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Community Alerts Project (CAP)

RFQ141017-1630

Final Evaluation Report

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with the technical support of
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January 2015

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List of acronyms and abbreviations

CAP	Community Alerts Projects
CDEMA	Caribbean Disaster Emergency Management Agency
CDM	Clean Development Mechanism
CIMH	Caribbean Institute for Meteorology and Hydrology
DIPECHO	Disaster Preparedness of the European Commission's Humanitarian Aid and Civil Protection
DRR	Disaster Risk Reduction
ECHO	European Commission's Humanitarian Aid and Civil Protection
ERC	Enhancing Resilience to Reduce Vulnerability in the Caribbean
EWS	Early Warning System
IFRC	International Federation of Red Cross and Red Crescent National Societies
ISDR	International Strategy for Disaster Reduction
NAPA	National Adaptation Programme of Action
NDO	National Disaster Observatory
NTCR	National Technical Committee on Reducing Emissions from Deforestation and Forest Degradation
OECS	Organization of Eastern Caribbean States
RDS	Radio Data System
UN	United Nations
UNDAF	United Nations Development Action Framework
UNDP	United Nations Development Programme

Executive summary

UNDP CAP initiative considers that alerting communities is a process characterised by multiple challenges: an effective alert must be issued in multiple formats to reach the larger proportion of the population and must be consistent, intelligible and trusted. Current existing systems are challenged to reach all publics segments in all time and in a coherent and effective manner. While "scientific" components of Early Warning Systems are being addressed by several regional projects reinforcing forecasting capacities such as the CIMH-lead ERC project and the DEWETRA platform, much remains to be done to achieve a hazard information flow from forecaster to population at risk, through coordinated national mechanisms.

This Community Alert Project (CAP), financed by the European Commission Humanitarian Aid and Civil Protection DIPECHO program, targeted six pilot communities within three countries (Grenada, Dominica, St. Vincent and the Grenadines) to enhance community resilience and demonstrate a coherent approach to emergency alerting. The project sought specifically to:

- Improve awareness of natural hazards and the associated preparation and response protocols in 6 pilot communities.
- Demonstrate the Common Alerting Protocol (CAP) as a process to improve community alerting with a view to wider application within the pilot countries and other Caribbean states.

These outputs, covering a broad range of Comprehensive Disaster Management elements, aim to contribute to the intended United Nations Development Assistance Framework (UNDAF) outcome of “Enhanced capacity of national, sub-regional and regional institutions and stakeholders to effectively manage natural resources, build resilience to the adverse impacts of climate change and natural and anthropogenic hazards; improved energy efficiency and use of renewable energy; improved policy, legal, regulatory and institutional frameworks for environmental and energy governance.”

The present exercise is the final project evaluation, which is intended to establish the level of change in the measured variables and the level of success of the outputs achieved and contributions to outcome level changes. Additionally, the evaluation assesses the contribution of the project to the outcome level results, normally demonstrated as changes in the performance of institutions or changes in behaviour.

This evaluation identifies the outputs produced and the contributions to results at outcome level as well as positive or negative changes produced along the way, including possible unexpected results.

Key elements observed are:

- The relevance of the project, and in particular its regional dimensions
- The effectiveness of the achievement of results at output level and efficiency with which the ECHO resources have been used
- The usefulness and sustainability of the results/project targets for the beneficiaries
- UNDP's performance as development partners and added value to the expected results

Conclusions:

- 1) According to the criteria presented by interviewed actors, and the analysis of the project's context, it is considered that the type of action selected is highly relevant to the needs of the countries covered, and in line with DIPECHO and UNDP outcomes and goals.
- 2) By mid-December 2014, the project has partially achieved its intended outputs and objectives. Very important actions have been implemented and should be considered as key contributions to the medium and long-term process of resilience building and disaster preparedness.
- 3) The project followed UNDP rules and procedures in terms of the efficient use of funds. According to the minutes of Project Board meetings, there were no concerns in regards to these terms. In terms of the use of resources, it can be observed that the level of expenditures and commitments is 90%.
- 4) In terms of management, the role of the Project Coordinator has been considered as key element for the process, as well as UNDP and the Project Board.
- 5) One of the key characteristics of this action is its level of expected continuity and sustainability, namely at regional scale given the level of CDEMA's and UNDP's regional office commitment. At the local level, sustainability will require additional technical and financial efforts in order to consolidate the results.

1. Introduction

1.1. Context

In the region, climate change, climate variability and increasingly severe disasters continue to threaten development gains. The United Nations Development Assistance Framework (UNDAF) sub-regional analysis confirms the paradox of rapid destruction and deterioration of natural resources juxtaposed with their underutilization. While these resources form the cornerstone of social and economic development, unsustainable exploitation and pollution increase the vulnerability to socio-natural hazards and climate change. Moreover, the nexus between poverty, environment and livelihood is inextricably linked to ownership of and/or access to land and natural resources and to equity in their access, use and benefits.

The communities targeted under the action that is being evaluated are located in low lying coastal areas, and are therefore particularly vulnerable to rapidly forming events generating floods both from rainfall and from coastal hazards such as storm surges. The Caribbean is a region prone to earthquakes and tsunamis, and other phenomenon such as submarine landslides and underwater volcanoes (Kick'em Jenny offshore of Grenada and the Grenadines) that are potentially tsunamigenic. More important than the particular exposure, these communities have high socioeconomic vulnerabilities as well as limited preparedness and response capacities. Livelihoods concentrated in low-lying areas are subject to flooding and coastal hazards, which increases risk in general.

Incentives for community action are still largely dominated by the impact of disasters themselves. Currently, communication at the national level and in particular, between national disaster management authorities and communities is not efficient nor robust, as the necessary redundancy to support emergency situations does not exist. This has implications in effective preparation for and response to disasters. People with special needs (disabled, minority or ethnic groups, languages etc.) are not adequately considered by common medias such as the radio broadcast.

1.2. Description of the intervention

UNDP CAP initiative considers that alerting communities is a process characterised by multiple challenges: an effective alert must be issued in multiple formats to reach the larger proportion of the population and must be consistent, intelligible and trusted. Current existing systems are challenged to reach all public segments in real time and in a coherent and effective manner. While "scientific" components of Early Warning Systems are being addressed by several regional projects by reinforcing forecasting capacities such as the CIMH-lead ERC project and the DEWETRA¹ platform, much remains to be done to achieve

¹ DEWETRA is an integrated system for real-time monitoring and natural risks prevision and prevention. A system provides the necessary synthesis, integration and comparison for tool monitoring, risk scenarios vigilance and evaluation and possible evolutions

a hazard information flow from forecaster to at risk populations, through coordinated national mechanisms.

This Community Alert Project (CAP), financed by the European Commission Humanitarian Aid and Civil Protection DIPECHO program, targeted six pilot communities within three countries (Grenada, Dominica, St. Vincent and the Grenadines) to enhance community resilience and demonstrate a coherent approach to emergency alerting. The project sought to specifically:

- Improve awareness of natural hazards and the associated preparation and response protocols in 6 pilot communities.
- Demonstrate the Common Alerting Protocol (CAP) as a process to improve community alerting with a view to wider application within the pilot countries and other Caribbean states.

These outputs, covering a broad range of Comprehensive Disaster Management elements, aim to contribute to the intended UNDAF outcome of “Enhanced capacity of national, sub-regional and regional institutions and stakeholders to effectively manage natural resources, build resilience to the adverse impacts of climate change and natural and anthropogenic hazards; improved energy efficiency and use of renewable energy; improved policy, legal, regulatory and institutional frameworks for environmental and energy governance”.

2. The Evaluation Process

This exercise is the final project evaluation, which is intended to demonstrate the level of change in the measured variables, level of success of the outputs achieved and contributions to outcome level changes. Additionally, the evaluation assesses the contribution of the project to the outcome level results, normally demonstrated as changes in the performance of institutions or changes in behaviour.

2.1. Evaluation Objectives

This evaluation identifies the outputs produced and the contributions to results at outcome level as well as positive or negative changes produced along the way, including possible unexpected results. The evaluation also seeks to identify the best practices and key lessons learned.

Key elements observed are:

- The relevance of the project and in particular its regional dimensions
- The effectiveness for the achievement of the results at output level and efficiency with which the ECHO resources have been used
- The usefulness and sustainability of the results/project targets for the beneficiaries
- The performance of ECHO and UNDP as development partners
- ECHO and UNDP's added value to the expected results

Evaluation results are expected to determine:

- The extents to which the project's outputs are sustainable and replicable.
- Design of future Caribbean regional projects in the field of disaster management.

2.2. Evaluation Scope

The evaluation scope includes the following elements:

- It will cover all the intervention components (results and activities).
- Given that the evaluation process started during the project lifetime, findings and conclusions are based on the state of situation before the end of the project. Thus, several assertions and findings could vary by the end of the project, given that implementation is still in progress.
- The evaluation covers both the national and regional level, considering that no field visits were carried out. Information has been gathered through analysis of documents and interviews.

3. Methodology

The project evaluation has been undertaken in accordance with the UN evaluation norms and policies, including UN Standards and Norms for Evaluations², UNDP Handbook on Planning, Monitoring and Evaluation for Development Results³, and in particular UNDP outcome-level evaluation: a companion guide to the handbook on planning, monitoring and evaluating for development results for programme units and evaluators⁴.

3.1. Results Framework and Indicators to consider

Indicators are specified in the Results and Resources Framework of the DIPECHO Project included in the approved eSingle Form.

3.2. Limitations of the process:

This process of evaluation has been developed as a “desk study”, given that it was not possible to include field visits to countries and communities addressed. Interviews have been “virtually” developed in its entirety, which presents methodological limitations, especially in terms of interaction with the interviewed actors. Similarly, it has been difficult to reach key

² Available at UNEG Webpage: http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

³ <http://web.undp.org/evaluation/handbook/>

⁴http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20_Evaluation_2011.pdf

people in order to conduct interviews, a situation that is usually less complicated when institutions are visited and the interviews are “in person”.

For reasons that will be analysed later, alert equipment has not been fully installed or calibrated in some instances, whereupon a number of key aspects for the evaluation may not be addressed or responded. In this sense, the process of evaluation is limited to organisational and continuity aspects.

4. Results

As it was indicated above, the evaluation has been conducted as a desk study, based on documental analysis and interviews with key actors. Below are the results of the process, following the criteria of *relevance* of the project, and in particular its regional dimensions, *effectiveness* for the achievement of the results at output level and efficiency with which the ECHO resources have been used as well as *usefulness* and *sustainability* of the results/project targets for the beneficiaries. Some observations will also be presented in terms of ECHO and UNDP’s performance as development partners and ECHO and UNDP’s added value to the expected results.

4.1.1. Relevance

Relevant: concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries. The concept of responsiveness is also incorporated – that is, the extent to which UNDP was able to respond to changing and emerging development priorities and needs in a responsive manner.

According to the criteria presented by interviewed actors, and the analysis of the project’s context, it is considered that the type of action selected is highly relevant to the needs of the countries covered, and in line with DIPECHO and UNDP outcomes and goals.

“The project was very appropriate to the development of context. The Caribbean is one of the most vulnerable regions in the world to natural hazards. Surveys of the CDEMA countries have revealed that flooding is the most frequently occurring hazard in these countries and excess rainfall events associated with current day variability have resulted in significant impact for affected states. CAP can be utilized to support early warning for a variety of hazards including tsunami and excess rainfall.” (Elizabeth Riley – CDEMA)

The following criteria support this assertion:

“The selected method of delivery was largely appropriate as there was no EWS in place, which would ensure a timely alert for a quick onset disaster and reach a large percentage of the population at an affordable cost.” (Kathleen Pinard-Byrne - Dominica Red Cross).

- Persons interviewed mentioned that alert at community level is a clearly defined priority at national and local levels, given the disaster risk pattern of the countries. This approach, according to interviews with UNDP and Caribbean Disaster Emergency management Agencies (CDEMA) authorities, is also consistent with regional priorities:
- In terms of perception of what is needed, it has also been pointed out that an approach oriented to communities highly exposed is consistent with the beneficiaries needs.
- The multi-hazard approach has been mentioned as an element not sufficiently covered in this action. In countries highly exposed to volcanic eruptions, early warning and community alert should be included in a more comprehensive way. People also expressed their understanding of the DIPECHO structure and specificities, namely in terms of the period of 18 months for implementation, and the need of focusing and choosing feasible activities.

4.1.2. Effectiveness

Effectiveness: is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved (progress toward outputs or outcomes has been achieved).

By mid-December 2014, the project has partially achieved its intended outputs and objectives⁵. Very important actions have been implemented and should be considered as key contributions to the medium and long-term process of resilience building and disaster preparedness.

The whole process has been affected by time related constraints. The late delivery of essential outputs could be marked as the determining factor in affecting the full achievement of the objectives and results /outcomes and outcomes of the project.

The action specific objective states “*Communities are better informed and prepared for coastal and hydrometeorological risks through integrated Early Warning Systems*”.

The Platform for the Promotion of Early Warning of the International Strategy for Disaster Reduction (ISDR) suggests the development of four essential components:

1. Knowledge of the risks faced;

Contribution to outcomes and goals:

The project took into consideration key actors not just locally but regionally. The project takes in count other variables that benefits from alerting capabilities. Strengthen knowledge of spatial considerations, development and humanitarian support, mechanism focused on people. (Ronald Jackson – CDEMA)

⁵ It is important to highlight that, according to the Project Board, the majority of the pending activities are expected to be implemented by the end of December and January.

2. Monitoring and warning service;
3. Dissemination and communication; and
4. Response capability.

The specific objective of the project included this vision of *integrated EWS at local scale*. Consequently, the four elements should have acquired an adequate level of development at that scale, by the end of the action.

Indicators of the objective are:

1. Number of effective and integrated alerting tools available per community
2. Performance measures for alerting system defined and agreed upon at national and community levels

Evidence obtained in both the documental analysis and the interviews show that the project partially achieved the specific objective:

- “Communities are better prepared and informed”:
 - The project actions are community oriented with the expectation of directly benefiting approximately 31,000 residents in six pilot communities within the three countries - Dominica, Grenada and St. Vincent & the Grenadines.
 - National workshops were successfully organised in the three countries, with participation of communities, public functionaries, private sector and civil society.
 - A social communications strategy has been elaborated, and key messages and specific approaches to better inform the communities are included.
 - Existing gaps in terms of warning and response protocols are better identified.
 - Given that the warning systems are still not in place, is not possible to assess at what extent the level of preparedness and information has been improved.
 - Vulnerability assessments carried out with local partners can be used for other DRR related intervention.
- "...for Coastal and hydrometeorological risks..."
- "...through integrated Early Warning System..."
- The project has adequately addressed the most sensible elements of EWS and in a coherent manner with a local community approach.

In terms of the level of achievement of the expected results, the following aspects have been considered:

Result	Indicators	Progress or achievement	Evaluator comments on indicator	Evaluator comments on results
Integration of CAP compliant Early Warning Systems	Detailed national and community assessments, 1 report per country	3 reports elaborated	100% of the indicator achieved	Important advances observed in two indicators with 100% of achievement. The systems for alerting have been designed with CAP standards, with ability to integrate additional affordable technology. Effective training for the use of the system has not been fully achieved, due to the delay in the installation of the system.
	Number of proficient users of the EWS (75)	Installation in progress	Indicator not achieved, due to the delay in the installation of the technological systems	
	Number of communities having selected their alerting system (6)	Six communities have selected their alerting system	100% of the indicator achieved	
3 communities equipped with a redundant alerting system in Saint Vincent and the Grenadines	At the end of the project, an alerting system is functioning. It is appropriate and correctly managed by the relevant national and community stakeholders.	On-going. CAP server received in 3 countries. Contracts signed. Training exercises planned.	At the time of the evaluation this indicator has not been achieved.	This result is still in progress, and its fulfilment depends on several activities that should be carried out in the last month of the project (after the evaluation).
	At least 20% of the beneficiaries are able to identify the EWS alarm and alert signals, can provide and receive information and react in an understandable and timely fashion.	On-going. This indicator depends on the installation of the equipment.	At the time of the evaluation this indicator has not been achieved.	Very important conditions for its implementation and achievement are already in place, namely a good coordination level, equipment in place ready to be installed, and communities motivated and participating.
1 Community	At the end of the	On-going.	At the time of the	

equipped with a redundant EWS in Dominica	project, an alerting system is functioning. It is appropriate and correctly managed by the relevant national and community stakeholders.	CAP server received in 3 countries. Contracts signed. Training exercises planned.	evaluation this indicator has not been achieved	
	At least 20% of the beneficiaries are able to identify the EWS alarm and alert signals, can provide and receive information and react in an understandable and timely fashion.	On-going. This indicator depends on the installation of the equipment.	At the time of the evaluation this indicator has not been achieved	
2 Communities equipped with a redundant alerting system in Grenada	At the end of the project, an alerting system is functioning. It is appropriate and correctly managed by the relevant national and community stakeholders.	On-going. This indicator depends on the installation of the equipment.	At the time of the evaluation this indicator has not been achieved	
	At least 20% of the beneficiaries are able to identify the EWS alarm and alert signals, can provide and receive information and react in an understandable and timely fashion.	On-going. This indicator depends on the installation of the equipment.	At the time of the evaluation this indicator has not been achieved	

UNDP identified the following risks:

1. The implementation period is short and runs through 2 hurricane seasons. Any significant event would reduce absorption capacity on preparedness activities.
2. Since human resources in targeted countries are limited, the staff turnover in national institutions may alter the efficiency and sustainability of the project. This risk should be mitigated by involving several key national and community stakeholders, and strengthening a network of disaster management people at the national and community level.

According to the interviews, the key aspects that affected effectiveness were related to the second risk:

1. Even if the start date of the action and eligibility was the first of June 2013, the project coordinator commenced his contract in January 2014.
2. The contracting process of local experts took more time than planned.
3. In the case of VCA implementation, some IFRC underestimation of the requirements and assumptions in terms of national capacities to deliver.

On the other hand, interviewed actors have identified some very important contributions to the national DRR process, as well as effective coordination processes:

- Good level of inter-institutional collaboration and synergies between countries, UNDP and IFRC.
- Project's support to agreed national priorities, as identified in the Country Work Programme and strong involvement, leadership and commitment from national agencies.
- The project has highlighted several common social-based and technological problems, and generated meaningful and practical discussions on several potential avenues to address them.
- Strong efficiency of the Regional Project Manager
- National Agencies strengthened its presence within the piloted communities through better engagement and involvement of residents in the process of Disaster Management.
- Installation of RDS receivers accompanied with theoretical and practical training resulted in the improvement of community's response capacities.
- Collaboration between National Agencies and Red Cross National Societies increased synergies and partnership with the other agencies, sectors and organizations.

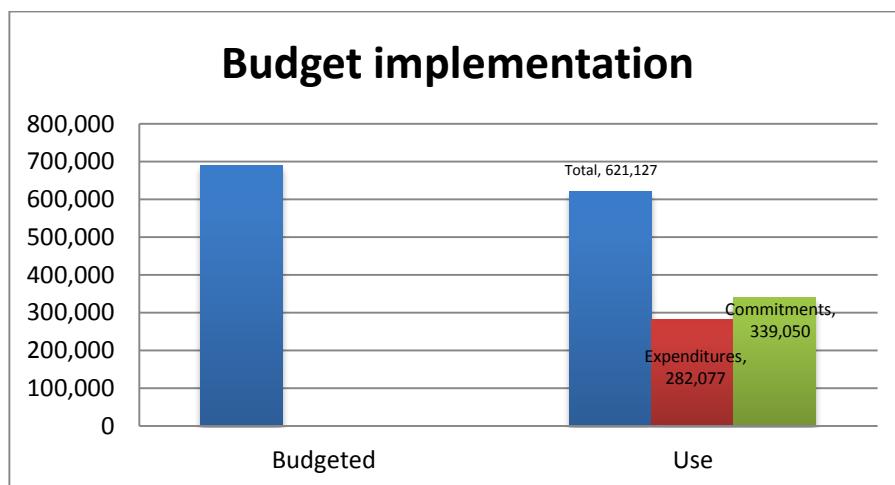
4.1.3. Efficiency

Efficiency: measures how economic resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in that it ensures that resources have been used appropriately and in highlighting more effective uses of resources.

The project has followed UNDP rules and procedures in terms of the efficient use of funds. According to the minutes of Project Board meetings, there were no concerns in regards to these terms. In terms of the use of resources, it can be observed that the level of expenditures and commitments is 90%:

Table 1: Budget implementation (October, 2014)

Activity	Budget	Expenditure 31 October	% expenses	Committed	Total	% expenses and commitments
Inception, Assessment and Engagement	10.250	10.425	102%	0	10.425	102%
Draft Design and First Consultation	35.000	40.732	116%	0	40.732	116%
Community Design Phase	51.500	42.469	82%	5.828	48.297	94%
Procurement of Alerting Technologies	254.000	88.397	35%	182.999	271.396	107%
Alerting systems deployment and set-up	70.000	0	0%	74.460	74.460	106%
Testing at Community Level	33.600	0	0%	36.399	36.399	108%
Communications and Outreach and Stakeholder Consultations	112.000	38.686	35%	29.364	68.050	61%
Project Implementation	83.950	61.368	73%	10.000	71.368	85%
UNDP Administrative Cost	38.431	7.898	21%	0	7.898	21%
	688.731	284.975	41%	339.050	621.127	90%



Graphic 1: Budget implementation: Expenses vs Commitments

The graphic above shows that the level of actual expenditure (until October 2014) only represents 41% of the allocated budget. Nevertheless, with the existing commitments, the level of budget use does not increase until 90%.

4.1.4. Sustainability

Sustainability: measures the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

One the key characteristics of this action is its level of expected continuity and sustainability, namely at a regional scale given the level of CDEMA's and UNDP's regional office commitment. At the local level, sustainability will require additional technical and financial efforts in order to consolidate the results

According to UNDP's Deputy Representative, a "new generation" of projects that are going to start implementation in 2015, relate and expand the current work.

"The government of Grenada is committed that the system works and is being maintained. DMIO will be the entity costing the main equipment and that's what will ensure that the equipment is sustained. Several persons will be trained to use the system." (Terrence Walters – Grenada).

"Sustainability actions will be required at the community, national and regional levels. A sustainability matrix has been drafted and discussed and is to be finalized... Some sustainability actions have been identified for the CDEMA Coordinating Unit and will be considered for integration within the corporate plan 2014-2017." (Elizabeth Riley – CDEMA).

Some important elements for the sustainability of the process are:

- Some sustainability actions have been identified by CDEMA Coordination Unit and will be considered for integration within the 2014-2017 Corporate Plan.
- The strengthening and building of stakeholder relationships at national level should be considered as a solid contribution for continuity of the process.
- The systems for alerting have been designed with CAP standards, with ability to integrate additional affordable technology.
- UNDP is restructuring its organisation in terms of Disaster Risk Reduction (DRR). The area is now called Climate Change and Disaster Risk Resilience, and it is oriented to promote the integral/comprehensive approach to risk.
- UNDP policy is to pass from preparedness and response and move forward to a new stage, in terms of recovery and the creation of opportunities for development. The early warning approach will continue to be addressed with this view of complementarities in recovery and development.
- New UNDP portfolio goes into mitigation, and incorporates risk reduction in whole national planning and budgeting to drive investment in a holistic perspective.
- Existing UNDP actions are already addressing or integrating CAP approach:
 - Adaptation project in two communities in Grenada is working on the links between community's adaptation and resilience.

- Antigua has participated in activities and there are two environment projects that include related topics (i.e. land degradation)
- St. Vincent and the Grenadines continuing strengthening of relationships with NEMO and the statistic office will improve modelling of social statistics with pre-organised baseline data.
- Projects for the elaboration of National Adaption Programs of Action (NAPA) in Antigua and Grenada will include EWS.
- Relationships developed with key actors such us NEMO and Red Cross (national and regional), are crucial for the continuity and sustainability of the approach.
- During the Close Out Meeting for the project (17 December 2014) a sustainability plan was presented and feedback received to at least provide a blue print for the sustainability of the project.

5. Lessons learnt

During CAP final review meeting, the following aspects were presented as lessons identified during implementation of the project:

- Use established networks and build on what previously existed
- Legislation/signed agreements should be pre-existing before establishment of an EWS
- To increase stakeholder involvement and interest, project outputs should contribute as much as possible to the Work Programmes of the NDOs
- More work still needs to be done in terms of the collaboration between National Red Cross Societies and NDOs
- Adequate time considerations for input and involvement
- Partnerships are important in facilitating sustainability
- The relevant agencies must be involved very early in the process (NTRC, planning departments etc.)
- Need for in country agency discussion with the right person.

6. Conclusions and Recommendations

6.1. Conclusions:

- 1) According to the criteria presented by interviewed actors, and the analysis of the project's context, it is considered that the type of action selected is highly relevant to the needs of the countries covered, and in line with DIPECHO and UNDP outcomes and goals.
- 2) By mid-December 2014, the project has partially achieved its intended outputs and objectives. Very important actions have been implemented and should be considered as key contributions to the medium and long-term process of resilience building and disaster preparedness of the countries.
- 3) The project followed UNDP rules and procedures in terms of the efficient use of funds. According to the minutes of Project Board meetings, there were no concerns in regards to

these terms. In terms of the use of resources, it can be observed that the level of expenditures and commitments is 90%.

- 4) In terms of management, the role of the Project Coordinator has been considered as key element for the process, as well as UNDP and the Project Board.
- 5) One of the key characteristics of this action is its level of expected continuity and sustainability, namely at regional scale given the level of CDEMA's and UNDP's regional office commitment. At the local level, sustainability will require additional technical and financial efforts in order to consolidate the results.

6.2. Recommendations

- 1) With the aim of ensuring the fulfilment of the project's objective it will be necessary to accompany the national institutions in the implementation of key processes such as community training and exercises.
- 2) CDEMA and UNDP support, and advocacy between national authorities is strongly recommended, in order to ensure the integration of the CAP approach and the project results into public policy.
- 3) Promote the articulation of the scientific and technical process of data acquisition, hazard modelling and forecasting with local resilience building actions. Scientific information should be interpreted and translated into practical formats for the population and institutions communication and information needs.
- 4) Promote the enhancement of hazard information product for providing disaster and risk scenarios, with more practical applications in terms of planning, preparedness and response.

7. Annexes

7.1. ToR for the evaluation

**Community Alerts Project (CAP)
RFQ141017-1630
Evaluation Consultancy**

TERMS OF REFERENCE

Job Title	CAP Evaluation Consultant
Contract Type	Individual Contract (IC)
Duty Station	Home Country Based, Barbados, St. Vincent & the Grenadines, Dominica, Grenada
Contracting Authority	United Nations Development Programme
Contract Duration	1 November – 30 December 2014
Start Date	1 November 2014

1. CONTEXT

In the region, climate change and increasingly severe annual natural disasters continue to threaten development gains. The United Nations Development Assistance Framework (UNDAF) sub-regional analysis confirms the paradox of rapid destruction and deterioration of natural resources juxtaposed with their underutilization. While these resources form the cornerstone of social and economic development, unsustainable exploitation and pollution increase the vulnerability to climate change and natural hazards. Moreover, the nexus between poverty, environment and livelihoods is inextricably linked to ownership of and/or access to land and natural resources and to equity in their access, use and benefits. Furthermore, while the potential contribution of renewable energy sources is high, monopolization, limited research, and lack of technology, capital and skills are among the main barriers to expansion. Countries will need to sustain focus on climate change adaptation and build a sustainable energy sector, which is critical to growth and development in the region.

UNDP will therefore continue to build on the support to the Comprehensive Disaster Management (CDM) Framework led by the Caribbean Disaster Emergency Management Agency (CDEMA) and the Hyogo Framework for Action to advance DRR through regional, sub-regional and national initiatives. This will include investments in critical components of DRR such as hazard mapping and vulnerability assessments; support to early warning systems; and continued capacity development of DRR infrastructure. Where necessary, the development and implementation of recovery strategies will also be central to DRR mainstreaming and will be formulated around poverty reduction and democratic governance strategies, with emphasis on sustainable livelihoods and inclusive consultative processes. Also central to activities for the period will be strengthening the links between the DRR and climate change adaptation agendas at both the national and regional levels. Strengthening disaster response and assessment capabilities at the national and regional levels will also be a priority area.

2. INTRODUCTION

The communities targeted under the present action are located in low lying coastal areas, and are therefore particularly vulnerable to rapidly forming events generating flood both from rainfall and from coastal hazards such as storm surges. Tsunamis are also a threat which tends to be overlooked. The Caribbean is a region prone to Earthquakes, and other phenomenon such as submarine landslides and underwater volcanoes (Kick'em Jenny offshore of Grenada and the Grenadines) are potentially tsunamigenic. In addition to a particular exposure,

these communities have comparatively higher vulnerabilities caused by their lack of preparedness. Economic risks are also important since assets are concentrated in low-lying areas subject to flooding and coastal hazards.

It is therefore up to community stakeholders to take an active role in enhancing their state of readiness, on a long term basis, as well as during disasters lead-time. Unfortunately, incentives for community action are still largely dominated by the impact of disasters themselves. Currently, communication at the national level and in particular between, national disaster management authorities and communities is not efficient nor robust as there is not the necessary redundancy to support emergency situations. This has implications for effective preparation for and response to hazard events and related disasters. Their specificities (disabled, minority groups, languages etc.) are not adequately considered by usual medias such as the radio broadcast. The challenge of alerting communities is multiple: an effective alert must be issued in multiple formats to reach the larger proportion of the population. Most importantly, it must be robust (consistent), intelligible and trusted. If a tsunami approaches, the lead-time can be of the order of a few minutes to an hour, and minutes spared can save lives. Currently existing systems are challenged to reach all publics segments in all time and in a coherent and effective manner. While "scientific" components of the EWS are being addressed by several regional projects reinforcing forecasting capacities such as the CIMH-lead ERC project and the

DEWETRA platform, much remains to be done to achieve a risk information flow from forecaster to population at risk, through coordinated national mechanism.

This Community Alert Project, financed by the European Commission Humanitarian Aid and Civil Protection will be implemented in six pilot communities within three countries (Grenada, Dominica, St. Vincent and the Grenadines) to enhance community resilience and demonstrate a coherent approach to emergency alerting. This project will seek to specifically:

- Improve awareness to natural hazards and the associated preparation and response protocols in 6 pilot communities.
- Demonstrate the Common Alerting Protocol (CAP) as a process to improve community alerting with a view to wider application within the pilot countries and other Caribbean states

These outputs, covering a broad range of Comprehensive Disaster Management elements, aim to contribute to the intended United Nations Development Assistance Framework (UNDAF) outcome of “Enhanced capacity of national, sub-regional and regional institutions and stakeholders to effectively manage natural resources, build resilience to the adverse impacts of climate change and natural and anthropogenic hazards; improved energy efficiency and use of renewable energy; improved policy, legal, regulatory and institutional frameworks for environmental and energy governance.

3. EVALUATION PURPOSE

Evaluations are critical for UNDP to progress towards advancing human development. Through the generation of ‘evidence’ and objective information, evaluations enable managers to make informed decisions and plan strategically. This exercise is the final project evaluation, which is intended to demonstrate the level of change in the measured variables and level of success of the outputs achieved and contributions to outcome level changes. In addition to the assessment of achievement of products, all UNDP managed evaluations should also assess the contribution of the project to the outcome level results, normally demonstrated as changes in the performance of institutions or behavioural changes.

The evaluation will be used by all main parties (Beneficiary countries, UNDP and ECHO) to assess their approaches to development assistance and to design future interventions. It is expected to serve for accountability purposes as well as generation of knowledge for wider use.

Evaluation results are expected to determine:

- The extents to which the project's outputs are sustainable and replicable.
- Design of future Caribbean regional projects in the field of disaster management.

4. EVALUATION OBJECTIVES

This evaluation will identify the outputs produced and the contributions to results at outcome level and positive or negative changes produced along the way, including possible unexpected results. The evaluation will also seek to identify the key lessons learned and best practices.

The evaluation will assess:

- The relevance of the project, and in particular its regional dimensions
- The effectiveness for the achievement of the results at output level and efficiency with which the ECHO resources have been used
- The usefulness and sustainability of the results/project targets for the beneficiaries
- ECHO and UNDP's performance as development partners
- ECHO and UNDP's added value to the expected results

5. EVALUATION SCOPE AND CRITERIA

Evaluation Scope seeks to focus the evaluation exercise and establish the boundaries of what is covered in the evaluation. Specifically:

- The unit of analysis (e.g. if it covers all of intervention components, one component of the intervention, a sample based on one technical justification for the selection or if a thematic or cross-cutting issue is being evaluated).
- The time frame or phase to be covered.
- The geographical coverage: the unit of analysis cover a determined number of country

The scope is also expected to include documentation of lessons learned, findings and recommendations in the following areas:

- Opportunities and challenges brought by key Stakeholders including UNDP as the Implementing partner in a Caribbean regional programme in the field of disaster risk reduction
- Potential and effective contribution by beneficiary countries to their own development and to the development of other countries in the field of interest.

Evaluation Criteria

Relevant: concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries. It also incorporated the concept of responsiveness – that is, the extent to which UNDP was able to respond to changing and emerging development priorities and needs in a responsive manner.

Effectiveness: is a measure of the extent to which the initiative's intended results (outputs or outcomes) have been achieved or the extent to which (progress toward outputs or outcomes has been achieved).

Efficiency: measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources.

Sustainability: measures the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

6. EVALUATION QUESTIONS

The evaluation should answer, at least, the following questions. However, the selected evaluator shall complement this listing in its methodological proposal in order to comply with the objectives and scope of the evaluation. Additionally the evaluator should propose how the gender aspect will be covered.

The evaluator will seek to answer the following questions:

In assessing **relevance**:

- i. To what extent is UNDP's engagement a reflection of strategic considerations, including UNDP's role in this particular development context and its comparative advantage?
- ii. To what extent is the initiative in line with UNDP's mandate, national priorities and the results of targeted women and men
- iii. To what extent was the projects selected method of delivery appropriate to the development context?
- iv. Is the initiative/project aligned with national and sub-regional strategies, UNDPs and ECHO mandate?
- v. Is it consistent with human development needs and the specific development challenges in the countries and sub-region?

In assessing **effectiveness**:

- i. What have been the observed changes at the outcome level?
- ii. To what extent have expected outputs been achieved or has progress been made towards their achievement?
- iii. How has the project contributed to outcome level changes? Did it at least set dynamic changes and processes that move towards the long-term outcomes?
- iv. What factors have contributed to achieving or not achieving intended outputs and contributions to outcomes?
- v. If applicable, has the partnerships strategy developed for this project been appropriate and effective?
- vi. What has been the contribution of partners and other organizations, especially beneficiary countries organizations, to the outcome, and how effective have been the project partnerships in contributing to achieving the outcome?
- vii. What were the positive or negative, intended or unintended, changes brought about by the project?

In assessing **efficiency**:

- i. To what extent were quality outputs delivered on time?
- ii. Has the project been implemented within deadline and cost estimates?
- iii. Have UNDP, the Project Board, and its partners taken prompt actions to solve implementation issues?
- iv. What impact has political instability had on delivery timelines?
- v. Were the projects resources focused on the set of activities that were expected to produce significant results?
- vi. How did UNDP promote gender equality, human rights and human development in the delivery of outputs?

In assessing **sustainability**:

- i. What indications are there that the achieved results (both at output and outcome levels) will be sustained, e.g. through requisite capacities (systems, structures, staff, etc.)?
- ii. To what extent has a sustainability strategy, including capacity development of key national and regional stakeholders, been developed or implemented?
- iii. To what extent are policy and regulatory frameworks in place that will support the continuation of benefits?
- iv. To what extent have partners committed to providing continuing support?
- v. What issues emerged during implementation as a threat to sustainability? What were the corrective measures that were adopted?
- vi. How has the implementing partner addressed the challenge of building national capacity in the face of high turnover of government officials?

7. METHODOLOGY

The project evaluation is to be undertaken in accordance with the UN evaluation norms and policies, including UN Standards and Norms for Evaluations⁶, UNDP Handbook on Planning, Monitoring and Evaluation for Development Results⁷, and in particular UNDP outcome-level evaluation a companion guide to the handbook on planning monitoring and evaluating for development results for programme units and evaluators⁸. Evaluation methods should be selected for their rigor in producing empirically based evidence to address the evaluation criteria, to respond to the evaluation questions, and to meet the purpose and objectives of the evaluation. The central focus of the evaluation should be on analysing the contribution of the project (outputs) to the outcomes. The evaluator will define the final methodology to be applied and it should include methodologies as outlined in the Handbook on Planning, Monitoring and Evaluating for Development Results.⁹ The evaluator may use the following to ascertain the empirically based evidence:

- Comprehensive Desk review (indicative but not necessary complete list of documentation at Appendix 1). All needed documentation can be obtained directly from the CAP Project Coordinator and UNDP.
- Field visits will be conducted in the beneficiary countries. The evaluator can also use the final CAP meeting tentatively planned for December 2014 to meet country representatives as well as other stakeholders.
- Consultations with CAP contacts outside of the beneficiary countries can occur via online mediums (skype etc) or telephone
- Field visits will include semi-structured interviews and/or focus groups (or other data collection methods) and potentially site visits.
- The evaluator is expected to frame the evaluation effort using the criteria of relevance, effectiveness, efficiency and sustainability

The first draft of the evaluation report will be reviewed by commissioned agencies/areas to ensure that the evaluation meets the expectations and quality criteria. This draft will also be shared with the other partners and stakeholders to validate the findings, recommendations and lessons.

⁶ Available at UNEG Webpage: http://www.uneval.org/normsandstandards/index.jsp?doc_cat_source_id=4

⁷ <http://web.undp.org/evaluation/handbook/>

⁸ http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20_Evaluation_2011.pdf

⁹ <http://web.undp.org/evaluation/handbook/>

7.1 Results Framework and Indicators to consider

Indicators are specified in the Results and Resources Framework of the Project annexed to the present Terms of Reference. In addition the evaluation should take into account the relevant Sub-regional Programme outcome(s), outputs and related indicators.

While this evaluation should be pitched at outcome level, it should be noted that indicators found in the Project Document at output (and at activity level at least to some degree to cover the most strategic activities) level may be completed/specify with the indicators, which may give a better measure of the project's outputs and most strategic activities.

8. EVALUATION PRODUCTS (DELIVERABLES/OUTPUTS)

The evaluator shall produce, in English:

7.1. A brief inception report

This report will be submitted to UNDP at the end of the five day preparatory period in Barbados. It shall confirm any scheduled visits, the methodology adopted and the assumptions made to complete the assignment. The inception report should also include a brief assessment, identify possible limitations to the evaluation process; and the response of the evaluator to overcome these limitations to allow for a methodologically valid evaluation. Sample table of contents for the inception report format can be found at http://web.undp.org/evaluation/documents/guidance/UNDP_Guidance_on_Outcome-Level%20_Evaluation_2011.pdf page 31.

The Inception Report shall provide an opportunity to verify that UNDP and the evaluator share the same understanding about the evaluation, and shall clarify any issues at the outset. This report shall detail the understanding of the evaluator on what they are going to evaluate and why, showing how each evaluation question shall be answered and by which means: the proposed methodology, the proposed information sources, and the data recollection procedures. This information shall be reflected in an evaluation matrix as shown below.

SAMPLE EVALUATION MATRIX				
Criteria/Sub-criteria	(Examples of) questions to be addressed by outcome-level evaluation	What to look for (including the key indicators)	Data sources	Data collection methods

7.2 Draft Evaluation Report

A draft evaluation report shall be submitted. This draft evaluation report shall at least include the following elements as detailed in the Annex 7 of the PME Handbook, and shall not surpass 50 pages:

- The title and opening pages
- Table of contents
- List of acronyms and abbreviations
- Draft executive summary
- Introduction
- Description of the intervention
- Evaluation scope and objectives
- Evaluation approach and methods
- Data analysis
- Recommendations

- Lessons Learnt and Best Practices

The report annexes may be partly provided at the level of submission of the draft report:

- ToR for the evaluation
- Additional methodology related documentation
- List of individuals or groups consulted
- List of supporting documents reviewed
- Results and Resources Framework
- Summary table of findings
- Short biographies of the evaluator
- Code of conduct signed by evaluators

The draft evaluation report will be reviewed by UNDP and key partners as well as country focal points during the period of time (approximately 10 -15 business days). It is thus essential that main findings and recommendations are shared informally during the mission with the relevant stakeholders.

7.3 Final evaluation report

The final Evaluation report must comply with the quality standards set up in Annex 7 of the PME Handbook and key standards for UN evaluators.

The reports shall be written and structured in a way that they can also be read and edited independently from the final evaluation report. All reports produced must be in modifiable word format, Times New Roman 12 point font, numbered pages and have all images compressed.

It is expected that the final evaluation report would be shared with UNDP electronically

7.4 Specific Deliverables

- Conduct consultations with CAP focal points/contacts based in Barbados (see section 4)
- Conduct consultations with CAP focal points/contacts in beneficiary countries through site visits, online mediums or telephone (see section 4)
- Conduct consultations with CAP regional and international partners/contacts through online mediums or telephone (see section 4)
- Attend final CAP meeting during December 2014
- Produce an inception report, draft report and final report for the evaluation

8 EVALUATION MEMBERS

UNDP Barbados and the OECS anticipate that this service can be undertaken by one individual. The evaluator should have a minimum of four (4) years' experience evaluating projects and programmes, preferably at outcome level and as per UNDP's guidelines, with a strong emphasis on disaster risk reduction.

The evaluator shall provide a detailed résumé as well as work samples and references where available.

The evaluator must be entirely independent from any organization or firm that has been involved in designing, executing or advising the CAP project.

9 QUALIFICATIONS AND COMPETENCIES

- At least four (4) years' documented experience in monitoring and evaluating projects and programmes, utilizing participatory approaches.

- At least three (3) years' documented experience in disaster risk reduction or related field within the Caribbean or Small Island Developing States (SIDS).
- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods to projects and/or programmes.
- Knowledge of UNDP Barbados and the OECS participating states context, specifically Grenada, Dominica and St. Vincent and the Grenadines and institutional frameworks for addressing Disaster Risk Reduction.
- Good presentation, interpersonal and communication skills
- Ability to meet deadlines and prioritise multiple tasks
- Excellent report writing and editing skills
- Excellent working knowledge (written and oral) of English is required
- Plans and produces quality results to meet established goals; responds positively to critical feedback and differing points of view.
- Previous experience evaluating ECHO, UNDP or UN system projects will be an asset

10 EVALUATION ETHICS

Evaluations in UNDP shall be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation and the evaluator is expected to sign the UN ethical code of conduct on evaluations as part of his/her contract

In particular, the evaluator shall apply anonymity and confidentiality protocols to safeguard the rights and confidentiality of information providers.

Specific attention will also be brought to the potential interaction between evaluators and the media, and information disseminated to the public. Information related to disaster risk reduction can be potentially sensitive in economies highly reliant on tourism

<http://www.uneval.org/search/index.jsp?q=ethical+guidelines>

6.2 Contacted and interviewed institutional members:

Name	Institution
Don Corriette	Coordinator, Office of Disaster Management (ODM), Dominica corriette@dominica.gov.dm
Steve Mike Joseph	Programme Officer, Office of Disaster Management (ODM), Dominica stevemj18@hotmail.com
Kathleen Pinard-Byrne	Director General, Dominica Red Cross Society, Dominica
Terence Walters	Coordinator, National Disaster Management Agency (NaDMA), Grenada terryactive@yahoo.com
Kathy Ann Morain	Community Programme Officer, National Disaster Management Agency (NaDMA), Grenada kmorain@hotmail.com
Terry Charles	General Director, Grenada Red Cross Society terrycharles_grenada@yahoo.com
Michelle Forbes	Deputy Director, NEMO vincymichelle@yahoo.co.uk
National Emergency Management Organisation	St. Vincent and the Grenadines nemosvg@gmail.com
Ronald Jackson	Executive Director, CDEMA
Elizabeth Riley	Deputy Executive Director, CDEMA
Jocelyn Lance	Head of Office, ECHO Caribbean
Lara Blanco	Deputy Resident Representative, UNDP
Danielle Evanson	Programme Manager, Climate Change and Disaster Risk Resilience, UNDP
Marlon Clarke	Project Coordinator, UNDP