

# **EVALUATION OF THE CARIBBEAN RISK MANAGEMENT INITIATIVE (CRMI)**

## **Evaluation Report**

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**For: The CRMI Project Steering Committee**

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## **List of Acronyms and Abbreviations**

ACS	Association of Caribbean States
BCPR	Bureau for Crisis Prevention and Recovery
CARICOM	Caribbean Community
CBDM	Community Based Disaster Management
CCCCC	Caribbean Community Climate Change Centre
CDB	Caribbean Development Bank
CDERA	Caribbean Disaster Emergency Response Agency
CDM	Comprehensive Disaster Management
CIDA	Canadian International Development Agency
CRMI	Caribbean Risk Management Initiative
DEX	Direct Execution
DRR	Disaster Risk Reduction
DRRC	Disaster Risk Reduction Centre
FAO	Food and Agricultural Organization
GEF	Global Environmental Facility
GTTF	Gender Thematic Trust Fund
IADB	Inter American Development Bank
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organization
MYFF	Multi-Year Funding Framework
OECS	Organization of Eastern Caribbean States
OCHA	Office for the Coordination of Humanitarian Affairs
MDG	Millennium Development Goals
PA	Preparatory Assistance
PAHO	Pan American Health Organization
PSC	Project Steering Committee
RBLAC	Regional Bureau for Latin America and the Caribbean
RCF	Regional Cooperation Framework
RPD	Regional Programme Document
RR	Resident Representative
SIDS	Small Island Developing States
UN	United Nations
UNDAF	United Nations Development Assistant Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Cultural Organization
UNEP	United Nations Environment Programme
UNICEF	United Nations Children's Fund
UWI	University of the West Indies
VCA	Vulnerability and Capacity Assessments
WFP	World Food Programme

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## **Executive Summary**

This evaluation of the Caribbean Risk Management Initiative (CRMI) is intended to determine the current relevance of the CRMI. The evaluation takes into consideration the contextual changes that have occurred since its inception, and the accomplishments and shortcomings of the CRMI to date. Based on the findings and recommendations of this evaluation the CRMI Project Steering Committee (PSC), as the initiative's governing body, will determine whether to conclude, refocus and/or expand the CRMI.

The CRMI is a regional programme and considered a key programming component for UNDP's Regional Bureau for Latin America and Caribbean (RBLAC) and the Bureau for Crisis Prevention and Recovery (BCPR) in the Caribbean sub-region. CRMI was launched in 2004 following a high profile preparatory assistance process that included the active involvement of UNDP staff and other stakeholders in the region who felt strongly about the need for a CRMI type programme. CRMI is an umbrella programme designed to build capacity across the Caribbean region for the management of climate-related risk. From the onset the CRMI has been a highly ambitious endeavour attempting to build relationships and share information between stakeholder communities in the Caribbean on disaster risk reduction (DRR) and other related issues. There are 3 main linguistic communities in the Caribbean: French, Spanish and English. In addition, there are 2 distinct technical communities committed to building better practices related to DRR. They are the climate change/ meteorological service community and the disaster response and management community. Historically these communities have not collaborated at a level that many feel is necessary to properly manage climate-related risks. CRMI's objective is to facilitate communication and build ties between these technical and linguistic communities with the hope that this will lead to better practices related to DRR, climate change adaptation and contribute to improving other development practices.

Since its inception the CRMI has been co-managed by the Cuba and Barbados/Organization of Eastern Caribbean States (OECS) UNDP Country Offices with intermittent support from other partners and UNDP Country Offices in the Caribbean. The co-management model was put in place for both strategic and practical reasons. The idea for CRMI originated in the Cuba UNDP office. As a Spanish-speaking country in the Western Caribbean, Cuba has a great deal to offer to other Caribbean countries in terms of sharing its experience and capacity in how to reduce climate related risk. At the same time managing a programme solely from Cuba would be difficult given its location, and political situation. Hence the Barbados office has served as a counterpoint taking the administrative lead and acting as a technical entry point into the English Caribbean. In the first few years of its existence the CRMI encountered enormous difficulties. This included high staff turnover in the Cuban office with long periods without proper staffing, changes at the Resident Representative (RR) level contributing to inconsistent programme supervision, and constant changes and leadership gaps in a number of UNDP Country Offices. Differing visions within the UNDP about how the CRMI should be managed have existed at a regional and sub regional level and this too has had an impact. In 2004, no money was spent by the Cuban office on the CRMI. During the first few

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years legitimate concern was expressed about the utility of the CRMI. CRMI's visibility was limited both at the UNDP Country Office level and throughout the Caribbean.

In 2005, the CRMI in conjunction with project partners like the University of West Indies (UWI) began to establish a foundation through the Barbados office where a project manager had been hired to work on a non full time basis starting in April 2004 but left in November 2004. The current project manager commenced work in February 2005. In the later part of 2006, the CRMI was further enhanced when a Cuban based programme manager was recruited and has remained in the post. Slowly the CRMI began to reinforce its reputation through training seminars, a reinvigorated web site, and the publication of relevant documents and field activity. Other funding for project activity was also secured.

The evaluation process identified how this relative flurry of recent activity has brought to surface a number of key perspectives regarding the CRMI. The first is that once the CRMI began to establish a stronger regional presence, its relevance and importance came into clearer focus for CRMI's stakeholders. This includes regional partners like the Association of Caribbean States, Caribbean Disaster Emergency Response Agency and the Caribbean Community Climate Change Centre. While not totally unanimous, there is broad support for seeing CRMI continue. This support is qualified by a desire to see changes take place in the direction of CRMI towards establishing mechanisms that would provide greater autonomy and flexibility to establish country to country relationships that build relevant capacity. There is a desire to see the recent training and workshop format evolve into another level of partnership building with activities with stronger practical implications. The evaluation process supports this suggested change in direction as a means of ensuring the ongoing relevance of the CRMI. To this end, the report highlights new possible programming directions including more strongly linking CRMI to development decision making. The report recommends that CRMI continue to play a leadership role in identifying and promoting greater understanding on key issues and the tracking and promotion of best practices largely through the CRMI website.

The Caribbean as a geo-political entity and the circumstances surrounding the thematic issues that drive the CRMI are evolving rapidly and although the co-management of CRMI by the Barbadian and Cuban offices is far from ideal, in the current context it is nonetheless a viable management model until a more ideal and capable Caribbean alternative emerges. The two offices have established a good working relationship and at this time it is more important to solidify the foundation that CRMI has been slow to build then to act on a principle regarding the need to transfer CRMI's management over to a third party. However, in the next two years an exercise should be undertaken to identify a suitable institution to replace the UNDP. A key issue moving forward is the question of staffing and the monetary and personnel resources required by the CRMI. The recent success of CRMI demonstrates the potential for it to become a more important regional entity with a strong foundation and broad based stakeholder support. However, the present budget and ongoing uncertain status of project staff has to be studied. The report outlines a number of options for moving forward that include maintaining the status quo and other scenarios based on increased funding, more pro-active fund raising, networking and increased staffing.

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## 1.0 Introduction

### 1.1 Background

In September 2001, UNDPs' Bureau for Crisis Prevention and Recovery (BCPR) and the Regional Bureau for Latin America and the Caribbean (RBLAC) initiated a Preparatory Assistance (PA) called Havana Risk. The PA was a consultative process involving governments, regional and international organizations, NGOs, the private sector and other key stakeholders in the Caribbean, with the objective of managing and reducing the risks associated with natural, environmental and technological hazards – particularly within the larger context of global climate change. This consultation explicitly recognized the lack of operational and knowledge linkages between the national civil defence systems and meteorological services, both at a national level and within the region.

Among the key outputs of the PA were: a high-profile Experts' Meeting on Climate Risk Management, with the proceedings published on CD; various keystone pieces of illustrative research; the Havana Risk web page; resource mobilization from various donors. As a result of this process, the CRMI was launched in 2004 as a knowledge network designed to build capacity across the Caribbean region for the management of climate-related risk.

As part of the UNDP strategy for knowledge management, the CRMI was to provide a platform for coordinating and sharing knowledge and experiences on risk management throughout the Caribbean, across language groups and cultures. There are 3 main linguistic groups in the Caribbean; French, English and Spanish. A key objective of the CRMI would be to identify ways to find and share lessons learned amongst these linguistic groups. Also, the CRMI was given the objective of facilitating greater dialogue between the two principal groups having responsibility for addressing climate related risks. They are the climate change/meteorological service community and the disaster response community. The objective of CRMI would be to promote greater coordination and relationships between these two groups in the hope that it would improve the management of climate related risks and lead to other developmental benefits across the Caribbean.

The programme's implementation arrangements established five main elements to characterize the CRMI:

- \* Cross-cultural network
- \* Development and practice of the application of new tools and implementation of policy,
- \* Systematization, sharing and transfer of information and best practices and horizontal cooperation
- \* Resource mobilization
- \* Articulation of national and regional initiatives under a common umbrella with core projects/activities and associated project/activities.

CRMI became operational within the context of the United Nations Regional Programme Development under Focus area 3; Crisis prevention and recovery. As such, CRMI is in principle supported by among other United Nations (UN) agencies the World Food Programme (WFP), Food and Agricultural Organization (FAO), United Nations Children's Fund (UNICEF), United Nations Education, Science and Cultural Organization (UNESCO) and the International Labour Organization (ILO).

The CRMI is a Direct Execution (DEX) UNDP project, with the Country Offices in Cuba and Barbados and the OECS having direct responsibility for managing the project. The DEX modality is permitted only in exceptional circumstances. DEX was originally granted at the commencement of the project in April 2004 for one year and was extended on two occasions, the last time until April 30, 2008. The justification for granting and extending the DEX classification was based on the following:

- The beneficiary countries are in a special development situation as the Caribbean is a disaster prone region with countries annually facing the threats of major disasters and the countries are largely Small Island Developing States (SIDS) that are prone to extremely damaging natural disasters.
- A review of existing national and regional institutions before the start of the project determined that no institution in the region had the adequate capacity, mandate or technical expertise to manage a project whose principal aim was to integrate several different substantive areas of practice within such a disparate geo-political region.

The management structure was established for both practical and strategic reasons. The presence in Cuba allows for a very direct access to the main source of climate risk management capacity in the region and a presence in the Spanish speaking Caribbean while the Barbados/OEC office facilitates a strong connection to the English Caribbean and its relevant capacity and acts as the administrative and financial lead for the programme. Both offices have technical and administrative responsibilities for the specific activities and elements under their jurisdiction and allocation.

The CRMI would act as an advocate for the mainstreaming of DRR and adaptation to climate change through the facilitation of tools and methodologies, as well as by enabling discussions surrounding the challenges faced in the Caribbean. One of the underlying assumptions of the CRMI was to create a platform for the sharing of practices between countries. In this regard the capacity and experience of Cuba in terms of managing climate related risk was to play a special role in terms of sharing the Cuban experience with the rest of the Caribbean.

As the CRMI has evolved strategic collaboration was sought with projects under the UNDP system sharing similar objectives like BCPR's Caribbean Transfer project and the UNDP/GEF project for research on drought adaptation frameworks in two Caribbean



countries. Collaboration with these projects would take the form of translation, summarization and dissemination of their research findings as part of a process to reach a broader Caribbean audience. In addition CRMI would also support regional meetings via funding, outreach and mobilizing participation to reinforce capacity and build synergy between stakeholders.

The CRMI has been funded at various points in time by the Italian Ministry of the Environment, Land and Sea; Norway's Ministry of Foreign Affairs; the UNDP's Gender Thematic Trust Fund (GTTF); and UNDP core funding from the Regional Bureau for Latin America and the Caribbean (RBLAC) and the Bureau for Crisis Prevention and Recovery (BCPR). The CRMI has developed partnerships with key regional and national entities in this field like the Caribbean Disaster Emergency Response Agency (CDERA), the Caribbean Community Climate Change Centre (CCCCC), the University of the West Indies and the Association of Caribbean States (ACS). Below is the budget for the CRMI for the 2004 to 2007 period. In some years there has been more funding available than others but on average CRMI has been operating on a budget of less than \$500,000 per year.

#### **Total Finances for CRMI for the 2004-2007 Period**

TRAC regional	450,000
TRAC BCPR	760,000
Dev Advisory (UNDP)	150,000
Italy	139,515
Norway	203,389
Gender Trust Fund	150,000
Total	1,672,904

During its existence the CRMI has never had a formal evaluation. The PSC considered conducting an evaluation in 2006 but felt that given the complexity of the project it would be better to hold off for some time to better assess the programme's impact. This evaluation comes on the heels of the completion of the most recent funding arrangement. Currently CRMI staff members are being retained on the basis of a succession of short-term contracts. The most recent contracts signed for the programme manager and project manager were for 6 months.

## **1.2 Context of the Programme**

Given its linguistic diversity and disparate political systems, the Caribbean requires a thoughtful and cautionary approach when programming at a region level. This is especially true when it comes to issues like climate change and the threat it poses to SIDS of varying degrees of economic development and stability. There are a considerable number of economic, political, environmental and developmental issues related to climate related risks and disaster management in Caribbean. This section attempts to highlight those issues that are the most relevant to the CRMI and this evaluation process.



The first point to consider is that CRMI exists and continues to evolve in a context where institutional and individual perceptions regarding issues like climate change and DRR are evolving. A good example of this would be the concept of climate change which today is more readily accepted throughout the Caribbean as being a real current problem as opposed to an abstract down the road matter like might have been the case at the time of CRMI's creation.

Perhaps the best example of this evolving paradigm is the emergence of the Caribbean strategy for Comprehensive Disaster Management (CDM) as a framework for guiding activity in the field and the changing mandate for the main organization responsible for it. CDERA, historically an emergency response focussed organization, has taken the lead in promoting the CDM and all its various elements related to disaster management. The CDM encompasses prevention, mitigation, preparedness, and response, recovery and rehabilitation. The CDM reflects the global trend towards disaster management where the focus is more comprehensive but ultimately where concepts like adaptation, prevention and preparedness have stronger currency. The CDM is the Caribbean's contribution to the Hyogo Framework for Action 2005-2015 which is the guiding policy for global action on DRR. Like the Hyogo Framework, the goal of the CDM is to more strongly link disaster management to development decision-making. The CDM and indeed CDERA are the by products of the English Caribbean's contribution to the world wide effort to better understand and plan for the climate related risks faced by SIDS.

What has propelled the Caribbean towards embracing the CDM is the agreement that has emerged amongst Caribbean countries regarding the critical need that exists to move beyond simply responding to disasters after they occur. The evolving mandate of the CDERA is a reflection of this new consensus.

In this new context of CDM, there is a broad range of needs throughout the Caribbean in terms of facilitating the exchange and promotion of new knowledge and practices. In addition, achieving CDM will require extensive stakeholder participation to deal with a variety of key issues from the development of national policies to community level action. Collectively, CDM requires a different orientation and skill set compared to conventional disaster response.

CDM is the direction in which the Caribbean is heading. However, the current reality is that apart from a small number of countries and progress in some specific sectors, the Caribbean region is far from being in a position to embrace and dominate all the elements related to a comprehensive CDM strategy. Presently there are uneven standards in terms of disaster response and recovery amongst countries let alone the larger complexities that CDM entails. With the exception of Cuba, the ability to develop, implement and integrate broad based solutions to climate related risk into daily life is still not apparent. Cuba's capacity can be found in a number of areas including risk mapping, early warning systems and general disaster preparedness. There is great interest in seeing the Cuban capacity propagated throughout the region. However, it is largely unproven whether or not what Cuba does can be exported. Moreover, there are other relevant well constructed

and thoughtful initiatives emanating from Caribbean countries other than Cuba that could be shared within the framework of CDM.

A second factor to consider is the existence of a number of key regional institutions that are providing leadership on DRR and other related matters. The CCCCC was created to serve as a regional centre of excellence in capacity building, technical assistance, and coordination and as a support mechanism to CARICOM countries in the areas of climate change adaptation and mitigation. As mentioned CDERA has been broadening its mandate but still retains the primary role of making an immediate and coordinated response to any disastrous event affecting any participating state, once the state requests such assistance. The ACS has established the Special Committee on Natural Disasters that focuses mainly on fostering cooperation between the bodies responsible for disaster planning and response in the region. The Committee has four main objectives including helping in the institutional strengthening of regional bodies. The Committee is also providing tools to strengthen national organisations in prevention and mitigation of natural disasters. These institutions are CRMI partners and by the areas that they choose to work in, help to define the role of CRMI in the Caribbean. Within the academic sphere the UWI has been an important ally for CRMI. The UWI in Mona, Jamaica is in the process of establishing a sustainable development centre that will place a large emphasis on climate change and disaster management. The Disaster Risk Reduction Centre (DRRC) will be tasked with the coordination and deployment of the various resources throughout the 3 campuses of UWI in the area of DRR.

In addition there are numerous organizations in the region like the Pan American Health Organization (PAHO), the Caribbean Development Bank (CDB) and the Inter American Development Bank (IADB) that are directly or indirectly supporting programming in the areas of risk reduction and disaster management. Bilateral donor agencies like the Canadian International Development Agency (CIDA) have been supporting organizations like CDERA and interventions in the field of climate change adaptation.

One of the main concerns related to DRR and now to the CDM is the lack of coordination within countries and between countries in the region. This was one of the impetuses for CRMI's creation and it remains an ongoing concern. At the international level UNDP continues to spearhead efforts to facilitate better coordination between the climate change/meteorological and the disaster response communities. Therefore the situation in the Caribbean is not unique.

The third factor to consider is that the range of stakeholders who recognize they have a stake in seeing the CDM strategy achieved is considerable and growing. From national governmental departments to small scale farmers there is a strong desire to learn about how one can take action to reduce risks. They may have different perspectives and motivations but there is growing consensus that individual countries and the Caribbean as a whole has considerable stakes in seeing capabilities improved. This creates new opportunities and challenges to build networks and stakeholder support on shared concerns that might not have been imaginable at the time of CRMI's inception. This includes networking within the UN family of organizations.

The final point to consider is the gravity of the situation. Extreme climatic events are occurring with greater frequency in the Caribbean and because of the state of socioeconomic development of the region and inadequate risk management policies and practices; a huge price continues to be paid by the people and environment of the Caribbean. There are also worrisome circumstances that are playing themselves out more slowly like droughts that are having an equally dramatic impact. In the Caribbean there is a real need to intensify efforts to improve capacity and to make the best use of every tool and mechanism that is available.

## **2.0 Description of the Programme**

The CRMI is a regional UNDP programme which focuses on increasing capacity for disaster risk management and adaptation to climate change, through the means of promoting south-south collaboration within the region, and by facilitating the identification and exchange of existing technical capacities. Another key activity of the CRMI is the documentation and dissemination of best practices in different aspects related to disaster risk management and adaptation to climate change, as well as early recovery in SIDS. The CRMI focuses on the following objectives and their related activity areas:

Objective 1: Increased capacity for climate risk management

Objective 2: Risk reduction and climate change adaptation integrated into development planning

Objective 3: Increased investments in climate risk management

The programme's expected overall impacts are:

- Greater awareness among Caribbean actors in climate risk management of the diverse sources of expertise in their region;
- More systematic collaboration among institutions from various Caribbean countries on climate risk management activities;
- Identification of and dissemination of best practices in the Caribbean which can potentially be replicated or adapted.

### **2.1 External Factors Impacting on the CRMI**

- Extreme weather events that require the refocusing of the programme's resources towards more immediate concerns.
- The ongoing political interest in the Caribbean and internationally in seeing the climate related risks in the region reduced.

- The availability of secondary funding to pursue programming objectives.

## **2.2 Results Based Management and Logical Framework**

The CRMI does not have a formal Logical Framework with results based indicators. As a regional programme, the CRMI is expected to report against the Logical Framework found in the UNDP's Regional Programme Document (RPD). The relevant outcomes, targets and indicators are:

UNDAF Outcome/Indicator: From Cuba country plan (UNDAF)

Outcome: Strengthened knowledge management, transfer of experiences and collaboration for disaster risk reduction.

Indicator: Number and type of innovative or improved development or research technologies shared on the national and regional level.

Expected Outcome/Indicator: from the Regional Programme Document (RPD).)

Outcome: Regional, national and local capacities for disaster risk mitigation strengthened

Indicator: Number of development policies which incorporate strategies for disaster risk reduction

Expected Output/Annual Targets: From the RPD

Eight countries, including a least 3 Caribbean islands, are supported in developing capacities to manage and mitigate disaster risks.

## **3.0 Purpose of the Evaluation**

This evaluation is about determining the relevance of CRMI in the current Caribbean context and to express a clear opinion as to whether or not this programme should be carried on and what form it should take. The Caribbean has evolved in terms of addressing and recognizing the issue of climate related risk. But has enough progress been made to make the CRMI redundant or obsolete? Do the accomplishments of CRMI to date warrant the ongoing support of UNDP? The CRMI is a programme that elicits strong opinions about its purpose and future direction. Does this translate into enough support both within UNDP and externally to ensure that CRMI remains an important regional entity?

#### **4.0 Key Questions and Scope of the Evaluation with Information on Limitations and De-limitations**

The following evaluation questions framed the evaluation process and were posed in some form or the other to key CRMI participants and stakeholders. These questions were also used to develop an informal questionnaire that can be found in Annex 1 that was provided to some stakeholders who could not be interviewed in person.

##### **Relevance of objectives and thematic focus**

- What are the key priorities of the region in the context of climate change and risk reduction?
- How has the CRMI contributed towards addressing these priorities?
- Are the CRMI's objectives as stated in the original project document still relevant in the present-day context? How could these become more relevant if needed?
- What are some emerging thematic opportunities or gaps that the CRMI should address?
- What do stakeholders perceive to be CRMI's niche? How can the CRMI enhance its current partnerships?
- Did the CRMI make significant contributions to the past national Multi-Year Funding Frameworks (*MYFF*) in the Caribbean region? Is it well-positioned to make a substantial cooperation to the new UNDAFs in the Caribbean region? Is the CRMI aligned to UNDP's new Crisis Prevention and Recovery goals?
- Is the CRMI aligned to national priorities? What is the current extent of partnerships with the governments in the region?
- Did the CRMI make significant contributions to the past RBLAC Regional Cooperation Framework (RCF)? Is it well-positioned to make a substantial cooperation to the new RBLAC Regional Programme?
- Has the CRMI programme complemented other national BCPR supported projects?

##### **Accomplishments and Limitations**

- What stand out as the programme's main results to date?
- What has the CRMI failed to deliver according to expectations?

- Which among the various CRMI activities do stakeholders consider to have the most added values?
- Are the programme's results sustainable, and do they foster sustainable development?
- Have the mandate, objectives and activities of the CRMI been consolidated to realise sustainability and improved impact?

## **5.0 Evaluation Approach and Methodology**

Before elaborating on the evaluation process, it is important to draw attention to certain characteristics of the CRMI, the context in which the evaluation was conducted, and other factors that influenced the evaluation process.

The CRMI has a very loose structure and a broad mandate that can be interpreted and carried forward in a variety of ways. This report argues that this is a positive feature of CRMI but does present some challenges when conducting an evaluation in terms of assessing the programme. It is a programme that produces tangible outputs like the number of people trained and workshops carried out. The evaluation process did consider these matters but ultimately it was felt that more attention had to be paid to analysing intangibles like the current perceptions of people and institutions regarding CRMI. Sometimes though, the importance of opinions, feelings and perspectives is not as easy to categorize as how many people have been trained.

Another issue to consider is the lopsided nature in how project activities have been carried out. This refers to the fact that there was very little project activity in the early years in contrast with the relative flood of activity of the last few years. This increase in activity has brought with it a corresponding spike in interest and perspectives about the CRMI.

A decision had to be made in terms of how to weigh the two periods of CRMI in terms of their importance in determining recommendations regarding CRMI's future direction. In the end it was deemed more important to give more weight to the latter active period. The rationale for doing so is explained in greater detail in section 7. In brief, the lack of project activity in the early years was not really a reflection of the relevance or the potential of CRMI but more an indictment of administrative and leadership challenges that burdened the programme.

The evaluation process has attempted to establish a deeper understanding of the perceptions surrounding the CRMI and illicit ideas about what changes should be brought to the programme in the event that UNDP decides to continue it. This has been accomplished by a review of information including but not limited to:

- CRMI and its activities;
- CRMI's partners and their respective activities
- Relevant UNDP documents

- Relevant documents on the current situation in the Caribbean
- International conventions and agreements like the Hyogo Framework for Action

Of more critical importance were the interviews that were conducted with project stakeholders. This included:

- UNDP staff at the regional and sub-regional level
- UN staff at agencies like the UNEP
- UNDP Country Offices staff
- Representatives of regional institutions
- Representatives of national government departments
- Representatives of research and scientific institutions
- Field visits to institutions active in CRMI training activity
- Participants and workshop coordinators
- Project staff and members of the Project Steering Committee

Both group and one-on-one interviews were conducted. The list of people interviewed can be found in Annex 3.

## **6.0 Evaluation Findings**

### **6.1 Project Accomplishments and Challenges**

If one were to assess in closer detail the total outputs of the CRMI from its inception to the time of this evaluation, the overall conclusion would not be favourable. Apart from the activities that were implemented by the Barbadian office, the first 2 years of its existence the CRMI under performed. One of the most often made comments by stakeholders during the evaluation process was that in the early years they only had a very vague idea about CRMI's existence and its objectives. This was until about 2 years ago when the project seemed to come into better focus and regular communication was established with UNDP Country Offices and regional partners regarding CRMI activities. The reality was that there was some project activity that started in 2005 and was to some degree successful but it really was not enough to rationalize a regional programme.

There are a lot of reasons to explain this early inactivity. There was staff turnover in the Cuban office combined with long periods without a programme manager. At one point in time a programme manager was recruited for Cuba but returned home quickly thereafter to take care of an ailing relative. Changes at the RR level in Cuba contributed to inconsistent programme supervision. This was costly for an initiative that requires high level support and guidance. This type of support existed in the Barbados but not in Cuba, the work station of the critical position of programme manager. Changes and inconsistent leadership in a number of UNDP national offices also played a role. Complicating matters further was the fact that during the early years of CRMI there were a number of extreme weather events like Hurricane Ivan that required the redeployment of considerable resources and manpower.



Another matter to consider has been the differing visions within UNDP at the sub regional and regional level about how the CRMI should be managed. All UNDP stakeholders seem to have CRMI's best interest at heart but perhaps sometimes in situations where people are overworked and overextended in terms of responsibilities, they may not always have been making decisions or judgements that have been in the best interest of the programme.

It is a legitimate question to ask what the impact of CRMI was during the initial years. It is also legitimate to question how useful the information gathered about the early years is in terms of making a final determination about whether CRMI should continue or not. The experience of the early years can certainly contribute to lessons learned in understanding what should be avoided when trying to establish a viable regional programme. However, there really were not serious programming errors or a clear indication that the CRMI was irrelevant as much as a number of circumstances combining to undermine the programme. There is no outstanding issue of a large amount of money being improperly spent or wasted.

The CRMI Project Steering Committee (PSC) held a meeting in 2006 where the possibility of undertaking an evaluation in the imminent future was considered. Following some debate the PSC agreed that the evaluation should be conducted at a later date. This was very wise because there would not have been much to evaluate from an activity standpoint. What the CRMI is capable of or what it represents to stakeholders was not at all in focus as the way it is now.

As part of this evaluation process, the programme manager and project manager were asked to compile a list of CRM's project activities and achievements to date. This can be consulted in Annex 2. The list of activities is not particularly long but given the troubles this project has encountered and the fact that it has always been a programme with a limited budget and staffing issues, not much more could have been expected. What the CRMI is trying to do is to create a dynamic network with strong administrative and technical support and political support in a highly complicated environment. This would not be simple at the best of times.

There are ongoing concerns about the non delivery of certain project components like the Caribbean Reducing Disaster Risk (RDR) report. A small minority question the ability of the present project team to chart the future of the CRMI. However, no one interviewed questioned the relevance of CRMI or the need to continue it. The need for CRMI appears to be as strong today as at the time of its inception.

Legitimate questions were raised about where the CRMI should be housed and what should be the programme's core activities and functions. However, the overall opinion regarding the CRMI and the work of the project team was highly positive. This is due in large part to the fact that the programme is now more established and relevant to stakeholders in the region. It is more pertinent to UN Country Offices, regional institutions and government departments in a number of countries than it ever has been.

The recent training and workshop activity supported by CRMI has been greatly appreciated as has the field work like the vulnerability and capacity assessments (VCA) that were carried out. The enhanced Website is also viewed favourably although making further improvements is still a consideration. The support provided by CRMI for small initiatives has resonated with people. The project team has also worked hard on other issues like integrating a gender perspective into CRMI programming with the establishment of a Gender Advisory Committee that has helped to solidify CRMI's role in reinforcing UNDP's stated objectives in the RPD.

CRMI has been and continues to be instrumental in advancing the CDM strategy through support for institutional reviews in 3 countries to assess progress in advancing the CDM strategy and assessing the best practice case study for a SIDS (British Virgin Islands) for disaster management within a CDM context, and facilitating the participation of national UNDP CO representatives including Cuba at the annual CDM conference.

The greatest accomplishment of the CRMI to date would have to be that there is now a considerable amount of goodwill in support of the programme. In the last few years the CRMI has went from having the dedicated support of a few insiders and small network in the Eastern Caribbean working diligently behind the scene to keep it alive to a situation where the support and interest in the CRMI is healthy and cross sectional.

What everyone seems to agree upon is that changes are needed with the CRMI. There is a feeling that the situation with CRMI has greatly improved but there is considerable room for the CRMI to be even more beneficial to the Caribbean. This opinion is shared by people having polar opposite opinions about the current effectiveness of the CRMI. The overriding wish appears to be to see CRMI support more structured interventions with a decreasing emphasis on more general capacity building activity. Capacity building activity like the training workshops that have been held in Cuba, Turks and Caicos and other locations has played an important role in raising awareness on critical issues, providing technical training and facilitating networking in the region. Now the sense is that CRMI should move towards more well defined types of interventions while keeping the focus on its original mandate of promoting concepts like horizontal cooperation between countries in the Caribbean.

This has not been interpreted as meaning that CRMI should be directly supporting project activity. Although there are some who would like to see CRMI become more relevant in terms of making stronger links to more mainstream development activities and the institutions and organizations that back them.

The evaluation process concluded that in terms of CRMI's impact; ultimately a programme emerged that people could be supportive of and they are now willing to take the time to consider new possibilities based on what the CRMI has been achieving recently.

## **6.2 Project Staffing**

This project has suffered from a lack of staffing resources. Even in its present configuration of a full time programme manager and non full time project manager, the CRMI is understaffed. The impact of the lack of staff can be seen in little ways like the content of the Website to other more substantive needs like having the ability to properly interface with other UN departments and agencies on corporate issues.

By all accounts the current staff has been doing a good job while working on increasingly shorter term contracts and dealing with the uncertainty that such a situation creates. Non UNDP CRMI stakeholders are generally happy with the working relationship that has been established with the project team. However, this does not appear to be the case with certain UNDP staff that on occasion can question the capabilities of the current CRMI project staff. Overall, the current staff is by and large, recognized as being committed and capable. The programme manager has not let her lack of experience in the field stop her from establishing good relationships with the more technical people involved in the project. In order to be better informed she has gone as far as to take a course on climate change. The project manager has the full backing of his immediate supervisors in the Eastern Caribbean.

Nonetheless, the current staff would benefit from being reinforced from a linguistic standpoint. Additional staff that could speak the 3 working languages of the CRMI would be helpful. At the same time there is a gap at a more senior level to help address regional corporate issues, facilitating interagency cooperation and partnership building, fundraising and technical matters related to CRMI's mandate. It is felt that a number of the doubts and dispersions that are casts on the CRMI would dissipate if an individual was in place who could work on the issue of strengthening the corporate support for the project team and the mandate of the CRMI. The Resident Representatives (RR) in Barbados and Cuba, in their capacity as alternating Chairs of the PSC, have taken on the role of negotiating and securing corporate support for CRMI, but given their very complex and heavy workloads it is not realistic to assume that they could continue to handle all of these senior-level issues that a regional programme such as CRMI must constantly address.

The programme manager and project manager have done their part to raise additional resources. However, they should not be relied upon to raise money especially if they are working on short-term contracts. The lack of more stable funding arrangement for the project staff creates a situation of insecurity and presents an ambiguous image to project stakeholders.

## **6.3 Project Management**

The project has developed a management model that is a clear by-product of the Caribbean. In attempting to respond to 3 linguistic communities and a large number of countries with differing economic and political systems, it is evitable that the final result

would be to create something not dissimilar to the current management model. There are a lot of ideas being discussed regarding an alternative institutional arrangement for CRMI. There is a certain segment that would like to see the CRMI sitting in a regional institution like the ACS. However, as much as one would like to see the CRMI managed by the ACS there would be an equally vocal minority that would like to see it sitting in the UWI or another institution. Any choice has considerable political and practical implications.

One could also make the case that the situation in Cuba should be monitored to determine whether or not the country is able to house a truly regional institution. Establishing a regional institution in Cuba would be a way to recognize the changes taking place in Cuba. Cuba is a good link between Central America and the rest of the Caribbean and as noted, the centre of technical capacity in the region. There are also a lot of rumours or ideas that are circulating like the notion that GEF/UNEP should manage the CRMI. The question was put to GEF staff at a regional level and it was made very apparent that the GEF is not suited to managing a programme like CRMI.

An exercise was conducted by the CRMI project team to look at alternative management arrangements that concluded that although it is recognized that the present arrangement is far from perfect, there is still a need for UNDP's leadership and coordination. The evaluator concurs with this perspective but would add that finding or helping to establish a suitable institution should be part of CRMI's mandate but perhaps not an overriding priority for the next 2 years. In 2 years it should be easier to determine what should be the appropriate choice. In the meantime the CRMI can be further nurtured and brought to a point where it is much more stable and responsive to individual country programmes.

One of the areas where the CRMI has to do better is to encourage the involvement of other UNDP Country Offices in taking responsibility for the programme. The chairperson of the PSC is from Cuba for the next few years. Given the climate change background of the current RR in Cuba, this is a good situation. Especially when one considers that with the eminent retirement of the RR in the Barbados, the CRMI will lose one of its staunch supporters. However, in the future a third country meaning neither Cuba nor Barbados should chair the PSC and take a greater leadership in the project. This will help to dispel the perception that CRMI is really a Cuban or Barbadian project.

While waiting to find a new home for the CRMI more effort should be made to identify every way that the management and administration of the programme can be improved. Both the Cuban and Barbadian offices agree that despite a number of problems, the present model is working. This is something that should be commended. However, there are people close to the project that feel there are areas where improvements can be made.

Apparently the UN's ATLAS administrative system that the project team has put to good use in overcoming obstacles when issuing payments from Cuba could be employed to greater advantage. Also, as bad as travel in the Caribbean can be, the evaluation mission demonstrated that it does not have to be as painful as it is. As arranging travel is a big part of the management of CRMI, the programme has to be on top of every travel option.

#### **6.4 Programme Funding and Building Sustainable Partnerships**

Perhaps the most critical issue moving forward is establishing a more dependable and robust financial foundation for the CRMI. In terms of core funding the objective should be to have longer term funding from a number of sources as opposed to being overly depended on a single funding source.

New funds will need to be injected into the CRMI periodically to support specific activities that are identified by the project team. However, for core project activity and staffing a clearly defined funding and fund raising strategy for CRMI is required. Once a better financial foundation is established, the project team should be in a position to better identify and secure additional sources of funding.

The evaluation process identified a number of potential sources of funding that would appear to be compatible with the objectives of the CRMI. This includes the GEF Biological Corridor initiative that will cover Haiti, Dominican Republic and eventually Cuba. In Haiti, there is close to 40 million dollars committed to DRR activity. In Haiti, the UNDP started with a DRR programme of \$200, 000. Now it is 2 million dollars. Also, since UNDP became operational on DRR issues in Haiti there have been a wide range of new development agencies like NGOs, the World Bank, the European Community, and IADB programming in the field. CDERA's Enhanced Comprehensive Disaster Management Programme Framework will have an operational budget of about \$20 million largely from CIDA with requirements to programme in areas like community resilience that are new for CDERA and where the agency will be looking for assistance and programming ideas. ACS is trying to establish a fund to deal with disaster preparedness and climate change that is more flexible than the current by-laws of the institution that oversee project funding permits.

Once CRMI's financial situation is more stable and staffing issues are addressed, the project team could pro-actively access and pursue some of the additional funding that appears to be available for both CRMI activity and in support of CRMI stakeholders.

Linked closely to the issue of funding is the matter of building partnerships. As noted the project team has built good relationships with regional institutions, national partners and to some extent other UN agencies. However, it is felt that this is an area where the project team could be more aggressive and strategic. The CRMI is a programme that is relevant to such a wide array of potential partners. The CRMI can be as equally important to the FAO as it is to UNICEF all the while maintaining strong relations with national meteorological services in the region. Given all the different ways that the CRMI can be configured, there will be funding opportunities and opportunities to build important partnerships that can only enhance the reputation and stature of the CRMI. This can be achieved at both a country level or through pan Caribbean interventions.

## 6.5 Relevance to Regional and Country Level Priorities

A major emphasis of the UNDP Regional Programme Document (RPD) that oversees CRMI are notions like generating advocacy processes regionally, supporting regional dialogues spaces and promoting the exchange of experiences and knowledge. CRMI is clearly embodying these ambitions. CRMI would also appear to exemplify the notion of the UNDP programming in an area where the agency has a comparative advantage in terms of filling a role that could not be easily handled by another organization. As the RPD requires, the CRMI is about knowledge management, systematization and dissemination of good practices; and development of policy tools, programme support and capacity development. The issue of gender is now coming into stronger focus in CRMI programming and this is important too as this has been singled out as a thematic priority for the RPD. More fully embracing the concept of demand driven programming is one area where the CRMI needs to make adjustments to be more fully in tune with the RPD.

As mentioned, CRMI is categorized under Focus area 3; Crisis prevention and recovery. Clearly CRMI is also relevant to Focus area 4: Environment and sustainable development. Moving forward it is felt that CRMI could be of greater relevance under Focus Area 1: Poverty and inequality reduction, and achievement of the Millennium Development Goals (MDGs). However, this is a direction or potential component of CRMI that would have to be agreed to and reflected upon with CRMI stakeholders.

CRMI is relevant to the national UNDAFs that were reviewed or that the evaluator was briefed on. In countries such as Jamaica, Belize, Haiti, the Dominican Republic and Saint Lucia, the programming concerns of CRMI are national priorities.

From a practical standpoint, up until recently there was a feeling that the CRMI was not very relevant to individual countries in their efforts to build capacity in areas like climate change and DRR. This picture is changing and what is most encouraging is that at a country level, stakeholders are interested in seeing how CRMI can better contribute to national agendas. There is some misunderstanding about what CRMI can fund. For example, there was a request made to CRMI staff to fund a project that would have cost the equivalent of the CRMI budget for a year. There were a few minor complaints that the CRMI is too Cuban focussed. There were also a few minor complaints that CRMI largely serves the English Caribbean. It is evitable that the CRMI will continue to miss the mark for some people and be misunderstood. However, it appears CRMI is coming closer to meeting national and regional expectations.

In some ways the last few years have represented a feeling out process that has allowed regional and national stakeholders the opportunity to better define what they hope to achieve through the CRMI even if this still requires greater clarification. For example, for strategic reasons related to issues like desertification and the impact of extreme weather events, there is interest in seeing greater collaboration and partnership between Haiti, Cuba, and the Dominican Republic. This is where stakeholders in those countries see CRMI playing a role.



As mentioned there is interest in seeing CRMI gravitate towards more defined themes with more in depth focus and tangible outputs occurring. At the same time countries want to see how CRMI can facilitate more direct collaboration at the country level. Clearly the CRMI can not fund overly complicated initiatives that involve only a few countries. Expectations must be managed in this regard. At the same time there must be more latitude for the CRMI to facilitate country to country partnership building in a more proactive manner. This could involve a range of stakeholders from government departments to community groups and NGOs.

## **6.6 Training, Networking and Information Management**

The training, publications and sharing of information have been well received but like anything that has taken place over the last couple years, it appears the appetite has been heightened for something else.

The workshops that the CRMI have been conducting have played an important function in providing technical training and in some cases have resulted in concrete impacts at the country level like the climate modelling (Precis) and extreme weather forecasting (MM5) workshop. Although some feel that the current workshop formula has enough merit on its own, others would like to see other training options explored especially as it relates to more in-depth and direct training.

Moving forward it would appear in the context of CDM there would be an important strategic role for the CRMI to promote better understanding on critical issues through training and other vehicles like the CRMI Website. For example the concept of vulnerability entails so many considerations from physical to social and economic factors. It may be more imperative to be very strategic about what training CRMI supports. Training activity can take on different roles from directly supporting field activity to acting as a vehicle to build partnerships.

One of the more interesting comments made about CRMI was that it should be a radar for collecting and sharing best practices in the region. In the context of CDM this seems like a very appropriate role for the programme and in particular, the Website. The thinking is that the Website could be collecting and sharing a broader range of information on best practices in the region. Even countries like Haiti that are viewed as lagging well behind other places in terms of innovative practices may have something to offer. Invariably this means presenting non CRMI and non UN related material on the CRMI site and this may have some administrative implications. However, having a more open approach to best practices should bring together in one place a lot more pertinent information.

Another point that was mentioned in regards to best and worst practices is that there is a feeling that it would be useful to have stakeholders from each country meet on occasion to discuss what is happening in their respective countries that may be of interest to other stakeholders in the region. This would be one way to bring more non Cuban practices to the foreground.



In closing, there will be emerging thematic opportunities or gaps where the CRMI will be able to play a role. Through the effective use of information and public forums like training workshops, the CRMI is well-positioned to make a substantial contribution to the CDM strategy and the UNDAFs of individual countries and the UNDP's 2008-2011 Regional Programme for the Latin American/Caribbean region.

### **6.7 Coherence of Design and Project Identity**

CRMI is viewed favourably by many as a really loose concept that enables its association with any number of organizations on a wide range of topics related to climate change and DRR. This may account for both its success and part of its problems in the past. On some level CRMI is really what you can see in it and what you want to make out of it. This is in contrast to an organization like CCCCC that has a clear identity and role defined for it in the Caribbean. This could explain why the CRMI does not have a stronger regional presence and has encountered hurdles in terms of people doubting the programme and its relevance. Certainly one of the objectives in moving forward is to establish a strong identity or CRMI brand even if the CRMI continues to work on a disparate range of issues.

## **7.0 The Current Role of Cuba**

The participation of Cuba in CRMI was described by one participant from the Anglophone Caribbean as a breath of fresh air. Cuba's relation with Anglophone and Francophone countries is probably the most successful manifestation of CRMI's transcultural agenda. Cuba and its institutions and cadre of professionals have embraced CRMI with very little expectation in return other than the broader Cuban political aspiration of enhancing relations with its Caribbean neighbours. From the onset of the CRMI it has been understood that the hardcore capacity in the Caribbean on issues like disaster preparedness and the science of climate change lies in Cuba.

Cuba is far from being the only country to have something to offer to the rest of the Caribbean. The evaluation process revealed that there are many instances of capacity or ground level experience in other countries that could and should be promoted as part of CRMI fulfilling its mandate. However, it remains that Cuba is the point of interest for most countries in terms of wanting to benefit from what Cuba has been able to accomplish in areas like connecting the disciplines of climate change/meteorology and disaster preparedness in a practical manner. If you are in charge of Civil Protection in Haiti and you see what Cuba has established and maintains in terms of how to deal with extreme weather events, how could you not want the same for Haiti? This type of opinion was expressed in a number of countries.

The benefits have not been always been one way. Apart from aiding Cuba's regional ambitions, it is also agreed that CRMI has helped to reinforce national Cuban institutions. Cuba is the only country that has went as far as to establish a national CRMI committee. This is a testament of how seriously Cuba takes CRMI.

There is considerable debate as to whether or not Cuban practices can be adapted in other Caribbean countries. There is an intuitive reaction to assume that given the different political system that governs Cuba, the Cuban model for example for alerting and evacuating communities cannot be transferred. This is logical. However, how can anyone be sure of anything until Cuba's practices have been properly tested outside of Cuba? Perhaps this process would result in altered country specific or pan Caribbean practices that embrace sound universal principles that act as the foundation of Cuban capacity. During the evaluation visits were made to many of the Cuban institutions that have been participating in CRMI. Some of the good qualities that were noted and seem to be universally transferable include thoroughness, preparation and employing a range of tools both high and low tech in support of DRR activity.

Given the interest in Cuba, probably one of the weaker aspects of the CRMI to date is that the Cuban capacity has not been more thoroughly poked and prodded to determine its true relevance to the region. Cuba is highly motivated to see how its relationship with neighbouring countries can evolve through CRMI to another level of cooperation. There are a lot of practical considerations that have to be taken into account to make this work. Some Cuban institutions see the importance of leaving Cuba and working in the field at the ground level but for others it is easier to have people come to Cuba. Hopefully in leaving Cuba and working in other countries, Cuba can learn something from the process both in terms of future applications in Cuba and Cuba's downstream dealings with other countries.

## **8.0 Suggestions for Moving Forward**

The following section is intended to further flush out some of the ideas that were hinted at in the previous sections relating to possible areas of future programming and strategic planning for the CRMI. There is a certain degree of overlap between the suggestions in this section. In the context of the CDM strategy it is being suggested that more focus be placed on CRMI making the link between programming activity and developmental planning. This would theoretically involve working more directly with a broader range of stakeholders. Ultimately though, it is important that CRMI retains a degree of flexibility to work wherever and with whomever it is deemed necessary.

### **8.1 Indirect Support for Project Activity**

It would be reckless to suggest that a programme that has been dealing with constant budgetary issues dedicate resources to concrete field activity. However, by supporting training, partnership building, and horizontal cooperation, CRMI could play a role in setting the stage for more structured project activity that could be funded by other sources.

Parameters would have to be established to ensure whatever CRMI is supporting results in concrete developmental benefits independent of whether or not CRMI's support results in a larger scale initiative. An example of this would be for CRMI to finance country A to

provide training to country B in community based disaster management (CBDM). Country B would in turn approach another donor to more broadly promote the concept of CBDM in the country. Regardless of whether or not Country B is subsequently able to secure additional funding, it will have received valuable training that one day could be put to good use. There could possibly be a role for CRMI working behind the scene to help stakeholders identify downstream funding options.

## **8.2 Facilitating Country to Country Exchanges**

This would involve establishing a formal mechanism for facilitating country to country exchanges or regrouping countries on thematic issues of shared interest to allow for more in-depth exchanges between Caribbean partners. In collaboration with project stakeholders CRMI would establish conditions for supporting such exchanges that could be based in part on the following criteria:

- Potential developmental impacts;
- Potential to establish long lasting partnerships;
- Potential to lead to further project activity;
- Meeting other objectives of the CRMI like building networks between linguistic communities and linking the disaster risk reduction and climate change adaptation communities.

Such an exchange programme would periodically require public forums where potential partnerships and project ideas could be cultivated. The upcoming stakeholders meeting would be a good starting point to discuss modalities for moving forward on this suggestion. It is felt that this could be done in a cost efficient manner or represent a reasonable investment compared to how much is presently spent to bring participants together in a training workshop setting. These exchanges could work in a number ways including government to government, business to business or NGO to NGO.

## **8.3 More Focused Training Interventions**

More directed training or training that builds on previous CRMI training workshops should be encouraged. For example a possible evolution in training activity would be to move towards structured field exercises where participants from a small number of countries actually are receiving what best can be described as on the job training. For example, risk mapping training could be conducted in country C with the assistance of country D as part of an exercise to develop an actual risk map for a location in Country C. A third country could be invited to observe or possibly participate in the process. Another example that was suggested during the evaluation was that during events like hurricanes or droughts CRMI facilitates exchanges of people from one country to the next. Apparently this is an old idea that was discussed a few years ago. The UNDP Country Office in Jamaica for example would be very interested in participating in such an exchange.

There still should be a role for larger training and workshop events but perhaps on a more limited basis. The focus would be on being very selective in terms of bringing forward training ideas that either stakeholders have requested or that the CRMI identifies as being a priority. These exercises should also be highly strategic in nature in that they serve as a platform for building alliances with new partners. An example of a training topic might be local economic diversification as a vulnerability reduction strategy. This would provide an opportunity to build relationships with economic development agencies, micro finance institutions and the private sector. This theme could then be explored in greater detail on the CRMI Website.

#### **8.4 Forging New Partnerships and Fund Raising**

The recent “Enhancing Gender Visibility in Caribbean Risk Management” study that is being coordinated by CRMI with the participation of the BCPR, CDERA, and UNIFEM is conceptually the direction where CRMI should be headed in terms of how to reinforce existing partnerships and establishing new ones. In this case a relationship is being established with a new partner UNIFEM. A priority starting point should be entrenching relationships with the UN agencies that could support the CRMI under the guise of UN inter-agency harmonization. This support should be made more visible and brought to life. Beyond the question of the UNDAFs at the country level and the RPD at the regional level, the CDM strategy could be used to prioritize partnership building with individuals and organizations.

The forging of new partnerships should be tied closely to addressing priority issues on behalf of CRMI stakeholders and of course, raising financial resources. For example in 2009, the issue of climate change and its impact on children becomes a thematic priority for CRMI. During this year the Website highlights the topic in conjunction to a training workshop that is co-sponsored by PAHO, UNICEF and Save the Children. Approaching matters from this strategic perspective will hopefully result in a stronger CRMI identity in the region and more supportive partnerships.

#### **8.5 The CRMI Website, Best Practices and Information Management**

There will be technical limitations about what a Website hosted in Cuba can do. However, there is no question the Website could be playing a more important role in fulfilling the mandate of CRMI than it is presently doing. As mentioned the CRMI Website could be more proactively highlighting events and partnerships. It clearly should be making references to the fact that CRMI is operational within the context of RPD Priority Area 3 and hence could be supported by a number of UN agencies like UNICEF. The Website should be the constant manifestation of CRMI’s role as the “radar” for detecting and sharing best practices in the region and making important ideas, issues and trends better understood.

#### **8.6 Creating a Stronger Country Level Presence**

In each country that participates in CRMI it would be beneficial to have at least one or a number of contacts that can relate information about what CRMI is doing and channel information back to CRMI about country level activity and issues. One idea that was suggested was to create CRMI working groups in each country. As mentioned, Cuba has already attempted to establish one. There is a lot of flexibility in terms of how a working group could be constituted. For example, an existing working group could be approached about acting as a conduit for CRMI. An existing disaster preparedness committee that brings together an array of agencies and individuals would be exposed to CRMI and potentially help to invigorate CRMI.

## 8.7 Assessing and Leveraging Cuban Capacity

Cuba has what has been described as a culture of climate risk reduction and an objective for the CRMI in moving forward remains leveraging this culture. A more strident and direct effort should be made to see how exportable Cuban capacity actually is. In the next few years a strong programming theme should be the field testing of Cuban concepts and capacity outside of Cuba. The objective is not to replicate the Cuban experience but to determine what has to take place to adapt the Cuban model to different circumstances. In the end this will be beneficial to both Cuba and the rest of the Caribbean.

## 8.8 Working with a Broader Concept of What Constitutes the Caribbean

It is in the interest of the CRMI to slowly and strategically integrate other countries in the Caribbean into the programme's network. For countries like Haiti this is important from a linguistic standpoint because it is the only French speaking country. This could also be done to gain access to useful practices in countries in the region like Nicaragua that could provide an interesting counterpoint to Cuba. The ACS could be approached to help facilitate building relations in the Pan Caribbean. It cannot be emphasized enough the need to protect the existing CRMI network and to nurture and expand methodically.

## 9.0 Envisaging Future Scenarios for CRMI

This next section is intended to help visualize a number of possible scenarios for the CRMI. How CRMI proceeds will depend on a number of factors including funding, staffing, support at the regional level and the leadership and guidance provided at the country office level.

### 9.1 Scenario A: Maintaining the Status Quo

Funding	\$600,000 per year: Relying on the current minimal funding base. The advantage is that is not costing a great deal of money.
Staffing	The current staffing level is maintained with the addition of a part time Webmaster.
Project Activity	Collective activities like the current training models would be feasible. An enhanced web site would be possible. Some additional project activity would be possible based

	on the ability to raise secondary funds.
Impact	<p>Opportunities to play a critical role in the context of the CDM would be limited.</p> <p>Opportunity to benefit from the recent increase in support and enthusiasm for CRMI would be limited.</p> <p>Eventually the CRMI could be dealing with growing disappointment about the limits of the programme.</p>
Programme Stability	<p>Questioning about the CRMI's legitimacy could come stronger into focus.</p> <p>In terms of project staff, their own insecurity related to their status might eventually undermine the programme.</p> <p>Maintaining ongoing networks and partnerships would be possible</p>

## 9. 2 Scenario B Stable Funding

Funding	\$1million to 1.5 million per year for 2 years: More solid core funding base that helps to create a better platform for additional fund raising.
Staffing	Longer contracting arrangements for staff resulting in a more stable working environment with funding to secure additional staffing to run website, fund raise, build partnerships and access technical support.
Project Activity	<p>Increase range of project activity including experimentation in terms of facilitating country to country cooperation.</p> <p>Greater ability to innovate and respond to stakeholder priorities.</p> <p>Increased ability to monitor and promote understanding on issues of relevance.</p> <p>Website is enhanced.</p>
Impact	<p>Play a leadership role on a number of issues including within the CDM framework.</p> <p>Better able to respond to stakeholders expectations regarding the CRMI.</p>
Programme Stability	<p>Able to plan more strategically.</p> <p>Maintaining and enhancing ongoing networks and partnerships.</p>

## 9.3 Scenario C Enhanced Funding CRMI

Funding	\$1.5 million to \$2.0 million per year for a 2 year period: Solid base with the ability to pro-actively pursue additional funding.
Staffing	Longer contracting arrangements for staff. New senior half or full time staff position created to liaise with other institutions, fund raise and provide technical support.
Project Activity	Greater array of project activity. Greater latitude to develop activities tailored to the desires of CRMI stakeholders. Assisting partners in developing country level project activity.
Impact	Ability to more aggressively build relations and network especially with new partners beyond the climate change/meteorological and disaster response communities. Playing a critical role in assisting the region focus on important trends and issues. Better potential multiplier effect of CRMI activity.
Programme Stability	Stronger country level and regional support for CRMI and identity of CRMI is firmly entrenched regionally.

## 10.0 Recommendations

### Administration

- It is recommended that the current management structure be maintained but in approximately 24 months, a detailed study should be undertaken to identify a suitable regional institution to take over the management of the CRMI.
- It is recommended that assuming the current management structure will be retained for the foreseeable future, that the next PSC meeting be a starting point in identifying ways to improve the day to day management of the CRMI.
- It is recommended that other UNDP country offices in the Caribbean be more actively encouraged to take on a greater role in the management of the CRMI.

### Funding and Staffing

- It is recommended that UNDP continue to support the CRMI and that it considers the possibility of enhancing the core funding for the CRMI.
- It is recommended that a clear fundraising strategy be established for the next phase of the CRMI that would be dictated by the size of the CRMI staff.
- It is recommended that longer term contracting arrangements be established with CRMI staff.



- It is recommended that UNDP consider hiring additional CRMI technical staff. The key objectives would be reinforcing the current staff linguistically, and to provide senior level support in fund raising, liaising with other institutions and addressing technical matters.

### **Programming Focus**

- It is recommended that the original objectives of the CRMI related to building bridges between linguistic communities and the climate change/meteorological and disaster response technical communities continue within the larger context of CDM.
- It is recommended that through CRMI a greater emphasis be placed on promoting the integration of climate change and DRR related capacity and concepts into broader development planning.
- It is recommended that CRMI establishes mechanisms that will provide greater autonomy to stakeholders to initiate and establish country to country partnerships and common capacity building endeavours.
- It is recommended that the CRMI project team consult with stakeholders about the appropriate modalities for promoting more direct country to country partnerships.
- It is recommended that the CRMI consider playing a more direct but clearly defined role in facilitating the identification and development of project activity to be carried out by its partners. This would possibly include the identification of downstream funding.
- It is recommended that the CRMI move to strategically expand the number of countries that are involved in CRMI as a means of tapping into other forms of expertise and to achieve other core CRMI objectives.

### **Partnership Building**

- It is recommended that partnership building become a stronger priority. This should be done with the purpose of strengthening support for the CRMI, bringing new perspectives and vitality to CRMI and to solidify potential sources of funding. This would include new partnerships in the climate change/meteorological and disaster response communities and a broader emphasis on building relationships beyond these two core communities.
- It is recommended that a particular pro-active strategy be put in place to establish an expanded range of partnerships within the UN system based largely on CRMI's inclusion in the RBLAC programme.

### **Networking and Information Management**

- It is recommended that a yearly stakeholders meeting be held to share information, discuss best practices, cultivate partnerships and help to define future CRMI programming priorities.

- It is recommended that the CRMI explore the possibility of establishing CRMI working groups in each country as a means of communicating information about CRMI activity and pan Caribbean concerns and to channel information to CRMI about activities and issues in CRMI partner countries.
- It is recommended that the CRMI Website be further enhanced to act as a clearing house on best practices in the Caribbean on relative issues and other useful information.
- It is recommended that additional features be added to the CRMI Website based on feedback provided by CRMI stakeholders.

## **11.0 Lessons Learned**

- The importance of steady and supportive managerial supervision and direction can never be underestimated.
- The message and identity of a project can be lost or poorly established if there is not constant and direct communication with stakeholders.
- A high turn over in personnel can seriously undermine a project especially in the early years.
- Administrative difficulties can distort the perception of the potential of a project to succeed and respond to the wishes of stakeholders.
- Relatively simple interventions can result in beneficial networking.
- Differences between people/institutions/countries can be overcome to identify areas of shared interest.
- In difficult circumstances such as those found in Cuba, greater administrative and budgetary flexibility may provide more options to project administrators to solve problems.

## **12.0 Conclusions**

The CRMI is a programme that has encountered considerable obstacles especially during the early years. However, at the time of writing this evaluation the atmosphere surrounding the programme had entered into a period of relative stability. Stakeholders have come to increasingly embrace the CRMI. This more positive state of affairs was brought about in a relatively short period of time and without having to dispense a large amount of financial resources. This is a good indication of what could be accomplished with more financial resources and better support.

With interest in the CRMI growing, a very new situation could emerge whereby greater attention will have to be paid towards managing the expectations that people have regarding the CRMI. One can see this in the comments made by people about what they would like to see happen with the CRMI. The suggestions were usually progressive in nature underlined with a cautionary hope of seeing a more robust CRMI emerge that could support more ambitious endeavours.

One area of new programming that would be desirable from a number of standpoints would be for CRMI to play a role in assisting with UNDP's regional objectives related to poverty and inequality reduction and achievement of the MDGs. Intervening in these areas in a calculated and thoughtful manner would be an excellent contribution to the efforts in the Caribbean in achieving CDM.

At one point during the evaluation process the evaluator made a comment regarding how four different evaluators of comparable capabilities could have come to very different conclusions about what should be the future direction of the CRMI. It is very doubtful that any of the four evaluators would support the notion that UNDP should end the CRMI. However, their visions could be very different but each equally legitimate. In the same way, through future stakeholder participation the CRMI in years to come might share little in common with the recommendations of this report or the CRMI of today. The CRMI should always have the potential to absorb new energy and ideas from all different directions. This is its ultimate strength.

In closing, despite its potential, the CRMI remains a somewhat fragile entity. This includes its place in the UN family. Hence the near future has to be as much about solidifying political and financial support for the programme as expanding into new frontiers. For these reasons, the next few years should be a challenging but hopefully rewarding period for those entrusted with CRMI's future.

## **Annex 1**

### **Basic Evaluation Questionnaire**

1. Briefly describe the participation of your organization/office in CRMI?
2. What do you see as the priorities in the region/country level in terms of climate change and risk reduction?
3. In your opinion what has CRMI been doing well in addressing these concerns? Identify interventions that have worked
4. In your opinion what has CRMI not been doing as well in relation to these concerns? Identify interventions that have not been as successful
5. Can you identify factors that have contributed to CRMI's success and failures?
6. In terms of bridging gaps between the climate change/meteorological fields and risk reduction fields, how effective to you feel CRMI has been?
7. In your opinion how effective has the CRMI been in terms of achieving its trans-cultural agenda in building bridges between the Francophone, Anglophone and Hispanic countries in cultivating the sharing of information and networking?
8. Do you feel that CRMI has regional relevance? Explain. This is more a question for individuals with a regional perspective
9. Given the broad number of organizations working in the climate change/meteorological fields and/or risk reduction fields, what do you perceive to be CRMI's niche in the Caribbean? Also, how can the CRMI enhance its current partnerships with these organizations?
10. Are the CRMI's original objectives still relevant in the present context? If necessary, how could these objectives become more relevant in the current context?
11. What are some emerging thematic opportunities or gaps that the CRMI should address?
12. What has the CRMI demonstrated or achieved that could be applicable to other similar regional programmes?
13. In terms of deliverables, what should the future focus of CRMI be? Prompt: training, policy development, information networking, partnership building or fundraising.

14. What is your perception of the current management model that sees the Cuban and Barbadian UNDP offices sharing the management of the CRMI?

15. Can you think of an alternative organization/arrangement to oversee the administration of the CRMI? What attributes would this new organization bring to the administration and management of the CRMI that do not presently exist and would help to achieve the mandate of the CRMI?

16. How do you feel CRMI has integrated the issue of gender? How might the issue of gender be approached differently?

17. Have you ever thought about how the CRMI's Website might better serve the purpose of achieving the objectives of the programme?

18. What would types of information and features would you like to see on the CRMI Website?

## Annex 2

### CRMI Accomplishments to Date

*28 March 2008*

The CRMI focuses on the following key activity areas, and to date has implemented the actions indicated under each:

Objective 1: Increased capacity for climate risk management
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Integrated cross-cultural risk management and adaptation knowledge networks developed

- **Regional meeting of top experts** on the integration of risk management and climate change adaptation, with proceedings published in hard copy and on the website in 3 languages (Spanish, French and English). This constituted a substantial contribution to the conceptualization of integrated climate risk management as a more effective approach to disaster prevention and recovery.

*Note: The regional meeting was held under the Preparatory Assistance, but the publication and dissemination of the proceedings in 3 languages was primarily implemented by CRMI.*

- **CRMI website** redesigned to be more engaging and dynamic, and to highlight best practices and lessons learned, organized thematically and by country. New design consulted with and approved by all stakeholders, including Communications Office of the Administrator (COA). In particular the French language section of the website was set up, as this was barely in place in the previous website.
- **PRECIS Caribe website** (interface to database running long-term climate models) translated from Spanish into French and English, making it accessible to a much broader range of climate scientists across the region. The site's graphics were re-designed at INSMET's request, and a section on "Frequently Asked Questions" was added, in the 3 languages. More than 13,000 hits on this website have been made since 2006, with information downloaded by institutions and individuals in Panama, Costa Rica, Mexico, United States, United Kingdom, Chile, Ecuador, Jamaica, Barbados and Belize.
- Publication and translation into French, Spanish and English of **11 "best practise" case studies** in local risk management and adaptation to climate change, covering topics such as: how SIDS can develop integrated risk management systems; use of bamboo for hurricane-resistant housing construction; drought adaptation frameworks; local risk management centres; risk management in highly industrialized municipalities; institutional reviews of national disaster management mechanisms; post-disaster recovery in SIDS;

integrated risk reduction model for developing countries; roofing technologies for disaster-resistant housing; civil defence systems; and seawater flooding in coastal municipalities. These publications have been distributed to participants at numerous regional events and workshops, within and outside the UN system, and to NGOs, governments, donors and risk management practitioners in a wide range of Caribbean countries.

#### Cadre of climate risk management personnel developed

- **Two regional surge capacity/early recovery training workshops** held, in Barbados and in Cuba, with a total of 62 UNDP staff members from all Caribbean country offices trained in BCPR methodology and guidelines for post-disaster early recovery programming. This significantly strengthens the UNDP's capacity in the Caribbean to assume its designated cluster lead role under the UN reform (Inter-Agency Standing Committee).
- **Support to the development and implementation of a regional disaster risk management approach** through the CDERA led Comprehensive Disaster Management strategy including national and regional review and adaptation strategies; promotion among UNDP COs; and support to the annual CDM Conference and exhibition.
- **Three regional technical training workshops** held in specialized topics: "Use of the MM5 model for extreme weather forecasting", "Risk mapping and development planning in coastal zones", and "Basics of disaster prevention, preparedness and response." A total of 80 practitioners were trained from the following countries: Anguilla, Antigua y Barbuda, Bahamas, Barbados, Belize, Cayman Islands, Cuba, Dominica, Dominican Republic, Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, and Turks and Caicos Islands.
- **Support to University of the West Indies Master's program in risk management**, as the first post-graduate program in the region to provide regional professionals with the capacity to integrate climate risk management into national and regional policies and strategies. This support has involved scholarships, support to visiting professors and internships in the CRMI. Since 2004, 11 scholarships have been provided. Many of the students coming out of the program have gone on to work with national government and regional organisations, as well as NGOs, in areas where the tools provided are informing the development process.
- **Gender mainstreaming** of the CRMI program, which had previously been absent. This was achieved via the integration of a gender focus in all program activities, as well as development and funding of ground-breaking research on gender and climate risk in the Caribbean region. A multi-stakeholder gender advisory committee was established to guide this work, and survey instruments and research guidelines were developed and consulted by the CRMI Program Manager. This gender mainstreaming enables CRMI to contribute to the Gender Compact results for UNDP In the region, as well as to promote BCPR's



"8-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery."

Objective 2: Risk reduction and climate change adaptation integrated into development

Policies, institutional structures and legislative systems developed and strengthened

- Coordination and planning of the **Caribbean Reducing Disaster Risk Report** in progress. Concept note finalized. The culmination of this process will provide vulnerability indices and case studies which capture the specific vulnerability of Caribbean countries to diverse disasters, which is not evident in global studies.
- **CRMI Implementation Committee** convened for the first time. This represents an important layer of the program's governance structure, constituted mainly of program officer level focal points in the Caribbean UNDP country offices. Activation of this committee helped to build awareness of CRMI and buy-in from country offices, as well as the necessary support to operationalize key program activities with broad participation from national counterparts.

Risk reduction and climate change adaptation tools developed and applied

- Support for **vulnerability and capacity assessments (VCA)** tested and applied in St. Vincent and St. Lucia. This initiative is part of a wider approach in collaboration with the Caribbean Community Climate Change Centre (CCCCC) Mainstreaming Adaptation to Climate Change (MACC) Project in which VCA incorporating climate risk have been developed for pilot areas focusing on specific sectors in several countries in the region. These VCAs will also be incorporated into further climate change adaptation plans and strategies at the national levels and will inform regional approaches.
- Support for institutional assessments of **Comprehensive Disaster Management (CDM)** in Bahamas, St. Lucia and Turks and Caicos Islands to enable the identification of progress made, lessons learned and areas for further attention.
- Regional working groups and training sessions on **climate modelling (Precis) and extreme weather forecasting (MM5)** facilitated and supported, in collaboration with the CARICOM Climate Change Centre (CCCCC) and Cuba's National Institute of Meteorology (INSMET). Meteorologists and other scientists from the greater Caribbean region benefited from this training.

Objective 3: Increased investments in climate risk management

Increased resources for climate risk reduction projects

- Support to the **establishment of local risk reduction centre** in Guamá, Cuba, as a pilot for decentralization of disaster prevention and preparedness. This centre proved effective and was subsequently replicated in 16 of the most vulnerable municipalities throughout Cuba.
- From 2007-2008, **three new sources of funds** -- from Norway, Spain and the Gender Thematic Trust Fund -- were raised to support new and ongoing activities under the CRMI,. These funds total \$850,000 USD.

#### Partnerships established and strengthened

- **Partnerships consolidated** with key regional and national actors (CDERA, ACS, UWI, etc) through ongoing dialogue and CRMI participation in regional policy fora hosted by these organizations.
- **Coordination of the English-speaking element** of the DIPECHO-funded project "Fostering Knowledge Transfer and the Replication of Best Practices in Disaster Preparedness and Risk Reduction within the Caribbean" including enabling integration of the English-speaking Knowledge Fair with the CDERA-hosted 2006 Comprehensive Disaster Management (CDM) Conference.
- **Strategic partnership strengthened** with the CARICOM Climate Change Centre (CCCCC) through the organization of a mission in December 2006 by this group to Cuba, where they held high-level meeting with UN officials and Cuban ministries and departments. This mission resulted in an *Aide Memoire* which outlined areas for closer and more systematic collaboration between CRMI and CCCCC on shared priorities.

#### Facilitating horizontal cooperation among national governments in the Caribbean

- **Two meetings held** with Haiti's Director of Civil Protection and Cuba's Director of Civil Defence, in an effort to support a bilateral exchange between these two countries in the area of evacuation policies and procedures.
- **Accompaniment to a delegation from Honduras'** disaster management department (COPECO) during an exchange visit to study the Cuban system for integrated risk management. Assistance to the systematization of that exchange.
- Organization and funding of sizeable official **Cuban government delegations** at two sub-regional Knowledge Fairs on "Disaster Risk Reduction." This permitted the Cuban government to disseminate several advanced methodologies for different aspects of risk management, such as vulnerability mapping, land use planning, drought adaptation, and storm surge modelling.
- Support for and identification of the most appropriate **Cuban representatives at significant regional events in the risk management field**, where Cuba would have otherwise been excluded due to political influences. These events include: CDERA's annual Comprehensive Disaster Management Review; a

workshop to plan the regional tsunami early warning system; and the URISA regional conference on GIS.

## Annex 3

### List of Interviewees

#### Telephone Interviews

Dr. Neville Trotz	Science Advisor, CCCCC
Joseph Hendrix	DRR, UNDP Belize
Raquel Herrera	Gender Focal Point, UNDP RBLAC
Ángeles Arenas	Regional Advisor, BCPR
Luis Gómez-Echeverri	Former RR, UNDP Cuba
Franklin MacDonald	UWI Mona, Jamaica Disaster Risk Reduction Centre (DRRC)
<b>Haiti</b>	
Erdem Ergin	Focal Point DRR, UNDP Haiti
Abel Nazaire	Coordonateur, Secrétariat Permanent de Gestion des Risques et des Désastres
Ronald Sémelfort	Directeur, Centre National de Météorologie
Samuel Génée	Chef de Service, Ministère de l'Environnement
Marie Alta Jean-Baptiste	Directrice, Direction de la Protection Civile
Valérie Tremblay	Spécialiste en préparation et réponse aux désastres PNUD
<b>Dominican Republic</b>	
Marc Van Wynsberghe	Project Manager, UNDP
Ana Maria Pérez	Focal Point DRR, UNDP
Sixto J. Inchaustegui	Focal Point Energy and Environment, UNDP
<b>Panama</b>	
Linda Zilbert	Project Coordinator, BCPR
Gerard Gomez	Head of Office, OCHA
Douglas Reimer	Regional Adviser, OCHA
Nick Remple	Coordinator Energy and Environment, GEF
Lyes Ferroukhi	Regional Technical Advisor, GEF
Freddy Justiniano	Coordinator Regional Strategy, RBLAC Implementation Centre
<b>Trinidad and Tobago</b>	
Mr. Edo Stork	DRR, UNDP-TT
Asha Kambon	Regional Advisor, ECLAC
Mr. Luis Carpio	Director, ACS
Willard Phillips	Programme Specialist Environment, UNDP
<b>Barbados</b>	
Andria Grosvenor	Technical Manager, Preparedness, CDERA and Country Support

Rosina Wiltshire	RR, former PSC Chair, UNDP
Stein R. Hansen	DRR, UNDP
Ian King	Project Manager, CRMI
Janette Archer-Headley	Programme Finance Associate, UNDP
Reynold Murray	Environment Programme Manager, UNDP
Avril Alexander	Consultant, CRMI

### **Saint Lucia**

David T. Popo	Programme Officer, OECS Secretariat-Environment and Sustainable Development Unit
A.L. Dawn French	Director, National Emergency Management Organization
Andrew George	Corporate Planning Officer, National Emergency Management Organization
Crispin d'Aubergne	Programme Manager Sustainable Development & Environment Section, Ministry of Planning

### **Jamaica**

David Smith	Assistant RR, UNDP
Dr. Leith Dunn	Director, Centre for Gender and Development Studies, UWI
Eleanor B. Jones	Consultant, CRMI

### **Cuba**

Susan McDade	Chair PSC, RR UNDP
Karen Bernard	Programme Manager, CRMI
Carlos Alfaro	Specialist DRR, MINVEC
Roberto Gálvez	DRR, UNDP
Gral. Ramón Pardo-Guerra	Director, Defensa Civil
Col. Luis Macareno	Defensa Civil
Col. Eduardo Sánchez	Defensa Civil
Gricel Acosta	Energy and Environment Focal Point, UNDP
Maria Rosa Moreno	Focal Point DRR, UNDP
Carlos Rodríguez	Instituto de Planificación Física
Gabriel López Díaz	Instituto de Planificación Física
Abel Centella	Scientific Director, INSMET
Ricardo Núñez	Programme Officer PDHL, UNDP
Alexander Garcia	Risk Mapping Team at SITICH
Team	Centro Gestión de Riesgo Pinar Del Rio

### **Unavailable Interviewees**

Dr. Marcia de Castro	RR, UNDP-TT
Carmen Salguero	Program Specialist, BCPR
Theo Gittens	Program Mgr, Caribbean Oversight RBLAC
Leonard Nurse	Professor, UWI (Barbados)