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Project Proposal:

Enhancing Country Resilience and Improving Disaster Risk and Crisis Management in Jordan

submitted by the United Development Programme (UNDP) Jordan
to the Swiss Agency for Development and Cooperation (SDC)

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List of acronyms

ASEZA	Aqaba Special Economic Zone Authority
CADRI	Capacities Assessment for Disaster Risk Imitative
CCA	Climate Change Adaptation
CEDRIG	Climate, Environment and Disaster Risk Reduction Integration Guidance
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
GAM	Greater Amman Municipality
GCF	Green Climate Fund
GEF	Global Environment Facility
HCCD	Higher Council of Civil Defence
INFORM	Index for Risk Management
JCD	Jordan Civil Defence
M&E	Monitoring and Evaluation
MoI	Ministry of Interior
MoMA	Ministry of Municipality Affairs
MoPIC	Ministry of Planning and International Cooperation
NCSCM	National Centre for Security and Crises Management
PDTRA	Petra Development Tourism Region Authorities
SDC	Swiss Agency for Development and Cooperation
SDG	Sustainable Development Goals
SESP	Social and Environmental Screening procedures
SFDRR	Sendai Framework for Disaster Risk Reduction
UNDP	United Development Programme
UNSDF	United Nations Sustainable Development Framework
WASH	Water and Sanitation

1 Strategic orientation

1.1 Context

Jordan, like all other countries in the world, facing different types of risks that are challenging its development and prosperity. Although we are able to recognise many of these risks (now and in the future), we must be well aware that the future is uncertain; there are many important and unexpected events that can happen, but it is difficult to predict. It is assumed that that climate change may increase the frequency and intensity of climate-related risks such as flash floods, land-slides, rock falls and droughts. Consequently, also disasters with losses of lives and assets will becoming more frequent.

The risk management system in Jordan is characterised by fragmented and non-harmonised work with absence of agreed reference and methodologies, this will ultimately lead to dispersal of efforts and the loss of harmony and integration, especially when the responsibility for dealing with a specific risk falls within the scope of more than one organisation or sector.

The capacity assessment of the disaster risk management (DRM) system in Jordan (known as CADRi report/assessment) indicated that there are a set of challenges for having a strengthened systems and capacities. Examples of these challenges are: the lack of comprehensive risk information accessible to decision makers, the lack of relevant legislation with regards to availability of disaster risk information to public and private sector stakeholders at national or local level; absence of standard guidelines or formalised methodology for conducting risk assessment and significant capacity gaps among central and local government in understanding risk information and its application.

In 2019, a first “Jordan National Natural Disaster Risk Reduction Strategy” was developed and recently underwent a revision. The up-dated strategy is adopted and will be endorsed soon by the cabinet. The strategy also addresses the challenges and points out activities and tools to achieve the set strategic goals. Furthermore, the strategy assigns the responsibilities to all stakeholders involved in DRR and calls on the stakeholder to identify their own role in DRM as part of their planning processes.

Still, there is an urgent need for all concerned with risk management process, to have a common and agreed understanding, especially within unknown risks that occur at an accelerating pace, and with catastrophic effects that extend for long periods.

The proposed project will work on some of the mentioned challenges as on a commonly agreed risk identification and prioritisation, a robust resilience analysis that improves the system preparedness and the functionality during a crisis, and a mainstreaming process that enables stakeholders to take action in order to reduce risks. Furthermore, it benefits from the actual decentralisation process to support municipalities to take over responsibilities for disaster risk reduction (DRR).

The proposed project can build on the vast experience of the United Development Programme (UNDP) working with several national institutions, e.g. the National Centre for Security and Crises Management (NCSCM), the Jordan Civil Defence and Ministry of Environment. UNDP furthermore has supported a number of environmental related policy reform actions in Jordan, notably in the climate change and DRR sector. It assisted with the formulation of a water sector policy for drought management (2018). UNDP has supported the Government of Jordan in developing the National DRR strategy and has recently finalised updating that important planning document in order to respond to a number of emerging issues e.g. the COVID-19 and the lessons learned from that crises.

UNDP has an accumulated experience working the field of DRR implementing and leading various projects and interventions during the past years some of them were the result of the close collaboration between UNDP and the Swiss Agency for Development and Cooperation (SDC). Some of these capacity building initiatives and seismic hazard mapping projects figure as key projects and activities in the National DRR Strategy.

Over the last 15 years, SDC has developed good practices, experiences and tools related to DRR. In partnership with national and international partners, SDC has implemented very successful projects with tangibles results that enhanced (to very considerable extent) the resilience of the targeted communities and cities. The Swiss efforts in DRR are well renowned and acknowledged at national and regional level.

1.2 Target groups

The proposed project addresses the Jordan DRM system as a whole as it aims at a collaborative risk-informed planning and management. The DRM systems consists of representatives of ministries and national authorities concerned with issues of risk reduction as well as local authorities and municipalities. Among them figures the NCSCM, the Ministry of Interior (MoI), the Ministry of Planning and International Cooperation (MoPIC) and the Ministry of Local Administration (MoLA), who will be empowered to perform their tasks according to their roles and mandates.

Indirect beneficiaries from the project is the Jordanian population including the most vulnerable people who will benefit from more risk-based decisions and a functioning DRM system and consequently from safer and more resilient living conditions.

1.3 Coherence and relevance of project

The current **Jordan National "Natural Disaster Risk Reduction Strategy"** is fully aligned to the Sendai Framework for Action (SFDRR). The four priorities of action and guiding principles of the SFDRR were followed as the base for the approach and requirements of the National DRR strategy. The proposed project addresses some of the raised challenges and gaps ant contributes to some of the objectives of the strategy, namely:

- To establish and incorporate the foundational guiding arrangements for DRR.
- The strengthening of risk management capacities (particularly through component 1 and 2).
- To contribute towards the inclusion of DRR into development policy, programmes and projects (through component 3).
- To inform the institutional basis for the efficient DRR planning and implementation (through component 4).

The present proposal is in line with the outputs of the most recent national policy document; the **Economic Modernization Vision** (launched June 2022) where Jordan seeks to improve its ranking in: the Global Environmental Performance Index to the top 20th percentile and the Global Sustainability Competitiveness Index to the top 40th percentile. The Economic Modernization Vision and its Roadmap is based on two strategic pillars: a pillar focused on accelerating sustainable and inclusive growth by unleashing Jordan's full economic potential, while the second is cantered on society, targeting the improvement of quality of life of all Jordanians to secure a better future for all. The two pillars are underpinned by sustainability.

Through the Vision and its Roadmap, Jordan will continue its efforts to tackle needs related to mitigation and preventing potential risks and crises that might result from climate change such as drought and flash floods. According to the vision document, sustainability is a core pillar and therefore, Jordan will continue its efforts to achieve the Sustainable Development Goals (SDG) compatibility with the global approach towards a green and resilient future.

The proposed project is designed to respond to this vision and the sustainability and quality of life of people key elements in Jordan's future, in particular:

- Optimize the use of natural resources to ensure sustainability, unleash inclusive sectoral growth and enhance quality of life.
- Support sustainable practices as a pillar of Jordan's future economic growth and enhance quality of life.
- Adopting and integrating best and environmentally friendly practices that adapt to climate change.

The scope of the proposed project is of relevance to Outcome 2 of United Nations Sustainable Development Framework (UNSDF): *"People especially the most excluded and vulnerable proactively claim their rights and fulfil their responsibilities for improved human security and resilience."*

Furthermore, it supports Output 2.3 of the UNDP' country Program Document (2018-2022): *"Nature-based solutions developed, financed and applied for sustainable recovery, and improving communities' resilience and living conditions. Further, it responds to a national priority: Vision 2025 pillars for a prosperous and resilient Jordan through: active and empowered citizens; safe and stable society; and dynamic and globally competitive private sector."*

The proposed project meets also the thematical priorities of the Swiss international cooperation strategy 2021-2024. The Swiss International Cooperation Strategy 2021-2024 dedicates a specific goal to DRR (sub-objective 6), focused on preventing disasters and ensuring reconstruction and rehabilitation (that also links with SDG 11): "*Switzerland is committed to disaster risk reduction and to reconstruction and rehabilitation in order to prevent natural disasters as far as possible and to restore basic services after a disaster or an armed conflict".*

1.4 Financing

The total amount of the project is USD 2,000,000 of which SDC contributes 50%, the other 50% will be through other UNDP's ongoing and planned projects.

1.5 Timeframe of the overall intervention

The project has duration of 24 months with an expecting starting date of 1st Nov. 2022 until 31st October 2024. Upon the approval of the project proposal, UNDP will need a timeframe of 2 months for the preparation and set-up of the project in coordination with all concerned stakeholders (inception phase) .

2 Stakeholder assessment

UNDP will ensure that a proper partnership strategy is in place and endeavours to enhance synergies, partnerships and alliances with various stakeholders. As such, the project will be implemented in close cooperation with the following partners, to mobilise their capacities and/or mandates.

At country level, there are shared responsibilities for DRR, especially for crisis management and response. For preparedness and prevention/mitigation, there is no clear mandate. On the national level, DRR is related to the following ministries:

NCSCM established in 2015 (by-law) under the leadership of His Majesty King Abdullah II. It coordinates national crisis management efforts and capacities across government, private sector, NGOs and humanitarian aid agencies to prepare for and manage a crisis. It functions as a National Command and Control Center at time of crisis with the appointment of a Crisis Commander. It is headed by a Board of Directors composed of security agencies. In relation to disaster management, NCSCM is expected to support an Integrated Early Warning System through a comprehensive national database. For that, it disposes also of a technical assessment unit. While NCSCM has an undisputable convening power, strong skills and systems for crisis management, it has limited understanding of DRR concepts. NCSCM also holds the custodianship for the National DRR Strategy.
In the project, NCSCM is part of the steering and the technical committee. Component 4 will be implemented jointly with NCSCM. Furthermore, the technical unit of NCSCM will be strengthened particularly through component 1.

MoI/ Higher Council of Civil Defence (HCCD) or "Supreme Council" was established by virtue of the civil defence law amended in 2003. It is chaired by the Minister of Interior with the Director General of Civil Defence as vice-chair. It is composed of sector ministries representatives and is mandated by law to manage disaster and emergency situations in all phases (preparedness, response and recovery) including training on early warning. The duties of the HCCD are comprehensive. These range from response planning at the national level, entering into international agreements on disaster relief and similar state duties to operations like forming civilian volunteers at the local level, training of citizens and others.
As they are represented in the National DRR platform, they will be actively involved in component 1 and 3 of the project.

Governorate Councils: The Decentralization Law (2015) with the election of local community councils and the transformation of municipal and governorate councils into indirectly elected bodies, is an opportunity for more participatory decision-making on budget allocation to address risk affecting local communities (municipal councils and mayors used to be appointed by the cabinet).

Jordan Civil Defence (JCD) was established in 1959 with an operational mandate to undertake disaster management / response activities: Ambulance, Firefighting, Rescue; Supervision and control of security arrangements in facilities; and Awareness raising through JCD Disaster Management Department. It is supplemented by Civil Defence Directorates in all twelve governorates. JCD runs a network of 187 civil defence centers throughout the country.
In the project, the technical unit of HCCD (INFORM working group) will be strengthened particularly through component 1.

MoPIC supports the national planning process including its M&E function with the support of the Department of Statistics. It is responsible to build the institutional capacities of the ministries,

governorates and municipalities to fulfil their planning and monitoring functions.
In the project, MoPIC is part of the steering and the technical committee. Component 3 will be implemented jointly with MoPIC.

Ministry of Local Administration (MoLA) provides technical advice to local councils on planning, programming and budgeting, as well as tendering for infrastructure work, as well as on the functions of urban planning and solid waste management.
In the project, MoLA is part of the steering and the technical committee. They will be actively involved in component 4.

National DRR platform established under the umbrella of NCSCM in 2017 is not yet functional. It is composed of over 50 members including military and security authorities, ministries, Greater Amman Municipality (GAM), Aqaba Special Economic Zone Authority (ASEZA), Petra Development Tourism Region Authorities (PDTRA), universities, Jordan Chambers of Industry and Trade, Jordan Red Crescent. Its mandate is under development.
In the project, the National DRR platform serves as an umbrella body for implementing component 1 and 2.

3 Objectives

3.1 Objectives

The overall goal of the project is to contribute to enhanced resilience of the country. This shall be achieved through strengthened capacities of the national and local stakeholders and institutions involved, through improved management procedures and coordination mechanisms, and through the systematic inclusion of streamlined DRR policy into national (development) strategies.

The project is composed of 5 components including 1 pilot intervention, see also Annex 1: Logical Framework.

Component 1: Risk assessment

Outcome 1: Stakeholders are aware of the major risks the country is exposed to and of the potential action to reduce these risks.

There are numerous hazard and risk assessment conducted in Jordan on various hazards, with different geographical coverage, or for different sectors. Despite these approaches and initiatives, there is a lack of a common understanding on the risk landscape among the responsible national and sub-national stakeholders. Besides that, NCCSM is consolidating risk information on 10 hazards of national security with no clear criteria for their selection. The JCD collects data for 5 hazards to be included in the INFORM Risk Index. There is only minor overlapping between the two databases. In the frame of the National DRR Strategy, 8 hazards were prioritised. However, there is no national consensus on a national risk register. Furthermore, there is a lack of access to the existing risk information across ministries, across municipalities as well as by private sector and the general population.

Therefore, the project intents to involve a broad range of stakeholders in a process of commonly gaining an overview on the risks, prioritising them (risk register) and identifying entry points to action (e.g. how

they can serve for contingency planning). At the same time, the INFORM Index will be updated by involving national stakeholders. The process will enable them to gain a common understanding of the different risk factors (hazard, vulnerability, coping capacities).

Hazard maps are necessary tools for measures planning and for urban planning. To date, there are no nation-wide hazard maps nor is there a commonly agreed methodology. The project will elaborate a pilot mapping (for a specific hazard in a specific geographical area) in order to derive thereof general mapping principles.

The component includes following outputs and planned activities:

Output 1. Improved, updated and commonly agreed risk register at country level

- Revision of roles and responsibilities
- Selection of participating stakeholders (National DRR platform or sub-groups)
- Selection/ adaptation of methodology (for assessing impacts, probabilities)
- Conduction of a participatory process with a first national workshops (to agree on the general approach and methodology) followed by sub-national and sectorial workshops
- Conduction of a (national) validation workshop

Output 2. Inform Risk index is updated

- Review and identification of data gaps for INFORM Risk Index
- Expert assessment of risk with input/ data from sectors (desk-top)
- Validation meetings with data owner (small groups)
- Definition of specific risk and sector to use the results

Output 3. Hazard map and mapping principles are available

- Conduction of hazard mapping (expert consultancy)
- Verification meetings with sector concerned
- Deriving mapping guidance from concrete example (expert-led process / synthesis work)

In the inception phase, the specific hazards will be identified for carrying out output 3. Close coordination with similar activities (e.g. SDC's initiative on flood mapping, projects on mapping earthquakes and droughts by World Food Programme) will be ensured in order to avoid duplication and to make use of synergies.

It is intended to work with the National DRR Platform as an umbrella body for implementing this component as it includes a broad range of stakeholders. Furthermore, the project will facilitate the collaboration between the NCSCM risk assessment team and the INFORM working group.

Component 2: Management/ measures development

Outcome 2: Stakeholders apply DRR measures and approaches in their fields and sectors.

The resilience assessment goes a step further than a risk assessment: It inquires capacities, be it financial, societal or institutional and also looks at organisational arrangements, ecological assets or disaster-resilient infrastructures. Furthermore, it allows for designing strategies for risk management. The relevant stakeholders will be engaged in a process, that guides them to assess their own capacities. The self-assessment is crucial as it is considered a necessary condition that stakeholders become aware of their capacities, limitations and potentials to take action. While it is impossible to fully predict a highly uncertain and infinitely diverse future, a robust resilience analysis can offer system level preparation across physical, information and social domains thus improving the functionality of the system in the midst of a crisis.

Through trainings and workshops and with a "learning-by-doing-approach", stakeholders will be enabled to identify measures to prevent, mitigate or accept risks in their specific sector/ field of action. In moderated/ guided discussions, the stakeholders will specify and adapt the measures to their context and field of potential action. The identified measures will be complemented with an implementation plan and assigned responsibilities. In addition, the trainings will provide management principles, the concept of integrated risk management and terminologies.

Municipalities and local stakeholders have limited access to hazard and risk information, or it is neither widely disseminated nor available throughout the governorates and municipality services to inform the planning of public investment. Therefore, the same approach will be applied for few cities; they will be selected during the inception phase.

The component includes following outputs and planned activities:

Output 1. Resilience of selected local and national entities is assessed

- Selection of participating stakeholders at national level
- Selection of a city and identification of participating sectors
- Adaptation of methodology (e.g. resilience scorecard)
- Conduction of workshops

Output 2. Action plans for specific risks/ sectors available

- Study tour to Switzerland
- Development of training curricular
- Provision of several trainings for sectoral stakeholders (e.g. in thematic clusters)
- Development of possible measures to reduce the risks (small groups, assisted by experts)
- Consolidation meetings with stakeholders

Output 3. Generic risk management guideline available

- Development of guidelines/ principles (expert, desktop, synthesis work)
- Consultation with involved stakeholders

Also, this component will be implemented through the National DRR platform. In the selected cities, the participating stakeholders and sectors will be brought together.

Component 3: Effective and customised DRR mainstreaming

Outcome 3: Decision-makers have the tools and knowledge to take risk-informed decisions related to development assets under their responsibility based on the integration of the risk in the planning processes.

Disaster and climate risks are not systematically factored in the national planning process in Jordan. In a number of sector plans and strategies though, DRR interventions are planned and budgeted for on an ad hoc basis. As the National DRR Strategy points out, there are also limited technical skills to integrate DRR into national plans.

The component aims at improved mainstreaming processes that build on the commitment and support of leadership and management staff and enables them to include DRR all stages of project planning, budgeting, implementation, monitoring, evaluation and knowledge sharing. The component will also focus on appropriate tools and instruments for specific stakeholders and sectors.

On one hand, the project will develop tailor-made instruments that serve as guidance for integrating risk information into planning process of key sectors. Swiss experience in mainstreaming will be used: Tools and good practices of SDC will be explored as for instance the "Climate, Environment and Disaster Risk Reduction Integration Guidance" (CEDRIG)[1]. This reference tool for Swiss programmes combine both the risk perspective (disaster that might threaten the intervention) and the impact perspective (unintended negative effects of the intervention). The instrument is oriented to broad strategic interventions. Other instruments are targeted to specific sectors and include concrete guidance for measures (e.g. manuals for assessing resilience of infrastructure projects). Furthermore, the "DRR/CCA Mainstreaming Guidance" provided by the Swiss NGO platform[2] gives an overview and commented review of a number of tools and approaches. At first stage, existing tools and instruments will be synthesised, selected according to the key sector(s) and customized to the Jordanian and the project context.

On the other hand, existing (sectoral) strategies and plans will be reviewed jointly with the authors by adopting a DRR lens and the missing parts will be filled in. The stakeholders will receive technical advice and assistance in order to formulate risk reduction measures.

The component includes following outputs and planned activities:

Output 1. Sectoral stakeholders know tools and instruments for mainstreaming and know how to apply them.

- Selection of sector ministries/ strategy/ programme
- Selection of participating stakeholders
- Review and selection of appropriate tools (desk-top study/ expert input) and development of (sectoral) assessment tools
- Conduction of workshops/ trainings: Use and application of risk information in planning processes

[1] CEDRIG: Climate, Environment and Disaster Risk Reduction Integration Guidance: https://www.cedrig.org
[2] DRR / CCA Mainstreaming Guidance – with an Overview of Key Tools: https://drrplatform.org/wp-content/uploads/2020/03/DRR-CC_Mainstreaming_guidance_130519.pdf

Output 2. DRR is integrated in strategic planning

- Applying the assessment tool in order to complement the strategy/ programme.
- Up-dating of strategies/ programmes

Component 3 is carried out closely with MoPIC as it supports the national planning process. The sectors (e.g. construction, land use planning, infrastructure, housing) will be selected during the inception phase.

Component 4: Local DRR governance

Outcome 4: Municipalities and local actors empowered to take over responsibility to manage disaster risks.

The Municipalities Law (2011) give considerable disaster risk management responsibilities to the municipalities. The 100 municipalities are supervised by the Ministry of Local Administration (MoLA) except for GAM and ASEZA. The law gives them responsibility for: i) Building licenses, monitoring and demolitions; ii) Prevent damage caused by floods and overflowing stream; iii) Prevent fire; iv) Protect people and property. However, roles and responsibilities are not well understood by local stakeholders and technical capacities related to DRM are limited.

DRM, but in particular early warning and the response to disasters are centralised in Jordan. The coordination between the central and local level is weak. During the last few years (supported by the law on decentralization, 2016) Jordan government have progressively decentralized a range of their responsibilities from national to local levels. This is one of the tools that can be used to enhance and effectively change the disaster risk reduction practice and crises management in the country.

Sharing responsibilities between central and local levels of government, and other stakeholders helps to mainstream DRR across government structures, as well as providing local levels a greater sense of ownership. Being closer to the communities involved, staff in local organizations are more likely to understand and share their needs, and they are more accountable.

On one hand, the project assists municipalities and local stakeholders to review and align their disaster risk management plans with national plans. Through capacity building, the local stakeholders will be enabled to implement the plans.

On the other, the project technically and financially supports the build-up of two sub-national DRM centers, one in the north of Jordan, the other in the south (Aqaba). While for Aqaba an agreement with NCSCM already exits, the location for the northern branch will be defined and agreed upon during the inception phase. The concrete implementation and linkages to local structures will be consulted with NCSCM. In addition, the involvement of NCSCM contribute to improving coordination mechanisms between the national and local level.

The component includes following outputs and planned activities:

Output 1. Municipal mechanisms in place to cope adequately with disasters.

- Reviewing and Homogenising Disaster Risk Management Plans between Governorates, Municipalities and the NCSCM
- Assisting the local stakeholders to identify implementation gaps and needs

- Assisting the local stakeholders to design appropriate measures and to allocate the necessary measures
- Provision of technical training to Middle Management and Decision Makers in order to gain a common understanding

Output 2. 2 sub-national DRM centers established

- Identifying roles and responsibilities at sub-national and local level, definition of links with centre (governance/legal, institutional and technical /operational aspects)
- Designing the sub-national DRM centre with necessary stakeholders, processes and structures
- Identify the needed technical support, resources, equipment to ensure the functionality of the established centre
- Preparing of ToR for sub-national DRM centers (benefiting from existing NCSCM Centre) and assisting the procurement
- Provision of trainings for technical staff

The component 4 will implemented in close cooperation with NCSCM. The municipalities or cities will be selected during the inception phase.

Component 5: Complementary intervention

UNDP will be complementing the above-described components with a pilot realised on the ground. The pilot intervention is closely linked with the components. Within its frame, the tools, instruments and approaches developed will be applied in a concrete context. The pilot will engage with local actors and civil society actors in order to establish good practices, which could be demonstrated during the project life cycle. The pilot intervention shall be evaluated and will serve for scaling up and replication through other ongoing projects.

UNDP has explored the scope of such possible pilots and suggests to implement the project “Water Harvesting and Flash flood Mitigation in Central Jordan –Dead Sea basin”. This option has already been discussed with the potential partners, however, other options will be discussed during the inception workshop. Then, the intervention will carefully be designed with the engagement of local stakeholders and according to according with national and local policies.

3.2 Theory of change

In the absence of measures and systems for timely, effective, agile and adaptable DRM, the occurrence and severity of multiple hazards, in particular climatic hazards, such as drought, flash floods and cold/heat waves will increase and cause significant socio-economic and environmental losses in Jordan.

The proposed project will provide spaces for “learning-by-doing” through workshops, meetings and trainings and technical guidance on how to assess risks and resilience, and on how to design concrete prevention, mitigation and preparedness measures. If the national, sub-national and local stakeholders engage in the participatory process with their know-how, and their willingness to collaborate and to learn from other experiences (such as from Switzerland), then they can gain a common understanding of standardised methodologies, concepts and approaches and they will dispose of the necessary tools. If the national, sub-national and local stakeholders jointly develop risk and resilience information (risk register,

INFORM risk index, resilience assessment), then the national, sub-national and local stakeholders become aware of the prevailing risk landscape, their capacities and the needed DRR measures and potential users get access to the information and are made aware of it. If the stakeholders actively work on DRR measures related to their sector, then they will be enabled to implement the identified DRR measures and will apply risk-based tools and approaches in future planning processes and decisions.

At the same time, the proposed project assists local stakeholders to revise their DRM plans, to identify gaps and needs and to allocate appropriate measures. If the local stakeholders are capacitated and trained, they will be empowered to take over their responsibilities. If the set-up of sub-national branches of NCSCM and their linkages to local mechanisms are clarified, the staff in place and trained, then a decentralised system will more effectively manage the risks.

If the capacities of the stakeholders are strengthened, then coordination mechanisms and the DRR governance will improved. If the DRR governance functions in a collaborative manner, then this will have positive effects on the resilience of the Jordan population as effective preparedness, prevention and mitigation measures will be implemented.

The project proposal is designed in a flexible manner that would accomodate any new input or suggestions that are of an aded value and maximize the impatc of the project and facilitate the identification of the relevant indicators, therefore, the project in consultation with SDC and the concerned instituions would adopt the option of extending the inception phase and go beyond the routine 3 months period to allow for further consultation and consolidation and integration of te key issues discussed during that period.

See also Annex 2: Diagram of Theory of Change.

3.3 Gender and governance

UNDP applies a “Gender Marker” in the proposed project. The Gender Marker is a tool to monitor UNDP’s contribution to gender equality results. It is an accountability tool that can demonstrates commitment to implement the UNDP Gender Equality Strategy. It is considered, that the proposed project will contribute “in some way” to gender equality (GEN1). This will be ensured by defining strategies that empower women, and make sure that they are integrated in decision-making and benefit from project services.

Further and as part of UNDP’s policy and vision for inclusiveness, the project will work to include people with disabilities in the relevant efforts to reduce the risks of disasters and ensure persons with disabilities are not left behind in such efforts.

As the project aims at an improved DRR governance, it respects the principles of good governance. The project is committed to promoting transparency, accountability and the participation of different actors, equal treatment and non-discrimination throughout the process.

4 Intervention strategy

4.1 Rationale of selected approach

The proposed project will develop its activities under the principle of working with existing institutions and taking advantage of available capacities. It will build relationships with various institutional, organisational and social actors primarily at the national as well at the local level. Lessons learnt from previous works and projects will be taken into account.

The components will be performed in parallel, paying attention to the thematic sequence (i.e. from risk to resilience and risk management). In all components, the proposed project seeks to establish a participatory process with the engagement of various stakeholders. The targeted stakeholders will be carefully selected during the inception phase. In component 1 and 2, the National Platform DRR could serve as an umbrella body. However, the platform is mainly composed of emergency response focal points. For serving as a consultative mechanism for coordinating preparedness as well as prevention and mitigation efforts, the composition of the platform should be different. The proposed project will contribute to broaden the DRR platform after ensuring an effective operation mechanism for such big platform is in place so that it can serve as implementation body and for advisory and advocacy as well as an instrument for ensuring inclusion and participatory planning and implementation.. Component 3 is carried out closely with MoPIC as it supports the national planning process. Component 4 targets local stakeholders as well as it will be closely coordinated with NCSCM.

Through trainings and workshops and with a “learning-by-doing-approach”, stakeholders will be enabled to take action. Study tours to disaster-prone areas or even to Switzerland could complement the trainings.

Methodological input (e.g. risk concept, resilience scorecards) and technical advice will be provided by technical consultants. The proposed project will also rely on expertise of Switzerland, namely in the fields of integrated risk management, DRR mainstreaming and in hazard mapping methodologies. Especially in component 1, synergies with the current SDC’s initiative on flood mapping will be made use of it.

The project has a flexible design. During the inception phase, adaptations and adjustments can still be made to better answer the expectations of SDC and the engagement of the participating stakeholders.

UNDP provides independent advice on technical issues and play a catalytic role based on their comparative advantage in providing high quality technical assistance and implementing innovative approaches. The experience of UNDP in Jordan has resulted in establishing network of partners that are working on DRR and climate related issues. It is, therefore, intended to leverage the existing partnerships with different partners including private sector, research centres and civil society organisations. UNDP will encourage and promote effective public, public-private and civil society partnerships. It will engage key stakeholders including governmental authorities in the targeted areas, national leaders, civil society, research centres and universities to ensure ownerships of the project interventions.

4.2 Organisational structure of the intervention

The implementing organisation will be UNDP with the Environment, Climate change and DRR portfolio at UNDP Jordan Country Office, the implementation will be also supported by the Governance and Peace portfolio team to benefit from their experience working on decentralization and strengthening local

governance. UNDP will be supported by national and international consultants. They will provide technical and strategic assistance related to the risk concept, risk management and resilience building.

UNDP will closely work with NCSCM given their mandate over the DRR sector in Jordan in order that they can assume their mandate. UNDP also will involve them in co-leading some of the activities.

Close coordination for the implementation will also be established with the concerned team at SDC in Amman.

To have a better and a participatory governance, the proposed project will furthermore establish a steering and a technical committee.
The **steering committee** will have a mandate to offer support and advice as well as to supervise the progress of the implementation and to advocate for the project and facilitate coordination with the stakeholders. The steering committee will also be responsible for making strategic decisions through consensus for the project. It will consist of senior representatives from:

- Ministry of Planning and International Cooperation (MoPIC)
- National Center for Security and Crises Management (NCSCM)
- United Nations Development Programme (UNDP)
- Swiss Development and Cooperation Agency (SDC)

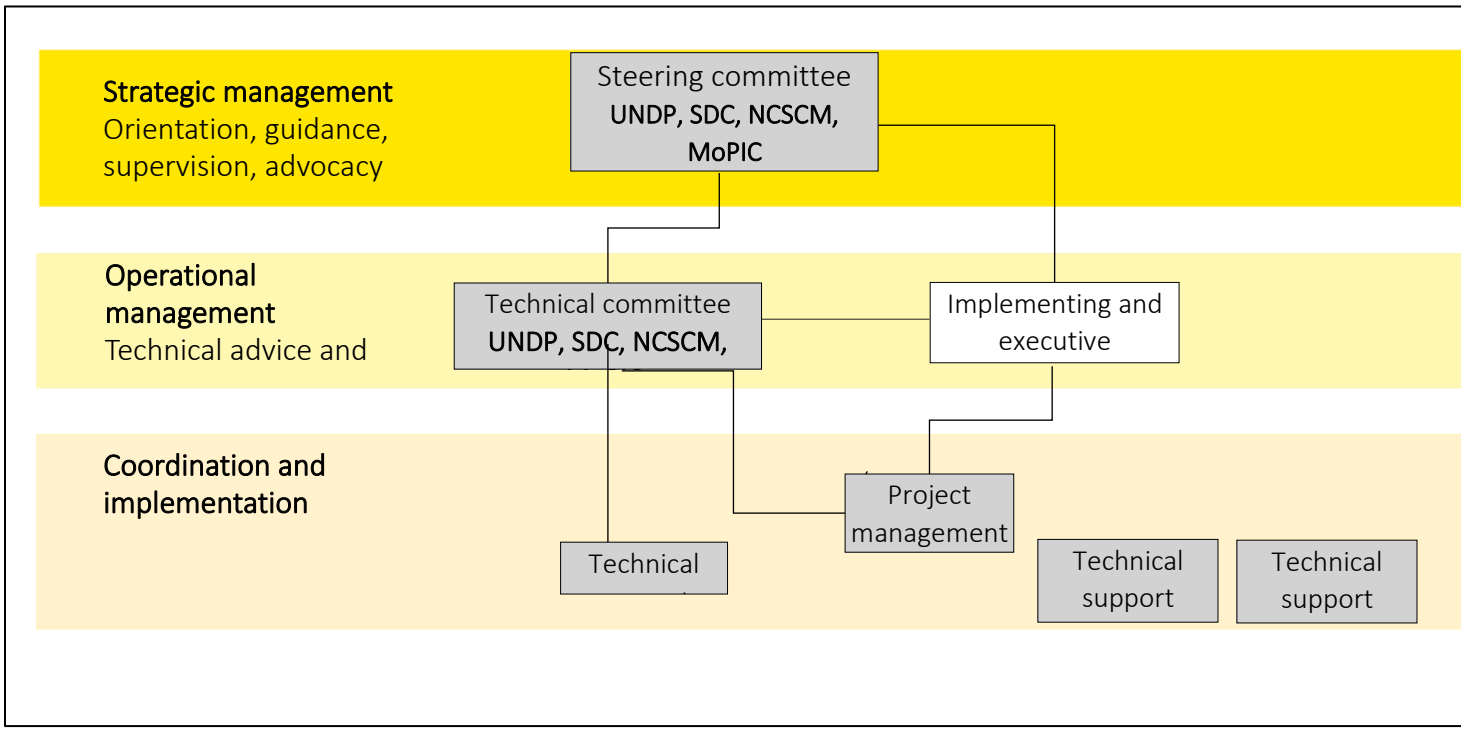
The steering committee should meet twice a year or as per the necessity of the project progress and challenges.

The **technical committee** will have a broader scope in terms of the stakeholders involved and works at the operational level. The members of the technical committee will share data and information from their institutions, provide technical advice and support, advice on synergies and integration. The technical committee will embrace technical staff from:

- Ministry of Planning and International Cooperation (MoPIC)
- National Center for Security and Crises Management (NCSCM)
- Ministry of Local Administration and Municipalities (MoLA)
- United Nations Development Programme (UNDP)
- Swiss Development and Cooperation Agency (SDC)
- Academic and research centres
- NGOs, CBOs and local partners including municipalities.

The technical committee should meet four times a year or as per the necessity of the project progress and challenges.

Organizational chart



4.3 Procurement and tender process

UNDP Jordan possesses the in-house capacity with a team of engineers and procurement experts to e.g. design of BOQ and process procurement at the large scale in a short timeline. In addition, the capacity from the regional hub in Amman and procurement team in Copenhagen can be seconded to accelerate the process when necessary.

UNDP and based on the long relationship with SDC in similar areas will request the necessary support to benefit from the experience of Switzerland in DRM particularly in providing strategic and technical guidance and support or exchange knowledge and know-how.

UNDP will apply its Social and Environmental Screening procedures (SESP) to identify potential social and environmental risks and opportunities associated with the proposed interventions and determine the appropriate type and level of social and environmental assessment.

UNDP as the major development UN agency possess solid procurement rules and regulations, as well as the dedicated procurement team in the regional hub to ensure quality and cost-effective implementation on time.

To ensure a widespread and dissemination of procurement notices published by UNDP, the project team will make sure that such notices are also shared with SDC for circulation among the network they have.

4.4 Synergies with ongoing projects

UNDP is currently implementing a range of high impact projects in the country with financing from e.g. European Union, GEF, Green Climate Fund (GCF), Canada, Sweden and others for climate change related mitigation and adaptation. UNDP is also in the process of implementing projects to assist with climate risks. UNDP has excellent relationship with a wide range of institutions across the country. UNDP is currently the lead coordinator for the UN Climate Action group consisting of seven agencies working on all aspects of Climate Change including Water and Sanitation (WASH), DRR, Water re-use and Water efficiency in agriculture.

The proposed project and the different components will be synergized and hooked up with the following two ongoing projects of UNDP:

- Improving Local Development to Increase the Resilience of Host Communities and Refugees in North Jordan
- Building resilience to cope with climate change in Jordan through improving water use efficiency in the agriculture sector (BRCCJ)

Furthermore, the project will seek synergies with to current mapping initiatives, namely the national flood mapping programme by SDC as well as the project on earthquake and drought monitoring by the World Food Programme (PRISM).

4.5 Sustainability of the proposed project

After the two-years phase of the project, the coordination mechanisms (as e.g. the National DRR platform) are in place and functioning. Because the proposed project works with existing bodies and through previously established partnerships, the strengthened DRR governance will continue. In the frame of the proposed project, several methodologies, guidelines and pilot implementations will be developed that can be replicated in further projects and led by the involved institutions. The project furthermore, strengthens NCSCM so it can assume its leading role in the DRR sector and is acknowledged by other stakeholders. Also the establishment of two sub-national DRM centers is a guarantee for sustainability: Two physical, alternative (to the central) locations with new and trained staff will be functioning. Local entities will be strengthened, and the risk management will be decentralised.

5 Resources

5.1 Budget

The main resources needed cover technical support and expertise provided by national and international experts as well further human resource for the coordination and implementation of the project.

The total budget is calculated at 2,000,000 USD. The contribution of Switzerland is 1 Mio. USD that is equivalent to 50% of the total costs. UNDP as implementer and co-founder covers also 50%, that is 1 Mio. USD. The amount required by SDC will be spent on the components 1 to 4. UNDP will fully finance component 5, the pilot intervention.

The detailed budget is shown in Annex 5

5.2 Cost-Benefit Analysis

UNDP will conduct cost-benefit analysis where possible to measure real benefits from the proposed project to demonstrate the efficiency and good value for money spent for the project activities.

6 Risk Management

The main risks to the project and possible mitigations measures are showed in the table:

Main identified risks related to the project	**Probability of incidence**	**Impact**	**Planned measures (for mitigation or others)**
Contextual and institutional risks			
Occurrence of a large-scale disaster	Medium	Absorption of human resources, reorientation of priorities by involved institutions	- Careful selection of stakeholder - Realistic project planning
Work overload of key stakeholders	Low	Limited participation in meetings/ trainings	- Building on (existing) partnerships - Realistic assessment of stakeholder contribution - Design of participatory process
Ad hoc coordination mechanisms	Medium	Delay and complexity of the project Implementation	- ensure synergies and coherence with existing mechanisms
Governmental partners prioritize having tangible interventions on the ground rather than risk governance and assessment interventions	Medium	Limited ownership for the project	- A complementary hard measure for disaster risk reduction intervention will be explored in the inception phase and implemented.
Risks emanating from project management			
Non-participatory selection criteria of stakeholders and activities.	Low	Limited ownership among beneficiaries.	- Deep consultations with different project partners. - Involvement of beneficiaries on the design of the different project activities.
Lack of clarity on division of responsibilities as well	Medium	Low momentum that could lead to loss of interest.	- Explanation of the positive impact of the project outputs on different targeted groups.

as different agenda amongst project partners and targeted groups.			- Facilitate dialogue among different targeted groups.
Negative perception of segments of the public regarding project due to limited information of the project activities and un-managed expectation.	Low	Loss of interest and trust of similar projects	- Regular consultations with different partners and beneficiaries on expectations.

The risks will be carefully revised together with the partners and stakeholders during the inception phase and up-date regularly.

7 Monitoring and steering

The Project's Monitoring and Evaluation (M&E) will be conducted by UNDP in accordance with established UNDP procedures and will be provided by the project team and the UNDP Country Office. The Project log frame provides performance and impact indicators for project implementation along with their corresponding means of verification. The M&E plan includes: the inception report, project implementation reviews, quarterly and annual review reports and final evaluation.

Project reporting covers the technical and financial aspects of the project and include:

- Periodic reporting activities: The Periodic Progress Report (PPR) or also referred to as Quarterly Progress Report (QPR) is prepared by the project team and submitted for the approval of UNDP.
- The Annual Project Review (APR): Report on the progress against the outputs and outcomes indicators, document the lessons learned, risk analysis and the response of the project to mitigate it.
- Post project evaluation: Evaluation is conducted in accordance with the UNDP -Evaluation Policy.

The above listed duties and responsibilities will be performed by a project team/project management unit that will be deployed and assigned the implementation of the project in accordance with the project document. the team will be supported by the different relevant units at UNDP.

The project monitoring will be followed by active participation in the meetings of the steering committee which will also play a key role in ensuring the progress and quality of work.

The presence of SDC as a member in the committee will be of an added value . The members of the steering committee including SDC will play an important role in ensuring that the M&E framework is effective through their mandate in supporting and supervising the implementation and at the different phases.

Annex 1: Logical Framework

Strategy of Intervention	Key Indicators	Data Sources Means of Verification	
Impact (Overall Goal)	**Impact Indicators**		Assumptions: The government is willing to advance the DRR/DRM agenda. DRR is accepted as an essential investment in sustainable development
The overall goal of the project is to contribute to enhanced resilience of the country.	Nr of national and local systems supported or influenced by the SDC that ensure that investments in disaster risk prevention and reduction enhance the resilience of persons, communities, countries and their assets as well as their environments. Nr of interventions, measures or programmes supported or influenced by the SDC that are based on comprehensive disaster risk assessments.	Survey, observations	
Outcomes	**Outcome Indicators**		**External Factors (Assumptions & Risks)**
Component 1 - Outcome 1 Stakeholders are aware of the major risks the country is exposed to and of the potential for action to reduce these risks.	% of persons involved in development and regular updating of risk assessments % of persons able to correctly name risks and measures to reduce them	Survey, observation	Assumption: There is willingness to reach a common understanding of disaster risk reduction/management. Risks: Limited understanding of the DRR concept. Limited understanding of own role and mandate.
Component 2 - Outcome 2 Stakeholders apply DRR measures and approaches in their fields and sectors.	% of staff members of authorities/ public administration consulting databases, risk assessments and climate services in their daily work	Survey, observation	Assumption: Stakeholders are willing to participate in the planning process. Risks: Limited understanding of the DRR concept. Limited understanding of own role and mandate. Perception that DRR is related to “emergency management”.

Strategy of Intervention		Key Indicators	Data Sources Means of Verification	
Component 3 - Outcome 3 Decision-makers have the tools and knowledge to take risk-informed decisions related to development assets under their responsibility based on the integration of the risk in the planning processes.		% of governmental / sectoral entities have adapted their disaster risk management system % of sectors that base development and investment plans on hazard/risk assessments	Sector/ action plans, survey	Assumption: There is interest of high-level decision-makers in mainstreaming DRR into development planning. Risk: Limited understanding of own role and mandate.
Outcome 4: Municipalities and local stakeholders empowered to take over responsibility to manage disaster risks		% of municipalities with appropriate and tested contingency plans that are coordinated with higher-level plans	Contingency plans	Assumption: Willingness of local stakeholders for taking over DRR responsibilities. Risks: Limited capacities of local implementing institutions. Lack of clarity on division of responsibilities as well as different agenda amongst stakeholders.
Outputs (per outcome) and costs		**Output Indicators**		
For outcome1:				
Output 1.1	Improved, updated and commonly agreed risk register ("overview") at country level	No. of meetings and workshops held		
Output 1.2	INFORM Risk index is updated	No. of stakeholder trained		
Output 1.3	Hazard map and mapping principles are available	Hazard map and mapping guidance		
For outcome 2:				
Output 2.1	Resilience of selected local and national entities is assessed.	No. of resilience assessments carried out		

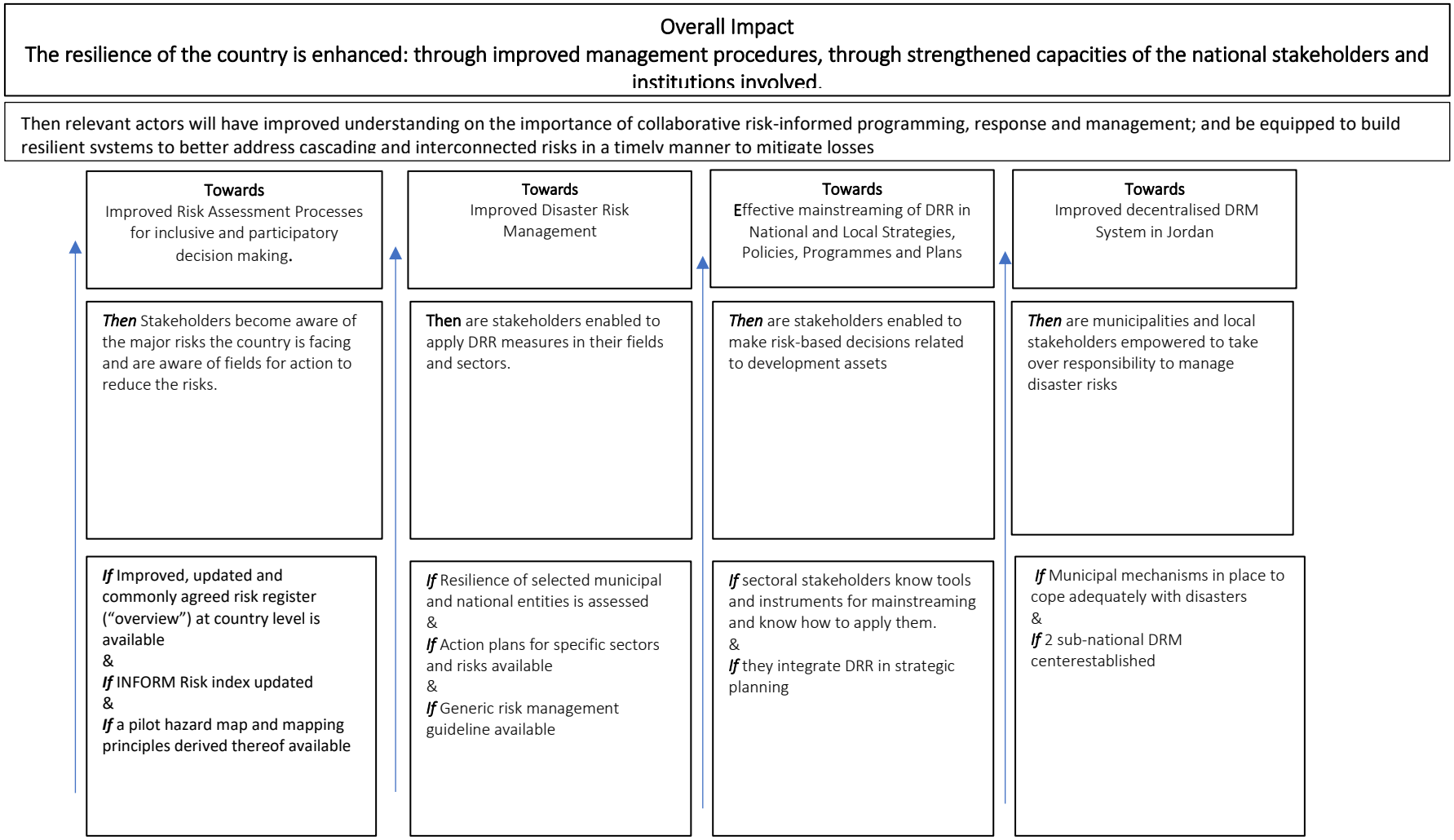
Strategy of Intervention		Key Indicators	Data Sources Means of Verification	
Output 2.2	Action plans for specific sectors and risks available	No. of lists of agreed plans with concrete risk reduction measures, assigned responsibilities, implementation and monitoring plan		
Output 2.3	Generic risk management guideline available	Risk management guideline		
For outcome 3:				
Output 3.1	Sectoral stakeholders know tools and instruments for mainstreaming and know how to apply them.	No. of stakeholder trained in mainstreaming tools		
Output 3.2	DRR is integrated in strategic planning	% of sector development plans that have DRR/CCA components integrated		
For outcome 4:				
Output 4.1	Local mechanisms in place to cope adequately with disasters.	% of municipalities with appropriate and tested DRR plans that are coordinated with higher-level plans		
Output 4.2	2 sub-national DRM centers established	Functional, equipped, staffed and trained sub-national DRM center		
Component 5 - Complementary intervention				
Output 5.1	Pilot project empowering local actors is carried out	Nr of persons benefitting from locally implemented DRR measures.	Survey	

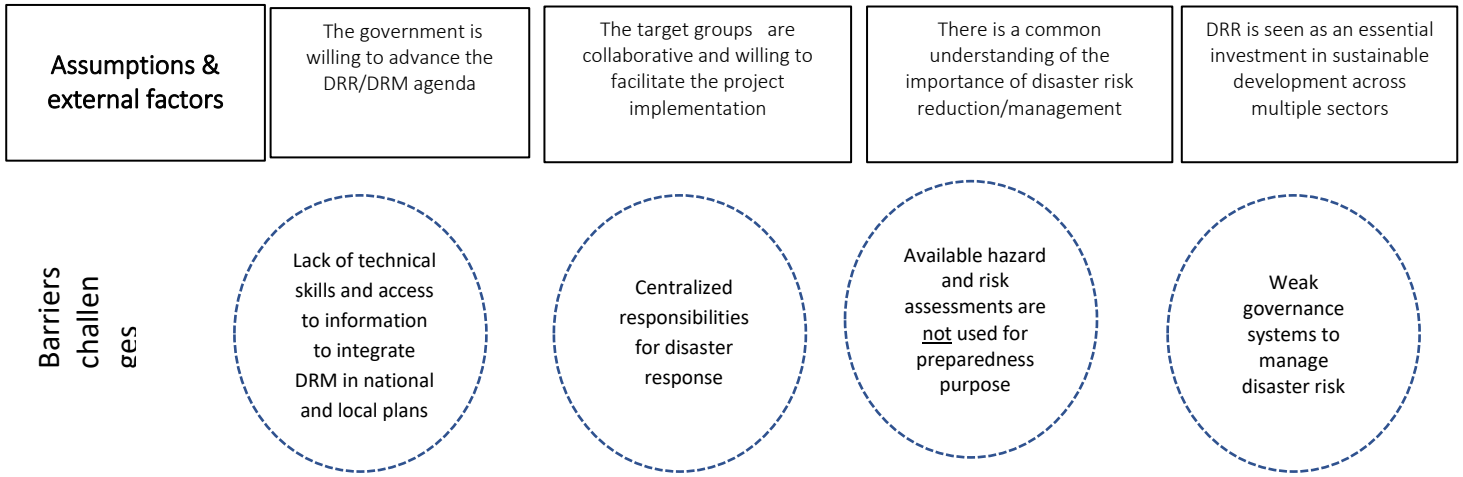
Strategy of Intervention	Key Indicators	Data Sources Means of Verification	
Activities (per output)	**Inputs**		
List of activities for output 1.1: • Revision of roles and responsibilities • Selection of participating stakeholders • Selection and adaptation of methodology • Conduction of a participatory process • Conduction of a (national) validation workshop	HR: National and international consultants, project management team Others: travel expenses, workshop organisation incl. rental premises and other running cots, communications, transportation/travel, equipment		
List of activities for output 1.1: • Review and identification of data gaps for INFORM Risk Index • Expert assessment of risk with input and data from sectors (desk-top) • Validation meetings with data owner (small groups) • Definition of specific risk and sector to use the results			
List of activities for output 1.3: • Conduction of hazard mapping • Verification meetings with sector concerned • Deriving mapping guidance from concrete example			
List of activities for output 2.1: • Selection of participating stakeholders at national level • Selection of a city and identification of participating sectors • Adaptation of methodology (e.g. resilience scorecard) • Conduction of workshops			

Strategy of Intervention	Key Indicators	Data Sources Means of Verification	
List of activities for output 2.2: • Development of training curricular • Provision of several trainings for sectoral stakeholders (e.g. in thematic clusters) • Development of possible measures to reduce the risks (small groups, assisted by experts) • Consolidation meetings with stakeholders			
List of activities for output 2.3: • Development of guidelines/ principles (expert, desktop, synthesis work) • Consultation with involved stakeholders			
List of activities for output 3.1: • Selection of sector ministries/ strategy/ programme • Selection of participating stakeholders • Review and selection of appropriate tools (desk-top study/ expert input) and development of (sectoral) assessment tools • Conduction of workshops/ trainings: Use and application of risk information in planning processes			
List of activities for output 3.2: • Applying the assessment tool in order to complement the strategy/ programme. • Up-dating of strategies/ programmes			
List of activities for output 4.1:			

Strategy of Intervention	Key Indicators	Data Sources Means of Verification	
• Reviewing and Homogenising Disaster Risk Management Plans between Governorates, Municipalities and the NCSCM • Assisting the local stakeholders to identify implementation gaps and needs • Assisting the local stakeholders to design appropriate measures and to allocate the necessary measures • Provision of technical training to Middle Management and Decision Makers in order to gain a common understanding			
List of activities for output 4.2: • Identifying roles and responsibilities at local level, definition of links with centre • Designing the sub-national centre with necessary stakeholders, processes and structures • Identify the needed technical support, resources, equipment to ensure the functionality of the established centre • Preparing of ToR for sub-national branches (benefiting from existing NCSCM Centre) and assisting the procurement • Provision of trainings for technical staff			

Annex 2: Diagram of Theory of Change





Problem Statement

In the absence of measures and systems for timely, effective, agile and adaptable Disaster Risk Management, the occurrence and severity of multiple hazards, in particular climatic hazards, such as drought, flash floods and cold/heat waves will continue to augment climate change and cause significant socio-economic and environmental losses in Jordan.

Annex 3: Detailed budget

	Year-1						Year-2					
	International Consultants	National Consultants	Travel and Accommodation	Miscellaneous (Workshops, Communications, Training, ...)	Equipment	Total	International Consultants	National Consultants	Travel and Accommodation	Miscellaneous (Workshops, Communications, Training, ...)	Equipment	Total
Outcome 1: Stakeholders are aware of the major risks the country is facing and are aware of fields for action to reduce the risks.	25,000	30,000	15,000	20,000	0	90,000	15,000	20,000	10,000	26,000	0	71,000
Outcome 2: Stakeholders apply DRR measures in their fields and sectors.	25,000	35,000	15,000	35,000	0	110,000	20,000	30,000	5,000	25,000	0	80,000
Outcome 3: Stakeholders make risk-based decisions related to development assets.	21,000	20,000	10,000	25,000	0	76,000	15,000	7,650	2,750	21,000	0	46,400
Outcome 4: Municipalities empowered to take over responsibility to manage disaster risks	20,000	25,000	15,000	35,000	90,000	185,000	15,000	25,000	8,150	20,000	50,000	118,150
Yearly Sub Total-1						461,000						315,550
Activities Sub Total-2	**776,550**											
Project Officer	67,740											
Project Assistant	31,636											
GMS 8%	74,074											

DPC 5%	50,000											
Sub Total-3	**1,000,000**											
Implementing and Managing Pilot Interventions (UNDP Source of Fund) - **Year-1**	500,000											
Implementing and Managing Pilot Interventions (UNDP Source of Fund) - **Year-2**	500,000											
Grand Total (2 Years)	**2,000,000**											