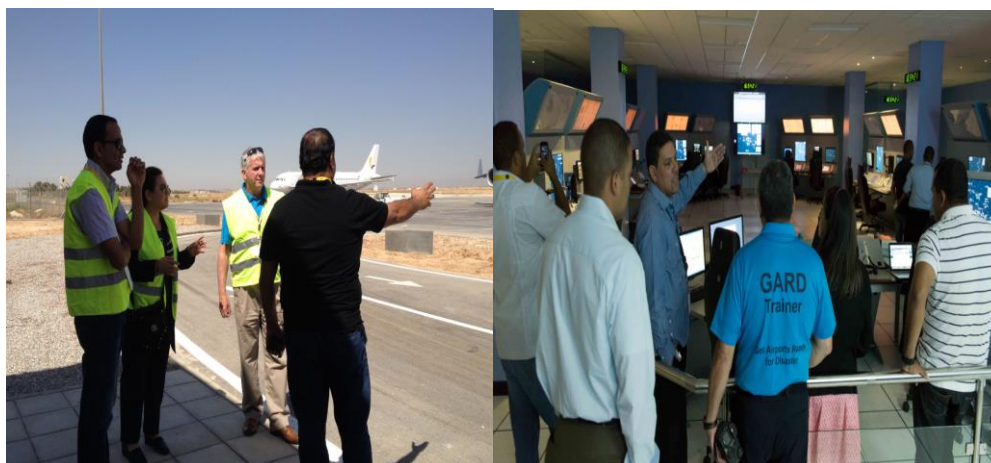

Get Airports Ready for Disaster (GARD)

(UNDP Project N. 00048055

Donor Ref. BMZ N. 2012.7986.8)



Evaluation Report

May, 15 2015

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EXECUTIVE SUMMARY

The present Evaluation of the Getting Airport Ready for Disasters (GARD) Project has been prepared in April-May 2015. The purpose of the evaluation was to assess the achievement of results, and to draw lessons that can improve their sustainability as well as aid in the enhancement of the next phases. The evaluation detailed approach, which utilizes the five standards evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact), is described below in chapter 1.2 and in the Inception Report.

I Project Summary Table

| | | | | |
|-----------------------|--|----------------------------|---|--|
| Project Title: | Getting Airports ready for Disasters (GARD) | | | |
| Focal Area | Disaster Risk Reduction (DRR) | | <i>Budget (€)</i> | <i>Interim expenditures by country (US\$)</i> |
| UNDP | BPPS | Project ID 00048055 | In-kind contribution at UNDP Country Office | |
| Donor | Government of Germany | Ref. BMZ N. 2012.7986.8 | 400,000 € | |
| Implementing Partner | DP-DHL | | In-kind contributions | |
| Beneficiaries: | | | | |
| | Armenia | | In-kind contributions | 49.826,06 |
| | Dominican Republic | | In-kind contributions | 33.734,36 |
| | El Salvador | | In-kind contributions | 9.860,24 |
| | Jordan | | In-kind contributions | 76.552,49 |
| | Panama | | In-kind contributions | 4.621,34 |
| | Peru | | In-kind contributions | 66.231,15 |
| | Philippines | | In-kind contributions | 47.588,15 |
| | Sri Lanka | | In-kind contributions | 54.779,14 |
| Project duration | 2 years from Sept 2012 | Total Project Cost: | 400,000.00 | 380.884,14€ (502.767,07 US\$) Balance 19.115,86 |

II Project Description and Design

The GARD Project was designed to strengthen capacities of airports to manage large-scale disaster response operations by optimizing preparedness levels of airport facilities and of key personnel to better plan and coordinate relief efforts. UNDP utilizes the services of the world largest specialized courier, DP-DHL, which provides experienced trainers and logistics experts to build up local capacity through training of airport staff, representatives of local agencies and government authorities. Implemented during the years 2013-2014, the GARD Project was financed by the Government of Germany with a budget of € 400,000.00. UNDP and DP-DHL provided in-kind contributions (staff time, logistical support, communication, travel). Embedded as an activity of the UNDP International Recovery Platform Project, it was not designed as a UNDP stand-alone project. The GARD training methodology was developed by DP-DHL in cooperation with UNDP. Participants are required to assess the designated airport and develop customized emergency response plans.

III Summary of Conclusions

The GARD Project is an example of outstanding public-private partnership and cost-effective utilization of funds to reach consistent and practical results in the areas of airport preparedness to respond to major disasters. Although unconventional, the design is simple but straightforward and evidences clearness of the approach. Relevance is undeniable. GARD proposes an innovative idea to reach true transformational changes at airport's facilities by developing airport surge capacity assessments and contingency plans. The

recognition of the importance of the processes initiated is prevalent in the opinion of stakeholders. For the first time, airports are targeted to enhance their logistical capacities and new relationships and collaborations develop among key entities involved in disaster management. Ownership has been fostered providing a good basis for sustainability. During the elaboration of this evaluation report, the importance of these activities are painfully evident with the terrible earthquake which hit Nepal on April 25th, 2015.

Overall, GARD workshops have been implemented in 14 countries covering 28 airports, with over 500 participants. During the evaluation period, eight countries benefitted from the training covering 12 airports with the participation of more than 250 people. In terms of mainstreaming GARD results into national contingency plans and disaster management plans, effects will have to be evaluated in the future. If properly managed, outputs obtained can be instrumental to mobilize additional resources to implement the key findings of the assessments. For a summary of achievements, see [Annex E](#) and [Annex F](#).

Evaluation Rating Table

| 1. Monitoring & Evaluation | rating | Comments |
|---|---------------|--|
| UNDP M&E system | MS | The RRF is largely simplified with relation to usual practice. The Project is embedded as an activity of the UNDP IRP Project; it lacks its own governance and M&E mechanisms. Consequently, Project data and information are not systematized and effects are not systematically measured as per UNDP's practice for standard project. |
| DHL internal M&E mechanism | S | DHL has a sound system of M&E; internal evaluations constantly improve activities. The GARD methodology has been revised and adapted constantly according to lessons learnt and feedback from participants. KPI have been developed to measure results of workshops activities. DHL appears genuinely committed to quality. |
| 2 IA& EA Execution | rating | Comments |
| Quality of UNDP Implementation | S | UNDP is involved in GARD at HQ, CO and Regional levels. At HQs, it provides global policy advisory on DRR and plays the key role of liaising with the donor and overall coordination with countries and the DP-DHL. COs support logistics and ensure that training's objectives and content are appropriately conveyed to stakeholders. Their role in follow up is of paramount importance and requires to be strengthened. Although unevenly, regional advisors have been instrumental in identifying countries needs and specificities. |
| Quality of DHL Implementation | HS | DP-DHL develops the training material and adapts it through feedback and lessons learnt. Workshops are conducted by highly motivated and highly motivating skilled DP-DHL aviation trainers, working free of charge. Their availability does not stop with the workshop; authorities are frequently supported to complete actions plans following the in-country training. |
| Overall quality of Implementation / Execution | HS | Project management is more than satisfactory. Partners played their roles as expected, with a high level of commitment. The partnership between UNDP and DP-DHL complements their individual core competencies. |
| 3. Assessment of Outputs/Outcomes | rating | Comments |
| Relevance | HS | Analysis of documents and policies and interviews with stakeholders confirm the GARD Project as highly relevant. Consistent with UNDP DPR's objectives, it is part of its preparedness agenda aiming at building/enhancing national capacities. It targets a non-traditional partner in development (airports) and identifies a key area of post-disaster management. GARD is extremely relevant for strengthening the PPP for DRR. Stakeholders increasingly recognize how important it is for airports to be prepared in case of emergencies. Efforts are required to ensure the GARD initiative is well embedded within broader disaster preparedness interventions at country level. |
| Effectiveness | S | Although a number of areas for attention are identified, the Project is effective in producing concrete, commendable and appreciated results in the field of airport preparedness. Logistically, no challenges are registered and UNDP support for organizing workshops is highly appreciated. The capacity of UNDP CO to dialogue with local authorities, the true commitment and high professional skills of DP-DHL experts and the willingness of stakeholders to collaborate and share information are key elements of success. DHL technical expertise and professionalism is widely recognized by participants who understand DHL experts are there to facilitate the process but the GARD owners are the country's authorities. The success of the workshop does not automatically translate into the success of |

| | | |
|---------------------------------------|---------------|--|
| | | follow-up activities. UNDP and DHL encourage measures that require clear identification of roles and milestones for enhancing capacity at the airport (identification of GARD Owner, follow-up working groups; GARD Plus refresher workshops). However, follow up activities are not a task for DHL but for UNDP given its presence in the field and continuous relations with the local Government. A larger level of engagement of UNDP COs should ensure completeness of the process and the inclusiveness of the airport assessment into national disaster plans. |
| Efficiency | HS | Management arrangements make the Project extremely cost-effective, as it is possible to appreciate from the valuable results it produces at minor cost (pro-bono cooperation of DHL, governments and UNDP in-kind contributions). Implementation delays are not registered. |
| 4. Sustainability | rating | Comments |
| Overall likelihood of sustainability: | ML | <p>The GARD approach includes key elements of sustainability. The training methodology is comprehensive, demand-driven and participatory, ensuring national ownership. It boosts national processes to strengthen airport capacities to adequately respond to emergencies; it fosters national dialogues among stakeholders and agencies involved and even with different departments of the same airport. Chances that achievements can be preserved are high, as the Project raised awareness on the importance to be prepared for disasters. Yet, positive effects should not overlook that much still remains to be done to integrate results into the process of emergencies handling:</p> <p>*Engagement of UNDP in follow-up activities varies from country to country; its involvement should systematically go beyond logistics.</p> <p>*Financial resource are needed: at country level to implement key findings of the assessment and at global level to expand the programme to other countries/regions. The Government of Germany has expressed interest in continuing financing GARD activities. UNDP is exploring possibilities to commit its own funding. Other donors may be approached.</p> <p>*Current demand for training is higher than the capacity of UNDP-DHL to satisfy it. Limited capacity of DHL to undertake more than 4-5 annual workshops may require expertise to be purchased on the market or the research for new modalities to provide the services. Whatever are the feasible solutions, the Consultant urges the partners to avoid increasing the quantity at the expenses of the quality.</p> |
| 5. Impact | rating | Comments |
| Overall Impact | S | <p>Impact is evident from the gained awareness of airport's authorities on the need to be prepared and to have an Action Plan to guide operations during emergencies. GARD provides a different perspective on airports functioning and how procedures may be made more efficient during relief operations. The impact of the Project is potentially quite bigger than the workshop itself; if properly managed and well supported in implementing follow-up activities, cascade events can effectively lead to transformational changes in the process of dealing with disasters-related emergencies and to sustained impact. This is effectively happening in Armenia and processes are well initiated in Jordan and in Sri Lanka. Real impact requires additional efforts in ensuring that GARD activities/results are effectively embedded into national emergency plans and linked to UNDP strategies and on-going/pipeline projects. Impact can be appreciated from the number of requests to hold follow-up training sessions in the form of GARD Plus (i.e. simulations and/or expansion to other national airports) by countries that already benefited from the programme as well as by requests for training from new countries.</p> <p>DHL and UNDP are building a sound and effective Public-Private Partnership; the GARD Project is a win-win activity for both of them as organizations. Private partners brings innovation and efficiency as it is effectively happening with GARD. The UN presence/brand assures a systemic integration of GARD activities, strongest links with national authorities, the capacity to ensure standards are set and national participation and ownership. It is a different way to provide services to the poor.</p> |

Rating for Outcomes, Effectiveness, Efficiency, M&E; I&E Execution: HS: Highly Satisfactory; S: Satisfactory; MS: Moderately Satisfactory; MU: Moderately Unsatisfactory; U: Unsatisfactory; HU: Highly Unsatisfactory.

Rating for Sustainability: L: Likely; ML: Moderately likely; MU: Moderately Unlikely; U: Unlikely

IV Recommendations

R. N.1: Full integration of GARD in UNDP DRR management activities at country level

Real transformational changes require the GARD Project to move from a mere provider of training to an effective mechanism around which to gather the interest of local authorities and donors to fund selected activities. GARD should be a step into a long-term disaster management process and become part of the on-going disaster management programmes of UNDP. Steps are already being taken but not systematically. At country level, this implies: i) UNDP commitment to follow up, strongly backed up by local management (Resident Representative); ii) UNDP GARD Owner to have the right level of seniority to ensure coordination of the training as well as expertise for follow-up activities; iii) synergies and multiply effects created: funding secured and alignment with projects in pipeline ensured to strategically use funds for implementing GARD findings (selected pilot activities identified for implementation and capacity development at airports supported); iv) relief and humanitarian agencies active in disaster preparedness and response (i.e. UN-OCHA, WFP, NGOs) to have a stronger participation in GARD activities.

R. N.2: GARD Project to become more structured and additional funding secured

Lessons learnt need to be centralized, systematized and shared, a task for UNDP at global and regional levels. Funding should be secured by multiple sources, including donors, UNDP, national governments and the same airports, especially when privately managed. Activities should aim at expanding the programme to other countries' airports and to implement identified activities in countries that already benefitted from the training. While keeping the clarity and simplicity of design, GARD would benefit from becoming a more structured, stand-alone project with its own M&E and governance mechanisms (Steering Committee) to increase commitment, visibility and accountability. A draft revision of the RRF is proposed in [Annex G](#) to support decisions for a continuation of GARD.

R. N.3: Fine-tune priorities for the expansion of the GARD programme

Current requests for GARD training are higher than the capacity of UNDP/DHL to provide it. The programme is valuable, relevant and successful; its expansion and replication to other regions/countries/airports should be done without compromising the quality of the service provided.

R. N.4: Linking up regions, airports and ports

Consider establishing regional networks of airports to increase the possibilities for collaboration; investigate from where goods would mostly come from in case of emergency and link together those airports according to logistics, cultural and political relationships to increase synergies and the possibility to provide faster and more sustained efforts. In case of islands, linking up with ports authorities may be crucial, especially when the same airport may be involved in the damages.

R. N.5: Management of workshops

The GARD workshop is already extremely effective. Further suggestions include: i) provide a GARD Plus/refresher training to all countries where the initial workshop proved successful; ii) include a simulation exercise in all GARD Plus training; iii) prepare a questionnaire to be filled in also before a GARD Plus event is organized to assess the state of the art and a clear commitment for the follow-up; iv) encourage participation to the workshop of a trained staff from another country's airport.

R. N.6: Replacement of training functions

All training functions should be able to be replaced; be ready for possible unavailability of the key role of the aircrafts and airports operations.

R. N.7: Establish an integrated M&E mechanism

An integrated M&E mechanism should be established for the GARD Project to be implemented in cascade with relation to DRR national activities and UNDP Country Programme DRR related interventions. At airports level, follow-up indicators should be established and authorities encouraged monitoring them.

R. N.8: Country specific recommendation for Armenia

Within the Custom Union with Russia and Belorussia, continue discussions on how customs standard procedures could be simplified during emergencies.

V Lessons Learnt

Lesson N.1 Convey the right message with the right modality

The willingness of authorities to collaborate for sharing information and opening airport space to the GARD team is variable. Systematic pre-training meetings/teleconferences and an accurate dialogue by the UNDP CO to ensure authorities are well informed about the content of the training, its objectives and expectations are key to gain eventual mistrust.

Lesson N.2 An effective training approach and a fine-tuned methodology.

The GARD methodology has gone through a process of enhancement and revision according to lessons learnt. The most successful countries are those where workshops were genuinely demand-driven. The presence of the right participants in terms of level of seniority and of represented functions ensures constant attention. The identification of a GARD Owner preferably before the workshop takes place is more likely to ensure ownership and success. The way in which trainers engage with participants is very important; it must be interactive, lively and motivating. The simplification of the Airport Assessment Report and the adaption of training material facilitated the process.

Lesson N.3 Trainers to speak the local language and be skilled in airport operations.

Workshops are more likely to succeed when the trainer can interact in the language of the participants. The presence of a specialized trainer in aircrafts and airport operations is required. However, this expertise is not widely available.

Lesson N.4 An effective follow up activity.

Stakeholders agree that the training is an innovative and effective idea. Yet, without the necessary follow up, it will not translate into sustainable results. GARD Plus sessions and the role of UNDP CO are vital in ensuring impact and sustainability (implementing identified activities/linking with national DRR policies).

Lesson N.5 An effective public-private model of partnership.

GARD is a win-win activity for both UNDP which can get very unique skills that would not normally have or that it would need to pay to have it and for DHL which can increase its external and internal reputation and provide additional motivation for its employees. Both organizations learn from each other and provide to society an extremely cost-effective service.

Lesson N.6 Adaptive Management, professional and dedicated experts.

There is widespread recognition that GARD success is due to the professionalism, dedication and commitment of DHL and UNDP COs staff. DHL is committed to quality; adaptive management led to continuous improvement of the approach and of the training methodology.

Lesson N. 7 A new area for cooperation

The GARD programme represents a new area of cooperation as airports are a non-traditional target of UNDP cooperation. Workshops underlined the importance of well understanding how an individual airport works and what areas for improvement are. The same airports authorities have been dealing with issues they never really considered as of vital importance. Workshops taught participants that expecting disasters and being prepared save lives and mitigate losses and that decisions must be taken on time.

LIST OF ABBREVIATIONS

| | |
|---------|--|
| ASCA | Airport Surge Capacity Assessment |
| BPPS | Bureau for Policy and Programme Support |
| CDT | Climate Change and Disaster Risk Reduction Team |
| CO | Country Office |
| CDMP | Comprehensive Disaster Management Programme |
| DPRCP | Disaster Preparedness and Response Contingency Plan (Armenia) |
| DP-DHL | Deutsche Post-DHL |
| DPR | Disaster Preparedness and Response |
| DRR | Disaster Risk Reduction |
| DRRR | Disaster Risk Reduction and Recovery |
| DRT | Disaster Response Teams |
| GARD | “Get Airports Ready for Disaster” |
| IRP | International Recovery Platform (Project) |
| KPI | Key Performance Indicators |
| MoES | Ministry of Emergency Situations (Armenia) |
| M&E | Monitoring & Evaluation |
| MoU | Memorandum of Understanding |
| PDNA | Post-Disaster Needs Assessment and Recovery Frameworks |
| RRF | Results and Resources Framework |
| SOP | Standard Operating Procedures |
| UNDP | United Nations Development Programme |
| UN-OCHA | United Nations Office for the Coordination of Humanitarian Affairs |
| WFP | World Food Programme |

1. INTRODUCTION

1.1 Purpose of the evaluation

The “Get Airports Ready for Disaster” (GARD) Project is an initiative stemming from the Tripartite Memorandum of Understanding (MoU) on Disaster Preparedness and Response (DPR) signed in 2005 between the United Nations Office for the Coordination of Humanitarian Affairs (UN-OCHA), the United Nations Development Programme (UNDP) and Deutsche Post-DHL (DP-DHL or DHL). This Evaluation concerns two-year implementation - 2013-2014 - under the Government of Germany’s financing. The Project is embedded as an activity of the “UNDP support to the International Recovery Platform” project¹; for these characteristics, the Project does not require a formal evaluation, under UNDP’s Monitoring & Evaluation (M&E) policies and procedures. However, given the involvement of a bilateral donor, positive results and requests for expansion, an evaluation of the Project has been initiated by the Climate Change and Disaster Risk Reduction Team (CDT), Bureau for Policy and Programme Support (BPPS)², based in Geneva. The intention is to inform partners and donors about the outcomes of the Project and identify elements to guide the design of follow up activities.

GARD was designed to optimize preparedness levels of airport facilities and key personnel to ensure surge capacities to manage additional flights loads to facilitate humanitarian services to people affected by natural disasters. Encouraged by the success obtained and demand for training in countries, the decision to extend it to other regions was facilitated by the financing of the Government of Germany for the years 2013-2014. During this period, the initiative was implemented in eight additional countries by building up local capacity to better plan and coordinate relief efforts; it targeted airport staff and other personnel related with DPR.

The present report constitutes the final Evaluation of the Project and has been elaborated by the independent consultant Elena Laura Ferretti in April-May 2015. The Evaluation has been conducted according to the guidance, rules and procedures established by UNDP and the ToR ([Annex A](#)). It entailed a well-prepared home-based preparation period, interviews to key stakeholders in Geneva where the UNDP BPPS has its headquarters and a long list of telephone interviews to DP-DHL, which implements the Project and countries involved. The final report has been submitted on May 15, 2015.

According to the TORs, the main purpose of the evaluation is to:

- identify project design and management issues;
- assess progress towards the achievements of the output targets, as well as the results and impact at national government level, UNDP country office and UNDP HQ;
- identify and document lessons learned that would inform the formulation of a proposal covering the years 2015-16 (including lessons that might improve linkages and/or interactions with other UNDP projects); and
- make recommendations regarding specific actions and project adjustments that might be taken to improve the next phase of project, in particular the support needed to contribute to longer-term and sustainable results.

¹ The GARD Project has never translated into a formal UNDP project document.

² Until October 2014, the division was named Bureau for Crisis Prevention and Recovery (BCPR).

In addition to assessing the degree of attainment of the two identified outputs, the TORs specifically request the evaluation to take into account the following issues:

Issue 1: Alignment of the GARD follow up plan with UNDP's Disaster Risk Reduction projects, when applicable.

Issue 2: Impact of the GARD training on the actual preparedness of airports to face disasters through the implementation of actions plans

Issue 3: the role of GARD events on better positioning UNDP with national authorities.

Issue 4: UNDP DHL partnership agreement: What has worked? And areas to be improved?

Issue 5: Involvement of other UN partners in GARD programme

International standard evaluation criteria apply, that is relevance, effectiveness, efficiency, impact and sustainability. Evaluation questions were drafted during the inception phase, according to these criteria and based on the requirements of the TORs.

1.2 Scope and methodology

The Evaluation aimed at collecting and analyzing data in as much as possible systematic manner to ensure that all the findings, conclusions and recommendations are substantiated by evidence.

The rationale of the Consultant's approach included:

- a qualitative evaluation based on the collection of primarily secondary data and documents, supplemented by long-distance interviews to relevant stakeholders (field visits were not envisaged);
- an analysis of the information collected based on the five standard evaluation criteria (relevance, effectiveness, efficiency, sustainability and impact);
- evaluation findings assessed according to the stakeholders' perspectives of the project adequacy and the perceptions of its long-term possibility for impact;
- a well prepared desk phase, considered key to the success of the evaluation;
- respect of the Code of Conduct for Evaluation in the UN System.

The approach developed in four phases:

- *Preparation Phase:* a desk review of basic documentation and literature ([Annex B](#)) provided by the Project and obtained through a web research; first identification of gaps of information; preparation of the evaluation design (evaluation questions, proposed methods, sources of information and data collection procedures ([Annex C](#)); elaboration of the Inception Report, submitted to UNDP BPPS on 9th April, 2015. It included the tentative schedule of interviews with identification of relevant stakeholders (UNDP HQ and Country Offices (COs) staff, DP-DHL staff, beneficiaries). A first analysis of the Results and Resources Framework and of management arrangements was made as well as an in-depth study of documents available;
- *Field and Full Interview Phase:* interviews with relevant stakeholders were tailored to ensure participation, get their informed opinions on outputs and outcomes and analyze findings. [Annex D](#): people/institutions interviewed and schedule;
- *Draft reporting phase:* a draft report has been submitted on May the 5th, 2015;
- *Final reporting phase:* following comments received, the final report has been prepared, including the provision of ratings to assess relevant criteria ([Annex H, Rating Table](#)).

The evaluation considers the period between 2013-2014 when eight countries were involved, that is Armenia, Dominican Republic, El Salvador, Jordan, Panama, Peru, Philippines and Sri Lanka. In agreement with UNDP, four countries were selected for focused interviews based on geographical coverage and on

evidence of follow-up activities taking place after the implementation of the GARD training; these are Armenia, Dominican Republic, Jordan and Sri Lanka.

1.2.1 Limitations and elements of attention

Some critical elements have to be considered in reading this report for the way in which they may have affected the evaluation process and findings:

- Long-distance interviews are always less effective than face-to-face interviews and field visits; in some cases, the language barrier impeded in-depths interviews with some of the beneficiaries;
- Due to the specific characteristics of the Project, the lack of a systematic and structured utilization of the Results and Resource Framework as a monitoring tool did not provide data on measured indicators and targets;
- The sudden-onset earthquake in Nepal during the evaluation period made impossible to reach some of the stakeholders;
- The analysis of impact is pre-mature but effects are already manifesting;
- Difficulties of “attribution” considering exogenous factors, which are not necessarily attributable to the Project, are present; however, this is less evident than in other cases due to the unique approach of GARD targeting airports that are non-traditional partners of UNDP.

A well-prepared desk phase and flexibility in arranging interviews counterbalanced most of the limitations.

2. PROJECT DESCRIPTION AND DEVELOPMENT CONTEXT

2.1 Development context³

The last decade has been marked by an increase in the recurrence and intensity of disasters with catastrophic impact on peoples' lives and livelihoods. During this period, there have been over 4,000 disasters recorded, with over 2 billion people affected and economic losses are estimated at USD 960 billion. While the number of disasters and their catastrophic consequences grow, national governments face numerous challenges in delivering aid and other humanitarian services to affected people to prevent further loss of lives. Critical to quick delivery of aid is transportation lifelines such as airports, cross border roadways and access by sea. In island countries or archipelagos, the absence of cross border roadways makes airports a critical facility for delivering external aid to countries. Managing the logistics of a large-scale humanitarian operation can be complex particularly if it involves both military and civil agencies assistance from several countries offering different types of aid. One of the reasons is the lack of capacities to manage the huge inflow of relief materials from various sources. Airports are key links to delivering humanitarian assistance on ground. Unfortunately, in many situations capacities are often overwhelmed due to the sudden surge in incoming flights, lack of equipment for offloading relief goods, and limited warehousing for storing relief items. Other factors that can derail the delivery of humanitarian services are the capacity for servicing the needs of the flights landing such as refueling capacities, apron capacity etc. These impediments reduce efficiency and speed of delivery of services and goods to people. Airports need to be equipped with surge capacities to manage large-scale humanitarian operations. In addition to airports having the logistical capacities to manage flow of relief items, the airport management coordinates with other ministries in complying with customs regulations, immigrations, storage and movement of goods, relief distribution etc. The host country's capacity to manage the influx of humanitarian aid and personnel determines largely the quality of humanitarian assistance to affected people. While the scale of disasters is unpredictable, capacities for preparedness can be developed beforehand to ensure an effective humanitarian response that can help minimize loss of lives and curb physical damage of the disaster.

Preparedness also includes the development of standard operating procedures (SOPs) delineating roles and responsibilities of the airport management with other entities to ensure that functions, which support the movement of relief aid are pre-arranged and in place prior to the disaster and are situated within the National Government preparedness and emergency response plans.

Although it is impossible to be protected from the power of earthquakes, tsunamis, volcanic eruptions or floods, people can still prepare themselves, so that natural disasters do not automatically become humanitarian disasters. When natural disasters strike, the airports in and around the disaster zone very often become bottlenecks in the flow of relief supplies, as the existing infrastructure often cannot handle the tremendous volume of incoming goods. As a result, the onward transport of life-saving relief supplies is delayed or rendered impossible. These days, this is unfortunately and sadly seen with the earthquake, which just hit Nepal.

2.2 Project background and history

In 2005, UN-OCHA, UNDP and Deutsche Post-DHL signed a Tripartite Memorandum of Understanding (MoU) to collaborate on: i) *Disaster Preparedness*, specifically on: a) Emergency Logistics Preparedness Planning and b) Public Education and Awareness and ii) *Disaster Response*, specifically on: a) Disaster Response Cooperation and b) Tracking of Emergency Goods.

³ Source of information: GARD Proposal, Sept. 2012; EM-DAT CRED database.

The UN were originally approached by DP-DHL which was already implementing one of the main pillar of its Corporate Responsibility Programme called *GoHelp* under which DHL deploys Disaster-Response Teams (DRT) to assist countries during natural disasters. During the 2004 earthquake in Iran, DHL observed that a tragedy was occurring within the natural disaster when the airport became overflowed with goods and people and had to be shut down as its capacity to sort merchandises out and manage the situation was seriously challenged. DHL arranged to offer its experience and expertise to provide support in similar situations. As these are tasks requiring a structured organization, the UN were approached as key partners for collaboration; extended dialogue led to the Tripartite Agreement in 2005 with UN-OCHA for its role in disasters responses and UNDP for its extensive country presence and expertise.

Under this umbrella, the GARD programme on airport preparedness was designed based on the assumption that airports are the most important transport/shipment centers in the relief logistics chain, and that during a disaster insufficient preparation by the airport management and staff can lead to delayed relief supplies or even airport closures. The first GARD trainings took place in Indonesia, Nepal and Bangladesh between 2009 and 2010. Since then, 28 airports in 14 countries have been targeted, including those covered by this GARD Project under evaluation. Effectively in 2012, the Government of Germany, recognizing the importance of the initiative, provided funds to cover eight airports in 2013 and 2014.

2.3 The partners

UNDP. UNDP works through a network of 170 countries and territories and is one of the largest global public-sector actors in the area of natural disaster reduction. UNDP's Disaster Risk Reduction and Recovery programmes spread over 60 high-risk countries with average annual expenditures of over US\$ 150 million. Within the UN system, UNDP positions itself to play an important and unique role in supporting high-risk countries to achieve their development goals by reducing disaster risks and loss to life and assets and strengthening long-term resilience. UNDP works with national and local governments to ensure that Disaster Risk Reduction is a nationally led and owned process that is integrated into the national development planning. Since 2014, Disaster Risk Reduction (DRR) is part of a new and expanded team covering Climate Change, DRR and Energy under the recently established BPPS. BPPS works to build capacities and provide timely and appropriate technical guidance for DRR as well as post disaster recovery. UNDP works together with other UN agencies, in particular with UN-OCHA on capacity development for Disaster Preparedness.

The International Recovery Platform (IRP) initiative, under which GARD is currently embedded, was born during the World Conference on Disaster Reduction in Kobe on January 2005. UNDP played and continues to play a lead role in building up this partnership and has been particularly involved in the following areas: a) Chairing the IRP Steering Committee; b) Enhancing Recovery Operations; c) Knowledge Management and Advocacy, and d) Training and Capacity Building. Particularly, UNDP has contributed the enhancement of recovery operations by elaborating - in partnership with the European Union (EU), the World Bank and the UN an appropriate methodological tool for post-disaster needs assessment and for designing post-disaster recovery frameworks, which is the Post-Disaster Needs Assessment and Recovery Frameworks (PDNA).

DHL. The DP-DHL Group operates in more than 220 countries and territories with more than 480,000 employees. Its Corporate Responsibility Strategy is based on three pillars: i) the *GoGreen* for environmental responsible actions ii) the *Go-Teach* to improve educational opportunities and iii) the *Go-Help* under which the GARD programme is included. The *Go-Help* pillar includes the Disaster Response Teams and the GARD programme. Both programmes are in partnership with the UN and support global relief efforts by volunteering DHL logistics expertise, global network and the personal commitment of its individual employees. In cooperation with UN-OCHA, the Disaster Response Teams deploy around the world when a natural disaster occurs to provide support and expertise. Currently, a global network consisting of over 400 specially trained employees volunteer their time to be part of the DRTs located in the three regions under

which DHL is organized (the Americas, the Middle East/Africa and Asia Pacific regions). DRT members can be mobilized within 72 hours to assume various logistics responsibilities (unloading airfreight palettes, warehouse relief supplies, conducting inventory, ensuring incoming supplies are received by the appropriate relief organizations in an orderly fashion. A number of 30 deployments developed during disasters, the last one currently ongoing in Nepal, following the disastrous earthquake of April 2015.

2.4 Description of the project

The GARD Project was designed to strengthen capacities of airports to manage large-scale disaster response operations by optimizing preparedness levels of airport facilities and of key personnel to better plan and coordinate relief efforts. By building up local capacity through training of airport staff, it ensures surge capacities to manage additional flight loads to facilitate humanitarian services. The workshop includes an on-site risk analysis as well as the development of actions plans to increase the capacity and efficiency of airports. Previous GARD activities were extended to eight additional countries, namely Armenia, El Salvador, Dominican Republic, Jordan, Panama, Peru, the Philippines and Sri Lanka. Entirely financed by the Government of Germany, the Project has been implemented during the period 2013-2014 with a budget of 400,000 Euros.

The stated outcome of the Project is *to support national governments in high disaster-risk countries and airport authorities to have enhanced in-country capacities to facilitate quick delivery of post disaster support services to people affected by natural disasters.*

The specific outputs of the Project are:

- Capacity of Airport personnel enhanced to manage disaster relief surge and respond efficiently to humanitarian needs;
- Airport Preparedness plans developed and aligned with National Disaster Preparedness plans.

Participants selected for GARD training should hold key roles within the airport operations or national disaster management strategy. These typically include: Duty or Airfield Operations Managers, Air Traffic Control Managers, Cargo Managers, and Security Managers. In addition, the training usually includes representatives from the Military/Airforce, Government/Ministry of Transport staff, and Disaster Risk Reduction Management/ National Disaster Management Agency personnel. Agencies involved in DPR operations are usually invited, among others UN-OCHA, WFP and bilateral cooperation agencies.

GARD training requires very specific and specialized expertise. Within the public-private partnership, the Project is implemented by DP-DHL through its network of airfreight experts, supporting UNDP and Government activities in disaster management. Currently, DHL has a pool of about 10 experts in Europe and 15 in Latin America, out of which GARD trainers are selected. Trainers usually include international DHL volunteers plus local DHL staff able to speak the language of the country and familiar with customs and regulations; they remain a point of reference for local authorities after the training is terminated.

GARD methodology

The GARD training methodology has been developed by DP-DHL in cooperation with UNDP. It proposes a training programme targeting airport officials and related disaster management authorities and aiming at increasing the capability of an airport to deal with the consequences of a disaster, i.e. increasing the number of airplanes, people and cargo that an airport can handle. Assisted by DHL airport specialists, participants assess the airport for bottlenecks and work on an action plan to evaluate the capacity of the airport to react efficiently and effectively. The GARD Methodology includes:

- Airport assessment for identifying possible issues during a disaster

- Group work (usually three groups) to find solutions for the identified issues
- Report writing and presentation of the issues to others
- Drafting of an Action Plan

A workshop provides both theoretical and practical training. Participants usually divide into three groups: i) Inflow; ii) Activities; iii) Outflow. Each group is responsible for assessing a specific function of the airport and its response ability during a disaster, finding solutions and reporting for the specific area. The three areas examined are cargo, passengers, and airport operations (i.e. getting information on the capacity of the airport to have a certain number on inflight and outflight activities, to eventually host an emergency hospital/medical facility (space, availability of water, electricity...), description of the role of the military, presence of NGOs, Media relations handling.

3. FINDINGS

3.1 Project Design / Formulation

3.1.1 Project logic and strategy

Perfectly aligned with UNDP strategies at global and country level for disaster risk management and reduction, the donor-funded GARD Project was designed in 2012 following successful implementation of similar activities in other countries and airports. The budget amounts to €400,000 fully financed by the Government of Germany to be utilized over a period of two years. UNDP was to provide in-kind contributions through HQ and Country Offices' staff time for the necessary coordination, administrative and logistical support and additional financial resources required for the Project. DP-DHL provides expertise free-of-charge including also travel and communication expenses.

Designed to assist airports in disaster high-risk countries to develop capacities for quick and efficient delivery of humanitarian services, the Project has maintained its relevance with relation to both country and global objectives of reducing risk and managing the aftermath of disasters. Although the Government of Germany financing allowed GARD activities to become more structured and organized, a formal UNDP project document has never been signed and the GARD Project figures as an-hoc type of initiative embedded as an activity of the UNDP Support to IRP project. A Results and Resources Framework (RRF) has been prepared but largely simplified with relation to usual practice.

Objective and outcome: although in line with general UNDP strategies and policies in the area of disaster preparedness, the project proposal formulates an ad-hoc outcome that is not totally related to a specific UNDP Strategic Plan outcome. However, this outcome is not reported in the RRF that instead reports an "objective" differently formulated; outcome indicators are not identified. Overall, this causes confusion in the wording and does not provide a full framework for M&E.

Outputs and Indicators: the two identified outputs with relative indicators are clearly formulated and remained unchanged during project implementation. They relate with enhancing the capacity of airport personnel to manage disaster relief surge and to develop airport preparedness plans and align them with national disasters preparedness plans. Although clearly formulated, the Consultant believes that the first output would be better formulated as the Project outcome to eventually relate to a corporate outcome at a higher level. Project's outputs should relate with the production of the airport assessment report, the action plan and then their integration/alignment with national disaster preparedness plans. However, UNDP practice is to avoid project-dedicated outcomes; to ensure relevance, outputs are meant to be linked to outcomes of the BPPS Global Programme and its related outputs. This should be properly aligned in the future, if the Project continues.

Several indicators are identified for each output and are mostly sound but not sufficiently well organized to clearly distinguish measurement of effects of the training itself and then of the desired follow up activities. During the development of the programme, the Project implementing partner has developed additional Key Performance Indicators, which improve the framework for monitoring and evaluating results. In terms of budget, the allocation of funds was more or less equally divided for the two years of implementation.

The Project envisaged a systematic approach to developing the capacities of airport authorities in selected high disaster prone countries to respond to major disasters and effectively deliver humanitarian aid. Although unconventional, the design is simple but straightforward and evidences clearness of the

approach. Relevance is undeniable; the Project stands as an innovative and cost-effective initiative. [Annex E](#) is the Consultant's summary report on achievements, based on the RRF, with ratings.

3.1.2 Implementation approach and management arrangements

The GARD Project is managed by the CDT of the Geneva UNDP BPPS. The Project has been recently taken over by a new team, following partly UNDP restructuring and physiological staff turnover. As implementing partner, UNDP utilizes DP-DHL technical expertise, supported by UNDP COs at country level to roll out the trainings. UNDP Regional Advisors provide guidance from a regional perspective.

The Project document envisaged the constitution of a steering committee at HQ level to provide qualitative inputs, guidance and oversight for implementation. Due to the special characteristics of the Project, the steering committee as such has never been set up.

The Project was to involve UN-OCHA, the WFP and eventual other agencies with expertise in logistics and active at country level in disaster response and development of contingency plans. Present only in a few workshops, the role of UN-OCHA in GARD has been minimal.

The Project document reports the roles and responsibilities of the main Project stakeholders, as below:

| UNDP HQ & UNDP Country Offices | DP-DHL | National Governments |
|---|--|--|
| Selection of countries and liaison with National Governments for an agreement on conducting the training | Development of GARD training programme including training materials, assessment procedures and templates for the training. | Authorization for UNDP and DP-DHL to conduct training and use Airport premises for conduct surge capacity assessments. |
| Facilitate and support logistics and finances for training. | Deployment of experts and delivery of training module on GARD. | Selection of airports and participants /officials for the training. |
| Support delivery of the training through its adaption to local needs and other services such as translation of materials and sessions. | Assessment of Airport surge capacities and report to National Government. | Co finance workshop costs if required. |
| Workshop report and follow through to ensure that the Airport preparedness plans are aligned with National Disaster Preparedness plans. | Training evaluation and follow up. | Follow up on training through development of detailed airport preparedness plans & alignment with National Preparedness plans. |
| Support GARD refreshers training if requested by National Government. | | Host GARD refreshers training if required. |

3.2 Project Implementation

3.2.1 M&E and adaptive management

M&E and reporting requirements are set in the project document as well as in the "Third Party Cost-Sharing Agreement between the Federal Republic of Germany (the donor) and UNDP for a Contribution through the Country Window of the Thematic Trust Fund for Crisis Prevention and Recovery". Reporting to the donor is done according to UNDP accounting and reporting procedures as set out in the Agreement between the partners. It entails: a) an annual status report of Project progress for the duration of the Agreement, as well as the latest available approved budget and financial implementation status; b) an annual certified financial statement as of 31 December every year; c) a final report summarizing project activities and impact as well as provisional financial data (within six months after the date of completion or termination of the agreement); d) a certified financial statement on completion of the project.

UNDP HQ based staff is responsible for M&E activities and for reporting to the donor. The 2013 Project Progress Report to the Government of Germany has been delivered; the 2014 report is still pending as it has been agreed to deliver it at the completion of all payments and expenditures. The envisaged evaluation is satisfied with the present evaluation report.

As GARD is not a UNDP standing-alone project, the formalities of M&E and of having a Steering Committee were not implemented. UNDP Geneva followed activities as part of the larger ICR project, without a dedicated M&E system and internal reporting. As a result, Project data and information is not systematized and effects are not systematically measured as per UNDP's practice for standard projects. The filing system was found deficient.

Annual meetings are envisaged between UNDP and DHL to review project activities. These coincided with the DHL Go-Help Conferences in Bonn held in 2013, 2014 and 2015. DHL has a sound system of M&E; internal evaluations are conducted to constantly improve activities. DHL appears genuinely committed to quality. The GARD methodology has been revised and adapted constantly according to lessons learnt, feedback from workshops participants and cultural adjustments required by the countries' specificities. A system to measure results is implemented applying questionnaires and testing; lately new Key Performance Indicators (KPI) have been developed to measure results of workshops activities. DHL also keeps statistics of the programme updated and extensively report on its website ensuring information, visibility and transparency. Evaluation forms are systematically applied after each workshop and information is effectively utilized to monitor and improve the programme.

These activities are not mere formalities but effectively lead to changes and improvements. Adaptive management resulted into key modifications of the training methodology (see chapter on efficiency and effectiveness). Risk and Assumptions were not identified in a systematic way. This should be adequately addressed during the next phase to ensure all pre-conditions for holding a training are clear to all stakeholders and identified in a matrix. A draft revision of the RRF is proposed in [Annex F](#) to support decisions for a continuation of GARD; risks and assumptions (pre-conditions) have been included. The most important elements are related with:

- willingness of airports authorities to open their spaces for the assessment and to share information,
- ensure the appropriate roles and functions are represented in the training and participants have the desired level of seniority to be able to take and implement decisions,
- willingness and political support to follow up on the airport preparedness plans and mainstreaming it into the relevant disaster management policies and strategies.

3.2.2 Financial planning and expenditures

Available financial resources covered the implementation of GARD activities in eight countries. Funds were utilized to cover costs of training workshops arrangements (food, translations, transport, and eventually accommodation of experts), national consultants and production of communication material (GARD brochures, videos). DP-DHL covered all costs related to its employees and their ability to deliver the agreed services (staff time, flights, and communication). UNDP COs provided in-kind contributions for the timing of staff and for communication. The following table shows budget allocations and interim expenditures. The final expenditures will be available at the annual financial closure.

Table N.2 Budget allocations and interim expenditures

| | Allocation Year 1 (€) | Allocation Year 2 (€) | 2013 Expenditures (US\$) * | 2014 Expenditures (US\$) | Total |
|---------------------------|--------------------------|--------------------------|-------------------------------|-----------------------------|-----------|
| Armenia | | | 16.191,76 | 33.634,30 | 49.826,06 |
| Dominican Republic | | | | 33.734,36 | 33.734,36 |

| | | | | | |
|--|--------------------------|---------|-----------|------------|------------|
| El Salvador | | | | 9.860,24 | 9.860,24 |
| Jordan | | | | 76.552,49 | 76.552,49 |
| Panama | | | 576 | 4.621,34 | 4.621,34 |
| Peru | | | | 66.231,15 | 66.231,15 |
| Philippines | | | 17.861,36 | 29.726,79 | 47.588,15 |
| Sri Lanka | | | | 54.779,14 | 54.779,14 |
| BPPS-DRR Global Project Team | | | 19.443,75 | 102.513,20 | 121.956,95 |
| Total Allocations/Expenditures | 212,590 | 187,590 | 54.072,87 | 411.653,01 | 465.725,88 |
| Facilities & administration costs (7%) | 13.090 | 13.090 | | 37.041,19 | |
| | Total allocation 400,180 | | | | |
| Total Exp. + commitments | 502.767,07 | | | | |
| Total Exp. In euro | 380.884,14 | | | | |
| Project balance | 19.115,86 | | | | |

*UNDP, Government and PD-DHL in-kind contributions are not quantified

** Euros in blue color

UNDP General Management Support (GMS) services are provided at a cost of 7% of the budget. Financial management is done by UNDP Geneva and through UNDP COs at local level. Funds were received in the account of the IRP project. Costs of the workshops are quite variable; estimates are requested to each UNDP CO (logistics, food, transport, translations) together with a Concept Note based on which funds are approved and then transferred from HQ. UNDP COs report on financial expenditures to HQ through the UNDP ATLAS. Financial reporting to the donor is provided through the annual reporting requirement.

In 2013, UNDP received a first tranche of € 200,000 corresponding to US\$ 261,780.11. Expenditures reported were US\$ 292,052.02 including commitments. The request for the second tranche dates April 2014. Interim total expenditures amount to US\$ 502.767,07 that is € 380.884,14. The current balance of € 19.115,86 is programmed for allocation to GARD Plus 2015 initiatives in the countries concerned. Financial management appears to have posed no major challenges; funds have been spent with efficiency and above all with effectiveness. Management arrangements make the Project extremely cost-effective, as it is possible to appreciate from the valuable results it produces at minor costs.

3.2.3 UNDP and the Implementing Partner project management

Project management is more than satisfactory. All partners played their roles as expected, with a high level of commitment. Fortunately, the UNDP 2014 restructuring which translated into an important cut of personnel, did not have major repercussions on the Project; changes of staff occurred but Project operations did not experience any interruption or delay.

The partnership between UNDP and DP-DHL complements their individual core competencies. DP-DHL plays a fundamental and quality role in developing the training material, continuously improving it and in conducting the workshops. It has also been exceptionally available for supporting authorities in developing their actions plans even after the completion of the in-country training. Workshops are conducted by highly motivated and highly motivating skilled DP-DHL aviation trainers, working free of charge.

UNDP is involved at HQ, Regional and Country level. At **HQ level**, UNDP's BPPS, CDT works to provide global policy and advisory support on disaster risk reduction, post-disaster recovery and climate risk management. The Director of the Geneva Representation office plays the role of liaising with DP-DHL and the donors. A Preparedness Programme Analyst assists in day-to-day management and in the implementation of the Project, under the overall supervision of the Partnership Advisor for CDT, also based in Geneva.

At **country level**, the UNDP head of programme (country director or Deputy Resident Representative) provides activities oversight and ensure implementation. The UNDP CO head of unit for DRR (or the

Programme Officer in charge of DRR) is responsible for facilitating contacts with national authorities and stakeholders, supporting logistically the organization of the workshops and the smooth implementation of the trainings and for follow-up activities. **UNDP COs** play a key role in ensuring that the objectives and content of the training is appropriately conveyed to stakeholders and beneficiaries. Relationships appear cooperative and the role of UNDP CO is widely recognised. Nonetheless, stakeholders point to the need to strengthen UNDP CO role and engagement during the training to further guarantee his/her capacity to follow-up activities after the workshop.

UNDP Regional Hubs play an important role, especially in certain regions (i.e. Latin America). At the regional level, UNDP works through teams of sector specialists and crisis prevention and recovery experts located in Latin America, Asia, Arab States, Africa and Europe and the Commonwealth of Independent States. The regional centres provide technical services and advisory support to country offices and help with programme development. The regional centres are also tasked to build partnerships and promote regional capacity building initiatives to create and share knowledge to address development challenges in the region. Their role can be crucial in the initial identification of countries and in providing the initial answers to the numerous questions arising before a workshop can be organized. Unfortunately, they do not systematically participate to the training.

3.3 Project Results

3.3.1 Relevance

Rating: HS

The emphasis of UNDP strategies and portfolio for disaster risk management has gradually increased during the years. The GARD Project is highly consistent with UNDP disaster preparedness and response objectives and it is part of its preparedness agenda. The GARD Project is about national capacity building/enhancing and about increasing national ownership. It targets a new partner in development (the airports) and identifies a key area of post disaster management. In addition, the GARD project is extremely relevant for strengthening the public-private partnerships for disaster risk reduction.

The Project is shaped as an activity of the UNDP Support to International Recovery Platform project. This project's outcome is "Strengthened recovery practice and capacity for resilient recovery in countries affected by disasters". This project is articulated into four components; GARD is embedded into Component 4 "Training and Capacity Building" and more specifically corresponds to Outputs 4.3 "Capacity of airport personnel to manage disaster relief and response enhanced and airport preparedness plans strengthened". As part of the IRP project and not a stand-alone project, GARD did not refer to a specific corporate outcome of the UNDP Strategic Plan; a GARD Project outcome was ad-hoc formulated. Although this caused some confusion and somehow reduced the obligation to report on the specific outcome as usual UNDP practice, project objectives are in line with UNDP global, regional and local DPR objectives and its relevance is undeniable. The analysis of documents and policies and the interviews with stakeholders confirm the GARD Project as highly relevant.

The Project intends to generate capacity for natural disasters management by strengthening airport staff's capacity to better respond to emergencies; it also envisage mainstreaming the results of the airport preparedness assessment into the national disaster and emergencies management plans. Over the period 2005-2014, UNDP's thematic trust funds on recovery helped countries affected by disasters to kick start early recovery programmes and build capacities for management of large-scale recovery processes and long-term risk reduction. To this end, UNDP has initiated projects with selected countries to enhance recovery capacities and ensure that risk considerations are integrated into recovery processes so that they reduce risks of future disaster and losses.

Over the past 10 years, UNDP has invested 1.7 billion in building resilience and providing support to countries in disaster risk reduction and recovery. The expected outcome is completely in line with UNDP Strategic Plan 2008-2013 Goal 3 Supporting crisis prevention and recovery, Expected Outcome 1 and 5. Relevance is maintained under the new UNDP Strategic Plan for the years 2014-2017; the focus on Disaster Risk Reduction (DRR) is reflected against two corporate outcomes:

- **Outcome 5:** Countries are able to reduce the likelihood of conflict, and lower the risk of natural disasters, including from climate change
- **Outcome 6:** Early recovery and rapid return to sustainable development pathways are achieved in post-conflict and post-disaster situations

To support these outcomes, as well as the Hyogo Framework for Action (HFA), the UNDP Climate Change and Disaster Risk Reduction Team, under the new BPPS, has developed three strategic objectives on DRR:

- **Understanding and communicating risk** - to support local governments on DRR awareness, risk assessment/risk information database and establishment of early warning system;
- **Reduce risks** - to support governments to have appropriate legislative, policy, institutional and financing mechanisms at the national and sub-national levels; and,
- **Manage the remaining risk** - to help countries manage and mitigate remaining risk through preparedness measures, pre-disaster recovery planning, recovery programming and the implementation of post-disaster needs assessments.

One of the main DRR thematic focus area of the 2014-2017 UNDP Strategic Plan is disaster preparedness. Disaster preparedness is based on the analysis of disaster risks and includes activities such as contingency planning, stockpiling of equipment and supplies, the clarification of institutional responsibilities and mandates, coordination and recovery financing arrangements. UNDP works to provide policy guidance, support the establishment of regulatory frameworks and coordination, and develop capacity for recovery long before a crisis occurs. Within Outcome 5 of the UNDP Strategic Plan, a dedicated Output (5.3) covers disaster preparedness activities: “Preparedness systems in place to effectively address the consequences of and response to natural hazards (e.g. geo-physical and climate related) and man-made crisis at all levels of government and community level”. In this respect, GARD programme results support the achievement of two corporate indicators of output 5.3:

- a) Number of countries with contingency plans in place at national and sub-national level for disaster and extreme climate events with adequate financial and human resources, capacities and operating procedures.
- b) Proportion of the at-risk population covered by national and community level mechanisms to prepare for and recover from disaster events (e.g. evacuation procedures, stockpiles, search and rescue, communication protocols and recovery preparedness plans)

Under UNDP’s corporate reporting mechanisms, each Country Programme having DRR related interventions has to report on results against the above outputs and indicators. It is therefore imperative that the GARD initiative is well embedded within broader disaster preparedness interventions. This has in fact become a key criterion for country selection. Following the implementation of the workshops, in 2014 the GARD training assessment results are being incorporated into the emergency national action plan of Armenia, Jordan and Sri Lanka; the Dominican Republic intends to go towards the same direction. This provides concrete evidence of how this initiative can assist countries in managing and mitigating risks. At the same time, it confirms the relevance of GARD for national DRR objectives.

Although not formally developed, UNDP regional strategies are drawn from the global UNDP strategy Plan and have references to DRR objectives; GARD fits into urban resilience and climate change priorities. It is

imperative that the link with GARD is made with UNDAF and the Country Programme documents as well as in regional strategies.

Beneficiaries have not been involved in the initial design of GARD but have greatly informed the fine-tuning of its methodology. Stakeholders increasingly recognize how important it is for airports to be prepared in case of emergencies. The Project effectively answers a hidden need in this sense; it is directly relevant for airport's authorities and agencies linked with the management of risk and of emergencies. Indirectly it suits the needs of the population potentially affected by disasters. As the recent situation in Nepal is showing, the poorest are always those suffering more.

3.3.2 Effectiveness and Efficiency

Rating: Effectiveness: S

Efficiency: HS

The GARD Project is surely efficient and substantially effective in achieving results. Its cost-effectiveness is undeniable considering the way funds are utilized, the pro-bono cooperation of DHL and important processes of risk management fostered at country level; with minor funds, the Project achieves valuable results. The implementing partner's clarity of the approach is evident as well as a dedicated attention to quality. Implementation delays are not registered; the difference of effectiveness of activities in the countries involved are mainly due to the country's cultural specificities more than to management. However due to the limited capacity of DHL, some countries' have been waiting longer to have the training workshop implemented. Although a number of areas for attention are identified, the Project is judged effective in producing concrete, commendable and appreciated results in the field of airport preparedness. [Annex G](#) is a summary of achievements utilizing the Results and Resources Framework; the following comments integrate the table and provide the informed observations of the Consultant, as obtained through documental reviews and interviews.

Output N.1: Capacity of Airport personnel enhanced to manage disaster relief surge and respond efficiently to humanitarian needs

Rating: HS

The GARD process starts with the **selection of the countries and of the airports** on which to conduct the training workshop. The selection of the country is based on criteria which should ensure sustainability: i) the vulnerability of the country to natural disasters with crucial airport/s during an emergency for delivering humanitarian aid, ii) the established presence of DHL in the country and iii) the country having an on-going Disaster Risk Reduction initiative; iv) UNDP supports to DRR programmes.

Although the core criteria for selecting countries have not changed over time, they have been refined. The key element is that training must be demand-driven. Evidence shows that a country's willingness to receive the training is a major guarantee of success (i.e. Lebanon - not included in this evaluation - being probably considered the most successful example). Through its network of COs, UNDP advocates to ensure authorities are adequately informed of the GARD opportunity. A pre-assessment questionnaire has been recently introduced to evaluate the absorption capacity of the country, the conditions of feasibility at airports and that pre-conditions are in place for a country to be a beneficiary of the workshop. National authorities and the UNDP CO are requested to fill in the questionnaire; this should ensure that i) a GARD Owner is selected before the workshop takes place and commits to lead the finalization of the process; he/she has the authority to implement identified actions; ii) the team of trainers and trainees do not experience obstacles while visiting airport facilities; iii) UNDP CO commits to support the follow-up process.

The **selection of trainees** is very accurate as the presence of the right people is functional to the success of the process. A list of participants is requested beforehand to ensure adequate representation of key roles and functions and with the appropriate level of seniority (the middle management level is preferred to ensure commitment and capacity to take decisions for implementation). The wish to keep trainees to a manageable number (ideally 20 people, representing different roles and functions) is often challenged by

the willingness of government to send more participants than required (an average of 30 or even more). Agencies usually active in disaster preparedness and response are normally invited, i.e. UN-OCHA, WFP, NGOs; their participation has been less frequent than desired.

The **GARD methodology** aims at highlighting areas of weaknesses at airports, providing solutions and setting out a detailed disaster response plan. Lessons learnt from past workshops resulted in an understanding of the training needs and training materials required. Efforts to tailor the training module to the context and needs of a particular country and of a specific airport are constantly made: i.e. include contextual information on DRR and preparedness efforts; pay attention to different size of airports areas.

Any company involved in a crisis needs to minimize negative or hostile media coverage, which can undermine the confidence of customers, employees, investors, business partners and other stakeholders. GARD training includes how to deal with the Media during an emergency; messages must be STARCC, that is: i) Simple, ii) Timely, iii) Accurate, iv) Relevant, v) Credible, vi) Consistent. The early release of information will frequently help in preventing time-consuming requests of news from the media concerning the operation. News releases should be written following the time-proved format of who, what, where, when, why and how. Training includes how to draft messages in a way to meet space requirements without damaging the overall story. Guidance on what information to provide and which information is not appropriate to release in a specific moment is provided.

The deliverables of the GARD training are: i) the Airport Surge Capacity Assessment (ASCA) and ii) the Airport Preparedness Action Plan (Action Plan).

The GARD methodology has been constantly revised and updated. Some minor but very effective changes to improve the process included:

- The identification of the GARD Owner has traditionally been done during workshops; to ensure sustainability and impact, it is now requested to preferably identify the person before the workshop starts. A UNDP GARD Owner should also be identified for his/her capacity to support the logistics and organization but also the follow up.
- The format of the ASCA has been simplified; it now focuses on challenges and solutions (instead than on issues, solutions and actions, which caused some confusion in identifying which ones were solutions, compared to which ones were actions).
- GARD written multiple-choice exams have been introduced as a way to pressure participants to pay attention and test their knowledge of the GARD theory; within the same logic, since 2014, participants are required to present their findings.
- The production of an Action Plan has been introduced as a specific workshop output (see below).

The **ASCA** is a structured report prepared by the GARD participants with the support of the trainers. It documents general airport information, inherent vulnerabilities and helps to address the lack of capacity at airports (i.e. concerning runway and apron infrastructure, ramp, warehouse space, cargo and passengers operations, water supply, electricity, fuel and telecommunication capabilities, access to the airport as well as management structure). As the ASCA is a long and very technical document, the **Action Plan** (since last year introduced as a deliverable of the workshop) constitutes a summary of key findings with concrete recommendations for action; participants are encouraged to identify deadlines for actions and therefore it provides for a key follow-up tool. Effectively, it is an emergency plan, defining possible roles in disaster relief operations. The percentage of completeness of the ASCA by the end of the workshop varies with an average of 70%; while the Action Plan was eventually prepared after the workshop, it is now required to be a product of the training; its level of completeness at the end of the workshop also varies.

Following the training and on request, **GARD Plus trainings** can be organized. A GARD Plus is essentially a refresher course, typically scheduled 12 months after the initial GARD. While refreshing the essential components of the training, it allows DHL/UNDP to follow up on progress and appreciate which measures are under implementation. GARD Plus is increasingly used to cover additional airports (national or international) or to undertake simulations exercises.

GARD Workshops were held in Armenia, El Salvador (two airports), Panama (two airports) and the Philippines (one airport) in 2013 and in Dominican Republic, Jordan, Peru and Sri Lanka in 2014. GARD Plus event were held in Armenia (another airport and a simulation exercise), El Salvador, Panama, the Philippines (another airport) and Peru.

Trainers indicate that workshops results have gradually increased in time because of improvements in the methodology through lessons learnt. Evidence is there that the most successful countries are those where workshops were genuinely demand-driven. A constant level of attention of participants is an indication of success; this is very much linked with ensuring the presence of the right participants in terms of seniority and of represented functions.

In Asia, Sri Lanka is a good example of a very successful training, with the presence of the right people and functions, good cross-sections of departments, easy access to airport facilities and very interested participants. The memory of the tsunami is still present; interest was palpable during the workshop where the level of attention never decreased. In the Philippines, after the first airport was covered in Manila, the country was hit by a major cyclone, which involved the airport of Cebu. The interest for a GARD Plus to cover Cebu immediately raised as the airport was overwhelmed. Although not useful for managing that situation, a second training in Cebu was conducted with better results than the first one in Manila as interest stemmed directly from participants. One of the weakest experience in Asia is indicated as Bangladesh (not covered by this evaluation); although evidently UNDP and DHL were not able to raise the interest of both the civil service and the airport authorities, it was also one of the first workshops (together with Nepal) to be held when the methodology was not already tested and fine-tuned.

In Latin America, the time spent to prepare and inform stakeholders through teleconferences and pre-meetings is considered a key element of success. UNDP at both local and regional level played a key role in this sense. A minor level of engagement was required in Panama where the DHL has a regional hub presence and an already established relationship with the airport. The Peru experience is probably the most successful in the region; frequent natural disasters occurring and the strong capacity of INDECI (having worked for years in the subject, including as partner of a multi-year European Union programme for disaster prevention) did not require investing in awareness raising. The first GARD workshop in Latin America was in El Salvador where the airport hosts a military base. Mixed opinions on the success of the El Salvador workshop probably depend on the group in which the person providing feedback was involved; as the level of the English language was apparently variable, this had repercussions on the level of interest and attention. The capacity to provide the training in the local language is a crucial element of success in Latin America where a pool of DHL experts, who often intervene in Disaster Response operations, have established relationships and are able to hold the training in Spanish. A GARD Plus is indicated as very important to keep people engaged; i.e. in El Salvador, it was necessary to hire a consultant to complete the Airport Assessment.

In Arab countries and partly in Central Asia, an initial mistrust to have foreigners visiting airport's facilities resulted in an initial struggle to establish relations (i.e. Jordan and Armenia). More time is needed to ensure the objectives and content of the workshop are rightly explained. Training in English may translate into less attention and interest (in Jordan, the initial stages of the training were challenging). However, this does not necessarily translate into a weak follow up; when the message is well understood, things go smoother as demonstrated by the fact that both in Armenia and in Jordan follow up activities are extremely active.

Output 2: Airport Preparedness plans developed and aligned with national disaster preparedness plans

Rating: S

National Disaster Preparedness Plans are in place in all countries where a workshop takes place (it is a requirement). The integration of the ASCA and Action Plan into the national disaster preparedness plan and in the airport management manual/Standard Operating Procedures (SOP) are on-going processes together with a number of additional follow-up activities. The following is an **overview of current follow-up activities** in Armenia, Dominican Republic, Jordan and Sri Lanka.

ARMENIA

After a difficult start related with an initial mistrust to have foreigners visiting the airport's facilities, the Armenia workshop is judged as extremely successful. DHL and UNDP CO were extremely effective in well explaining the GARD training concept and objectives to gain the trust of stakeholders. Authorities initially agreed to hold the training but without a real airport assessment. However, during the first days of the training, as the scope of the exercise became clearer, they immediately agreed to undertake the entire assessment process. An Action Plan for managing airport operations already existed and was updated every year; nevertheless, it did not consider huge catastrophes; experts slowly explained how the GARD exercise would relate to this already on-going work. Ownership and appreciation for the professionalism of the experts boosted an internal dialogue on the subject and opened the way to a number of follow up activities:

* A GARD working team has been established to further develop and test the Disaster Preparedness and Response Contingency Plan (DPRCP). It includes representatives of Zvartnos' International airport and Civil Aviation Department, members of Ministry of Emergency Situations (MoES), Ministry of Defense, Police, National Security Services, State Revenue Committee, Custom services, Ministry of Agriculture and Ministry of Health. The DPRCP is now ready, linking MoES with "Zvartnos" International Airport.

*Two GARD Plus activities have been conducted by staff trained, with the supervision of DHL experts; the first one to cover a second airport - Shirak International Airport – in June 2014 and a second one to conduct a simulation exercise and test the Airport Action Plan for the two airports covered in December 2014. A photo reportage related with the simulation exercise and comparing the situation during the 1988 earthquake is under preparation to show how the GARD exercise can help avoid some of the problems experienced at the time.

*Based on the simulation exercise, the Action Plan has been updated and it is now shared with all key players for suggestions. In addition, as the Action Plan cannot be signed between public and private (airport) entities, the Ministry will circulate it as a concept paper; it will then be adopted as a Government regulation. Based on this, each player will develop their own agency's action plans to fit the overall Action Plan; a M&E mechanism for annual update will be established and for managing cooperation.

*A MoU between the MoES and DHL is under preparation for the provision of services by DHL in case of emergencies and for additional training. It will be signed as soon as the Government approves the DPRCP. The Civil Aviation could be part of the MoU so that whenever the need arises, DHL services can be utilized under a proper agreement.

*In agreement with Russia, an airport is under construction to become a Humanitarian Relief Aid Centre at regional level; should this materialize, the airport will be covered by the GARD assessment.

JORDAN

UNDP and DHL struggled to gain the initial trust of authorities to have foreigners visiting airport's facilities. However, the number and quality of follow-up activities are a strong indication of understanding of the value of the exercise:

*The Civil Aviation established an internal committee to follow up GARD outputs. Participants are confident on their gained capacity to undertake similar assessments for other sections of the airport and are motivated to share knowledge with other departments and staff. Brainstorming to discuss the workshops results are taking place to ensure agreement on solutions proposed. A follow up report to the Action Plan has been drafted.

*To address slow processing of arrivals and departures, a dialogue among airline companies led to the decision of increasing the number of check-in desks and extending opening hours; to ensure a smooth handling of large numbers

of passengers, authorities in collaboration with the Ministry of Transport arranged to provide extra vehicles in times of need. A plan to double the airport's storage capacity of fuel was developed.

*A training focusing on disaster risk loss analysis deriving from natural disasters has been held.

*The Jordanian Disaster Risk Management National Strategy has been reviewed with funds provided by UNDP Geneva (confirm); it is now being endorsed by the Government; additional work is needed to integrate the ASCA.

*The UNDP Disaster Management Strategy is under revision and GARD results are being integrated.

*A UNDP project document titled "Mainstreaming Disaster Risk Management in Jordan" has been developed for a two-year project with a budget of about US\$ 1.5 million; US\$ 750.000 have already been secured from the Swiss Cooperation Agency. Additional funds are necessary to ensure coverage of the eight envisaged outputs, out of which GARD is addressed as a stand-alone output to strengthen the link between GARD, the national response plan and the local level response initiatives.

DOMINICAN REPUBLIC

High-level interest is the result of the focus on disaster risk management of the current Government. A new institutional awareness on the need to collaborate to manage risk is indicated as a main result; new and more fluid relations have been established. A new, unexpected area of collaboration with the Government opened up for UNDP, targeting the Civil Aviation and the Safety department of the airport. Follow-up activities include:

*GARD Plus has been requested (but not confirmed) to cover an additional airport (International Airport of Cibao) and a simulation exercise.

*ASCA and Action Plan under revision; the President of the National Emergency Commission participates to the works. The level of completeness of the documents is unclear.

*Activities to share knowledge with other airport and other agencies' staff are planned for implementation as soon as documents are finalized to ensure wide understanding and knowledge.

*The Centre of Excellence of the National System for the Prevention and Mitigation of Disasters, under the Presidency, showed interest in assuming the GARD methodology for replication.

*Interest has been expressed to elaborate an airport manual of SoPs and integrate the results of the assessment.

SRI LANKA

The Sri Lanka workshop was very successful; senior level people were involved, motivated and committed. Awareness is there that knowledge acquired during the workshop would have been of great help during the management of the post tsunami emergency. A number of follow-up activities are on-going:

*GARD is being integrated into the Comprehensive Disaster Management Programme (CDMP).

*Ways to include disaster plans into development plans and to strengthen the National Emergency Operation Plan (a component of the CDMP) are being considered; support is provided to the Ministry of Aviation to develop its own emergency plan.

*GARD knowledge being shared with other airport staff.

*SOPs for aviation being developed.

*Workshop to review customs procedures planned.

Stakeholder's satisfaction and ownership. Logistically, no challenges are registered and UNDP support for organizing the workshops is highly appreciated. The capacity of UNDP CO to dialogue with local authorities, the true commitment and high professional skills of DP-DHL experts and the willingness of stakeholders to collaborate and share information were key elements of success. DHL technical expertise and professionalism is widely recognized by participants; workshop are well facilitated and trainers clearly demonstrate that outputs are not for DHL or for UNDP but for national use. DHL experts are there to facilitate the process, to support the revision if necessary but the owners are the country's authorities. DHL has always been available to provide further support when requested. New ways of working together are emerging as well as increased awareness of who does what. The assessment shows participants what is functioning and what is not in a way they often never thought of.

The success of the workshop does not automatically translate into the success of follow-up activities. UNDP and DHL encourage measures that require clear identification of roles and milestones for enhancing

capacity at the airport; a follow-up working group is established to finalize the assessment report and implement elements of the GARD training. GARD Plus workshops can provide the occasion to monitor progress and for DHL to provide further support; however, as much as DHL can encourage this process, this is not a task for them. UNDP COs have an important role to play in this sense given their presence in the field and their continuous relations with the local Government. There is room for a larger level of engagement by UNDP COs to ensure completeness of the process and the inclusiveness of the airport assessment into the national disaster plans.

[Annex F](#) reports key and summarized information on the countries' workshops.

Communication and outreach initiatives are important to increase public awareness of the preparedness work and to attract the attention of future airports for possible training. Press releases and media outreach have been ongoing at country level for each training (i.e. the event is advertised in UNDP social media, UNDP website and the local gazette. DHL widely disseminate information. Success story documents are sometimes drafted (i.e. Jordan). At HQ level, a 2-minute animated video outlining the concept and benefits of GARD has been developed to be shared at GARD trainings and in discussions between UNDP country offices and airport/government staff. UNDP has shared the video online and promoted it via social media; updates to the video are currently considered. A story was featured on UNDP's corporate website, highlighting the work of GARD. UNDP also arranged a panel discussion in New York with UN-OCHA and DHL, to outline the role of the private sector in bridging development and humanitarian preparedness initiatives.

3.3.3 Sustainability

Rating: ML

Key elements of sustainability are contained in the approach taken by the GARD Project. The training methodology is comprehensive, demand-driven and truly participatory ensuring national ownership (systematic identification of GARD Owner). It opens the door to national processes to strengthen airport capacities to adequately respond to emergencies. It also boosts a national dialogue among stakeholders and agencies involved and even with different departments of the same airport. Chances that achievements can be maintained in the future are high, as the Project has raised awareness on the importance to be prepared for disasters in areas rarely thought as key to respond to emergencies. The frequent presence of senior management staff in the training and steps taken to follow up (certainly true for the four countries analyzed in-depth: Armenia, Jordan, Dominican Republic and Sri Lanka) are an indication of political commitment and ownership of the GARD results. Collaboration and networking among different departments of the airport involved and with other agencies has started

The approach is innovative and has great chances to be sustainable; it is important to ensure that momentum is not lost and build on the results and partnerships achieved; among others:

- *GARD Plus events should be systematic:* as the level of completeness of ASCA and Action Plan is variable and the possibility to have a simulation exercise during the first workshop are low, GARD Plus events should be as much as possible systematic but subject to an assessment of follow up activities being effectively conducted (in some cases, the completion of the GARD outputs has required the hiring of a consultant i.e. El Salvador)
- *Capacity needs should be well identified during the assessment:* capacity needs should be systematically identified during the assessment and consequently addressed
- *The GARD process should be institutionalized:* intended and unintended positive effects should not overlook that much still remains to be done to ensure integration of the GARD results into the process of emergencies handling. The training is just a point of departure, which needs to be sustained and strengthened; therefore, a careful monitoring of the processes initiated should be put in place to ensure momentum is not lost and measures are implemented and enforced. An institutionalization of the GARD

process is somehow happening in Armenia where emergency plans were already annually revised; the airport GARD Action Plan is now being integrated into the process and will be periodical revised

- *Awareness raising* is not a one-time activity and needs to be considered as a continuous process to be carried out at different levels; in the Dominican Republic, the decision to socialize the airport preparedness report and share knowledge acquired with all airport and other agencies' staff is commendable; the same is happening in Sri Lanka. In this way, the GARD process can be translated into good practices
- *At UNDP CO level, GARD should not be a one-time event but a long-term engagement.* Engagement of UNDP in follow-up activities varies from country to country and is indicated as an element to be strengthened. UNDP involvement should go beyond logistics; modalities to integrate GARD results with other UNDP disaster-related activities at country and regional level should be found. The support that the UNDP CO office provides and can provide in the future is key to the long-term sustainability and impact of the actions
- *Financial resource should be made available:* at country level to ensure resources are available to implement key findings of the assessment; at global level, to ensure resources are available for replication in other countries/regions. The Government of Germany has expressed interest in continuing financing GARD activities. UNDP is exploring possibilities to commit its own funding to support follow up actions and link with existing DRR project at the country level, especially if donor funding is forthcoming. Other donors may also be approached, either directly through the bilateral missions based in Geneva and/or through the HQ Bureau for External Relations and Advocacy. Stakeholders points that a main constraint for the follow-up is related with budget availability to implement identified actions, i.e. Jordan wishing to operationalize the Action Plan as well as to expand to an additional airport and secure resources to fund the recently developed project document "Mainstreaming Disaster Risk Management". Beneficiaries in the Dominican Republic and Sri Lanka expressed similar wishes.
- *Collaboration with partners should be strengthened:* the involvement of other agencies as well as private partners (i.e. private airlines) with a role in emergencies can be furthered strengthened, not only at country but also at regional level
- *Expansion of the programme requires fine-tuning of priorities and to explore other modalities of providing the services.* Current demand for training is higher than the capacity of UNDP-DHL to satisfy it. The Geneva office plays an important role in ensuring adequate information is provided and the backup of the higher UNDP management level; as it is proven that workshops are more successful when the request for training directly comes from the countries, a questionnaire has been elaborated to evaluate the capacity of the country/airport to receive successfully a workshop and is being sent to UNDP Resident Representatives. However, limited capacity of DHL to undertake more than 4-5 annual workshops may require expertise to be purchased on the market or the research for new private-public partnerships or private-private partnerships. Whatever are the feasible solutions, the Consultant urges the partners to avoid increasing the quantity at the expenses of the quality.

3.3.4 Impact

Rating: S

Since the beginning of the GARD Programme, GARD workshops have been implemented in 14 countries covering 28 airports, with over 500 participants; these figures include the eight countries under evaluation covering 12 airports with the participation of more than 250 people.

Effects of the GARD Project are being evaluated against the Project Outcome: **National governments in high disaster-risk countries and airport authorities have enhanced in-country capacities to facilitate quick delivery of post disaster support services to people affected by natural disasters.**

The success of the GARD activities is the result of the joint expertise and inputs of the two organizations. DP-DHL's expertise in logistics management and experience in international relief combined with UNDP's

competencies in Disaster Risk Reduction, and its extensive global partnership with national governments has ensured the good reception of the trainings. Stakeholders value the technical and training capacities of DP-DHL experts and appreciate the support received by UNDP in the overall process.

National ownership of GARD's results can be appreciated from all interviews conducted. An intangible but valuable and largely appreciated result is that almost everywhere, GARD provided the occasion to connect people and departments by starting new dialogues and promoting synergies. In many cases, GARD brought together people/functions (among others, customs, fire brigades, operation).

Awareness is gained on the need to start planning well before a possible disaster and to have an Action Plan based on the assessment of the airport's capacity to guide operations during emergencies. GARD provides a different perspective on airports functioning and how procedures may be made more efficient during relief operations. There is wide recognition that smart, comprehensive prevention measures and a state of constant preparedness are indispensable to ensuring fast and effective assistance in the event of a disaster. The impact of the Project is potentially quite bigger than the workshop itself; if properly managed and well supported in implementing follow-up activities, cascade events can effectively lead to transformational changes in the process of dealing with natural disasters-related emergencies and to sustained impact. This is effectively happening in Armenia and processes are well initiated in Jordan and in Sri Lanka. The Dominican Republic is also taking effective measures. Real impact requires additional efforts in ensuring that GARD activities and results are effectively embedded into national emergency plans and linked to UNDP strategies and on-going/pipeline projects and programmes at local level.

Impact can be appreciated from the number of requests to hold follow-up training sessions in the form of GARD Plus (i.e. simulations and/or expansion to other national airports) by countries that already benefited from the programme as well as by requests for training from new countries. However, although the model is easily replicated provided countries' specificities are taken into consideration and additional funds are secured, the capacity for **replication/expansion** is limited because GARD requires very specialized expertise in civil aviation together with people experienced in managing the aftermath of a disaster at an airport level. Replication is not straightforward without this combined expertise; in addition, DP-DHL Corporate Responsibility activities are carried out by staff who volunteer and who normally has full time and demanding jobs. Currently there are about 25 experts/ volunteers available of whom 10 in Europe and 15 in Latin America. DHL estimates to be able to manage not more than 4-5 workshops per year.

DHL's capacity constraint is not related with the availability of financial but of human resources. Although expertise could be commercially purchased (either at DHL or on the market), at this stage of development, this is not considered as an option. In Latin America where DHL has more capacity, a larger number of workshops per year could eventually be considered. However, from UNDP's perspective, this would increase the geographical unbalance of the service provided. Discussions are ongoing between UNDP and DHL to ensure priorities are fine-tuned. UNDP and the donor are willing to extend coverage to Africa, which for the moment has been left aside because the region is not largely subject to rapid-onset natural disasters such as hurricanes, storms, floods compared to countries in other regions. DHL questions the relevance of having workshops where the specific vulnerability to natural disasters is not evident. Conflicts and other humanitarian catastrophes (i.e. Ebola) may put a country into an emergency; however, these are slowly rising problems. In addition, as a private company, DHL feels both the responsibility to protect its staff from highly dangerous situations and to avoid being seen as taking sides when parties are in conflict. The typical suspiciousness of national authorities to have a private company/foreigners freely visiting and collecting information on the airport's space might increase when a country is under the stress of a major conflict (this was recently experienced in Kenya when DHL offered support to the Nairobi's airport but authorities were very reluctant to let experts in).

During the development of this evaluation, very unfortunately, the occasion to test the effectiveness of the information learnt and the processes set up for a country, which received the training, occurred in Nepal. Although, it is early to judge how effective the training has been and how much has helped in managing the emergency, evidence is not there of follow up activities to the training having taken place. However, it should be considered that Nepal was trained in 2010 when the GARD methodology was recently tested; it covered the international airport of Katmandu plus four national airports none of which can be used in this situation, as they do not have the capacity to receive international flights.

On 16 March 2015, the UNDP Administrator Helen Clark gave a speech in Sendai, Japan on the power of partnerships in implementing the new framework for disaster risk reduction. She underlined UNDP concerted efforts to expand these partnerships and she pointed to DP-DHL partnership for the GARD Project. She valued the capacity of DP-DHL to bring to the partnership its huge experience of handling logistics and maintaining delivery services in challenging circumstances as well as the important role of GARD in UNDP's DRR portfolio. DHL and UNDP are building a sound and effective Public-Private Partnership (PPP) and the GARD Project is a win-win activity for both of them as organizations. From the DHL perspective, results relate with its capacity to mobilize experts who volunteer within the DHL Corporate Responsibility Strategy to effectively support countries in facing emergencies. In addition, the sense of cohesion to the company is increased by the pride of staff and their motivation to be useful. The DP-DHL Group is becoming an important player in the worldwide humanitarian community, due also to the deployment of staff for disaster relief under the UN-OCHA partnership.

UNDP understands the Public Private Partnerships (PPPs) as a "complementary approach available to the public sector to ensure delivery of basic public services through the formal engagement of the private sector and/or other non-state actors"; it is an additional tool to deliver services to the poor. The private partners brings innovation and efficiency as it is effectively happening with GARD. The UN presence/brand assures a systemic integration of GARD activities, strongest links with national authorities, the capacity to ensure standards are set and national participation and ownership guaranteed. GARD provides the occasion for UNDP to increase its positioning with national authorities. A new area of cooperation emerged, as airports are a non-traditional target for UNDP cooperation. Most airports are privately managed; the working together of the private sector and the government towards a common goal is also valued as a remarkable experience. UNDP-Geneva plays an important coordination role with the donor, the implementing partner and the countries. The UNDP CO is protagonist in all pre-arrangements activities and logistics. Unfortunately, either the UN bureaucracy or non-immediately evident advantage perceived by the private partner do not make partnerships like GARD common.

Notwithstanding, additional and more systematic efforts are required for GARD follow-up and for the long-term engagement in risk reduction and disaster preparedness. UN-OCHA, which is part of the Tripartite Agreement, has had a lower participation than expected. Although always invited, relief and humanitarian agencies' participation to GARD activities varied depending on their presence in the country.

4. CONCLUSIONS, RECOMMENDATIONS & LESSONS

The GARD Project is an example of outstanding public-private partnership and cost-effective utilization of funds to reach consistent and practical results in the areas of airport preparedness to respond to major disasters. It proposes an innovative approach to reach true transformational changes at airport's facilities through the development of airport surge capacity assessments and contingency plans. Personnel's skills in managing logistics (cargo) and surge in personnel deployed for emergency aid are enhanced and coordination mechanisms between entities dealing with disaster management established/promoted. Interviews conducted confirm enthusiasm for results obtained both at government and UNDP CO levels. Achievements result from an accurate and cost-effective use of funding and from volunteer DHL staff. DHL is commendable for its commitment to quality. In terms of mainstreaming GARD results into national contingency plans and disaster management plans, effects will have to be evaluated in the future. If properly managed, these outputs can be instrumental to mobilize interest and additional resources to implement the key findings of the assessments.

The recognition of the importance of the processes initiated is prevalent in the opinion of stakeholders. GARD is regarded as an innovative and unique activity. For the first time, airports are targeted to enhance their logistical capacities and new relationships and collaborations develop among key entities involved in disaster management. Ownership has been fostered providing a good basis for sustainability. During the drafting of this evaluation report, the importance of these activities are painfully evident with the terrible earthquake that hit Nepal on 25th April, 2015. Quoting from the news: "to understand how chaotic is the situation, reference is made to rescue teams from various parts of the world which have repeatedly be obliged to go back for the impossibility to land on Katmandu airport which is totally congested". As mentioned in other sections of this report, one of the first GARD training was carried out in Nepal, back in 2010 when the GARD methodology was recently being tested. A DHL Disaster Response Team has quickly been deployed and is currently on-site to provide logistics support to help manage the incoming international aid and handle the goods at Tribhuvan Kathmandu International Airport for further distribution by local and international organizations to those in need. Operations are done in cooperation with UN-OCHA.

4.1 Recommendations for sustainability and replication

Recommendation N.1: Full integration of GARD in UNDP DRR management activities at country level

Real transformational changes require the GARD Project to move from a mere provider of training to an effective mechanism around which to gather the interest of local authorities and donors to fund selected activities. GARD should be a step into a long-term disaster management process and become part of the on-going disaster management programmes of UNDP. Although some of the following steps are already being taken, at country level, the concomitant presence of the following factors should be ensured:

- UNDP commitment to follow up, strongly backed up by local management (Resident Representative)
- UNDP GARD Owner to have the right level of seniority to ensure coordination of the training as well as expertise for follow-up activities
- Synergies and multiply effects created: funding secured and alignment with projects in pipeline ensured to strategically use funds for implementing GARD findings (selected pilot activities identified for implementation and capacity development at airports supported)
- Relief and humanitarian agencies active in disaster preparedness and response (i.e. UN-OCHA, WFP, NGOs) to have a stronger participation in GARD activities.

Recommendation N.2: GARD Project to become more structured and additional funding secured

Lessons learnt need to be centralized, systematized and shared, a task for UNDP at global and regional levels. The sharing of knowledge will increase stakeholders' awareness and boost new processes for implementing GARD. Funding should be secured by multiple sources, including donors, UNDP, national governments and the same airports, especially when privately managed. This would increase commitment and ownership. Activities should aim at expanding the programme to other countries' airports and to implement identified activities in countries that already benefitted from the training. While keeping the clarity and simplicity of design, GARD would benefit from becoming a more structured, stand-alone project with its own M&E and governance mechanisms (Steering Committee) to increase commitment, visibility and accountability. Clearer links with the current global UNDP Strategy should be evident; the RRF for the continuation of the Project shall be developed to ensure alignment and linkages with the BPPS Global Programme outcomes and related corporate outputs. At the same time, the Consultant believes that the mere formulation of outputs at project level decreases the visibility of envisaged effects and outcomes; the strengthening of capacity should be the real outcome of the project to be linked to UNDP corporate outcomes. Risks and assumptions (pre-conditions are very important for GARD) should be systematically identified in a matrix to be clear for all stakeholders. A draft revision of the RRF is proposed in [Annex F](#) to support decisions for a continuation of GARD; risks and assumptions (pre-conditions) are included.

Recommendation N.3: Fine-tune priorities for the expansion of the GARD programme

Current requests for GARD training are higher than the capacity of UNDP/DHL to provide it. The programme is valuable, relevant and successful; its expansion and replication to other regions/countries/airports should be done without compromising the quality of the service provided. The following elements should be considered:

- The number of trainers per workshop should not be reduced: DHL considers it the minimum for effective oversight and management of the training groups (each group requires at least two trainers to work as facilitator, moderator and accompanying person)
- The Africa region has not yet benefitted from GARD; before considering other kind of possible humanitarian disasters, African island countries can be considered. Any expansion of the programme should however stick to the main criteria for country selection of training to be demand-driven
- Explore additional mechanisms to deliver the services, including purchasing some of the expertise on the market.

Recommendation N.4: Linking up regions, airports and ports

Consider establishing regional networks of airports to increase the possibilities for collaboration; investigate from where goods would mostly come from in case of emergency and link together those airports according to logistics, cultural and political relationship to increase synergies and the possibility to provide faster and more sustained efforts. In case of islands, linking up with ports authorities may be crucial, especially when the same airport may be involved in the damages.

Recommendation N.5: Management of workshops

The GARD workshop is already extremely effective. Further suggestions include:

- Dedicate the last day of the workshop to identify entry points for incorporation of relevant recommendations of ASCA into national emergency/preparedness plans
- Provide a GARD Plus/refreshers training to all countries where the initial workshop has reached the required level of satisfaction/success
- Include a simulation exercise in all GARD Plus training (the initial 5 day workshop do not allow for a simulation exercise and it is important that information is previously well absorbed, therefore the simulation exercise appears to be more valuable during the refresher activity)

- A questionnaire has been developed for delivery to UNDP Resident Representatives to assess if the selected country complies with the pre-conditions to participate to the GARD event. It is suggested that a similar questionnaire is prepared to be filled in before a GARD Plus event is organized to assess the state of the art and a clear commitment for the follow-up
- The participation in the workshop of a staff from another country's airport who already received the training has proved useful (i.e. Dominican Republic) and could be considered as a good practice wherever feasible, especially when there is the intention to link up certain airports (see R. N.4).

Recommendation N.6: Replacement of training functions

All training functions should be able to be replaced. Reportedly, within the group of trainers, there is only one person of a certain level of seniority and very specialized skills in aircrafts and airports operations. The possibility that this person may not be available in certain occasions is real; when needed, a substitute should have already been identified. Although this expertise can be purchased on the market, this would change costs and readily availability of the expert. It should be noted that the presence of this expertise has been required during the initial stages of the GARD programme as well as during the period under evaluation (i.e. Dominican Republic).

Recommendation N.7: Establish an integrated M&E mechanism

An integrated M&E mechanism should be established. As per R. N.2, the GARD Project should have its own standard M&E mechanisms. GARD must be embedded within broader disaster preparedness interventions; this has become a key criterion for country selection. Consequently, the system should be applied in cascade to monitor results with relation to national DRR policies as well as to DRR interventions identified in each UNDP Country Programme. At airports level, follow-up indicators should be established and authorities encouraged monitoring them. Elements to be considered include: i) implementation of main actions identified in ASCA and Action Plan; ii) sharing of knowledge with other staff of the airport and of other participating agencies; it could possibly target also other stakeholders (i.e. private airlines) which may be involved during emergencies (key when airports become emergency operation centers); iii) coverage of additional airports in the country; iv) willingness and actions to link up with other airports at regional level, according to provenience of goods during emergencies, cultural links and logistics; v) ensure that the list of relevant people/departments (names, telephones, addresses) is constantly updated to maintain the usefulness of the exercise; vi) integration of ASCA results into the Airport Manual or SOP.

Recommendation N.8: Country specific recommendation for Armenia

Armenia is becoming a member of the Custom Union with Russia and Belorussia by agreeing on customs standard procedures. On-going discussions on how these procedures could be simplified during emergencies should be given attention.

4.2 Lessons learnt

Lesson N.1 Convey the right message in the right way

Interviews and the analysis of documents indicate that the willingness of relevant authorities to collaborate for sharing information and opening airport space to the team of trainers and trainees is variable; in some countries an initial mistrust was more evident (i.e. Armenia, Jordan). However, once the right messages are communicated, the situation improves. This requires systematic pre-training meetings/teleconferences and an accurate dialogue by the UNDP CO to ensure authorities are well informed about the content of the training, its objectives and expectations including information on the trainers so that their competences can be respected by participants. The provision of the training programme content beforehand facilitates the process. Overall, this also helps winning the typical mistrust of opening airport spaces to foreigners. Sufficient time should be left between the pre-meeting and the workshop for authorities to digest the information. As lessons were learnt, the situation has gradually improved; in most countries, the DHL team

found a collaborative environment. UNDP COs, and in most cases UNDP Regional Advisors, played an important role in preparing the ground for an effective implementation of the workshops.

Lesson N.2 An effective training approach and a fine-tuned methodology.

The GARD methodology has gone through a process of enhancement and revision according to lessons learnt and to each country's cultural specificities. Evidence is there that the most successful countries are those where workshops were genuinely demand-driven. A constant level of attention of participants is an indication of success; this is linked with ensuring the presence of the right participants in terms of level of seniority and of represented functions. The identification of a GARD Owner preferably before the workshop takes place is more likely to ensure ownership and success. The way in which trainers engage with participants is very important; it must be interactive, lively and motivating. Finally, the simplification of the Airport Assessment Report and the adaption of training material facilitated the process.

Lesson N.3 Trainers to speak the local language and be skilled in airport operations.

Workshops are more likely to succeed when the trainer can interact in the language of the participants (see Latin America for the positive case and Jordan for initial challenges). In various occasions, airport operations expertise has been required. DHL realized the importance to have the presence of a specialized trainer in aircrafts and airport operations. Once they have been able to systematically provide this expertise, the training has improved. However this expertise is not widely available and currently there is only one senior expert in the group.

Lesson N.4 An effective follow up activity.

Stakeholders agree that the training is an innovative and effective idea. Yet, without the necessary follow up it will not translate into sustainable results. Follow up sessions in the form of GARD Plus are a key element to ensure impact and sustainability; the role of UNDP CO can be vital in supporting authorities to implement identified activities and linking up with national DRR policies and projects in pipeline.

Lesson N.5 An effective public-private model of partnership.

GARD is a win-win activity for both UNDP which can get very unique skills that would not normally have or that it would need to pay to have it and for DHL which can increase its external and internal reputation and provide additional motivation for its employees. Both organizations learn from each other and provide to society an extremely cost-effective service.

Lesson N.6 Adaptive Management, professional and dedicated experts.

There is widespread recognition that much of the success of the GARD Project is due to the professionalism, dedication and commitment of the DHL and UNDP COs staff involved. DHL is truly committed to quality and an effective process of evaluation and adaptive management has led to continuous improvement of the approach and of the training methodology.

Lesson N. 7 A new area for cooperation

The GARD programme represents a new area of cooperation considering that airports are a non-traditional target of the UNDP cooperation. Workshops underlined the importance of well understanding how an individual airport works and what areas for improvement are. The same airports authorities have been dealing with issues they never really considered as of vital importance; instead, the workshops taught participants that expecting disasters and being prepared save lives and mitigate losses; that discipline is key to successful operations and decisions must be taken on time.

Annex A – Terms of Reference

Annex B – Document consulted/available for consultation

Project documents

- Project Document – Getting Airports Ready for Disaster, UNDP, Dated September 2012
- Third-Party Cost-Sharing Agreement between the Federal Republic of Germany (the Donor) and the UNDP for a contribution through the Country Window of the Thematic Trust Fund for Crisis Prevention and Recovery, signed in December 2012
- Project, Progress Report 2013 to the Government of Germany (Narrative and Financial Report)
- GARD Standard Presentation, 2014, PP
- GARD Standard Presentation, Febr. 2014 +2, PP
- GARD Presentation one page, PP
- GARD Workshop Overview v1 2013 1029T1605+01, PP
- GARD plus-v2
- GARD Brochure
- GARD and the First Choice Way (TFCW)
- GARD FAQs
- GARD Country Application Form
- GARD Methodology
- Checklist UNDP Country Office
- GARD Roles Responsibilities and next steps (Yerevan, September 2013)
- Minutes of the GoHelp Conference 2013, 2014 and 2015
- UNDP Support to GARD (PP), GoHelp Conference, Bonn 2013 by Hossein Kalali
- Cooperation Agreement between UNDP and Deutsche Post AG (and annexes) (and amendments)
- 8 GARD Workshop Reports from the 8 involved countries: Armenia, El Salvador, Dominican Republic, Jordan, Panama, Peru, Philippines, Sri Lanka
- UNDP Strategic Plan 2014-2017
- Project Revision of the “UNDP support to the International Recovery Platform”, September 2014
- TOR for GARD project review March 2015
- UNDP-DHL GARD Project Proposal 2015-2016
- Deutsche Post DHL Corporate Responsibility Report

Annex C – Evaluation Questions

| Evaluative Criteria Questions | Indicators | Sources | Methodology |
|--|---|--|--|
| Relevance: How does the project relate to UNDP strategies and policies, in particular those related to disaster risk reduction (DRR) and sustainable development and to development priorities at the specific country level? | | | |
| <ul style="list-style-type: none"> Are the Project's outputs consistent with UNDP general strategies and policies and with the specific country priorities? Is the project supporting the DRR and sustainable development objectives of the specific participating country? | <ul style="list-style-type: none"> Existence of a clear relationship between project objectives and UNDP DRR and sustainable development policies and strategies Degree of coherence between the project and national DRR and sustainable development priorities, policies and strategies | <ul style="list-style-type: none"> Project documents UNDP policies and strategies UNDP Country Programmes | <ul style="list-style-type: none"> Documents analyses UNDP website Interviews with UNDP, project team and participating national stakeholders |
| <ul style="list-style-type: none"> What is the level of stakeholder participation/ownership in project design and implementation? Does the project take into account national realities when designing the training modules? | <ul style="list-style-type: none"> Appreciation from national stakeholders with respect to adequacy of project design and implementation to national realities and existing capacities Degree of involvement of stakeholders in project design and implementation | <ul style="list-style-type: none"> Project documents Key project partners and stakeholders | <ul style="list-style-type: none"> Documents analyses Interviews with UNDP, DP-DHL and project partners Interviews with relevant stakeholders |
| <ul style="list-style-type: none"> Are logical linkages clear between expected outputs of the project (Results Resource Framework) and project design (in terms of project components, choice of partners, structure, delivery mechanism, scope, budget, use of resources etc)? Does Project design appropriately involve UNDP HQ and UNDP CO in conducting the GARD training Are sustainability elements included in project design? | <ul style="list-style-type: none"> Level of coherence between project expected results and project design internal logic Management arrangements | <ul style="list-style-type: none"> Project documents Key project stakeholders | <ul style="list-style-type: none"> Document analysis Key interviews |
| <ul style="list-style-type: none"> Is the project funding activities not addressed by other donors? | <ul style="list-style-type: none"> Degree to which the project is coherent and complementary to donor funding | <ul style="list-style-type: none"> Project documents Key project stakeholders | <ul style="list-style-type: none"> Documents analyses Interviews with project partners |

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| | | | and relevant stakeholders |
| Effectiveness: To what extent are the expected outputs and objectives of the project being achieved? | | | |
| <ul style="list-style-type: none"> Is the project effective in achieving its expected outputs and targets (as described in the project document or as modified in approved documents)? Have Beneficiaries/Stakeholders been well identified for effective participation in the different stages of project implementation? Has the mechanism been successful? How can it be improved? In which ways Airport Preparedness issues are mainstreamed into DRR and sustainable development institutions and policies? | <ul style="list-style-type: none"> Indicators in project document DRR and sustainable development policies and strategies N. and role of people who participated to the trainings | <ul style="list-style-type: none"> Project documents Project team and relevant stakeholders National strategies and plans (wherever possible) | <ul style="list-style-type: none"> Documents analysis Interviews with project team Interviews with relevant stakeholders |
| <ul style="list-style-type: none"> To what extent are partnerships/linkages between institutions/ organizations encouraged and supported? What is the level of efficiency and effectiveness of cooperation and collaboration arrangements? Do these represent “good practices” that could be used for replication? Are UNDP HQ/COs adequately supporting GARD training workshops? Is the project attracting the interest of donors? | <ul style="list-style-type: none"> Examples of supported partnerships Evidence that particular partnerships/linkages will be sustained Appreciation by stakeholders Interest expressed by donors | <ul style="list-style-type: none"> Project documents and evaluations Key UNDP and Project team stakeholders | <ul style="list-style-type: none"> Document analysis Key interviews |
| <ul style="list-style-type: none"> How well are risks and assumptions managed? Are clear strategies present to mitigate risk related with long-term sustainability of the project? | <ul style="list-style-type: none"> Identification of risks and assumptions Quality of risk mitigations strategies developed and followed | <ul style="list-style-type: none"> Project documents UNDP, project team, and relevant stakeholders | <ul style="list-style-type: none"> Document analysis Interviews |
| Efficiency: Is the project implemented efficiently? | | | |
| <ul style="list-style-type: none"> Is the project cost effective? Are resources efficiently used? Are cash and in-kind resources adequate? Are outputs timely delivered? Are accounting and financial systems in place adequate for project management and producing accurate and timely financial information? Are progress reports produced accurately, timely and responded to reporting requirements including those required by the donor? How is results-based management used during project implementation? | <ul style="list-style-type: none"> Availability and quality of financial and progress reports Timeliness and adequacy of reporting provided Level of discrepancy between planned and utilized financial expenditures Cost in view of results achieved Quality of results-based management reporting (progress reporting, M&E) Occurrence of change in project design/ implementation approach (i.e. | <ul style="list-style-type: none"> Project documents UNDP Project team | <ul style="list-style-type: none"> Document analysis Review of files Key interviews |

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| | restructuring) when needed to improve project efficiency | | |
| <ul style="list-style-type: none"> How could the project be more efficient in terms of management structures and procedures as well as partnerships arrangements? | <ul style="list-style-type: none"> Evidence of efficiency of management procedures | <ul style="list-style-type: none"> Project documents UNDP and Project team | <ul style="list-style-type: none"> Document analysis Interviews |
| Sustainability: To what extent are results and activities sustainable in the long run? | | | |
| <ul style="list-style-type: none"> What risks (financial, institutional, environmental, social) (and how) are likely to affect the persistence of project outputs? Are there any other important contextual factors that may affect sustainability | <ul style="list-style-type: none"> Evidence / quality of sustainability strategy Evidence / quality of steps taken to ensure sustainability | <ul style="list-style-type: none"> Project documents and reporting UNDP, project staff and partners Beneficiaries | <ul style="list-style-type: none"> Document analysis Interviews |
| <ul style="list-style-type: none"> Did the project adequately address financial and economic sustainability issues? | <ul style="list-style-type: none"> Level and source of future financial support to be provided to relevant sectors and activities after project ends Evidence of commitments from international partners, governments or other stakeholders to financially support relevant sectors of activities after project ends Level of recurrent costs after completion of project and funding sources for those recurrent costs | <ul style="list-style-type: none"> Project documents UNDP and project partners Beneficiaries | <ul style="list-style-type: none"> Document analysis Interviews |
| <ul style="list-style-type: none"> Were efforts made during the project implementation well assimilated by organizations and their internal systems and procedures? Is there evidence that project partners will continue their activities beyond project support? What degree is there of local ownership of initiatives and results? Has the experience of the project provided relevant lessons for other future projects targeted at similar objectives? | <ul style="list-style-type: none"> Degree to which project activities and results have been taken over by local counterparts or institutions/organizations Level of financial support to be provided to relevant sectors and activities by in-country actors after project end Degree of relevance for future projects | <ul style="list-style-type: none"> Project documents UNDP and project partners Beneficiaries | <ul style="list-style-type: none"> Document analysis Interviews Data collected |
| <ul style="list-style-type: none"> Is the capacity in place adequate to ensure sustainability of the results achieved? | <ul style="list-style-type: none"> Elements in place in the different management functions required for airport preparedness | <ul style="list-style-type: none"> Project documents UNDP COs staff and regional advisors Beneficiaries | <ul style="list-style-type: none"> Interviews Documentation review |
| Impact: Are there indications that the project has contributed to, or enabled progress toward, enhanced risk reduction and improved capacity to respond to emergencies? | | | |

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| <ul style="list-style-type: none"> • Has the project produced any “transformational change” at this point of implementation? What are the “good practices” if any? • Has the project contributed to increase capacities of target groups and made possible for the government and airport authorities to use the positive experience? • Has the project played a catalytic role (e.g. provided opportunities for replication, scaling up or influencing relevant public policies?) • Have countries within or outside the Programme approached UNDP for further replication or for initiating the programme? • Have countries replicated the project in additional airports without the project’s intervention? • What are the barriers to effectively embed project’s results into national/regional strategies for DRR? • What are the main regional differences in implementation? • How can other ongoing projects and future initiatives build on the successes of this project and learn from its weaknesses in order to enhance the potential for impact. | <ul style="list-style-type: none"> • Change in capacity: <ul style="list-style-type: none"> i) To plan for Airport Preparedness ii) To mobilize resources iii) Influence policy making in DRR iv) For inter-institutional and inter-agencies coordination | <ul style="list-style-type: none"> • Project documents • Key stakeholders • Monitoring data | <ul style="list-style-type: none"> • Documents analysis • Interviews with UNDP, project team and project stakeholders |
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Annex D - Schedule, Institutions/People met/interviewed: April-May 2015

| Task | Date – Time | Location | Contact |
|--|--------------------|----------------------|---|
| Kick-off call | 31 March | Skype | Uthira Ravikumar and Patrick Gremillet |
| Preparation | 3-10 April | Home based | |
| Presentation of Inception Report | Delivered 09 April | Home-based | |
| Travel to Geneva | 12-13 April | | |
| Meetings/Interviews with UNDP | | | |
| Uthira Ravikumar, Preparedness Programme Analyst and Patrick Gremillet, UNDP, Climate Change and Disaster Risk Reduction Partnership Advisor, BPPS | 13 April, 10:30 | UNDP, CC-DRR, Geneva | uthira.ravikumar@undp.org patrick.gremillet@undp.org |
| Neil Buhne, UNDP Director Geneva office | 13 April, 14:30 | UNDP, CC-DRR, Geneva | neil.buhne@undp.org |
| Jo Scheuer - Chief of Profession, CC-DRR Team, UNDP New York | 28 April, 20:00 | Skype | jo.scheuer@undp.org |
| Hossein Kalali, previous UNDP Project Manager in Geneva | 20 April, 10:30 | Skype | hsaremkalali@yahoo.com Skype: Hossein.kalali |
| Armen Grigoryan, UNDP Europe and CIS Regional Advisor on DRR | 20 April, 14:00 | Skype | armen.grigoryan@undp.org Skype: armen.grigoryan |
| Armen Chilingaryan UNDP Country Office Armenia | 22 April, 10:30 | Skype | armen.chilingaryan@undp.org Skype: armen.chilingaryan |
| Geraldine Becchi, UNDP Latin America & Caribbean Regional Advisor on DRR | 20 April, 20:30 | Skype | geraldine.becchi@undp.org |
| Zubair Murshed, UNDP Arab States Regional Advisor on DRR | 20 April, 9:30 | Skype | zubair.murshed@undp.org |
| Diya Elfadel, UNDP Country Office Jordan | 15 April, 11:45 | Skype | diya.elfadel@undp.org |
| Ana Maria Perez, UNDP Country Office Dominican Republic | 15 April, 14:30 | Skype | ana.perez@undp.org skype ana.maria.perez.c |
| Visaka Punyawana, Sureka Dilrukshi Pereira UNDP Country Office Sri Lanka | 23 April, 8:30 | Skype | visaka.hidellage@undp.org sureka.perera@undp.org skype: sureka.dilrukshi |
| Interview with the donor - Government of Germany | | | |
| Christoph Eichen, Desk Officer, United Nations, Federal Ministry for Economic Cooperation and Development, Government of Germany | 08 May, 9:00 | Telephone | Christoph.Eichen@bmz.bund.de Tel.: +49 (0)228-99-535-3044 |
| Meetings/Interviews with DP_DHL | | | |
| Anna Birk - DHL GARD Project manager, DP-DHL, Bonn | 15 April, 18:00 | Skype | anna.birk@dphl.com |
| Kathrin Mohr, GO Help manager, Bonn | 14 April, 14:00 | Skype | kathrin.mohr@dphl.com |
| Chris Week - GARD Core Trainer, Director of Humanitarian Affairs, DHL Express, Brussels | 11 May, 14:30 | Telephone | Chris.weeks@dhl.com |

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| Kim Melville - GARD Core Trainer, Director Airside Training DHL Express | 17 April at 11:00 | Skype | Kim.melville@dhl.com |
| Paul Dowling, Customer Operations Manager, Middle East and North Africa, DHL Express | 15 April, 9:30 | Skype | Confirmed Paul.dowling@dhl.com |
| Carl Schelfaut, Asia and Pacific regional focal point, DP-DHL | 16 April, 10:00 | Skype | Carl.schelfaut@dhl.com |
| Gilberto Castro, Latin America and Caribbean focal point, DP-DHL | 17 April, 19:00 | Skype | Gilberto.castro@dhl.com - |
| Interview with beneficiaries | | | |
| Armenia -Yessayi Nikoyan, Head of Logistic Unit, CO, WFP -Emma Gevorgyan, | 22 April, 16:00 | | yessai.nikoyan@wfp.org Skype: yeo321 Tel. +38 098 841 6742 egevorgyan@aia-zvartnots.aero |
| Dominican Republic -Christian Moreira, Director Corporativo de Operaciones Aeropuerto -Manuel Real, Gerente Corporativo de Salvamento y Extinción de Incendios | 16 April, 17:00 | Tel. | (809) 412-5888 / Ext. 2200 c.moreira@aerodom.com m.real@aerodom.com |
| Jordan -Khalil Al Twalbeh, Civil Aviation Regulatory Commission Of Jordan (CARC) | 29 April | Answers in writing | Khalil.Al-twalbeh@CARC.GOV.JO |
| Sri Lanka Dhammika Wijesooriya, Airport Security Manager | 23 April, 11:00 | | sm.safety@airport.lk skype: dhammikawijeyasooriya +94772375215 |

Annex E - Results & Resource Framework GARD Project, with comments and rating

| Objective | Performance Indicator/Targets | Baseline* | Current status | TE Comments | Rating |
|--|---|---|--|--|--------|
| To assist airports in disaster high-risk countries to develop capacities for quick and efficient delivery of humanitarian services | <ul style="list-style-type: none"> Not identified | <ul style="list-style-type: none"> N/A | <ul style="list-style-type: none"> Awareness for targeting airports in DRR gained Process of integration of airport preparedness results into national emergency plans started Capacities enhanced at airport level Inter-agency governmental dialogue fostered | <ul style="list-style-type: none"> -On-going processes are an indication of awareness and ownerships of results obtained -Need for monitoring and follow up of process for mainstreaming GARD results into national disaster management plans -Financial resources required at national level to implement Action Plans -Financial resources required at global level to expand the programme -New partnerships and modalities to provide services required to expand the programme | S |
| Outcome/Output | Performance Indicator/Target | Baseline | EoP and current Status | TE comments | Rating |
| Outcome N. National governments in high disaster-risk countries and airport authorities have enhanced in-country capacities to facilitate quick delivery of post disaster support services to people affected by natural disasters. | | | | | S |
| Output N.1 Capacity of Airport personnel enhanced to manage disaster relief surge and respond efficiently to humanitarian needs. | | | | | HS |
| Activities - Coordination and Logistics including approval process for access to airport maps, photos, use of facilities @ 1,000 per country - Pre-Training Assessment of airport - Five day workshop for 40 persons (travel, accommodation and workshop materials, etc.) costs @ of 36,205 per airport. -Development of country specific guidelines on airport capacity assessment – including module for training @ of | <ul style="list-style-type: none"> Coordination & dialogue with national counterparts established; Airport material collected and available for developing training; Assessment conducted for 8 main airports; Number of trained personnel who replicate training in other airports; Number of airports which have introduced changes in business processes as a result of the training and capacity assessment; Number of airports, which have conducted simulation exercises. | N/A. Needed | <ul style="list-style-type: none"> -UNDP COs established contacts and initiated dialogue in 8 countries: Armenia, Dominican Republic, El Salvador, Jordan, Panama, Peru, Philippine, Sri Lanka -Pre-meetings/teleconferences to prepare the ground almost always took place with the presence of UNDP CO and DHL -Material at airports collected and available for training -Training material revised according to lessons learnt and ASCA simplified -GARD Workshops conducted in 2013 in Armenia, El Salvador, Panama, the Philippines; in 2014 in Dominican Republic, Jordan, Peru, Sri Lanka -GARD Plus events conducted in Armenia, El Salvador, Panama, the Philippines, Peru -Assessment conducted at the 8 airports -ASCA ready in the 8 countries, in some cases for more than an airport (Armenia, Philippine, El Salvador, Panama) | Outstanding. -approach is sound and rapidly gain the confidence of beneficiaries -increasing awareness of the need to have an airport preparedness plan -due consideration for countries' specificities -Criteria to select countries and trainees increasingly ensuring sustainability Challenges: - Initial suspicious of some countries to have foreigners visiting the airports -Government tend to send more participants than required -the language barrier -Participation of agencies involved in DRR less than desired | |

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| 1,500 per country - HQ based staff to attend selected trainings to support facilitation | <ul style="list-style-type: none"> • Number of airports in which surge capacity assessments conducted • Number of countries where refresher trainings are conducted. | | -Action Plan ready in most countries, with variable level of completeness | | |
| Output N.2 Airport Preparedness plans developed and aligned with National Preparedness plans. | | | | | S |
| Activities - Development and/or revision of Airport preparedness plans. - Follow up workshop on integrating airport preparedness plans to National DM plans @ of 2,000 per airport/country - National consultant for three months a year for 8 countries @ 2,500. - Costs for monitoring and evaluation @ of 2,000 per country. - Communication materials to be developed on GARD programme - UNDP Administrative fee costs 7% of the total project. | <ul style="list-style-type: none"> • 8 Airport Preparedness Plans are formulated and/or revised (if already existing). • Number of countries where Airport preparedness plans are integrated in National DM plan. • National Consultant hired. | N/A. Needed. | -8 ASCA ready (in some cases under further revision) -8 Action Plans prepared with variable level of completeness - Process of integration of ASCA and Action Plan into national emergency plans on-going -Processes of integration of ASCA and Action Plan into airport manual and/or SOP on-going | - Stakeholders show enthusiasm for results obtained -Beneficiaries provided positive feedback to training received - Truly participatory processes took place -Need to ensure airport preparedness plans have funding for implementation -Need to ensure continued training and follow up | |

Annex F – Training Workshops Summary Tables

| Country/Subject | Armenia | Dominican Republic | El Salvador | Panama | Jordan | Peru | Philippines | Sri Lanka |
|---|---|---|--|---|---|--|---|--|
| Major risks | Earthquakes, landslides, droughts, floods. | Floods, tropical storms, hurricanes | earthquake, landslide, floods, tsunami and volcanic eruptions | Earthquakes, flooding, volcanic eruptions | Droughts, floods, storms, earthquakes | Droughts, earthquakes, floods, landslides, frost | Earthquakes, sea level rise, volcanic eruption, cyclones landslides. | Floods, droughts, cyclones, landslides |
| Workshop date/Airport | 7-10/11/2013 Zvartnots International Airport, Yerevan (private) | 6-10/11/2014 International Airport of Las Américas (private) | 23–26/04/2013 Cuscatlan Int. Airport and Ilopango Int. Airports | 9-13/09/2013 Tocumen Int. Airport & Howard Air Force Base | 7-11/09/2014 Amman Queen Alia Int. Airport | 17-21/03/2014 Int. Airport Jorge Chavez (private) and Pisco, Capitán FAP Renán Elías Oliveira Airport | 27-30/05/2013 Ninoy Aquino Int. Airport (MNL) | 2-5/12/14 Bandanaraik Int. Airport (public) |
| Trainers | | 9 | 12 | 8 | 8 | 10 | 7 | 7 |
| N. of people trained | 34 | 32 | 32 | 44 | 33 | 37 28 | 32 (two from other airport) | 33 |
| Right mix of attendees to workshop | Good. Motivated and interested. UNDP; UN-OCHA, WFP present. WFP represented the UN Disaster Management Group | Good. Staff from different gov. agencies; UNDP; WFP and UN-OCHA | Satisfactory. Relevant functions of Gov. represented. Deeper involvement of Civil Protection and participants from Min. of Agriculture would have been necessary | Very good. Well represented functions and highly committed. WFP, NGOs | Good. Staff from different gov. agencies; UNDP; Swiss Agency for Devel. Coop. | Very good. | Good. Well represented functions and highly committed and team-oriented. Need to involve participants from Social Welfare | Very good. Senior level, motivated and committed participants. UN-OCHA, EFP, Red Cross |
| GARD Owner | GARD Working Team established. Ministry of Territorial Administration and Emergency Situation (MTES) leads the process together with Civil Aviation airport | Yes. Originally UNDP CO and then the Airport Corporative Director of Operations | Airport Surge Assessment Report submitted to Gov., including recommendations for improvement of airport's capacities | | -The Jordan Civil Aviation was identified during the workshop as the most relevant causing no conflict with other authorities - Civil Aviation set up internal | | | Airport Security Manager |

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| | | | | | committee to follow up GARD | | | |
| Airport Assessment | 80% of completeness | Yes. 80% | Handed over to UNDP | | Simplified version used and proved useful. 75% of completeness | 90% completed for Lima and 100% completed for Pisco | Yes 80% and shared with MIAA for finalization. Need to simplify assessment template | 100% completed and handed over to UNDP |
| Action Plan | Mostly complete | Incomplete | -Incomplete | | -Action Plan handed over to UNDP and Civil Aviation Regulatory Commission -Challenging to agree on deadlines | Mostly complete | | Yes |
| GARD Plus | -June 2014. Shirak Int. airport. -Dec. 2014, simulation exercise to test Action Plan for the two airports | Requested for an additional airport (Aeropuerto Int. Cibao) and for a simulation exercise | June 2013 | Oct-Nov 2014 to update Assessment Report and Action Plan | Requested for a second airport – to be confirmed | -August and Oct.- Nov 2014 to revise Assess- Report and Action Plan, undertake simulations, and sign agreement between INDECI, UNDP and DHL | March-April 2014 to cover Cebu Airport | Requested to cover regional airports and simulation exercise; to be confirmed as airport very busy at the moment |
| UNDP CO and Regional Advisor engagement | UNDP CO effective in gathering a committed team. UNDP Regional Advisor did not participate to training | Effective involvement of both UNDP CO and UNDP Regional Advisor | Highly supportive and well organised team | | UNDP CO effective in the organization and actively following up. Regional Advisor did not participate to the workshop | Highly engaged and professional UNDP Team | Highly supportive and well organised team | Very good involvement of UNDP CO. UNDP Regional Advisor did not play a key role |
| Press releases | Very good external and internal media and social media coverage | | Highly satisfying media coverage. | Very good external and internal media coverage. High engagement on facebook and higher potential | | Highly satisfying media coverage. | Highly satisfying coverage. | Good |

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| | | | | reach on Twitter | | | | |
| | | | | | | | | |
| National Preparedness and Emergency Response Plan | Civil Protection Plan. This plan is being updated annually. | Plan Nacional de Emergencia | | | Jordanian Disaster Risk Management National Strategy | | | Sri Lanka Comprehensive Disaster Management programme (SLCDMP) |
| Mainstreaming of Airport Assessment into national preparedness and emergency response plans and sustainability activities | <ul style="list-style-type: none"> - Civil Protection Plan updated - Action plan tested - MoU with DHL drafted - Regulations on emergency response to be soon adopted by gov. - Action Plan to be splitted into smaller actions plans at each gov. agency level | <ul style="list-style-type: none"> - GARD Plus requested to cover Inter. Airport of Cibao and a simulation exercise. - ASCA and Action Plan under revision; Pres. of National Emerg. Commission participates to works - Activities to share knowledge with other airport and other agencies' staff planned - Centre of Excellence of National System for the Prevention and Mitigation of Disasters, under the Presidency, showed interest in assuming GARD methodology for replication - Interest expressed to elaborate an | | | <ul style="list-style-type: none"> - Training on preliminary analysis for intensive and extensive disaster risk held - Disaster Manag. Strategy under revision and GARD results being integrated - Follow up report to Action Plan - Check-in desks increased and opening hours extended - Agreement on extra vehicles to be provided in need to ensure handling of large number of passengers - Plan developed to double the airport's storage capacity of fuel - A two-year project developed "Mainstreaming Disaster Risk Management in | <ul style="list-style-type: none"> - SoP manual developed - | | <ul style="list-style-type: none"> - Airport assessment results being integrated into National Emergency Operations Plan (a component of SLCDMP) - SoPS for Aviation being developed - Workshops to share knowledge with other airport staff being conducted - Workshop to review customs procedures planned |

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| | | airport manual and integrate GARD results in SOPs | | | Jordan" with budget of about US\$ 1.5 million of which US\$ 750.000 already secured from Swiss Coop. Agency. GARD is one of the 8 envisaged outputs to strengthen link between GARD, national response plan and local level response initiatives | | | |
| Observations -Need to ensure training of airport staff and establish an Airport Training Centre | -Authorities initially concerned in giving out sensitive information -Very good preliminary information work by DHL and UNDP Regional and CO and flexibility provided to ensure sound understanding of concepts and objectives -DP-DHL showed flexibility with handling short-term notices and customized the workshop to fit the Armenian needs and objections. -Participants would have liked to receive detailed information | | -Need to integrate participants from Min. of Agriculture | -Tocumen International Airport cargo handling area capacity is at 95%. -Ground equipment and warehouse areas have potential for improvement .As a regional hub, large presence of agencies | -Participants requested presentation to be improved with simpler wording and pictures; Arabic speaking; advanced training -UN-OCHA, Red Cross and other aid org. would have been beneficial -Participants consider capacity is there to undertake similar assessment to other sections of the airport and are motivated to share knowledge with other departments and staff. | - Need to involve other agencies' participation -Huge size of airport posed logistical and timing issues during assessment -For first time, two airports assessment conducted in parallel -For first time Go Help and Go-Teach teams linked | Red Cross, WFP, NGOs and Cargo companies would have been relevant to participate - Possible improvements for effective transshipment of relief supplies were demonstrated. • Significant and previously unused capabilities that could be called on for the transshipment of relief supplies in a disaster were identified at the airport. | |

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| | <p>about training beforehand and an intensified practical part.</p> <p>-“Zvartnots airport is less than 2 years old, so there are less operational issues than normally faced when doing a GARD workshop (i.e. cargo sheds used at less than 50% capacity so plenty of space to store humanitarian aid, and access by truck is fast.</p> | | | | <p>-Need to secure additional funds for the recently developed project</p> | | <p>- Identified that NAIA has a great deal of unused capacity that can be used for handling relief goods</p> | |
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Annex G - Next phase proposed Results & Resource Framework GARD Project

| UNDP Strategic Plan Outcome: | Outcome 5. Countries are able to reduce the likelihood of conflict and lower the risk of natural disasters, including from climate change | | | |
|--|--|----------|-------------------------|--|
| UNDP Strategic Plan Output: | Output 5.4. Preparedness systems in place to effectively address the consequences of and response to natural hazards (e.g. geo-physical and climate related) and man-made crisis at all levels of government and community. | | | |
| Corporate Output Indicators | 5.4.2: Number of countries with contingency plans in place at national and sub-national level for disaster and extreme climate events with adequate financial and human resources, capacities and operating procedures. 5.4.3: Proportion of the at-risk population covered by national and community level mechanisms to prepare for and recover from disaster events (e.g. evacuation procedures, stockpiles, search and rescue, communication protocols and recovery preparedness plans) | | | |
| GARD proposed outcome | Disaster, emergency and airport authorities in high disaster-risk countries have enhanced in-country capacities to facilitate quick delivery of post disaster support services to people affected by disasters. | | | |
| GARD Outcome Indicators | <ul style="list-style-type: none"> • N. of countries/airports involved • N. of people trained • Number of trained personnel who replicate training in other airports • Number of airports which have introduced changes in business processes as a result of the training and capacity assessment • Number of airports, which have conducted simulation exercises • Number of countries where airport preparedness plans are integrated in national DRR plans • Number and degree of interaction with other regional airports | | | |
| Outcome/Output | Performance Indicator/Target | Baseline | Sources of Verification | Risk & Assumptions – Pre-conditions |
| Output N.1 Capacity of Airport personnel enhanced to manage disaster relief surge and respond efficiently to humanitarian needs. | | | | |
| Activities - Coordination and Logistics including approval process for access to airport maps, photos, use of facilities @ 1,000 per country - Pre-Training Assessment of airport - Five day workshop for 30 persons (travel, accommodation and workshop materials, etc.) costs @ of 36,205 per airport. | <ul style="list-style-type: none"> • Coordination & dialogue with national counterparts established; • Airport material collected and available for developing training; • Effective right mix of participants: manageable in number and representing key roles/functions • Good representation of relief international and national agencies | • | - | <ul style="list-style-type: none"> • Vulnerability to natural disaster with crucial airport/s during an emergency for delivering humanitarian aid • Country having on-going DRR initiative • UNDP supports to DRR programmes • Training being demand-driven • GARD Owner identified • Established presence of DHL • Airport authorities willing to open |

| | | | | |
|---|--|---|---|---|
| <ul style="list-style-type: none"> -Development of country specific guidelines on airport capacity assessment – including module for training @ of 1,500 per country - HQ based staff to attend selected trainings to support facilitation | <ul style="list-style-type: none"> • GARD Owner appointed and active • UNDP CO Owner appointed and active • Assessment conducted for 8 main airports • Constant level of attention and engagement during training • Quality presentation of findings by each GARD group • Scores of written exams • Level of completeness of ASCA • Level of completeness of Action Plan | | | <p>airport spaces for the assessment and to share information</p> <ul style="list-style-type: none"> • List of trainees (possibly not more than 20 but representing all required functions and having the right level of seniority to be able to take and implement decisions) before workshop • Training space available at airports • Staff turnover does not undermine training efforts |
| Output N.2 Airport Preparedness plans developed and aligned with National Preparedness plans. | | | | |
| <p>Activities</p> <ul style="list-style-type: none"> - Development and/or revision of Airport preparedness plans. - Follow up workshop on integrating airport preparedness plans to National DM plans @ of 2,000 per airport/country - National consultant for three months a year for 8 countries @ 2,500. - Costs for monitoring and evaluation @ of 2,000 per country. - Communication materials to be developed on GARD programme - UNDP Administrative fee costs 7% of the total project. | <ul style="list-style-type: none"> • Working Group led by GARD Owner active • ASCA revised/completed • Action Plan revised/completed • Constant update of list of people/departments involved in emergencies (names, addresses, telephones) • Level of interactions among stakeholders • Sharing of knowledge with other airport's staff and other stakeholders involved in DRR • Degree of mainstreaming of ASCA/Action Plan into national disaster preparedness plans • Integration of GARD results into Manual for Airport Management and/or SOP • M&E mechanism established at country level to monitor implementation of Action Plan | | • | <ul style="list-style-type: none"> • Willingness and political support to follow up on the airport preparedness plans and mainstreaming it into the relevant disaster management policies and strategies • Willingness to share knowledge with other colleagues and partners • Funds are secured to implement Airport preparedness plans |
| Output 3: GARD Plus assessment and Training | | | | |
| <ul style="list-style-type: none"> -Conduct assessment and develop key recommendation in other airports of the countries where GARD training took place in the last year or minimum six months ago | <ul style="list-style-type: none"> • Number of countries where refreshers trainings are conducted • N. of additional airports covered • Number of simulation exercises conducted in local and international airports | • | • | <ul style="list-style-type: none"> • Evidence of follow up activities taking place • Training material and training-of-trainers programme - |

Annex H – Rating Table

In addition to a descriptive assessment, all criteria should be rated using the following divisions: Highly Satisfactory, Satisfactory, Marginally Satisfactory, and Unsatisfactory with the following guidance for the rating:

| Rating | Description |
|--------------------------------|--|
| Highly Satisfactory (HS) | The GARD project is expected to achieve or exceed all its outputs and objectives, and yield substantial benefits, without major shortcomings. The project can be presented as “good practice”. |
| Satisfactory (S) | The project is expected to achieve most its outputs and objectives, and yield substantial benefits, with only minor shortcomings. |
| Marginally Satisfactory (MS) | The project is expected to achieve most of its outputs, major relevant objectives but with either significant shortcomings or modest overall relevance. The project is expected not to achieve some of its major objectives. |
| Marginally Unsatisfactory (MU) | The project is expected to achieve some of its outputs and objectives with major shortcomings or is expected to achieve only some of its major objectives. |
| Unsatisfactory (U) | The project is expected not to achieve most of its outputs and objectives or to yield any satisfactory benefits. |
| Highly Unsatisfactory (HU) | The project has failed to achieve, and is not expected to achieve, any of its outputs and objectives with no worthwhile benefits. |