative information towards this indicator.



Percentage of local councils that adopt and implement participatory, gender-sensitive local disaster risk reduction strategies in line with national disaster risk reduction strategies.				Island Disaster Management Plans SOPs for model procedure and policies developed	other line ministries, UNDP, UNESCAP.
Output 1.2 No. national standards on DRR/CCA planning and implementation for local councils developed and WDCs	Limited national standards on DRR/CCA planning and implementation for local councils developed and WDCs	1	0	Published material on standards	Representing bodies of the PSC, UNDP, National Disaster Management Authority, Local Government Authority, Local Councils
Output 1.1 Gender-responsive coordination/roles and responsibilities are established to integrate DRR and resilience in local development planning process					
Output indicator 1.1.1 No. of gender responsive DRR/CCA policy reviews conducted analysing national and subnational architecture for planning and implementation	0	1	0	DRR/CCA review/assessment report	Representing bodies of the PSC, other line ministries, UNDP, UNDRR, UNESCAP.
Output 1.1.2 No. of gender-sensitive guidelines and model procedures developed for community input and participation into local planning processes	X	0	5	Guidelines and SOP documents	Representing bodies of the PSC, UNDP, National Disaster Management Authority, Local Government Authority, Local Councils
Output 1.1.3 No. of inclusive awareness programmes and outreach activities conducted to engage the public on DRR/CCA legislation, policies and strategies,	X	5	5	Training logs and material, videos, photos	Representing bodies of the PSC, National Disaster Management Authority, Local Government Authority, Local Councils

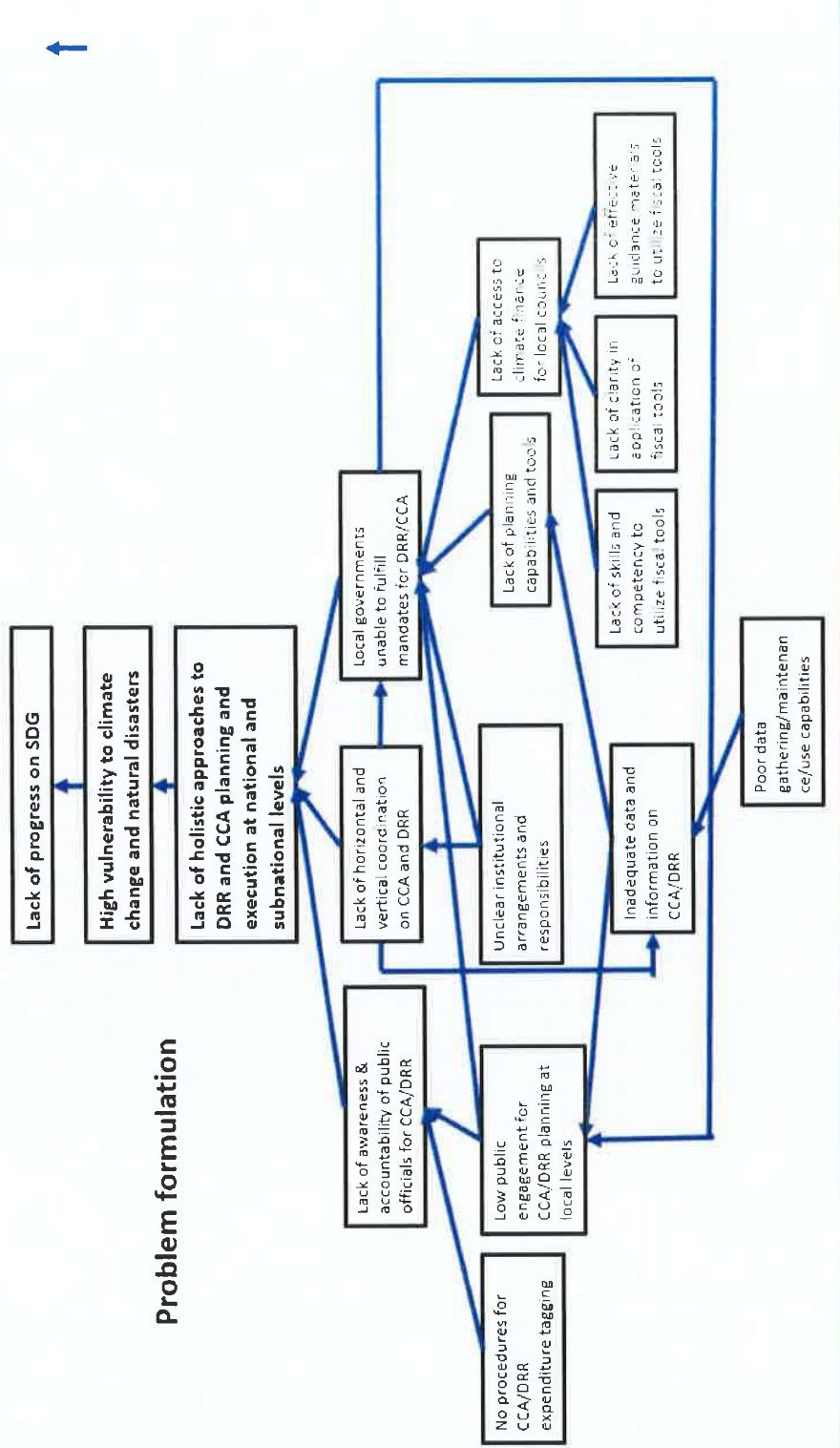


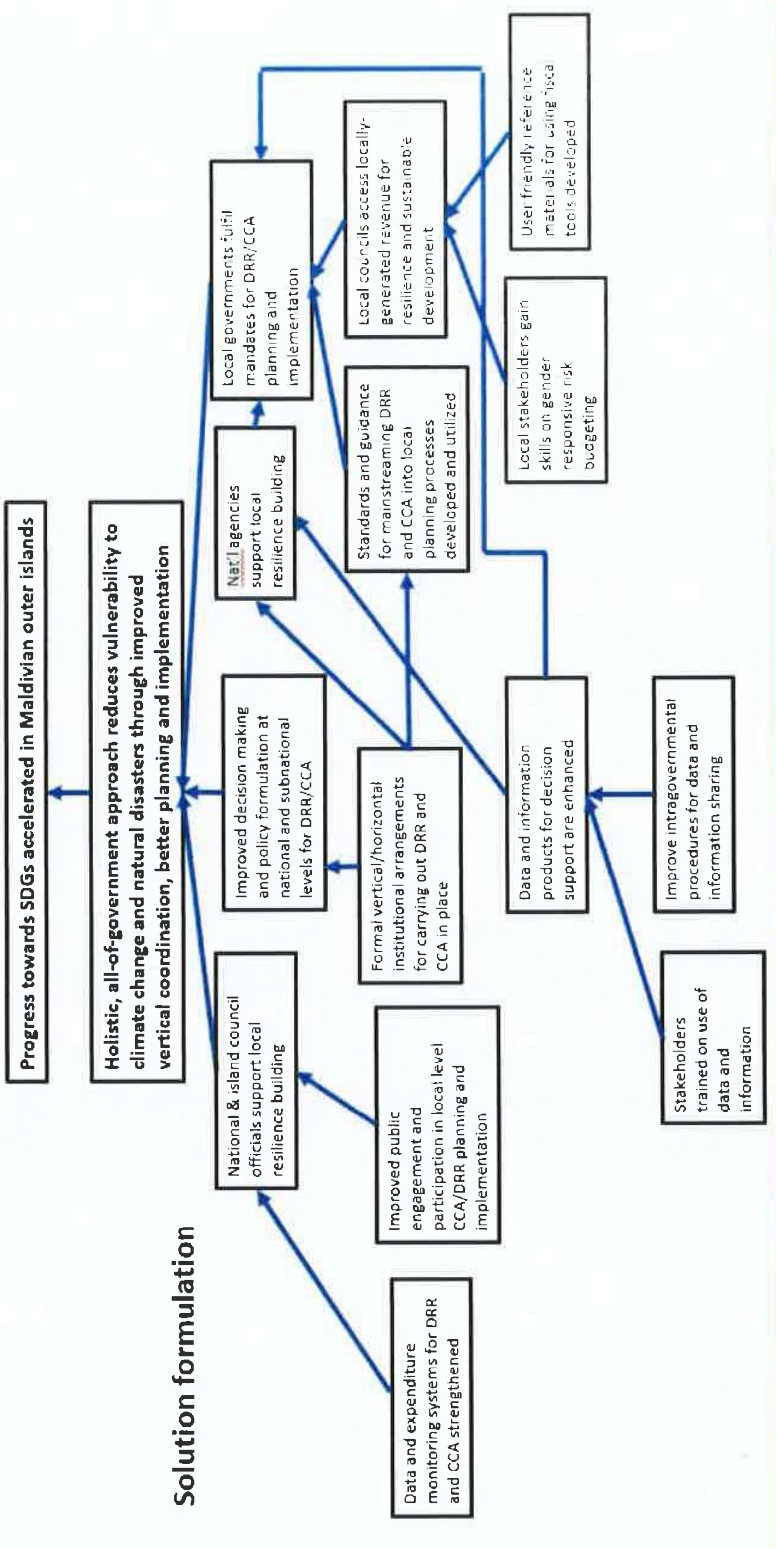
particularly targeting women, WDCs and youth						
Output 1.2 Existing climate risk and disaster-related data and information products are enhanced to support evidence-based policy making for DRR and CCA and stakeholders are equipped in its' use and application.						
Output indicator 1.2.1 Number of climate tagging methodologies developed for monitoring and tracking public expenditure on climate financing	0	1	0	climate tagging methodologies developed for monitoring and tracking public expenditure under output 1.2	Representing bodies of the PSC, Ministry of Finance, Ministry of Environment, Climate Change and Technology, UNDP ,UNDRR UNESCAP.	
Output indicator 1.2.2 Number of national data and IMSs strengthened to effectively capture DRR/CCA dimensions including loss & damage	X	0	2	Enhanced IMS with modules enabled to capture DRR/CCA data	Representing bodies of the PSC, UNDP, MECCT, NDMA	
Output indicator 1.2.3 Number of training sessions/programmes on land use planning, natural resource mapping and land and marine spatial planning developed and deployed	X	0	10	Training logs and material, videos, photos, survey feedback forms	Representing bodies of the PSC, ESCAP, MECCT, NDMA, MNU	
Result / Indicators	Baseline	2022 Target	2023 Target	Means of Verification	Responsible partner	
Outcome 2: Gender-responsive and equity-oriented, CCA/DRR planning tools are developed and execution is strengthened at national and subnational levels						
Outcome 2 indicator Number of gender responsive DRR/CCA coordination activities conducted between national and subnational duty bearing institutions	Data from DRR/CCA review conducted in output 1.1		Increased number of gender responsive DRR/CCA coordination activities conducted between national and subnational duty bearing institutions	CBRMD activities conducted by NDMA and local councils	Representing bodies of the PSC, local councils, NDMA, MECCT, UNDP and UNESCAP.	



				compared to baseline	
Output 2.1 Improving application of fiscal policy tools to support local council initiatives in DRR and CCA					
Output 2.1.1 indicator # Number of resource mobilisation guides/toolkits developed targeting local councils	No resource mobilisation guidebooks developed specifically for local councils	0	1	Resource mobilisation tools developed under output 2.1	Representing bodies of the PSC, local councils, UNDP and UNESCAP.
Output 2.1.2 indicator # of capacity building workshops conducted on gender-based risk-sensitive budgeting practices	No gender-based DRR/CCA budgeting capacity building conducted nationally	0	1	Gender-based risk-informed budgeting practices developed under the program output 2.1	Representing bodies of the PSC, other line ministries, UNDP, UNDRR, UNESCAP.
Output 2.2 Gender-responsive planning tools and guidelines for CCA/DRR are introduced					
Output 2.2.1 - Introduce planning tools and guidelines for CCA/DRR planning: Implement the planning tools and recommendations of the review of DRR/CCA assessment such as extensive vulnerability capacity assessments and island disaster management plans.	0	1	0	DRR/CCA review/assessment report and feedback from participants/stakeholders	Responsible Ministries, UNRC and UNDP
Output 2.2 indicator Number of capacity development modules on DRR/CCA planning created and implemented for local councils and WDCs	0	5	5	DRR/CCA planning documents, review/assessment report and feedback from participants/stakeholders	Representing bodies of the PSC, UNDP, LGA, Local Councils, MECCT

Annex 3. Theory of Change graphic







Annex 4. Gender marker matrix

Indicator N°	Formulation	Score	Findings and Explanation	Evidence or Means of Verification
1.1	Context analysis integrate gender analysis	2	<p>a) Baseline and situation analysis does not adequately cover underlying causes of gender inequality and discrimination, and these are not systematically described. No specific analysis of comparative advantage of PUNOs to address gender inequality.</p> <p>b) gender-disaggregated data is minimal.</p>	<p>JP document see sections: Problem Statement 1.1 overall programme strategy 2.1. Expected results by outcome and outputs 2.3 Stakeholder Engagement 2.5</p>
1.2	Gender Equality mainstreamed in proposed outputs	3	<p>a) The JP consists of two outcome areas where Gender is visibly mainstreamed across all outcomes and in line with SDG priorities including SDG 5.</p> <p>Outcome 1: Formalized coordination between national and subnational governments is established and the implementing regulations, policies and strategies to clarify stakeholder roles and responsibilities is developed, integrating principles of gender-equality.</p> <p>Output 1.1 Gender-responsive coordination/roles and responsibilities are established to integrate DRR and resilience in local development planning process</p> <p>Outcome 2: Gender-responsive and equity-oriented, CA/DRR planning and execution is improved at national and subnational levels</p> <p>Output 2.1 Improving application of gender-responsive fiscal tools to support local council initiatives in DRR and CCA</p> <p>Output 2.2 Introduce gender-responsive planning tools and guidelines for CCA/DRR planning</p>	<p>JP document see sections: Expected results by outcome and outputs 2.3 Results Framework 2.2 Stakeholder Engagement 2.5</p>
1.3	Programme output indicators measure changes on gender equality	3	<p>All outcomes level indicators measure gender equality. Additionally the following output indicators will specifically measure changes on gender equality:</p>	<p>JP document see sections: Expected results by outcome and outputs 2.3 Joint Programme Results Framework 2.2</p>



			<p>Output 1.1.1 No. of gender-responsive DRR/CCA policy reviews conducted analysing national and subnational architecture for planning and implementation</p> <p>Output 1.1.2 No. of gender-sensitive guidelines and model procedures developed for community input and participation into local planning processes</p> <p>Output 1.1.3 No. of inclusive awareness programmes and outreach activities conducted to engage the public on DRR/CCA legislation, policies and strategies, particularly targeting women, WDCs, older persons, youth and persons with disabilities.</p> <p>Output 2.1.2 No of capacity building workshops conducted on gender-based risk-sensitive budgeting practices</p> <p>Output 2.2 indicator Number of capacity development modules on DRR/CCA planning created and implemented for local councils and WDCs.</p>		
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	Government agencies who are in the national gender machinery have been consulted – MGFSS, PO and MNPI which has the overarching role to address gender issues across portfolios. Further coordination for activities to be conducted with WDCs at subnational level planning activities.	JP document see sections: Partnerships and Stakeholder Engagement 2.5	
2.2	PUNO collaborate and engages with women's/gender equality CSOs	1	The PUNOs will advocate for gender mainstreaming in disaster risk reduction and climate change and adaptation policies nationally under this program, particularly work closely (networking/capacity building) with Women's Development Councils (WDCs), which are now elected representatives working with local councils of the Maldives tasked with promoting gender equality and female entrepreneurship at local government levels.	JP Document see sections; Expected results by outcome and outputs 2.3 Annex 2.2: Programme Results Framework 2.2	
3.1	Programme proposes a gender-responsive budget	2	Under Output 2.1 (activity 2.1.3) supports Government to undertake gender responsive risk-budgeting practices which will guide the national budgeting process, as well as supporting line ministries to build capacity to do gender audits of budgets.	JP Document see sections; Expected results by outcome and outputs 2.3 Results Framework 2.2	
Total scoring		2.2			



Annex 5. Budget and Work Plan

5.1 Budget per UNSDG categories

UNDG BUDGET CATEGORIES	UNDP		UNESCAP		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	70,000	100,000	0	25,000	70,000	125,000
2. Supplies, Commodities, Materials	16,300	9,000	5,000	0	21,300	9,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	0	0	0	0	0	0
4. Contractual services	336,500	80,000	77,500	0	414,000	80,000
5. Travel	73,420	30,000	34,500	0	107,920	30,000
6. Transfers and Grants to Counterparts	0	0	0	0	0	0
7. General Operating and other Direct Costs	38,500	0	15,000	0	53,500	0
Total Direct Costs	534,720	219,000	132,000	25,000	666,720	244,000
8. Indirect Support Costs (Max. 7%)	37,430		9,240		46,670	
TOTAL Costs	572,150	219,000	141,240	25,000	713,390	244,000
First year	286,075	109,500	70,620	12,500	356,695	122,000
Second year	286,075	109,500	70,620	12,500	356,695	122,000

UNDP as the convening agency for this UNJP will have around 80 percent of the total programme budget and will coordinate the work under the guidance of the PSC, as well as contracting a final evaluation of the UNJP in support of the UNRC Co-chair of the PSC. The total programme costs USD 957,390 of which USD 713,390 will be from the UNSDGF and the remaining from PUNOs. Within the allocation from UNSDGF, USD 596,720³⁰ (90 percent) is allocated for delivery of outputs to the government. USD 70,000 (10% percent of UNSDGF) is allocated for monitoring, evaluation and reporting over a period of two years, with a full-time program manager to be engaged for project management and reporting, to allow for efficient and streamlined program management as a learning experience from previous JPs. Also, USD 20,000 (3% percent of UNSDGF) is budgeted for final independent and gender-responsive evaluation to be contracted out by UNDP in support of the UNRC Co-chair of the PSC. While a total of USD 10,000 (1% of UNSDGF) is allocated for Strategic communication and Advocacy which is reflected through UNDP proposed budget.

³⁰ The direct cost of the program borne by UNSDGF is USD666,720 (excluding 7% indirect costs), and USD 70,000 will be spent over two years on program management, leaving the direct allocation to Government at USD 596,720



Under Output 2.1 (activity 2.1.3) of the JP a specific activity is planned to support Government to undertake gender responsive risk-budgeting practices which will guide the national budgeting process, as well as support line ministries to build capacity to do gender audits of budgets. This activity will cost USD 55,220 which represents 7.7% of UNSDGF contributions.

5.2 Budget per SDG targets

The overall goal of the JP is to anchor Disaster Risk Resiliency and Climate Change Adaptation at the heart of national and subnational development planning in order to address sustainability and leave no one behind elements of the Agenda 2030. Given the nature of the project disaster risk-reduction and climate change action, the vast majority of funding (95%) is expected to be utilised on the relevant SDG indicators outlined below contributing to SDG 5,6,,10,13,11, and 16 directly targeting these goals and the remainder on SDG 1, indirectly contributing to these targets. It is expected that this will result in more mainstreamed DRR and CCA considerations in national and subnational planning, ultimately leading to sustainable financing for these areas which will generate long term development benefits to vulnerable population groups (women, unemployed and at-risk young men and women, migrant labour, older persons, vulnerable children, and populations living in remote communities with high exposure to climate induced disasters).

SDG TARGETS	%	USD
SDG1: Poverty Eradication (Target 1.5)	5%	47,870
SDG 5: Gender equality (Target 5.c)	10%	95,739
SDG 6: Clean water and sanitation (Target 6.b)	10%	95,739
SDG 10: Reduced inequalities (Target 10.3)	10%	95,739
SDG 11: Sustainable cities and communities (target 11.b)	10%	95,739
SDG 13: Climate action (Target 13.2)	10%	95,739
SDG 13: Climate action (Target 13.1)	20%	191,478
SDG 13: Climate action (Target 13.b)	15%	143,609
SDG 16: Peace, justice, and strong institutions (Target 16.6)	10%	95,739
TOTAL	100%	957,390



Annex 6. Risk Management Plan

For a smooth implementation of the proposed activities, it is essential to map potential risks which may arise during the duration of the project. Therefore, a risk management plan is operationalized to assess, prevent and mitigate risks for achieving the objectives to reinforce the DRR/CCA planning architecture. Furthermore, the JP implementation will ensure that there is no reputational risk for the UN and the PUNOs the JP implementation team will work to ensure that the project safeguards UN principles and international norms and standards.

Overall Risk Management measures:

- (i) As the Convening Agency for joint Programme, UNDP will be responsible for overall coordination and convening PUNO meetings to assess the risks as needed.
- (ii) The Project Steering Committee will act as the oversight body for the JP providing overall strategic direction, oversight and quality assurance and decision making on the direction of JP activities.
- (iii) JP quarterly updates will be provided to the UNCT during UNCT meetings
- (iv) The technical aspects of the activities carried out by each PUNO will be closely monitored and reported by the JP lead agency. The Monitoring exercises to include assessments and updates of risks and their mitigation measures.
- (v) Each PUNO will appoint a Risk focal point, who will be responsible for monitoring risks affecting its contributions to the JPs outcomes.

Refer to the table below for detailed information on various type of risks, corresponding mitigation measures and the responsible organization.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
Contextual risks					
Negative implications due to COVID-19 that might prompt future lockdowns and shift priorities of lead agencies and stakeholders of the project.	16 High	4	4	Prioritize online modalities for stakeholder engagement if unable to meet face-to-face. Regularly review the impact of Covid-19 to Programme activities and	PUNOs



					find alternative implementation modalities with government.	
					Conduct advocacy sessions to policy level decision makers to educate and inform on the need for prioritization of JP activities	
					Develop evidence-based policy briefs informing on the long-term positive impacts and expected outcome of the JP	PUNOs
					Engage with High Ranked Civil Servants to ensure continuity of the project	
Programmatic risks						
					Regular meeting of PSC for monitoring progress and addressing challenges in implementation	PUNOs
					Ongoing capacity building of staff	PUNOs/ PSC
					PSC established with all key line Ministries and giving ownership to steer the project and ensure regular meeting with documentation of issues and action taken	PUNOs/ PSC
Institutional risks						



<p>Limitation in the availability of resources. Funding not sufficient for overcoming challenges that arise during implementation</p>	<p>3 Medium</p>	<p>1</p>	<p>3</p>	<p>PUNOs harness partnership for resource mobilization with local councils, private sector, International/National organizations and foundations and collaborate for institutional strengthening and sustainability</p>	<p>PUNOs</p>
<p>Poor coordination and communication amongst PUNOs</p>	<p>2 Low</p>	<p>1</p>	<p>2</p>	<p>Regularize meetings for information sharing and updating amongst PUNOs</p>	<p>Lead agency</p>
<p>Fiduciary risks</p>					
<p>Funds not used adequately by Implementing partners</p>	<p>2 Low</p>	<p>1</p>	<p>2</p>	<p>UNCT provides quarterly updates during UNCT meeting Regular monitoring and supervision to ensure smooth implementation</p>	<p>PUNOs</p>



Likelihood	Occurrence	Frequency	Consequence	Result
Very Likely	The event is expected to occur in most circumstances	Twice a month or more frequently	Extreme	An event leading to massive or irreparable damage or disruption
Likely	The event will probably occur in most circumstances	Once every two months or more frequently	Major	An event leading to critical damage or disruption
Possibly	The event might occur at some time	Once a year or more frequently	Moderate	An event leading to some degree of damage or disruption
Unlikely	The event could occur at some time	Once every three years or more frequently	Minor	An event leading to limited damage or disruption
Rare	The event may occur in exceptional circumstances	Once every seven years or more frequently	Insignificant	An event leading to limited damage or disruption

Consequences					Level of risk	Result	
Very likely (5)	Insignificant (1)	Minor (2)	Moderate (3)	Major (4)	Extreme (5)	Very High	Immediate action required by executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Risk cannot be accepted unless this occurs.
Likely (4)	Medium (4)	High (10)	High (15)	Very High (20)	Very High (25)	High	Immediate action required by senior executive management. Mitigation activities/treatment options are mandatory to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Possible (3)	Low (3)	Medium (6)	High (12)	High (16)	Very High (20)	Medium	Senior Management attention required. Mitigation activities/ treatment options are undertaken to reduce likelihood and/or consequence. Monitoring strategy to be implemented by Risk Owner.
Unlikely (2)	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)	Low	Management attention required. Specified ownership of risk. Mitigation activities/treatment options are recommended to reduce likelihood and/or consequence. Implementation of monitoring strategy by risk owner is recommended.
Rare (1)	Low (1)	Low (3)	Medium (3)	Medium (4)	High (5)		

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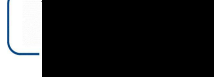
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