



Toward Risk-Aware and Climate-resilient communities (TRACT)

**Strengthening climate services and impact-based
multi-hazard early warning in Maldives**

**Annex 4a
Gender Assessment Report**

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ACRONYMS

ADPC	Asian Disaster Preparedness Center
BVISM	Blind and Visually Impaired Society of Maldives
CBDRM	Community-Based Disaster Risk Management
CCA	Climate Change Adaptation
CEDAW	The Convention on the Elimination of All Forms of Discrimination Against Women
CFM	Climate Fund Managers
CREWS	Climate Risk and Early Warning Systems
DRR	Disaster Risk Reduction
EMCD	Environmental Management and Conservation Department
EWS	Early Warning System
FMO	Dutch Development Bank
GCF	Green Climate Fund
GEF	Global Environmental Facility
GESI	Gender Equality and Social Inclusion
GII	Gender Inequality Index
GM	Gender Mainstreaming
GRB	Gender Responsive Budgeting
GRM	Grievance Redress Mechanism
HAC	Hulhumale' Academic Centre
HDI	Human Development Index
ICPD	International Conference on Population and Development
ICs–	Island Councils
IOM	International Organization for Migration
ISLET	Integrated, Sustainable and Low Emission Transport in the Maldives
MCCEE	Ministry of Climate Change, Environment and Energy (<i>former MTE</i>)
MMC	Maldives Media Council
MMS	Maldives Meteorological Service
MRC	Maldivian Red Crescent
MSFD	Ministry of Social and Family Development
MSRO	Maldives Space Research Organisation
MTE	Ministry of Tourism and Environment
MWM	Maldivian Women's Movement
NCIT	National Centre for Information Technology
NDC	Nationally Determined Contribution
NDMA	National Disaster Management Authority
NEOC	National Emergency Operations Centre
NGO	Non-Governmental Organization

PWDs	Persons with Disabilities
SDFC	SME Development Finance Corporation
SDGs	Sustainable Development Goals
SIDS	Small Island Developing State
SME	Small and Medium Enterprises
TRACT	Toward Risk-Aware and Climate-resilient communities
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNSDCF	United Nations Sustainable Development Cooperation Framework
USAID	United States Agency for International Development
USD	United States Dollar
WDCs	Women's Development Committees

KEY TERMS USED IN GENDER ASSESSMENT

Adaptation: Adaptation involves implementing measures that reduce vulnerability and enhance resilience to climate change and climate-related disasters. It hence enables sustainable development and improves the capacity of communities for disaster recovery.

Climate Resilience: Climate resilience refers to the capacity of systems, communities, or environments to anticipate, adapt to, and recover from the impacts of climate change. This includes reducing vulnerabilities, enhancing adaptive capacity, and maintaining essential services during and after a disaster occurs.

Disaggregated Data: Disaggregated data is detailed data broken down by specific sub-categories such as age, gender, sex, income, disability status, and geographic location.

Disaster Management: Disaster Management is the process of preparing for, responding to, and recovering from disasters. It includes planning, coordinating resources, implementing warning systems, conducting risk assessments, and enabling recovery efforts.

Disaster Risk Management (DRM): DRM is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses.

Disaster Risk Reduction (DRR): DRR refers to the policy objective of preventing new and reducing existing disaster risk and managing residual risk. This involves minimizing exposure to hazards, reducing vulnerabilities, and enhancing preparedness and resilience.

Disaster Recovery: Disaster Recovery refers to the coordinated efforts to restore normalcy and rebuild communities after a disaster. It includes rebuilding infrastructure, restoring services, providing aid to affected populations, and implementing measures to reduce future risks.

Early Warning System (EWS): An EWS is a mechanism that detects, monitors, forecasts, predicts and communicates potential hazards before they escalate into disasters. It involves timely communication of real-time information, education and awareness, preparedness and planning, capacity building, and effective action by communities, governments, and key stakeholders. EWS enables proactive measures and rapid response efforts that can minimize loss of life, damage to property, and environmental damage.

Ethnicity: Ethnicity considers the shared cultural, linguistic, and ancestral traits that distinguish diverse groups within the population. Recognizing ethnicity is crucial for tailoring recovery efforts to respect cultural practices, address specific vulnerabilities, and ensure equitable support across diverse communities, fostering inclusive and effective recovery processes.

Gender: Gender refers to the roles, behaviours, and responsibilities that societies attribute to individuals based on their sex.

Gender Based Violence (GBV): GBV refers to harmful acts perpetrated against an individual based on their gender, and it is often exacerbated during crises. This includes physical, sexual, emotional, or economic abuse, targeting primarily women and girls but also affecting men and LGBTQIA+ individuals.

Gender Equality: Gender Equality describes equal opportunities and just treatment for people of all genders in all aspects of society. It involves challenging gender stereotypes, promoting women's empowerment, and ensuring equitable access to resources.

Gender Needs: Gender needs refer to the distinct requirements and priorities of individuals based on their gender, arising from socially constructed roles, responsibilities, and power dynamics.

Strategic gender needs are the structural factors that drive inequality while practical gender needs include the more general and simple needs that emerge from a situation and risk.

Gender Norms: Gender norms are the societal expectations assigned to individuals based on their perceived gender. These norms dictate how people should act, dress, and interact according to their gender identity.

Gender Roles: Gender roles refer to the behaviours, tasks, and responsibilities that society assigns to individuals based on their gender. Gender roles are shaped by cultural, social, and economic factors, often reinforcing traditional values and divisions of labour. Gender roles can vary across cultures and times, and they contribute to gender inequality.

Gender Mainstreaming: Gender Mainstreaming involves the integration of a gender perspective across all aspects of planning, implementation, monitoring, and evaluation. It ensures inclusivity of all genders and that the distinct needs and capacities of all genders are considered and addressed.

Gender Responsive: Being Gender Responsive involves developing interventions (including policies, programmes, or actions) that specifically address and mitigate gender inequalities, while reducing barriers and enhancing participation.

Gender Responsive Budgeting (GRB): GRB refers to the collection and allocation of funds in a way that ensures that the needs of different gender groups are met through a gender-equitable distribution of resources, contributing to equal opportunities for all.

Grievance Redress Mechanism (GRM): A GRM is a process through which individuals or communities can raise concerns, complaints, or grievances related to policies, programs, or projects. GRMs are designed to provide a transparent, accessible, and timely way to address and resolve issues, and manage risks.

Gender Transformative: Being Gender Transformative involves designing and implementing strategies that challenge the underlying social norms, power dynamics, and systemic inequalities that perpetuate gender discrimination and inequality.

Hazard: Hazards embody potential sources of harm, injury, or adverse impacts on people, property, or the environment. They are characterized by their probability of occurring and the severity of their impact.

Inclusion: Inclusion refers to the practice of ensuring that individuals from diverse backgrounds, identities, and abilities have equal access to resources and participation in opportunities and programs.

Intersectionality: Intersectionality conceptualizes the overlap and interaction of an individual's varying sets of identities that impact their access to rights and opportunities. It acknowledges that individuals have unique experiences of oppression and discrimination.

Marginalised Groups: Marginalised Groups are communities that face social, economic, cultural, and political exclusion and discrimination. This includes ethnic minorities, LGBTQIA+ individuals, PWDs, migrants, and those living in poverty. Marginalised groups often experience disproportionate impacts during disasters due to limited access to resources, services, and decision-making processes.

Partnership: Partnerships involve the collaborative efforts between various stakeholders across all sectors and levels of society, including governments, NGOs, local communities, and international organisations.

Persons with Disabilities (PWDs): PWDs refer to individuals who have physical, sensory, intellectual, or mental impairments that may hinder their full and effective participation in society.

PWDs face unique challenges during disaster recovery due to barriers of accessibility, communication, and evacuation.

Disaster Response: Disaster response is the immediate and coordinated action taken to address the effects of a disaster once it occurs. This involves mobilising resources, stakeholders, and services to provide emergency assistance to those affected.

Race: Race refers to socially constructed categories used to describe groups of people based on their physical characteristics such as skin colour and facial features, and their ancestry.

Representative Participation: Representative Participation requires inclusive and meaningful involvement from diverse stakeholders in consultations and decision-making processes, including marginalized and vulnerable groups, such as PWDs. It ensures that the voices, needs, capacities, and perspectives of all stakeholder groups are considered and reflected in recovery plans, programs, and policies.

Resources: Resources refer to assets, materials, or inputs that can be utilized to produce goods, provide services, or achieve objectives. They encompass natural, human, financial, technical, and cultural assets. Access to Resources considers the ability of individuals to obtain and utilize resources, which is influenced by availability, affordability, and institutional support. Control over Resources explores the authority and power that individuals or groups possess in managing, allocating, and making decisions regarding the use of resources, impacting their ability to benefit from them.

Risks: A risk is the likelihood of a threat or hazard to occur that adversely affects communities, infrastructure, and livelihoods. Risks include natural and human-caused disasters, and climate change impacts.

Sex: Sex considers the biological characteristics that classify individuals as male or female. Understanding sex differences can be important in tailoring recovery efforts to address specific needs related in health, safety, and social dynamics.

Sexual Exploitation, Abuse and Harassment (SEAH): SEAH describes harmful behaviours that exploit or victimize individuals based on their gender or sexual orientation. This includes actions such as coercion, assault, or harassment, often perpetrated by those in positions of power.

Stakeholder Engagement: Stakeholder Engagement describes the process of involving diverse stakeholders across various levels and sectors, including community groups, governments, NGOs, and private sector entities, in decision-making and planning processes.

Vulnerability: Vulnerability describes the (in)ability to withstand a hazard. It is influenced by various economic, social, cultural, environmental, institutional, political, and psychological factors. These conditions increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.

Vulnerable Groups: Vulnerable Groups refer to groups and populations with heightened risks and challenges due to social, economic, and environmental factors. Vulnerable groups often include children, elderly individuals, PWDs, women, and those living in poverty or at-risk areas. It can also be noted that vulnerability is variable and can affect any group.

The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.

1 INTRODUCTION

This Gender Assessment has been prepared as an input for the design of the Green Climate Fund (GCF) project proposal *“Toward Risk-Aware and Climate-resilient communities (TRACT) – Strengthening climate services and impact-based multi-hazard early warning in Maldives”*, which has been developed by the United Nations Environment Programme (UNEP) at the request of the Ministry of Tourism and Environment of Maldives (MTE). The TRACT project aims to strengthen climate resilience and reduce the vulnerability of the Maldivian population by enhancing the population’s ability to make well-informed, evidence-based decisions aimed at reducing disaster risks and averting or minimising climate-related losses and damages.

The project aims to establish reliable, user-driven climate services and an end-to-end people-centred, impact-based multi-hazard early warning system. As per the GCF’s requirements, any funded activities must advance and support gender equality within the area of work, ensuring that proposed actions do not undermine existing gender equality efforts. TRACT will achieve these objectives through four main outputs (see Figure 1), seven main activities and numerous sub-activities.

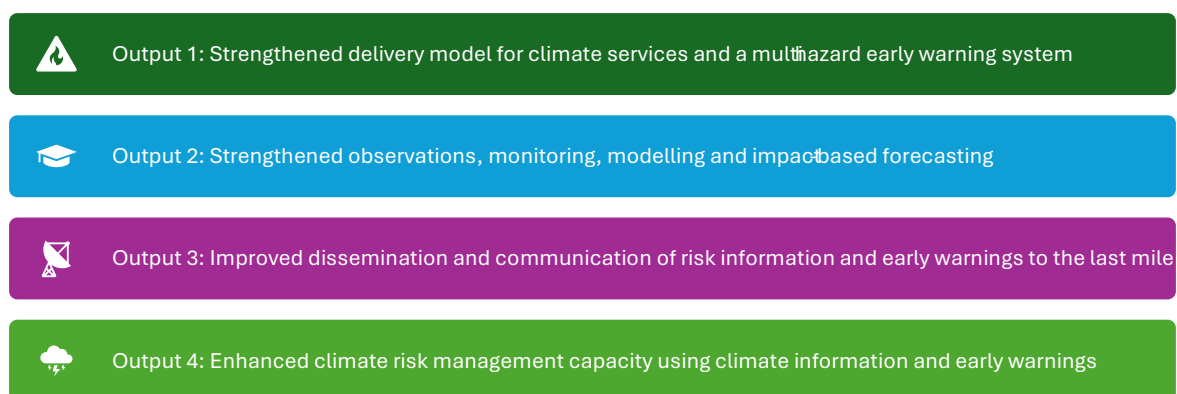


Figure 1. Project Overview Summary

This Assessment has been informed by the following:

- Desk review leading to a gender baseline and profile including review of relevant data, statistics and reports as well as key policies and legislation (national as well as international).
- Review of relevant GCF projects for the Maldives as part of the enabling environment analysis.
- Pre-engagements with UNDP and the Ministry of Social and Family Development (MSFD) both to learn more about the Maldivian context from a gender perspective and identify lessons learned and approaches that can engender robust engagement with women in the Maldives.
- Mission to the Maldives from 6-16 August 2024 involving 3 consultations in Male’, Hanimaadhoo and Addu City – respectively Central, North and South Maldives,
- Key informant/group interviews with key national, regional and local stakeholders including representatives from Island Councils and Women’s Development Committees (WDCs).
- Debriefing and mini-validation meetings with the Ministry of Climate Change, Environment and Energy (MCCEE) – since renamed Ministry of Tourism and Environment (MTE) – and Maldives Meteorological Service (MMS) (22 August 2024) and with MCCEE and MSFD (25 August 2024). UNEP participated in the first meeting on 22 August as that meeting also included preliminary findings of the gender assessment and analysis.
- Further document review including the review of the Nationally Determined Contribution (NDC).

The desk review was key for analysis of the enabling environment for gender mainstreaming and to better understand the experiences of gender mainstreaming in environmental and climate change projects so

far in the Maldives. The information and data summarised form a baseline of existing conditions in the country before the TRACT project is implemented, which will inform not only this Gender Assessment, but also the design of the Grievance Redress Mechanism (GRM) and the project-specific Gender Action Plan. The information should also inform the results framework and the project's Monitoring and Evaluation strategy.

2 METHODOLOGY

2.1 Overview

The approach to the Assessment was multi-layered and involved both secondary and primary data and information from a diverse set of sources (see Figure 2).

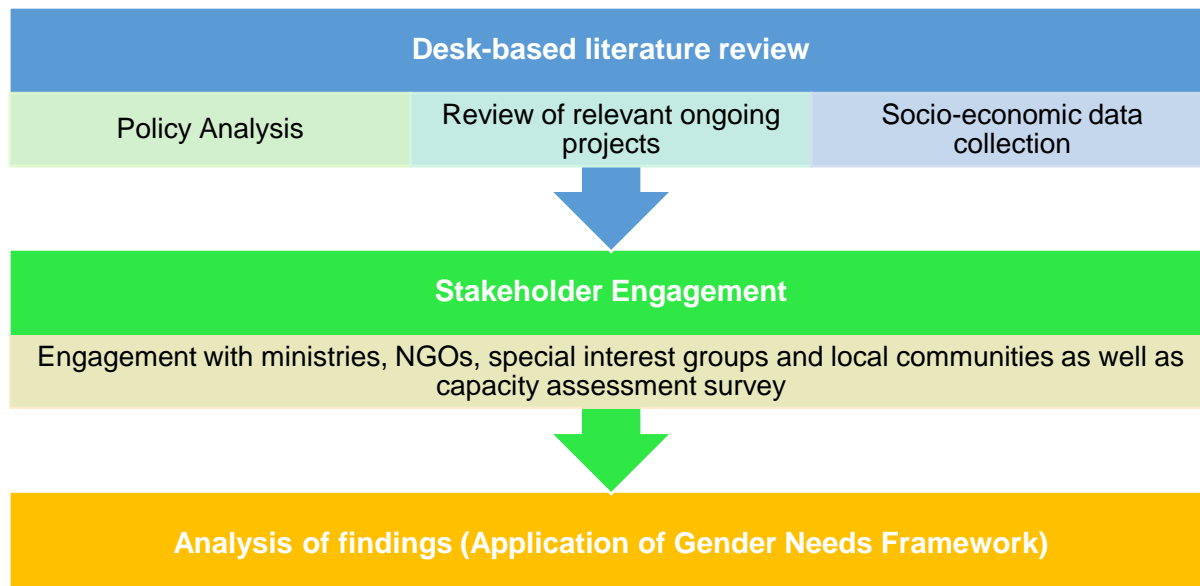


Figure 2. Summary of methodological approach

Accordingly, the review of existing literature, data and other sources of information sought to:

- Identify gender-specific gaps in accessing climate information and early warning systems (CIEWS).
- Evaluate the gendered impacts of deficiencies in early warning systems on livelihoods specifically those of women and girls.
- Ensure that CIEWS are gender-responsive and socially inclusive.
- Provide a foundational analysis that will guide the development of a gender assessment and gender action plan aimed at mainstreaming gender equality throughout the project.

The gender baseline was conducted using secondary and primary sources to review relevant projects, collect socio-economic data, and undertake policy analysis. The baseline provides key gendered information relevant to the socio-environmental landscape of the Maldives, identifying gender-specific gaps in accessing CIEWS, the gendered impact of early warning system deficiencies on livelihoods, and the factors needed to ensure these systems are gender-responsive and socially inclusive.

The gender profile strategically focuses on three key thematic areas: legislation, social perspectives, and economic factors, providing a comprehensive understanding of the country's current gender dynamics, offering essential context to better adapt the project for maximum impact on its beneficiaries. By delving into existing policies, social and cultural norms, and economic conditions, the gender profile uncovers critical insights into Maldivian society, ensuring that the TRACT project is both gender-responsive and socially inclusive.

Consultations, group interviews and key informant interviews were held in Central, Northern and Southern Maldives to capture the breadth of the country as well as geographic and local nuance. More than eighteen institutions participated in the three consultations and 38 persons were directly interviewed; 25 were from non-governmental organisations and 14 from governmental institutions.



Figure 3. Overview of the diversity of institutional stakeholders interviewed

A total of 139 persons attended the plenary consultations across three locations. Further details are available in Section 5 of this report and the details of those engaged are presented in Appendix 1.¹ Several women- or gender-focused institutions (e.g. MSFD, WDCs, Addu Women's Association) were consulted as well as at least one disability-focused institution.

Another element of the methodology related to the enabling environment, particularly the capacities of national lead institutions to mainstream gender in their work and the project, and a survey was carried out online via Survey Monkey to obtain direct feedback from staff² in those institutions on several questions.

While on mission, it was also possible to observe climate and weather variability impacts across the country between 11-15 August 2024 and specifically to analyse the existing alert system in action. This provided additional and unexpected real-time information and analysis. Appendix 1 contains the list of participants for the consultations and Appendices 4 and 5 present the questions for community and government-related group and key informant interviews.

The policy review uses the following terms for rating purpose, which are also used to describe the status of the project proposal at the time of review (August 2024):

- Gender Blind – The policy has not mentioned or referenced gender or women.
- Gender Aware – The policy notes and highlights gendered norms, roles and responsibilities.
- Gender Sensitive – The policy only includes measures to ensure that gender inequalities do not worsen in its implementation.
- Gender Responsive – The policy recognises the differences and inequalities between men and women and takes actions aimed at addressing and resolving these disparities.
- Gender Transformative – The policy addresses underlying structural inequalities while challenging existing social and cultural norms.

Additionally, other key terms used regularly in this report are defined and presented in *Key Terms Used in Gender Assessment*.

¹ Efforts have been made in the calculations to avoid double counting of individuals who were in the plenary meetings and then also consulted for interviews, where that may be a concern in terms of the total number of stakeholders consulted.

² Proposed international Technical Partners also completed the survey.

2.2 Limitations and Constraints

The assignment faced some constraints which impose limitations on the scope and depth of the analysis such as:

- *Time in country:* The amount of time that the Gender Specialist spent in country was limited to ten days. This allowed for visits to the North and the South as well as time spent in central Maldives but still limited the in-depth analysis of different island contexts and the time to meet with and explore more with women-focused NGOs. The time allocated to interviews was also relatively tight given the persons had to take boats back to their respective islands.
- *Limited survey response:* Initial feedback on the survey seemed positive, but most persons did not fully complete the survey and so there was a need to reissue the call. Even with the extension, the Gender Specialist did not necessarily receive the diversity and depth of responses desired.

A layered approach has helped to ensure that these limitations were managed and manageable and that the quality of the assessment was not seriously compromised. Moreover, early and timely engagement with national stakeholders has allowed for a robust engagement process.

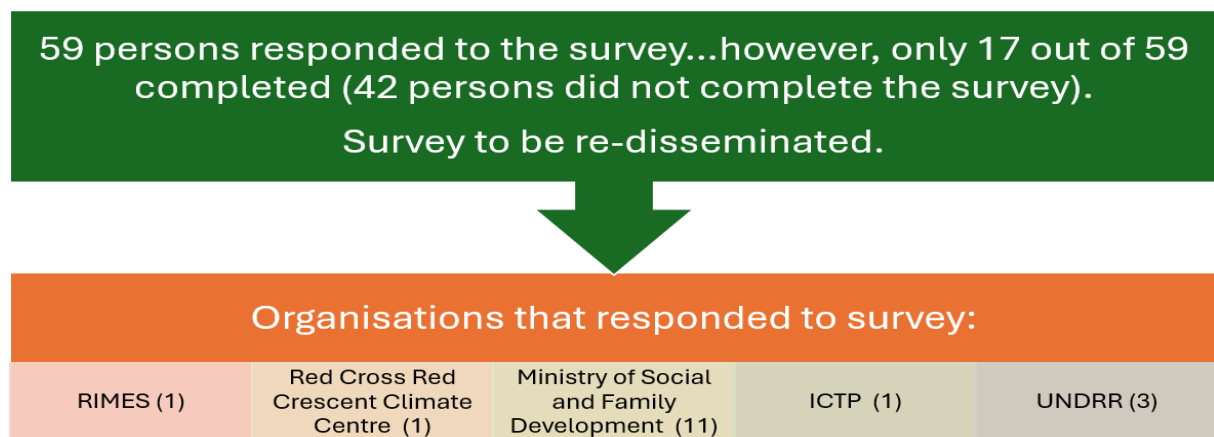


Figure 4. Overview of responses received for the survey

3 GENDER BASELINE AND PROFILE

This Gender Baseline summarises the situation in the Maldives with respect to Gender Equality or Inequality, examines gendered impacts of climate change and current efforts to ensure gender equality in access to early warnings, and reviews existing analysis of gaps, constraints and opportunities in ensuring more equitable participation by women, young people, farmers, fishers and persons with disabilities to early warning systems (EWS). In so doing this section explores and presents a gendered analysis at the country level in the context of geography, key hazards including climate hazards, existing climate projects, the economy, demographics, and access to and control over resources.

The Gender Profile is captured under Section 4.1, consolidating analysis of policies as well as the kind of broad structural issues that define the project operational environment in Maldives from a social and economic context. The policy analysis reviews both international and domestic policies and what they portend for gender responsive EWS efforts.

3.1 Country Overview

Maldives is a Small Island Developing State (SIDS) located in South Asia and is made up of more than 1,000 islands and atolls. The current population comprises more than 500,000 people, with more men than women (see Table 1).

Table 1. Overview of development indicators for Maldives

Population	Female	203,138
	Male	311,994
Percentage of female-headed households³		45%
Poverty rate		5.4%
Child poverty rate		-
Labour force, female (% of total labour force⁴)⁵		37.2%
Labour force participation rate, female (% of female population age 15+)⁶		48.4%
Informal employment (% of total employed population)⁷		40%
Informal employment (% of total employed population)	Female	33.7%
	Male	42.1%
Percentage of population employed in agriculture sector	Female	>5%
	Male	<50%
Human Development Index⁸ (Closer to 1 the better)		0.762

³ Maldives Bureau of Statistics. 2022. Household Characteristics: An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/04/Household_Census-2022_revised_050424.pdf

⁴ Labour force includes employed and unemployed working-age population (persons of 15 years of age and above)

⁵ Maldives Bureau of Statistics, 2023. Improving Labor Market Dynamics: Understanding Unemployment and Workforce Inactivity. An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/04/UNEMPLOYMENT_Census-2022.pdf

⁶ Maldives Bureau of Statistics, 2023. Improving Labor Market Dynamics: Understanding Unemployment and Workforce Inactivity. An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/04/UNEMPLOYMENT_Census-2022.pdf

⁷ Maldives Bureau of Statistics, 2023. In-Depth Analysis of Informality and Informal Employment in the Maldives. An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/03/Informal_Employment_Census-2022_updated_210324.pdf

⁸ United Nations Development Programme. 2021. Human Development Reports. Available at: <https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>

Gender Inequality Index⁹ (<i>Closer to 0 the better</i>)	0.328
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Table 1 shows that the Maldives has a gender distribution ratio of approximately 0.65 females for every male, with 203,138 females and 311,994 males. The disparity between the number of females and males in Maldives has been attributed to the high proportion of male migrant workers.¹⁰ A significant proportion of households (45%) are headed by women, which can impact the dissemination and effectiveness of EWS, as female-headed households may have different access to information and resources (as seen in Section 3.7 on *Access to and control over resources*). Despite a relatively low overall poverty rate of 5.4%, there is a lack of specific data on child poverty, highlighting a potential area of vulnerability that may not be fully addressed in current EWS.

Women constitute 37.2% of the total labour force, with a labour force participation rate of 48.4% among the female population aged fifteen and older. This moderate level of female workforce engagement suggests that women might have less economic resilience to recover from climate-related events, underscoring the need for gender-sensitive EWS. Regarding informal employment, 33.7% of employed women and 42.1% of employed men are in informal employment, which accounts for 40% of the total employed population. Informal employment is primarily male-dominated (men account for 78.6% of total informal employment) due to the sheer number of men in employment. However, significant gender disparities exist in both informal and formal employment across the different atolls.¹¹

The agricultural sector employs less than 50% of the male population and more than 5% of the female population. Women's vulnerability to climate-related impacts on agriculture can be more acute, despite their lower employment numbers, because women often face other gaps and constraints that further limit their capacity and agency. For example, women often having less access to resources, financial support and climate-smart technologies¹² needed to make their agricultural livelihoods resilient to the impacts of climate change. Maldives' Human Development Index (HDI) of 0.762 suggests a relatively high standard of living. However, the Gender Inequality Index (GII) of 0.328 indicates significant gender disparities, which can affect the efficacy of EWS and climate adaptation strategies. Addressing these gender disparities is crucial for enhancing the resilience and adaptive capacity of the population in the face of climate change.

3.2 Geography and Climate

Maldives is an island nation located in the Indian Ocean, southwest of Sri Lanka and India. Comprising approximately 1,190 coral islands grouped in 26 atolls, the Maldives spans roughly 298 square kilometres¹³, making it one of the world's most dispersed countries. The atolls are spread over a vast area of about 90,000 square kilometres¹⁴, with each atoll encircling a lagoon. The islands are characterised by their low elevation, with the highest natural point being around 2.4 meters above sea level,¹⁵ which makes the country highly vulnerable to rising sea levels due to climate change.

⁹ United Nations Development Programme. 2020. Gender Inequality Index (GII) | Human Development Reports. Available at: <http://hdr.undp.org/en/content/gender-inequality-index-gii>

¹⁰ Maldives Bureau of Statistics, 2016. Women in Maldives: Population. Available at: <https://statisticsmaldives.gov.mv/nbs/wp-content/uploads/2016/03/Womens-Day-Population.pdf>

¹¹ Maldives Bureau of Statistics, 2023. In-Depth Analysis of Informality and Informal Employment in the Maldives. An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/03/Informal_Employment_Census-2022_updated_210324.pdf

¹² UN Women. Gender and Climate Change. EmPower: Women for Climate-Resilient Societies. Available at: <https://asiapacific.unwomen.org/en/focus-areas/humanitarian-action-and-disaster-risk-reduction/gender-and-climate-change> (Accessed: 25 November 2024)

¹³ Nations Online. n.d. Maldives Geography. Available at: <https://www.nationsonline.org/oneworld/maldives.htm>

¹⁴ Ibid

¹⁵ Britannica. 2024. Maldives. Available at: <https://www.britannica.com/place/Maldives>

Due to the low elevation of the Maldives, the islands are vulnerable to slow-onset hazards, including rising sea levels, salinity intrusion, changing rainfall patterns, and coastal erosion.¹⁶ Approximately 42% of the population, and 47% of all housing structures are located within 100 metres of the coastline.¹⁷ Adaptive responses to observed climate impacts, such as the 2004 tsunami which destroyed several communities across the Maldives, include individual voluntary migration, resettlement projects, and land reclamation projects. Hulhumale' is 100% reclaimed land (amounting to 1.89 km²) and 41% of Male' (0.82 km²) is reclaimed.¹⁸

The islands of the Maldives comprise a series of coral atolls built up from the crowns of a submerged ancient volcanic mountain range,¹⁹ which thrive in the clear, warm waters of the Indian Ocean. The waters surrounding the Maldives teem with abundant marine life, including a wide variety of fish species inhabiting the reefs, lagoons, and adjacent seas.²⁰ Maldives is also home to several species of sea turtles, which are traditionally used for both food and medicine.²¹

The country's tropical monsoon climate brings two distinct seasons: the dry northeast monsoon from January to March, and the wet southwest monsoon from May to November. Maldives experiences average rainfall ranging between 1,788 – 2,258 mm annually.²² During the mission conducted by the Gender Specialist, torrential rainfall occurred (between 11-15 August 2024).

¹⁶ Stojanov et al. 2017. Local perceptions of climate change impacts and migration patterns in Malé, Maldives. Available at:

<https://discovery.ucl.ac.uk/id/eprint/1498720/1/Stojanov%20et%20al%20Local%20perceptions%20of%20climate%20change%20impacts%20and%20migration%20patterns%20in%20Male%20Maldives%20AAM.pdf>

¹⁷ Stojanov et al. 2017. Local perceptions of climate change impacts and migration patterns in Malé, Maldives. Available at:

<https://discovery.ucl.ac.uk/id/eprint/1498720/1/Stojanov%20et%20al%20Local%20perceptions%20of%20climate%20change%20impacts%20and%20migration%20patterns%20in%20Male%20Maldives%20AAM.pdf>

¹⁸ Stojanov et al. 2017. Local perceptions of climate change impacts and migration patterns in Malé, Maldives. Available at:

<https://discovery.ucl.ac.uk/id/eprint/1498720/1/Stojanov%20et%20al%20Local%20perceptions%20of%20climate%20change%20impacts%20and%20migration%20patterns%20in%20Male%20Maldives%20AAM.pdf>

¹⁹ Ibid

²⁰ Ibid

²¹ Ibid

²² Further analysis of the climate profile of Maldives is provided in the Pre-Feasibility Study (Annex 2).



Figure 5. Observed weather impacts (flooding) in Hanimaadhoo



Figure 6. Observed weather impacts (flooding) in Male'

3.2.1 Hazards and Climate Hazards

Maldives was significantly impacted by the 2004 Indian Ocean tsunami, which caused widespread devastation, resulting in more than 100 casualties, and immense economic damage (USD 359 to 500 million²³).²⁴ Additionally, rising sea levels and severe storms are a threat to the country and have seen the Government of Maldives explore the purchasing of land on higher ground in other countries and

²³ FAO, 2005. Food supply and food security situation in countries affected by the Asia tsunami. Available at: <https://reliefweb.int/report/indonesia/food-supply-and-food-security-situation-countries-affected-asia-tsunami> (Accessed: 25 November 2024)

²⁴ Britannica, 2024. Indian Ocean tsunami of 2004. Available at: <https://www.britannica.com/event/Indian-Ocean-tsunami-of-2004>.

improving the resilience of the country's current island, for example, Hulhumale' – an artificially constructed island north-east of Male'.²⁵

In 2022, the National Disaster Management Authority of the Maldives (NDMA), experienced 36 incidents of surge, 21 incidents of flooding, 11 incidents of strong winds, 1 incident of lightning and 1 incident of a hurricane (see Figure 7).²⁶ NDMA notes that the majority (36%) of hazards were reported from by the Male' Atoll, 9% by Gaaf Dhaal, 8% by Thaa and 8% by Haa Dhaal Atoll.²⁷

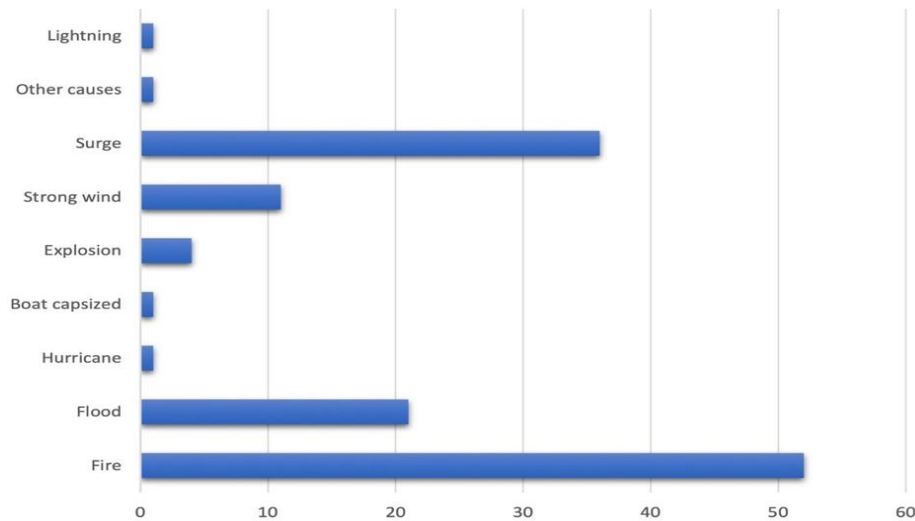


Figure 7. Number of hazards reported in 2022 by type. (Source: NDMA, 2022)

Most surge incidents came from Thaa atoll as is seen in Figure 8.

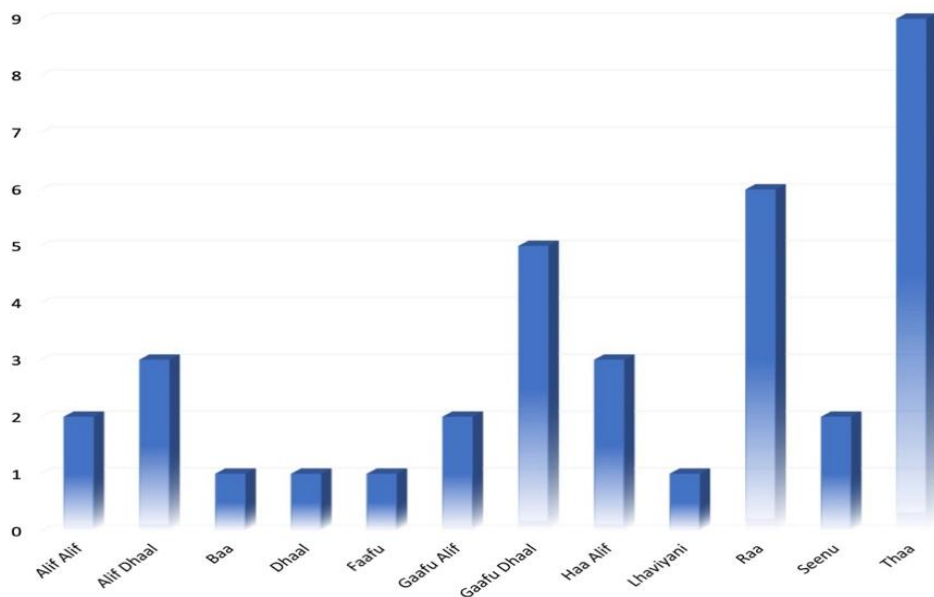


Figure 8. Number of reported cases from surges by atoll in 2022. (Source: NDMA, 2022)

²⁵ NASA Earth Observatory. N.d. Preparing for Rising Seas in the Maldives. Available at: <https://earthobservatory.nasa.gov/images/148158/preparing-for-rising-seas-in-the-maldives>.

²⁶ NDMA. 2022. Disaster Statistics of Maldives 2022. Available at: <https://ndma.gov.mv/storage/uploads/Z7wz7vYW/rues1zux.pdf>

²⁷ Ibid

3.2.2 Weather Alerts in Maldives

Maldives Meteorological Service (MMS) uses four different colours of alerts – white, yellow, red and green. The following outlines the categorisation for each alert (also see Figure 9):

- A White Alert or Alert Level 1 is issued as an informational bulletin for weather conditions categorised by a mean wind speed of 23-29 mph, rainfall amounting to more than 50 mm in 24 hours, expected thunderstorms, and expected tidal/swell waves.
- A Yellow Alert or Alert Level 2 is issued for weather conditions categorised by a mean wind speed of 30-40 mph, expected torrential rain or heavy rain for more than 2 hours, expected or experienced severe thunderstorms, tornado, expected or experienced significant tidal/swell waves, or tropical cyclone formed in an effective area.
- A Red Alert or Alert Level 3 is issued for weather conditions categorised by a mean wind speed of more than 40 mph, expected flash floods, expected or observed storm surge, expected or experienced destructive tidal/swell waves, or tropical cyclone tracked or crossed islands of Maldives.
- A Green Alert or Alert Level 4 is issued when weather conditions of Yellow or Red Alerts have improved.



Figure 9. MMS weather alert classifications. (Source: MMS)

Between 11-14 August 2024, there were approximately 29 alerts (averaging 7.25 alerts per day). These included severe weather alerts, white alerts and yellow alerts primarily and most frequently shared via MMS' Official Website, its Facebook page, X and Rakuten Viber Alert system (also see Table 2). The official Facebook page has 51,000 followers, X has 28,600 followers, and there are 40,750 members of the Rakuten Viber Alert System.

Table 2. Weather Alerts issued from 11-14 August 2024. (Source: MMS, 2024)

Date	Type of Alerts	Medium Posted	Language
11 Aug 2024	X1 Yellow Alert	Facebook	Dhivehi and English
	X4 White Alerts		
12 Aug 2024	X5 Yellow Alerts	X Rakuten Viber Alert System	Dhivehi and English
	X3 White Alerts		
	X1 Orange Alert		

3.3 Existing climate and disaster risk initiatives

There are currently four large-scale climate projects/programmes currently ongoing or under implementation in the Maldives. Three of these initiatives are funded through the GCF, with one implemented by UNEP for the Global Environment Facility (GEF). Of the four projects, three have an existing Gender Action Plan (GAP) and one project has a GAP under development, with all four projects focused on achieving gender-responsive or gender-transformative programming. The GCF-funded Climate Investor Two programme (FP190) aims to be gender-transformative, noting challenges such as political will in being able to achieve this gender mainstreaming level within the programme.

Three initiatives make mentions of gender and EWS. The Gender Assessment for FP190 notes that women's access to early warning information is limited. The GCF-funded project "*Supporting vulnerable communities in the Maldives to manage climate change-induced water*" (FP009) proposes establishment of an EWS based on forecasted meteorological information for water emergency alerts and for the effective operation of the integrated water system. Whilst the GEF-funded *Integrated Sustainable and Low Emission Transport (ISLET)* project aims to establish low-carbon transport policies, overcome barriers, and scale up sustainable transport solutions, it does not mention EWS. However, it does take gender into account in its implementation. The USAID-funded *Strengthening Preparedness and Resilience through Inclusive Community Governance (SPRING)* project is focused on EWS and community-level disaster risk reduction, seeking to empower men and women to understand and manage their own vulnerabilities.

Overall, these projects seek to address gender inequalities within the country as they relate to cultural and societal norms, climate and the environment and the importance of information and EWS.

3.4 Demographics

Maldives has a population of 515,132 people (382,639 Maldivians and 132,493 Foreigners)²⁸ with the majority residing in the capital island of Male' and its surrounding atolls.²⁹ The population is primarily young, as the country has a median age of 29.2 years³⁰ and 96% of the population is between 0 – 64³¹ (see Figure 11).

²⁸ Maldives Bureau of Statistics. 2023. Population Dynamics in the Maldives: An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/03/Population_Census-2022_Report-Updated-130324.pdf

²⁹ World Bank. 2023. Maldives Data. Available at: <https://data.worldbank.org/country/maldives>

³⁰ CIA. 2023. The World Factbook: Maldives. Available at: <https://www.cia.gov/the-world-factbook/countries/maldives/#people-and-society>

³¹ Maldives Bureau of Statistics. 2023. Population Dynamics in the Maldives: An analysis from Census 2022. Available at: https://census.gov.mv/2022/wp-content/uploads/2024/03/Population_Census-2022_Report-Updated-130324.pdf

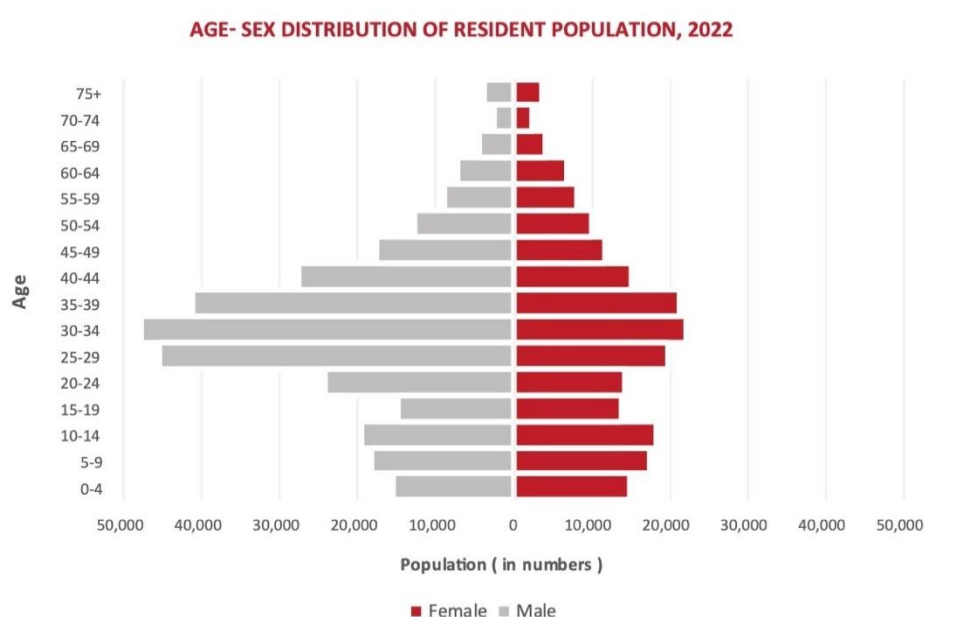


Figure 11. Population Pyramid of Maldives in 2023. (Source: Maldives Bureau of Statistics, 2023)

In Maldives, around 9% of the population are persons living with disabilities or close to one in every 10 persons with a disability (PWD).³² Predominately, the older population of Maldives are PWDs, with 58% of persons over 75 years old age experiencing disability and 4% of children between the ages of 5 and 7 experiencing disability.³³

Rapid urbanisation has resulted in about 40% of the population living in urban areas such as Male', often leading to overcrowding and challenges pertaining to limited resources.³⁴ The Maldivian population is ethnically homogenous, consisting predominantly of Sinhalese, Dravidian, Arab, Australasian, and African descent as a result of historical changes in regional hegemony over marine trade routes.³⁵ Languages commonly used include Dhivehi and English,³⁶ with Dhivehi being the official language and English being widely spoken in the capital and possibly by tourists and migrant workers.

Maldives has a predominantly Muslim population, with Islam serving as the state religion. Specifically, 98.65% of the population identifies as Muslim, with 98.58% being Sunni Muslims and 0.10% Shia Muslims.³⁷ Other religious affiliations are minimal but present: Buddhism accounts for 0.65% of the population, while both Christianity and Hinduism each make up 0.29%. Additionally, there are small minority groups, including Baha'is, who constitute 0.03% of the population, and non-religious individuals, who represent 0.06%. These statistics underscore the religious homogeneity of the Maldives, with a significant majority adhering to Islam.

³² Government of the Maldives. 2020. Disability in the Maldives – Household Income and Expenditure Survey 2019. Available at: <https://statisticsmaldives.gov.mv/nbs/wp-content/uploads/2020/12/Disability-2019-HIES.pdf>

³³ Ibid

³⁴ UN. 2022. World Urbanization Prospects – Maldives Country Profile. Available at: <https://population.un.org/wup/Country-Profiles/>

³⁵ CIA. 2023. The World Factbook: Maldives. Available at: <https://www.cia.gov/the-world-factbook/countries/maldives/#people-and-society>

³⁶ Ibid

³⁷ Johnson and Grim. 2022. World Religion Database. Available at: https://www.thearda.com/world-religion/national-profiles?u=140c#S_2

The nation has a high literacy rate (98% of adult females and males ages 15 and above in 2021³⁸) and high life expectancy (81 years of age for women and 80 years of age for men at birth³⁹). This is useful for considering EWS needs across sex as well as age.

In 2019, the women's education enrolment rate in the Maldives stood at 66.5%, significantly higher than the 17.7% enrolment rate for men.⁴⁰ However, despite this disparity, women's representation in technical and vocational schools remains virtually non-existent. Moreover, higher enrolment rates for women are less likely to be sustained in more remote atolls or among poorer families, highlighting persistent challenges in achieving equitable access to education across different regions and socioeconomic groups.⁴¹

Maternal health in the Maldives has improved somewhat over the past decade, with maternal deaths decreasing from 5 in 2011 to 4 in 2020.⁴² Though access to maternal health services is fairly equitable by residence and wealth quintile, geographical access to services remains challenging.⁴³ Furthermore, only 95% of births are attended by skilled health personnel, indicating ongoing challenges in ensuring comprehensive maternal care.⁴⁴ Despite these advancements, access to reproductive health services remains inadequate, especially in outer atolls, highlighting the need for targeted interventions to overcome these geographical constraints.

3.5 Economy

In 2023, the total GDP of the Maldives was approximately USD 6.6 billion,⁴⁵ with a GDP per capita of around USD 12,667.⁴⁶ The economy of the Maldives is predominantly driven by tourism and fisheries, with tourism alone accounting for approximately 28% of the GDP and generating around 60% of foreign exchange earnings.⁴⁷

Maldives has a relatively high employment rate, with the labour force participation rate being around 64% (80% males and 48% females) in 2022⁴⁸ (see Figure 12). Particularly, women have higher self-employment rates than men, with 23.1% of women surveyed in the 2016 Household Income and Expenditure Survey (HIES) compared to 10.2% of men in the same survey.⁴⁹ The unemployment rate in the Maldives stands at 20% for males and 17% for females between 15-19 years old, 9% for persons between ages 20 – 24, and 5% thereafter.⁵⁰ Youth employment (by international definition of 18-24 years old) is 12%, and by Maldivian definition of youth (18-35 years old) youth employment is 6.1%.⁵¹

The poverty rate stands at approximately 5.4%.⁵²

³⁸ The World Bank Group, 2024. Data. Literacy rate, adult total (% of people ages 15 and above) – Maldives. Available at: https://data.worldbank.org/indicator/SE.ADT.LITR.ZS?locations=MV&name_desc=false (Accessed: 25 November 2024)

³⁹ Statista. 2022. Maldives: Life expectancy at birth from 2012 to 2022, by gender. Available at: <https://www.statista.com/statistics/970908/life-expectancy-at-birth-in-maldives-by-gender/>

⁴⁰ NDMA. 2022. NDMA Gender Equality Guidelines.

⁴¹ Ibid

⁴² World Bank. 2023. Number of Maternal Deaths - Maldives. Available at: <https://data.worldbank.org/indicator/SH.MMR.DTHS?locations=MV>

⁴³ World Bank. 2014. Maldives: Material and Reproductive Health at a Glance. Available at: <https://documents1.worldbank.org/curated/en/610681468054599007/pdf/936040BRI0Box30e0Notes0KBMaldives-2.pdf>

⁴⁴ World Bank. 2014. Maldives: Material and Reproductive Health at a Glance. Available at: <https://documents1.worldbank.org/curated/en/610681468054599007/pdf/936040BRI0Box30e0Notes0KBMaldives-2.pdf>

⁴⁵ World Bank. 2023. Maldives GDP. Available at: <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?locations=MV>

⁴⁶ World Bank. 2023. Maldives GDP per Capita. Available at: <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=MV>

⁴⁷ World Bank. 2023. Maldives Data. Available at: <https://data.worldbank.org/country/maldives>

⁴⁸ Maldives Bureau of Statistics. 2023. Maldives Population and Housing Census: Combined Summary Census 2022 Results. Available at: <https://census.gov.mv/2022/census-results-summary/>

⁴⁹ NDMA. 2022. NDMA Gender Equality Guideline

⁵⁰ Maldives Bureau of Statistics. 2023. Unemployment and Potential Labour Force Summary. Available at: <https://census.gov.mv/2022/wp-content/uploads/2023/09/Unemployment-Census-2022.pdf>

⁵¹ Ibid

⁵² No statistics on female poverty child poverty.

3.5.1 Breakdown of Labour by Industry and Gender

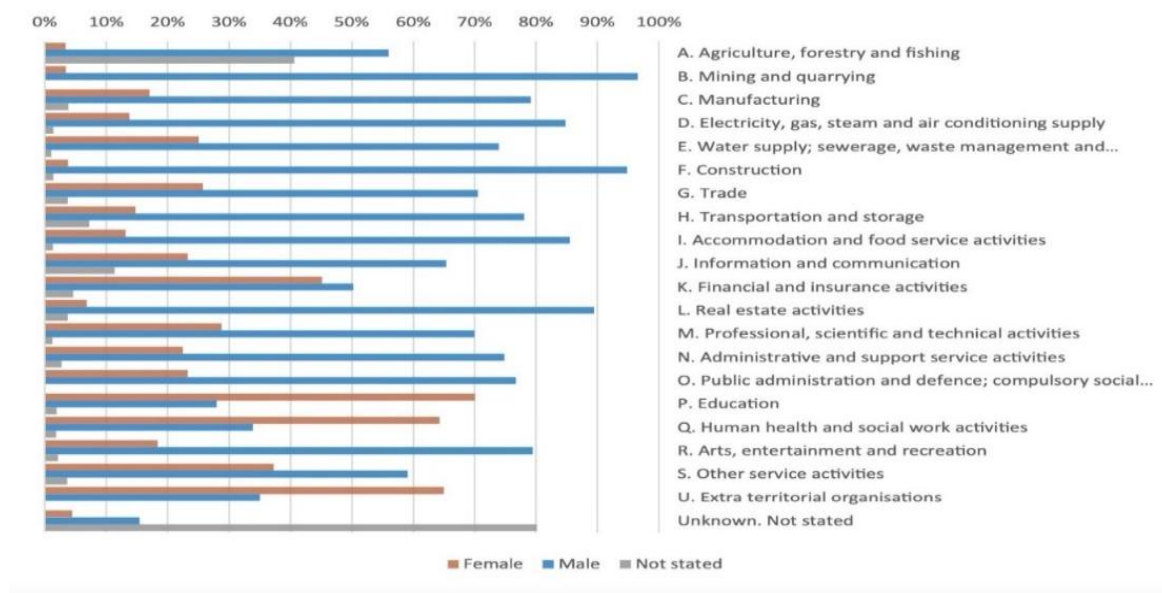


Figure 12. Percentage of Workers by Gender, per industry. (Source: Maldives Bureau of Statistics, 2023)

The Women, Business and the Law 2024 report highlights significant limitations for women in the Maldivian labour force. The report identifies that Maldivian women face substantial legal and policy barriers that hinder their economic opportunities. Key issues include restrictions on mobility, limited workplace rights, and unequal pay.⁵³ Despite existing legal frameworks, the implementation and enforcement of these laws remain weak, leading to a substantial gap between de jure (legal rights) and de facto (actual conditions) outcomes for women.

Furthermore, the report introduces new indicators such as Safety and Childcare, which assess the frameworks addressing violence against women and the availability, affordability, and quality of childcare services. In the Maldives, these areas are particularly lacking, with inadequate support mechanisms for working mothers and insufficient protections against gender-based violence, further compounding the challenges women face in the labour market.⁵⁴

3.6 Mobility and Transportation

Mobility is a complex issue in Maldives, with differing modes of transportation needed within islands and atolls and between islands. In addition to air travel, there is a significant seaport network, as well as boats and ferries, providing a diverse set of options for locals, workers and tourists alike.⁵⁵ These modes of sea transport often present an opportunity cost for locals; while local ferries are more affordable, they are significantly more time-consuming. In contrast, speedboats, which offer faster travel, cost more than double the price of local ferries (USD 35-150+ versus USD 1-4⁵⁶). This disparity highlights the economic gap in the ability of the average Maldivian to evacuate safely and promptly to another atoll in the event of a hazard.

Within islands, including in Male' where the population is dense and so is the building infrastructure, there is a high reliance of motorcycles for transportation and movement between locations (see Figure 13).

⁵³ World Bank. 2024. Women, Business and the Law 2024. Available at: <https://wbl.worldbank.org/en/wbl>

⁵⁴ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at:

<https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

⁵⁵ Maldives Bureau of Statistics. 2023. Statistical Pocketbook of Maldives 2023. Available at:

<https://statisticsmaldives.gov.mv/mbs/wp-content/uploads/2023/10/Statistical-Pocketbook-of-Maldives-2023-241023.pdf>

⁵⁶ Beyond the Bucket List, 2023. Maldives Local Ferry Guide: How to Island Hop for Cheap (2023). Available at:

<https://beyondthebucketlist.co/maldives-local-ferry-info/>

Adverse weather conditions can make sea and even air travel perilous and can create dangerous conditions for the use of motorcycles, particularly in torrential rain. It would be particularly difficult for parents with children to move around in heavy/torrential rain and it is also challenging for cars in the event of weather extremes and other climate-related hazards.

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Aircraft Movement at Velanaa International Airport													
Total Number of International Flights	16,866	19,435	19,282	22,106	23,821	23,488	23,718	23,384	23,820	27,560	75,735	158,639	205,061
Passenger Movement of International Flights ('000)	2,174	2,409	2,425	2,864	3,133	3,174	3,957	3,557	3,732	4,184	1,357	2,942	4,231
Passenger Movement of Domestic Flights ('000)	1,041	1,145	797	1,367	1,344	1,643	1,821	2,026	2,103	2,385	815	1,685	2,417
Registered Vehicles / Vessels^{1/}													
Sea Transport	Total	9,687	10,180	10,682	11,028	11,484	12,070	12,667	13,355	14,003	14,468	15,025	na
Number of Safari Vessel		176	181	185	194	207	213	217	219	223	230	233	na
Number of Launches		1,968	2,104	2,253	2,378	2,540	2,794	2,960	3,326	3,693	3,868	4,016	na
Number of Boats		508	523	537	561	567	600	490	498	498	461	464	na
Number of Dhoni		5,840	6,077	6,316	6,452	6,625	6,792	6,960	7,112	7,246	7,289	7,402	na
Land Transport	Total	46,028	50,184	54,485	59,332	66,132	77,776	87,126	97,213	108,532	121,700	130,156	na
Number of Motor Cars		3,030	3,180	3,385	3,659	4,163	4,931	5,411	5,823	6,325	6,983	7,658	na
Number of Motor Cycles/Auto Cycles		38,010	41,662	45,499	49,819	55,552	65,520	73,301	80,859	89,897	100,513	106,821	na
Phone Calls ('000 minutes)													
International telephone calls		135,384	108,744	211,865	249,201	265,736	227,781	226,472	171,262	139,764	107,005	64,849	38,387
National telephone calls		77,503	75,974	69,830	66,557	41,974	59,161	52,972	52,968	45,603	39,315	30,923	35,124
Mobile calls		1,241,516	1,094,741	1,468,840	1,571,320	1,687,209	1,608,503	1,578,928	1,549,661	1,580,069	1,579,612	1,659,599	1,805,328
Phone lines													
Fixed telephone lines		48,019	24,084	23,140	22,557	21,478	21,911	21,136	20,377	18,754	16,664	14,508	14,005
Mobile phone subscriptions		494,351	527,844	560,547	625,161	665,818	739,790	812,128	900,120	857,934	828,042	717,708	706,043
Post-paid		71,803	72,751	71,463	73,751	78,656	87,051	97,761	113,186	147,462	156,244	167,510	188,159
Pre-paid		422,548	455,093	489,084	551,410	587,162	652,739	714,367	786,934	710,472	671,798	550,198	517,884
Teledensity^{2/}													
Mobile subscriptions per 100 people		155%	162%	170%	186%	152%	163%	172%	183%	168%	155%	129%	124%
Landlines per 100 people		15%	7%	7%	7%	5%	5%	4%	4%	4%	3%	3%	2%
Fixed Broadband penetration		-	-	5%	6%	5%	5%	6%	7%	9%	10%	11%	13%
Mobile Broadband penetration		-	-	26%	27%	39%	50%	56%	56%	56%	50%	45%	43%

Note:

1./ Data have been revised from 2010 - 2017

2./ Telecom densities are calculated based on projected mid-year populations

On 1st January 2017, NIA was rebranded to Velanaa International Airport

Prior to October 2011, 'Fixed Lines' data that we collected included DID's (Direct Inward Dialling) Numbers. From October 2011, DID's are not included as they are not considered as direct lines.

Internet subscriptions from year 2010 inclusive of mobile internet customers



Highest recorded passenger movement of international flights is observed during December, October and March 2022.

This pattern is similar in the case of domestic flights as during March, December and July the passenger movement is high during the year 2022.

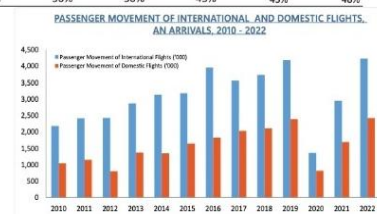


Figure 13. Transportation and Communications Statistics for Maldives. (Source: World Bank)

3.7 Access to and Control over Resources

Under this theme, we explore several issues that shape how gender influences resource access and control of resources, as well as how EWS influence the ability of women and men to control resources they rely on across various aspects of their lives. In many cases these are interlinked – for example, access to electricity will influence the ability to use social media and the internet, and access to financial resources influence both of these. Availability of information is likely to influence how women use and manage water resources, which are key for many of their domestic responsibilities and for maintaining health and wellbeing for themselves and their families.

3.7.1 Water and Gendered Roles

On 5 December 2014, the Government of the Maldives declared a state of crisis due to a severe water shortage, underscoring the pressing issues of water quality and security, particularly in remote areas. This crisis highlighted the vulnerability of the country's water resources, which are increasingly under pressure from overuse, pollution, and the compounded effects of climate change.⁵⁷ According to Sanitation and Water for All, 68% of the Maldivian population faces challenges related to water access.

⁵⁷ UNDP Climate. 2022. On Tap: How the Maldives is Restoring Water Security on its Most Vulnerable Outer Islands. Available at: <https://undp-climate.exposure.co/on-tap-how-the-maldives-is-restoring-water-security-on-its-most-vulnerable-outer-islands>

This reality disproportionately affects women due to the cultural and social structure of Maldives, which in part can be traced to Islamic law and principles.⁵⁸



Figure 14. Women, Girls and Water. (Source: UNDP Maldives)

Women in the Maldives often assume gendered roles such as cooking, washing, cleaning, and providing care for the elderly and children. These responsibilities make women particularly vulnerable during water shortages, as they must manage household needs with reduced water availability. This burden is further compounded by the impact on women's health, as they are frequently the first to experience ill effects, such as skin infections and irritations, due to their caretaking duties.⁵⁹ Moreover, given women's caretaking responsibilities, illness and diseases can be quickly spread across family units.

Water plays a critical role in ensuring women's overall hygiene and well-being. The lack of clean water and poor sanitation facilities can significantly exacerbate the challenges of period poverty, as highlighted in the Borgen Project's report on Period Poverty in the Maldives.⁶⁰ Without access to safe and clean water, women and girls face increased risks during menstruation, further limiting their participation in daily life and perpetuating gender inequality. These health concerns are further exacerbated by water contamination, particularly saline intrusion and the intrusion of other minerals (caused by flooding), which compromise the quality and quantity of clean water available for sanitation purposes.

Given these gendered realities, including the critical role that women play in water gathering, EWS can significantly protect and reduce health risks for women, girls, and their families. By actively monitoring water resources for changes in quality or abnormalities, EWS can provide timely alerts that help prevent the negative impacts of contamination, saline intrusion, and flooding. This proactive approach ensures that communities, especially women and girls, have access to safe water, ultimately safeguarding their health and well-being.

3.7.2 Internet and Social Media

In the Maldives, digital connectivity and access to communication technologies exhibit notable gender disparities. As of 2023, approximately 85.8% of the population uses the internet, with 812,300 mobile connections, surpassing the total population, indicating widespread device ownership.⁶¹ A survey on Early Warning and Risk Communication, led by NDMA, found strong preference for digital platforms to

⁵⁸ Sanitation and Water for All. n.d. Maldives. Available at: <https://www.sanitationandwaterforall.org/partners/countries-map/maldives#:~:text=68%25%20of%20the%20population%20has,islands%20that%20people%20are%20living>

⁵⁹ GCF and UNDP. 2017. Gender assessment for FP007: Supporting vulnerable communities in Maldives to manage climate change-induced water shortages. Available at: <https://www.greencimate.fund/sites/default/files/document/gender-assessment-fp007-undp-maldives.pdf>

⁶⁰ The Borgen Project. n.d. Period Poverty in the Maldives. Available at: <https://borgenproject.org/period-poverty-in-the-maldives/#:~:text=The%20lack%20of%20sexual%20healthcare,period%20poverty%20in%20the%20Maldives>.

⁶¹ Datareportal. 2023. Digital 2023: Maldives [SlideShare presentation]. Available at: https://www.slideshare.net/DataReportal/digital-2023-maldives-february-2023-v01?from_search=1#24

receive early warnings: Viber led with 62.1% of respondents, followed by Facebook (42.5%), apps like Moosun (39.7%), WhatsApp (38.8%), and Telegram (38.8%).⁶² However, 2023 data shows that men's and women's usage and access levels differ. On social media, 71.3% of the population uses social media (81.61% use Facebook), with men constituting 59.3% of this user base, compared to 40.2% of women.⁶³

Female-headed households, which make up 45% of all households, may face economic constraints that limit access to these essential communication tools, affecting their ability to receive timely warnings. Additionally, while women are integral in household disaster preparedness, they may have less access to mobile technology and internet services critical for EWS, as seen in the Digital 2023: The Maldives report.⁶⁴

According to the Maldives Demographic and Health Survey (2016-2017) data, mobile phone ownership also shows gender disparities, with 79% of men owning mobile phones compared to 66% of women.⁶⁵ This indicates that while overall access to technology is high, the ability to utilise these tools effectively varies based on gender.

3.7.3 Electricity

Access to electricity in the Maldives is universal, with 100% of the population having access.⁶⁶ However, gender-specific implications affect how this access supports EWS for climate-related events. Women, who often serve as primary caregivers and manage household tasks, greatly benefit from reliable electricity. Currently, the Maldives faces several challenges in achieving a fully reliable electricity supply. These challenges include the difficulty in reaching economies of scale, high unit costs due to reliance on imported fuel, and the ongoing need for infrastructure maintenance.⁶⁷ Access to electricity enables the use of radios, TVs, and mobile phones, which are crucial tools for receiving timely information and alerts during emergencies.

In the absence of electricity, various alternatives can effectively enhance access to EWS in the Maldives. Hand-cranked radios, battery-operated sirens, satellite communication devices, and low-tech community methods, such as loudspeakers, drums or bells, are essential tools for disseminating disaster alerts. Text messages, which are already widely used, also serve as a crucial alternative, though they rely on communities having access to mobile phones.⁶⁸ Together, these strategies ensure that all communities, regardless of location or access to electricity, can receive timely warnings, contributing to a more resilient and inclusive disaster preparedness framework.

3.7.4 Women in Leadership

The Women, Business and the Law (WBL) 2024 report highlights that women face significant challenges in attaining leadership positions in the public and private sectors. Key barriers include societal norms, gender stereotypes, and a lack of supportive legal frameworks.⁶⁹ For example, there is no evidence to suggest that the Government of the Maldives has any published guidelines on non-discrimination based on gender in recruitment, or flexible work arrangements or a specialised body that receives complaints about gender discrimination in employment.⁷⁰

⁶² NDMA, 2024. Early Warning and Risk Communication Survey (Draft Findings).

⁶³ Ibid

⁶⁴ Kepios. Data Reportal. Digital 2023: The Maldives. Available at: <https://datareportal.com/reports/digital-2023-the-maldives> (Accessed: 25 November 2024)

⁶⁵ Ministry of Health. 2018. Maldives Demographic and Health Survey 2016-2017. Available at: <https://www.dhsprogram.com/pubs/pdf/FR349/FR349.pdf>

⁶⁶ IRENA. 2023. Energy Profile – Maldives. Available at: https://www.irena.org/-/media/Files/IRENA/Agency/Statistics/Statistical_Profiles/Asia/Maldives_Asia_RE_SP.pdf

⁶⁷ Shumais, M. & Mohammed, I. 2019. Dimensions of Energy Insecurity on Small Islands: The Case of the Maldives. Available at: <https://www.adb.org/sites/default/files/publication/543261/adbi-wp1049.pdf>

⁶⁸ Maldives GCF Stakeholder Engagement

⁶⁹ World Bank. 2024. Women, Business and the Law 2024. Available at: <https://wbl.worldbank.org/en/wbl>

⁷⁰ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at: <https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

Women in political leadership, particularly, are underrepresented; the country's women only represent 3.2% of the Maldivian Parliament.⁷¹ Though reform has taken place, for example, the adoption of the Gender Equality Law in August 2016, further legislative reforms have not yet incorporated measures such as gender quotas, which could significantly enhance women's participation in decision-making processes at national and local levels.⁷² However, it should be highlighted that the proposal of a 33.33% quota of women in local government received some social opposition, as noted by local stakeholders.⁷³

Women's Development Committees (WDCs) play a crucial role in mobilising women by providing opportunities for networking, fundraising, collaboration, and implementing community development initiatives.⁷⁴ However, despite these efforts, WDCs have observed that men still dominate many institutions on the islands, with male leadership and decision-making roles remaining prevalent, thereby perpetuating gender inequality in leadership positions in the Maldives.⁷⁵

Under the WBL 2.0 indicator scores⁷⁶ from 2024, Maldives scores 52.5 in Legal Frameworks, 26.7 in Supportive Frameworks, and 48.8 in Expert Opinions.⁷⁷ This score has changed in the WBL 1.0 indicator score of 73.8 in Legal Frameworks.⁷⁸

Maldives scored 25.0 in Safety (under Legal Frameworks and seen in Figure 15) due to the absence of legislation on domestic violence, femicide and child marriage. Under Supportive Frameworks, there was not enough evidence to determine if the government developed comprehensive mechanisms to address violence against women, if there are any special procedures for cases of sexual harassment, etc.⁷⁹

Maldives dropped from a Legal Frameworks score of 100 with WBL 1.0 Indicators to 50.0 under WBL 2.0 Indicators as a result of legislation on gender quotas for corporate boards and no legislation that includes gender-sensitive procurement provisions for public procurement processes.⁸⁰

⁷¹ IPU Parline. n.d. Maldives – People's Majlis – Data on Women. Available at: <https://data.ipu.org/parliament/MV/MV-LC01/data-on-women/>

⁷² UNDP Maldives. 2017. Women's Political Participation in the Maldives. Available at: <https://www.undp.org/maldives/publications/womens-political-participation-maldives>

⁷³ Maldives GCF Stakeholder Engagement

⁷⁴ UNDP. 2011. Women in Public Life in the Maldives -situational analysis. Available at: https://twothousandisles.com/wp-content/uploads/2017/09/women_in_public_life_report.pdf

⁷⁵ Transparency Maldives. 2015. Assessment of Women's Development Committees in the Maldives. Available at: <https://maldivesindependent.com/files/2015/03/Assessment-of-Women's-Development-Committees-in-the-Maldives-TM.pdf>

⁷⁶ "This 2024 edition of WBL is coined in two versions of the legal index. The first WBL 1.0 is to update data within reforms implemented from 2 October 2022 to 1 October 2023. WBL 2.0 on the other hand is a new index that includes additional indicators of safety and childcare." - Mahlet Mesganaw (2024). Source: <https://dmethiolawyers.com/women-business-and-the-law-2024>

⁷⁷ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at: <https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

⁷⁸ World Bank. 2024. Women, Business and the Law 2024. Available at: <https://wbl.worldbank.org/en/wbl>

⁷⁹ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at: <https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

⁸⁰ Ibid

Women, Business and the Law 2024 2.0 indicator scores


										
WBL 2.0	Safety	Mobility	Workplace	Pay	Marriage	Parenthood	Childcare	Entrepreneurship	Assets	Pension
Legal frameworks score	25.0	100.0	75.0	75.0	50.0	50.0	0.0	50.0	25.0	75.0
Supportive frameworks score	0.0	66.7	0.0	0.0	33.3	0.0	0.0	66.7	0.0	100.0
Expert opinions score	25.0	50.0	25.0	37.5	37.5	87.5	25.0	25.0	75.0	100.0

Figure 15. Women, Business and the Law 2024 2.0 Indicator Scores. (Source: World Bank 2024)

4 STATE OF GENDER MAINSTREAMING IN MALDIVES

There is limited gender mainstreaming at a visible level on climate information and early warning systems (EWS). The one specific set of guidelines that represents a direct baseline for linkages between gender, climate and EWS is the NDMA Gender Equality Guideline (2022). The Guideline, still in draft at the time of review, emphasises the integration of gender-responsive approaches in disaster risk reduction (DRR) and EWS to address the disproportionate impact of disasters on women. The guidelines call for women's equal participation in risk assessments, disaster planning, and the design of EWS to address their specific vulnerabilities. Moreover, the guidelines highlight the need for gender-sensitive communication methods, such as using SMS and loudspeakers to reach women and men equally and encourage the involvement of women's organisations in these processes. Additionally, the guidelines stress the importance of collecting sex-disaggregated data to monitor gender-specific outcomes and improve the effectiveness of DRR and EWS initiatives.

A review of documents relating to the national implementation of the Early Warnings for All (EW4All) initiative, namely EWS Recommendations and Actions as well as the report of the Training Workshop on Inclusive Communication for EWS in Maldives, scheduled for 23-24 July 2024 in Male', Maldives⁸¹, establish some clear needs and opportunities for EWS and enhancing the enabling environment for gender responsive EWS:⁸²

1. From an operational point of view:
 - More inclusive legal frameworks that support people with a disability (PWDs), women and girls, elderly persons, and migrants.
 - Enhanced mapping of specific hazards and risks, and inclusive training, awareness, and capacity building programs should focus on access and use of monitoring and forecasting tools, and warning messages.
 - DRR and EWS should be accompanied by public gatherings to enhance awareness and illustrate their importance, including through empowerment programs and success stories. Vulnerable groups, including PWDs, migrants, and children should be engaged in these processes.
 - Establishment of gender and PWDs focal points as well as after-action reviews that can further strengthen present and future responses.
2. From a technical point of view:
 - The Early Warning Early Action Checklist and Implementation Guide, developed as part of the Climate Risk and Early Warning Systems (CREWS) initiative; and
 - Implementation of the Executive Action Plan 2023-2027 for the EW4All initiative.

4.1 Country Gender Profile (Policy-focused)

There are several agreements and policies (Maldivian and global context-related) that influence the enabling environment for gender mainstreaming in the proposed TRACT project. The examination of gender integration across different legislative and policy frameworks highlights crucial implications for climate change action and EWS, with two (national) policies being gender blind, two (one national, one international) being gender responsive, and one (national) being gender transformative.

Gender Blind policies, such as the Disaster Management Act 2015 and the Environmental Protection and Preservation Act 1993 (amended in 2014), do not account for the distinct needs and vulnerabilities of different genders and differentiated responsibilities shaped by gender roles and norms. This can lead to

⁸¹ The workshop was co-organised by the UNDRR Regional Office for Asia and the Pacific, and along with various national representatives and an international representative from ITU, is facilitated by Ahmed Fazel, National Risk Consultant at UNDRR ROAP and NDMA, and Harold Rice, Programme Management Officer and South Asia focal point for Asia-Pacific with UNDRR ROAP

⁸² NDMA, MMS, and UNDRR. 2024. Training Workshop on Inclusive Communications for Maldives EWS.

social exclusion and women being left out due to the absence of gender-responsive policies addressing the specific communication needs of women and other marginalised groups.

On the other hand, the Gender Equality Act (2016), which is Gender Transformative, aims to address systemic gender biases and promote equal opportunities. This approach ensures that diverse gendered perspectives are included and a pathway to an improved gender rating for key legislation for EWS within Maldives.

Additionally, Gender Responsive policies such as the National Gender Equality Plan and the Sendai Framework for Disaster Risk Reduction not only addresses gendered differences of women and girls but seeks to put in place actions and mechanisms to address gender disparities. This ensures that the needs of women and girls are considered and acted on in pre- and post- disaster situations in the country.

Though there have been goals and targets reflected in Maldives' Gender Equality Act, the country still faces major challenges, including stagnating demand for family planning (satisfied by modern methods), decreasing female-to-male labour force participation rate and decreasing number of seats held by women in the national parliament⁸³ (see Figure 16).

SDG5 – Gender Equality				
Demand for family planning satisfied by modern methods (% of females aged 15 to 49)	29.2	2016	● →	
Ratio of female-to-male mean years of education received (%)	102.8	2022	● ↑	
Ratio of female-to-male labor force participation rate (%)	54.1	2023	● ↓	
Seats held by women in national parliament (%)	5.0	2024	● ↓	

Figure 16. SDG 5 Process for the Republic of the Maldives. (Source: Sustainable Development Report, 2024)

Under some local laws, women are impacted differently. These include areas of inheritance and divorce. For example, in Articles 10 and 142 of the Constitution of the Maldives, sons and daughters do not have equal rights to inherit assets from their parents simply due to Islamic law. Islamic inheritance law, as articulated in *Surah An-Nisa* (Chapter 4) of the Quran, reveals a gendered approach to inheritance distribution. *Surah An-Nisa* 4:11 mandates that a male heir receives twice the inheritance share of a female heir, reflecting a gender-based disparity where a son's inheritance is double that of a daughter. This allocation is grounded in the belief that males are assigned greater financial responsibilities within the family unit, which Islamic jurisprudence argues justifies their larger share. *Surah An-Nisa* 4:12 expands on this framework, detailing inheritance distribution among spouses and other heirs. While this system underscores the male-centric view of financial duties and familial roles, it is important to recognise that Islamic inheritance law also includes specific provisions and exceptions designed to address diverse family situations. These provisions aim to balance religious principles with the practical realities faced by families, highlighting how gendered perspectives influence the legal structure of inheritance.

Under the Gender Equality Act and other legislation, there are no legislative restrictions on access to resources as reflected in WBL 2.0 Indicators. However, under Islamic law, there are inequalities in how men and women are seen in areas such as inheritance (see above paragraph).

Additionally, the country data profile is mixed, particularly on gender statistics. According to a 2020 report,⁸⁴ data training, data collection and data sharing are inconsistent and there is limited clarity on roles and responsibilities, although there is high level commitment and interest in collecting gender data, information and statistics. Based on the analysis, there seems little clarity on how all three can and should work together to inform and enhance policymaking and programming. Clear data gaps exist. While Maldives is relatively strong on quantitative indicators, performance on qualitative indicators is much

⁸³ Sachs, J.D et al. 2024. Sustainable Development Report 2024 – Country Profile Maldives. Available at: <https://dashboards.sdindex.org/profiles/maldives>

⁸⁴ Government of the Maldives. 2020. Assessment of Gender Statistics in the Maldives. Available at <https://statisticsmaldives.gov.mv/nbs/wp-content/uploads/2020/06/Assessment-of-Gender-Statistics-in-the-Maldives.pdf>

weaker. Even where data on economic structures, participation in productive activities, and access to resources are generally available, there are still notable gaps and information on gender and environment seems particularly lacking. Disaggregation is possible but by age and location can be variable, potentially undermining efforts to localise information and approaches for EWS. The 2020 report highlights gaps in the following areas which hamper the capacity to determine their influence on the enabling environment for EWS: access and control over resources like land, exposure and prevalence of sexual violence, GBV/SEAH in more general terms, child labour, public transport, human trafficking, decision-making, governance e.g. gender integration in legal frameworks and rights and participation.⁸⁵

4.2 Key Gender and Environment Agreements and Policies

There are several environmental agreements and policies that create the enabling environment for the TRACT project and a focus on gender, in some ways. There are four key agreements including the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which reaffirms the right of access to opportunities and the right to challenge discrimination, both overt and implicit. The Beijing Platform for Action and the Busan Declaration (see Table 3) both reaffirm key rights and participation for women and girls in sustainable development and environmental management.

4.2.1 International

Table 3. Key International Agreements and Policies for Gender Equality and Environment in the Maldives

Legislation	Description	Status	Date
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	The CEDAW is an international legal instrument that requires countries to eliminate discrimination against women and girls in all areas and promotes women's and girls' equal rights. ⁸⁶	Not a signatory Ratification and accession	1993
Beijing Declaration and Platform for Action	The Beijing Declaration and Platform for Action is an agenda containing the most comprehensive global policy framework and blueprint for action, and a current source of guidance and inspiration to realise gender equality and the human rights of women and girls, globally. ⁸⁷	Adopted	1995
Cairo International Conference on Population and Development (ICPD)	The ICPD set the standard for people-centred development, guiding national policies and programmes for the implementation of the Programme of Action by governments, in collaboration with parliaments and civil society, including women and youth-led organisations, the private sector, community groups and individuals at the grassroots level. ⁸⁸	Adopted	1994
Busan Joint Declaration on Gender Equality and	The Joint Declaration reaffirms the global commitment to gender equality as essential for sustainable development. It emphasises integrating gender	Adopted	29 Nov 2019

⁸⁵ Ibid.

⁸⁶ UN Women. 2016. Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) for Youth. Available at: <https://www.unwomen.org/en/digital-library/publications/2016/12/cedaw-for-youth#:~:text=The%20Convention%20on%20the%20Elimination,women's%20and%20girls'%20equal%20rights.>

⁸⁷ UN. 1995. Beijing Declaration and Platform for Action. Available at:

https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/PFA_E_Final_WEB.pdf

⁸⁸ UNFPA. n.d. International Conference on Population and Development. Available at: <https://www.unfpa.org/icpd>

Legislation	Description	Status	Date
Women's Empowerment	considerations into all aspects of development cooperation and highlights the need for women's empowerment through education, economic opportunities, and healthcare. The Declaration also calls for partnerships and accountability in gender equality initiatives. It aligns with global development goals, supporting the integration of gender equality into development strategies.		

Key environmental agreements and policies such as the Sendai Framework (Table 4) underscore gender-differentiated impacts and experiences and the imperative for gender-responsive approaches that not only reaffirm rights, including the right to participate, but also the need to consider livelihood drivers of vulnerability, the need for women's leadership and agency to make decisions, as well as to have access and control over resources.

Table 4. Key International Agreements and Policies for Disaster Risk Reduction

Legislation	Description	Gender Description	Gender Rating
Sendai Framework for Disaster Risk Reduction	The Sendai Framework focuses on the adoption of measures which address the three dimensions of disaster risk (exposure to hazards, vulnerability and capacity, and hazard's characteristics) in order to prevent the creation of new risk, reduce existing risk and increase resilience. The Sendai Framework outlines seven global targets to guide and against which to assess progress. ⁸⁹	The Framework emphasises the need for gender-responsive approaches to disaster risk reduction. It recognises that women, men, girls, and boys experience disaster risks differently and stresses the importance of incorporating gender perspectives into all aspects of disaster management. ⁹⁰ The Gender Action Plan for the Sendai Framework (Sendai GAP) identifies nine key objectives related to the four priorities of the Sendai Framework and outlines 33 recommended actions to promote gender equality and the empowerment and leadership of women and gender stakeholders in disaster risk reduction. ⁹¹	Gender Responsive

⁸⁹ UNDRR. n.d. Implementing the Sendai Framework. Available at: <https://www.undrr.org/implementing-sendai-framework/what-sendai-framework>.

⁹⁰ UNDRR. 2015. Sendai Framework for Disaster Risk Reduction 2015 – 2030. Available at: <https://www.preventionweb.net/media/16176/download?startDownload=20240731>

⁹¹ UNDRR. n.d. Sendai Gender Action Plan. Available at: <https://www.preventionweb.net/sendai-framework/sendai-framework-for-disaster-risk-reduction/SendaiGAP>

4.2.2 Domestic

Domestically, there are also frameworks that can, and some do, make the link between gender equality, social inclusion and climate change and/or disasters. The potential opportunity for decentralised governance and the expanded opportunity for participation in local decision-making processes exists via the Decentralization Act of the Republic of the Maldives. Through this Act, the Local Government Authority was established to monitor and ensure the work and activities of local councils.⁹² Analysis of these frameworks and policies suggests, however, that some frameworks are still gender blind (see Table 5) highlighting a differential emphasis, and sometimes clarity, at the global and international level that does not always exist at the national level.

Table 5. Gender rating of domestic frameworks and legislature.

Legislation	Description	Gender Content Analysis	Gender Rating
Disaster Management Act (2015)	The act establishes a legal framework for disaster risk reduction, response, and recovery. It mandates the creation of the National Disaster Management Authority (NDMA), which is responsible for coordinating and implementing disaster management activities, including EWS.	The act contains no gendered outputs.	Gender Blind
Environmental Protection and Preservation Act 1993 (Amended in 2014)	The Act outlines the necessary guidelines and advise on environmental protection in accordance with the prevailing conditions and needs of the country. ⁹³	The Act, even in its 2014 Amendment, contains no gendered outputs.	Gender Blind
Gender Equality Act (2016)	The Act aims to promote and ensure gender equality and eliminate discrimination based on gender.	<p>The Act uses a gender analysis perspective to challenge systemic biases in employment, education, and public engagement. It promotes inclusivity by defining principles that dismantle traditional gender stereotypes and ensures equal access to opportunities for men, women, and non-binary individuals.</p> <p>The Act establishes a gender equality commission to monitor and address gender-based discrimination and includes provisions for penalties and remedies to deter discriminatory practices and</p>	Gender Transformative

⁹² Government of the Maldives. n.d. Local Government Authority – About Us. Available at: <https://www.lga.gov.mv/page/80/12>

⁹³ Government of the Republic of the Maldives. 1993. Environmental Protection and Preservation Act of the Maldives. Available at: <https://faolex.fao.org/docs/pdf/mdv18342.pdf>

		provide justice for affected individuals.	
National Gender Equality Action Plan (GEAP) (2022-2026)	The GEAP is a framework which will enable state actors, private sector organisations and gender advocates to translate the Gender Equality Act and Policy into actions. The GEAP is a derivative of the National Gender Policy. ⁹⁴	The GEAP is designed to address gender disparities and enhance women's rights throughout the country. It focuses on advancing women's rights by improving legal protections, combating gender-based violence, and ensuring equal access to education and healthcare. The Plan also aims to boost women's economic empowerment by increasing their participation in the workforce and supporting entrepreneurship.	Gender Responsive

While the Gender Equality Act and the Gender Equality Action Plan are strong on gender, they are relatively weak on the environment, climate and disaster issues. The emphasis on gender via the TRACT project may provide an opportunity to provide critical insights that can update these linkages in the next revision or iteration of both documents.

Of the four national documents reviewed, the environmental ones were gender blind, while the gender ones were gender responsive or transformative. None of the four sufficiently intersected and spoke to each other. National gender frameworks are socially focused with limited attention directly to the social underpinnings of adaptation and or social adaptation itself. By social adaptation, we refer here to the elements of adaptation as a process and an outcome that are driven and shaped by social factors including inclusion, participation, culture, behaviour, attitudes and even social protection.

4.3 Social Enabling Environment

National development policies acknowledge the different socio-economic contributions of men and women, particularly in the productive and care economies. The government has recognised that women disproportionately shoulder unpaid care work, limiting their participation in the formal labour force, resulting in female poverty as noted in a UNFPA/UN Women report: *The Situation of Women in the Maldives*.⁹⁵ This disparity is evident in significant gender gaps in labour force participation and employment, with women's involvement being markedly lower than men's.

Women tend to occupy care work in formal settings and informal settings (unpaid care work) at home due to entrenched gendered norms and roles (as discussed in Section 3.7). Despite the nation's Islamic foundation, national policies have only partially addressed the restrictions on women's economic participation, leaving a considerable number of women still engaged in unpaid care work (See Section 1.8.4). Based on information from 2017, 79.6% of women participated in making major decisions in the household.⁹⁶

4.4 Economic Enabling Environment

Legally, women and men have equal access to qualifying for a job, and the Employment Act under Section 4 prohibits discrimination in employment based on gender.⁹⁷ Nevertheless, women in the Maldives face significant social restrictions influenced by gender norms, limiting their access to

⁹⁴ Ministry of Gender, Family and Social Services – Republic of the Maldives. 2022. National Gender Equality Action Plan. Available at: <http://gender.gov.mv/en/wp-content/uploads/sites/1/2022/03/GEAPFinal.pdf>

⁹⁵ UN Women/UNFPA. 2018. The Situation of Women in Maldives. Available at: https://maldives.unfpa.org/sites/default/files/pub-pdf/situationofwomenrp_webversion.pdf

⁹⁶ World Bank Gender Data Portal. N.d. "Maldives." Available at: <https://liveprod.worldbank.org/en/economies/maldives>

⁹⁷ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at: <https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

employment. Traditional gender roles often dictate that women prioritise household responsibilities and childcare over career aspirations, resulting in lower female labour force participation rates, and high participation in sectors that replicate these roles, such as education and human health and social work. In 2022, the country's labour force participation rate was 64% (with men dominating, while women were less represented in the labour market).⁹⁸

Cultural expectations and societal pressures also discourage women from seeking employment, especially in sectors perceived as male dominated such as mining and quarrying, and construction. Women are more likely to work in informal and lower-paid jobs, with 44% of women engaged in informal employment compared to 36% of men.⁹⁹ Additionally, women in the Maldives encounter barriers such as limited access to childcare services and flexible work arrangements,¹⁰⁰ further hindering their ability to enter and remain in the workforce.

With this in mind, the uptake and strengthening of EWS may face gendered challenges due to traditional and cultural gendered norms, seeing limited participation of women within this sector. Additionally, as more women are employed within informal economies in lower-paid jobs, they may lack the financial resources to access/update critical communication tools, such as mobile phones and the Internet, which are essential for receiving early warnings. Furthermore, barriers like restricted access to childcare services and a lack of flexible work arrangements can hinder women's ability to receive and respond promptly to EWS alerts, as their caregiving responsibilities may take precedence.

In the Maldives, gender representation in various sectors reflects traditional roles and societal expectations. Women are predominantly employed in sectors such as Education, Human Health and Social Work Activities, and Extra-Territorial Organisations, where they often take on roles that align with caregiving and supportive functions. This trend underscores the historical and cultural perception of women as primary nurturers and caregivers. Conversely, men are more commonly found in Mining and Quarrying, Construction, and Real Estate Activities, sectors typically associated with physical labour, technical skills, and financial management. This gender disparity aligns with conventional views of men as primary breadwinners and providers in more physically demanding or financially significant roles.

⁹⁸ Maldives Bureau of Statistics. 2023. Maldives Population and Housing Census: Combined Summary Census 2022 Results. Available at: <https://census.gov.mv/2022/census-results-summary/>

⁹⁹ UNDP. n.d. Gender Equality – Maldives. Available at: <https://www.undp.org/maldives/gender>

¹⁰⁰ World Bank. 2024. Women, Business and the Law 2024 – Maldives. Available at: <https://wbl.worldbank.org/content/dam/documents/wbl/2024/pilot/WBL24-2-0-Maldives.pdf>

5 ANALYSIS OF CONSULTATIONS AND INTERVIEWS

Consultations in Central, Northern and Southern Maldives (see Figure 17, Figure 18, and Figure 19), as well as interviews with stakeholders, yielded rich information and a localised context, with Male'-based consultations providing information about Male' City itself as well as the broader country-wide/national level. The primary data generated was a rich source for the Gender Assessment. In this section of the report, a summary of the issues analysed from plenary discussions as well as interviews is presented.



Figure 17. Pictures from stakeholder consultation in Malé on 7 August 2024. (Photo credit: Gender Specialist, Ms. ***)



Figure 18. Pictures from consultation in Hanimaadhoo on 12 August 2024. (Photo credit: Gender Specialist, Ms. ***)



Figure 19. Pictures from consultation in Addu City on 15 August 2024. (Photo credit: Gender Specialist, Ms. ***)

In terms of the interviews carried out, the NGO sector were asked 10 questions (see Appendix 4) across 10 groups representing 24 individuals in total. This sector was represented by city council/office members (Kulhudhuffushi, Addu City, Fuvahmulah), members of Women's Development Committees (WDCs)

(Nellaidhoo, Finey and Addu), the National Youth Council (Kulhudhuffushi), Project ThimaaVeshi,¹⁰¹ Hanimaadhoo Zuvaanunge Jamiyya, and the Maldivian Red Crescent (Kulhudhuffushi and Addu City). The islands/cities represented were:

1. Kulhudhuffushi
2. Addu City
3. Hanimaadhoo
4. Fuvahmulah

The respondents often comprised groups of 2 or 3, with the Addu Women's Association representative responding as a single person. The government sector was represented by 4 agencies and 13 individuals. Ministry of Social and Family Development (3 persons), SME Development Finance Corporation (2 persons), National Disaster Management Authority (5 persons) and the Ministry of Fisheries and Ocean Resources (3 persons) who each responded to 12 questions depending on whether they were gender focused actors or not. All government agencies were located in Male'.

Arising from the consultations and data, key areas of the Gender Analysis are summarised in Figure 20.



Figure 20. Summary of Gender Analysis

¹⁰¹ Based on a limited internet search this project seems to focus on engaging young people on environmental issues including recycling and re-use of materials.

5.1 Consultation Findings

A summary of analysis of the interviews across the NGO and government sector (a word cloud, see Figure 21, shows some common words mentioned) highlights a priority need for improved information and access to information. In addition, the need for inclusion of people in general and women in particular, as well as councils and local groups, was highlighted. This suggests the need for greater investment in local level structures, mechanisms and governance arrangements of information flows. While flooding emerges as the most significant hazard facing the Maldives, the need for EWS that can tackle this hazard and other contributing hazards like torrential rain and sea level rise as effectively and efficiently as possible also emerges. The word cloud analysis also shows that enhanced planning and clear management structures are needed, particularly for preparedness and response efforts.



Figure 21. Word cloud generated from analysis of interviews.

A word cloud generated from the Male' consultation (the first discussion and a much more generalised one) highlights similar and somewhat different issues, with greater emphasis on inclusion/inclusivity, women's leadership, rights and participation, disability and accessibility (see Figure 22). This also could be because this consultation was the only one with direct representation of PWDs.



Figure 22. Word cloud from Male'-based consultation. (Credit: Ahmed Rasheed, MMS)

The important layering between these two clouds is the local level insights and the more national and central level perspective in 2024. Its value will be mainly to the project preparers and less for this Gender Assessment itself, except where it may provide nuanced insight on perspectives and/or governance related issues that need to be considered.

5.2 Hazards and impacts

Flooding continues to be the most pressing issue. Stakeholders suggested that the most frequent natural hazards experienced in the last 10 years were floods and swell surges that also lead to flooding, suggesting that inland flooding as well as coastal flooding were significant concerns (triggered by torrential and excessive rainfall). Other less frequently experienced hazards include sea level rise, erosion, and coral bleaching. Fuvamulah (southern region) specifically, experiences bushfires, which have been observed to be increasing in frequency in the last 10 years. Heat emerged as a hazard, after some nudging, but was mostly being considered by health practitioners. Respondents to the 2024 NDMA survey on Early Warning and Risk Communication ranked Rainwater Flooding, Fire, Erosion and Landslides, and Coastal Flooding as the top four major hazards and risks faced by the Maldives.

There is the view that citizens need to do their part to reduce climate change impacts. However, this was tempered with the fact that there is the need for long-term solutions and more discussion and clarity on the roles of different actors, including the public. Currently, there is little clarity on the role of the public.

An issue raised in terms of compounding factors of hazards was livelihoods. While farming is now being conducted in safer areas, it was noted that people still tend to live in flood-prone areas. Flooding has impacted access for the sea ambulance, according to the Kurin'bi WDC "recently [they] had to take a very small boat from the island as someone needed urgent medical care".

5.3 Multiple and intersecting forms of vulnerability

There were diverse perspectives on the distribution of risk and vulnerability. While an Addu-based NGO expressed the view the women and children were the most impacted by disasters, particularly socially and in terms of mobility, for others the impact is greater based on livelihoods, and thus greater for the islands where fishing and farming are primary livelihood endeavours (e.g. Hulhudhoo, Meedhoo and Maradhoo) and for those directly involved in these activities. One stakeholder raised the critical point that impacts on these sectors will also impact on women who are using the products from both sectors for

economic and social activities (cooking, delicacy making¹⁰²) and thus are reliant on these sectors indirectly for informal income and also for food-related cultural practices.

In terms of more structural vulnerability, other weaknesses exist. Response plans, which included drills, were developed following the tsunami (26 December 2004); however, these have not been updated since then as far as most stakeholders were aware. In general, islands have been developing disaster management plans, for example, Hulhumale' is currently developing a disaster management plan. However, most of these plans are not necessarily connected to a national framework and strategy that also links and addresses the interconnections between disasters and climate change. It is also unclear the extent to which both strategic and practical gender needs are considered. While there are some positive signs that road infrastructure projects have helped to address some of the infrastructure-related aspects of vulnerability, they do not and cannot solve all problems. It is also unclear from stakeholder feedback how much this was part of a planned effort versus something more incidental.

Housing-related vulnerability is a nuanced but specific challenge faced in the Maldives. This was particularly observed in Addu City (southern region) where stakeholders referred to a cluster of approximately six houses that are affected by flooding every year, with no apparent relief or compensation and no clear solutions seeming to have been tabled (although at least one stakeholder mentioned resettlement).¹⁰³ This is an example of persistent exposure and impact that is beyond the number of houses impacted at any one time.

There are similar concerns about housing in Kulhudhuffushi (northern region). When homes are affected by flooding, persons usually move to hotels and guest houses and children are unable to go to school due to school closures and impassable roads (highlighting mobility and movement of people-related issues). With public transportation limited on islands and noting the predominant use of motorcycles, physical vulnerability to rain and floodwaters in transit may also be an issue. Given the division of labour in the Maldives and the high percentage of female-headed households, these issues are also likely to more directly affect women who are at home/working from home and thus faced with the need to take measures to prevent serious loss and damage. Women at home/working from home can also be affected while collecting children from school, potentially finding themselves unable to either reach the school or back home. A household with an adult, elderly person or child with disabilities would face particular challenges with movement to safer ground and/or evacuation, depending on the type of disability.

While generally it is felt that women may have access to information, there is also concern that they do not know what to do with the information or have the capacity to do it. For instance, moving fallen trees creates other forms of vulnerability (i.e. a vulnerability in taking action) that must also be considered. These are not access to information issues but are linked to agency and empowerment-related vulnerabilities as well as physical ones. Some women would not have the physical strength nor may have access to the tools to address these kinds of issues and even if they did, depending on the age of their children, may not be able to take action without leaving their children for a period of time, resulting in other issues and vulnerabilities. EWS alone may not resolve some of these issues, but linkages between EWS and related services might enable key connections and triggers that enhance the quality of information available, as well as other forms of public assistance.

There are also timing disconnects – with the Disaster Management Act going back as far as 2015, while the NDC was updated in 2020 (these documents are at least 5 years apart), and local plans having been developed between 2023 and 2024 (another 3 and 4 years) – which create gaps that contribute to operational vulnerabilities. These differences have implications for the kind of content and the approaches to how individuals engage with EWS, how they are engaged, and the understanding of this from a data generation, data use and data governance point of view (see Figure 23). This can sometimes mean that some people or groups 'fall through the cracks' and are either excluded or receive some support that is insufficient for their needs. This can be the difference between nominal inclusion and reference to women

¹⁰² According to stakeholders, Maldivian food delicacies – sauces, sweets and other food additives – are made with food crops and fish. Often home-made, these delicacies are in widespread use and culturally important.

¹⁰³ News reports further bear out the concern related to housing-related vulnerability in Addu City with several houses affected in April 2024 (Over 40 houses damaged in Addu City as bad weather prevails nationwide (raajje.mv) and in October 2019 (<https://maldivesindependent.com/society/news-in-brief-addu-city-hit-by-severe-flooding-14849>)).

and detailed and specific actions about what type of support and when it is needed and for which vulnerabilities that which women face.

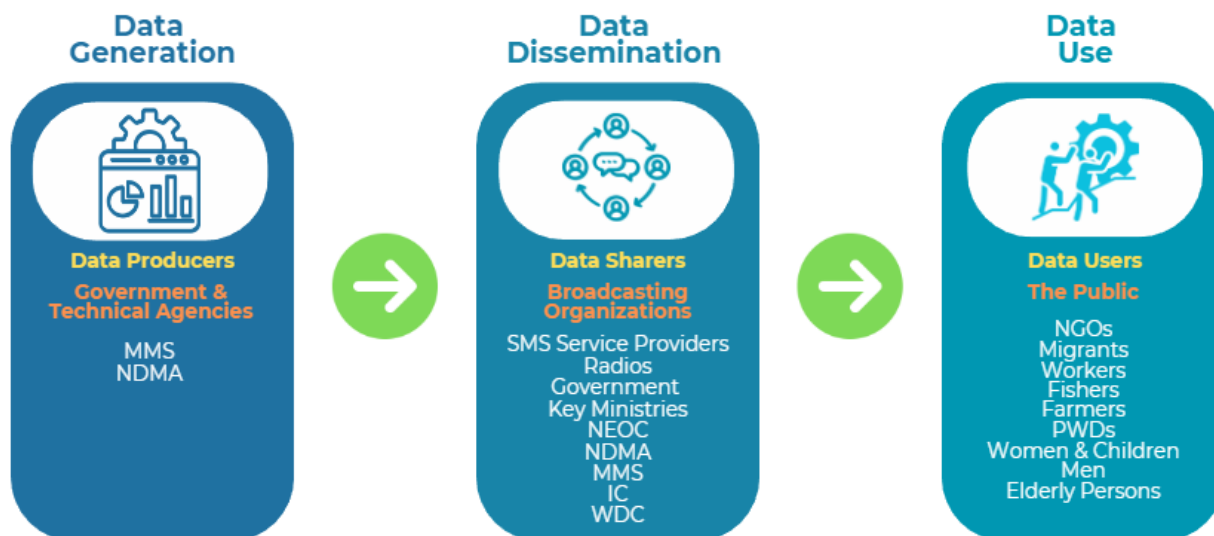


Figure 23. Overview of the Data Production, Dissemination, and Use Process

There are at least seven types of disability in the Maldives that may also condition and shape vulnerability as well as experiences in the context of DRR, climate change adaptation and resilience. There is insufficient detail and a lack of examples available to properly contextualise this and that level of detail requires deeper research than this assessment allows. Nevertheless, what can be noted from a disability-perspective, or a differentiated ability perspective, were issues of access for the sight and hearing impaired to the materials provided that were not designed with their use in mind. There are also disabilities that may arise due to age, including limited physical mobility, that also need to be considered. Disability representative stakeholders emphasised the importance of both audio and video messaging, for example, to expand access to a wider set of users in their community. They also highlighted that in addition to messaging, it is important to conduct drills as well as assign focal points within the islands who maintain a registry of PWDs. Lack of such information created other forms of vulnerability from delayed response and or lack of attention.

Added to the issue of vulnerability is the inherent susceptibilities experienced by migrant workers who do not speak or understand Dhivehi or English and who, as females, may also need to conform to the social norms and expectations of Maldives. Stakeholders highlighted language barriers affecting tourists and migrant populations, noting that with approximately 25% of the population being migrants it is important that the messaging reaches them (it is not currently clear how much does). Moreover, the level of education of migrants is expected to vary as they are attracted to, and by, different kinds of employment and this may also influence their understanding and ability to use warnings, and may also shape how vulnerable or not, they are perceived to be. Because of their role in the workforce, there is some expectation that migrants may also face vulnerabilities derived from labour and working conditions; an issue mentioned by several stakeholders.



Figure 24. Key vulnerabilities emerging from consulted stakeholders

Gender inequality (differentiated outcomes and capacity) in education/literacy impacts on the ability to use and understand early warnings. Gender inequality in access to economic capital and access to technology can also underpin, at least structurally, some of the issues raised in this section for locals and migrants. The research, documentation and express of experience on some aspects of vulnerability is nuanced and indirect, and connections are implied rather than clear as a general point. These forms of structural inequality (strategic gender needs such as access and control over resources or decision-making) also engender social and economic vulnerability. Some of the vulnerabilities that emerge are thus summarised in Figure 23. Visualising all of these vulnerabilities in proximity to each other aims to promote appreciation of the need to also consider the interlinkages between them and the gender-related pressures this can create across multiple levels of Maldivian society.

5.4 Messaging and reach of early warning systems

Early warning messages are largely sent via social media, with Viber being the most popular. Through a layered process, messages are transmitted to City/Island Councils for further onward transmission. Radio and television are also used. Maldives Meteorological Service seems to rely significantly on social media to spread the word on hazards and warnings. It is estimated, by some stakeholders, that social media may reach as high as 80% to 90% of those 18 years and older.¹⁰⁴ At the local level, loudspeakers are still used as they are sometimes the only effective way to reach specific groups including those living away from the capital and the centre of town.

An Early Warning and Risk Communication Survey conducted by NDMA in 2024 confirmed that, in terms of communication platforms, Viber is the most popular. Viber is used by 80.5% of the survey respondents, followed by WhatsApp and Instagram.¹⁰⁵

Gaps still exist however in reaching the elderly and PWDs and persons who are both, who may face economic and practical challenges in accessing information. While statistics and experience suggest that at least one person per household has access to social media such as Viber, consideration must still be given to the fact that there is an aging population who may not be using social media. Additionally, the

¹⁰⁴ Based on stakeholder interviewee estimates and perceptions.

¹⁰⁵ NDMA and UNDRR. 2024. Early Warning and Risk Communication Survey: Summary of Key Findings from the Early Warning and Risk Communication Survey.

representative from a national NGO for PWDs also noted that the preferred platforms for communication are radio, Viber, WhatsApp, and Telegram, and not SMS. This is in part due to there being several promotional messages etc. received via SMS, which many people tend to ignore or that can be distracting to navigate through and around.

Further engagement with PWD-focused NGOs highlight the need for mobile-phone based alert systems to be accessible and inclusive, particularly for the differently abled. This includes the need for considering communication approaches during emergency situations where persons are more likely to talk and shout rather than use electronic devices. In fact, responses to the 2024 NDMA Early Warning and Risk Communication Survey suggest that at least 50% of persons pass on early warning information to other members of their household via in-person communication. Devices will not always be the medium of choice and this also needs to be accounted for in terms of behavioural support and cultural changes enabled by the proposed project.

Current messaging seems to have a heavy focus on people who travel by sea. In the Nolvivaranfaru community for instance, this seems to have brought about a situation where the community is more concerned about sea travel than flooding. In Kulhudhuffushi, information is generally obtained from the Island Council, but it is not clear what media is used. Stakeholders in Nellaidhoo and Finney tend to receive detailed information by radio and television. In this instance, information usually includes types of hazards and actions to be taken.

A key challenge at the local/island level is the delays that occur due to the layered process of transmission. Focal points¹⁰⁶ who assist with dissemination often change with administrations, which can also lead to gaps in the communication chain. Representatives of the police service suggested that there is an effective communication mechanism used for political messaging, and therefore this can be explored for the EWS messaging. There are currently no clear governance arrangements in place or standard operating procedures for warning dissemination or about responsibilities for dissemination in all localities and islands.

Language and communication barriers exist on a number of levels:

- There are language barriers that may affect tourists and migrant populations. With as much as 25%¹⁰⁷ of the population being migrants (based on stakeholder estimates), it is important that the messaging reaches them. Yet currently alerts are provided in two languages only.
- In addition to receiving alerts, there is the need for clarity on what each level of alert means, and what actions need to be taken, as people are not always clear on this. This finding is reinforced by the 2024 Early Warning and Risk Communication Survey conducted by NDMA.
- A lack of understanding of the impacts/implications of an impending event may also contribute to the communication barrier, as well as assumptions about the general public's understanding of hazards. Data collection and mapping have been insufficient to understand impact and therefore people do not quite understand this aspect of hazard information. This suggests that assumptions are being made about the socio-cognitive aspect of risk perception, which are not borne out in reality.

The NDMA survey further highlighted some key concerns by users about messaging and the ability of recipients to use it for anticipatory, preventative and/or responsive action:

- A considerable number of respondents expressed dissatisfaction with the EWS in place: nearly 1 in 3 believed they did not receive adequate early warnings before disaster events, and the same ratio indicated that early warning advisories from NDMA were either neutral or unsatisfactory.
- One third of the respondents also rated their understanding of both DRR and EWS as poor, revealing a significant knowledge gap that needs addressing for better community resilience.

¹⁰⁶ This issue was brought up by some stakeholders but not all. It is unclear, from stakeholders, if there are focal points in all places that are operational and where they might be gaps.

¹⁰⁷ An estimate made by a representative of the Maldivian Red Crescent at the Male' consultation, August 7th, 2024.

- Respondents also largely agreed that, at the community level, there was a lack of sufficient awareness of potential threats, with more than half of the respondents disagreeing on the adequacy of community awareness regarding hazards.
- The lack of agreed approaches at the household level on how to respond to an emergency of hazard situation was also highlighted.

These findings suggest a pressing need for improved communication strategies and educational initiatives to enhance understanding of disaster preparedness and risk management, particularly among vulnerable populations such as youth and the elderly. The findings lend support to the focus on use and uptake of information, particularly under Output 3 of the TRACT proposal.

5.5 Inclusive National Planning and EWS

Existing communications about EWS in the Maldives are generally not socially inclusive i.e. do not fully account for disabilities, languages, technology access, and education levels, based on analysis across national and regional consultations as well as stakeholder interviews. This too affects planning and therefore how some of these gaps and needs are communicated from the ground into national planning processes. This reality is also affected by the lack of standardised way of sending the EWS messages, and the lack of knowledge of the vulnerable populations, their intersectionality, and how to reach them, issues which planning at all levels must better account for.

The focus in this subsection is therefore on inclusive planning as a norm and a principle, as well as the practical actions around what is being done to include as many persons, points of views and needs as possible. The overall findings are mixed on this point. The way that actors engage in planning through a gender and/or social inclusion lens has also evolved alongside the changes in mandate or approaches to mandates. For example, the Maldivian Red Crescent (MRC) indicated that in their planning process, they endeavour to engage with diverse groups, while the UNFPA noted that their work has only recently intersected more directly with and on environmental issues. The latter has taken the form of collaboration with NDMA and MSFD in the development of standards for GBV.

There is engagement through collaboration with Island Councils and Ministries, however, it is not always clear how and if NGO sector views are considered in those discussions at two levels of governance (national and local) or that there is specific engagement on critical issues such as on local infrastructure decisions. While there is engagement and collaboration between some NGOs and the government (e.g. between MTE and MRC or MRC and NDMA), the regularity of this engagement is variable and somewhat inconsistent (ranging from fairly regular to frequent) and not systematic. Additionally, engagement between these two sets of actors is purpose-driven rather than structured and integrative, happening most frequently at the time of a disaster or emergency event and waning between events. The WDCs felt that they were consulted when specific information was needed about women and girls, but were of the view that there was not enough engagement so that the needs of women and girls could be understood and adequately addressed. This links to gender equality and gender mainstreaming and issues about current practice that need to be resolved via governance and possibly also guidelines in the context of EWS.

While MSFD and WDCs indicated that there had been efforts to include them in planning processes, they also expressed a need for more engagement and a more structured process. MSFD has not, to date, been actively involved in planning processes but does provide guidance to organisations and project teams upon request, as well as to WDCs and other local NGOs to ensure that the context of the given island is understood. The strongest level of regular engagement with EWS seems to be by MRC compared to other NGOs.

In addition to more involvement by more diverse stakeholders, there is also a need for more information on hazards, including gendered impacts, as well as more inclusive engagement to keep the public better informed. This highlights the potential connection between inclusive planning, gender mainstreaming and governance, and the need to combine these rather than treat these as separate issues and principles. Additionally, existing local disaster management plans cover only a third of inhabited islands and use color-coded maps, which are not accessible for the visually impaired.

Since the 2004 tsunami, designated safe zones have been identified and generally the public is aware of tsunami-related risks. A new Disaster Risk Reduction Plan in 2011¹⁰⁸ was developed, along with a map that can be used by locals and foreigners to identify areas of flooding and storm surges in some islands, but not all. Neither shelters nor safe zones exist in most islands. While Nellaidhoo and Finey, for example, seem to have applied some lessons learned following the 2004 tsunami, nationally there does not seem to be a plan or standard way for dissemination of information about approaching hazards. Little or no information about shelters come with the alerts, and there are no designated safe zones. Vulnerable populations are at risk in the absence of guidelines or standards to address their safety and security needs in hazardous situations, particularly gendered needs.

Despite the seeming obvious link between transportation and EWS there has not been sufficient coordination at the government level (the user makes the link, but current systems do not necessarily do so) on the interlinkages between the two. Additionally, the key needs of PWDs in both, from an intersectional perspective, is also not being sufficiently considered. Inclusive planning that then informs EWS also needs to better consider all sectors. This is particularly important in a context where transport is so key to mobility, given the country context, including for which users make an easier link to their needs and the decisions they need to make. This has relevance for locals, migrants and tourists – an issue which is common across these three groups.

5.6 Governance

A number of issues emerged from the consultation process that provide insights on various elements of governance related to EWS and from a gender perspective. These linkages are interpretative and analytical based on stakeholder responses to key questions on the how, the why, and the who of the current state of EWS and the barriers and constraints. This considers how gender actors are involved, how gender considerations influence governance of EWS at all, as well as how gender relations in general may influence governance approaches and implementation.

At the national and subnational level, the dissemination of information via EWS is the responsibility of the MMS and the NDMA, and that the local level it is the Island Councils. In Addu, while there is no single number for the National Emergency Operations Centre (NEOC), there are numbers for different towns as well as contact points. Sometimes these differentiated roles are not clearly described or available in one common place or even always well known, potentially leading to duplication of roles and some confusion on the part of the public.

At a local governance level, NGOs including disability-focused NGOs and communities, are consulted through several means e.g. consultations, surveys and similar activities. Most of the major NGOs, many based in Male', are invited to consultations. However, in the smaller islands, civil society is less visible and may not be as involved in local engagement around DRR. While MSFD is increasingly engaged, the Ministry also faces human resource and capacity constraints which limits capacity to advocate for and to support the resolution of gender gaps in DRR-related governance mechanisms.

A key overarching issue, for both national and local stakeholders, is the need for better coordination (building on some of the issues raised in the previous section). Improved coordination would help to reduce frustration, as well as ensure that information is reaching PWDs and other vulnerable groups, as well as migrant populations from Bangladesh, India and Sri Lanka. One stakeholder highlighted that engagement with the NDMA was responsive to the needs of the island, but that there might be a need for clarification of roles, which the hinders full operational governance as well as accountability.

Moreover, projects and systems are generally siloed in terms of thematic areas of focus e.g. transportation, CCA/DRR and even the role of EWS. There are not many natural spaces where these issues are discussed or that such discussions are planned. Similarly, stakeholder engagement for gender equality and social inclusion (GESI) is carried out by all actors with limited or little coordination on strategies and lists.

¹⁰⁸ Government of the Maldives. 2011. Strategic National Action Plan for Disaster Risk Reduction and Climate Change Adaptation 2010 – 2020. Available at: https://www.preventionweb.net/files/60595_maldivesstrategicnationalactionplan.pdf

Overall, strengthened governance related to gender is needed. MSFD's involvement is still somewhat ad hoc rather than procedural; they do sit on the main NDMA Steering Committee. Currently, no standard operating procedure for governance-related issues exists. The Ministry also possesses resources that could be critical – i.e. shelters for children, people with special needs (also known as PWDs) and survivors of domestic violence – but which are currently not integrated into disaster planning or response, e.g. a shelter system for DRR. The roles of WDCs have been enhanced, at the level of Island Councils and integrated into DRR via the NDMA Gender Equality Guideline, but generally remain weak in terms of leadership outside of women's issues.

Currently, there is no specific governance mechanism either for EWS or governance around EWS, but there are ongoing discussions about using/leveraging existing DRR mechanisms rather than reinventing the wheel. However, there is a need for understanding of the sectors that need EWS to work effectively and efficiently, why, how and for whom. Engagement of actors in Tourism, Health, Agriculture and Fisheries is currently not as clear or perhaps not as consistent as needed, nor are there detailed analyses of sector-wide needs and user needs within and across sectors. The needs of these sectors for EWS, even at an internal level, are also not necessarily well documented or communicated.

5.7 Gender Equality and Mainstreaming

Gender mainstreaming in climate change adaptation and DRR in the Maldives is generally in its initial stages and is often project or funding-driven (and thus likely to be more externally driven), such as in the case of the Community-Based Disaster Risk Management (CBDRM) framework. Still, there is a general recognition and expectation that all government projects, especially those that are donor funded, are required to have a gender or GESI action plan. This has increased some demand in terms of the role and work, for example, of MSFD, which is positive in terms of participation but presents a challenge in terms of their current capacity and the lack of sectoral expertise in many cases.

Existing gender mainstreaming efforts at the national level include:

- Launch by government in 2023 of the gender responsive Integrated Financing Framework for Climate Financing. Via this programme there will soon be pilot Gender Responsive Budgeting (GRB) in select Ministries, with the intention to expand to all sectors including the environment.
- Use of quotas by NDMA to ensure gender equality in their work. At the community level, 40% of disaster management planning teams, and 30% of emergency response teams must be comprised of women.

Moreover, it is noted that a considerable number of women are being trained by the MRC and are therefore better able to respond and support in affected communities.

While the NDMA Gender Equality Guidelines (2022) represent an important marker in Maldives' gender journey in the context of DRR, the guidelines still need to be operationalised. The guidelines speak to the need for data collected to be disaggregated by sex, that stakeholder engagement will include gender mainstreaming, and the application of an intersectional lens (although much of that seems to focus on disability). One interesting response highlighted is that "women are involved but not based on individualised settings, more from a collective point of view and the issues are not as clear as compared to fishers who are out at sea." Beyond the gender equality guidelines, there are no other specific policies per se to ensure that gender mainstreaming is addressed. However, women are invited to consultations, for example in the development of the CBDRM Framework. Regarding DRR, there is a target in the National Gender Equality Action Plan that states "that emergency response plans are gender responsive" but there is not much more beyond that. One clear gap flagged by government stakeholders is the decision-making gap in current efforts to engage and empower women.

Reference was made to a social group Ibama (Ijuthimaaee Badhahi Madhadhuverin), which is said to have a focus on bolstering social services through collaboration and effective monitoring, and which has also provided capacity building. The Ibamas are linked into NDMA's work but it is not fully clear how and if they are leveraged by other agencies.

Engagement with WDCs, which structurally seemed to exist to facilitate greater gender equality and gender mainstreaming in several areas at the local level and to enhance voice and agency, is limited and a structural weakness in current DRR, climate and EWS practice (linked to inclusive planning and governance). Specific responses noted "there are programmes, and they involve the Island Council and

WDCs” and that there are “training programmes for Addu City that are women-focused e.g. Women in Politics.” There is a sense that most of the focus on gender has been in the political sphere at both the local and national level and less about general investments in leadership and decision-making at the individual, household and or community level (making a link also to capacity and resource needs).

Important intersectional gender issues identified by stakeholders include geography and size of island as well as gender. Still, one stakeholder highlights that in Maldives, one size will not fit all. In the north and south, these factors intersect with environment and livelihoods, underscoring the importance of ecosystems and ecosystem use in this context.

Moreover, cultural norms can play a role and raise new risks. In the context of urgent evacuation at night, some women may be constrained to follow the requirements for being fully covered, something they may prioritise even ahead of their own safety. The risk is particularly high in smaller islands where persons can be more easily recognised, resulting in social stigma.

5.8 Capacity Needs

There is capacity in the Maldives for gender mainstreaming and gender analysis. The MFSD is a small team but supported by a national policy and action plan (these are national documents and described in the policy analysis i.e. Gender Policy and Gender Equality Action Plan) as well as a grievance redress mechanism (GRM). While SDFC has a gender policy as well as GRM, many other government agencies do not have gender policies, except for MSFD; the NDMA has quotas and gender guidelines. Also lacking are clear policies and guidance on Gender Based Violence (GBV) and Sexual Exploitation Abuse and Harassment (SEAH) prevention.

Still, several capacity needs and areas of interest were expressed and identified via consultations as well as the capacity assessment survey. From the consultations, the following needs were identified:

- Training is needed in relation to mitigation action, supplemented by resources for practical actions such as installation of pipes and pumps to address floodwaters.
- Technical expertise on climate change, disaster risk management, and stakeholder engagement (communication to be able to reach specific groups).
- Increased understanding of a gendered approach to DRR. This must include WDCs, Social Services, and Councils so that everyone is aware of the gendered impacts of disasters. Such training should be island-specific, focusing on what is important for each island, as resource needs will differ from island to island.
- Though technology is an issue, there is also a need to focus on individual responsibility. Alerts are received but persons often do not know what the next steps are or wait till the last minute when there is an emergency to act. The EWS needs to be comprehensible and include information on mitigation actions as well as preparedness.
- More investment is needed to obtain feedback on what is working, including investment in collecting such information, which may involve both data collection and data assessment tools and capacity building, particularly for MTE.
- Need for specific focus on behavioural social and cultural aspects of EWS that the project currently allows for, including capacity building in this area and the use of this type of information. An aspect of this would be the inclusion of Local Knowledge into such approaches but also potentially benefitting from the capacities and experiences of migrant communities who come from countries where climate change and/or climate-related disasters are already quite prominent.

More detailed analysis on capacities that exist as well as gaps and opportunities emerge from the survey distributed to both national partners/stakeholders and international Technical Partners:

1. Of the survey respondents only 30% had recently attended training on Gender, Gender Equality or Women's Empowerment in relation to climate change, environmental management, DRR and EWS. 50% had never attended any such training (see Figure 25).

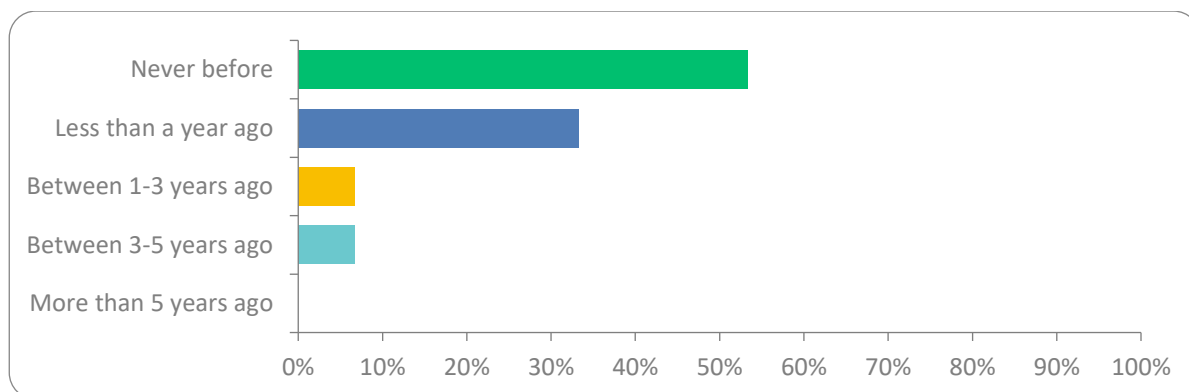


Figure 25. Responses to Q18 of the Capacity Needs Survey.

2. Familiarity with GCF Policies and Guidelines is also relatively low. Less than 1 in 3 respondents had any knowledge of these documents (see Figure 26).

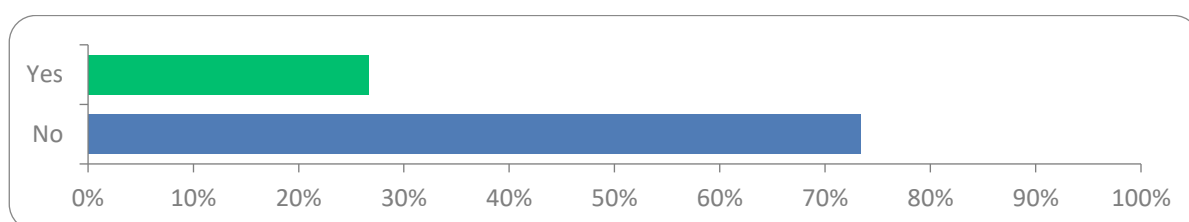


Figure 26. Responses to Q14 of the Capacity Needs Assessment

3. When asked if “Based on your current capacity, do you feel that you are able to coordinate gender mainstreaming in project activities in which your agency is playing a lead role?” most respondents (almost 50%) indicated some capacity but the need for additional support. Another 20% indicated that they would require a lot of support and training (see Figure 27).

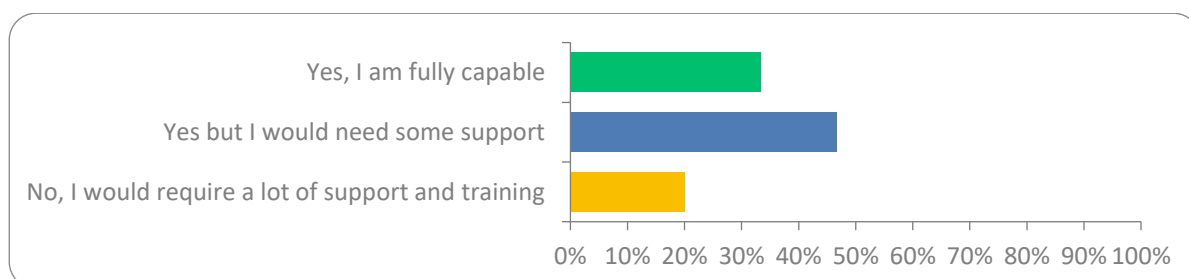


Figure 27. Response to Q9 of the Capacity Needs Survey.

4. Survey results suggest a need for training and guidance documents to support gender-responsive EWS. While nearly 50% of respondents expressed interest also in the community of practice (COP) in combination with the other two, the greater consensus is around more basic investments. No respondents considered that training alone was enough. Based on the responses to Q21 (“Which sequence of gender and early warning systems capacity-building support works best in your opinion?”), the majority (70%) expressed a preference for training then guidance documents.
5. Of the areas of major interest, the top priorities are gender-responsive stakeholder engagement, gender-responsive finance, gender-responsive and socially inclusive risk communication (see Figure 28). The question “Which of the following additional aspects interest you in terms of building capacity and knowledge on early warning systems?” asked respondents to rate the importance of five themes; all of them were deemed somewhat important or very important.

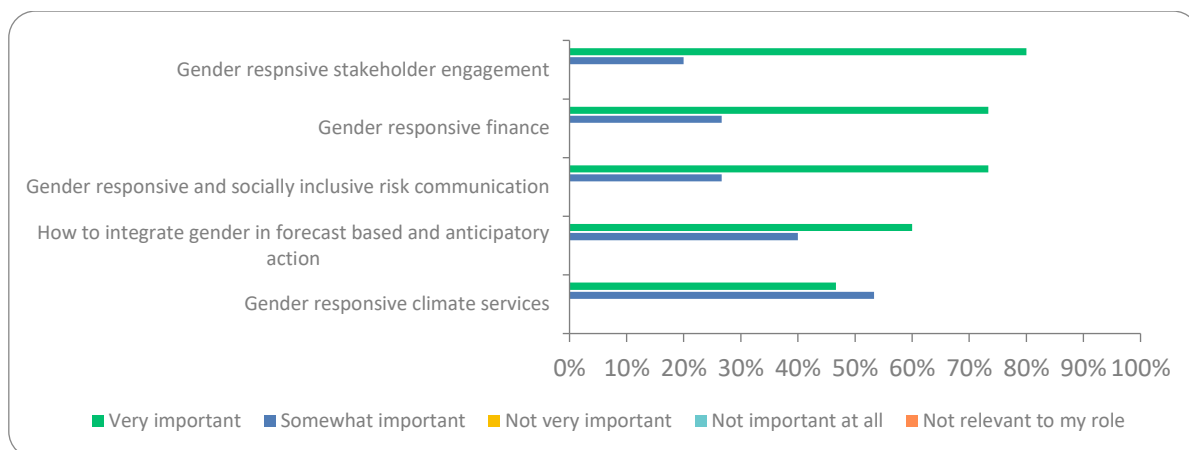


Figure 28. Responses to Q22 of the Capacity Needs Assessment survey.

An area of functional vulnerability (vulnerability that limits the capacity to function and/or take action based on external pressures that exceed existing adaptive or coping capacity¹⁰⁹) that is also a capacity issue (and perhaps also an empowerment and agency issue) is at the household level where recipients need to be able to take decisions and act for EWS to be truly effective. While there may be levels of preparedness and structures at the city level and national level, preparedness is lacking or weak at the household level, with some government stakeholders explaining by suggesting that, at this level, people lack awareness of what warnings mean. Even if information is available, stakeholders note that a critical barrier is the lack of understanding about what actions to take and response is limited to a few critical behaviours like using sandbags. Houses often experience flooding; yet most persons cannot swim (stakeholders suggest). Moreover, swimming is frowned upon for girls and most girls will not be allowed to go swimming. In a gendered context this is an agency issue, as well as a socio-cognitive one.

Currently, capacity to address GBV and SEAH in operations and projects is mixed and somewhat weak. There are no specific procedures in relation to GBV and SEAH, although some actors like MSFD and NDMA are considering these issues. Though the NDMA Gender Equality Guideline is a step in the right direction, there are no clear measures to ensure safety (the GEF-funded ISLET project has taken this a step forward in the context of urban transportation). Under the Gender Equality Act and the Sexual Harassment Act, there are mechanisms for reporting discrimination and referral pathways that can be built on. Equally, the SDPC also has a GRM and a sexual harassment committee mechanism that can be leveraged in identifying a GRM for the TRACT project.

5.9 Resource Needs

A key resource need is access to EWS itself. There is a general sense across NGOs and government stakeholders across all regions that there is access of some kind. Text messaging and Viber are widely used and there is also radio and television access, which means some options might exist if the internet is down or there is no electricity. Access to resources can also be geographically specific – radio is more often used in islands compared to the cities. While there is bulk messaging available, there are limitations to its effectiveness as bulk messaging benefits those who are registered and there are limits to the number of accounts, perhaps 40,000.¹¹⁰ For those not registered, they rely on speaker systems and word-of-mouth. There is a somewhat layered process given that NDMA sends messages to the Island Councils who then contextualise it and share it locally. Additionally, there are local community groups who also

¹⁰⁹ Adapted from ecosystem science and analysis which speaks to “functional vulnerability refers to the degree to which functional diversity is likely to change when exposed to external pressures and disturbances (Turner et al., 2003). The core focus of functional vulnerability is whether ecosystems can preserve their stability when exposed to diverse external pressures and disturbances, as well as their capacity for resistance and recovery in the presence of such disruptions (Arnaud et al., 2022)”. Sourced from: Assessing the functional vulnerability of woody plant communities within a large-scale tropical rainforest dynamics plot by Sun et al, 2024. Front. Plant Sci., 16 April 2024. Sec. Functional Plant Ecology. Volume 15 - 2024 | <https://doi.org/10.3389/fpls.2024.1372122>

¹¹⁰ This figure was suggested by MMS in the Male’ consultation on 7 August 2024.

join in with messages, which are amplified via loudspeaker. This suggests that institutional resources and technology resources are available, even if not part of a detailed and organised strategy.

Resource gaps identified across stakeholders include:

- Insufficient resources are invested in DRR efforts, and more investment is needed for inclusive planning and engagement.
- Some of the weakest responses from NGO representatives were on the question of barriers and constraints to women's access to EWS information, suggesting a lack of or limited knowledge, the lack of research and data on this issue, and gaps in understanding on gender and DRR/gender and climate change.
- Impact-based forecasting and related early warning information is a key priority and urgent need.
- There is a resource gap in terms of information about what happens an alert is received linked, to how EWS fits into the disaster preparedness and response, as well as climate change adaptation. This would help to mitigate against the lack of action or response at the last minute. One stakeholder flagged that some engagement with MTE on this issue and how EWS can be more comprehensible (relevant to Output 3 of the TRACT proposal).
- One issue of clarity is around knowledge as a resource, and there is a need for a better understanding of the constraints from a Behavioural, Social and Cultural (BSC) perspective. This includes needing to ascertain whether it is the message not being received and/or other issues such as lack of perception of the message, lack of trust of the messenger, or lack of understanding of individual responsibilities (or a combination of these or all of these). Additional work may be needed to dig deeper on the BSC elements, particularly from a gender perspective. MTE has not been regularly active in this area, and further analysis of the BSC elements may be critical also for linkages across its entire portfolio, which all have implications for EWS.
- Data is one of the clear resource needs as highlighted by survey findings (see Figure 29), including data that is intersectional as well as qualitative and thus relevant to the behavioural and practice issues flagged by stakeholders in several places of this report.

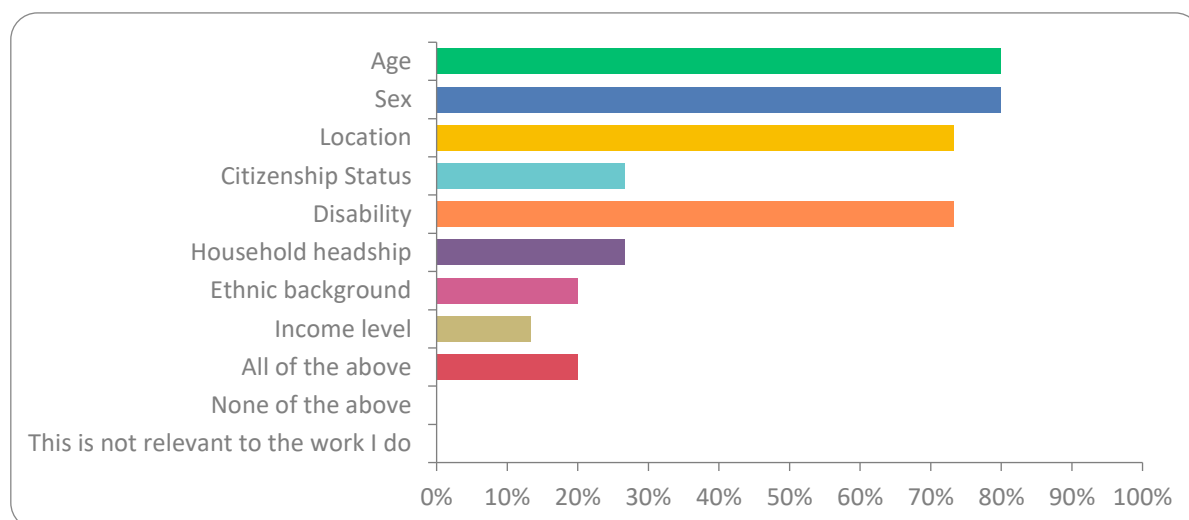


Figure 29. Response to Survey Question 17 (In my work, we collect data and information disaggregated by (Select individual aspects if "all of the above" or "none of the above" do not apply).

Though there is a decent spread of disaggregated data across the 4-5 agencies that completed the survey, some clear gaps remain. Only a few collect all the different elements of data needed to support gender analysis for EWS and of EWS uptake. Areas of weakness more generally include data on income level, ethnic background, household headship and citizenship, while data on age, sex, location and disability are more generally available.

5.10 Environmental and Social Safeguards

GCF requirements include an environmental and social safeguard (ESS) screening and the development of a plan to address, monitor and mitigate ESS risk throughout the life of the project. ESS elements follow the International Finance Corporation ESS guidance and also include attention to gender. In EWS projects where significant construction activities are not anticipated, most ESS triggers tend to be related to (a) labour and working conditions; (b) community health, safety and security; and (c) natural and cultural heritage. For the proposed TRACT project, based on this Assessment, the critical ESS triggers seem to relate mostly to (a) and (b).

Thus, the following potential situations that pose risks directly created by the project, or on which the project has influence and/or which may create risks for the project, are flagged for the screening and ESS plan development:

- The reliance that women have for making delicacies (and their reliance on climate-sensitive fisheries and agriculture to produce these products) has a socio-cultural aspect and role that also needs to be considered from the lens of cultural heritage.
- The risk for conflict due to pressures created by disasters and climate change warrants more attention under community health, safety and security. The potential risks of GBV emerging from the stress and pressures of disasters and climate effects as well as broader conflicts arising between men over competing resources uses and between sexes over short and long-term resource needs also require consideration.
- Gender and diversity are about addressing discrimination and understanding people's different needs, risks, and capacities.

6 GENDER MAINSTREAMING IN THE TRACT PROJECT (ACTIVITY-FOCUSED)

Gender mainstreaming is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally, and that inequality is not perpetuated (see Appendix 6).

The TRACT project will need to comply with several key policies and guidelines of the GCF (see Figure 30) and UNEP with respect to gender equality, stakeholder engagement, environmental and social safeguards and access to information, which all also influence and inform the gender mainstreaming strategy and approach. The Maldives does not have declared indigenous population so those policies would not apply.

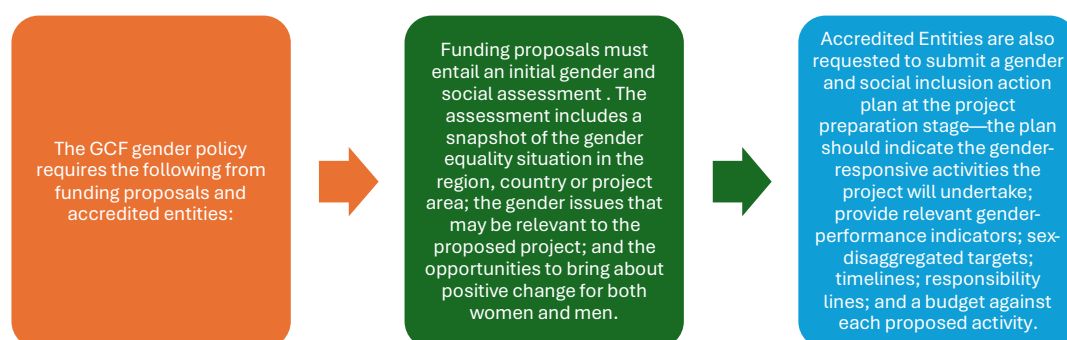


Figure 30. Summary of GCF Gender Requirements

6.1 Assessment of the draft Funding Proposal as of 5 December 2024

In its current state, the project approach is gender aware with elements that are gender sensitive. Out of a total of 46 sub-activities, five are gender responsive (*Sub-Activity 1.1.7: Establish National Guidelines for Integrating Protection, Gender and Inclusion (PGI) into Disaster Management*; *Sub-Activity 3.1.2: Co-develop a socially inclusive and gender-responsive risk communication strategy*; *Sub-Activity 4.1.2: Mainstream PGI into disaster preparedness*; *Sub-Activity 4.1.3: Scale up the Y-Adapt youth engagement curriculum*; and *Sub-Activity 4.1.7: Develop Standard Operating Procedures (SOPs) for integrating PGI into disaster response*). These activities are in three Outputs (1, 3 and 4). There are other favourable developments given the interlinkages between various activities that allow for foundational investments which could lead to gender transformational impacts in the future.

For example, under Sub-Activity 4.1.2, it should also be understood that effective early warnings and anticipatory action systems can support and strengthen the ability of groups facing different risks to mitigate the impacts, better cope with shocks, and address any issues of discrimination (*Sub-Activities 4.1.1, 4.2.1, 4.2.2, 1.2.3*) and that comprehensive analyses of vulnerabilities, risk factors, and coping strategies can be used to inform protective, gender transformative, and inclusive outcomes (*Sub-Activities 1.2.4 and 1.2.5*).

Activity	1.1	1.2	2.1	2.2	3.1	4.1	4.2
1.1							
1.2							
2.1							
2.2							
3.1							
4.1							
4.2							

Figure 31. Linkages between gender-responsive sub-activities and other project interventions, shown at the activity level (as of 5 December 2024)

The inclusion of a specific activity for mainstreaming PGI under Output 4, for example, acknowledges that a person's sex, age, physical ability, race, nationality and other factors can influence how they are vulnerable to, and affected by disasters, conflicts, and crises. They can also affect their abilities to adapt, respond, and recover. PGI is an established approach to address the causes, risks and consequences of violence, discrimination and exclusion in an integrated way.

Notwithstanding, gender roles affect response and evacuation; marginalised groups face harassment in emergency response, and discrimination in access to shelter and relief.

Given the realities in the Maldives, the approach to gender mainstreaming in TRACT should therefore be guided by the following Gender Needs Framework. The Framework orients gender-responsive EWS linked to resilience as anchored in livelihoods and rights and participation, which are then underpinned by ecosystems, education and information (with information as a proxy for assets), access and control over resources, leadership and decision-making and governance. As Figure 32 outlines, the first three of the underpinning needs are linked to livelihoods and the latter two are linked to rights and participation, ensuring meaningful as well as representative participation.

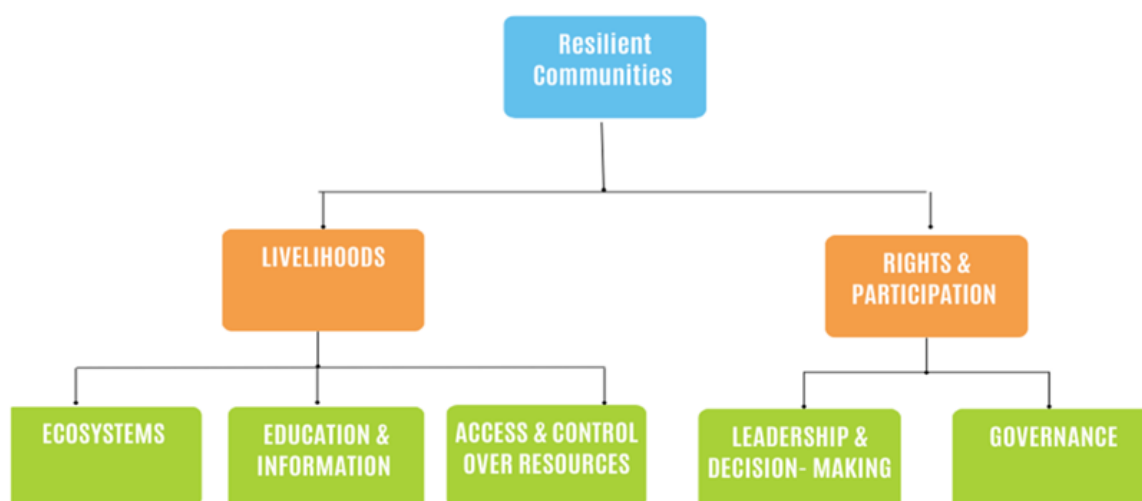


Figure 32. Proposed Gender Needs Framework for TRACT project

Power and decision-making also cannot be overlooked. DRR/EWS initiatives take place in locations where some groups are weaker (in terms of power – political and economic – and social capital) than others, or in some cases, deliberately marginalised. The active participation of marginalised individuals

can support transformative empowerment and overlooked groups can and do play important roles in fostering a culture of resilience.

Alongside this, social inclusion is also key. Social inclusion is the process of improving the terms on which individuals and groups take part in society – improving the ability, opportunity, and dignity of those disadvantaged based on their identity.

At the time of the preparation of this Assessment by the Gender Specialist (28 August 2024), missed opportunities to boost gender mainstreaming and gender-specific actions were identified in the sub-activities listed below. While there are opportunities across all outputs, Output 4 is one of the most critical of these.

- 1.2.1 – Develop and implement a National Climate and Disaster Information strategy
- 1.2.2 – Establish institutional arrangements for data governance and sharing
- 1.2.4 – Strengthen local capacities to undertake climate-related risk assessments
- 1.2.5 – Conduct Enhanced Vulnerability and Capacity Assessments
- 2.2.6 – Develop sector-specific advisories for climate- and risk-informed decision-making
- 2.2.7 – Introduce climate analytics to support the development of Green Finance products
- 3.1.5 – Strengthen two-way feedback and evaluation mechanisms
- 3.1.7 – Develop a multilingual glossary on climate change, early warning systems, and disaster risk reduction
- 4.1.1 – Increase public awareness and education on climate-related hazards, vulnerabilities, exposure and risks
- 4.1.4 – Strengthen national, sub-national and local capacity to use climate disaster risk information and impact-based early warnings
- 4.1.5 - Enhance capacity of the private sector to manage climate-related risks
- 4.1.6 - Scale up Community-Based Disaster Risk Management (CBDRM)
- 4.2.2 - Build Capacity for Forecast-based Action (FbA)/Anticipatory Action (AA)
- 4.2.4 – Initiate Early Action Protocol (EAP) development

After the preparation of this Gender Assessment, the project design has been adapted to include recommended refinements. A comprehensive overview of the recommendations and of the adopted refinements is outlined in Appendix 6.

7 KEY FINDINGS – GENDER NEEDS FOR EWS IN MALDIVES

The gender baseline of the Maldives reveals both severe and minor disparities that shape the socio-economic landscape, particularly in how women experience and navigate vulnerabilities related to climate change, early warning systems, economic participation, and social structures. Social and economic factors, including entrenched gender roles and the disproportionate burden of unpaid care work, further limit women's participation in the labour market and access to resources.

Despite some variability, there is little doubt that gender plays a role in how women are engaged or not, and how they are seen and addressed in existing EWS. The needs of specific subsets of women whose needs are shaped by reproductive responsibilities and care work, as well as those involved in employment outside of the household as well as their household duties is both a gap and an opportunity. With women heading 45% of households, there is a clear need for gender-sensitive approaches to EWS that recognise and address the unique challenges these households face. Additionally, it should be recognised that women in male-headed households may not receive EWS information effectively through male household heads either, as intra-household knowledge/information sharing cannot be assumed. These different groups may require tailored capacity-building approaches.

The moderate female labour force participation rate of 48.4% and their lower representation in the agricultural sector underscore the economic vulnerabilities of women, especially in the context of climate resilience and recovery and their ability to fund a diverse set of needs, including those related to access to timely, accurate and specific information about hazards and their likely impact.

The Gender Equality Act (2016) and the National Gender Equality Action Plan (2022-2026), represent important strides toward addressing systemic gender biases and enhancing women's rights and create an enabling environment for more gender responsive EWS (see Figure 33). However, they lack specific directions and identification of needs and even accountabilities for doing so. Moreover, despite these advancements, traditional and religious norms, such as those governing inheritance rights, continue to create economic and social disparities.

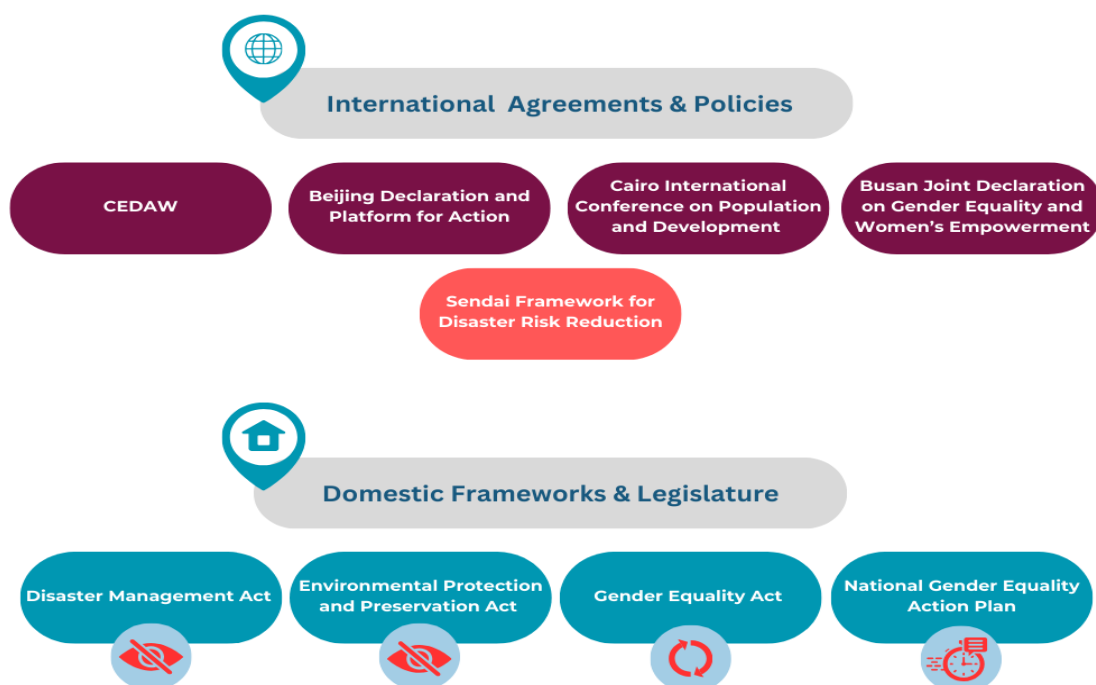


Figure 33. Summary overview of enabling environment elements.

The examination of international and domestic gender and environmental policies reveals noteworthy progress and ongoing challenges. International agreements like the Beijing Declaration, the Cairo International Conference, and the Busan Joint Declaration reflect a strong global commitment to gender equality and women's empowerment. However, domestic policies in the Maldives, such as the 2015

Disaster Management Act and the 1993 Environmental Protection and Preservation Act (Amended in 2014), show a lack of gender-specific considerations, which may impede effective disaster risk management and environmental protection.

Women in Maldives have the opportunity to engage in entrepreneurial activities on equal footing with men, as outlined in the Companies Act of the Republic of the Maldives (2023). Additionally, the Gender Equality Act prohibits discrimination in access to credit based on gender. Despite this, it is well known that micro and small businesses face challenges in almost any community and so do informal or quasi-formal business activities due to high administrative burdens and other prohibitive costs. Economically, although women have equal legal rights to property and entrepreneurship, cultural expectations and social pressures often confine them to lower-paid and informal jobs. Barriers such as gender roles and norms, limited access to childcare and flexible work arrangements also hinder women’s workforce participation and economic advancement.

Despite a relatively low national poverty rate, the absence of specific data on child poverty suggests potential hidden vulnerabilities that disproportionately affect female-headed households and children. This gap highlights the importance of integrating gender-responsive data collection (which means addressing a comprehensive set of data to include sex and age-disaggregated data) and analysis into climate change adaptation strategies.

Endowments¹¹¹ (such as health, education, and assets); economic outcomes (employment, assets, wages, and consumption); and voice and agency (child marriage, gender-based violence, women as agents of change) are experienced and progressing differently amongst women and men in the Maldives (see Figure 34). This suggests that TRACT can support broader GESI goals in Maldives by building on progress being made in agency and endowment while prioritising its investment in economic outcomes and voice.

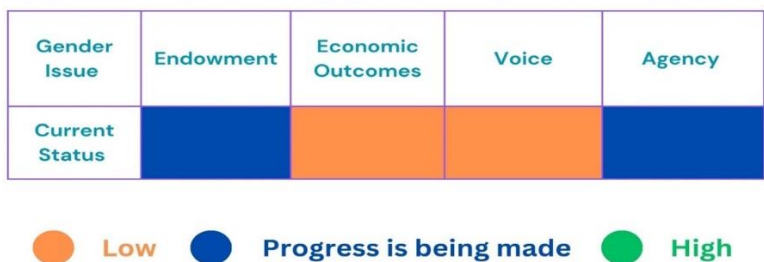


Figure 34. Overview of key gender issues in Maldives based on the Gender Assessment

Existing climate projects in the Maldives show a commendable focus on gender mainstreaming, but more transformative approaches are needed to ensure that women, especially those in vulnerable sectors like agriculture, can benefit fully from these initiatives. The inclusion of gender in EWS is crucial for improving information access and ensuring that women are adequately prepared for and can respond to climate-related hazards.

According to the WBL 2.0 Indicators, sex is a factor influencing access to and control over resources. In Maldives, women have equal administrative power and ownership rights over immovable property, including land, as enshrined in both the Constitution and the Gender Equality Act. However, disparities remain in inheritance rights, which do not fully align with these equal ownership rights.

Maldives' Gender Inequality Index (GII) of 0.328 further underscores the persistent gender disparities that can hinder the effectiveness of EWS and climate resilience efforts and indicate a diverse set of resource needs for women themselves and for those enabling their participation (see Figure 35). Women’s limited economic opportunities, as reflected in their lower labour force participation and the barriers highlighted

¹¹¹ Erman, A. et al. 2021. Gender Dimensions of Disaster Risk and Resilience. Available at: <https://wrd.unwomen.org/sites/default/files/2021-11/Gender-Dimensions-of-Disaster-Risk-and-Resilience-Existing-Evidence.pdf>

by the Women, Business and the Law 2024 report, point to systemic issues that need to be addressed to empower women economically and socially.



Figure 35: Summary Resource Needs identified in the Gender Assessment

EWS must be accessible and responsive to the communication needs of women in these sectors (education, health, etc.). Women’s ability to deploy and use EWS may be influenced by structural inequalities that exist, as well as contradictions created by having equal administrative power and ownership rights over property, but facing disparities in inheritance rights, which can, in turn, constrain their economic power and agency. EWS must be gender-responsive and account for the different sectors where women and men are employed, as well as their respective resource control, which is crucial for safeguarding the entire population during hazardous climate-related events. The lens of water access and use is a powerful one for the mainstreaming of gender and a more gender-responsive approach to EWS. Key communication gaps are captured in Figure 36.



Figure 36: Summary Communications gaps identified in the Gender Assessment

With WDCs now elected bodies and part of the local governance mechanism rather than being treated as NGOs, there is a significant opportunity to engage them as a key stakeholder in the TRACT project,

particularly during its implementation. The role of the social group Ibama, alongside the work of the WDCs and other gender actors, is not fully clear and suggests a need for clear governance structures to maximise the engagement of these various actors as well as MSFD, particularly for the implementation of the project's Gender Action Plan. This is particularly so as the role of the WDCs, for example, has evolved.

Moreover, in terms of agencies currently active in spaces relevant to gender-responsive EWS, there is a mixed picture with diverse representation at the local level and more reliance on environmental and meteorological actors at the national level. The role of the MSFD is not clear, and their engagement appears more ad hoc and occasional, rather than strategic and well-integrated (see Figure 37).

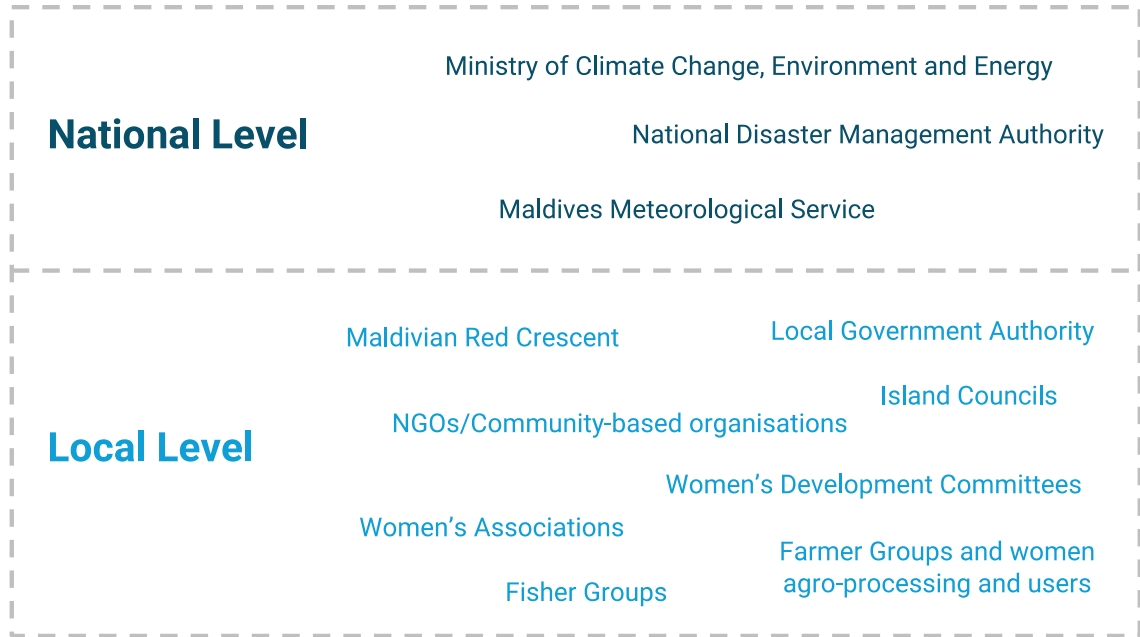


Figure 37. Overview of findings of organisations responsible for gender-responsive DRR and EWS

There is also room for expansion on who is engaged and to consider gender as an entry point also for EWS. Useful feedback was obtained from MMS and MRC on communications around EWS including experience, limitations and constraints. EWS seems most effective in relation to mobility, movement and transportation. This highlights the need to add these to the priority sectors, which will also enhance intersectional analysis and response via the project.

There is a need to consider migrants, workers and expats as a subsection of people who will require special attention, especially in terms of language considerations. The tourism sector and tourists, which may be facilitated through the Ministry of Tourism, also need specific information on anticipated impacts and actions to take. Barriers to extensive reach therefore include language in various forms, including for the visually and hearing-impaired.

How to approach the behavioural, social and cultural aspects of EWS, including attitudes to EWS, particularly where impacts are not so obvious, remains one of the significant challenges and opportunities for the Maldives (see Figure 38). Perceived attribution can be key to enhancing community support and action surrounding EWS and DRR. People consequently prefer soft protection methods, which involve wider consideration and implementation by government of ecosystem-based approaches.¹¹² Attitudes towards EWS and other DRR techniques may differ between groups based on gender, socio-economic status, age, and disability status. With solutions focusing on population mobility, younger people are more likely to view migration arising from climate change impacts as an opportunity for a better life, while older

¹¹² Adloff S. & Rehdanz K. 2024. adaptation to climate change: Evidence from a choice experiment in the Maldives. Available at: <https://www.sciencedirect.com/science/article/pii/S1755534524000010?via%3Dihub>

people may prefer to stay where they are and may be open to relocation based on the level of resettlement support provided by the government.¹¹³

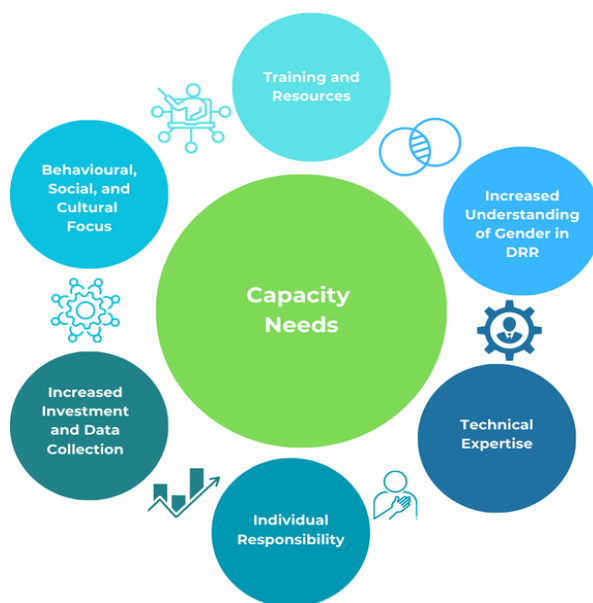


Figure 38: Summary capacity needs from the Gender Assessment

Gender mainstreaming in CCA and DRR is mostly project driven. However, there are other efforts on financing and gender-responsive budgeting, as well as training with MRC that create a significant foundation for empowerment of women. Recommendations emerging from consultations include:

- There is the need for a standard method of dissemination of messages, to counter delayed reach by the current layered process.
- There is the need for messaging in additional languages (Bangla, Singhalese, Hindi, Nepalese, Filipino and Chinese) to reach the migrant population.
- There is a need to have posters explaining the levels of alert permanently on display.
- Messages must be contextualised for each island, as there are diverse needs, e.g. whether it is a resort island or a fishing island.
- The Blind and Visually Impaired Society of Maldives (BVISM) suggests that there be a registry of PWDs (managed and updated by Focal Points) and that messages be both audio and video.
- An effective focal point system needs to be set up and maintained.

More generally, the TRACT project will need to grapple with the different orientations and realities in islands across Maldives with the understanding that the needs differ depending on whether it is an urban island or a rural island, a tourist island vs. industrial island or fishing island. A mapping categorisation of the Maldives to then link first priority needs and second priority needs may be important to ensuring that EWS are highly responsive to the needs of users and how information is generated and governed, particularly under Output 2.

¹¹³ Stojanov et al. 2017. Local perceptions of climate change impacts and migration patterns in Malé, Maldives. Available at: <https://discovery.ucl.ac.uk/id/eprint/1498720/1/Stojanov%20et%20al%20Local%20perceptions%20of%20climate%20change%20impacts%20and%20migration%20patterns%20in%20Male%20Maldives%20AAM.pdf>

8 IMPLICATIONS FOR GENDER-RESPONSIVE EWS

This section considers implications of the Gender Assessment findings from several angles, including implications for (a) gender mainstreaming of the project; (b) gender-responsive actions in the project and for specific activities; (c) project-level Grievance Redress Mechanism (GRM); and (d) project-specific Gender Action Plan (GAP). Implications for access to, uptake and use of EWS which can be highly gendered is considered in all of these sub-areas.

8.1 Implications for gender mainstreaming in the project

To enhance the resilience and adaptive capacity of the Maldivian population, it is imperative to address existing gender disparities. This requires a concerted effort to ensure that women have equal access to resources, information, and economic opportunities, thereby enabling them to contribute fully to and benefit from the country's climate change adaptation and disaster risk reduction strategies. Key gender needs identified per Output are as follows:

- Output 1: Gender-based Rights and Participation, Livelihoods and Ecosystems linkages
- Output 2: Governance/Livelihoods (linkages to producing the impact-based forecasting)
- Output 3: Gender-based Education and Assets, Governance and Access and Control over Resources
- Output 4: Access and Control over Resources/Leadership and Decision-Making

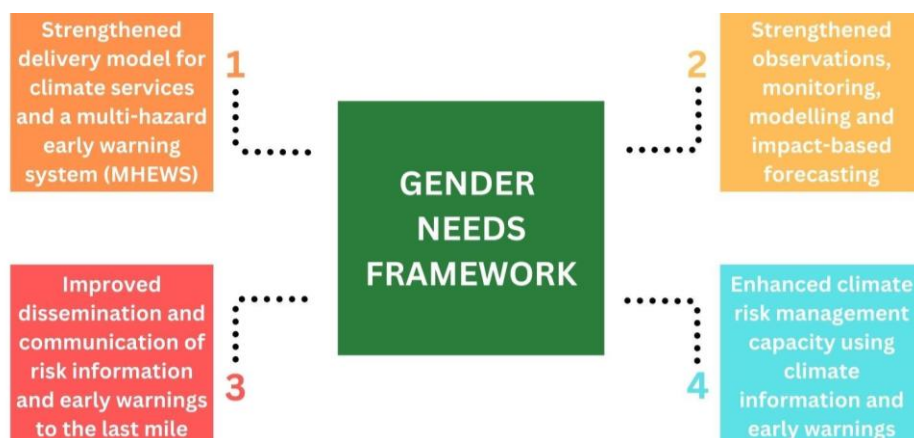


Figure 39. Diagram showing gender needs for the four project Outputs

The focus on gender for the TRACT project needs to go beyond rights, participation and engagement to include direct actions to further empower women as actors and agents of change and leaders, enhance their voice and agency, and link EWS expansion and prioritisation to economic empowerment and decision-making.

Making the connection between gender and water and gender and energy opens up other avenues for gender mainstreaming:

- Through the monitoring of changes in weather, water and climate conditions, EWS can protect women, girls, and families by reducing climate-related health risks through timely alerts, helping to prevent the effects of health issues, contamination and saline intrusion. Ultimately by ensuring access to safe water, EWS help safeguard the health and well-being of communities, especially women and girls.
- Reliable electricity is vital for women to access emergency alerts through radios, TVs, and mobile phones. Utilising alternative methods of communication ensures that all communities, regardless of electricity access, can receive timely disaster warnings, enhancing overall resilience and inclusivity in disaster preparedness. Alternatives must be explored to ensure EWS alerts are not only provided through social media but other mediums where women have greater access and/or improving women's access to digital technologies, such as social media sites. These mediums include Viber, Facebook, X (formerly Twitter), Moosun App, Telegram, WhatsApp and Telegram.

- Considering persons with disabilities (PWDs), additional recommendations from consultations in October 2024 suggest the importance for general communication to be complemented by sign language, visual communication like LED noticeboards, and providing text descriptions and audio options for disaster management plans.
- There may also be the need to have a focal point in MMS to disseminate text-based information to the visually impaired community.

New priority sectors that will need to be considered include transportation, mobility and migration. New vulnerable groups to be added include migrants, particularly migrant workers, and women working in home-based businesses/economic activities. The latter will be particularly important for the uptake of EWS and the contribution of EWS to disaster preparedness and resilience-building.

On the issue of governance, the role of gender focused actors must be expanded and their expertise systematically included. This means an adjustment to the recognised actors on gender-responsive DRR and EWS as proposed in Figure 40.

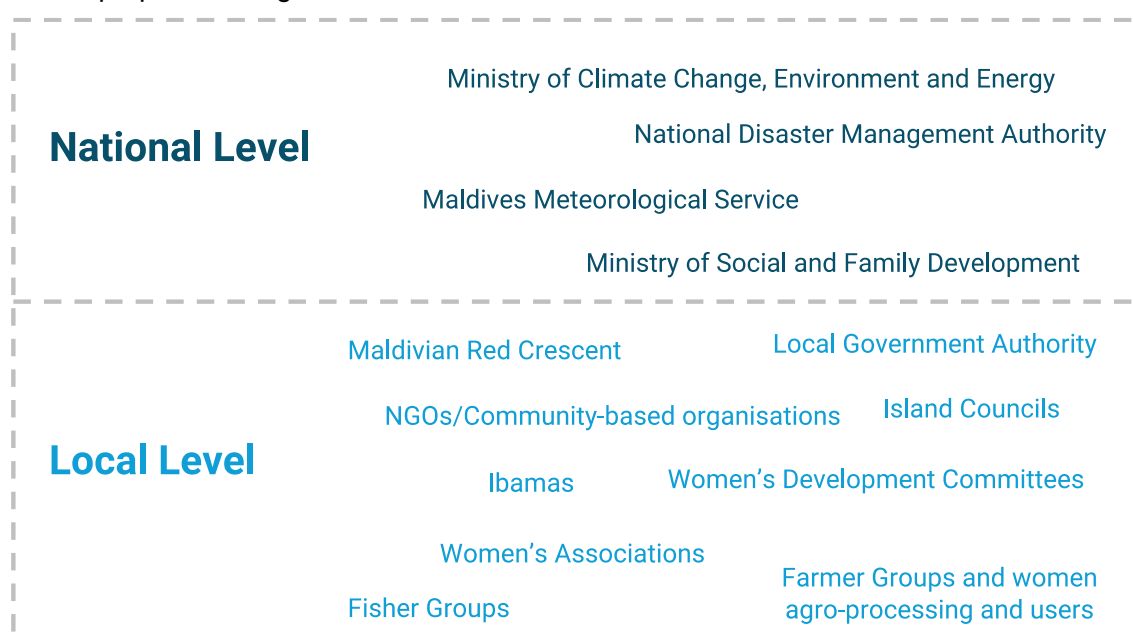


Figure 40. Proposed institutions and institutional mechanisms needed to support gender-responsive DRR and EWS

8.2 Implications for gender responsive actions in the project and for specific activities

To ensure more effective climate resilience and gender equality, it is essential to address the above-mentioned gaps (such as access and inclusion gaps for women and PWDs) by adopting more inclusive and gender-responsive policies. This approach will help bridge existing disparities and support a more equitable and sustainable future for the implementation and strengthening of EWS in the Maldives. There will, of necessity, be a need to focus to on multi-hazard early warning systems rather than single hazard warnings in keeping with GCF sectoral guidelines for climate information systems and early warning systems, an expansion of focus that the TRACT proposal already recognises.

Citizens of small islands can often downplay the significance or not believe the effects of climate risks, such as rising sea levels, loss of livelihoods, and ecosystem services and infrastructural loss. This scepticism can be attributed to islanders' focus on events that they have personally experienced in their daily life. While people may feel and see the impacts of specific environmental changes, like beach erosion, it is difficult to immediately see climate change and geographically remote events. This implies

that EWS should be specific to the immediate needs of Maldivian communities, inclusive of women and girls, men and boys, elderly persons, and PWDs.¹¹⁴

This also means an understanding of the layered reality of risks as they occur in people's lives as well as the fact that sudden onset impacts can be triggered by slow-onset hazards and vice-versa. In keeping with recommendations made by Practical Action,^{115, 116} it will require a multi-faceted approach that addresses risk knowledge, monitoring and warning, dissemination and communication, and response capability (not just by institutions and response mechanisms but also people). At the core of effective EWS according to Figure 41 is effective governance and institutional arrangements.

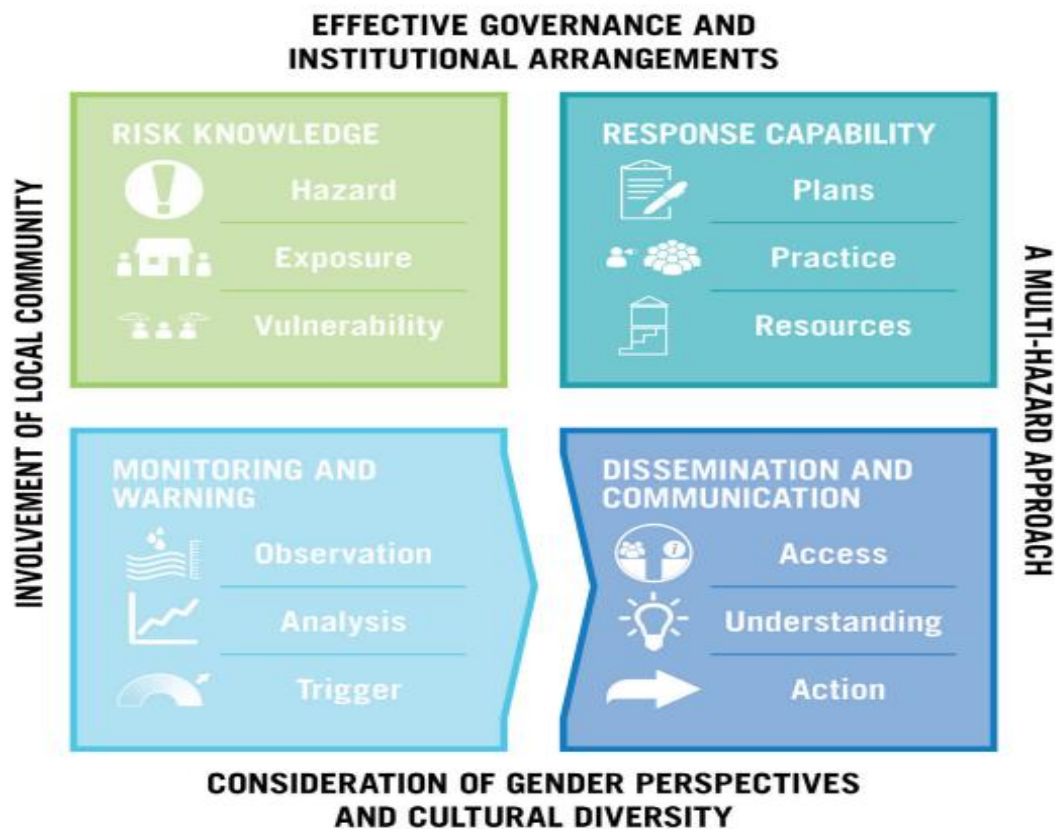


Figure 41. Gender and EWS

With a focus on agency and empowerment, there is also scope and opportunity for enhancing existing activities and strengthening existing activities such as Activity 1.1 (see Appendix 6). This recognises that:

- While women and children are more automatically considered, challenges remain. Even more so, marginalised groups are often excluded from DRR policies, strategies and decision-making.

¹¹⁴ Arnall A. & Kothari U. 2015. Challenging climate change and migration discourse: Different understandings of timescale and temporality in the Maldives. Available at:

<https://www.sciencedirect.com/science/article/abs/pii/S0959378015000138?via%3Dihub>

¹¹⁵ Brown, S. et al. 2019. Gender Transformative Early Warning Systems: Experiences from Nepal and Peru. Available at: [https://infohub.practicalaction.org/bitstream/handle/11283/621134/Gender Transformative Early Warning](https://infohub.practicalaction.org/bitstream/handle/11283/621134/Gender%20Transformative%20Early%20Warning%20Systems.pdf?sequence=3)

[Systems.pdf?sequence=3https://infohub.practicalaction.org/bitstream/handle/11283/621134/Gender%20Transformative %20Early%20Warning%20Systems.pdf?sequence=3.](https://infohub.practicalaction.org/bitstream/handle/11283/621134/Gender%20Transformative%20Early%20Warning%20Systems.pdf?sequence=3)

¹¹⁶ Practical Action is a global charity dedicated to helping communities in developing countries tackle poverty and disaster through sustainable and practical solutions. They emphasise the importance of local knowledge and innovative technologies, working in various sectors such as agriculture, energy, and disaster resilience to create lasting change.

- Proactive efforts are needed to include the needs, priorities and capabilities of various groups in analysis of disaster response and risk reduction strategies, policies and programmes and in all areas of the EWS.
- Proactive efforts are required to hear and magnify the voices of marginalised individuals.
- Gendered behaviour patterns and information preferences, and gender dimensions of social exclusion, need to be considered for effective dissemination.

A detailed review of proposed gendered actions is outlined in Appendix 6.

8.3 Implications for the GRM

Communications is an essential element to the TRACT project. This includes the way in which the GRM will be rolled out and presented and its role as a communications and governance mechanisms between government and others, and between duty bearers and rights holders.

Gender-sensitive communications around the GRM and within the GRM will be essential, particularly on grievances that possibly relate to GBV and SEAH. Accordingly, some key dos and don'ts generally relevant to TRACT are also particularly relevant in the context of the GRM are provided in Table 6.

Table 6. Gender-Responsive Communication Dos and Don'ts

Dos	Don'ts
Promote gender-sensitive/responsive language	Use gender-biased terms
Choose images wisely to portray women and men as equals and in non-traditional roles	Choose images that show any group/individual being inferior to any other
Avoid bias and stereotypes in comments made by your spokespersons	Perpetuate prejudice with generalised statements like "men are from Mars and women are from Venus"
Choose an ambassador or spokesperson who is trained in gender-sensitive engagement	Be partial in your choice of speakers e.g. ask female executives/leaders to talk on work-life and male executives/leaders on sports facilities
Engage diverse groups to ensure comprehensive feedback for ongoing consultation/work	Underestimate the importance of engaging children and young people

A key aspect in the Maldivian context will be the languages in which grievances and complaints can be made. Maximum effort should be made to accept any language, given that people are more likely to express themselves in their native language. Communicating back to the grievant during the process and when the resolution is complete may require the use of Google Translate or AI, since translation services are very expensive and could be burdensome. The lack thereof and the cost could lead to unintended exclusion of persons and voices.

Additionally, the approach to the GRM is expected to include consideration of general, social, environmental and GBV/SEAH grievances and to have a slightly different pathway for GBV/SEAH to ensure dignity as well as confidentiality and fair treatment to all. More on this is presented in the project-level GRM outlined in the Environmental and Social Action Plan (Annex 12a). The GRM, if used properly, also can contribute to monitoring and evaluation of the project, including the changing profile of risks and the need to consider new risks.

There is an adequate foundation for the GRM through the SDFC and MSFD. These can also be key parties in the GRM mechanisms and can also support capacity building for GRM implementation. The draft GRM anticipates some of these roles and the GAP also anticipates the need for capacity building and support as well as public awareness for the GRM to operate effectively. More broadly, the GRM

embodies a social risk management approach that can also build good practices in the use of EWS creating positive and reinforcing feedback across the project.

8.4 Implications for the Gender Action Plan (GAP)

Based on these initial findings, the GAP (Annex 4b) focuses on four principal areas:

- Capacity building and strengthening for key institutions
- Enhanced governance arrangements at national and local level for women's voice and agency
- Investments in women's empowerment including economic empowerment
- Investments in women's leadership and decision-making

The GAP considers the needs for internal gender mainstreaming in key lead agencies like MTE and MMS, as well as the external-facing gender mainstreaming actions needed, including the promotion of gender equality, women's empowerment and social inclusion and specific actions to achieve these development objectives.

The GAP is time sensitive and includes a gender-responsive budget where possible. The GAP aims to translate broad and specific recommendations from this Gender Assessment into tangible action. This transition in focus is to ensure that the operational aspects of TRACT also deliver on the gender mainstreaming objectives. The GAP speaks to some broad governance concerns as well as highlights key responsibilities for gender mainstreaming in the project, including the implementation of the GAP as well as how the Government taps into key human resources with experience across a number of sectors and projects.

Additional elements shaping the GAP, arising from the Gender Assessment, are as follows:

- (a) *Gender Action Plan and Resource Allocation:* There is a need for a clear and concise plan considering lessons learned other projects, including one that can be fully funded. Many of the activities fit within the responsibilities of the proposed project-hired Gender Specialist (full time) and so do not require an additional budget.
- (b) *Capacity building approach to the GAP:* There is consensus on the need for training around integrating a socially inclusive lens and a lens on differentiated abilities. It is also critical that the first set of training targets key agencies including MMS as that will support the work of the Gender Specialist and the ease of conducting the specified tasks. Moreover, capacity building needs to be underpinned by support at the highest levels of MMS and MTE and accompanied by a detailed briefing of key departments on their roles and responsibilities.
- (c) *Hiring a suitable Gender and Social Specialist:* Hiring someone with the right set of skills will be critical for an assignment of this nature, which requires gender mainstreaming and technical deliverables, as well as facilitation across many sectors and actors. The role will call for someone with diverse experience and the ability to adapt to changing project needs. The experience of the gender specialist on the ISLET project may be a good starting point or template to build on. It will also be critical that, although based in Male', the Specialist regularly engages with Island Councils and WDCs and visits localities across the country during project implementation.
- (d) *Placement of the Gender Specialist:* It has been suggested/recommended that the Specialist be based at MMS, who will lead on the TRACT project. Nevertheless, based on the issues raised in this Assessment and the need to strengthen the long-term capacity of MSFD to support climate change adaptation projects, it is recommended that the Specialist either be anchored in one location while working closely with the other agency or split their time between MMS and MSFD. Placing the Specialist at MSFD would also anchor the priority given to gender mainstreaming and gender-responsive actions beyond the life of this particular project.

9 CONCLUSIONS AND RECOMMENDATIONS

Overall, the TRACT project is well positioned to amplify and deliver on the broad commitments of the Early Warnings for All initiative and in particular to deliver a gender-responsive model for other SIDS. Though the potential is there, deliberate steps and actions during the project design phase as well as implementation must be taken to ensure that gender is not only mainstreamed across the project but within the project and underpins the approach to key activities. For the Maldives, doing so means looking at gender in a national, regional and very local context, and also means taking an intersectional approach that concerns responsibilities and roles as well as social and cultural norms that exclude specific groups including migrants. A summary graphic of key issues across the project is presented in Figure 42.



Figure 42. Summary of key gender assessment recommendations. Sub-activity numbering as of 5 December 2024.

It has been suggested by stakeholders that women and children are normally integrated into most activities including DRR-related ones, even though there may be limits in how that is done. Though this addresses a key need in terms of the exercise of rights and participation, it is not sufficient by itself to guarantee women's access and control over resources, nor agency to direct their own resilience efforts. More is thus needed to enhance the conceptualisation and application of EWS for women and children. Expanding the gender lens to age, location/geography, citizenship status, livelihoods, and ability will also be pivotal, particularly for sector-specific investments. Impact-based forecasting would help people to better understand the implications of alerts and their responsibilities. Behavioural, social and cultural elements, therefore, become important in the approach to Outputs 1, 3 and 4 (particularly Sub-Activity 4.1.1).

Key too is the need to ensure that GBV and SEAH are taken seriously in activities, but also the execution of the project from a risk management point of view, given power dynamics that exist at the household, community and sectoral level. The view of GBV here is not just about intimate partner violence but also violence that may occur between sexes competing over resources or where conflicts can occur on the

best use of resources. Moreover, structural violence that can affect marginalised groups such as migrants, the elderly and PWDs should also be considered.

In designing techniques to engage communities, it is important to note that individuals prioritise their current and immediate day-to-day practical needs rather than EWS and long-term preparedness for climate risks. Thus, technical and distant methods of communication can be overlooked. While men and women may not presently prioritise climate hazards in their adaptation strategies, there is a high likelihood that population movements and migration will be a prominent option for communities experiencing significant climate change impacts.¹¹⁷ Arnall *et al.* (2015) narrated a Maldivian fisherman's argument that "if there is more water then there is more fish to catch." This underscores the role of behaviour and attitudes at the community level, and the function of adequate accessible and inclusive stakeholder engagement and awareness programs.¹¹⁸

Sustainable financing is also critical for EWS in the long-term, and as a SIDS, Maldives cannot solely rely on international and bilateral funding. The localisation and adaptation of EWS in the Maldivian context requires greater efforts to ensure that financing products at the local level are suitable to all the needs that exist in the Maldives and particularly the needs of micro and small businesses so that such businesses are not excluded due to size and issues of informality. Engagement on this matter in the context of EWS will require an adjustment of the usual way in which finance is usually managed and how private sector engages. The focus and role of Maldives' SME Development Finance Corporation (SDFC) and even the Business Center Corporation (BCC), both of which will be engaged through TRACT, seems well positioned to deliver on this which will require deeper consideration in the context of the GAP as well as more specific GESI assessment.

Moreover, another aspect of the financing question is the leveraging of good practice, lessons learned, other knowledge and tools from other projects such as ISLET and SPRING, including for example the inclusion of specific gender and social expertise and the building out of frameworks with sectoral Ministries, including strategies that they will then implement over the medium to long-term. Furthermore, there are some persons who have worked across several Ministries and or across UN agencies, NGOs and government that can bring the necessary coordination and intersectional lens to a project like TRACT. Those kinds of skills and experiences should be identified and harnessed.

Big ticket issues such as loss and damage and green finance, which are as global as they are local, will need to be coordinated well to leverage and benefit from international decisions and trends as well as additional financing if EWS is to be fully embedded into the institutional, governance and social culture of the Maldives.

¹¹⁷ Kelman et al. 2019. Does climate change influence people's migration decisions in Maldives? Available at: <https://link.springer.com/article/10.1007/s10584-019-02376-y>

¹¹⁸ Arnall A. & Kothari U. 2015. Challenging climate change and migration discourse: Different understandings of timescale and temporality in the Maldives. Available at: <https://www.sciencedirect.com/science/article/abs/pii/S0959378015000138?via%3Dihub>

APPENDIX 1: KEY STAKEHOLDERS CONSULTED

Participant List for Male' Consultation:



Date: 7 August 2024		Time: 0900 hrs	Venue: Champa Central Hotel	Section: Climate Change Department		
Strengthening Climate Services and Impact-based Multi-hazard Early Warning in Maldives – Stakeholder Consultation Workshop						
	Name	Designation	Organization	Contact no	Email Address	Signature
1	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***	Consultant	UNEP	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***		
2		Director	MCCEE			
3		Assistant Director	MCCEE			
4		Programme Officer	MCCEE			
5		Environment Analyst	MCCEE			
6		Finance and Administrative Officer	MCCEE			
7		Director Meteorology	MMS			
8		Seismologist	MMS			
9		A. Meteorological Technician	MMS			
10		Meteorological Technician	MMS			
11		Policy Manager	NDMA			
12		Manager, Programmes and Services	MRC			
13	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***	General Secretary	MRC	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***		
14		Deputy Minister	NCIT			
15		Project Coordinator	NCIT			
16		Graphics Designer	NCIT			
17		Assistant Director	CAM			
18		Senior Technician	CAM			
19		Senior Social Protection Officer	and Family Development			
20		Senior Social Protection Officer	and Family Development			
21		Data Monitoring and Reporting Officer	UN Resident Coordinator's Office			
22		Programme Analyst	UNFPA			
23		Assistant Director	Local Government Authority			
24		Advocator	Local Government Authority			
25		Planning Officer	Local Government Authority			
26		Director	Ministry of Agriculture			
27			Ministry of Agriculture			
28		Secretary General	BVISM			
29			BVISM			
30		Coastal Engineer	MSRO			
31	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***	Deputy Manager	SDFC	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***		
		DGM	MMS			
		AD	MMS			
		Sr. Programme Officer	MRC			

Participant List for Hanimaadhoo Consultation

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Ministry of Climate Change, Environment and Energy

Date: 12th August 2024		Time: 0900 hrs	Venue: Hdh. Hanimaadhoo Social Center Meeting Hall	Section: Climate Change Department	
Climate Change Adaptation Stakeholder Consultation Workshop - Hdh.Hanimaadhoo					
Name	Designation	Organization	Contact no	Email Address	Signature
1	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***	Director - Climate Change Department	MCCEE	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***	
2		Environment Analyst -Climate Change Department	MCCEE		
3		Programe Officer	MCCEE		
4		Assistant Director	MCCEE		
5		Partnerships Specialist - Maldives NDC Partnership Support Unit	MCCEE		
6		Project Finance and Administrative Assistant - BTR Project	MCCEE		
7		Administrative and Finance Officer - NAP	MCCEE		
8		Consultant	UNEP		
9		Consultant	Water Solutions		
10		Climate Change Adaptation Consultant	Water Solutions		
11		Council Member	Hdh. Hanimaadhoo Council		
12		President	Hdh. Hanimaadhoo-Women's Development Committee (WDC)		
13		Council Member	Hdh. Finney Council		
14		Committee Member	Hdh. Finney - Women's Development (WDC)		
15		Council Member	Hdh. Makunudhoo Council		
16		Committee Member	Hdh. Makunudhoo- Women's Development (WDC)		
17		President, Council	Hdh. Vaikaradhoo Council		
18		Vice President	Hdh. Vaikaradhoo - Women's Development Committee (WDC)		
19		Vice President	Hdh. Neykurendhoo Council		
20		Council Member	Hdh. Kumundhoo Council		
21		Committee Member	Hdh. Kumundhoo - Women's Development Committee (WDC)		
22		Council Member	Hdh. Kulhudhuffushi Council		
23		Committee Member	Hdh. Kulhudhuffushi - Women's Development Committee (WDC)		
24		Council Member	Hdh. Naavaidhoo Council		
25		Vice President	Hdh. Naavaidhoo - Women's Development Committee (WDC)		
26		Council Member	Hdh. Nellaidhoo Council		
27		President	Hdh. Nellaidhoo - Women's Development Committee (WDC)		
28		President	Hdh. Kurinbi Council		
29		President	Hdh. Nolihiaranfaru Council		
30		Committee Member	Hdh. Nolihiaranfaru - Women's Development Committee (WDC)		
31		Council Member	Hdh. Nolihiaran Council		
32		President	Hdh. Nolihiaran - Women's Development Committee (WDC)		
33		Manager -Kulhudhuffushi City Office	Maldives Red Crescent		
34		Chairperson, National Youth Council	Maldives Red Crescent		
35		NGO Member	Kethiaraa NGO - Hdh. Hanimaadhoo		
36		Meteorological Technician	Maldives Meterological Service		
37		Meteorological Technician	Maldives Meterological Service		
38		Meteorological Technician	Maldives Meterological Service		
39		Technical Assitant	The Maldives Climate Observatory at Hanimaadhoo (MCOH)		
40		Director Meteorology	Maldives Meterological Service		
41		Seismologist	Maldives Meterological Service		
42		Met Technician	Maldives Meterological Service		
43		Meteorologist	Maldives Meterological Service		
44		Agriculture Officer	Hanimaadhoo Agriculture Center		
45		Agriculture Officer	Hanimaadhoo Agriculture Center		
		Asst. Agriculture Officer	HANIMAADHOO AGRICULTURE CENTER		
		Asst. Agriculture Officer	KULHUTHUFFUSHI CITY COUNCIL		
		Asst. Agriculture Officer	HANIMAADHOO AGRICULTURE CENTER		
		Asst. Agriculture Officer	HANIMAADHOO AGRICULTURE CENTER		
		Water Solutions/Consultant	Water Solutions		
		Consultant	Water Solutions		

Participant List for Gan/Addu City Consultation

ދިވެހިސަރުކާރުގެ ގެޒެޓް، ޖުމްހޫރީ ބޭނުން ބަޔާން ދާއިރާ
Ministry of Climate Change, Environment and Energy

Date: 15th August 2024		Time: 0900 hrs	Equator Hall	Section: Climate Change Department		
Climate Change Adaptation			Stakeholder Consultation Workshop - S.Gan/Addu City	Contact no	Email Address	Signature
Name	Designation	Organization	***The content of this document has been redacted in accordance with the GCF Information Disclosure Policy, as names and contact details are confidential under the disclosure policy of the Accredited Entity.***			
1	Director - Climate Change Department	MCCEE				
2	Environment Analyst -Climate Change Department	MCCEE				
3	Assistant Director	MCCEE				
4	Programme Officer	MCCEE				
5	Project Finance and Administrative Assistant - ITR Project	MCCEE				
6	Administrative and Finance Officer - NAP	MCCEE				
7	Consultant	UNEP				
8	Climate Change Adaptation Consultant	Water Solutions				
9	Climate Change Adaptation Consultant	Water Solutions				
10	Environment and Social Safeguard Officer	Feydhoo Island, Addu City				
11	Asst.Council Executive Asst. director.	Addu City Council				
12	Asst Council Officer	Addu City Council				
13	WDC Member	Addu City Council				
14	WDC Member	Addu City Council				
15	Mayor	Fuvahmulah				
16	Assistant Director	Fuvahmulah				
17	WDC President	Fuvahmulah				
18	WDC Member	Fuvahmulah				
19	Member	Wizards sports club				
20	Manager	Agronet manager, representing Miskiyamagu sports and recreation club				
21	Member of WIF	Women in Fuvahmalk				
22	General Secretary	Fuvahmulah youth and sports development association(FYSDA)				
23	Raees	fuvah Mulak sports club				
24	Chairperson	MRC- FVM Unit				
25	General Member	MRC - FVM Unit				
26	Manager - ACO Office	MRC - Hithadhoo Unit				
27	Treasurer	MRC - Hithadhoo Unit				
28	Co-founder	Veshisaufu				
29	Vice Chairperson	Nalafehi Meedhoo				
30	Executive board member	(Addu branch) Addu womens association (AWA)				
31	Co-Founder	project Thimaaveshi				
32		Society for the development of Addu				
33		Addu Womens Development Initiative				
34	Inspector of Police (Head of Hithadhoo Police)	Police				
35	Inspector of Police (Head of Gan Police)	Police				
36	Inspector of Police (Head of Gan Police)	Maldives Police Service				
37	Met instrument Technician	Gan Met Office				
38	Met. Technician	Gan Met Office				
39	Met. Technician	Gan Met Office				
40	Met. Technician	Gan Met Office				
41	Met. Technician	Gan Met Office				
42	Met. Technician	Gan Met Office				
43	Met instrument Technician	Gan Met Office				
44	Met instrument Technician	Gan Met Office				
45	Assistant Meteorologist	Gan Met Office				
46	Meteorologist	Gan Met Office				
47	Deputy DG	Hulhule Met Office				
48	Director Met	Hulhule Met Office				
49	Meteorologist	Hulhule Met Office				
50	Planning Officer	Hulhule Met Office				
51	Vice chair	MRC FVM unit				
52	Assistant council officer	Fuvahmulah city council				

APPENDIX 2: EXISTING CLIMATE PROJECTS OF NOTE

Table 7. Existing Climate Projects in the Maldives

Donor	Accredited Entity / Implementing Agency	Project Name	Project Description	Project Status	Targeted Areas	Gender Mainstreaming Level	Existing GAP	Covers Gender and EWS
GCF	Japan International Cooperation Agency (JICA)	Building Climate Resilient Safer Islands in the Maldives (FP165)	This project will improve coastal management in the Maldives by protecting natural sandy beaches and coral reefs through integrated coastal zone management, early warning systems, and knowledge sharing. It is the first adaptive beach protection solution implemented on public land in the Maldives.	Under implementation	Ecosystems and ecosystem services Infrastructure and built environment Livelihoods of people and communities	Responsive	Yes	Yes
GCF	FMO (Dutch Entrepreneurial Development Bank), in collaboration with Climate Fund Managers (CFM)	Climate Investor Two (FP190)	This multi-country fund supports private sector development of climate-resilient infrastructure in water, sanitation, and ocean sectors in developing countries, typically overlooked by private investors. The fund's targeted investments aim to reduce greenhouse gas emissions and enhance the resilience of vulnerable communities, addressing both climate adaptation and mitigation.	Under implementation	Buildings, cities, industries and appliances Ecosystems and ecosystems services Energy generation and access Forest and land use Health, food and water security Infrastructure and built environment	Responsive (aims to be Transformative)	Yes	Yes
GCF	United Nations Development	Supporting vulnerable	FP007 will supply safe, secure freshwater to 105,000 people on	Under implementation	Health, food and water security	Responsive	Yes	Yes

Donor	Accredited Entity / Implementing Agency	Project Name	Project Description	Project Status	Targeted Areas	Gender Mainstreaming Level	Existing GAP	Covers Gender and EWS
	Programme (UNDP)	communities in Maldives to manage climate change-induced water shortages (FP007)	the outer islands of the Maldives, addressing climate change-induced water shortages. It will introduce integrated water supply systems, decentralise dry season water sources, and improve groundwater quality.		Livelihoods of people and communities			
GEF	United Nations Environment Programme (UNEP)	Integrated, Sustainable and Low Emission Transport in the Maldives (ISLET)	The “Integrated Sustainable and Low Emission Transport in the Maldives” Project, funded by the Global Environment Facility (GEF), is a collaboration between UNEP and the Ministry of Climate Change, Environment and Energy. Over three years, the project will address barriers to creating a sustainable, low-emissions transport system through three outputs: institutionalising low-carbon transport policies, removing short-term barriers and scaling up investments, and preparing for scale-up, monitoring, and replication of sustainable transport solutions.	Under implementation	Transport Services	Responsive	Yes, under development	No – covers gender but not EWS
USAID Bureau for Humanitarian Assistance	Maldivian Red Crescent (MRC), in collaboration with the National Disaster Management Authority	Strengthening Preparedness and Resilience through Inclusive Community Governance	The project focuses on enhancing disaster risk reduction and early warning systems in the Maldives. It aims to build climate resilience by empowering communities, particularly men and women, to	Ongoing	Disaster risk reduction, early warning systems, communities	Responsive	None	Yes

Donor	Accredited Entity / Implementing Agency	Project Name	Project Description	Project Status	Targeted Areas	Gender Mainstreaming Level	Existing GAP	Covers Gender and EWS
	(NDMA) and the Asian Disaster Preparedness Center	Project (SPRING)	understand and address their unique vulnerabilities.					

APPENDIX 3: CAPACITY NEEDS ASSESSMENT SURVEY RESULTS

Select stakeholders, institutional, who have been identified as either National Leads or Technical Partners were invited to participate in a Capacity Needs Assessment to inform gender sensitive capacity building needs and to flesh out more general commitments to capacity building already identified in the project outline. The invitation to participate is shared below:

Dear Invited Participant,

The United Nations Environment Programme is currently in the process of developing a project proposal entitled “Toward Risk-Aware and Climate-resilient communities (TRACT) - Strengthening climate services and impact-based multi-hazard early warning in Maldives” to gain funding from the Green Climate Fund (GCF). The TRACT programme aims to increase climate resilience for the Maldivian population while reducing their vulnerability through enhancing their capacity to make risk-informed, evidence-based decisions and actions to reduce the impact of climate change and related hazards. The project seeks to ensure the availability of reliable climate services and establish a people-centred impact-based multi-hazard early warning system.

As part of the GCF’s requirements as well as ensuring the project uplifts even the most vulnerable of the Maldivian population, a gender assessment is being conducted to identify gendered gaps in accessing early warning services and climate information, gendered impact of early warning gaps on livelihoods, and the enabling environment to ensure that early warning systems and services are gender responsive and socially inclusive. To support this process, a survey was developed to establish a baseline of gender mainstreaming capacity and needs for key Maldivian Lead agencies and Technical Partners.

Your responses will be anonymous, and the survey will take no longer than 10 minutes to be completed. You can access the survey. We would be grateful if you could complete the survey by no later than August 17th, 2024. We thank you for your time and consideration in participating and supporting this endeavour. Participate and have your voice count!

*If there are persons you believe can provide inputs to this survey, please feel free to share the survey link with said person(s). Should you experience any issues in accessing the survey or have any additional questions, please do not hesitate to contact Ms. *** at ***. Additionally, you may reach out to Ms. *** at ***@un.org for more information.*

*Sincerely,

Gender Specialist, GCF TRACT

Results from the survey for each question from the 15 participants are also provided in PowerPoint format.

APPENDIX 4: STAKEHOLDER INTERVIEW INSTRUMENT (COMMUNITY)

Toward Risk-Aware and Climate Resilient Communities (TRACT)

Gender Assessment

Stakeholder Interview Instrument (Community)

Project Overview

“Toward Risk-Aware and Climate-resilient communities (TRACT) – Strengthening climate services and impact-based multi-hazard early warning in Maldives” is a project proposal being developed by the United Nations Environment Programme at the request of the Ministry of Climate Change, Environment and Energy of Maldives to apply for funding from the Green Climate Fund. The TRACT project aims to increase climate resilience while reducing vulnerability of the Maldivian population through enhancing the capacity to make risk-informed, evidence-based decisions and actions to reduce the impact of climate change and related hazards.

The project seeks to ensure the availability of reliable climate services and establish a people-centred impact-based multi-hazard early warning system. A gender assessment is being conducted to identify gendered gaps in accessing early warning services and climate information, gendered impact of early warning gaps on livelihoods, and the enabling environment to ensure that early warning systems and services are gender responsive and socially inclusive. Through the findings of the gender assessment, a gender action plan will be developed to address these gaps as well as ensure that gender is mainstreamed throughout the project.

1) Interviewee(s) Biodata

Name	
Pronouns	
Organization	
Position	
Date of Interview	
Time of Interview	
Region or Locality (in the Maldives)	

2) Interview Questions

No.	Questions	Response
1	What natural hazards have you experienced in the past ten years? Describe as many as possible and when they may have happened.	
2	How do these natural hazards affect your livelihood and quality of life? In what ways?	
3	How do you receive information about potential and impending hazards? a) In what form?	

No.	Questions	Response
	b) Is information about shelters, shelter locations and other disaster preparedness distributed along with the warnings? c) What information are you not receiving that you would like to receive?	
4	Which entity/organization is responsible for disseminating EWS? a) Are you able to easily contact them to: 1. Gain more information 2. Provide them with information to enhance their communications	
5	Do you regularly receive or engage with EWS communications? a) If yes, do you make preparations or adjust your daily actions as relevant? Can you give examples of some of things you do? b) If no, what is the reason?	
6	Are there local or traditional forms of hazard monitoring and information sharing methods utilized by you or your community? a) If yes, can you tell us about it?	
7	Do you have sufficient access to energy (e.g. electricity or renewable sources like solar)? a) Does access to energy [or lack of it] affect your ability to receive or send hazard information? b) Are there any adaptations in place to mitigate against the effects of the loss or lack of energy on receiving information on hazards, climate change or early warnings in a timely manner? c) Have there been any efforts by the government or other agencies to facilitate the transmission and receipt of hazard information or early warnings?	
8	<i>(For those living outside the capital)</i> Do you think your views and thoughts on matters regarding climate change, disaster risk reduction and hazard warning and information are sufficiently considered in planning and programmes that affect you? a) Are there local mechanisms that can be utilized to ensure your input is captured and considered in development processes?	
9	Do you have any concerns or risks related to your water needs, usage and responsibilities that increase your vulnerability to hazards and would thus impact on your early warning needs?	
10	How are you engaged by the Ministry of Climate Change, Environment and Energy, the National Disaster	

No.	Questions	Response
	<p>Management Authority and other relevant climate/disaster agencies?</p> <ul style="list-style-type: none"> a) Is the engagement frequent? b) Is the engagement done in a manner that is considerate of your realities? c) Have you seen noticeable benefits from the engagement? d) What more needs to be done? 	

APPENDIX 5: STAKEHOLDER INTERVIEW INSTRUMENT (GOVERNMENT)

Toward Risk-Aware and Climate Resilient Communities (TRACT)

Gender Assessment

Stakeholder Interview Instrument (Government)

Project Overview

“Toward Risk-Aware and Climate-resilient communities (TRACT) – Strengthening climate services and impact-based multi-hazard early warning in Maldives” is a project proposal being developed by the United Nations Environment Programme at the request of the Ministry of Climate Change, Environment and Energy of Maldives to apply for funding from the Green Climate Fund. The TRACT project aims to increase climate resilience while reducing vulnerability of the Maldivian population through enhancing the capacity to make risk-informed, evidence-based decisions and actions to reduce the impact of climate change and related hazards. The project seeks to ensure the availability of reliable climate services and establish a people-centred impact-based multi-hazard early warning system.

This gender assessment is being conducted to identify gendered gaps in accessing early warning services and climate information, gendered impact of early warning gaps on livelihoods, and the enabling environment to ensure that early warning systems and services are gender responsive and socially inclusive. Through the findings of the gender assessment, a gender action plan will be developed to address these gaps as well as ensure that gender is mainstreamed throughout the project. A GRM will also be designed.

1. Interviewee(s) Biodata

Name	
Pronouns	
Organization	
Position	
Date of Interview	
Time of Interview	
Region or Locality (of Maldives)	

2. Interview Questions

No.	Questions	Response
1	Do policies, mandates or guidelines exist for mainstreaming gender in disaster risk reduction, hazard information and early warning systems? Are there any ongoing or upcoming discussions or work to support gender mainstreaming in these areas?	
2	Are there policies/procedures that guide how communities/vulnerable groups/local governance mechanisms are engaged to inform the development of EWS?	

No.	Questions	Response
	a) Are the needs of vulnerable group considered in the development of the EWS? And if so, how or in what ways?	
3	Is the public generally equipped with the necessary resources to implement disaster preparedness measures? And finance available to support such efforts?	
4	How are local governance mechanisms, NGOs and communities (particularly disability NGOs) consulted to support the design of EWS and or communications about EWS?	
5	Would you say that existing communications about EWS in Maldives are socially inclusive? This would mean that communications account for disabilities, languages, technology access, and education levels). If yes, please give at least one example. If not, pls explain the barriers to doing so.	
6	Do all islands have access to EWS of some kind? What types are currently available? For state-owned financial institutions: a) Do you make financing available to support EWS use? b) Could financing be made available for EWS for business needs?	
7	Are there any differences in EWS messaging across the different regions (e.g. language, platforms used)?	
8	Is EWS communication regularly tested for effectiveness and reach? a) If yes, are local groups/NGOs consulted to provide feedback on the EWS and/or related communication?	
9	How often are stakeholders such as those from the Tourism, Health, Agriculture and Fisheries sectors involved in EWS planning, development, financing and governance? a) Are the needs of these industries accounted for in the current EWS systems?	
10	Does your ministry or agency consider Gender Based Violence (GBV) and Sexual Exploitation Abuse and Harassment (SEAH) in your operations or projects? Or do you have policies or guidelines touching on these issues? a) Do grievance redress mechanisms already exist? b) Are there other procedures in place to address potential risks of GBV and SEAH?	
<i>For Gender-focused Actors</i>		

No.	Questions	Response
11	Are there specific intersectional issues in the context of gender and DRR and gender and climate change in Maldives that should be considered? And if so, what are they?	
12	How often are you engaged in DRR and CCA activities, projects, policy development etc? And in what context/capacity?	

APPENDIX 6: GENDER MAINSTREAMING RECOMMENDATIONS FOR THE TRACT PROPOSAL

Table 8. Recommendations for gender mainstreaming in project sub-activities (as of 5 December 2024)

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
Output 1 – Gender-based Rights and Participation, Livelihoods and Ecosystems linkages	Activity 1.1. Establish an institutional framework, legislation and delivery model for climate services and disaster risk management			
	1.1.1. Develop a National Framework for Climate Services (NFCS)	No	Yes	The approach to climate services should consider who information is developed for and whom the framework should and will serve. Consider role of WDCs for example in climate services at the local level and in information dissemination. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The development of a NFCS is based upon a multi-stakeholder process, which involves vulnerable and marginalised groups.
	1.1.2. Enhance inter-ministerial and multi-stakeholder coordination for climate services and	No	Yes	This presents an opportunity to enhance the role and capacity of the MSFD and WDCs as well as NGOs representing all vulnerable

¹¹⁹ The proposed sub-activities (as of 28 August 2024) were reviewed by a Gender Specialist (Ms. ***) to assess whether the interventions responded to identified needs and emerging elements in the profile and baseline (i.e., gender responsive). Following the National Validation Workshop (2 October 2024), some revisions to the sub-activity wording and numbering were undertaken and one new intervention (Sub-Activity 2.2.8) was proposed. The gender responsiveness of Sub-Activity 2.2.8 was assessed by UNEP and all sub-activity wording and numbering was updated as of 5 December 2024.

¹²⁰ Identifies whether further gender mainstreaming opportunities exist in relation to the sub-activities presented as of 5 December 2024.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
	disaster risk management			groups including migrants. This may also need to consider how the UN system is integrated to ensure linkages with the UNSDCF. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be consulted; sub-activity 1.1.7 was added to the project design.
	1.1.3. Enhance the National Climate Outlook / Monsoon Forum	No	Yes	The Outlook / Forum should be gender sensitive in approach and should involve at least two actors who can bring a gender lens and a vulnerable group lens to those discussions. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be involved.
	1.1.4. Strengthen strategic partnerships and knowledge brokering through regional and international fora	No	No	N/A
	1.1.5. Establish a legal framework for enabling private sector investment in weather and climate services	No	Possibly	Ensuring that opportunities exist for women-owned business and enterprises including micro and small businesses to be represented and included.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
	1.1.6. Develop a financial framework and business delivery model for weather and climate services	No	Possibly	Consider a gender lens to financing and investing, capturing lessons from local, regional and global efforts including 2x Global. ¹²¹
	1.1.7. Establish National Guidelines for Integrating Protection, Gender and Inclusion (PGI) into Disaster Management	Yes	NDMA guidelines already exist including a relevant checklist that can be adopted by TRACT for several outputs	Include support for the development of an operational strategy, ¹²² which would link into Sub-Activity 1.2.2 for example. <i>Refinement in project design following the preparation of the Gender Assessment:</i> This sub-activity has been added following the recommendations of the Gender Specialist.
	Activity 1.2. Strengthen climate and disaster risk data management, analysis and hazard mapping			
	1.2.1. Develop and implement a National Climate and Disaster Risk Information Strategy	No	Yes	Ensure the approach to the development and implementation of the Strategy is gender responsive. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various

¹²¹ 2x Global is a global network and institution working to unlock gender-smart capital at scale. Their experience to-date is useful for any efforts to build and address gender-specific instruments and approaches relevant to finance and or investment. More can be found at their website: <https://www.2xglobal.org/who-we-are>.

¹²² The recommended operational strategy would define opportunities and challenges, how they will be addressed, and in what sequence. It would also clarify in what context the guidelines are to be used, why, and for whom.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				stakeholders will be involved to ensure gender-responsiveness; the description of this sub-activity in the Funding Proposal (FP) mentions the need to ensure a gender-responsive approach.
	1.2.2. Establish institutional arrangements for data governance and sharing	No	Yes	<p>Ensure that the approach to data governance and sharing considers gender data and information as well as representation and meaningful participation of vital voices such as persons with disabilities (PWDs).</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be consulted and engaged throughout the establishment; gender-responsiveness will be considered.</p>
	1.2.3. Establish standardised multi-hazard risk assessments and mapping	No	Yes	<p>Ensure that assessment and mapping methodologies are gender sensitive.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> The Social and Gender Safeguards (SGS) Specialist will oversee the process and ensure gender-responsiveness in considered.</p>

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
	1.2.4. Strengthen local capacities to undertake climate-related risk assessments	No	Yes	Ensure that the approach to capacity strengthening is gender responsive and that local capacities include WDCs, women's groups, youth groups, PWDs and migrants. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be involved.
	1.2.5. Conduct Enhanced Vulnerability and Capacity Assessments (EVCAs)	No	Yes	Ensure that EVCAs are gender responsive (building on the work of CARE in this regard and others) and ensuring that mobility and the needs of migrants as a vulnerable group are integrated. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be involved to ensure gender-responsiveness; EVCAs will be conducted in a gender-sensitive and intersectional manner.
	1.2.6. Establish a national risk knowledge platform	No	Yes	Ensure that this links into other related aspects of the project regarding communications under Output 3. <i>Refinement in project design following the preparation of the</i>

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				<i>Gender Assessment:</i> Various stakeholders will be involved in the design of the platform, so as to ensure effective usability by different users; the SGS Specialist will consider linkages to Output 3.
	1.2.7. Establish a tracking system for hazardous events and losses and damages	No	Yes	The tracking systems should also seek to pick up gender impacts and gender-related losses and damages where possible, including in the transport sector, which can then inform Sub-Activities 1.2.5 and Sub-Activity 4.1.2. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be involved through workshops and training to ensure gendered impacts are considered.
Output 2 – Governance/Livelihoods (Linkages to producing impact-based forecasts)	Activity 2.1. Enhance equipment and technical capacity for observations and monitoring			
	2.1.1. Strengthen the hydrometeorological observation network	No	No	N/A
	2.1.2. Enhance the ocean observation and monitoring system	No	Possibly	If there are opportunities for enhancing staffing then consider women's representation.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
	2.1.3. Establish a Training Institute to build and sustain meteorological capabilities	No	Yes	Ensure that the Training Institute is accessible to women and that capacity building is undertaken in a gender-responsive manner. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The Training Institute will be accessible to women; capacity building of MMS staff will consider participation of women.
	2.1.4. Build capacity for Internet of Things (IoT) and wireless technologies	No	No	N/A
	Activity 2.2. Strengthen weather, climate and ocean modelling and impact-based forecasting			
	2.2.1. Establish e-infrastructure for integrated observing and high-resolution forecasting	No	No	N/A
	2.2.2. Undertake climate data rescue and digitisation	No	No	N/A
	2.2.3. Enhance downscaled weather, climate and ocean modelling and high-resolution forecasting	No	No	N/A
	2.2.4. Develop and sustain core competencies for user-centred climate services	No	Yes	Ensure that the approach to developing user-centred climate services considers the specific

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				needs of women and other vulnerable or marginalised groups. <i>Refinement in project design following the preparation of the Gender Assessment:</i> Various stakeholders will be involved; the SGS Specialist will oversee and ensure that needs of women and other vulnerable or marginalised groups are considered.
	2.2.5. Co-produce sector-specific impact-based forecasts and decision support for public and private sectors	No	Yes	Ensure that sector specific information considers the informal and invisible role that women play in sectors including along value chains in agriculture and fisheries. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The representatives from sectors that will be involved under this sub-activity will be selected considering gender-related aspects; the SGS Specialist will oversee the process.
	2.2.6. Develop sector-specific advisories for climate- and risk-informed decision-making	No	Yes	Ensure that development of advisories considers sex, age, remoteness (location), literacy, and time poverty. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The addition to of gender-sensitivity

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				considerations has been made in the description of this sub-activity in the FP.
	2.2.7. Introduce climate analytics to support the development of Green Finance products	No	Yes	<p>Consider adding “gender-sensitive” to the activity and enhancing the detailed project description (e.g. Introduce gender sensitive climate analytics to support the development of Green Finance products).</p> <p>Consider any potential implications from Sharia Law.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> The addition to of gender-sensitivity considerations has been made in the description of this sub-activity in the FP.</p>
	2.2.8. Co-develop climate risk analytics for insurance providers	No	Yes	<p>Ensure that climate risk analytics consider the role of women and gender-related aspects of climate risk.</p> <p><i>This sub-activity has been removed from the project design.</i></p>
	2.2.9. Enhance knowledge retention through hands-on learning and refresher training	No	Yes	The training programme would need to be closely linked to the GAP and consider gender mainstreaming capacity building and training as a general topic and

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				<p>then mainstreaming gender in specific areas of the project. This may need to be one of the first activities implemented in order to support the rest of the project.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> MMS staff and sectoral stakeholders involved in the training and capacity building activities will be selected considering gender-related aspects.</p>
Output 3 – Gender-based Education and Assets, Governance and Access and Control over Resources	Activity 3.1. Establish a people-centred, impact-based multi-hazard early warning system			
	3.1.1. Develop and implement Standard Operating Procedures (SOPs) for multi-hazard early warnings advisories	No	Possibly	<p>Ensure that SOPs are gender sensitive in their design and implementation to have gender mainstreaming operationalised as an SOP itself in the context of multi-hazard early warning. This would include ensuring that safety and security procedures in SOPs include the differentiated needs of women, men, children, the elderly, PWDs, and migrants, as well as ensure that GBV and SEAH prevention and mitigation are mainstreamed.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> The addition</p>

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				to of gender-sensitivity considerations has been made in the description of this sub-activity in the FP.
	3.1.2. Co-develop a socially inclusive and gender-responsive risk communication strategy	Yes	No additional action needed	N/A
	3.1.3. Establish a national Multi-Hazard Alert System	No	No	N/A
	3.1.4. Deploy innovative technologies to enhance warning communication	No	Yes	Ensure that access to innovative technologies and relevant communication channels (e.g., cell services) for women and other vulnerable groups is considered in the approach to this activity. <i>Refinement in project design following the preparation of the Gender Assessment:</i> An in-depth analysis will be part of this sub-activity, and the analysis will consider gender-responsiveness; the SGS Specialist will oversee that gender considerations are included.
	3.1.5. Strengthen two-way feedback and evaluation mechanisms	No	Yes	Ensure that feedback and evaluation mechanisms consider sex, age, remoteness (location), literacy, and time poverty.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				<i>Refinement in project design following the preparation of the Gender Assessment:</i> The addition to of gender-sensitivity considerations has been made in the description of this sub-activity in the FP.
	3.1.6. Strengthen communication systems to reach the last mile	No	Yes	<p>Ensure that communication systems consider sex, age, remoteness (location), literacy, and time poverty.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> Inclusiveness and accessibility will be crucial for this sub-activity and, as now mentioned in the FP, the findings of this Gender Assessment will be used to inform the strengthening of communication systems.</p>
	3.1.7. Develop a multilingual glossary on climate change, early warning systems, and disaster risk reduction	Yes	Yes	<p>Ensure glossary design, approach and dissemination consider the needs of different livelihoods groups as well as formal and informal work.</p> <p><i>Refinement in project design following the preparation of the Gender Assessment:</i> Multiple stakeholders, especially representing vulnerable and marginalised groups, will be</p>

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				engaged under this sub-activity to ensure relevance and understandability of the glossary.
	3.1.8. Establish partnerships with the private sector to expand information dissemination and feedback mechanisms	No	No	N/A
Output 4 – Access and Control over Resources/Leadership and Decision-making	Activity 4.1. Enhance awareness and capacity to prepare for and respond to climate-related hazards and risks			
	4.1.1. Increase public awareness and education on climate-related hazards, vulnerabilities, exposure and risks	No	Yes	Add “gender-sensitive” to the activity and enhance the detailed project description (e.g. Increase gender sensitive public awareness and education on climate-related hazards, vulnerabilities, exposure and risks). <i>Refinement in project design following the preparation of the Gender Assessment:</i> “Gender-sensitive” has now been added to the description of this sub-activity in the FP.
	4.1.2. Mainstream Protection, Gender and Inclusion (PGI) into disaster preparedness	Yes	No additional emphasis needed	N/A
	4.1.3. Scale up the Y-Adapt youth engagement curriculum	Yes	Yes	Enhance focus on gender and youth in activity.

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				<i>Refinement in project design following the preparation of the Gender Assessment:</i> The sub-activity is targeted toward youths, an additional enhanced focus has not been deemed necessary.
	4.1.4. Strengthen national, sub-national and local capacity to use climate disaster risk information and impact based early warning	No	Yes	Add “gender-sensitive” to the activity and enhance the detailed project description (e.g. Strengthen national, sub-national and local capacity to use gender sensitive climate disaster risk information and impact based early warning). <i>Refinement in project design following the preparation of the Gender Assessment:</i> This activity will involve multiple stakeholders, including Women’s Development Committees.
	4.1.5. Enhance capacity of the private sector to manage climate-related risks	No	Yes	Add “gender-sensitive” to the activity and enhance the detailed project description (e.g. Enhance capacity of the private sector to manage climate-related risks and related gender sensitive impacts). <i>Refinement in project design following the preparation of the Gender Assessment:</i> As described in section 1 of the Gender Action Plan, a focus in the engagement of

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				women-led/-owned enterprises is now explicitly mentioned.
	4.1.6. Scale up Community-Based Disaster Risk Management (CBDRM)	No	Yes	Add “gender-responsive” to the activity and enhance the detailed project description (e.g. Scale up gender-responsive CBDRM). <i>Refinement in project design following the preparation of the Gender Assessment:</i> “Gender-sensitive” has now been added to the description of this sub-activity in the FP.
	4.1.7. Develop Standard Operating Procedures (SOPs) for integrating Protection, Gender and Inclusion (PGI) into disaster response	Yes	No additional emphasis needed	<i>Refinement in project design following the preparation of the Gender Assessment:</i> This sub-activity has been added following the recommendations of the Gender Specialist.
	Activity 4.2. Establish capacity for Forecast-based Action (FbA) and Anticipatory Action (AA)			
	4.2.1. Develop a Roadmap for FbA/AA	No	Yes	The roadmap needs to consider the role of gender in FbA and AA and what specific entry points and approaches may need to be considered. The road to gender mainstreaming is also key. <i>Refinement in project design following the preparation of the Gender Assessment:</i> As now also mentioned in the FP, the role of

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				gender in FbA/AA and specific entry points and approaches for gender mainstreaming and gender responsiveness will be considered when developing the roadmap.
	4.2.2. Build Capacity for FbA/AA	No	Yes	Ensure capacity building is gender sensitive, including gender data and information. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The capacity building under this sub-activity is now described as gender sensitive in the FP.
	4.2.3. Co-develop impact-based forecast triggers FbA/AA	No	Yes	Ensure the needs of women and women users, PWDs, migrants are also considered. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The development of a impact-based forecast triggers is based upon a multi-stakeholder process, which involves vulnerable and marginalised groups.
	4.2.4. Initiate Early Action Protocol (EAP) development	No	Yes	Ensure that protocol development is gender sensitive. <i>Refinement in project design following the preparation of the Gender Assessment:</i> The EAP

Output	Sub-Activity	Gender Responsive Action (Yes/No) ¹¹⁹	Gender Mainstreaming Opportunity (Yes/No/Possibly) ¹²⁰	Recommended Refinements to Sub-Activity
				developed under this sub-activity is now described as gender sensitive in the FP.