

Final Report

Evaluation of Building the Resilience of Small Tourism Enterprises in the Caribbean to Disasters

26 October 2022



OAS | More rights
for more people

Contact

Thierry Senechal
General Director
tsenechal@finance-for-impact.com

*Understanding environmental impact, designing sustainability strategies, and
supporting the transition toward the low-carbon economy*

www.finance-for-impact.com

TABLE OF CONTENT

ABBREVIATIONS 1

EXECUTIVE SUMMARY 2

1. OBJECTIVE AND SCOPE OF THE EVALUATION..... 5

1.1. OBJECTIVE AND SCOPE..... 5

1.2. LIMITATIONS 6

2. PROJECT DESCRIPTION..... 7

2.1. BACKGROUND TO THE INTERVENTION 7

2.2. ENVIRONMENTAL VULNERABILITY CONTEXT 8

3. RELEVANCE AND COHERENCE..... 10

3.1. RELEVANCE OF THE PROJECT 10

3.2. COHERENCE OF THE PROJECT 11

4. EFFECTIVENESS..... 13

4.1. EFFECTIVENESS IN ACHIEVING OUTPUTS 13

4.2. MONITORING AND PERFORMANCE..... 21

4.3. SELECTED CASE STUDIES ON EFFECTIVENESS..... 25

4.4. GENDER POSITIONING 32

5. EFFICIENCY..... 32

5.1. PROJECT COSTS AND FINANCING..... 32

5.2. PROJECT BUDGET SCHEDULING AND REALLOCATIONS..... 33

5.3. IMPLEMENTATION ARRANGEMENTS AND ACCOUNTABILITY 34

5.4. COST-BENEFIT ANALYSIS 36

6. ASSESSMENT OF SUSTAINABILITY 37

7. OVERALL ASSESSMENT AND RECOMMENDATIONS 38

7.1. OVERALL ASSESSMENT 38

7.2. LESSONS 39

7.3. RECOMMENDATIONS..... 40

General recommendations 40

Project-related recommendations..... 41

ANNEXES 43

ANNEX 1: TERMS OF REFERENCE..... 44

ANNEX 2: EVALUATION MATRIX 50

ANNEX 3: RECONSTRUCTED INTERVENTION LOGIC..... 52

ANNEX 4: LIST OF REVIEWED DOCUMENTS 53

ANNEX 5: LIST OF PERSONS INTERVIEWED 55

ANNEX 6: SURVEY RESULTS 56

ANNEX 7: CBA RECOMMENDATIONS..... 62

LIST OF FIGURES

Figure 1. Tourism Dependency Index in the Caribbean (2019)..... 9
Figure 2. Comprehension of the concepts presented in the CERT training. 20
Figure 3. Reason behind the lack of comprehension of the CERT training concepts. 20
Figure 4. Dividend of resilience 63
Figure 5. Cost-benefits associated in a DRM scenario versus a no disaster event scenario..... 63
Figure 6. Risks and categories of potential disaster impacts..... 64

LIST OF TABLES

Table 1. Evaluation criteria used for this evaluation. 5
Table 2. Country Disaster Profile 8
Table 3. Programs and Projects of the OAS related to this Project..... 10
Table 4. OAS partners in the Caribbean..... 11
Table 5. OAS Output and Activities Milestones (September 20, 2022) 13
Table 6. Relevance of the training within the community 20
Table 7. Production of Monitoring Reports 21
Table 8. Steering Committee Meetings..... 22
Table 9. Monitoring output Indicators (20 September 2022) 22
Table 10. Adjustments at the level of output and indicators 24
Table 11. Budget and funding 32
Table 12. US DoS contribution – Budget breakdown by output 33
Table 13. US DoS contribution – Budget variation over the years 34
Table 14. Budget inconsistencies across monitoring tools 35
Table 15. Monitoring tools difference in structure 35
Table 16. Overall assessment by evaluation criterion 39
Table 17. CBA structured approach..... 62
Table 18. List of quantifiable disaster impacts indicators 64
Table 19. Monetary drivers for the CBA..... 65

LIST OF BOXES

Box 1. Country cases study – Trinidad and Tobago..... 25
Box 2. Country cases study – The Bahamas..... 27
Box 3. Thematic Case Study – Impacts of disasters on the tourism sector 28
Box 4. Activity Case Study – National CERT Training in Barbados 30

ABBREVIATIONS

BRSTEC	Building the Resilience of Small Tourism Enterprises in the Caribbean
CARICOM	Caribbean Community
CBA	Cost-Benefit Analysis
CDMP	Caribbean Disaster Mitigation Project
CEPAL	Comisión Económica para América Latina
CERT	Community Emergency Response Teams
CHTA	Caribbean Hotel & Tourism Association
CDEMA	Caribbean Disaster Emergency Management Agency
CTO	Caribbean Tourism Organization
DEM	Department of Emergency Management
DPMO	Department of Procurement Services and Management Oversight
DRR	Disaster Risk Reduction
DSD	Department Sustainable Development
EMI	Emergency Management Institute
EQs	Evaluation Questions
ERR	Economic Rate of Return
FEMA	U.S. Federal Emergency Management Agency
GDP	Gross Domestic Product
GS/OAS	General Secretariat of the Organization of the American States
IADB	Inter-American Development Bank
OAS	Organization American States
OECD	Organization for Economic Co-operation and Development
OECS	Organization of Eastern Caribbean States (OECS)
PDNA	Post-Disaster Needs Assessment
PSC	Project’s Steering Committee
RPPI	Report on Progress of Project Implementation
SEDI	Secretariat for Integral Development
SMTE	Small and Medium Tourism Enterprise
STE	Small Tourism Enterprise
TA	Technical Assistance
ToR	Terms of Reference
UN	United Nations
UNEG	United Nations Evaluation Group
USD	United States Dollar
UWI	University West Indies

EXECUTIVE SUMMARY

BACKGROUND

This independent evaluation assessed the performance and direct effects of the Project “Building the Resilience of Small Tourism Enterprises in the Caribbean to Disasters” in providing technical assistance to STEs in the Caribbean countries through the application of a formative and summative evaluation.

The Caribbean region has been the target for the last two decades of extreme weather events. Following the damages sustained during the 2017 hurricane season, regional leaders were committed to designing and implementing a resilience-building program. The Organization of American States (OAS) launched a US\$500,000 project funded by US OAS to assist the region’s small and medium tourism enterprises (STEs) in building resilience to natural disasters and reducing the severity, impact, and duration of disruptions caused by hazardous climate events.

Our methodology relied on specific evaluation criteria: relevance, coherence, effectiveness, efficiency, and sustainability. The Project covered 13 member states (Commonwealth of the Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Lucia, St. Kitts and Nevis, Suriname, Trinidad and Tobago, and the Dominican Republic).

The evaluation was conducted between June and September 2022. In terms of process, we carried out an extensive desk review, completed a total of 35 interviews, and launched a Feedback survey on the participation in the National Basic CERT training. In addition, several case studies were prepared to highlight the effectiveness of the Project. Finally, in line with the ToRs, the Evaluation Team analyzed the possibility of developing a cost-benefit analysis (CBA).

RELEVANCE AND COHERENCE

Overall, the evaluation determined that the Project was relevant. The Project design was relevant at appraisal and remained so during implementation. At the inception phase, the Project was conceptualized following consultations conducted by the OAS with the governments to ensure activities were relevant and did not overlap with other projects and programs. Indeed, the project was discussed at several meetings of the Inter-American Council for Integral Development and at the XXIV Inter-American Congress of Minister and High-Level Authorities of tourism, held in Georgetown, Guyana. OAS’s close

collaboration with governmental officials, National Management Agencies, and other consultations with representatives from targeted organizations and the private sector, was useful in improving the soundness of the design, buy-in from stakeholders, and the quality of intervention.

Stakeholders interviewed during this evaluation confirmed that the Project was relevant to map out and address constraints caused by the severity, impact, and duration of disasters climate events and propose alternative solutions for supporting climate resilience for Small Tourism Enterprises. Not only the Project benefited from many years of work in disaster risk management, but OAS also conducted several diligences to enhance the project design and better target specific countries (e.g., St. Lucia, Guyana, Trinidad and Tobago) and beneficiaries (e.g., owners and operators of STEs, suppliers of goods and services).

Similarly, the evaluation determined that the Project was coherent. The OAS maintained a high degree of coherence with its global mandate on climate resilience. Indeed, the Project was consistent with the strategies and priorities of other external partners (e.g., CHTA, CTO, UWI, CDEMA...), aligned with the global policy agenda as the UN Sendai Framework, and was consistent with OAS strategies to support Member States in the design and implementation of policies, programs, and projects oriented to integrated environmental priorities with poverty alleviation, and socio-economic development goals.

EFFECTIVENESS

In terms of effectiveness, the Project encountered challenges in achieving some outputs and outcomes envisaged in the initial log frame.

Overall, the Project contributed to the drafting of an integrated/holistic assessment of the challenges to post-disaster business continuity of STEs, conceptualizing a Crisis Communication Strategy for STEs, conducting a Regional Workshop on Multi-hazard contingency planning and business continuity, conducting a Regional CERT training with the participation of nine countries and the development of 5 National Basic CERT trainings. In addition, a High-Level Policy Forum with main stakeholders and high-level officials (e.g., Ministers of Tourism and Heads of the Disaster Risk Management Agencies) was held on July 20-21, 2022.

Notwithstanding, the evaluation identified that some of the activities and outputs were not completely achieved during the time of the implementation. As of September 20, 2022, only output 1 was completely finalized. Also, the Evaluation Team noted that Members States' participation was uneven. Indeed, the Project covered 13 Caribbean Member States, but some countries didn't attend the Regional CERT training (e.g., Saint Kitts and Nevis) or didn't develop a National CERT training (e.g., Suriname).

The monitoring process was effectuated on three different levels. The first level was ensured and well performed by the Project Coordinator, who prepared quarterly projects, status reports, and Reports on the Progress of Project Implementation (RPPI). However, the evaluation noted some inconsistencies with the budget monitoring reported in the Federal Financial Report and progress reports. The second level was ensured by the Steering Committee, which comprised officials of tourism associations (e.g., Caribbean Hotel and Tourism Association), the Caribbean Disaster Management Agency (CDEMA), the University of West Indies (UWI), the Federal Emergency Management Agency (FEMA), the Caribbean Tourism Organization (CTO). The Steering Committee allowed enhancing collaboration among relevant government authorities, private sector, academia, and other beneficiaries. The third level would be performed by the National Focal Point in each of the participating countries. However, the evaluation noted that there was no evidence of the performance of this third level throughout key informant interviews.

On gender positioning, the evaluation noted that the OAS has long taken a comprehensive approach to reduce gender inequality (e.g., by creating partnerships to encourage hiring women and improving their working conditions. The evaluation noted that the Project integrated the gender dimension during its implementation. Indeed, according to the feedback survey conducted by the University of West Indies on the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity, 87% of the participants that responded to the survey were female. Moreover, the UWI team that conducted the workshop was composed of 3 females and 2 males.

The evaluation also noted that due to the Covid-19 pandemic situation, the Project had substantial adjustments at the level of outputs, activities, and outputs indicators which demanded a strong adaptability from the Project Team.

EFFICIENCY

In terms of efficiency, the Project encountered challenges in the allocation of resources during the Project implementation.

As of August 2022, the Implementing Partners' committed contribution (financial and in-kind) was USD 715,502 for a 4-year or 48 months period (September 2018 – September 2022) covering the 13 Caribbean Member States. Implementing Partners (IPs) included US DoS (USD 500,000; 70%), GS/OAS (USD 141,252; 20%), Beneficiary Member States (USD 53,400; 7%) and FEMA (USD 20,850; 3%). The US DoS grant was subject to a transaction fee (ICR) of 13%. According to the latest information provided by the Department of Procurement Services and Management Oversight (June 2022) the total secured contribution by the US DoS was USD 435,000 with a total expenditure incurred of USD 247,286 (from which USD 65,000 are for ICR). As a matter of fact, only 49% of the budgeted amount was utilized (noting that additional expenses may be added based on recent developments).

The efficiency is also derived from the project's timeliness. The agreement with the Donor (U.S. Department of State) was signed on September 20, 2018. However, the Project Team received the authorization for execution of the Project until July 23, 2020. Since the original agreement was set to expire in July 2021, the Project Team requested a 15 months no-cost extension until September 2022, aiming to meet the Projects' expectations. Also, the Covid-19 pandemic situation had an impact on some activities which had a repercussion on the timeline of the Project (e.g., FEMA had to pause its activities in the Regional CERT training to focus on the Covid-19 response in the United States).

Covid 19 pandemic situation obliged Project Team to readjust and reallocate the budgets for the different outputs and activities towards areas there was momentum and willingness to advance. The evaluation noted that there was no reporting on the rationale of the allocations at beginning of the project or reallocations during the implementation of the project. Indeed, budget variations were not dully reported nor justified or available to the Evaluation Team.

Notwithstanding the developments related to the implementing arrangements for collecting basic data, there is still a need to improve accountability and monitoring functions. With respect to the implementation monitoring and accountability, the evaluation noted some inconsistencies when it comes to budget planning and expenditures (see

This can be explained by the fact that the documents reporting the budget of the project (Federal Financial Reports, Progress Reports, Financial Report by the Dept. Financial Services) do not use the same financial jargon or are structured in a different manner.

SUSTAINABILITY

The evaluation found that the sustainability of the Project could be compromised.

While the adaptation of new policies, reforms, and dissemination of knowledge/transfer of competencies will require time to take full effect, some actions piloted under the Project have already provided concrete benefits to the targeted beneficiaries. For instance, a country under review issued a specific regulation on Business continuity planning (St. Lucia). The Project also intended to create and disseminate knowledge during the project implementation (e.g., trainings and workshops).

However, the evaluation noted that there were challenges in building national and regional capacities since not all the Member

States participated in the Regional CERT training, and some countries could not develop the National Basic CERT training as it was expected. Also, the evaluation found there was a lack of visibility among beneficiaries and some counterparts who sometimes didn't know about the purpose and objectives of the Project or were not aware of the activities conducted during the implementation.

LESSONS AND RECOMMENDATIONS

Several lessons were highlighted for future interventions: a clear strategy from the onset; managing expectations; importance of complete participation from Member States on project implementation; a balance set of outputs and outcomes; the importance of contingency mechanisms to manage externalities; Invest in visibility and communication and building project ownership.

Finally, we concluded that the design, implementation, and management of future programs in building climate resilience for STEs should be informed by specific recommendations that were presented in the report.

1. OBJECTIVE AND SCOPE OF THE EVALUATION

1.1. Objective and scope

1. **The Organization of American States (OAS)** through the Department of Procurement Services and management Oversight commissioned *Finance for Impact* to conduct a summative independent evaluation of the project *Building the Resilience of Small Tourism Enterprises in the Caribbean to Disasters* (hereinafter “the Project”). The general objective of this evaluation is to assess the performance and direct effects of the project in providing technical assistance to small tourism enterprises in the participating Member States (Commonwealth of the Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Lucia, St. Kitts and Nevis, Suriname, Trinidad and Tobago, and the Dominican Republic) through the analysis of the results at the level of outputs and direct effects/outcomes. The Project seeks to contribute to reducing the severity, impact, and duration of disruptions caused by disasters multi hazards events on Small Tourism Enterprises of the 13 Caribbean members States. The scope of the report was limited to the execution of the Project between September 2018 to September 2022.
2. Our methodology relied on specific evaluation criteria: **relevance, coherence, effectiveness, efficiency, and sustainability** (Table 1). These criteria were in line with the OECD DAC guidelines (2010 Quality Standards for Development Evaluation and Glossary of Key Terms in Evaluation and Results Based Management). For each criterion, we have proposed specific questions to be investigated (Evaluation Matrix laid down in Annex 2). Gathering answers to our evaluation questions directly derived from our evaluation matrix allowed us to reach a holistic and comprehensive understanding of the evaluation criteria through multiple angles.

Table 1. Evaluation criteria used for this evaluation.

Criteria	Content
Relevance	<p>The extent to which intervention objectives and design respond to the beneficiary, global, national, and partner/institutional needs, policies, and priorities, and continue to do so if circumstances change.</p> <p>We reviewed the adequacy of the design and management of the project to the context in which their implementation has been carried out. We identified the substantial changes in the context between the time when the intervention began to be implemented and the time when the evaluation has been carried out.</p>
Coherence	<p>Coherence to the needs of stakeholders and the global policy agenda for building the resilience of small tourism enterprises. We will also assess the design of the project and the degree of its alignment with the strategies and priorities of partners and users.</p> <p>We assessed the internal coherence, including the synergies and interlinkages between the intervention and other interventions carried out by the OAS. We also assessed the external coherence, which considered the consistency of the intervention with other actors’ interventions in the same context.</p>
Efficiency	<p>The extent to which the project was delivered in a cost-effective manner (funding available for the project, level of expenditures, capacity to deliver on time and on budget, an adequate level of disbursement...)</p> <p>We assessed if the intervention used the least costly resources possible in order to achieve the desired results.</p>
Effectiveness	<p>The extent to which the project delivered the outputs intended by OAS and its main partners, e.g., in terms of quality of outputs and services provided, timeliness of delivery, coordination of stakeholders, processes for collaboration, and communication.</p> <p>We assessed whether the activities carried out under the Project have achieved planned objectives and produced the desired outcomes/results. We determined if there have been other latent objectives that have had an impact on the implementation; the achievement of the expected results; the contribution to the achievement of other unforeseen results; the factors that contributed to the achievement of the results, at the level of outputs and direct effects, including both planned and unforeseen actions; which of the strategies implemented were most successful in achieving the results.</p>
Sustainability	<p>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</p> <p>In analyzing the Project sustainability, we raised certain questions: whether the activities have been designed and implemented in such a way to ensure maximum sustainability of their benefits; whether the progress made (outcomes and outputs) of the project is institutionally sustainable once it ends; whether the Project actions have been appropriated by local partners and bearers of obligations, what is the probability of the project results sustaining over a period of time.</p>

Source: Finance for Impact

3. The evaluation was conducted between June and September 2022. In terms of process, we conducted an extensive **desk review**. This phase constituted an important part of the assessment process by collecting, organizing, and synthesizing available information, but also by identifying gaps of information that have been addressed during the key informant interviews (see annex 4 for the full list of documents reviewed during this evaluation). During the evaluation, we conducted interviews with a wide range of stakeholders. **The virtual key informant interviews** allowed us to determine the overall vision and needs for building the resilience of STEs in the Caribbean to disasters (see Annex 5 for the full list of persons interviewed). We set up a **feedback eSurvey** that allowed us to collect data at Kirkpatrick level 3 (reaction, learning and behavior) of the National CERT training, one of the main activities undertaken by the OAS Project (see annex 6 for the surveys' results of the National CERT training). The Evaluation Team carried out **4 case studies** (2 countries, 1 sector, and 1 thematic cases studies). The evidence gathered through the case studies has given valuable data to answer the EQs. Finally, in line with the ToRs, the Evaluation Team analyzed the possibility of developing a **cost-benefit analysis** (CBA) model to determine the socio-economic costs and benefits of the program with a view to determining the economic rate of return and the economic net present value of the investment. The Final report was structured into seven chapters, corresponding to the criteria to be evaluated, plus one containing a few high-level recommendations.

1.2. Limitations

4. The Evaluation Team encountered different challenges and limitations during the evaluation of the Project:

- The evaluation encountered some delays in its beginning. Finance for impact was contacted on March 25, 2022, to conduct this evaluation in 5 months' time. During the first meeting with the DPMO team, Thierry Sénéchal pointed out that he was home-based in la Havana, Cuba. DPMO consulted the donor on Thierry Seneschal's residency situation to determine whether the embargo context would affect the contract. The delay meant carrying out part of the data collection during the summer season, which required the Evaluation Team to adapt.
- The Evaluation Team proposed to carry out a feedback survey to the participants of the National CERT training in the Bahamas, Barbados, and Belize. However, the Project Team reported that they didn't have the lists of the participants that attended the events and suggested contacting the different National Emergency Management Agencies to gather this information. Finance for Impact contacted the National Management Agencies of the Bahamas, Belize, and Barbados which took several days to provide email contact of the participants. Also, sometimes these National Management Agencies provided telephone numbers instead of email contacts, which made it difficult for sending the e-survey. Nevertheless, Finance for impact reached out to contact 56 participants of whom 21 responded to the feedback survey.
- It was requested to the Evaluation Team to conduct a Cost Benefit Analysis (CBA) of the Project, by determining the internal rate of return and the net present value of the investment. However, as it is discussed in section 5.4 (Efficiency), the CBA has presented critical challenges for its implementation (data availability, timing, resources). The Evaluation Team described the limitations of the feasibility of the CBA and provided in Annex 7 specific CBA recommendations.
- The Evaluation Team had difficulties accessing the final information on the implementation of the Project for the presentation of the Final Report, since the deadline for the Report was simultaneous with the date of completion of the Project. It should also be noted that the Project developed most of its activities in the last months of implementation (e.g., High-Level Policy Forum, National CERT training, Crisis Communication Strategy), creating important limitations for the evaluation in terms of sufficient and up-to-date material necessary for evaluating the different activities and outputs of the Project, sometimes even hampering, or delaying the analysis of different sections of the evaluation report.

2. PROJECT DESCRIPTION

2.1. Background to the intervention

5. The Caribbean region has been the target for the last two decades of extreme weather events. The 2017 Atlantic hurricane season, one of the most active on record, produced 18 tropical depressions, which intensified into tropical storms. Hurricane Maria, for instance, caused catastrophic damage and numerous fatalities across the north-eastern Caribbean, compounding recovery efforts in areas of the Leeward Islands that were earlier hit by Hurricane Irma, such as Barbuda where about 90% of homes on the island were destroyed, forcing the evacuation of over 1400 people to Antigua. Hurricane Maria caused significant damage in the Commonwealth of Dominica, where there were over 60 people confirmed dead or missing and the roofs of as much as 98% of the island's buildings, including hotels and guest houses, were damaged. Hurricane Dorian (Category 5) hit the Bahamas on September 1, 2019, causing flooding and mass destruction on the northwest islands of Abaco and Grand Bahama. The current death tolls stand at 74 people and 245 people still missing. In addition to the loss of lives, 29,500 people remain homeless and/or jobless.

6. There is no other region whose travel and tourism industries are as vulnerable to disasters as the Caribbean. Given the competitive nature of the tourism industry, there is often a lag between the speed of the reconstruction of damaged properties and social and economic infrastructure, and the speed of post-disaster recovery of the industry, as business, tends to move elsewhere. The recovery of market share often requires already cash-strapped, affected properties and destinations to invest in costly marketing campaigns in source markets. Invariably, properties and destinations that are not directly impacted by the passage of a Hurricane are indirectly affected by a perception within source markets that the entire region is unsafe. Destinations that were not affected during the 2017 Atlantic Hurricane Season were affected by an immediate wave of cancellations of bookings, leaving hotel rooms unoccupied and interrupting inbound revenue. The net effect of this is that the Atlantic Hurricane Season which runs from June to November is undermining the region's strenuous attempts at creating a year-round tourism industry.

7. The region's vulnerability to disasters is further exacerbated by a limited range of resources, high factors including the openness of national economies, the small size of populations, dependence on external source markets for strategic imports, and the presence of critical social and economic infrastructure along the coast. The Caribbean's vulnerability is characteristic of small island states, but this region has typically suffered more damage than others. The average estimated disaster damage as a ratio to GDP was 4.5 times greater for small states than for larger ones, but six times higher for countries in the Caribbean. Moreover, the region is seven times more likely to be hit by natural disasters than larger states and twice as likely as other small states¹. Recognizing these realities, political and business leaders in the region have determined that building economic, social, and environmental resilience is their only option. Following the damages sustained during the 2017 hurricane season, regional leaders were committed to designing and implementing a resilience-building program.

8. The Organization of American States through the Executive Secretariat for Integral Development (SEDI) seeks to contribute to reducing the severity, impact, and duration of disruptions causing disasters to the operational small tourism enterprises. The Organization of American States (OAS) launched a US\$500,000 project funded by USOAS to assist the region's small and medium tourism enterprises (STEs) to build resilience to natural disasters. The project was launched during the 2nd Global Conference on Jobs and Inclusive Growth: Small and Medium Tourism Enterprises (SMTEs), hosted at the Montego Bay Convention Centre by the government and the United Nations World Tourism Organization on January 29, 2019. Participating countries set to benefit include: The Bahamas, Belize, Barbados, Dominica, Dominican Republic, Grenada, Guyana, Haiti, St. Lucia, St. Kitts and Nevis, Suriname, and Trinidad and Tobago.

9. The U.S. Department of States (DoS) and the Organization of American States (OAS) signed an agreement for the implementation of the Project on September 15, 2018. However, despite this agreement, the Project did not receive the endorsement from the OAS until July 23, 2020 (22 months later).

¹ EM-DAT; IMF, 2016, "Small States" Resilience to Natural Disasters and Climate Change-Role for the IMF"

2.2. Environmental vulnerability context

10. Caribbean member states are particularly subject to extreme weather shocks, especially hurricanes and tropical storms. Climate change and global warming are challenges that place the future resources, development, and prosperity of citizens in jeopardy. Specific hazards such as rising sea levels, warming temperatures, deforestation, and more frequent and extreme weather events, place the Caribbean at higher risk, to the point of coastal communities and entire islands potentially disappearing if the dangers of global warming are not addressed collectively and urgently today. Table 2 presents a brief country disaster profile of the 13 Caribbean Member States covered throughout the Project.

Table 2. Country Disaster Profile

<ul style="list-style-type: none">• The location of the Bahamas archipelago in the Atlantic hurricane belt means that the islands are subject to regular hydro-meteorological disasters including hurricanes, storms, and cyclones which occur most frequently in the months of September, October, August, and November. The low relief of the lands makes them particularly vulnerable to flooding caused by storm surges and sea level rise, and while the topography of the islands means that they face limited landslide risk, the calcareous and fragile nature of the soils means that they are vulnerable to soil loss caused by rain and wind action.• Barbados is located along the hurricane belt where most transatlantic hurricanes pass, which makes Barbados vulnerable to all the major impacts associated with them, including storm surges and flooding. Hurricane season takes place during the months of June to November with increased frequency during the months of September to November. Barbados is also at risk of floods, droughts, storms that are not classified as hurricanes, and occasional landslides.• Belize is vulnerable to hurricanes, storms and associated flooding, wind damage, and storm surge, especially in Belize City. The country’s low-lying terrain exacerbates the effects of flooding and sea level rise. Belize is also at risk of extreme temperature events. According to the Natural Disaster Hotspot study by the World Bank, Belize is the 61st highest exposed country for relative mortality risk from multiple hazards in the world and ranked 8th out of 167 countries for climate risk.• Dominica is among the countries most vulnerable to natural disasters and climate change. During 1997-2017, it was the country with the highest GDP losses to climate-related natural disasters and ranked in the top 10 percent among 182 countries for climate-related fatalities. Following huge devastation, owing to back-to-back major storms in 2015 and 2017, Dominica announced its intention to become the first disaster-resilient nation.• The Dominican Republic experiences great heterogeneity in annual rainfall and seasonal cycles across the country. Total annual rainfall is greatest in the northeast, while it is the lowest in the southwest. A bi-modal seasonal rainfall regime exists in the North, in which a mid-summer drought occurs between two months of high rainfall. In the South, the seasonal cycle is characterized by a wet summer and a dry winter.• Natural disasters and climate change are existential threats to Grenada, with annual losses from these events estimated at 1.7 percent of GDP. Grenada has proactively pursued resilience-building, with its Climate Change Policy and National Adaptation Plan providing detailed roadmaps for policymakers. However, the challenges are increasing, including slow-moving effects owing to the rising sea level, even as implementation capacity and resource constraints remain significant impediments. The COVID-19 pandemic has amplified those challenges by increasing risks and tightening Grenada’s fiscal space.• Guyana is most at risk of floods and droughts. Guyana has experienced many floods in recent years that are heavily influenced by the La Niña events. The country’s low-lying coastline, which in some areas is 2 m below sea level, causes flooding to be an imminent threat. Sea level rise will lead to inundation of coastal areas, saline intrusion into the surface and groundwater sources, and overtopping of existing sea defenses.• Haiti’s geographic location in the path of Atlantic hurricanes, combined with the steep topography of its western region from which all major river systems flow to the coast, makes the country particularly vulnerable to hydrometeorological disasters, especially between June and December. Landslides are common along all river valleys where years of deforestation have left the upper reaches of the western basins bare. The major natural hazards that threaten Haiti are cyclones, earthquakes, floods, droughts, and landslides, with floods leading as the greatest threat and contributor to vulnerability.• Jamaica is likely to undergo a warming and drying trend and is expected to endure more frequent droughts, rainfalls with increased intensity, and rising sea levels. The North Atlantic hurricane season (June 1 to November 30) coincides with Jamaica’s rainy season and the Caribbean seas highest levels of conductive and convective activity. Prolonged rainfall events

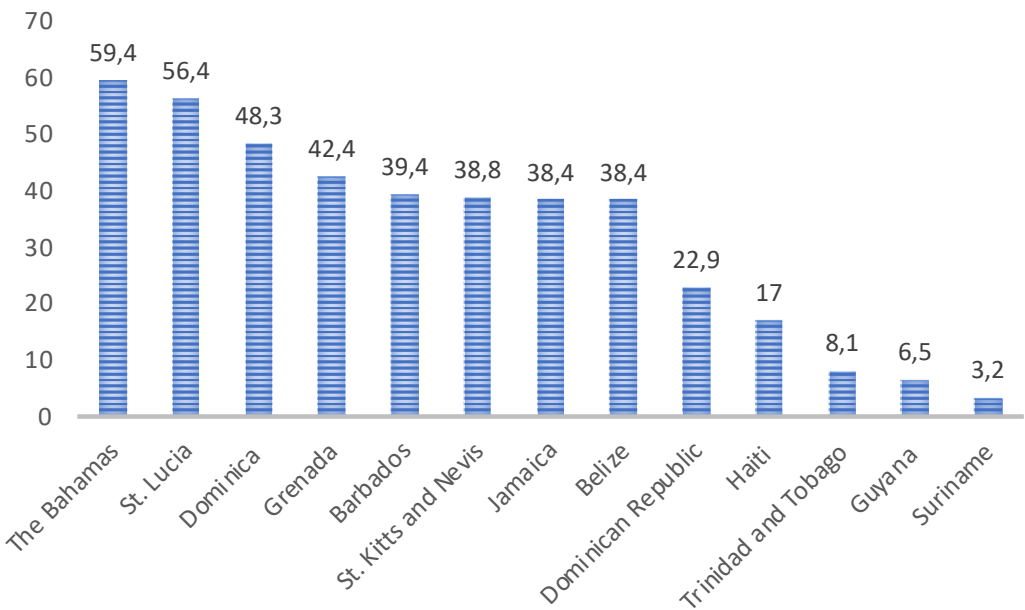
of more than two days are associated with 67% of severe flooding events (46% of these were from hurricanes and tropical depressions). Instances of extreme rainfall can cause flooding.

- **Saint Lucia's** population is clustered along its coast with its steep mountains prohibiting inward expansion. While the country enjoys high education and life expectancy rates, poverty and unemployment are pervasive. Like many of its neighbors, Saint Lucia experiences earthquakes, hurricanes, tsunamis, landslides, volcanic activity, flooding, and drought. Saint Lucia's disaster and emergency management legislation is strong but focuses on preparedness and response at the expense of planning and mitigation.
- **St. Kitts and Nevis** are most vulnerable to cyclones and hurricanes (and the resulting storm surge), floods, and droughts. The country lies on the southern edge of the Atlantic hurricane belt where tropical cyclones occur throughout August, September, and October. Climate change has the potential to result in changes in hurricane frequency and intensity which will have countrywide social and economic implications.
- **Suriname** is one of the most vulnerable countries to river and coastal floods. Almost 30 percent of the country is within a few meters above sea level, making it susceptible to coastal flooding. Additionally, as nearly 90 percent of Suriname's population (two-thirds of whom live in the capital, Paramaribo) and most of the country's fertile land and economic activity is located in the 384-kilometer-long coastal plain, sea level rise represents a very significant development challenge
- **Trinidad and Tobago** can be affected by natural and anthropogenic hazards from several categories -seismic, hydrological, technological, biological and meteorological. The level of vulnerability varies – e.g., low-lying areas are more vulnerable to flooding than higher elevated places. Knowing which areas display the highest levels of vulnerability, as well as the location of critical facilities such as hospitals and shelters, is important in mitigation and response planning.

Source: Climate change knowledge portal, Emergency Management agencies portals, USAID climate profiles

11. Economic diversification remains a challenge for most Caribbean islands being the most tourism-dependent region of the world. Indeed, although other industries including bauxite, petroleum, sugar, and international banking make significant economic contributions in Caribbean countries, the region is highly identified internationally in terms of its very image in the tourism industry. Aruba—with a Tourism Dependency Index of 84.7—is the world's most tourism-dependent economy, followed by Antigua and Barbuda (61.4) and The Bahamas (59.4). Venezuela (5.5), Paraguay (3.7) and Suriname (3.2) are among the least tourism-dependent economies in the region. Fourteen of the 15 most tourism-dependent nations in the Americas are in the Caribbean region. Figure 1 presents the tourism dependency index (2019) for the 13 Caribbean Member States covered throughout the Project.

Figure 1. Tourism Dependency Index in the Caribbean (2019).



Source: World Bank Development Indicators, World Travel, and Tourism Council Database

3. RELEVANCE AND COHERENCE

3.1. Relevance of the Project

12. The Project is consistent with countries’ climate resilience and donors’ agendas. Climate resilience disaster management and preparedness are top priorities for the Caribbean governments. Natural hazards, including droughts, earthquakes, floods, forest fires, hurricanes, landslides, tsunamis, and volcanoes have forced Caribbean governments to take actions to mitigate the severity, impact, and duration of these phenomena. In response to Hurricane Dorian, the Government of the Bahamas has established a new Ministry of Disaster Preparedness, Management, and Reconstruction, in which NEMA focuses on Disaster Preparedness and Response and a special Disaster Reconstruction Authority (DRA) to lead and coordinate all reconstruction activities of the affected areas. Additionally, the Government of Dominica published the National Resilience Development Strategy (NRDS) 2030 which is a national multi-sectoral policy for 2018-2030. It outlines the priorities that Government will pursue in the pursuit of sustainable economic growth in the face of global realities, in particular climate change and disaster preparedness. In an important step towards creating a more resilient region and better prepared to face disasters, the Government of the Republic of Haiti approved the National Risk and Disaster Management Plan 2019-2030, a result of an inclusive, multisectoral, and participative process.

13. Climate change poses a significant threat to the Department of State’s mission of advancing the interests, health, safety, and economic prosperity of the American people. The increasing frequency and severity of climate-related natural disasters disrupt ongoing operations and threaten the ability to advance foreign policy goals. The Department of State fully embraces the Administration’s focus on climate change, and Secretary Blinken named climate security and resilience as one of his top strategic priorities. The U.S. Department of State has three overarching climate adaptation and resilience goals: 1) protect the health and safety of personnel, 2) adapt Department facilities, operations, and mission-critical services to be more resilient to the impacts of climate change, and 3) lead by example through showcasing climate adaptation and resilience solutions.

14. The project is relevant to the OAS. Ensuring and promoting sustainable development—which entails balancing economic growth, social equity, and environmental protections—throughout the Western Hemisphere continues to be one of the chief objectives of the OAS. Through its Secretariat for Integral Development, the Organization implements numerous projects and programs aimed at achieving concrete results. The OAS plays an important cooperation role in the Americas by helping member states formulate policies and execute projects (Table 3) aimed at improving the well-being of its citizens. The Department of Sustainable Development (OAS/DSD), through its Risk Management and Adaptation to Climate Change section (RISK-MACC), supports the priorities of OAS Member States in adapting to and managing the increasing risks associated with natural disasters. The goal is to mainstream Risk Management—or deconstruct risk—into development policy and planning across all sectors and government levels, by building on work underway at the regional and international levels, and by taking into account the changing priority needs of the Member States and relevant OAS mandates (e.g., charter of the OAS, the Inter-American Democratic charter) received from the highest-policy making bodies in the Americas.

Table 3. Programs and Projects of the OAS related to this Project

Execution of the Inter-American Program for Sustainable Development (PIDS) (2016-2021)	This program, which was adopted at the second plenary session of the OAS General Assembly held in Santo Domingo in May 2016, seeks to leverage the comparative advantage of the OAS in areas - such as disaster Risk Management, sustainable management of ecosystems, sustainable cities, and communities, sustainable energy management and capacity building for efficient, effective and accountable institutions - where opportunities exist for action that complements the efforts of the states themselves as well as the efforts of the other international Organization and institutions operating within the Hemisphere.
Caribbean Disaster Mitigation Project (CDMP) (September 1993-December 1999)	Funded by the USAID Office of Foreign Disaster Assistance (OFDA) and implemented by the Unit of Sustainable Development and Environment - now Department of Sustainable Development - of the OAS on behalf of the USAID Caribbean Regional Program (USAID/CRP), this project sought to: (i) promote the adoption of natural disaster mitigation and preparedness practices by both the public and private sectors in the Caribbean region through a series of activities carried out over a five-year period; (ii) provide a framework for collaboration with the Caribbean region to establish sustainable public and private sector mechanisms for natural disaster

	mitigation that could measurably lessen loss of life, reduce the potential for physical and economic damage, and shorten the disaster recovery period over the long term. A key output of the project was a Hazard Mitigation Planning Manual.
Comprehensive Disaster Mitigation (CDM) of the Caribbean Disaster Emergency Management Agency (CDEMA) (2007-2012)	Through its role as Chair of the CDEMA's Physical Planning and Environmental Management sub-committee. In this role, the OAS has collaborated with CDEMA on several initiatives, the most recent being an assessment of physical planning capacity for disaster risk management in Saint Lucia. Many of the findings and findings of this assessment were validated as having strong relevance to other countries in the region.
Tourism Destination Management in the Caribbean (2017)	The OAS through SEDI collaborated with the CTO and Sustainable Travel International and the Caribbean to launch a large-scale initiative that aims to greatly enhance how tourism is managed at a destination level in the CARICOM region and improve its prospects and its ability to compete by embedding sustainability into destination strategies and day-to-day management and marketing. This innovative initiative will include an on-line sustainable tourism course designed to facilitate the implementation of sustainability practices among micro, small, and medium-sized tourism enterprises (MSMEs), women entrepreneurs, and tourism decision-makers from the public sector launched on the OAS Educational Portal of the Americas. It is hoped that the outputs of this initiative may be transferred through the established SBDC programs in countries.
Support for incorporating resilience thinking into business planning processes of MSMEs: OAS/SEDI (2016)	Working through the Caribbean Small Business Development Centers (SBDC) program funded by the US Department of State the OAS has been helping to build the capacity of MSMEs in the Caribbean to mainstream business continuity in their operations by inter alia focusing on the quality of access to insurance, flexible financing and on the quality and resilience of infrastructure.

Source: Finance for Impact

15. Relevance to the needs and priorities of beneficiaries. For a program to be successful, the needs of the beneficiaries must be clearly analyzed and understood for appropriate planning to take place. Stakeholders interviewed consider the project has been relevant in providing technical assistance to small tourism enterprises in the participating Caribbean countries to overcome macro (national) and micro (corporate) level challenges that affect business continuity during and after catastrophic events in the Caribbean. Stakeholders interviewed confirmed that the Project mapped and addressed constraints encountered by small tourism enterprises. Business continuity and Contingency plans were thematic of great relevance.

16. Relevance of design at appraisal. The Project was correctly conceptualized involving small tourism enterprises, communities, and Governments of the 13 Caribbean Members States. According to interviews, the Project was discussed and presented at several meetings of the inter-American Council for Integral Development and at the XXIV inter-American Congress of Minister and High-Level Authorities of Tourism held in Georgetown Guyana, March 21-22, 2018, under the theme “Connecting the Americas through Sustainable Tourism”. According to interviews, activities were relevant and did not overlap with those of other national programs or projects. The project was designed to build the capacity of small tourism enterprises to address their own post-disaster continuity challenges through capacity-building activities (e.g., Regional CERT training, National Basic CERT training). Also, the project was designed to bring into national consideration and discussion business continuity and contingency planning. Indeed, the High-Level Policy Forum provided the space for reflection and dialogue regarding challenges encountered by STEs.

3.2. Coherence of the Project

17. Consistency of the Project with strategies of other external partners. The Project complements the activities of OAS partners in the Caribbean including (1) the Caribbean Disaster Emergency Management Agency (CDEMA); (2) The Caribbean Hotel and Tourism Association (CHTA); and (3) the Organization of Eastern Caribbean States (OECS) Commission. Table 4 presents the OAS partners in the Caribbean.

Table 4. OAS partners in the Caribbean

CDEMA	CDEMA in collaboration with the United Nations World Food Program (WFP), and the ODPEM is assisting its Member States to address b disaster relief chain management including logistics planning, distribution, packaging, and the monitoring and tracking of relief items after a disaster. The
-------	---

	training is being delivered as part of CDEMA’s Regional Training Centre Program, which looks at the needs of CDEMA participating states and addresses those needs based on what is being expressed. This series of End-to-End Supply Chain Management workshops are part of CDEMA 2018-19 work plan being rolled out in four sub-regional focal points.
CHTA	The CHTA offers a series of webinars aimed at assisting its membership to rebuild and re-furbish for resilience and efficiency. Webinars discuss practical considerations to help tourism enterprises to prepare for weather future storms through a property’s overall layout and design impact as well as through operational measures such as energy-saving measures that save on operation costs on a daily basis Other webinars focus on addressing severe drought with water shortages that can cause damage and losses through the use of early-warning information provided by the Caribbean Institute for Meteorology and Hydrology (CIMH) to improve their planning and operations.
The OECS Commission	The Commission is principally responsible for developing and executing a coordinated approach to tourism development in the OECS with a view to optimizing the social, economic, and environmental benefits of tourism to the OECS Member States. To achieve this, the Commission provides technical advice and mobilizes support for the Member States. Guided by the Vision for Tourism in the OECS: “The OECS region develops a tourism industry that is viable, internationally competitive, resilient and sustainable via collaboration and synergies whilst improving the quality of life of its citizens.” In fulfillment of Article 21 of the Protocol on the Economic Union of the Revised Treaty of Basseterre, the Commission has developed a Common Tourism Policy which highlights priority areas where OECS Member States should work together to enhance the competitiveness of Tourism. These include investment and product development; research; human resource development; tourism awareness; marketing; community participation and sectoral linkages; and cultural and environmental sustainability

Source: Finance for Impact

18. This project is in alignment with the UN Sendai Framework for Disaster Risk Reduction (DRR) (2015-2030). The Sendai Framework sets out the overall objective to substantially reduce disaster risk and losses in lives, livelihoods, and health in the economic, physical, social, cultural, and environmental assets of persons, business, communities, and countries. The Project is in alignment with the four priorities and objectives of the Sendai agreement: (i) understanding disaster risk, (ii) strengthening disaster risk governance to manage disaster risk, (iii) investing in disaster risk reduction for resilience, (iv) enhancing disaster preparedness for effective response and to “build back better” in recovery rehabilitation and reconstruction. Also, the Sendai Framework assigns a critical role to women to effectively manage disaster risk and design, resource, and implement gender-sensitive disaster risk reduction policies, plans, and programs; calling for taking adequate capacity-building measures to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations. The Sendai Framework works hand in hand with the other 2030 Agenda agreements, including The Paris Agreement on Climate Change, The Addis Ababa Action Agenda on Financing for Development, the New Urban Agenda, and ultimately the Sustainable Development Goals.

19. Consistency of the Project with OAS strategies. The Project is aligned with the strategy of the OAS to support Member States in the design and implementation of policies, programs, and projects oriented to integrated environmental priorities with poverty alleviation, and socio-economic development goals. According to the report on the alignment of programs and projects considered by the Project Evaluation Committee (PEC) with the Strategic Plan provided by DPMO, the project is aligned with the strategic line “Strengthening the implementation of sustainable development goals in accordance with the Inter-American Program for Sustainable Development (PIDS) 2016-2021”. The 2016 OAS General Assembly adopted a new iteration of the PIDS for the period 2016-2021, which seeks to ensure that the work of SEDI is aligned with the implementation of the 2030 Agenda on Sustainable Development and the Paris Agreement on Climate Change.

20. Lack of information on the strategy or business setup. At the inception phase, Finance for Impact requested strategic documentation (e.g., business plan, plan concept notes) to assess the strategy or business setup of the Project. According to DPMO, the Project doesn’t have these documents since they are not a requirement by the GS/OAS. However, the Project Document and the Project Profile act as the business plan and the only strategic source of the Project. It should be noted that DPMO and Project Team shared the Project document for 2020, 2021, and 2022 which are essential documents that appeared long after the signature of the Agreement with the DoS (September 15, 2018). Strategy or business setup information are pivotal documents that provide the roadmap to align organization’s functional activities and priorities to achieve set goals.

4. EFFECTIVENESS

4.1. Effectiveness in achieving outputs

21. **The Project Outputs had multiple milestones.** In order to analyze the process and achievements made through the implementation of the project, Finance for Impact presents the milestones of the seven (7) outputs and thirty-five (35) activities that cover the project. This information allows us subsequently, to analyze the outputs that have been completed and for those, some activities are pending or won't meet desired expectations. The information was extracted from the desk review and conversations with DPMO, Project Team, counterparts, and beneficiaries. Table 5 presents the OAS outputs and activities milestones as of September 20, 2022. Aiming to facilitate the reading of the status of implementation of the Project by activities, 4 types of activities have been differentiated by color: In dark green, the activity has been completed, in light green, the activity has been modified and completed, in brown, the activity is pending or ongoing, and in red, the activity will not be completed and will not meet expectations according to evaluation.

Table 5. OAS Output and Activities Milestones (September 20, 2022)

Period	Output	
Output 1: Integrated/holistic assessment of the challenges to the post-disaster business continuity of small tourism enterprises in the Caribbean completed and peer-reviewed.		
	Activity 1.1: Develop ToRs for consultancy to undertake an integrated/holistic assessment of the challenges to post-disaster business continuity of small tourism enterprises in the Caribbean to select hazards.	Status
July-Sep 2020	<ul style="list-style-type: none">Terms of Reference (ToR) for the preparation and drafting of the integrated/holistic assessment were drafted and consideration to potential contractors for commissioning the assessment was given by the SEDI/DSD/DED Project Management Team.ToR was presented at the First Meeting of the Project Steering Committee.	
Oct-Dec 2020		
Activity 1.2: Select consultant based on criteria approved by the Project's Steering Committee		Status
Oct-Dec 2020	<ul style="list-style-type: none">COVID-19 impacted the availability of experts and specialists in the region to take on the Integrated/holistic Assessment of Barriers. In collaboration and with the technical advice of the Tourism Principal Specialist at the Department of Economic Development, as well as in consultation with the Project Steering Committee and particularly CTO and CHTA, the project management team explored a few options for the consultancy.The project management team negotiated and issued a contract with the Caribbean Hotel and Tourism Association (CHTA) for the preparation of the Integrated/holistic Assessment based on a Multi-stakeholder Policy Forum to be established and held through a series of virtual sessions. Under this contract, three online sessions of the multi-stakeholder policy forum were agreed to be held between May and September 2021.The Project Team provided comments on the Inception Report.The Revised inception Report was submitted	
Jan-March 2021		
May 2021		
Activity 1.3: Conduct Integrated/holistic Assessment		Status
July-Sept 2021	<ul style="list-style-type: none">During the July-September 2021 quarter, a comprehensive multi-hazard online survey and a comprehensive desk study to ascertain gaps and challenges, and barriers of STE's for business continuity and contingency planning that included an assessment of the COVID-19 Business Impact and Recovery to the targeted groups identified from the updated stakeholder mapping database were completed and the results were shared at the First Multi-Stakeholder Policy Forum.The Multi-Stakeholder Policy Forum was held on August 5, 2021,The Second Multi-Stakeholder Policy Forum was held on October 20, 2021. Presentation of the overall findings and recommendations.The activities were completed including the online questionnaire/survey, the two-part multi-stakeholder policy series forums to discuss and validate the findings and recommendations, and the final draft integrated assessment has been completed. The draft final integrated holistic assessment report was presented and discussed with the Project Steering Committee.Presentation of the Integrated Holistic Assessment at the High-Level Policy Forum was held on July 20-21, 2022, in Montego Bay, Jamaica.	
Sept-Dec 2021		
July 20-21, 2022		
Activity 1.4: Undertake internal review/peer of consultancy report		Status
Jan-March 2022	<ul style="list-style-type: none">During the January-March 2022 reporting period, discussions with the Project Steering Committee members on further inclusions/updates to the final draft integrated holistic assessment report were ongoing.The draft final integrated holistic assessment report was presented and discussed with the Project Steering Committee.	
Commentary: <ul style="list-style-type: none">The activities of this output were completed. However, activity 1.2 was modified because of the Covid-19 pandemic situation which obliged the Project Team to adapt and negotiate a contract with CHTA.		

<ul style="list-style-type: none">• According to Project Document 2020, the consultancy would take 12 weeks. However, according to interviews with CHTA, the consultancy went beyond the time established.• Activities of this output encountered significant delays in its implementation. Terms of Reference were drafted in September 2020 (24 months later the signature of the agreement with the donor)• According to an interview with the University of West Indies, the assessment of the challenges to the post disaster business continuity of STEs in the Caribbean has provided the necessary information/data for building the workshop on business continuity and contingency planning and the Crisis Communication Strategy.	
Output 2: Report outlining consensus on policies and strategies barriers to business continuity that must be addressed at the national and regional level presented and validated	
<i>Activity 2.1: Plan 2-day High-Level Forum in collaboration with project steering Committee</i>	
Status	
July-Sept 2020	<ul style="list-style-type: none">• High-Level Forum was planned to be held by virtual means by the end of last quarter 2020 or first quarter 2021.
Oct-Dec 2020	<ul style="list-style-type: none">• The High-level Policy Forum was reprogrammed as a series of on-line or sessions which would lead to the establishment of a permanent multi-stakeholder forum that would in turn allow for adjusting to changing conditions (e.g., pandemic Covid-19).
July-Sept 2021	<ul style="list-style-type: none">• CHTA and OAS worked to identify the venue/country for the in-person High-Level Policy Forum. Possible collaborations on hosting the High-Level Policy Forum alongside CHTA's annual Caribbean travel and Marketplace Conference was discussed.
Oct-Dec 2021	<ul style="list-style-type: none">• Discussions with the Project Steering Committee member on further inclusions/updates to the final draft intergraded holistic assessment report were ongoing.
Jan-March 2022	<ul style="list-style-type: none">• Discussion on the High-Level Policy Forum at the 4th Steering Committee Meeting on November 22, 2021. (Presence of CDEMA, CHTA, CTO, FEMA, OAS and UWI)
Apr-June 2022	<ul style="list-style-type: none">• Discussion on the High Level Policy Forum at the 5th Steering Committee Meeting on March 17, 2022. (Presence of CDEMA, CHTA, FEMA, OAS, and UWI)
July 20, 21 2022	<ul style="list-style-type: none">• Discussion on the High Level Policy Forum at the 6th Steering Committee Meeting on June 7, 2022. (Presence of CDEMA, CHTA, CTEO, FEMA, OAS and UWI)• The High-level Policy Forum was held on July 20-21, 2022, in Montego Bay, Jamaica.
<i>Activity 2.2: Convene and present High Forum of Decisions makers from the public and private sectors</i>	
Status	
July 20, 2022	<ul style="list-style-type: none">• The Integrated Holistic Assessment document was presented at the High-Level Policy Forum (plenary 1) by Frank J. Comito, Special Advisor and Former CEO/DG at the Caribbean Hotel and Tourism Association. Considerations from the Minister of Tourism, International Transport and Marine initiatives of Dominica, and the Minister of Tourism of Jamaica. Considerations from STEs, Associations, and Delegates.
July 21, 2022	<ul style="list-style-type: none">• The final Crisis Communication Strategy was presented at the High-Level Policy Forum (plenary 2) by Dr Jeremy Collymore, Ph.D., International Advisor/Consultant in Disaster Risk Management. Considerations from Ministers, Delegates, and STEs.• The Business continuity planning, business impact assessment, and recovery were presented by Dr. Evangeline Inniss-Springer Ph.D., Director, Disaster Risk Reduction Centre at the University of West Indies (plenary 3)
<i>Activity 2.3: Prepare and circulate Forum Report</i>	
Status	
July-Aug 2022	<ul style="list-style-type: none">• Drafting of the High-Level Policy Forum Report.• Presentation of the Report on the 2022 High-Level Policy Forum on August 31, 2020.• The High-Level Policy Forum Report is planned to be shared/circulated by September 30, 2022
<i>Activity 2.4: Follow-up with national focal points to determine the implementation of Forum recommendations</i>	
Status	
Commentary: <ul style="list-style-type: none">• The Project Team requested 15 months no-cost extension for the implementation of the Project. The High-Level Forum was planned for the end of the last quarter of 2020 or first quarter 2021. However, the Forum was finally held in July 2022, two months before the culmination of the Project.• The situation of the Covid-19 pandemic generated critical delays during the implementation of the Project which had an impact on the High-Level Policy Forum, since in this forum, the key findings and recommendations of other activities and outputs (e.g., integrated holistic assessment of the challenges to the post-disaster business of STES in the Caribbean) would be presented to the different participants.• Activity 2.3 is partially completed. The Draft High-Level Policy Forum Report has been presented by CHTA on August 30, 2022. According to Project Team, activity 2.3 will be completed on the 30 of September (circulation of the Forum Report)• Activity 2.4 can only be completed after the end of the Project.	
Output 3: Report outlining Crisis Communications Strategy for the Small Tourism Enterprise Sector completed and presented to the Steering Committee.	
<i>Activity 3.1: Prepare TORs for a consultancy to undertake a detailed Crisis Communications Strategy for the Tourism sector</i>	
Status	
July-Sep 2020	<ul style="list-style-type: none">• The Terms of Reference for the commissioning of the Crisis Communications Strategy was discussed and adopted at the first meeting of the project Steering Committee. As a result of the discussions held during the first meeting of the project Steering Committee, the project management team has determined

Oct-Dec 2020	<p>that the Crisis Communication Strategy cannot be drafted or addressed until after the Regional Contingency Planning Workshop.</p> <ul style="list-style-type: none"> Crisis Communication Strategy was decided to be held after the Regional Workshop for Contingency Planning and Business Continuity as it is an integral part of the contingency planning. 	
<i>Activity 3.2: Select consultant based on criteria approved by the Project's Steering Committee</i>		Status
Oct-Dec 2021	<ul style="list-style-type: none"> OAS started discussions with UWI to develop an emergency communication strategy in the form of guidelines or a manual, based on the multi-stakeholder policy forum, supported by surveys and sessions stemming from the forum. It would be specific to STE's including all MSME's in the tourism economy that would result in a publication. 	
Jan-Mar 2022	<ul style="list-style-type: none"> The University of West Indies (UWI) was contracted to develop an emergency communication strategy as presented to the Project Steering Committee in the form of guidelines or a manual, based on the multi-stakeholder policy forum, supported by surveys and sessions stemming from the forum. It would be specific to STE's including all MSME's in the tourism economy that would result in a publication. The duration of the contract with UWI was established for the period between March 17 to August 31, 2022. 	
<i>Activity 3.3: Prepare a proposal for a Crisis Communications Strategy for the Tourism Sector</i>		Status
Apr-June 2022	<ul style="list-style-type: none"> During the April-June 2022 reporting period, the revised/updated model post-disaster "open for business" procedural guide for small tourism enterprises as part of the Crisis Communication Strategy was presented by the University of West Indies and discussed by the Project Steering Committee. Some of the comments included the need to include key and precise messaging for both slow and rapid on-set warnings pre and post-disasters. The Steering Committee agreed that the final version of the document needs to be well formatted and concise in time for the formal presentation to the high-level delegates attending the High-Level Policy Forum. 	
July 2022	<ul style="list-style-type: none"> Presentation of the Concept Note of the Crisis Communication Strategy by the University of West Indies. 	
<i>Activity 3.4: Review and provide feedback to the consultant on the Inception Report</i>		Status
July 2022	<ul style="list-style-type: none"> Draft Model of the Crisis communication strategy presented in May 2022. According to interviews with the University of West Indies, the University presented the first draft of the Model Post- Disaster "Open for business" crisis communication strategy and procedural guide for Small Tourism Enterprises. The University of West Indies received feedback from the Steering Committee. 	
<i>Activity 3.5: Review and provide feedback to the consultant Draft Final Report</i>		Status
May 2022	<ul style="list-style-type: none"> Review undertaken during the month(s) of July August and September with final review during the Seventh Steering Committee meeting in September 20, 2022. 	
Sept 2022	<ul style="list-style-type: none"> According to interviews with the University of West Indies, the University received feedback from the participants of the High-Level Policy Forum participants. The Final Report of the Crisis communication strategy was presented on the 15 of September. 	
<i>Activity 3.6: Circulate the final report</i>		Status
Sept 2022	<ul style="list-style-type: none"> According to Project Team, the Crisis Communication Strategy is planned to be shared/circulated by September 30, 2022. 	
<i>Activity 3.7: Follow-up with national focal points to determine the level of use of strategy by tourism stakeholders.</i>		Status
<p>Commentary:</p> <ul style="list-style-type: none"> According to the University of West Indies, the Crisis Communication Strategy was presented on the 15th of September. According to the University of West Indies, the Crisis Communication Strategy is not just a theoretical document since it was tested in the tourism sector. Indeed, the Crisis Communication Strategy has been tested through the participation of Mount Irvine Resort in Trinidad and Tobago. According to Project Team, Activity 3.7 would be executed after the implementation of the Project. Delays in the implementation of the Project are visible in the execution of this output. According to Project Team, the Final Report will be circulated on the very last day of the mission (30 September 2022) 		
Output 4: At least 40 owners, operators, and staff of small tourism enterprises trained to prepare, execute, review, test, and update business continuity/multi-hazard contingency plan.		
<i>Activity 4.1: Plan 2-day workshop in collaboration with FEMA and other project steering Committee partners</i>		Status
Oct-Dec 2020	<ul style="list-style-type: none"> As per the discussions during the first meeting of the Steering Committee, the workshop for the Contingency Planning and Business Continuity was scheduled on-line for the second or third quarter of 2021. 	
<i>Activity 4.2: Conduct an on-line 2-day Regional Workshop</i>		Status
Apr-June 2021	<ul style="list-style-type: none"> The University of West Indies (UWI), Institute for Sustainable Development, Disaster Risk Reduction Centre was contracted during this quarter (April-June 2021) to prepare and oversee the regional 	

Oct-Dec 2021	<p>workshop to provide knowledge and tools to a selected group of owners and managers of small tourism enterprises for contingency and business continuity planning, which includes disaster risk and business impact analysis.</p> <ul style="list-style-type: none">• The four-part training series was held on October 5, 12, 19, and 27, 2021• 40% of the registered participants were in accommodation.• The business continuity planning, the business impact assessment, and recovery were presented at the High-Level Policy Forum by Dr. Evangeline Innis-Springer	
Activity 4.3: Undertake in-situ evaluation of the workshop		Status
Oct-Dec 2021	<ul style="list-style-type: none">• The University of West Indies (UWI) conducted an evaluation of the Regional Workshop on Multi-hazard contingency planning and business continuity.• 23 participants responded to the survey <p>According to the Survey:</p> <ul style="list-style-type: none">• 87% were female and 13% were male.• 87% participated in all the sessions and were interested in the Certificate.• 52% strongly agree that the content was applicable to work.• 65% agree to be satisfied with the workshop.	
Activity 4.4: Prepare and circulate workshop report		Status
Oct-Dec 2021 Sept 2022	<ul style="list-style-type: none">• Activity partially completed. The draft workshop Final report presented in November 2021.• According to Project Team, the Workshop Report is planned to be shared/circulated by September 30, 2022.	
Activity 4.5: Track level of usage and impact of plans on business continuity		Status
<p>Commentary:</p> <ul style="list-style-type: none">• Activity 4.2 was modified before being completed. Indeed, The Workshop was carried out in four days and not two days as it was initially conceived.• According to FEMA, the agency was not involved in the design or implementation of the Regional Workshop on Multi-hazard contingency planning and business continuity.• According to Project Team, Activity 4.5 will be executed after the implementation of the Project.		
Output 5: Twenty-six (26) participants from participating Member States national disaster emergency management agencies trained to create a team of certified instructors to deliver national contingency planning and Basic CERT training		
Activity 5.1: Design in collaboration with FEMA and other project partners, one (1) on-line Regional Basic CERT, Train-the-Trainer, and Program Manager Training		Status
Jan- Mar 2020	<ul style="list-style-type: none">• The Statement of Work (SOW), budget and budget narrative were reviewed in light of changes in the arrangements with FEMA and in the venue for the regional training for the Basic CERT, the Train-the-trainer and the Program Management activities• In-person CERT courses planned for summer 2020 were postponed due to the ongoing COVID-19 pandemic. However, FEMA and its cadre of experienced volunteer CERT instructors from the Washington, DC area designed a virtual CERT Basic course to be delivered in February 2021.	
Activity 5.2: Conduct One (1) on-line Regional Basic CERT, Train-the-Trainer and Program Manager Training		Status
February 2021	<ul style="list-style-type: none">• The Regional CERT Training, Basic CERT, TTT, and Project Manager courses, has been moved to on-line modality. This change will represent a saving, as no travel will be required for the Regional CERT Training, and the on-line training will use the FEMA Zoom licenses at no cost to the project. The training has been scheduled for the first week of February 2021.• Nine countries sent participants and with an overall participation of 22 persons attending the 5-day training. Instructors and Speakers from Fairfax and Arlington CERTs in Virginia led the training.• The on-line Regional Basic CERT course was imparted in collaboration with FEMA during the first week of February 2021, with the participation of 23 emergency management officers from nine (9) participating Member States. Dominican Republic (because of the language barrier), St Kitts, Suriname and The Bahamas did not participate, although numerous follow up were done. Moving forward, interpretation services will be provided during all regional events.• Following the on-line regional Basic CERT training in February 2021, countries through their national emergency management agencies, were invited to submit proposals to conduct their own national Basic CERT training using the materials available at the FEMA Emergency Management Institute as their guide to developing their own version as it may best fit their organization and emergency management system	
Apr-June 2021		
Activity 5.3: Undertake pre-training and post-training evaluation		Status
February 2021	<ul style="list-style-type: none">• Five persons (1 from Barbados, 3 from Guyana, and 1 from Dominica) who attended the training met FEMA's pre-requisite certification courses (IS-315 and IS-317a);• Thirteen participants were male and nine were female.• 62% of the participants gave correct responses to the daily pre-test surveys.• 100% of the participants passed the final exam and became Basic CERT certified.• 87.50% was the average score on the final exam.	
Activity 5.4: Prepare and circulate training report		Status
Apr-June		

2021	<ul style="list-style-type: none">FEMA presented a Summary Report of the On-line Regional CERT training conducted on the first of February 2021.	
Activity 5.5: Track the impact of training through feedback on national training activities		Status
<p>Commentary:</p> <ul style="list-style-type: none">This activity encountered delays in its implementation. According to FEMA, in 2020 the agency had to focus on the Covid-19 response in the USA and had to pause its activities of setting up the Regional CERT training.The countries that didn't participate in the Regional CERT training wouldn't be able to develop a National CERT training. This situation made the Project Team adjust its indicators.		
Output 6: At least 520 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities		
Activity 6.1: Design in collaboration with FEMA and other project partners and participating countries thirteen 3-day National Basic CERT Training to train owners, operators, and staff of small hotels.		Status
Jan- Mar 2021	<ul style="list-style-type: none">A call for proposals for the organization and presentation of National Basic CERT courses was launched during the reporting period and was expected to begin sometime during the second quarter of 2021.	
Activity 6.2: Support the delivery of thirteen, 3-day National Basic CERT Training to train owners, operators, and staff of small hotels		Status
Apr-June 2021	<ul style="list-style-type: none">The National Emergency Management Agencies in the Bahamas, Barbados, Belize, Grenada, and Trinidad and Tobago have responded to the request of proposals to implement the National Basic CERT trainings in communities in their countries to integrate CERT into formal professional disaster preparedness and response institutional response and capabilities.The Department of Emergency Management in Barbados was the first agency to begin its National Basic CERT training under the project. Two concurrent trainings (in the morning and in the afternoon) in the Oistins fishing Village area were scheduled for August 9-10, August 16-17, August 23-24, and August 30 for 36 persons per training, however, due to the continued COVID spike in the country, the training did not start until August 23.	
July-Sep 2021	<ul style="list-style-type: none">Trinidad and Tobago requested to postpone the National Basic CERT training to the first quarter of 2022 due to some administrative hiccups.Due to the high Covid cases in Grenada the National Emergency Management Agency requested to postpone the National Basic CERT Training.The Bahamas successfully completed its in-person National Basic CERT training without any disruptions. 25 participants from the New Providence STE's community as well as the Minister responsible for the Emergency Management Agency attended the training.	
Oct-Dec 2021	<ul style="list-style-type: none">Belize completed the first part of the National Basic CERT training in two communities; in Placencia (14 participants attended) and Corozal (26 participants attended) but because of the spike in Covid-19 cases, the remaining search and rescue activities were postponed to the first quarter in 2022.25 participants completed the national training in the Bahamas 16 participants attended the national training in Barbados 20 participants attended the first and second sessions of the national trainings in the Placencia community in Belize. <p>During the April-June 2022 period, Grenada, Guyana, Jamaica, and St Lucia submitted proposals for implementing the National CERT training.</p>	
Activity 6.3: Conduct in-situ post-workshop evaluations		Status
Activity 6.4: Prepare and circulate workshop reports		Status
<p>Commentary:</p> <ul style="list-style-type: none">Activity 6.1 was not completed and according to this evaluation will not meet expectations.FEMA participated in the Regional CERT training but didn't was involved in the National Basic CERT trainings that were conducted by the National Emergency Management Agencies.Only nine countries participated in the Regional CERT training which means that only these countries could conduct the National CERT training. (The Bahamas didn't participate in the Regional CERT training but was able to conduct a National CERT training as they counted with personnel capacitated at the National Emergency Management Agency).According to Project Team, activity 6.3 won't be conducted and should be adjusted.7 countries (Barbados, Belize. The Bahamas, Guyana, Grenada, St. Lucia and Jamaica) sent a proposal for developing the National CERT trainingBahamas, Barbados and Belize fully or partially completed the trainings.Aaccording to Project Team, Jamaica and St. Lucia were able to complete the training in the very last week of the Project (26-30 September). More information in this regard will be shared by the Project Team.		
Output 7: Project planning, monitoring, administration, and distribution of results		
Activity 7.1: Development of Project profile and Monitoring Plan		Status
Oct-Dec 2018	<ul style="list-style-type: none">The Project profile and Monitoring plan have been established in the Project document.	
Activity 7.2: Establish Project Steering Committee		Status
2021	1 st Steering Committee, December 1, 2020, 2d Steering Committee, Apr 28, 2021, 3 rd Steering Committee August 25, 2021, 4 th Steering Committee November 22, 2021,	
2022	5 th Steering Committee March 17, 2022,	

6 th Steering Committee June 7, 2022. 7 th Steering Committee (TBD)	
Activity 7.3: Regular collection of data and information to support monitoring and evaluation	Status
Activity 7.4: Preparation, analysis, and validation of activity surveys/reports	Status
Activity 7.5: Prepare quarterly narrative and financial reports	Status
Activity 7.6: Independent Project Evaluation	Status
Commentary: <ul style="list-style-type: none">Activities of the output 7 are still ongoing as the project will end by September 30, 2022.	

Source: Evaluation Team based on the Desk Review and Key informant Interviews

22. **The Project has encountered multiple challenges in delivering results.** Although the project has not yet been completed, it has been observed that the project had challenges from the beginning of its implementation (e.g., delays caused by the Covid-19 pandemic situation which obliged to modify some of the activities of the project and the timeline). As of September 20, 2022, 10 days before the culmination of the project, several activities and outputs remain unaccomplished (Table 5). Indeed, according to desk review and key informant interviews, one output has fully completed all its activities (output 1), five outputs have partially completed all the activities (output 2, output 3, output 4, output 5, output 7) and one output will not complete all the activities not meeting expectations (output 6).

23. **In terms of outputs completed:**

a) In terms of Output 1, “*Integrated/holistic assessment of the challenges to the post-disaster business continuity of small tourism enterprises in the Caribbean completed and peer-reviewed*”, the Project was effective in delivering the integrated holistic assessment of the challenges to the post-disaster business continuity of small tourism enterprises in the Caribbean which gave valuable information on the tourism value chain and key policies and strategies needed to mitigate climate challenges for STEs. According to interviews with OAS implementing partners and counterparts, this assessment conducted by the Caribbean Hotel Tourism Association (CHTA) gave a clear description of the root causes and key sources of vulnerability that impact small tourism enterprises, providing the factors that directly and indirectly affect the supply chain supporting small tourism enterprises. Throughout this assessment, CHTA conducted a regional survey and multistakeholder forums which had a high participation rate and drew out macro (national) level challenges including gaps in the regulatory framework that affect business continuity before, during, and after catastrophic events in the Caribbean as well as micro (corporate) levels challenges relative to STEs daily operation strategies. The survey permitted the collection of 600 valid responses from 13 different countries. The Two multi-stakeholder policy forums served as the pivotal points for engaging stakeholders and discussing STE challenges and policy recommendations.

24. **In terms of pending outputs:**

- b) For the Output 2, “*Report outlining consensus on policies and strategies barriers to business continuity that must be addressed at the national and regional level presented and validated*”, the 21 and 22 July 2022 was held in Montego Bay the two-day Regional High-Level Forum attended by a cross-section of Ministers and high-level officials from Ministries responsible for tourism, commerce, and disaster management and owners and operators of tourism enterprises, and officials of national and regional tourism organizations. According to interviews with counterparts and beneficiaries, this event was valuable for reuniting tourism sector stakeholders and discuss on the findings of the integrated holistic assessment of the challenges to post-disaster business continuity, the crisis communication strategy, and its procedural guide for STEs, the business continuity planning, business impact assessment, and recovery. According to interviews, this space permitted also to raise concerns about challenges faced by STEs (e.g., some STEs would like to be part of CHTA because it offers a range of member benefits such as discounts, access to events, and access to members-only information, learning tools and resources, but the membership fees are too high and some STEs cannot afford it). According to interviews and information shared by Project Team, Activity 2.3, Prepare and circulate Forum Report and activity 2.4, Follow-up with a national focal point to determine the implementation of Forum Recommendations, are still pending. According to Project Team, the Forum Report will be circulated on September 30 and activity 2.4 will be effectuated after the completion of the Project.
- c) In terms of Output 3, “*Report outlining Crisis Communications Strategy for the Small Tourism Enterprise Sector completed and presented to the Steering Committee*”, the University of West Indies (UWI) was contracted, between March 17 to Augusto 30, to develop a crisis communication strategy in form of guidelines, or a manual based on the multistakeholder

policy forums, supported by the survey conducted by CHTA. The strategy was designed for communicating in times of crisis so as to mitigate the impact on the tourism sectors and build resilience. According to interviews with the University of West Indies and conversations with the Project Team, the University of West Indies will be providing the draft of the final report by mid-September. The evaluation noted that the strategy has a theoretical and practical component as it was tested throughout the participation of Mount Irvine Bay Resort in Trinidad and Tobago. Regarding the activities of this output, 2 activities are pending to be fully accomplished: Activity 3.6, circulate final report, and activity 3.7 follow-ups with a national point to determine the level of use of strategy tourism stakeholders. According to Project Team, the Final Report will be circulated on September 30 and activity 3.4 would be completed after completion of the Project.

- d) As per Output 4, *“At least 40 owners, operators, and staff of small tourism enterprises trained to prepare, execute, review, test, and update business continuity/multi-hazard contingency plan”*, the University of West Indies was contracted during the quarter April-June 2021 to prepare and oversee the regional workshop to provide knowledge and tools to a selected group of owners and managers of STES for contingency and business continuity planning which includes risk and business impact assessment. The workshops were virtually held on October 5, 12, 19 and 27, 2021 (4 sessions of 6h). The project was effective in delivering this output which created and shared knowledge on business continuity and contingency planning. According to interviews with beneficiaries, the four sessions of the workshop were informative and raised the importance of having business continuity or contingency planning regardless of the size or the type of the business. According to the Ministry of Tourism of St Lucia, working on business continuity and contingency planning is crucial. The Ministry is currently working to make business continuity a requirement for every small tourism enterprise on the island. Regarding the activities to complete this output, two activities are still pending: Activity 4.4, Prepare and circulate workshop report and activity 4.5, track level of usage and impact of plans on business continuity. According to Project Team, workshop report will be shared on September 30, 2022, and activity 4.5 will be effectuated after Project completion.
- e) Regarding Output 5, *“Twenty-six (26) participants from participating Member States national disaster emergency management agencies trained to create a team of certified instructors to deliver national contingency planning and Basic CERT training”*, the online Regional Basic CERT training was imparted in collaboration with the Federal Emergency Management Agency (FEMA) in the first week of February 2021, with the participation of 23 emergency management officers from nine (9) participating Member States (The Dominican Republic because of the language barrier), St Kitts and Nevis, Suriname, and The Bahamas did not participate. The overall goal of the training was to produce a cadre of trainers who could deliver basic CERT training using the curriculum and training developed by FEMA's Emergency Management Institute (EMI). According to FEMA, thirteen participants were male and nine were female; 62% of the participants gave correct responses to the daily pre-test surveys; 100% of the participants passed the final exam and became Basic CERT certified. According to interviews with National Emergency Management Agencies, the regional CERT training provided a good capacity building in disaster preparedness, light search, rescue operations, fire safety, and medical response. However, all interviewees mentioned that doing this training virtually presented serious limitations. Indeed, according to these agencies, the practical component of the training is essential. It is difficult to feel completely prepared to transmit the Basic CERT knowledge on fire response or medical assistance if you do not have practical exercises. Regarding the activities to complete this output, Activity 5.4, Prepare and circulate training report, and Activity 5.5, Track impact of the training through the feedback of national training activities are still pending.
- f) In relation to Output 6, *“At least 520 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities”*, the Department of Emergency Management in Barbados was the first agency to begin its National Basic CERT training under the Project. Sixteen (16) members of the Oistins Bay Garden Inc participated in the Basic Community Emergency Response Team (CERT) training program. During the period October-December 2021, the Bahamas completed its in-person National Basic CERT training without any disruptions (25 participants from the New Providence STE's community, as well as the Minister responsible for the Emergency Management Agency, attended the training). Belize completed the first part of the National Basic CERT training in two communities (14 participants attended the session in Placencia and 26 participants attended the session in Corozal). According to interviews and the feedback survey on the National CERT training, participants expressed that the trainings were very informative and relevant to the community (Table 6).

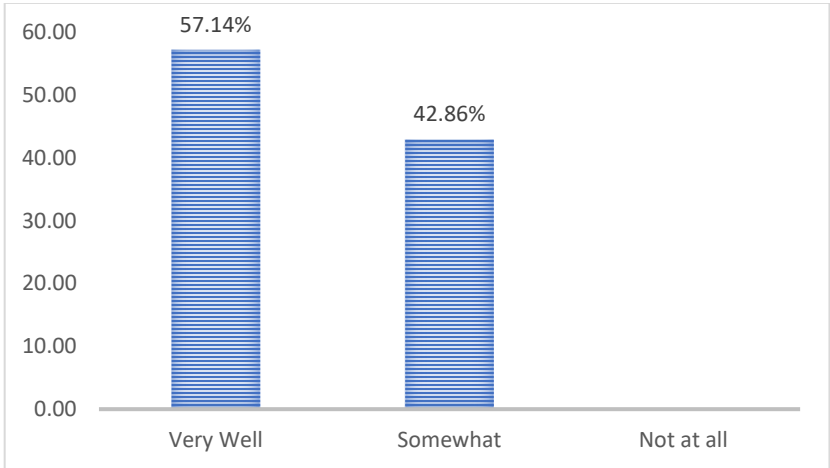
Table 6. Relevance of the training within the community

Q4	Relevance of the Project	% of responses	# of responses
	1 (Highly relevant)	33,3	7
	2 (Relevant)	23,8	5
	3 (Moderately relevant)	19,0	4
	4 (Sightly relevant)	4,8	1
	5 (Not relevant)	19,0	4
		100	21

Source: Feedback Survey on the National CERT training (Barbados, Belize, and the Bahamas)

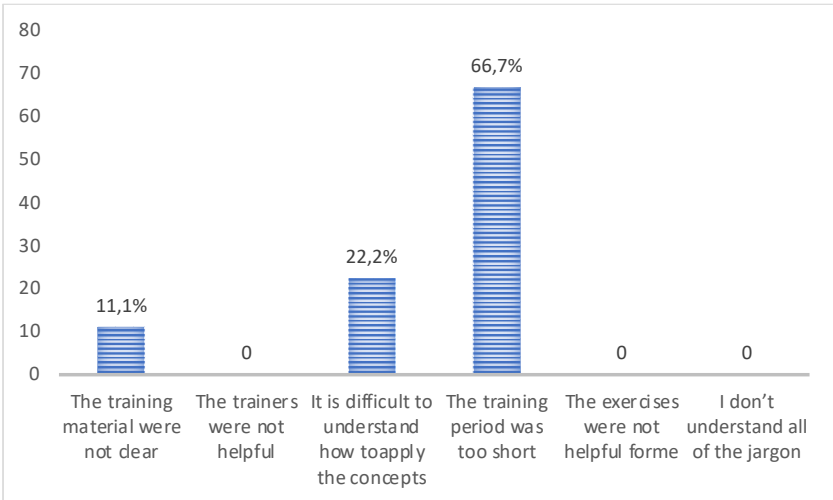
Participants expressed that the concepts presented in the CERT training were clear and understandable (Figure 2) However, some of the participants pointed out the challenge of virtually following the trainings, the lack of the practical component for some of the activities and the short length of the course (Figure 3).

Figure 2. Comprehension of the concepts presented in the CERT training.



Source: Feedback Survey on the National CERT training (Barbados, Belize, and the Bahamas)

Figure 3. Reason behind the lack of comprehension of the CERT training concepts.



Source: Feedback Survey on the National CERT training (Barbados, Belize, and the Bahamas)

This output has not met expectations since it was not possible to organize more than 5 national CERT training out of 9 (this number was adjusted since in Project Document 2020, it was supposed to be 10), which means that part of the funding allocated to carry out these activities (8,774 USD per training per community) will be returned to the donor. The process to develop the National CERT was slow and difficult to set up with the different Member States (e.g., the National CERT training in Jamaica and St Lucia were effectuated the very last week of the completion of the Project). The evaluation noted that multiple countries have shown their interest to develop a National CERT training by sending a proposal to the Project Team (Barbados, Bahamas, Belize, Guyana, St. Lucia, Jamaica, and Grenada). Barbados, Belize, and the Bahamas, Jamaica and St Lucia have partially or fully completed the Basic CERT in their communities. Externalities as the Covid-19 pandemic or multi-hazardous climate events

had also an important impact in the timeliness of the Project and the National CERT trainings. Indeed, according to interviews with the National Emergency Management Agency of Barbados, the National CERT trainings sessions schedule had to be modified multiple times because of the Covid-19 pandemic situation. Also, some activities that were supposed to be deliver in-person were obliged to move virtually because of the country restrictions. According to interviews with Project Team and DPMO, since it was not possible to undertake the trainings before the end of the project (September 30) Guyana, Grenada and Trinidad and Tobago won't be able to further benefit from any type of funding from OAS. The evaluation noted that, every country was encouraged to develop two trainings with two different communities per country. According to interviews, because of the pandemic situation, Barbados and the Bahamas have just carried out one training with one community and only Belize will complete its 2d training with two different communities (Placencia and Corozal). Regarding the activities

- g) Finally, with regards to Output 7, “*Project planning, monitoring, administration, and distribution of results*”, the Project Team presented the fifteenth progress report for the Grant (indicator 7.1). Activities 7.3, 7.4, 7.5 and 7.6 are still pending or ongoing.

25. Despite the achievements made through the Project, the evaluation noted that several activities and outputs (as of September 20) had not been fully completed. According to the information presented by the Project Team, the Final Reports of the main outputs will be circulated on September 30, 2022, which is the culmination day of the Project implementation. The evaluation deems that the process of the development of the activities and outputs could have been developed in a better-designed timeline to not have the culmination of most of the outputs at the same moment.

4.2. Monitoring and performance

26. **The project has been designed with 3 different levels for monitoring and evaluation.** The first level was performed by the Project Coordinator who prepared quarterly project status reports and Reports on the Progress of Project Implementation (RPPI) (Table 7). These reports were submitted to the Department of Planning and Evaluation through the monitoring module of the OAS Project Management System (PMS). The RPPI included an assessment (Verification Report) of the level of implementation of the planned activities and identification of obstacles to implementation, lessons learned, and recommendations for corrective strategies to improve the efficiency of the implementation. The evaluation noted that the project was effective in delivering Status reports, reports on the Progress of Project implementation, Federal financial Reports every quarter since the beginning of the implementation of the Project.

Table 7. Production of Monitoring Reports

Year	Date	OAS Report
2018	October-December	Status Report Federal Financial Report
2019	January-March April-June October-December	Federal Financial Report Progress Report Federal Financial Report
2020	January-March April-June July-September October-December	Status Report Federal Financial Report Status Report Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report
2021	January-March April-June July-September October-December	Report on Progress of Project Implementation (RPPI) Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report
2022	January-March April-June	Report on Progress of Project Implementation (RPPI) Federal Financial Report Report on Progress of Project Implementation (RPPI) Federal Financial Report

Source: Documents shared by DPMO

27. **At the second level, the monitoring was performed by the Project’s Steering Committee (PSC).** The PSC comprises officials of the Caribbean Disaster Management Agency (CDEMA), the Caribbean Tourism Organization, the Caribbean Hotel and Tourism Association (CHTA) and the University of the West Indies Institute for Sustainable Development (UWI/ISD)

(Table 8). The composition of the PSC facilitated ownership of the outputs and outcomes of the project as well as ensuring that the project captures the specificities and peculiarities of the small enterprises within the tourism sector. According to Project Document 2020, two representatives of national hotel and tourism associations and 2 officials of the participating countries would be part of the Steering Committee. The Evaluation Team noted that the Steering Committee meetings were effective in providing advice and support to DPMO for executing the different activities and outputs. However, the evaluation noted that according to Project Document 2020, the PSC would have 2 officials from the participating countries who were not present in the different PSC meetings.

Table 8. Steering Committee Meetings

Date	Participants	Steering Committee
December 1, 2020,	CDEMA, CHTA, CTO, FEMA, OAS	1 st Steering Committee
April 28, 2021,	CHTA, FEMA, OAS	2d Steering Committee
August 25, 2021,	CHTA, FEMA, OAS, UWI	3d Steering Committee
November 22, 2021,	CDEMA, CHTA, CTO, FEMA, OAS, UWI	4th Steering Committee
March 17, 2022,	CDEMA, CHTA, FEMA, OAS, UWI	5th Steering Committee
June 7, 2022.	CDEMA, CHTA, CTO, FEMA, OAS, UWI	6th Steering Committee
September X, 2022	To be determined	7th Steering Committee

Source: Documents shared by DPMO

28. The third level of monitoring would be ensured by the National Focal Points. According to Project Document 2020, the third level of monitoring would be performed by OAS National Focal Points in each of the participating countries. According to interviews with DPMO, there was no evidence of the participation of the National Focal points in the monitoring process. Despite having contacted 13 focal points, Finance for Impact only managed to obtain an interview with only one focal point which was not aware of the third level of monitoring of the Project.

29. Management challenges of the Project. Despite the efforts made by the Project team, the evaluation noted that the implementation of the Project encountered multiple management challenges in achieving expected outputs and completing activities within the timeline of the Project. According to discussions with DPMO, after presenting the adjustments of the output indicators to the Donor (March 2022), the Project Team continued to report the first version of the output indicators and didn't follow DMPO indications in this regard. Also, due to the delays during the implementation of the Project, several activities and outputs were carried out in the very last days (September) of the Project's Implementation timeline (e.g., National CERT training of St. Lucia and Jamaica, the Crisis Communication Strategy Report). This situation didn't allow DPMO and the Donor to have a precise overview of the Project implementation stages and compromised the Project's effectiveness. The evaluation also noted that the Project team had some changes in its personnel composition due to the retirement of the Director of the Department of Sustainable Development (beginning of the Project) and the Project Coordinator (end of the Project). This situation forced the Project Team to have strong adaptability for starting with the implementation of the Project and for finalizing the remaining activities in September 2022.

30. Output indicators measure the quantity, quality, and timeliness of the products (that are the result of an activity, project, or program). The project was designed with seven (7) different outputs, each with one or two indicators, for a total of twelve (12). Table 9 presents the monitoring output indicators as of July 2022. To facilitate the reading of the status of the implementation by output, 3 types of outputs have been differentiated by color: In dark green, the output has been completed, in light green, the output has been partially completed, and in brown, the output is pending to be completed. The information reflected in Table 9 was based on the last Report on Progress Project Implementation (June 2022) and information shared by the Project Team.

Table 9. Monitoring output Indicators (20 September 2022)

Outputs	Indicators at level of Outputs	Baselines	Targets	Data from the RPPI (April-June 2022)
Output 1: Integrated/holistic assessment of the challenges to post-disaster business continuity of small tourism enterprises in the Caribbean completed and peer reviewed	Draft Integrated/holistic Assessment Report presented and approved by the project steering committee on month 36 (September 2021)	0	1	1
	Integrated/holistic Assessment FINAL Report presented and adopted by High-level Authorities on month 46 (July 2022)	0	1	1
Output 2: Report outlining consensus on policies and strategies barriers to business continuity that must be addressed at the national and regional level presented and validated	At least 10 participating countries agree to 75 percent of the policy recommendations on measures to remove barriers and challenges to business continuity presented by month 48 (September 2022)	0	75	0

Output 3: Report outlining Crisis Communications Strategy for the Small Tourism Enterprise Sector completed and presented to the Steering Committee	Crisis Communication Strategy presented the Project Steering Committee on month 43 (April 2022)	0	1	1
	FINAL Crisis Communication Strategy presented to High-level Authorities on month 46 (July 2022)	0	1	1
Output 4: At least 40 owners, operators and staff of small tourism enterprises trained to prepare, execute, review, test and update business continuity/multi-hazard contingency plan.	At least 60% of tourism enterprises surveyed report having trained Community Emergency Response Teams at their properties Planning by the end of the project.	0	60	0
	At least 75% of male and female participants increase their knowledge of Business Continuity Multi-Hazard Contingency Planning at the end of the project	0	75	75
Output 5: Twenty-six (26) participants from participating Member States national disaster emergency management agencies trained to create a team of certified instructors to deliver national contingency planning and Basic CERT training.	At least 9 Participating countries design, organize and present a national training during the life of the project	0	9	5
Output 6: At least 240 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities	At least 50% of tourism enterprises report having the tools to developed plans for establishing a community-based CERT in their businesses or in local communities within 6 months of project completion	0	50	0
	At least 75% of male and female participants in 10 participating countries report improvements in their knowledge of Basic CERT at the end of each national training	0	75	0
Output 7: Project planning, monitoring, administration and distribution of results	Quarterly Progress Reports and Final Report at the end of the project submitted to DPE for donor approval	0	17	15
	Recommendations from the verification reports incorporated during the execution of the project	0	75	90

Source: Project Document 2021, Report on Progress of Project Implementation (April-June 2022) and interviews
Legend: Status of the implementation by output

Completed Partially completed Pending/Ongoing Not completed

31. **According to output indicators, two outputs are fully completed.** Indeed, according to output indicators, **Output 1** has reached the targets and is fully completed (this output has completed all its activities as described in section (4.1)). In addition, **Output 3** is considered completed (despite not fully completing all its activities as mentioned in the previous section (4.1)). According to output indicators, **Output 2**, **Output 4**, and **Output 6** are still pending or ongoing. Regarding **Output 6**, the two indicators to assess the output face a limitation. Indeed, “50% of tourism enterprises report having the tools to develop plans for establishing a community-based CERT in their businesses or local communities within 6 months of project completion,” allows to assess this output after completion of the Project. Regarding the second indicator, “At least 75% of male and female participants in 10 participating countries report improvements in their knowledge of Basic CERT at the end of each national training” won’t meet expectations as only 5 countries out of 10 (adjusted to 9) were able to develop a National CERT training. The evaluation considers that at this stage, there is not sufficient information by the Project team to assess whether there was an improvement in the knowledge of the participants of the National CERT training that were held in the Bahamas, Barbados, Belize, St Lucia, and Jamaica. More information on this regard should be provided in the last report by the Project Team. Output 7 is partially completed.

32. **Project had substantial adjustments at the level of outputs and indicators.** The evaluation noted that the Project had to readjust some outputs because the participation of the countries was not as expected (Table 10). As previously mentioned, for the Regional CERT training 4 countries did not participate in the exercise (The Bahamas, St Kitts and Nevis, Suriname, Dominican Republic) which meant that the 13 National CERT trainings could not be held. In the Project Document 2020, for output 6 it was established that "At least 240 owners, managers and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities" however this output was modified aiming to give more importance to the National CERT trainings. Indeed, in the Project Document 2021, the number of owners, managers, and staff from participating Member States, Small Tourism Enterprises increased: "At least 520 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic

CERT to create community emergency response teams in their businesses and communities". Multiple output indicators have been modified as well to meet expectations (e.g., "At least 10 Participating countries design, organize and present a national training during the life of the project" to "At least 9 Participating countries design, organize and present a national training during the life of the project". According to Project Team this situation has been occasioned by the Covid-19 pandemic which obliged the Project Team.

Table 10. Adjustments at the level of output and indicators

Project Document 2020	Project Document 2021
Output	
Output 6: At least <u>240</u> owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities.	Output 6: At least <u>520</u> owners, managers and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities.
Output indicator	
Indicator 3.2: FINAL Crisis Communication Strategy presented <u>and adopted</u> by High-level Authorities <u>at month nine (9)</u> of the project.	Indicator 3.2: FINAL Crisis Communication Strategy presented <u>to High-level Authorities at month (46)</u> of the project (July 2022).
Indicator 4.1: At least 60% of tourism enterprises <u>surveyed report having trained community emergency response teams at their properties Planning by the end of the project.</u>	Indicator 4.1: At least <u>x%</u> of tourism enterprises <u>personnel completed and x% participated the training on business continuity/multi-hazard.... by the end of the project.</u>
Indicator 5.1: At least <u>10</u> Participating countries design, organize and present a national training during the life of the project Indicator 6.1: At least 50% of tourism <u>enterprises report having developed plans for establishing a community-based CERT in their businesses or in local communities within 6 months of project completion.</u>	Indicator 5.1: At least <u>9</u> Participating countries design, organize and present a national training during the life of the project Indicator 6.1: At least 50% of <u>tourism enterprises report having the tools to developed plans for establishing a community-based CERT in their businesses or in local communities within 6 months of project completion.</u>

Source: Project Document 2020, 2021, and Interview with DPMO.

33. **Member States’ participation has been uneven.** The Project covered 13 Caribbean Members States (Barbados, Belize, Dominica, Dominican Republic, Haiti, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, St. Lucia, Suriname, The Bahamas, Trinidad and Tobago) which have been invited to be part of the different activities conducted during the implementation of the Project (e.g., workshops, trainings, forums). However, countries didn’t have equal participation during project’s implementation. Indeed, the evaluation noted that the Dominican Republic, Suriname, Saint Kitts and Nevis didn’t participate in the Regional CERT training. According to interviews, the Dominican Republic didn’t participate because of the language barrier as the Workshop led by FEMA was conducted in English. The evaluation noted also that Haiti, Suriname, Saint Kitts and Nevis, the Dominican Republic didn’t submit a proposal for developing a National Basic CERT training.

4.3. Selected case studies on effectiveness

34. The study team conducted four case studies (two countries case studies, one thematic case study, and one activity case study) aiming to analyze the effectiveness of the project. The illustrative case studies are provided below:

Box 1. Country cases study – Trinidad and Tobago

Trinidad and Tobago

Context:

Macroeconomic context

Trinidad and Tobago (TT) is a high-income developing country with a gross domestic product (GDP) per capita of \$15,425 and an annual GDP of \$21.6 billion (2020). It has the largest economy in the English-speaking Caribbean and is the third most populous country in the region with 1.4 million inhabitants. The International Monetary Fund predicts GDP for 2022 will increase by 5.4 percent as the economy rebounds following the economic impact of COVID-19 mitigation. Energy exploration and production drive TT's economy. Indeed, this sector has historically attracted the most foreign direct investment. The energy sector usually accounts for approximately half of GDP and 80 percent of export earnings. Petrochemicals and steel are other sectors accounting for significant foreign investment.

Country's Tourism sector context

Trinidad, the larger of the two islands, is the commercial and entertainment hub of the Caribbean. Tobago offers one of the most sought-after ecological destinations ideally suited for creative tourism development opportunities. Tobago in particular needs tourism to create jobs and supplement its economy. According to the Ministry of Tourism, Culture and Arts of Trinidad and Tobago, the tourism industry in Trinidad and Tobago and the Caribbean is expected to return to pre-pandemic levels within two-three years. Interest in travel to the Caribbean over other regions of the world has already been indicated in World Tourism Organization (UNWTO) statistics, with travel to the Caribbean and the Americas, hotel searches, and occupancy rates bettering that of other regions during the pandemic (2020-2021 period). In 2021, Trinidad and Tobago generated around 151.00 million US dollars in the tourism sector alone. This corresponds to 0.71 percent of its gross domestic product and approximately 2 percent of all international tourism receipts in the Caribbean.

Risk to natural disasters and previous affectations

Trinidad and Tobago can be affected by natural and anthropogenic hazards from several categories - seismic, hydrological, technological, biological, and meteorological. The level of vulnerability varies (e.g., low-lying areas are more vulnerable to flooding than higher elevated places). Knowing which areas display the highest levels of vulnerability, as well as the location of critical facilities such as hospitals and shelters, is important in mitigation and response planning. The Caribbean hurricane season normally runs from June to November. Trinidad and Tobago is rarely affected by hurricanes but can experience severe storm conditions. According to interviews with beneficiaries, one of the common consequences of this disaster event is the spiking of the price of goods, services, or commodities (e.g., vegetables, transport, electricity) to a level that is much higher than is concerned reasonable or fair. This usually occurs during times of natural disaster or other crises.

Project objective

The objective of the initiative is to provide technical assistance to small tourism enterprises in Trinidad and Tobago to overcome the macro (national) and micro (corporate) level challenges that affect business continuity during and after catastrophic events in the Caribbean.

Expected Results

The expected results from the OAS project are as follows:

- National policy and strategic frameworks for post-disaster business continuity established and/or strengthened
- Productivity and revenue losses and reputational damage of small tourism enterprises before, during, and after disasters, reduced
- Income losses suffered by small tourism enterprises and destinations during and after catastrophic events, reduced.
- Cadre of trainers/instructors in community emergency preparedness and response created and/or strengthened
- Capacity of communities (communities of needs, including tourism enterprises and communities at large) in emergency response management strengthened.

According to the Ministry of Tourism of Trinidad and Tobago, the Government would like to engage in a series of trainings, workshops, and conferences to foster disaster preparedness and climate resilience in the country. The country has multiple draft disaster-related policies in place that align with the Caribbean Disaster Emergency Management Agency's comprehensive disaster management framework. The Office of Disaster Preparedness and Management (ODPM) produces materials and leads countrywide programs to engage communities, families, and even the business sector in disaster preparedness and mitigation but response capacity at the community level can be challenging to manage due to the lack of volunteers and financial support.

Description of the country's participation in project activities

- Trinidad and Tobago participated in the Regional CERT training in the first week of February 2021.
- Trinidad and Tobago participated in the first Multi-Stakeholder Policy Forum on August 2021.
- Trinidad and Tobago participated in the second Multi-Stakeholder Policy Forum on October 2021.
- 29 Small tourism enterprises participated in the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity on October 2021 conducted by the University of West Indies (UWI)
- Trinidad and Tobago submitted a proposal to implement a National CERT training on April 2021.
- Trinidad decided to postpone the implementation of National CERT training due to administrative hiccups.

Related projects/programs implemented in the country

- National Development Strategy 2016-2030 holding all the sectors of the economy of Trinidad and Tobago, including the tourism sector; in this case, all the documents' alignments search to fulfill the Sustainable Development Goals (SDGs).
- National tourism policy, going from 2021-2030.
- Strengthening T&T's Capacity in Transparency for Climate Change Mitigation and Adaptation, 2021-2024

Beneficiaries

- Owners and operators of small tourism enterprises
- Suppliers of goods and services (craft vendors, customs brokers, fishers, farmers, tour operators, ground handlers, travel agencies, taxi drivers, food vendors, wedding organizers, florists)
- National and community-based disaster preparedness/emergency management agencies will benefit from enhanced training capacities provided through the national and regional workshops and form a stronger disaster management network.
- Members of local communities whose livelihoods depend on the tourism sector and are directly and indirectly affected by business interruptions as the result of disasters.

Key stakeholders for the project implementation

- Ministry of Tourism, Culture and Arts of Trinidad and Tobago.
- Office of Disaster Preparedness and Management (ODPM)

Performance:

Relevance of the Project for the country context

- According to the Ministry of Tourism, Culture and Arts of Trinidad and Tobago, in January 2020, the Government ratified the Sendai Framework for Disaster Risk Reduction 2015-2030. As a result of this move the Office of Disaster Preparedness and Management (ODPM), under the Ministry of National Security has been designated the operational and implementing agency for the Sendai Framework. This framework provides the necessary elements for a comprehensive whole of Government and community approach toward disaster reduction as an integral part of the advances toward sustainable development in keeping with the United Nations 2030 Sustainable Development Agenda.
- The Planning Minister of Trinidad and Tobago is working on legislation to regulate the use and care of the environment and reinforcement enhanced to deal with flooding issues. Some of the regulations that will be reinforced through the Environmental Management Authority (EM) include the water pollution rules 2019 and the water pollution (fees) regulations, 2019.
- Trinidad and Tobago has fallen victim to the rise in sea levels, increased flooding, hillside erosion, and the loss of coastal habitats that can affect the economic activity of small tourism enterprises.
- According to beneficiaries, business continuity and business contingency planning are important tools in the national context for creating a prevention and recovery system from potential natural disaster threats. Working on initiatives for climate change resilience and preparedness for climate disasters are highly relevant for the country.

Achievement of objectives and results initially formulated

The objectives and results initially formulated were not achieved in their totality. Despite the great participation of Trinidad and Tobago in the different events and activities conducted during the implementation of the Project, Trinidad and Tobago could not implement the National CERT training as it was planned because of administrative hiccups. According to the Office of Disaster Preparedness and Management, the agency is not allowed to receive the funds directly provided by the OAS for the implementation of the National CERT training. Despite this limitation, the ODPM is still planning to conduct National CERT training in the future.

Coherence of the Project with other similar interventions

The OAS project has been endorsed by the Ministry of Tourism, Culture, and the Arts. In light of this, the Ministry had an opportunity to participate in the First on-line session of a series of two Multi-Stakeholder Policy Forums entitled “Assessing Challenges to Post-Disaster Business Continuity of Small Tourism Enterprises”. Given the scope of the OAS Project and its direct linkages to the tourism sector, the Ministry is of the view that the project is aligned with the aforementioned projects identified above. As a result, there may be some areas that are overlapping but may be addressed within the agricultural or health sectors.

Sustainability of the benefits generated by the Project

According to ODPM, the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity created and shared knowledge among Small Tourism Enterprises in the country. Also, the Regional Basic CERT training educated instructors (train-the-trainer) on basic skills that are important to know in a disaster when emergency services are not available. With training and practice, and by working as a team, instructors are able to protect themselves and maximize their capability to help the greatest number of people after a disaster. According to DPMO these activities will be sustainable over time. Despite not being able to develop a National CERT training within the project, ODPM would be keen to launch a basic CERT training at a national level.

Conclusions and lessons learned

At the county level, the project has been relevant for the country’s context and coherent with similar interventions in the country. However, the country could not attain all the objectives and develop all the activities. Despite applying for developing a National CERT training, it has not been possible for ODPM to receive the expected funding. Also, during the Key informant interviews, the study team perceived that the Project doesn’t have much visibility among the beneficiaries and some counterparts.

Source: Stakeholders interviews (Ministry of Tourism, Culture, and Arts of Trinidad and Tobago, Office of Disaster Preparedness and Management)

Box 2. Country cases study – The Bahamas

The Bahamas

Context:

Macroeconomic context

The World Bank classifies the Bahamas as a developed country with a high per capita GDP of \$25,194. The Bahamas relies primarily on imports from the United States to satisfy its fuel and food needs and conducts more than 85 percent of its international trade with the United States. U.S. exports to The Bahamas were valued at \$2.9 billion in 2021, giving the U.S. a trade surplus of \$2.5 billion. The World Bank classifies The Bahamas as a high-income country, which belies the country's extreme income inequality. Tourism and related services contribute to over 60 percent of the country's GDP and employ just over half the workforce. However, Hurricane Dorian (2019) and the COVID-19 pandemic (2020-2021) devastated the economy and forced tens of thousands out of jobs. A survey of the labor force has not been completed since December 2019, yet the government and international agencies estimate unemployment at 20 to 25 percent. Although tourism is on the rebound, it has yet to reach the pre-pandemic level of more than seven million mostly American annual tourists. Financial services are the second most important sector of the economy, accounting for 15 percent of GDP.

Country's Tourism sector context

The Bahamas recorded a total of 2 million tourists in 2020, ranking 75th in the world in absolute terms. The Bahamas generated around 1.01 billion US Dollars in the tourism sector alone. This corresponds to 9.0 percent of its gross domestic product and approximately 13 percent of all international tourism receipts in the Caribbean. The tourism industry employs directly or indirectly about 50 percent of the Bahamian workforce and accounts for approximately half of the country's Gross Domestic Product. The coronavirus disease (COVID-19) pandemic has been the key determinant of the Bahamas' economic performance in 2020. The mainstay tourism sector has been severely affected, with knock-on effects on commerce, distribution, and other sectors. Therefore, the economy is projected to contract by 14.5% in 2020, following a growth of 1.8% in 2019. Unemployment has increased, owing to the sharp contraction in tourism and subdued activity in other sectors. Meanwhile, inflation slowed by 0.3 percentage points year-on-year in the first eight months of 2020, mainly due to lower international fuel prices.

Risk to natural disasters and previous affectations

The location of the Bahamas archipelago in the Atlantic hurricane belt means that the islands are subject to regular hydro-meteorological disasters including hurricanes, storms, and cyclones which occur most frequently in the months of September, October, August, and November. The low relief of the lands makes them particularly vulnerable to flooding caused by storm surges and sea level rise, and while the topography of the islands means that they face limited landslide risk, the calcareous and fragile nature of the soils means that they are vulnerable to soil loss caused by rain and wind action.

Project objective

The objective of the initiative is to provide technical assistance to small tourism enterprises in the Bahamas to overcome the macro (national) and micro (corporate) level challenges that affect business continuity during and after catastrophic events in the Caribbean.

Expected Results

The expected results from the project from OAS:

- National policy and strategic frameworks for post-disaster business continuity established and/or strengthened
- Productivity and revenue losses and reputational damage of small tourism enterprises before, during, and after disasters, reduced
- Income losses suffered by small tourism enterprises and destinations during and after catastrophic events, reduced.
- Cadre of trainers/instructors in community emergency preparedness and response created and/or strengthened
- Capacity of communities (communities of needs, including tourism enterprises and communities at large) in emergency response management strengthened.

Description of country's participation in project activities

- The Bahamas participated in the First Multi-Stakeholder Policy Forum on August 5, 2021,
- The Bahamas participated in the second Multi-Stakeholder Policy Forum on October 20, 2021,
- The Bahamas submitted a proposal to implement a National CERT training on April 2021,
- 29 Small tourism enterprises participated at the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity on October 2021.
- The Bahamas successfully completed its in-person National Basic CERT training without any disruptions. 25 participants from the New Providence STE's community as well as the Minister responsible for the Emergency Management Agency attended the training.

Related projects/programs implemented in the country

- According to NEMA, the agency has delivered National CERT training outside this Project. For instance, NEMA Delivered a five-day Community Emergency Response Team (CERT) Basic Training Programme for residents of the Baillou Hill Estates community, Monday, at Chapel on the Hill Church Hall.

Beneficiaries

- Owners and operators of small tourism enterprises
- Suppliers of goods and services (craft vendors, customs brokers, fishers, farmers, tour operators, ground handlers, travel agencies, taxi drivers, food vendors, wedding organizers, florists)
- National and community-based disaster preparedness/emergency management agencies will benefit from enhanced training capacities provided through the national and regional workshops and form a stronger disaster management network.

<ul style="list-style-type: none">Members of local communities whose livelihoods depend on the tourism sector and are directly and indirectly affected by business interruptions as the result of disasters. <p><i>Key stakeholders for the project implementation</i></p> <ul style="list-style-type: none">Ministry of Tourism and AviationNational Emergency Management Agency (NEMA) <p>Performance</p> <p>Relevance of the Project for the country context.</p> <ul style="list-style-type: none">The Bahamas depends heavily on tourism, which contributes to over 70% of the country's GDP.In numerous statements, speeches, and public pronouncements since becoming a signatory to the United Nations Framework Convention on Climate Change (UNFCCC), the Bahamas has expressed its commitment to climate change and resilience. The consequences of extreme weather and more frequent tropical processes are evident across the entire archipelago.According to the National Emergency Management Agency, the project is highly relevant in the country context since it has been one of the most affected countries by climate disasters in the Caribbean. Indeed, the Bahamas is one of the most vulnerable countries to climate change due to its geographic, economic, and population features.According to interviews with beneficiaries, after hurricane Dorian, people are conscious of the severity and impact of national disasters on their livelihood. <p>Achievement of objectives and results initially formulated.</p> <p>The initially formulated objectives and results were not fully achieved, although the Bahamas was one of the most active and participative countries in the Project. As already mentioned, the Bahamas participated in the First and Second Multi-Stakeholder Policy Forums. In addition, STEs were involved in the Project with over 90 STEs participating in the integrated holistic assessment of challenges to Post-Disaster Business Continuity and 40 STEs participating in the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity. However, the Bahamas was one of the few Members States that didn't attend the Regional CERT training conducted by the Federal Emergency Management Agency in the first week of February 2021. Furthermore, according to NEMA, the 2 sessions were held in New Providence because the budget allocated didn't allow to conduct another training in another place. Also, according to interviews, it was not possible to have higher participation of women than men in the national CERT training.</p> <p>Coherence of the Project with other similar interventions</p> <ul style="list-style-type: none">According to NEMA, the agency has also been working with local communities to provide CERT trainings. Also, NEMO has been working on disaster preparedness throughout the different projects as a four-day Restore Island Cays (R.I.C.) Exercises which allow local disaster management officials in New Providence, along with Disaster Consultative Committees in Grand Bahama, Abaco, and the Family Islands, to "test the collective disaster management system of The Bahamas" through a series of simulated events including mass casualty events, and damages to key infrastructure such as utilities, docks, roads, clinics, hospitals, schools, and telecommunications networks, among others.In 2019, The Prime Minister announced the creation of a new Ministry of Disaster Preparedness, Management, and Reconstruction. After hurricane Dorian disasters events, the Government of the Bahamas has established climate change, disaster risk management, and resilience as a main priority in the country.The Bahamas will host the first Regional Meeting of the Heads of Government of the Caribbean in preparation for COP27 in Nassau, The Bahamas, on August 16-17, 2022. The Government of The Bahamas is introducing the inaugural event with the intention of devising a regional position on climate change mitigation ahead of COP 27, which will take place in Sharm El-Sheikh, Egypt, November 6-20, 2022. <p>Sustainability of the benefits generated by the Project</p> <p>In consonance with the National Emergency Management Agency, one of the greatest benefits of the project has been the launch of a National Basic CERT training. As reported by the agency, the trainings were successfully conducted and created knowledge among the community. According to the survey conducted by the Evaluation Team, participants think that the knowledge acquired will be sustained over time.</p> <p>Conclusions and lessons learned</p> <p>At the county level, the project has been relevant to the country's context and coherent with similar interventions in the country. The Bahamas has been one of the most participative member states of the Project where the Ministry of Tourism, the National Emergency Management Agency, and the Small Tourism Enterprises have been involved. Being a nation that strongly depends on Tourism, we can see that the creation of a Ministry specializing in disaster risk Management underlines the importance of keep working on these topics. However, as already mentioned, some results were not achieved as the Bahamas didn't participate in the Regional CERT training. Also, according to the National Emergency Management Agency (NEMA), only two sessions in the same locality were produced and more women participated in the Basic CERT training.</p>

Source: Stakeholders interviews (National Emergency Management Agency), desk review.

Box 3. Thematic Case Study – Impacts of disasters on the tourism sector

<p>Building evidence on the impacts of disasters on the tourism sector of small islands</p> <p>The number of disasters has increased by a factor of five over the 50-year period in the Caribbean, driven by climate change, more extreme weather, and improved reporting. Indeed, according to the WMO <i>Atlas of Mortality and Economic Losses from Weather, Climate, and Water Extremes (1970-2019)</i>, there were more than 11 000 reported disasters attributed to hazards globally (earthquakes, tsunamis, floods, bush fires, hurricanes, droughts, and heatwaves), with just over 2 million deaths and US\$ 3.64 trillion in losses.</p> <p>The year 2017 recorded a series of hurricanes (Harvey, Irma, and Maria) in the Caribbean and a severe earthquake in Mexico, amongst other events, and these resulted in the highest incurred losses ever recorded (US\$ 135 billion). Most disasters have profound impacts on individuals, organizations, and communities, and consequently on tourism activities. Disaster events can potentially wreak havoc in the Caribbean, inducing considerable physical damages and potentially discouraging tourism. Given the apparent rise in the number of hurricanes in the region, the potential future impact on</p>
--

tourism – a major industry for many nations in this part of the globe - may thus be regarded as worrisome. Here below we give some examples of the human, social and economic impact at a country level for Dominica, Haiti, and the Bahamas, which have been the most affected islands in the Caribbean region.

Dominica

Human and Social Impact

According to Key informant interviews with the Fire and Ambulances Services of Dominica, Hurricane Maria (category 5) left 27 people dead and more than 50 people missing and catastrophic devastation to the entirety of Dominica, destroying housing stock and infrastructure beyond repair, and practically eradicating the island's lush vegetation. According to the Post-Disaster Needs Assessment (PDNA) of Hurricane Maria (18 September 2017) published by the Government of Dominica, Hurricane Maria will keep having direct negative impact on employment, livelihoods, and consequently, poverty in the county. A total of EC \$94.9 million in income and 3.1 million workdays have been estimated to be lost as a result of the disaster. Critical employment sectors such as agriculture and **tourism** took up to 12 months to resume regular operations and therefore livelihoods in these sectors faced significant time constraints.

Economic impact

The PDNA found that the total damages in Dominica were estimated at EC\$2.51 billion (US\$930.9 million) and losses of EC\$1.03 billion (US\$380.2 million). Most damages were sustained in the housing sector (38 percent), with damages to about 90 percent of the country's housing stock. Furthermore, electricity service ceased completely in Dominica in the aftermath of Hurricane Maria, due to the widespread and severe damages to the electricity network. The heaviest damages linked directly to the **tourism sector** lie in hotel room stock. Out of a total of 909 rooms, 243 rooms are currently serving the market, 39 percent (358) were considered severely damaged and could not be back in service for a year, while 34 percent (308) came back little by little within the year. The cruise season was also affected, a EC\$25 million source of spending in 2016, and tour operators, vendors, and other support services, such as taxis, have suffered EC\$4.3 million (US\$1.59 million) in damages. Hotel staff and support personnel were directly impacted as they deal with the strain of unemployment and the concurrent need to rehabilitate their own properties.

Haiti

Human and Social Impact

The Haiti earthquake of 2010 killed more than 200,000 people and left more than 300 000 people injured. In less than a minute, over a quarter of a million (70%) homes and buildings collapsed, this included 4, 000 schools, 8 hospitals, 75 government buildings, and even the presidential palace. Transport and communication links were largely disrupted, and survivors had no way of contacting family members and friends. More than 600 000 people left Port-au-prince due to the spread of the disease. Haitians, especially children, also faced psychological issues, a large number of children were orphaned and left without parents, where they were homed in crowded tents with little or no security and privacy. The earthquake generated damage and losses in relation to employment. The chief damage consists of the total or partial destruction of workplaces, stock, access routes to markets, energy sources, and supplies. All of these taken together have caused the relevant economic activity to be suspended and closed, with the consequent (temporary or permanent) loss of jobs. The PDNA assessment published by the Government of Haiti in 2010 shows that just over 11 million working days were lost in the four affected regions. The resulting loss of income has been assessed at 53 million US dollars. The major losses were recorded in the services sector (education, health, transport, and **tourism**), because of the infrastructure that was destroyed, thus causing jobs to be lost or suspended for longer periods, and affecting larger teams of workers, as in education.

Economic impact

As expected, this natural disaster had a devastating impact on Haiti's economy, as well as its surrounding nations. Reliable industries and structures were destroyed, leaving the nation economy compromised. The total damage of this tragedy reached an estimated total \$7.8 billion. Also, the majority of Haiti's agricultural industries were destroyed in the earthquake, causing unemployment levels to skyrocket. Additionally, most of Haiti's primary exports such as mangoes and coffee saw a large drop-off. Retail and tourism were particularly hard hit, suffering 26 and 25% contractions, respectively (Government of the Republic of Haiti 2010). According to the World Bank numbers, the Haiti earthquake did not destroy tourism in the country, rather it temporarily diminished it. In 2009, the tourist numbers to Haiti were estimated at around 826,000. In 2010, the number was 793,000 but already in 2011, the number of tourists was 946,000. According to the interviews with a Small tourism Enterprise of Haiti most commercial buildings in the center of Port-au-Prince were damaged or destroyed, including hotels and restaurants Political violence, instability, and natural disasters like the 2010 earthquake which killed 200,000 people and left 1.5 million living in tents further deterred tourists. But now that Haiti is rebuilding after the quake, the government is determined to rebrand the country's image and generate much-needed revenue through tourism.

The Bahamas

Human and Social Impact

Most inhabitants of Abaco and Grand Bahama were affected by the passage of Hurricane Dorian in one way or another. It's estimated that approximately 29,472 persons were affected by the hurricane as a result of some sort of damage to their homes and assets. There were 67 confirmed deaths and 282 persons still missing as of 18 October 2019. Furthermore, a great number of the population employed in the commerce and tourism sectors experienced disruptions in employment due to damaged properties. The hurricane severely affected the infrastructure, equipment, medical supplies, and electrical and water supply in Abaco and Grand Bahama. Therefore, the capacity of the healthcare delivery system has been significantly hampered in Abaco and Grand Bahama.

Economic impact

According to interviews, the impact of Hurricane Dorian dampened economic activity in the Bahamas in 2019 as visitor arrivals and spending declined. Unemployment declined, due to the robust activity seen in the first eight months of the year, while inflation increased to 1.8%, partly reflecting the pass-through of higher value-added tax (VAT) rates. According to the report *Assessment of the effects and impacts of Hurricane Dorian in the Bahamas of the Inter-American Development Bank, 2020*, Hurricane Dorian directly impacted two major tourist destinations of The Bahamas and disrupted the tourist flows in the rest of the Lucayan Archipelago for several days before and after the storm. Hurricane Dorian caused significant damage to Abaco and Grand Bahama, and in some locations the damage was catastrophic. The total damage in the tourist sector was estimated at \$530 million. A large majority of the damage was sustained on Abaco. The forecasted losses are less than the damage and are estimated to amount to \$325 million. the Additional costs were estimated to be \$15 million.

The World Travel and Tourism Council ranks the Caribbean as the most tourism-dependent region relative to the contribution of travel and tourism to gross domestic product (GDP). The sector has grown continuously since the 1970s.

Between 2080 and 1995 average annual growth in tourist arrivals was 5 percent. In the Bahamas, tourism accounts for about 60% of GDP, and most sectors of economic activity are directly or indirectly linked to it. In Barbados, tourism is the leading economic sector, accounting for 36 percent of the GDP in 2019.

Source: Stakeholder interviews (Beneficiaries, counterparts), desk review.

Box 4. Activity Case Study – National CERT Training in Barbados

National CERT training in barbados

The Community Emergency Response Team (CERT) program educates volunteers about disaster preparedness for the hazards that may impact their area, and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offers a consistent, nationwide approach to volunteer training and organization that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.

In the United States, the CERT became a national program in 1993. Nowadays, there are CERT programs in all 50 states, including many tribal nations and U.S. territories. Each CERT training is unique to its community, and all are essential to building a Culture of Preparedness in the country. There are over 2,700 local CERT programs nationwide and more than 600,000 people have trained since the beginning.

Regional CERT training.

Between December 28, 2019, and January 7, 2020, a sequence of earthquakes ranging between 4.7 and 6.5 on the Richter scale, struck Puerto Rico. These unforeseen events forced the Federal Emergency Management Agency to find a new location for the Regional CERT training. Working in close coordination with SEDI/DSD, Mr. Andrew Slaten, Deputy Director of the International Affairs Division, FEMA leading officer for the project, began to explore other locations for the regional workshops eventually settling on Trinidad and Tobago, in collaboration with the US Southern Command Office there. With the Covid-19 outbreak, the Regional Basic CERT Training was moved to an online modality and preparation began during the reporting period, in collaboration with Federal Emergency Management Agency. The training was held the first week of February 2021(1-5). Program Officers from the Department of Emergency Management (DEM) of Barbados, Damien Griffith, and Joy-Anne Johnson participated in the virtual training.

National Basic CERT training.

The Department of Emergency Management of Barbados submitted the proposal for the implementation of the Community Emergency Response Teams (CERT) training on 23 April 2021. Here below some of the proposal details:

Information of the Applicant

Name of the Head of the Institution: Ms. Kerry Hinds

Name of the Leading Instructors:

Ms. Joy-Anne Johnson

Mr. Damien Griffith

Names of Assisting Instructors and their Affiliation

Course	Instructor
Disaster Preparedness	Department of Emergency Management <ul style="list-style-type: none">- Danielle Skeete- Joy Anne Johnson- Damien Griffith
Fire Safety	Representatives From Barbados
Basic search and rescue	Fire Service
First Aid	Representatives From Barbados
	Red Cross
Water and Sanitization	Representatives From Barbados
Hygiene	Red Cross
Psycho-Social Training	Representatives From Barbados
	Red Cross

Information of the Community:

Geographic Area (municipality, town, district): Oistins, Christ Church

Oistins Bay Garden Inc is an association of vendors comprising a total of fifty-four (54) stalls; of these, thirty-two (32) are food stalls and twenty-two (22) are arts and craft stalls. It has fifty-three (53) active members. It was founded in 1996 as Oistin Fish Fry; however, it was renamed Oistins Bay Garden Inc in 2007 when it came under the ambit of the Barbados Tourism Board 2007.

Training sessions have been delivered to two (2) groups comprising fifteen (15) persons per group as follows:

Groupe One			Groupe Two	
Dates	Times		Dates	Times
Monday 9, August 2021	9: am- 12:30 pm		Monday 9, August 2021	1:00 pm- 4:30 pm
Tuesday 10, August 2021	9: am- 12:30 pm		Tuesday 10, August 2021	1:00 pm- 4:30 pm
Monday 16, August 2021	9: am- 12:30 pm		Monday 16, August 2021	1:00 pm- 4:30 pm

Tuesday 17, August 2021	9: am- 12:30 pm		Tuesday 17, August 2021	1:00 pm- 4:30 pm
Monday 23, August 2021	9: am- 12:30 pm		Monday 23, August 2021	1:00 pm- 4:30 pm
Tuesday 24, August 2021	9: am- 12:30 pm		Tuesday 24, August 2021	1:00 pm- 4:30 pm
Monday 30, August 2021	9: am- 12:30 pm		Monday 30, August 2021	1:00 pm- 4:30 pm

Allocated Budget: The budget (USD\$8,774.00) for the training session at Oistins Village included stipendium (food, ground transportation, housing if need be) for both instructors and participants, emergency supplies and materials including locally designed backpacks for the participants, manuals, handouts, and flash drives.

Proposed Budget				
	Activity	Description	Estimated Cost BDS\$	Estimated Costs USD
1	Break- training session – Day 1	Refreshments (36 persons)	\$1,000.00	\$500.00
2	Break- training session – Day 2	Refreshments (36 persons)	\$1,000.00	\$500.00
3	Break- training session – Day 3	Refreshments (36 persons)	\$1,000.00	\$500.00
4	Break- training session – Day 4	Refreshments (36 persons)	\$1,000.00	\$500.00
5	Break- training session – Day 5	Refreshments (36 persons)	\$1,000.00	\$500.00
6	Break- training session – Day 6	Refreshments (36 persons)	\$1,000.00	\$500.00
7	Brea- training session – Day 7	Refreshments (36 persons)	\$1,000.00	\$500.00
8	Rental of venue for training	-	\$3,500.00	\$1,750.00
9	Stipend for non-DEM trainers	\$150.00 per person per day x 6 sessions	\$900.00	\$450.00
10	Emergency Supplies: -Safety vest -Torch Lights - Googles -Batteries - Duct tape -Gloves -Safety hat -Thermal Blankets -First aid kit - Wrench	Items to stock the backpacks (30 bags)	\$2,000.00	\$1,000.00
11	Cost of manufacturing backpacks	-	\$1,500.00	\$750.00
12	Printing of Manuals	-	\$500.00	\$250.00
13	Cost of flash drives	-	\$500.00	\$250.00
14	Cost of printing brochures to promote the training	-	\$200.00	\$100.00
	Total		\$16,100.00	\$8,050.00

Source: National Basic CERT Proposal Barbados

Achievements

The Department of Emergency Management in Barbados was the first agency to begin the National Basic CERT training under the project. Two concurrent pieces of training (in the morning and in the afternoon) in the Oistins fishing Village area (South of Barbados) were scheduled for August 9-10, August 16-17, August 23-24 and August 30, 2021. For each training, 36 people were registered. However, due to the COVID spike in the country, the training did not start until August 23 and some of the in-person training activities had to be moved to a virtual platform.

Interviews

According to the Department of Emergency Management of Barbados, 16 participants attended and fully completed the training. These participants are now certified as CERT volunteers. Participants presented a pre-exam to analyze their level of understanding and knowledge of the activities developed by the CERT and a post-exam after the completion of the training aiming to analyze the knowledge acquired. The delivery of the courses was facilitated by representatives of the Department of Emergency Management, Barbados Fire Service, and the Barbados Red Cross. The training sessions were severely impacted by the ongoing COVID-19 pandemic which prevent many registered persons to complete the training and getting a certification.

Source: Stakeholders interviews (National Emergency Management Agency of Barbados)), desk review.

4.4. Gender positioning

35. The OAS has long taken a comprehensive approach to reduce gender inequality. In 2012, member states of the OAS committed to mainstream gender equality and a women’s rights approach in integrated risk management, so that prevention, mitigation, and response efforts can benefit from women’s potential in all stages while considering their specific demands and needs. During the project implementation, Finance for Impact perceived some initiatives to reduce gender inequality. In the Regional Basic CERT training conducted by FEMA women have been targeted and given priority as part of the gender-equality and women empowerment approach. In the National Basic CERT training conducted by National Emergency Management Agencies, participants were selected based on gender, qualifications, and commitment to supporting their communities. Considerations have been given to ensuring balance in the selection of participants but giving preference to women owners, managers, and employees.

36. According to the feedback survey conducted by the University of West Indies on the Regional Workshop on Multi-Hazard Contingency Planning and Business Continuity, 87% of the participants that responded to the survey were female. Moreover, the UWI team that conducted the workshop was composed of 3 females and 2 males. According to interviews, the Project Team of the Caribbean Hotel and Tourism Association that conducted the integrated/holistic assessment of the challenges to the post-disaster business continuity of STEs in the Caribbean was composed of 3 females and just 1 male. However, in our conversations with National Management Agencies in Belize and the Bahamas, they mentioned that it was very challenging to attract more women than men to participate in the trainings. According to the agencies, although the focus was on women, more men showed up for the training in Belize (24 males and 12 females) and the Bahamas (14 males and 11 females). Barbados was successful in integrating more women in the trainings than men (5 males, 11 females).

5. EFFICIENCY

5.1. Project costs and financing

37. **Reasonableness of the overall financing provided by OAS and Donor Partners to implement the overall project strategy.** As of August 2022, Finance for impact does not have sufficient budget and financial information on the project to be able to express an opinion on the efficient use of resources. Based on available information, Finance for Impact was able to extract the information presented in Table 11. The Implementing Partners’ committed contribution (financial and in-kind) was USD 715,502 for a 3-year or 34 months period (September 2018 – July 2021) covering the 13 countries. Implementing Partners (IPs) included US DoS (USD 500,000; 70%), GS/OAS (USD 141,252; 20%), Beneficiary Member States (USD 53,400; 7%) and FEMA (USD 20,850; 3%). To date, the total secured contribution by the US DoS was USD 500,000 (from which USD 65,000 are for ICR which represents a 13% transaction fee) with a total expenditure incurred of USD 247,286. While this indicates a suboptimal use of resources as only 49% of the budgeted amount has been utilized as only 49% of the budgeted amount has been utilized, it is important to highlight those further expenses are still pending to be added (e.g., High-level policy Forum in Jamaica). That said, it is already anticipated that actual expenditures will be below the initial budgeted amount. During interviews, the Project Team indicated that there were two scenarios regarding the US DoS funding. In the best-case scenario, the US DoS would receive back USD 20,000 and in the worst-case scenario, it would receive back USD 80,000 or more. The other committed contributions (FEMA, GS/OAS, and MS) are in-kind and are considered as an estimate that remained the same for the whole project but for which expenditure has not been tracked nor reported.

Table 11. Budget and funding

Contributions	PROJECT DOCUMENT 2020	FINAL PROJECT DOCUMENT 2022			Budget change (4)-(1)/(1)	Budget utilization (4)/(2)
	Budget -1	Budget -2	Secured -3	Actuals -4		
FEMA	20,850	20,850	20,850	TBC	TBC	TBC
Beneficiary MS	53,400	53,400	53,400	TBC	TBC	TBC
GS/OAS	141,252.04	100,925.2	110,925	TBC	TBC	TBC
US DoS	500,000	500,000	435,000	247,286	-51%	49%
Total Funding	715,502.04	675,175.2	620,175	247,286		

Source: Project Document 2020 and 2022

38. Inconsistency in the rationale behind the budget allocation. The budget allocation was done in terms of a specific set of outputs (Table 12). While budget allocation to each of those outputs has not been justified in any of the project documents, interviews also failed to provide insights in this regard. Without an adequate methodology of appraisal (e.g., scoping missions) to estimate the amounts to be allocated to each output it is hard to prioritize and give adequate use to the resources. From the inception budget, we assume that most of the focus was placed on outputs 5 and 6 as important expectations were attributed, however, the priorities at completion were mostly placed onto outputs 6 and 2. Moreover, by looking closely at the budget breakdown per outputs it is possible to see that the original budget was very accurate in forecasting the budget for outputs 1, 3 and, 7, while for the remaining outputs important changes were evidenced. From a project design perspective, the budget changes underscore an important mismatch or misconception from what was initially conceived to be developed to what was in reality possible to implement. Even if the project was originally designed before the COVID-19 pandemic and the Project Team responded diligently with budget adjustments based on the different country pandemic scenarios, the budget instability and under-expenditure were omnipresent for the entire duration of the project (2018-2022).

Table 12. US DoS contribution – Budget breakdown by output

Output	Initial budget 2020	Final budget 2022	Budget change
Output 1	42,01	42,01	0%
Output 2	61,545	125,934	105%
Output 3	32,01	32,01	0%
Output 4	20,515	29,315	43%
Output 5	124,415	2,99	-98%
Output 6	115,505	163,741	42%
Output 7	39	39	0%
Sub-total	435	435	0%
Indirect Cost recovery	65	65	0%
TOTAL	500	500	0%

Source: Project Document 2020, 2021, and 2022

5.2. Project budget scheduling and reallocations

39. Challenges in the program’s timeliness. According to the original arrangements for approval of the project funding, the OAS envisaged that the project would be implemented over a 34-month period between September 2018 to July 2021. It was noted that some activities were conducted simultaneously in several countries whereas some activities were conducted at the country level at different paces (e.g., National CERT Trainings). Overall, the project was delayed due to unforeseen circumstances such as the COVID-19 pandemic or problems encountered in the setting up of the project as indicated by key informants. For instance, from the budget allocated to the National CERT Training for 13 different Caribbean countries, only three were delivered. Against this backdrop, on February 2021, the Project Team requested OAS a 15-month no-cost extension in an effort to compensate for the delays in the implementation and give more time for some activities to be launched and finalized. As per the extension, the new project completion date was set to be in September 2022. The evaluation confirmed that despite the interest from the Project Team to deliver National CERT training across different countries, the proposals and requests from the countries to deliver this activity were overall inefficient and slow. While the interest from other countries to undertake a National CERT Training was evidenced along the process, countries were dealing with internal closures and pandemic emergency responses. This meshed with the preference for in-person trainings created a situation in which it was difficult for them to submit their proposals for National CERT Training earlier. During interviews, different countries (e.g., Grenada, St. Lucia, Guyana) expressed their ever-present interest even if it has become more complex since the OAS Project is approaching its culmination.

40. Some budget items varied during project implementation at the output level, but the rationale behind those variations was not well reported nor justified or available to the Evaluation Team. As presented in Table 13, over the years several reallocations occurred for some of the outputs (depending on the modification, expansion, or removal of certain activities). During implementation, some activities ended up being more ambitious or relevant than others, and for which there has been a higher interest and expenditure. Among 7 outputs, 4 went through budget reallocations. For instance, output 5 (Regional CERT Training) which initially was estimated to require a significant amount ended up being completed with a very small amount. Indeed, COVID-19 pushed the Project Team to adjust and move workshops initially foreseen in-person to a virtual delivery mode, hence costing less than initially expected. As a result of this, other outputs saw their budget increase such as outputs 4 and 6. While this shows the agility and flexibility of the project to revamp their budget to changing needs and interests, which sometimes reflects a good decision that materializes in increased efficiency or improved performance, it can

also be questionable especially when budget funding was not completely utilized at the completion of the project. In addition to this, it is a common best practice to report these budget changes with a strong justification with the reasons underlying the choices made (e.g., donors changing interest, counterpart low traction, exogenous factors, etc.). It was indicated that these reallocations were decided based on conversations with the Donor, DPMO, and the Project Team for then presenting an official request document that needed to be accepted by the Donor, however, this document was not made available to the Evaluation Team. Budget reallocations were accompanied by substantial changes for some of the outputs and output indicators. Indeed, as it was already mentioned in the effectiveness section, multiple output indicators have been modified with the view to meet expectations (e.g., “At least 10 Participating countries design, organize and present a national training during the life of the project” to “At least 9 Participating countries design, organize and present a national training during the life of the project”).

Table 13. US DoS contribution – Budget variation over the years

Output	Budget 2020	Budget 2021		Budget 2022	
	Initial budget	Revised budget	Variation to previous year	Revised budget	Variation to previous year
Output 1	42,01	42,01	0%	42,01	0%
Output 2	61,545	61,545	0%	125,934	105%
Output 3	32,01	32,01	0%	32,01	0%
Output 4	20,515	29,315	43%	29,315	0%
Output 5	124,415	2,99	-98%	2,99	0%
Output 6	115,505	228,13	98%	163,741	-28%
Output 7	39	39	0%	39	0%

Source: Project Document 2020, 2021 and 2022

41. Reallocations of funds can usually be explained by the willingness to correct inefficiencies that occurred during the initial budget allocation process and to be responsive to evolving priorities. It can be the result of poor performance, lack of potential or an initial over-allocation at the output level. Given the increasing uncertainty in the environment and complexity of operations, it is recognized that the initial budgeting process becomes difficult, especially for technical assistance projects for which a certain level of flexibility can be beneficial. The budget reallocations in the OAS project allowed to redeploy funds towards an area where there was momentum and willingness to advance given the COVID-19 situation. The Project Team asserts that this redeployment capacity is not an indication of failure but rather an indication that some activities were desired in a different format (e.g., online) or moment in time (e.g., greater interest from countries at the end of the project), and that the project was responsive enough to readapt to the changing needs and existing challenges. However, on output 6 (National CERT Training) we see a very unstable situation in which multiple variations took place over the years (Table 13). While this is an output-specific example, it shows that reallocations can sometimes be confronted with difficult judgment calls not always resulting in the intended effects and sometimes cannot undo the negative effects of “poor” budgeting. Not only further work to assess budgets at the project scoping phase (e.g., doing a business or strategic plan) was required, but also some scenarios with a specific budget management protocol could have been imagined in order to be better prepared to respond and react to external or unforeseen constraints.

42. Disbursement was said to be efficient and transparent despite the important delays in implementation. The OAS financial services provided the full amount of the project funds in an account; therefore, money was fully accessible and available to the Project Team. Once the Project Team carried out their quarterly reports then the Donor proceeded to reimburse the OAS for the expenditures engaged. At the end of the project, all the expenses incurred within budget limits will be fully reimbursed by the Donor. Having the funds directly disbursed by OAS was said to be very positive and efficient, otherwise, it would require some time for having Donor approval for each expenditure, hence delaying the process. The only issue raised on disbursement was that the Donor could refuse to reimburse some expenditures. To tackle this, every transaction was approved by DPMO and by the Donor. During the first period of the project, no disbursements from OAS nor reimbursements from the Donor were made as the project activities were not yet started. As no expenditures nor disbursements were made during the first years of the project this can be seen as an important failure from an implementation perspective, which in some cases has been associated with canceling or postponing the project. While an extension has been made for the OAS project, it may be the case that actual disbursements will be well below the budget anticipated for the project, which would certainly mean not achieving the desired results as money was not absorbed under the specified time schedule.

5.3. Implementation arrangements and accountability

43. The overall implementation process was not cost-effective despite the efforts made by the Project Team. The implementation arrangements and management structures and procedures were not in accordance with those agreed in the Project Document in 2018. A 34-

month period was allocated to fully implement the activities envisioned at inception, but because of contingencies, only 18 months were actually used by the Project Team. The CODIV-19 pandemic, the lack of staff (e.g., budget, communications, management), and the staff turnover issues (e.g., the retirement of the Director) were mentioned as the main reasons behind the low cost-effectiveness. The fact that it took more than a year for any activity to start underlines a lack of preparation for implementation and/or a lack of contingency protocols to overcome any unforeseen circumstances. As the best-case scenario (which would entail completing all the activities in time) was not met, it required a further extension of the project. It was indicated through interviews that even with this extension it has been very challenging for the Project Team to complete specific activities (e.g., National CERT training) as no preparatory work was done before, hence starting almost from scratch with no operational efficiencies. On the other hand, multiple counterparts and stakeholders praised the coordination, communication, and engagement of the Project Team throughout the implementation. Overall, the relationship with stakeholders was said to be very positive, and no efficiency issues were raised by the interviewees.

44. **Overall, the OAS project was much more focused on outputs than outcomes.** It is a common best practice in technical assistance projects to define and track output and outcome indicators, as well as impact indicators even if they are more difficult to assess. The OAS project made an important effort in the definition of output indicators with baseline and targets, but this was not the case for the outcomes. While some expected results were indicated in the Project Document, no outcome indicators with baseline and targets were defined. It was reported through interviews that there was an excessive emphasis from the project on the outputs (e.g., training, capacity building, etc.) rather than actual outcomes (e.g., what was intended to be achieved?). For the project to succeed, it was emphasized that it should have had a balanced set of outputs, desired outcomes, and targets to be achieved. For the efficient use of the resources, it was recommended to define clear objectives and targets from the onset while linking expenditure items to measures of performance in terms of outputs and outcomes.

45. **Lack of accuracy with budget reporting and financial accountability.** The budget was reported in the **Project Documents** (budget by output and disbursement schedule), **Progress Reports** (track the execution and progress on the disbursements, including commitments by output), and the **Federal Financial Reports** (presenting the overall financial execution and reimbursements from the Donor to OAS). The budget execution and monitoring are under the responsibility of the Project Manager and SEDI Head of Administration. The Department of Financial Services at OAS oversaw the certification of all the financial reports submitted by the Project Team. The systems put in place to ensure monitoring and accountability were, however, considered inefficient. The budget monitoring and reporting tools had some inconsistencies when it comes to budget planning and expenditures (see Table 14). This can be explained by the fact that the three documents do not use the same financial jargon or are structured in a different manner. In terms of operational efficiency, handling three budget reporting tools with different structures can be challenging and sometimes counterproductive. For instance, it was indicated that Progress Reports and Financial Statements should be the main reference when it comes to budget monitoring. However, these documents do not have the same format and do not present the information in the same way (see Table 15), thus complicating the comparability analysis. Whereas the Donors requested the Project Team to carry out quarterly reports, the OAS project could have benefitted of greater transparency, accuracy, and harmonization by consolidating everything in an Annual Report (e.g., by output, by activity, by country, by the donor, etc.). This could have been of great utility to consolidate all the expenditures and include the budget reallocation rationale, thus becoming the main reference for budget planning and assessment. It was noted that the Project Team will provide a cumulative report at the culmination of the project for financial accountability purposes.

Table 14. Budget inconsistencies across monitoring tools

Monitoring tool	Reporting period	Amount disbursed	Amount obligated	Total
Progress Reports	06/30/2021	133,582	50,243	183,825
Federal Financial Reports	06/30/2021	83,338	50,243	133,582
Progress Reports	09/30/2021	96,693	44,643	141,337
Federal Financial Reports	09/30/2021	96,693	44,693	141,337

Source: Project Document, Progress Reports, Financial Reports 2020

Table 15. Monitoring tools difference in structure

Monitoring tool	Structure
Progress Reports	1. Statement of cash receipts and payments 2. Statement of fund balance 3. Statement of contributions

	4. Statement of expenditures and obligations by budgetary item
Federal Financial Reports	1. Basic data
	2. Progress of execution at the level of project outputs

Source: Project Document, Progress Reports, Financial Reports 2020

5.4. Cost-benefit analysis

46. In line with the ToRs, the Evaluation Team was requested to carry out a cost-benefit analysis (CBA) model to determine the socio-economic costs and benefits of the project with a view to determining the economic rate of return (ERR) and economic net present value of the investment (ENPV). The CBA is the preferred approach for assessing public investment projects, as it offers a robust, objective, and evidence-based analytical framework for project evaluation. However, it should be noted that a CBA is a resource-intensive process that needs to be proportionate to the size, importance and/or risk profile of the investment. Depending on the project’s scale, nature and/or data availability, a comprehensive CBA may not always be recommended or even possible to be undertaken.

47. Based on past discussions, we took note of the importance of this exercise for the evaluation but at the same time the limitations to it (e.g., data availability, timing, resources, etc.). As such, it was decided and agreed that the Evaluation Team would provide the basis and building blocks for carrying out a full cost-benefit analysis in a following phase. In the following pages, we discuss the existing limitations and challenges for developing a CBA and then provide an approach for doing a ‘hypothetical’ CBA in Annex 7, which would have to merit highlighting what kind of project may lead to quantifiable benefits from a theoretical perspective.

48. While CBA can play a critical role in supporting decisions, its use and applicability are also constrained by important limitations, especially in a disaster risk management (DRM) context. There are challenges, which are DRM specific and others that are inherent to CBA. A lack of data and associated uncertainties is often a key challenge for comprehensively assessing disaster risk and the benefits of DRM. Gaps and uncertainties emerge specifically when measuring risk. This can be reflected by the reasons outlined below:

- a) **Damage assessments:** relevant data on direct and indirect effects, particularly so for the non-monetary effects, will be hardly available. Estimates of damages from natural disasters often focus mainly on direct damages and loss of life, since there are difficulties in accounting for indirect and non-monetary damages as well as externalities. Nevertheless, even figures on direct damages should be regarded as rough approximations (proxies) since very few countries have systematic and reliable damage-reporting procedures.
- b) **Assessment techniques:** while techniques exist for quantifying avoided damages and valuing non-market benefits or costs, measurement challenges are large and, more fundamentally, techniques for valuation are often controversial. While specific benchmarks might be available at the country level, it may be very challenging to apply the same methodologies across different countries. Therefore, a lack of standardization in the assessment process would hamper the development of a full project CBA.
- c) **Scope of assessment:** while assessments of the economic efficiency of DRM may focus on hazard and risk-specific interventions and their specific costs, DRM actions often comprise a portfolio of interventions as for this OAS project. Usually, these options may be integrated in broader developmental contexts and comprise investments into systemic interventions in sectors such as education, health or infrastructure, which may bring about large DRM-related benefits by building resilience. However, CBA application often requires a focus on single interventions and becomes more complex at a portfolio level, requiring taking stock from sub-project specificities, challenges and limitations.
- d) **Hazard probability, vulnerability, and exposure:** hazard estimates can often be based on a limited number of data points only. Natural disasters are by definition rare events, even if there are becoming more frequent and disastrous, thus very limited information exists to be able to assess the likelihood or probability of these events taking place. In terms of vulnerability, information on the degree of damage due to a certain hazard is usually not readily available. As such, this information must be generated, which is often fraught with complications. As per exposure, dynamics of population increase, urban expansion, tourism attraction, income generation, and increase or reduction in welfare should be accounted for.
- e) **Identifying the benefits of risk reduction:** it is often difficult to accurately measure the effects and benefits of risk reduction measures. While costs can be more easily quantified, benefits often require a more subjective and qualitative assessment complexifying the model. Estimating the benefits of risk reduction is fraught with large and many uncertainties. These

uncertainties importantly reduce the economic viability of options studied and should thus be factored into any decision process. For instance, distinguishing the benefits of risk reduction from the OAS project from other efforts being undertaken by other national, regional, and international agencies working in the same field is difficult to conceive, hence attribution of benefits must be done with caution to not overestimate punctual efforts, nor take ownership from non-OAS interventions.

- f) **Discounting the future:** as the discount rate used reduces benefits over the lifetime of a project, it has a very important impact on the result. Some economists suggest using low discount rates in order not to discount away future debilitating climate change while mainstreaming economists suggested that market rates should be used instead. For this reason, it is important to conduct a sensitivity analysis with different discount rates.

49. Tackling these gaps and challenges, and creating the requisite data are associated with high costs and considerable efforts. The depth and robustness of assessments to be conducted thus depend upon the objectives of the respective CBA including the data at hand on hazard, vulnerability and exposure, and finally impacts. Commonly, finding data on the elements of risk can be rather time-intensive and difficult, especially when looking at a group of countries.

50. As indicated during the inception phase, a CBA for the OAS project is likely not feasible from a 'scientific/methodological' point of view. While originally strictly focused on a project level well specified in time and space, the CBA has been used to inform larger-scale decisions (such as a project covering different countries). However, as the remit of the analysis widens, it becomes less clear how the intervention produces costs and benefits, who benefits and who is disadvantaged, and what other external factors could come in. The OAS project intervenes in 13 different countries with shared activities and costs (e.g., Regional Workshop on Contingency and Business Continuity Planning), but also with country-specific activities and costs (e.g., National CERT training). As such, benefits and costs are not comparable between countries which means that the economic viability needs to be verified independently for each country (as a sub-project).

51. Indeed, a CBA model which aggregates the data from the 13 countries would be biased and more importantly incorrect as it would put economically unviable and viable sub-projects in the same bucket. Attribution of the socio-economic costs and benefits of a sub-project to the overall portfolio would not be realistic. To tackle this issue, it would be necessary to carry out the CBA at a sub-project level to finally arrive at an ERR and ENPV specific to each sub-project. Nevertheless, the OAS intervention has allocated USD 500,000 for the project of which only USD 247,286 has been spent to date, which would hypothetically correspond to USD 19,000 per sub-project. In this sense, carrying a CBA (such a time-intensive exercise) for such a small project scale cannot be justified or even possible to be developed.

52. Based on this assessment, the Evaluation Team concludes that undertaking a full fledge or simplified CBA is not feasible. That said, in Annex 7, we provide recommendations on how to implement the CBA at the sub-project level in case OAS considers pursuing this exercise.

6. ASSESSMENT OF SUSTAINABILITY

53. Incorporating the findings from the national assessments into the strategies of key stakeholder organizations at the national and regional levels. The participatory nature of the project and the involvement in its execution, of the primary regional and national agencies with responsibility for the tourism sector such as the CTO, and CHTA promote internalization of the activities conducted during the implementation of the project. Indeed, one added value of the project is the participation of the main stakeholders of the tourism sector in the Caribbean who have had the opportunity to share experiences, challenges, and opportunities within the sector.

54. First steps incorporating national strategies to mitigate the effect of natural disasters. Although the implementation of the project has not been completed, during the conversations with the main actors and counterparts, we have seen that measures are beginning to be taken at the national level to mitigate the effects of natural disasters on the economic activities of SMEs. Precisely, in conversations with the Ministry of Tourism of Saint Lucia, it was mentioned that a regulation on business continuity planning by SMEs is being promoted in the country. The regulation seeks to impose as a mandatory requirement that all SMES have a business continuity planning in the country. This measure seeks to raise awareness of the importance of disaster preparedness and help take measures to safeguard the businesses and activities of the people of ST Lucia in the event of a natural disaster that affects the country.

55. Challenges in building national and regional capacity. Capacity development is the most effective means of ensuring the sustainability of the project's outcomes. The project was designed to build the capacity of small tourism enterprises to address their own post-disaster continuity challenges. In addition to building this capacity at the level of enterprises, the project sought to build capacity at the broader national and regional level, by building a cadre of certified instructors through a regional "Train-the-trainer" training and by using these instructors to capacitate local communities (which livelihoods depends on tourism) in the 13 Caribbean member states. According to interviews with beneficiaries and counterparts, the Regional CERT training was conceived as a sustainable output since it allowed certified instructors to conduct Basic CERT training at a national level. However, as it was mentioned before, not all the countries participated in the Regional CERT training (Bahamas, Dominican Republic, Saint Kitts and Nevis and Suriname were absent) which entails that not all the 13 countries would be able to apply for developing a National CERT training. Indeed, according to the Project Team, seven countries out of 13 have submitted a proposal for launching a national CERT training which allowed these countries to perceive a funding of USD 8,774 per community (countries were encouraged to realize two trainings for two different communities) Up to date, just 5 out of 10 countries (the Bahamas, Barbados, Belize, St Lucia and Jamaica) were able to conduct a national training at the community level. Also, according to interviews with National Management Agencies, in Barbados, only one community was selected to receive the training (Oistins Bay Garden inc.) and in Belize, the training for the community of Corozal is still ongoing. The evaluation considers that the capacity-building activities won't meet desired expectations.

56. Ambition versus practical realities. The evaluation noted that some of the activities had to be readjusted as the activities didn't have the expected participation. Indeed, in the Project document 2020, output 6 stated "At least 520 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities". This activity was slightly modified to "At least 240 owners, managers, and staff from participating Member States small tourism enterprises trained on Basic CERT to create community emergency response teams in their businesses and communities". According to interviews, the project expected to do two training of 20 participants for the 13 Caribbean Member States, but as it was already mentioned before, not all the countries participated in the Regional CERT training and could launch a National CERT training. According to DPMO, the indicators of the project had also to be adjusted during the implementation of the Project to meet expectations. Indicator 3.2 of the output 3 "Report outlining Crisis Communications Strategy for the Small Tourism Enterprise Sector completed and presented to the Steering Committee" had to be modified from "FINAL Crisis Communication Strategy presented and *adopted* to High-level Authorities on month 46 (July 2022)" to FINAL Crisis Communication Strategy presented to High-level Authorities on month 46 (July 2022)".

57. Lack of visibility of the Project. Throughout the Key Informant Interviews, we have noticed that there is a lack of visibility of the Project by some counterparts and most of the beneficiaries. Indeed, some of the identified stakeholders of the project didn't know much about the purpose of the Project and the activities that were conducted during the implementation. Moreover, some Small Tourism Enterprises thought that the project was entirely executed by CHTA as they were contacted by the tourism association for the survey on the Challenges to Post-Disaster Business Continuity of Small Tourism Enterprises conducted in August 2022. According to DPMO, this situation is also seen in other projects carried out by the OAS, where beneficiaries know about the activity in which they are directly involved but, they do not know much more about the project or program that this activity covers.

58. Sustainability of the Project is compromised. Although the implementation of the project has not been completed (As of September 20), the evaluation has doubts regarding the sustainability of the project in the short-, medium- and long-term horizon regarding some of the outputs.

7. OVERALL ASSESSMENT AND RECOMMENDATIONS

7.1. Overall Assessment

59. This report confirmed that the Project encountered substantial challenges during its implementation. Overall, the Evaluation Team considers that the Project has been relevant and coherent. Indeed, the design of the project was aligned with the countries' climate resilience and donor's agendas, the project was relevant to the needs and priorities of the beneficiaries, consistent with strategies of other external partners and aligned with the UN Sendai Framework for Disaster Risk Reduction (DRR) and consistent with the OAS strategy. However, the evaluation considers that the effectiveness, efficiency, and sustainability didn't meet expectations. As a

matter of fact, the Project encountered multiple challenges in delivering results, faced considerable delays, presented substantial adjustments at the level of outputs indicators and activities, and didn't fully use allocated resources. Moreover, the challenges encountered in building national and regional capacities, the lack of visibility of the Project, and the substantial adjustments made during implementation give indications that the project's sustainability could be compromised.

60. Table 16 presents the overall assessment of the Project by OECD criteria.

Table 16. Overall assessment by evaluation criterion

Criterion	Assessment
Relevance & Coherence	<p>Relevance: The extent to which intervention objectives and design respond to beneficiary, global, national, and partner/institutional needs, policies, and priorities, and continue to do so if circumstances change.</p> <p>Overall, the evaluation found that the Project is relevant. The Project design was sound at appraisal, and planned activities were relevant to the project size and well-linked to project outputs. The Project was consistent with countries' climate resilience and the donor's agenda and relevant to the needs and priorities of the beneficiaries.</p> <p>Coherence: Coherence to the needs of stakeholders and the global policy agenda for building the resilience of small tourism enterprises. Assessment on the design of the project and the degree of its alignment with the strategies and priorities of partners and users.</p> <p>Similarly, the evaluation found that the Project is coherent. The Project was consistent with strategies and priorities of other external partners (e.g., CHTA, CTO, UWI, CDEMA...), aligned with global policy agenda as the UN Sendai Framework and consistent with OAS strategies. However, as already mentioned, the Evaluation Team noted that there is a lack of information on the strategy or business set-up.</p>
Effectiveness	<p>The extent of which the project delivered the outputs intended by OAS and its main partners, e.g., in terms of quality of outputs and services provided (trainings/capacity building/knowledge creation and sharing), timeliness of delivery, coordination of stakeholders, processes for collaboration and communication.</p> <p>Overall, the evaluation found that the Project was not effective despite several achievements and milestones. As mentioned in section 4 (Effectiveness), the Project encountered multiple challenges in delivering outputs and could not accomplish all the activities and outputs in expected times. Also, the monitoring process of the Project was not fulfilled at the three levels determined in the Project Document (2021,2022). In terms of gender positioning, the Project conducted several activities where the participation of women was higher than that of men (e.g., Integrated Holistic Assessment on the challenges to post-disaster business continuity of Small Tourism Enterprises in the Caribbean, feedback survey on the Regional Workshop on Multi-Hazar Contingency Planning and Business Continuity).</p>
Efficiency	<p>The extent to which the project was delivered in a cost-effective manner (funding available for the project, level of expenditures, capacity to deliver on time and on budget, adequate level of disbursement...)</p> <p>Overall, the evaluation determined that the Project was not efficient. As mentioned in section 5 (Efficiency), the Evaluation Team encountered insistency in the rationale behind the budget allocation, challenges in the program timeliness, some inconsistency with budget monitoring and financial accountability. The evaluation noted that the Project has been strongly impacted by the Covid-19 pandemic which caused delays in its implementation and obliged the Project Team to request 15 months no cost extension until September 2022. As of August 2022, the evaluation Team has received evidence of the expenditure incurred of USD 247,00 representing 49,46% of the grant allocated by US DoS. While further expenses might be added to the final expenditure, the project failed to effectively disburse during the initial project time schedule and failed to disburse during the project extension as multiple expenses took place almost at the project closure.</p>
Sustainability	<p>The extent to which benefits of the project are likely to continue over time (What more could be done to increase the reach of such project? Is there a vision or strategy to increase the partnership with counterparts.</p> <p>The Evaluation Team considers that the sustainability of the Project could be compromised. Although the Project Team intended to create and disseminate knowledge during the project implementation (e.g., trainings, workshops), the Project encountered challenges in building national and regional capacity. Also, as mentioned in section 6 (Assessment of sustainability) there was evidence of a lack of visibility of the Project throughout the data collection conducted by the Evaluation Team.</p>

Source: Project Document 2020, 2021, and 2022

7.2. Lessons

61. Several Lessons may be relevant to future interventions:

- a) **A clear strategy from the onset.** The evaluation noted that there was a need for strategic documentation (e.g., business plan, conception notes) that could help mitigate externalities that affected the project implementation (e.g., Covid-19) and caused considerable delays.

Even if, according to Project Team, some of this documentation is not required by the OAS, a clear and specific strategy from the onset of the Project should be a prerequisite for future interventions.

- b) **Managing expectations.** Substantial changes were made during the implementation of the Project at the level of outputs, activities, and budget. As it was mentioned in previous sections, output for instance 6 was significantly modified. According to desk review and key informant interviews, the number of owners, managers, and staff trained in Basic CERT training was increased from 240 to 520 aiming to give more importance to the National CERT trainings in the 13 Caribbean Member States (modified to 10 and then 9 Member States). To manage expectations, the Evaluation Team deems it important to rationalize the changes, budgets, and provide evidence on how the outputs, outcomes will be achieved with the established modifications.
- c) **Countries' uneven participation hampered the implementation of the Project.** The Project covered 13 Caribbean Members States and integrated them through different activities (e.g., workshops, trainings, forums). However, countries didn't have equal participation during project's implementation. Indeed, the evaluation noted that the Dominican Republic, Suriname, Saint Kitts and Nevis didn't participate in the Regional CERT training. Also, Haiti, Suriname, the Dominican Republic, Saint Kits and Nevis didn't submit a proposal for developing a National CERT training. The Evaluation Team considers it important, to engage actively with other governments and national authorities to share lessons learned and propose common responsibilities to similar challenges.
- d) **A project much more focused on outputs than outcomes.** The Evaluation Team noted that the Project made an important effort in the definition of outputs indicators with baseline and targets. However, the Project didn't have outcome indicators to measure whether the project or program is achieving the expected effects/changes in the short, intermediate, and long term. Defining and developing outcome indicators should be a requisite for future interventions.
- e) **Monitoring process.** The evaluation found that the monitoring process defined in the Project document counted 3 different levels. The first level was conducted by the Project Team through the presentation of the quarterly project status reports and reports on the progress of project implementation (RPPI). The second level was ensured by the Steering Committee and the third would be performed by the National Focal Points. According to interviews, the third level was not accomplished. The Evaluation Team considers it important to integrate more the focal points in the implementation of the Project and the monitoring process to generate ownership of the project and make them more actively implicated (e.g., presentation of reports, quarters follow-up meetings) with a view also to have local support when executing different activities at the national level.
- f) **Managing externalities.** Externalities such as Covid 19 had a considerable impact on the implementation of the Project. Trainings and workshops had to move to virtual platforms as on-site events were cancelled. Also, counterparts such as FEMA were forced to pause their activities in executing of the Regional CERT training to focus on the response to the Covid-19 outbreak situation in the United States of America. The Evaluation Team noted Covid-19 had a too important effect on the implementation of the project and considers it essential to establish a contingency strategy in the event of the appearance of externalities that may affect the development of projects.

7.3. Recommendations

62. The design, implementation, and management of future projects in climate resilience for STEs should be informed by the following recommendations:

General recommendations

- i) **Continued engagement at a regional level.** The evaluation noted that the Project is consistent with strategies and projects of other external partners (CTO, CDEMA, CHTA, OECS), organizations that lead the initiatives in climate resilience, climate disaster emergency response and disaster management. The evaluation deems it important to keep working with these organizations to improve the resilience of Small Tourism Enterprises in the Caribbean. The active and continuous involvement of OAS is recommended to keep supporting actions aiming to make communities more resilient in the Caribbean Members States.

- ii) **Regional project design and implementation.** Although each country faces its own particular constraints and challenges, many of which are presented in this evaluation, it is important to design a cohesive design and monitoring framework to ensure that level playing field is created in all countries of intervention.
- iii) **Capacity building development and training.** Beneficiaries understand the value and importance of carrying out trainings to mitigate the effects of multi-hazard climate events. Despite not having been able to develop the different National Basic CERT trainings for all the 13 Caribbean Members States within the time allocated to the Project, it is recommended to take advantage of the momentum, after the High-Level Policy Forum, to encourage more countries to develop capacity building activities at the National level to support the sustainability of the Project.
- iv) **Monitoring.** The evaluation noted that the reporting systems, in particular for performance purposes, were not adapted for quick and reliable reporting. While the project was in place to track mostly outputs, it was not possible to monitor and assess positive and negative results and impacts of the intervention. The evaluation recommends having a balanced set of outputs, desired outcomes, and targets to be achieved, and where possible impact indicators. For the efficient use of the resources, it is recommended to define clear objectives and targets from the onset while linking expenditure items to measures of performance in terms of outputs and outcomes. It is recommended that an effective standardized scoreboard or MIS may be required for ensuring regular standardized reporting discipline (e.g., maintaining an intelligible MIS, allowing for timely consolidation, and reporting on a project and outcome basis). This is particularly true if a new project is implemented with multiple countries on it.
- v) **Impact and additionality measurement.** Most of the results reported were of output and outcome nature, not impact. Therefore, it has been difficult to assess and attribute positive and negative impacts and thus ensure greater results orientation. Data collection for impact indicators is a difficult and costly exercise but necessary. A measure of additionality should be established to monitor and evaluate the effectiveness and actual impacts of the project, to monitor the longevity and long-term effects of interventions, mechanisms/tools to track the performance of the project and report back to donors. For future projects, it is suggested to develop baseline indicators and log frame (even if tentative) for monitoring impacts/additionality of the project and also find a mechanism for counterparts/partners to collect such information under a standardized data collection approach.

Project-related recommendations

- vi) **Invest in meaningful communication.** Throughout key informant interviews, the evaluation noted that some counterparts and beneficiaries didn't know about the purpose, objectives, and activities of the Project. More attention should be given to internal and external communication with partners, counterparts, and stakeholders, including regular updates on the progress of work against the original work plan and on expenditure. Investing in communication would increase the visibility of the project and raise awareness and involvement of the main stakeholders.
- vii) **Interventions supporting Tourism associations for STEs.** One of the main constraints raised by STEs is that they do not have support from the tourism sector associations. Indeed, STEs raised that it would be appropriate to have an association such as CHTA for their community. According to interviews, CHTA offers among its various benefits, trainings, and workshop on disaster risk management, but its subscription fees are too high for small structures as STEs. Supporting the STEs for creating a specific association for their structure could help to growth and boost economic activities, generate employment, share important information regarding disaster risk management (e.g., business continuity and contingency planning, crisis communication strategy...).
- viii) **Knowledge generation and dissemination as a major Project objective.** Such types of projects should be focused on developing the internal capacity and knowledge of the relevant stakeholders so that agenda of disaster risk management is absorbed and competently continued by the government and local counterparts. The OAS Project counted with a knowledge stream, but the knowledge creation and dissemination were not aligned appropriately timing wise since the knowledge work it is still not complete. In this sense, it is recommended that future projects should be working towards building internal capacity and allocating sufficient resources for knowledge creation and dissemination in an ongoing basis as well as post-project to ensure sustained results in the long run.

ANNEXES

Annex 1: Terms of Reference

Appointment Type:	Individual Consultancy
Organizational Unit:	Disaster Risk Management and Adaptation to Climate Change (SEDI/DSD) / Tourism and Culture, (SEDI/DETTTC)
Duration:	Approximately 4 months (non-consecutive days).
Fees:	Based on experience, level of education and knowledge in program and project evaluation and specific sector.
Workplace:	Washington DC, member countries and place of residence of the consultancy.
Deadline:	14 of March of 2022 to Ariadna Martin in AMartin@oas.org
Profile:	<p>The evaluation must be carried out by an individual consultant according to the following parameters. The evaluator must have at least 10 years of experience in the application of quantitative and qualitative methodologies in the evaluation of programs and / or projects; have a postgraduate degree in public policy, economics, management or related area; experience working in the OAS Member States and experience in Kirkpatrick evaluation method. Additional experience in the development and implementation of policies on resilience of small tourism enterprises will be recognized and taken into account in the final selection process. The consultant must also have an advanced level of English as a working language and an intermediate or advanced level of Spanish.</p> <p>The evaluator must conduct himself/herself in accordance with the principles of ethics established by the United Nations Evaluation Group (UNEG) and the OAS code of ethics and commit to submit a statement on conflict of interest.</p>

I. BACKGROUND

- 1.1
- The OAS is the leading multilateral institution in the Americas dedicated to political dialogue and collective action, working to promote democracy, strengthen human rights, consolidate peace and security, and address the complex problems created by poverty, terrorism, drugs, corruption and natural disasters. Among OAS actions are those that, through the Executive Secretariat for Integral Development (SEDI), contribute to a reduction in the severity, impact and duration of disruptions caused by disasters to the operations of small tourism enterprises by: i) identifying and addressing the macro and micro level challenges that make businesses vulnerable to disasters and building the capacity of owners, operators and staff of these enterprises to reduce their exposure to such adversities; and ii) building the capacity of owners, operators and staff of small tourism enterprises to prepare, execute, test and update business continuity/multi-hazard contingency plans.
- 1.2
- According to data from the World Travel and Tourism Council, in 2016, the Caribbean ranked first among 13 regions in terms of tourism's: (i) direct contribution to: GDP (4.7%); (ii) total contribution to GDP (14.9%); (iii) total contribution to employment (13.4%); (iv) investment (12.3%); and (v) visitor exports, (20.7%). Making the Caribbean one of the most tourism-dependent regions in the world. Tourism is best suited to the peculiarities and particularities of the region. As an export, it has helped the region to overcome the challenges of scale and market access associated with other sectors, like manufacturing and agriculture that must incur huge transportation and other costs to move products to external markets. Furthermore, by bringing the market to the product, the tourism industry has enabled the strengthening of backward and forward linkages with the manufacturing, agriculture, and services sectors.
- 1.3
- Moreover, there is no other region whose travel and tourism industry is as vulnerable to disasters as the Caribbean. Paradoxically, the same natural characteristics that support the growth and importance of the region's tourism as a source of national income, employment and foreign exchange, are those that contribute to its vulnerability to disasters. The Tectonic Setting of the region makes it vulnerable to earthquakes. All of the Commonwealth Caribbean countries, with the exception of Bahamas and Guyana, lie close to these boundaries. Furthermore, the Caribbean is situated almost directly in the path of tropical cyclones that originate off the west coast of Africa.

Problem Statement and Rationale

- 1.4
- In a continuation of a trend of extreme weather events observed over the past two decades, the 2017 Atlantic hurricane season was among the busiest on record, producing 18 tropical depressions, all but one of which intensified into tropical storms. Ten hurricanes - the highest number of consecutive hurricanes since the start of the satellite era in 1966 occurred in succession. Six of these strengthened into major hurricanes. Hurricane Maria - ranked as the tenth-most intense Atlantic hurricane on record and the second Category-5 hurricane of the 2017 Hurricane season caused catastrophic damage and numerous fatalities across the north-eastern Caribbean, compounding recovery efforts in areas of the Leeward Islands that were earlier hit by Hurricane Irma, such as Barbuda where about 90% of homes on the island were destroyed, forcing the evacuation of over 1400 people to Antigua. Hurricane Maria caused significant damage in the Commonwealth of Dominica, where there were over 60 people were confirmed dead or missing

- and the roofs of as much as 98% of the island's buildings, including hotels and guest houses were damaged.
- 1.5 Given the competitive nature of the tourism industry, there is often a lag between the speed of the reconstruction of damaged properties and social and economic infrastructure, and the speed of post-disaster recovery of the industry, as business tends to move elsewhere. The recovery of market share often requires already cash-strapped, affected properties and destinations to invest in costly marketing campaigns in source markets. Invariably, properties and destinations that are not directly impacted by the passage of a Hurricane are indirectly affected by a perception within source markets that the entire region is unsafe. Destinations that were not affected during the 2017 Atlantic Hurricane Season were affected by an immediate wave of cancelations of bookings, leaving hotel rooms unoccupied and interrupting inbound revenue. The net effect of this is that the Atlantic Hurricane Season which runs from June to November is undermining the region's strenuous attempts at creating a year-round tourism industry.
- In summary, the region's vulnerability to disasters is further exacerbated by a range of factors including the openness of national economies, the small size of populations and markets in many countries, geographic location, a limited range of resources, high dependence on external source markets for strategic imports and the presence of critical social and economic infrastructure along the coast. Not only does the interplay of these factors create a cycle of deepening social, economic and environmental vulnerability to disasters, but they also constrain the efforts of the region to build resilience to disasters.
- 1.6 Recognizing these realities, political and business leaders in the region have determined that building economic, social and environmental resilience is their only option. In the wake of the damage suffered during the 2017 hurricane season, regional leaders were committed to design and implement a resilience building program.

The Project.

- 1.7 The Goal of the project is to contribute to reduce the severity, impact and duration of disruptions caused by disasters on the operations of small tourism enterprises in the Caribbean.
- 1.8 The objective of the initiative is to provide technical assistance to small tourism enterprises in the participating Caribbean countries to overcome the macro (national) and micro (corporate) level challenges that affect the business continuity during and after catastrophic events in the Caribbean.
- 1.9 The expected results at the level of outcome are as follow:
- i) % of policy recommendations in the Integrated Assessment Report are implemented within one year of the project's completion
 - ii) % of businesses routinely performing disaster risk and business impact analyses within one year of project completion
 - iii) % of tourism enterprises surveyed report having business continuity plans in place within 6 months of completion of the project.
 - iv) % of tourism enterprises commit to sponsor Community Emergency Response Teams (CERT) for within local communities

II. OBJECTIVES OF THE EVALUATION

- 2.1 The general objective of this evaluation is to assess the performance and direct effects of the project in providing technical assistance to small tourism enterprises in the participating Caribbean countries, through the application of a formative and summative evaluation. The evaluation will be external and independent and will focus on aspects of efficiency and effectiveness, through the analysis of the results at the level of outputs and direct effects/ outcomes.

III. SCOPE OF THE EVALUATION

- 3.1 To achieve the objective, the consultant must:
- i) Conduct a formative and summative assessment to estimate the results of the Project.
 - ii) Critically analyze the implementation and management of the Project.
 - iii) Determine the relevance (referring to the adequacy of the design, objectives and results to the context in which its implementation has been carried out); efficiency (analysis of project management in the analysis period including the assessment of the relationship between the results achieved and the resources of all kinds used for it); effectiveness (compliance with the objectives and results initially formulated, and others not foreseen) of the actions financed; coherence, or compatibility of the intervention with other similar interventions in participating countries; and institutional and financial sustainability of the benefits generated by the projects.
 - iv) Determine if during the conceptualization and/or execution of the projects the gender perspective was used, if it was used to analyze the results obtained and provide recommendations on how to strengthen it.
 - v) Conduct, as best possible, a proper Cost Benefit Analysis, by determining the internal rate of return and net present value of the investment.
 - vi) Identify the main results at the level of direct effects and products to which the operations have contributed, distinguishing between planned and unforeseen, explicit and implicit.
 - vii) Document the lessons learned and best practices of the program related to its formulation, design, implementation, management and sustainability.

- viii) Make recommendations and identify and document lessons learned related to the formulation, design, implementation, management and sustainability of the Program, in order to improve the implementation and future formulations and designs of similar programs.

IV. INFORMATION SOURCES AND RELEVANT ACTORS

- 4.1 Among other sources of information, the consulting firm should consider the following:
 - i) Project documents.
 - ii) Progress Reports in the Execution of the Project.
 - iii) Results Matrix.
 - iv) Performance indicators.
 - v) Budgets.
 - vi) Products derived from the implementation of the Project and means of verification.
 - vii) Any other document that is considered relevant for the performance of the work.
- 4.2 The evaluator will meet, in person or by teleconference, with qualified representatives of the relevant actors of the program.
 - i) SEDI/DSD staff.
 - ii) DPMO.
 - iii) Governments of beneficiary countries.
 - iv) Caribbean Hotel & Tourism Association (CHTA).
 - v) The U.S. Chamber of Commerce (AmCham).
 - vi) U.S. Federal Emergency Management Agency (FEMA).
 - vii) United States Southern Command (USSC), Trinidad and Tobago Office.
 - viii) University of West Indies (UWI).
 - ix) Caribbean Tourism Organization (CTO)
 - x) Caribbean Disaster Emergency Management Agency (CDEMA)
 - xi) Beneficiaries, including, but not limited to: i) owners and operators of small tourism enterprises from the 13 participating Member States (Commonwealth of the Bahamas, Barbados, Belize, Commonwealth of Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Lucia, St. Kitts and Nevis, Suriname, Trinidad and Tobago, and the Dominican Republic); ii) suppliers of good and services (craft vendors, customs brokers, fishers, farmers, tour operators, ground handlers, travel agencies, taxi drivers, food vendors, wedding organizers, florists) who might benefit from reduced loss of earnings during and after disasters; iii) National and community-based disaster preparedness/emergency management agencies will benefit from enhanced training capacities provided through the national and regional workshops and form a stronger disaster management network; iv) members of local communities whose livelihoods depend on the tourism sector and are the directly and indirectly affected by business interruptions as the result of disasters.
 - xii) Donor.
 - xiii) Any party that is considered relevant in the design and / or execution of the Project.

V. EVALUATION CRITERIA

- 5.1 Relevance. The adequacy of the design and management of the projects to the context in which their implementation has been carried out will be analyzed. In the evaluation, it is essential to verify whether there were substantial changes in the context between the time when the intervention began to be implemented and the time when the evaluation is carried out.
- 5.2 Effectiveness. It should be determined: the fulfillment of the objectives initially formulated, if there have been other latent objectives that have had an impact on the implementation; the achievement of the expected results; the contribution to the achievement of other unforeseen results; the factors that contributed to the achievement of the results, at the level of outputs and direct effects, including both planned and unforeseen actions; which of the strategies implemented were most successful in achieving the results; who have been the groups that have benefited the most from the implementation of the program and to what extent any change can be observed in the actors benefiting from it; and the management of political, financial and administrative risks related to the execution of the strategic plan.
- 5.3 In the event that objectives are not well formulated, it must be stated by the evaluator and must be reconstructed from the information collected during the analysis. Furthermore, if the expected results have not been achieved in full, the evaluator must explain the causes, indicating whether they respond to the formulation, execution or unforeseen external factors.
- 5.4 Efficiency. The relationship between the results achieved and the human, financial and physical resources used for this purpose will be assessed. The efficiency assessment shall: i) quantify the resources and their relationship with the achieved results; ii) analyze the evolution of management during the period evaluated; iii) analyze whether the allocation of time, budget, activities and program managers was adequate to contribute to the scope of the defined results; iv) determine whether the monitoring system that has been implemented was adequate to contribute to the scope of the results; v) analyze the institutional capacities to implement the plan and the capacity to react to unforeseen demands; and vi) analyze the extent to which the project dialogue with local representatives and partner organizations contributes to the achievement of the results.
- 5.5 Sustainability. The probability that the results obtained will continue even without the support of the OAS and Norway will be analyzed, in particular:

- i) the achievements made in relation to the identified beneficiaries;
- ii) the extent to which the progress made (outcomes and outputs) of the program is institutionally and financially sustainable once it ends;
- iii) the degree of appropriation of the Project actions by local partners and bearers of obligations; and
- iv) what interventions have the greatest potential for sustainability.

5.6 Coherence: The compatibility of the intervention with other interventions in a country, sector or institution will be analyzed. To what extent other interventions or policies (internal or external) support or contravene the program and vice versa. It should include internal and external coherence.

VI. EVALUATION MANAGEMENT

- 6.1 This evaluation will be managed by the DPMO which, in consultation with Disaster Risk Management and Adaptation to Climate Change (SEDI/DSD), will be responsible for:
- i) Ensuring permanent communication between the OAS, the donor and the evaluator.
 - ii) Supporting the evaluator for the collection of information and the holding of interviews.
 - iii) Ensuring the quality of the evaluation process, which includes: a) constant feedback to the evaluator during the methodological design, data collection and analysis, and preparation of the final report; and b) the supervision of products by the evaluator (the initial report or inception report, and the draft of the final report), making contributions to improve the substance of its content.
 - iv) Disseminate the final evaluation report and ensure follow-up of the implementation of the recommendations.

The DPMO will

- v) Conduct overall oversight over the monitoring and evaluation processes of all projects executed and or financed by the GS/OAS, ensuring the reports delivered by either the project team or the evaluator are up to par with OAS and international standards.
- vi) Lead the preparation of Terms of Reference for the selection of external evaluators with the support of the areas in charge of project, program, plan or mission execution,
- vii) Manage the selection process of the evaluators and review the evaluation proposals received. The DPMO will follow a competitive and transparent process as outlined in various GS/OAS policies and regulations, with the ultimate goal of awarding the contract to the person with the most merit,
- viii) Review and approve the evaluation framework plan, interim reports, and final reports presented by the evaluator,
- ix) Present the evaluation results to all relevant stakeholders, including GS/OAS areas in charge of the project program, plan or mission's execution, the donor(s), the GS/OAS officials, and the Member States,
- x) Publish the final reports in the OAS webpage; and
- xi) Follow-up and oversee the implementation of Management Response (MR).

VII. METHODOLOGY, WORK PLAN AND SCHEDULE

7.1 The evaluation will be carried out in three stages:

- i) **Stage I.** Preparatory activities and preparation of the initial report.
- ii) **Stage II.** Collection and analysis of information and preparation of the mid- term/progress report.
- iii) **Stage III.** Review of the draft final report and presentation of the same.

Stage I. Preparatory activities and preparation of the preliminary report (Estimated maximum duration: 3 weeks).

7.2 After signing the contract, the evaluator will have a period of 3 weeks to conduct an inception mission with headquarters staff and present the Work Plan and the Evaluation Framework. To do this, the evaluator will carry out an initial analysis of the object of the evaluation (documentary review and preparatory conversations).

7.3 During this period the evaluator will meet with the DPMO and the project team, with the aim at more accurately assess the scope of work and the availability of information, by requesting documents and information necessary to carry out the study efficiently and effectively; and to be able to reconstruct the Theory of Change of the program.

7.4 This phase will conclude with the submission to the DPMO and SEDI, of an initial report of a maximum of 30 pages (Times New Roman 12 to 1.5 spaces), which should include:

- i) The methodological proposal (participatory, reflective and critical) for the collection of information and for the analysis of data, specifying the scope and limits of the same in relation to the object of evaluation, the availability of information, and the feasibility of its implementation in the term and in the context of the evaluation.
- ii) The methodology should cover a variety of techniques sufficient to collect and analyze qualitative and quantitative data, and incorporate the gender perspective, and contemplate a representative sample of the key actors to be interviewed, and of the partner organizations / counterparts, where geographical and thematic representativeness is ensured.
- iii) The methodology to be used to conduct the cost-benefit analysis.
- iv) A plan for the collection and analysis of the information generated.

- v) The detailed workplan of the evaluation.
- vi) The reconstruction of the theory of change of the program.
- vii) The review of project indicators originally identified to measure the achievement of the expected results. If not considered appropriate, propose alternative indicators for which it is possible to obtain baselines.
- viii) A tentative index of the final evaluation report.
- ix) An evaluation matrix. The matrix is a tool for the operationalization of evaluation questions, but it does not replace the theoretical-methodological approach that will guide the evaluation, which must be reflected in a clear and differentiated way in the proposal. It is important to note that the methodology is not a mere enumeration of techniques, but: i) implies a theoretical and cognitive position; ii) guides the way in which the evaluation will be approached to meet the established objectives; and iii) advances the way (specific techniques) in which the data will be collected, classified, analyzed and presented, with the aim at making sure the findings are solid and the products of the evaluation comply with the quality standards. In its proposal, the evaluator must ensure the complementarity and contrast of methods and sources of information and will highlight existing limitations.
- x) The techniques should be consistent with the methodological approach and appropriate to the nature of the information expected to be available to answer the different evaluation questions and sub-questions. The proposal must justify in a specific and concrete way the contribution and need of each technique for this evaluation, avoiding generic paragraphs on the technique and its characteristics.
- 7.5 Review all relevant documents necessary to execute the consultancy (see paragraph 4.1).
- 7.6 Within one week of the submission of the report, the DPMO, in coordination with SEDI, will provide feedback to the evaluator on the evaluation proposal.

Stage II. Collection and analysis of information (Estimated maximum duration: 5 weeks).

- 7.7 The consultancy must develop and test the corresponding hypotheses and develop a proposal of conceptual models in which the Variables that explain the proposed model are identified.
- 7.8 The evaluation framework will contribute to the operationalization of the processes of information collection and analysis in order to determine if the program has been implemented efficiently and effectively, and if it has generated the expected changes in public institutions and civil society, among others. The evaluation should include qualitative and quantitative methodologies and the views of key actors.
- 7.9 Validate the logical model/theory of change of the program, stating for each level of objective if it is appropriate, inappropriate and why; it should also suggest changes that reflect the nature of the program.
- 7.10 The consultancy should measure the performance of the program in terms of efficiency and effectiveness. The mechanisms of information collection and analysis should favor quantitative and qualitative techniques in the study of variables and the testing of hypotheses. Among others, the consultancy must i) collect random information to avoid bias, ii) verify the internal and external validity of the variables, ensuring the relationship between the direct effect and interventions, controlling for associated factors, is causal and that the conclusions are generalizable, and iii) verify the veracity of the information. This assessment should also include a robust cost-benefit analysis of the operation (CBA), by: identifying and quantifying the social and economic costs and benefits of the program; collecting the necessary data to validate the CBA proposal; conduct a literature review to support theoretically the social and economic costs and benefits and monetize them; and estimate the returns to the investment.
- 7.11 The evaluator will submit a mid-term/progress report in the middle of the allocated time for the consultancy. The report must be accompanied by a Power Point presentation.

Stage III. Review of the draft and presentation of the final report (Estimated maximum duration: 4 weeks)

- 7.12 Preparation and delivery of a draft final report. The DPMO, in coordination with SEDI, will review the draft final report and provide its comments to the evaluator. The evaluator will have a maximum of (1) week to incorporate the necessary changes and deliver the final report.
- 7.13 Presentation of the final report to the different stakeholders.
- 7.14 The final evaluation report shall not exceed 70 pages (letter size and Times New Roman font 12 to 1.5 spaces), and shall be accompanied by an executive summary, of a maximum of 5 pages. The report may include, without limitation of length, the annexes that the evaluator deems appropriate. A summary of the evaluation sheet should also be submitted following the format established by the OECD DAC.
- 7.15 The final report must be submitted in electronic format. Once the final report has been submitted, the evaluator will present (Power Point) the conclusions, recommendations and lessons learned from the evaluation to the heads of the OAS GS and donors. The materials used in the presentation will be considered as another product of the evaluation and will be available to the OAS and donors.
- 7.16 The language used in all the documentation submitted, as well as in the final presentation, will be Spanish.

VIII. PRODUCTS AND PAYMENT SCHEDULE

- 8.1 The consultant must generate the following products:
 - i) An inception report
 - ii) A mid-term/progress evaluation report, accompanied by a Power Point presentation

iii) A final evaluation report of the results of the consultancy, accompanied by a final Power Point presentation of the results of the consultancy.

8.2 Payment schedule:

- 15% Upon signing the contract.
- 15% at the delivery and approval of the detailed Work Plan and the Evaluation Framework
- 30% at the delivery and approval of a mid-term report and its corresponding presentation.
- 40% at the delivery and approval of the Final Report of the evaluation and its corresponding presentation.

IX. DURATION AND SELECTION PROCESS

- 9.1 The consultancy is estimated to last approximately 4 months. The contract award process will be competitive among the participants, and the quality of the proposal will be taken into account. The DPMO will rate and select the best candidate.
- 9.2 The evaluation will be contracted by the OAS DPMO and will be governed by the procedures and rules of the GS/OAS. The contract will contemplate the assignment to the OAS of all the economic rights of author on the evaluation and its products that could correspond to the evaluator.
- 9.3 The OAS reserves the right to publish and disseminate the evaluation.
- 9.4 The contracting will follow the contracting and/or bidding process framed in the various regulations and policies of the GS/OAS, thereby ensuring the application of the principles of competitiveness and transparency with the ultimate aim of awarding the contract to the individual with the most merit.

X. EVALUATION PREMISES AND APPLICABLE REGULATIONS

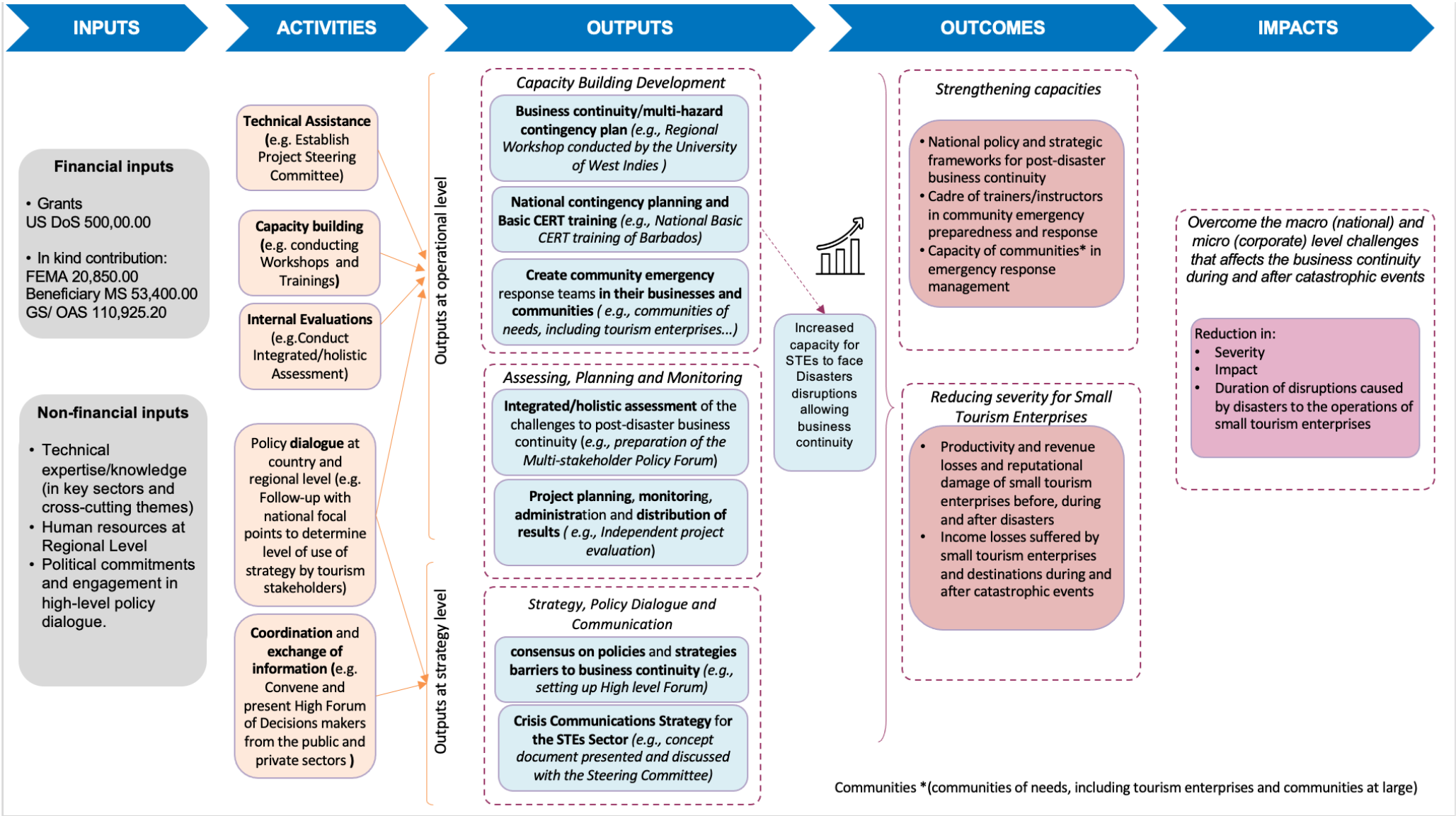
- 10.1 In addition to the clauses contained in the contract, the evaluation team shall comply with the OAS Code of Ethics and UNEG evaluation norms and standards and protect personal data, to uphold and promote:
- i) Anonymity and confidentiality. - The evaluation shall respect the right of individuals to provide information, ensuring their anonymity and confidentiality and guaranteeing the security of personal data that may be collected during the evaluation.
 - ii) Integrity. - The evaluator will have the responsibility to highlight issues not specifically mentioned in the terms of reference, if this is necessary to obtain a more complete analysis of the program.
 - iii) Independence. - The evaluator shall guarantee his/her independence from the evaluated interventions. In order to avoid possible conflicts of interest, the evaluator shall not have been linked at any time to the program implementation nor have participated in the implementation of other projects or programs related to the evaluated program.
 - iv) Incidents. - In case of problems arising during the fieldwork or in any other phase of the evaluation, they shall be immediately communicated to the Planning and Evaluation Department. If not, in no case the existence of such problems can be used to justify the non-obtainment of the results established in these terms of reference.
 - v) Validation of the information. - It is the evaluator's responsibility to guarantee the veracity of the information gathered for the elaboration of the reports, and in the last instance, he/she will be responsible for the reliability of the information presented in the evaluation.

Annex 2: Evaluation matrix

Evaluation Questions	Evaluation tools	Indicators
Coherence Coherence to the needs of stakeholders and the global policy agenda for building the resilience of small tourism enterprises. We will also assess the design of the project and the degree of its alignment with the strategies and priorities of partners and users.		
1. Was a clear strategy or business set up at the inception of the project? To what extent did the project remain coherent with the initial strategy? To what extent the purpose of the project is aligned with policies to which the OAS and its donors adhere?	<ul style="list-style-type: none">• Desk review• Key informant interviews	<ul style="list-style-type: none">• Evidence of other existing resilience to disasters programs/projects implemented in the region and their alignment with this initiative
Relevance The extent to which intervention objectives and design respond to beneficiary, global, national, and partner/institutional needs, policies and priorities, and continue to do so if circumstances change.		
2. Were the activities and outputs of the project consistent with the countries' resilience to disaster needs?	<ul style="list-style-type: none">• Desk review• Key informant interviews	<ul style="list-style-type: none">• Evidence that activities and outputs were aligned with the national needs in resilience to disasters.• Evidence that the project design and implementation attended beneficiaries needs (communities, gender)
A 'project that delivered' (effectiveness) To what extent the project delivered the outputs intended by OAS and its main partners, e.g. in terms of quality of outputs and services provided (trainings/capacity building/knowledge creation and sharing), timeliness of delivery, coordination of stakeholders, processes for collaboration and communication...		
3. To what extent has the project delivered to the expected realization of results? If so, how? If not, why not?	<ul style="list-style-type: none">• Desk review• Survey• Key informant interviews• Case study	<ul style="list-style-type: none">• Evidence on the accomplishment of main objectives• Evidence on unexpected results generated by the project.
4. Has the project been design, monitored and evaluated according to plans? Has the project been aligned with its implementation and management plans?	<ul style="list-style-type: none">• Desk review• Survey• Key informant interviews• Case study	<ul style="list-style-type: none">• Desk review• Survey• Key informant interviews• Case study
4. Did the project play a distinctive role in the development of an integrated and comprehensive framework for disaster reduction and mitigation? To what extent the capacity building and CERT training attained their objectives? (We will assess all activities in this section)	<ul style="list-style-type: none">• Desk review• Survey• Key informant interviews• Case study	<ul style="list-style-type: none">• Review of available studies and M&E data provided by OAS• Interviews with Project team and main stakeholders• Mapping out unexpected objectives during the evaluation
Efficient use of resources To what extent the project was delivered in a cost-effective manner (funding available for the project, level of expenditures, capacity to deliver on time and on budget, adequate level of disbursement...)		
5. Can the costs for the project be justified by its results - i.e. has the project been efficient in achieving results relative to the investments made? What other approaches could have been taken to maximize efficiency?	<ul style="list-style-type: none">• Desk review• Interviews• Review of budgets• CBA	<ul style="list-style-type: none">• Evaluation the budget and financial statements• Evolution of the Project endowment over the period• Comparison of the Estimated budget and budget disbursed
6. Was the project disbursed in a cost-efficient manner?	<ul style="list-style-type: none">• Desk review• Interviews• Review of budgets	<ul style="list-style-type: none">• Level of disbursement• % of funding not disbursed

	<ul style="list-style-type: none">• CBA	
7. To what extent are the system(s) put in place to ensure monitoring and accountability efficiency?	<ul style="list-style-type: none">• Desk review• Interviews• Review of budgets• Case studies	<ul style="list-style-type: none">• Consolidated outputs and outcomes• Annual Program Review Reports• OAS Budgets• Extracts from financial and reporting systems• Other relevant reports and databases
Sustainability and lessons learned The extent to which benefits of the project are likely to continue over time (What more could be done to increase the reach of such project? Is there a vision or strategy to increase the partnership with counterparts? In terms of lessons learned, we will prepare a few case studies to showcase key achievements of the project. We will also report lessons on the following topics: replicability of activities; transparency of the methodology; adaptability of the model to different contexts (e.g., other countries/beneficiaries), etc.		
8. Are the results of the project likely to be sustainable in a short-, medium- or long-term horizon? How has sustainability been incorporated into the design of the project?	<ul style="list-style-type: none">• Desk review• Stakeholder survey• Case studies• Key informant interviews	<ul style="list-style-type: none">• Consolidated outputs and outcomes
9. To what extent have the project outputs had (or can have) an effect on building local capacities and knowledge on disaster management? To what extent has the capacity-building activities been (or can be) effective in having a lasting effect in end users?	<ul style="list-style-type: none">• Desk review• Stakeholder survey• Case studies• Key informant interviews	<ul style="list-style-type: none">• Consolidated outputs and outcomes
10. What lessons can be drawn from the project to inform future projects?	<ul style="list-style-type: none">• Desk review• Stakeholder survey• Case studies• Key informant interviews	<ul style="list-style-type: none">• Consolidated outputs and outcomes

Annex 3: Reconstructed Intervention Logic



Annex 4: List of reviewed documents

SUMMARY LIST OF DOCUMENTS PROVIDED BY THE ORGANIZATION OF AMERICAN STATES
PROJECT DOCUMENT
Project document 13/10/2020
Project document 03/18/2021
Project document 03/16/2021
Project document 01/03/2022
BUDGET AND FINANCIAL INFORMATION
Project Budget Document
Budget Adjustment 10/2020
Budget Adjustment 4/2021
Budget Realignment request 6/2022
Federal Financial Report Oct/Dec 2018
Federal Financial Report Jan/Mar 2019
Federal Financial Report Oct/Dec 2019
Federal Financial Report Jan/Mar 2020
Federal Financial Report Jul/Sep 2020
Federal Financial Report Oct/Dec 2020
Federal Financial Report Jan/Mar 2021
Federal Financial Report Apr/Jun 2021
Federal Financial Report Jul/Sep 2021
Federal Financial Report Oct/Dec 2021
Federal Financial Report Jan/Mar 2022
Statement of cash receipt and payments Jan/Mar 2021
Statement of cash receipt and payments Apr/Jun 2021
Statement of cash receipt and payments Oct/Dec 2021
Statement of cash receipt and payments Jan/Mar 2022
Annex: XLVI: FFR Financial Report
Annex: LIV: Financial Report
PRGESS REPPORTS
Progress Report Apr/Jun 2019
Report on Progress of Project Implementation (RPPI) Jul/Sep 2020
Report on Progress of Project Implementation (RPPI) Oct/Dec 2020
Report on Progress of Project Implementation (RPPI) Jan/Mar 2021
Report on Progress of Project Implementation (RPPI) Apr/Jun 2021
Report on Progress of Project Implementation (RPPI) Jul/Sep 2021
Report on Progress of Project Implementation (RPPI) Oct/Dec 2021
Report on Progress of Project Implementation (RPPI) Oct/Dec 2021
Report on Progress of Project Implementation (RPPI) Jul/Sep 2021
Report on Progress of Project Implementation (RPPI) Oct/Dec 2021
Report on Progress of Project Implementation (RPPI) Jan/Mar 2022
STATUS REPORTS
Status Report Oct/Dec 2018
Status Report Jan/Mar 2021
Status Report Jul/Sep 2021
VERBAL NOTES
Annex I: Verbal note Jul/Sep 2020
Annex II: Verbal note Jul/Sep 2020
Annex X: Verbal Note Oct/Dec 2020
Annex XI: Verbal Note Oct/Dec 2020
Annex : XXIX : Verbal Notes
Annex : XXXVI : Verbal Note
Annex: XXIX: Verbal Notes
INTEGRATED/HOLISTIC ASSESSMENT
Annex: XXV: Inception Report
Annex: XLVIII: Integrated Assessment Draft final report
Annex: XXXI: Analysis Report
Annex: XXXII: Agenda
REGIONAL BASIC CERT
Annex: IV: Communication to ONEs update courses
Annex: V: Roster of Basic CERT
Annex: VII: Letter of Invitation
Annex: VII: Letter of Invitation to the Virtual CERT Training
Annex; XIV: Regional Basic CERT training Report

Annex XV: Regional Basic CERT Training Participants List
Annex XVI: Regional Basic CERT poll survey and results
Annex XVII: Regional Basic CERT Training photos
Annex XVIII: Regional Basic CERT article
Annex XIX: Regional Basic CERT training photos
Annex XX: Regional Basic CERT training group photos
Annex: XXVII: Program for the CERT Seminar

NATIONAL BASIC CERT

Annex: XXII: National Basic CERT Training Proposal
Annex: XXVIII: National CERT Training Letter of Invitation
Annex: XXXVII: National Basic CERT Training Proposals
Annex: XXXVIII: National Basic CERT Proposals
Annex: XXXIX: National Basic CERT Proposal
Annex: XL: National Basic CERT Proposal
Annex: XLI: National Basic CERT Proposal
Annex: XLII: National Basic CERT Proposal
Annex: XLIX: Summary of the National Basic CERT Training in Bah
Annex: L: Summary of the Basic CERT Training in Bahamas
Annex: LI: Summary of the Basic CERT Training in Bahamas
Annex: LII: Summary of the Basic CERT Training in Bahamas
Annex: LV: Basic CERT training Report Barbados

MULTI-STAKEHOLDER FORUM

Annex 5: Courses offered from FEMA
Annex: XXXIII: Forum Report
Annex: XXXIV: Letter of invitation
Annex: XXXV: Presentation First Multi-Stakeholder Forum

CONTRACTS

Annex: XXI: CHTA contract
Annex: XXIII: Contract with the University of West Indies

STEERING COMMITTEE

Annex: XII: Nomination Form
Annex: XIII: Steering Committee
Annex: XXIV: Second Steering Committee Meeting
Annex: XLIII: Third Steering Committee Summary Report
Annex: LVI: Summary Report 4th Steering Committee Meeting

FEMA

Annex: III: Announcement of FEMA EMI on-line courses
Annex: VIII: FEMA In Kind Contribution Report
Annex: IX: FEMA narrative report

Source: prepared by the Evaluation Team as part of this evaluation

Annex 5: List of persons interviewed

N/A

N/A

Annex 6: Survey results

1. Please indicate where did you participate in the CERT training.

Q1	Participation Country	% of responses	# of responses
	Barbados	9,5	2
	Bahamas	9,5	2
	Belize	81	17
		100	21

2. Please indicate your profession (paid occupation):

Q2	Profession	Responses
	Firefighter	1
	Hotel Manager	1
	Policeman	2
	Tour guide	4
	Teacher	1
	NCC Ranger/Warden	1
	Massage Therapist	1
	Taxi operator	1
	Business owner	6
	Front desk Hotel	1
	Caretaker	1
	Student	1
		21

3. Please indicate your gender:

Q3	Gender	% of responses	# of responses
	Female	38,09	8
	Male	61,91	13
		100	21

4. Please indicate to what extent the training has been relevant in your community (*communities whose livelihoods depend on the tourism sector*) :

Q4	Relevance of the Project	% of responses	# of responses
	1 (Highly relevant)	33,3	7
	2 (Relevant)	23,8	5
	3 (Moderately relevant)	19,0	4
	4 (Sightly relevant)	4,8	1
	5 (Not relevant)	19,0	4
		100	21

4.1 Could you explain your choice?

4	<div><div>-Barbados needs to keep working on preparedness and climate resilience.</div><div>-It is relevant because it helps us to know how to be prepared before and after a disaster event.</div><div>-Very Relevant</div><div>-The Bahamas is one of the most affected islands by climate change and natural disasters. Working on DRM and resilience is a priority in our country. The CERT training is very relevant to our community.</div><div>- It helps our locals with their business and gives them the tools to be more prepared in case of climate disasters events</div><div>-Tourism is growing in Belize, therefore, these trainings are very important!</div><div>-Tourism is the only income in my village.</div><div>-I chose 5 because it is very vital to have the information and training in any situation. It can help our community by providing the first response and help until the right personnel gets on the scene.</div><div>- Most of our villagers are fishermen but we have a few tour guides.</div><div>-It gave us the opportunity to understand how to respond to several natural disasters.</div><div>-The training has been very relevant at the community level.</div><div>-After Hurricane Dorian, climate resilience and preparedness, are top one priority for everyone.</div><div>-Very informative</div></div>
---	--

-The training gives a lot of information but it's too short.

5. Please indicate to what extent the training content has been appropriate. (1, highly appropriate – 5, not appropriate)

Q5	Appropriateness of the content	% of responses	# of responses
	1 (Highly appropriate)	38,1	8
	2 (Appropriate)	14,3	3
	3 (Moderately appropriate)	23,8	5
	4 (Slightly appropriate)	19	1
	5 (Not appropriate)	4,8	4
		100	21

6. Please indicate to what extent the training style (virtual presentation, practical application...) has been appropriate (1, highly appropriate – 5, not appropriate)

Q6	Appropriateness of the training style	% of responses	# of responses
	1 (Highly appropriate)	28,6	6
	2 (Appropriate)	23,8	5
	3 (Moderately appropriate)	19	4
	4 (Slightly appropriate)	14,3	3
	5 (Not appropriate)	14,3	3
		100	21

7. Please indicate to what extent the training pace and delivery methods (duration of the session, breaks, intensity) have been appropriate (1, highly appropriate – 5, not appropriate)

Q7	Appropriateness of the pace and delivery methods	% of responses	# of responses
	1 (Highly appropriate)	42,86	9
	2 (Appropriate)	19,05	4
	3 (Moderately appropriate)	9,52	2
	4 (Slightly appropriate)	9,52	2
	5 (Not appropriate)	19,05	4
		100	21

8. How well did you understand the concepts presented in the CERT training course?

Q8	Concepts comprehension	% of responses	# of responses
	Very Well	57,14	12
	Somewhat	42,86	9
	Not at all	0	0
		100	21

8.1 If in previous questions you replied “b” or “c”. What is the reason that you do not understand or somewhat understand the CERT concepts? (check all that apply)

Q8.1	Concepts comprehension	% of responses	# of responses
	The training material was not clear	11,1	1
	The trainers were not helpful	0	0
	It is difficult to understand how to apply the concepts	22,2	2
	The training period was too short	66,7	6
	The exercises were not helpful for me	0	0
	I don't understand all of the jargon	0	0
		100	9

9. Since your participation in the CERT training, have you consistently used the materials and or knowledge provided?

Q9	Use of the materials and knowledge	% of responses	# of responses
	Yes	40	12
	No	60	8
		100	20

9.1 If in previous questions you replied “YES”. How often? and how long have you been applying them?

-Every week especially at work in my hometown.
-Every time when the need arises.
-Whenever necessary while on tour
-Just starting to use it.
-The week right after the training me and my staff.
-Since we started with the training.
-Daily
-Twice weekly

9.2 If in previous questions you replied “NO”

What challenges (if so) have you encountered using the knowledge and tools acquired during the training?

Q9.2	Use of the materials and knowledge	% of responses	# of responses
	I didn't have the opportunity to do so	83,33	10
	I do not understand the concept well enough to apply them to my work	8,33	1
	I don't have the time	8,33	1
		100	12

10. Please indicate to what extent you feel now able to teach the new knowledge and skills acquired from the training. (1, highly capable – 5, not capable)

Q.10	Capacity to teach and share knowledge	% of responses	# of responses
	1 (Highly capable)	9,5	2
	2 (Capable)	28,6	6
	3 (Moderately capable)	38,1	8
	4 (Slightly capable)	23,8	4
	5 (Not capable)	0	0
		100	20

10.1 Could you explain your choice?

-More trainings will allow us to be more confident when sharing the knowledge acquired.
- Sharing my knowledge and showing my leadership skills.
- I followed all the sessions of the trainings but I do not feel capable to teach what has been learned.
- With more training, I will be able to deliver the information more clearly with more clarification.
- I feel prepared to provide assistance and help as a volunteer.
- Trainings are too short and the practical component is needed.
- No time availability.
- The training delivered informative theory but there is still the need for some practice in order to know how and when to apply these tools.

11. Please indicate to what extent the training produced on-the-job changes.

Q.11	On-the-job changes	% of responses	# of responses
	Strong changes	28,5	6
	Mild changes	66,7	14

No changes	4,8	1
	100	21

12. Please indicate to what extent the knowledge acquired will be used/applied over time.

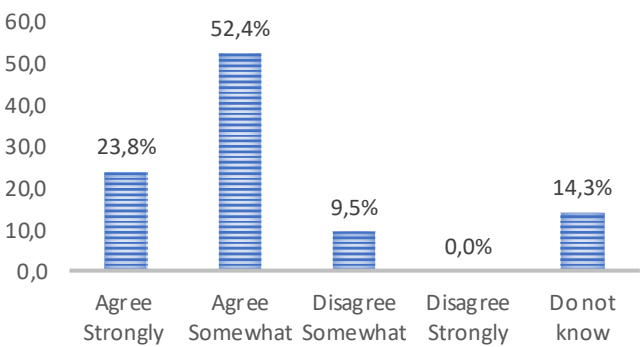
Q.12	Sustainability of the knowledge	% of responses	# of responses
	Knowledge will increase	47,6	10
	Knowledge will be maintained	52,4	11
	Knowledge will dissipate	0	0
		100	21

13. Please indicate your satisfaction with the length of the course:

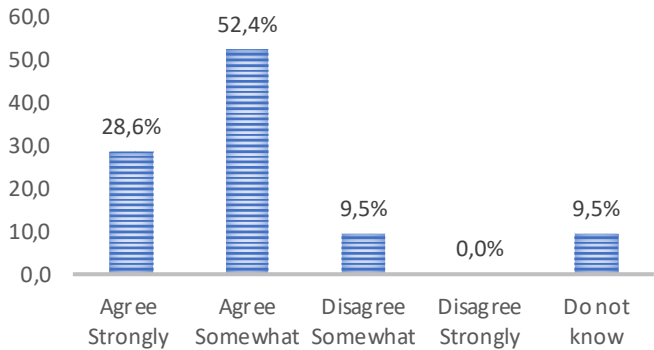
Q.13	Satisfaction with the length of the course	% of responses	# of responses
	Just right	61,9	13
	Too short	33,3	7
	Too long	4,8	1
		100	21

14. Please indicate if you agree or disagree with the following statements using the response categories below:

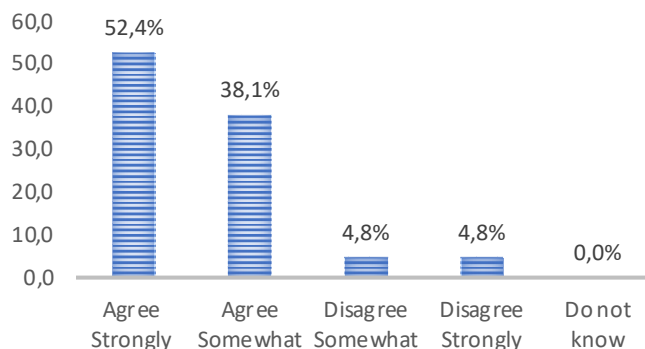
1- I was knowledgeable about CERT before I completed the training.



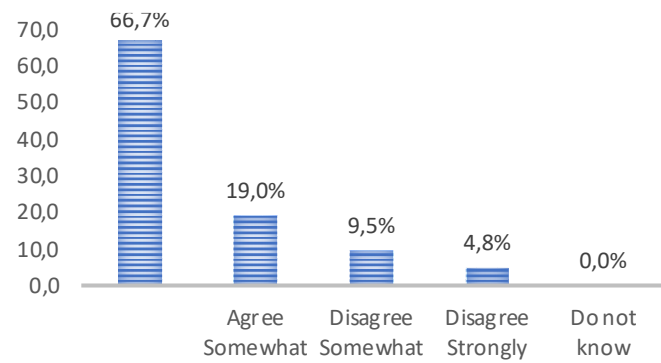
2- My learning needs were requested before developing the curriculum for the training.



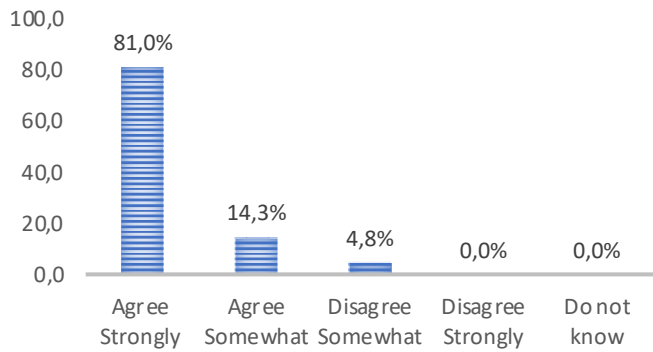
3- I understand how CERT relates to my work.



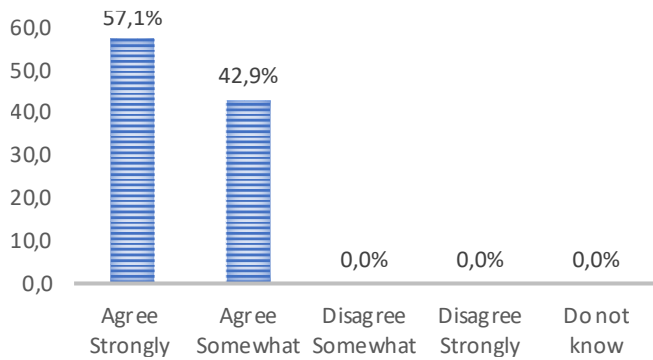
4- The date and time of the training were convenient for me.



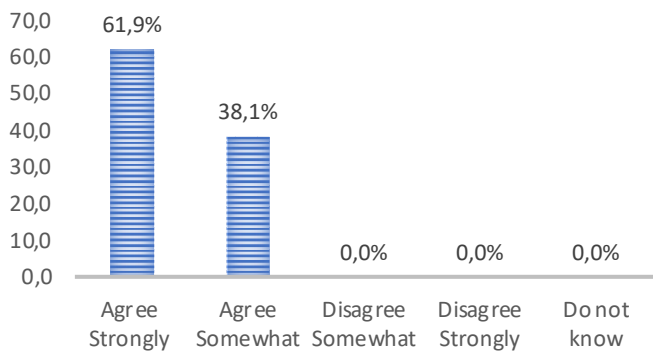
5- After the training, I felt that I had learned new information and/or acquired new skills.



6- I am able to transfer what I learned to my work processes



7- The training changed my approach to creating work plans or other planning documents



15. Please indicate if you consider there should be more sessions for these trainings.

Q.15	Training extension	% of responses	# of responses
	Yes	100	21
	No	0	0
		100	21

15.1 If you replied " a" or "b" , can you explain?

- Too short
- For it to be explained more patiently, slowly, and in detail.
- Short time sessions and we need more sessions.
- The more people are trained; the more help others can get in case of emergency.
- More practical trainings are vital.
- More sessions for the training should be done for more knowledge. Many need to get this information in order to make a difference in the workplace for productivity.

- Never settle, go beyond, learning never ends!
- So, we could learn more about it.
- More information and knowledge are powerful and gave you great courage.
- To be ready and know what to do in case of an emergency.
- To be more abreast of the training.
- More practical exercises
- CERT training was too short. We need more assistance and preparation for the flooding and disaster events.
- The trainings were too short.
- More trainings are needed in the community.
- More training = more knowledge on the environment.
- Here in the village the trainings are needed because we pass through a lot when disasters happen.
- The training was very useful but, in our community, we will need more trainings.
- I think most training sessions should be taught alongside the practical part according to session

16. What is your overall satisfaction with the training?

Q.16	Overall satisfaction	% of responses	# of responses
	Very satisfied	42,9	9
	Somewhat satisfied	52,3	11
	Neither satisfied nor dissatisfied	4,8	1
	Somewhat dissatisfied	0	0
	Very dissatisfied	0	0
		100	21

17. Would you recommend the CERT basic training to others?

Q.17	Recommendation of the CERT training	% of responses	# of responses
	Yes	100	21
	No	0	0
		100	21

18. If you would like to comment or provide additional information on the topics covered by this survey, please feel free to do so below (Optional):

- We need to give these trainings to more Communities.
- Training is very good! To apply to work is great! However, the workshops sometimes are difficult to attend as these are conducted during the day when people like me must work.
- Need to involve personnel from health.
- I’m proud to be a member of CERT.
- I love the training but I think that the sessions face to face would be better understood. I’m aware that the training started in person but because of Covid restrictions, some activities were virtually performed. I hope someday you guys can come and make it in the village.
- The training was too short, but the information was very educational and helpful.
- I truly believe that CERT should be part of the government budget providing a permanent job for the volunteers. I believe there should be the main office in every district with employees having a permanent job five days of the week cert response team should be granted with vehicle, boats, ATV... .

Annex 7: CBA recommendations

1. **For the purpose of a simplified version of the CBA at a sub-project level, OAS should consider a two-phased approach.** It is first important to conceptualize the overall model and then proceed to the calculation simulation. Below, we provide discuss the different elements to be covered under a CBA model.

Table 17. CBA structured approach

Phase	Elements to be covered
Conceptualization	<ul style="list-style-type: none">• Presentation of the socio-economic, institutional context• Definition of objectives• Identification of project activities, outputs, and outcomes• Demand analysis (e.g., economic trends, # of STEs affected, # of STEs interested in project activities, etc.)• Supply analysis (e.g., other institutions building resilience of STEs, incentives to help STEs, etc.)• Quantification and monetization (where possible) of project costs, benefits, and externalities
Calculation (simulation)	<ul style="list-style-type: none">• Insert all the data inputs in the model• Calculate the economic rate of return and the economic net present value of the investment• Economic analysis to confirm project's economic viability• Sensitivity analysis to assess the robustness of the CBA conclusions to possible changes in key project variables

Source: Evaluation Team

Conceptualization

2. **The large-scale and long-lasting effects of coronavirus disease (COVID-19), combined with the possible impact of other natural hazards and recent events, threaten to damage or destroy vital infrastructure and the life-support systems of large parts of societies and economies.** That is why it is urgently necessary to move towards a systemic approach to disaster risk, primarily in the Caribbean, which is highly vulnerable to the effects of climate change, with more than 90% of the population living in coastal areas and economies dependent on foreign tourism and heavy debt burdens. According to the Chamber of Commerce of Trinidad and Tobago, the private sector plays a critical role in national development and is an essential partner with the public sector in the national response and recovery plans during times of national disasters and other sudden shocks and emergencies. For this, it is often recognized that DRM needs to be incorporated into national planning, in order to guarantee a comprehensive response to disasters, by working in collaboration with national, regional, and international agencies.

3. **Disaster risk management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risks, contributing to the strengthening of resilience and reduction of disaster losses.** The OAS project perfectly fits this definition by addressing private sector needs. We took note that the project goal is to reduce the severity, impact and duration of disruptions caused by disasters on the operations of Small Tourism Enterprises (STEs) in the Caribbean. For this purpose, technical assistance was provided to STEs in 13 countries to overcome the national and corporate level challenges that affect business continuity during and after hazardous events.

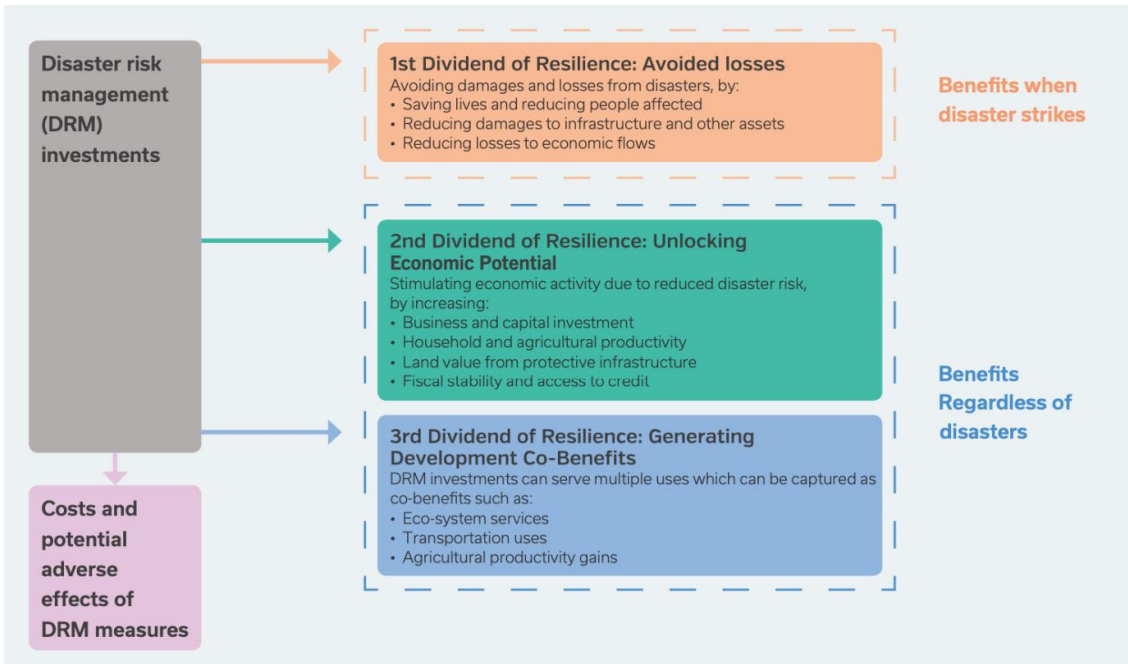
4. **The project was carried out with specific activities, outputs, and outcomes.** As previously discussed in the reconstructed intervention logic, the project activities included technical assistance, capacity building, internal evaluations, policy dialogue at both country and regional level, and the coordination and exchange of information. The outputs boiled down to the development of business continuity and contingency plans, National CERT trainings, integrated and holistic assessment, project evaluations and forums. The outcomes aimed at strengthening the capacities for STEs to face disaster disruptions, thus allowing business continuity.

5. **In terms of demand and supply analysis, no sufficient data was available.** During the field phase, the Evaluation Team tried to collect relevant data either from the OAS project or national institutions but failed to compile the required data to be inserted in the CBA model. For instance, different Ministries of Tourism (e.g., Trinidad and Tobago) indicated that national statistics on STEs was not readily available or even being collected. Therefore, the first step to build the CBA model is to collect baseline data (e.g., number of STEs available, number of STEs with business continuity plans, number of STEs having benefited from DRM capacity building, average turnover of STEs, estimated amount of losses due to disaster risks, number of STEs with disaster risk insurance, number of incentives aiming STEs, etc.) at national level. Based on this baseline data it will be possible to proceed to a demand and supply analysis for each sub-project. It is

recommended that OAS standardize this process across countries to guarantee the same data depth and quality.

6. **While costs will be easily accounted based on project expenses, the successful quantification and monetization of benefits will be contingent on data availability.** Investing in resilience reduces losses and damages in the case of a disaster, however, it can also yield development benefits regardless of disasters (See Figure below). OAS intervention may result in direct or indirect benefits for STEs by reducing losses to economic flows (avoided losses) or business and capital investment (unlocking economic potential). Different angles may be considered, but the Evaluation Team recommends assessing a specific set of STEs in each country of intervention and collect data through a questionnaire. It also important to consider that the success of this model will rely upon the costs and benefits estimates which need to be comparable and be used at the same scale. Otherwise, we may end up with excessive benefits and insufficient costs or vice-versa, creating an important imbalance in the model.

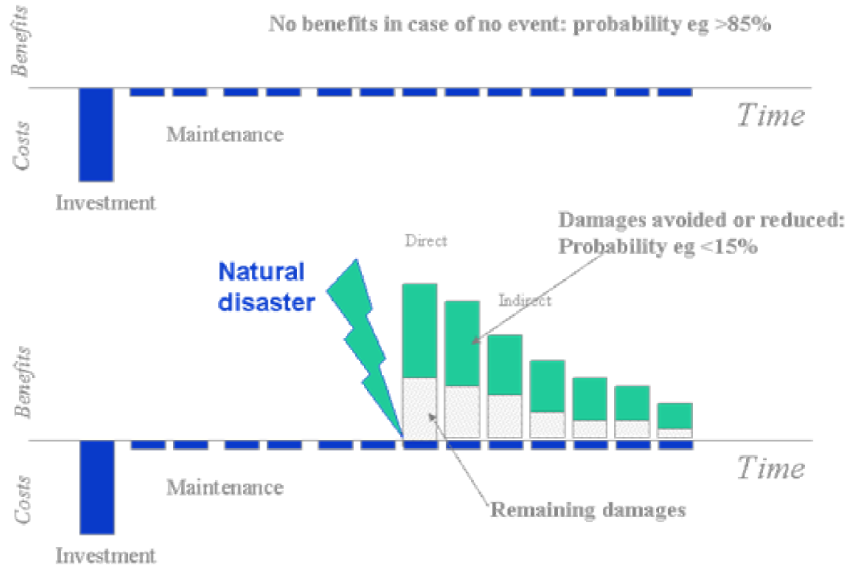
Figure 4. Dividend of resilience



Source: Evaluation Team based on Tanner

7. **The costs and benefits of DRM projects can be illustrated as in the Figure below.** The costs of, for example, a DRM capacity building project are one-time investment costs and maintenance costs (e.g., knowledge creation and dissemination) that arise over the lifetime of the sub-project. Benefits of such project arise due to the savings in terms of direct and indirect damages avoided such as avoidance of STEs production loss. In the context of disaster risk, benefits are probabilistic and arise only in case of events occurring. In this sense, the cases where there are no disasters, no benefits due to risk management arise which means that the viability of such a sub-project is tied very closely to the occurrence probability of disasters.

Figure 5. Cost-benefits associated in a DRM scenario versus a no disaster event scenario

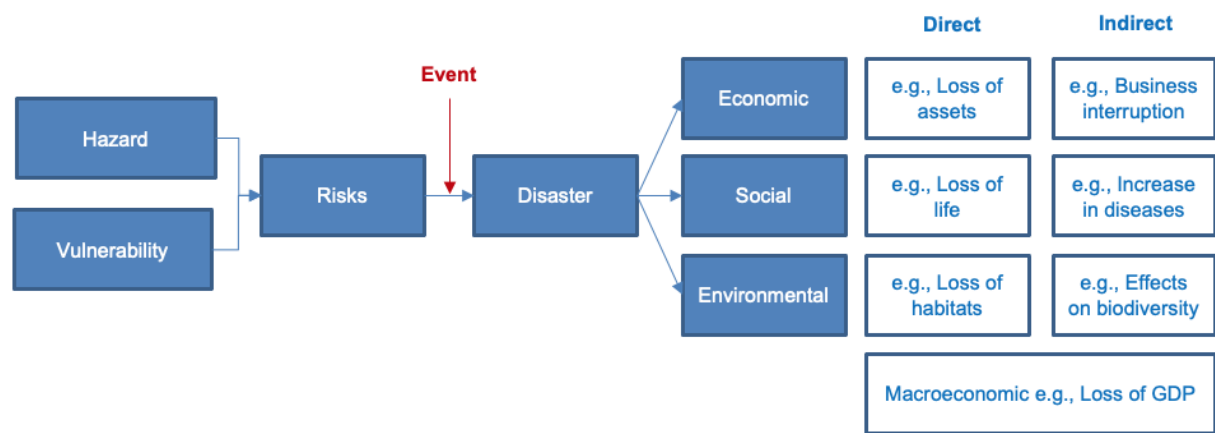


Source: Evaluation Team based on CBA of Natural DRM in Developing Countries (GIZ)

8. **Risk is commonly defined as the probability of potential impacts affecting people,**

assets or the environment. Natural disasters may cause a variety of effects which are usually classified into social, economic, and environmental impacts as well as according to whether they are triggered directly by the event or occur over time as indirect or macroeconomic effects. The standard approach for estimating natural disaster risk and potential impacts is to understand natural disaster risk through hazard and vulnerability. Hazard analysis involves determining the type of hazards affecting a certain area with specific intensity and recurrency. As per vulnerability, the relevant elements (population, assets) exposed to hazard(s) in a given area need to be identified. Moreover, the susceptibility to damage (fragility) of those elements associated with a certain hazard intensity and recurrency needs to be assessed. It is recognized that resilience decreases vulnerability and is summarized as the ability to return to pre-disaster conditions. Combining hazard and vulnerability, results in risk and potential effects to be expected. Risk management projects aim at reducing these effects. Benefits of risk management are the reduction in risk estimated by comparing the situation with and without risk management.

Figure 6. Risks and categories of potential disaster impacts



Source: Evaluation Team based on CBA of Natural DRM in Developing Countries (GIZ)

9. In actual practice, there can be a large number of impacts, however, only a limited amount of those can and is usually assessed. While DRM projects may offer social, economic and environmental impacts, OAS project focuses specifically into an economic sector (tourism) and more specifically into the STEs ecosystem where loss of assets or business interruptions can take place (see Figure above). As such, the Evaluation Team recommends focusing the CBA on the economic dimension by zeroing on the economic dimension, thus monetizing direct and indirect impacts (in red in the table below).

Table 18. List of quantifiable disaster impacts indicators

Dimensions	Monetary		Non-monetary	
	Direct	Indirect	Direct	Indirect
Social (e.g. households)			# of casualties, injured, affected	Increase of diseases and stress symptoms
Economic				
- Private sector (e.g. households)	Housing damaged	Loss of wages, purchasing power		Increase in poverty
- Public sector (e.g., education, health)	Assets destroyed	Loss of infrastructure services		
- Economic sectors (e.g., agriculture, tourism)	Assets destroyed	Losses due to production reduction		
Environmental			Loss of natural habitats	Effects on biodiversity

Source: Evaluation Team based on CBA of Natural DRM in Developing Countries (GIZ)

10. To effectively build the CBA model the following elements are required: (i) reference period, (ii) the social discount rate, and (iii) the costs, benefits, and externalities information. Based on relevant literature review, Finance for Impact was able to define these three parameters.

- a. **Reference period:** the reference period should take into consideration the project operation timeline as well as the chronological and spatial extent of project effects. As the project started in 2018 and will end in 2022, the proposed reference period will be 8 years to allow for medium-term effects to be considered in the model.
- b. **Social discount rate:** the discount rate used by IADB (10-12) and CEPAL (12%), however, for this project we propose to refer to the Caribbean Community Climate Change Centre (CCCCC) which has estimated benchmarks for the Social Rate of Time Preference

(SRTP) for selected Caribbean Countries. Discount rates of 3%, 5.5% and 8% are proposed. For instance, the SRTP for St. Kitts and Nevis is 3.58%; however, sensitivity analyses suggest it could range from 3% to 8%. For our model, we propose to use a social discount rate of 3-4%.

- c. **Project costs, benefits, and externalities:** the project needs to properly take into account robust and evidence-based costs, benefits, and externalities estimates for each sub-project to be able to properly launch the CBA model. This is the most sensitive part of the CBA process, as it will shape the assumptions used to determine the results and conclusions. Any error or unsubstantiated claim will have a major impact in the model by making it irrelevant or non-credible. For this reason, we provide a list of the elements that will be considered when developing the light CBA model. In terms of monetary drivers, the OAS should consider the following elements:

Table 19. Monetary drivers for the CBA

Estimates	Elements to be covered	Data origin/source
Costs	<ul style="list-style-type: none">Investment costs per sub-project (e.g., capital costs in fixed and non-fixed assets)O&M costs per sub-project (e.g., labor wages, travel costs, insurance...)Replacement costs per sub-project (e.g., furniture, equipment, etc.)Residual value per sub-project (if any)	<ul style="list-style-type: none">Project documentationStakeholder interviewsExternal documentation
Benefits	<ul style="list-style-type: none">Reducing losses to economic assets (avoided asset damages)Reducing losses to economic flows (avoided production losses)Business and capital investment (unlocking economic potential).Willingness to pay for mitigation or adaptation measures	<ul style="list-style-type: none">Stakeholder interviewsExternal documentationQuestionnaire/survey (to be discussed)
Externalities	<ul style="list-style-type: none">Providing benefits to the STEs ecosystem (e.g., innovation) and minimizing unintended negative consequences	<ul style="list-style-type: none">Stakeholder interviewsExternal documentation

Source: Evaluation Team

11. To assess damages in monetary terms, relevant indicators of impacts need to be identified either for direct or indirect economic benefits.

- a) **Estimating direct economic benefits.** Typically, the primary sources for past-disaster impacts are loss-assessments conducted by local, regional and national governments, industry and commercial groups and disaster management authorities. Another source of information are standardised databases on disaster losses. Mostly these sources will cover the direct economic impacts.
- b) **Deriving indirect economic benefits.** Conventionally, indirect effects should be assessed during a 5-year time period after a disaster event, where most of the effects will take place during the first 2 years. In theory, these effects should be counted throughout the period required to achieve the partial or total recovery of the affected production capacity or business interruption losses. It has been documented that indirect effects tend to be prevail longer in developing countries than in more developed ones. These indirect effects can be estimated after a disaster event through three different methods:

Method 1: Estimating past indirect economic effects through a survey (bottom- up approach)

Indirect effects can be measured by a survey post-event. This involves addressing those STEs that were mainly affected, collecting their responses and summarising the results. As the assessment focuses on the individual impacts on the ground, this is a so-called bottom-up assessment.

Several effects may be crucial, the selection of the relevant ones depends on the specific impacts of a disaster and the selection remains at the discretion of those that conduct such a survey.

For example, indirect effects in terms of business interruption may comprise the following:

- Costs associated with asset damages such as on roads, tourist resorts, etc.
- Profits forgone due to cancelled long-distance tourist trips
- Loss of profits due to tourist local trips cancelled
- Greater operating costs due to damage to the surface of alternative roads,
- Longer journey times for people who changed from buses to trains,

- Change in the volume of tourism traffic: reduction due to increased costs

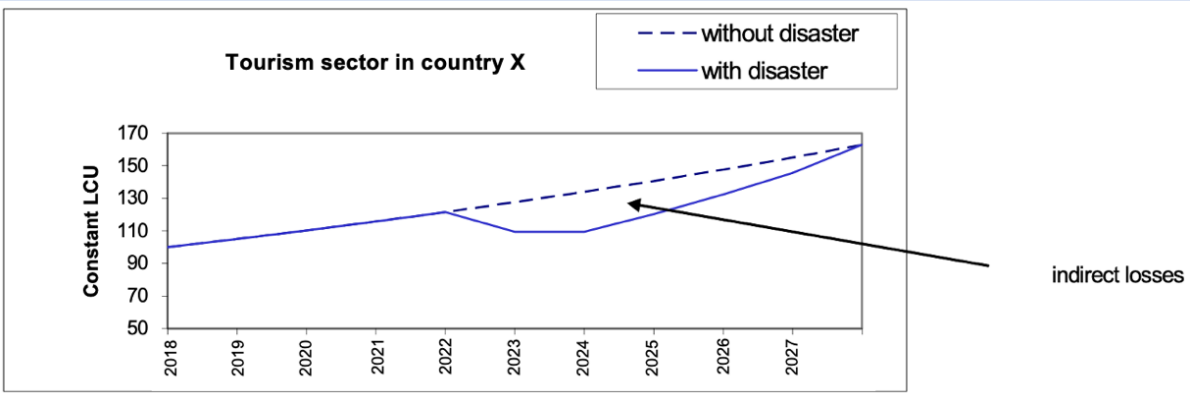
Method 2: Estimating indirect effects from past statistical information (top- down approach)

In contrast to the bottom-up approach, a top-down assessment starts from a more aggregate level analysing data of official statistics. An important issue is that this method for estimating indirect economic effects entails comparing the economic situation with a disaster event to the situation without any disaster (counterfactual analysis).

As the situation that would have materialized absent a disaster is unknown, there is the necessity to derive a fictitious estimate of what would have happened if a disaster had not occurred. Typically, the following steps need to be taken:

- Assessment of pre-disaster situation in order to determine average pre-disaster growth
- Conduct forecast for a hypothetical post-disaster situation without disaster
- Assess actual post-disaster situation,
- Compare hypothetical and actual post-disaster situation and baseline leading to indirect effects.

For example, assume a disaster hit a certain region in 2022 interrupting STEs activities. Tourism generation in this sector will fall behind planned production without a disaster. In this case, the indirect effects would be the output reduction for as long as the effects last (business interruption).



The indirect loss is the difference between the hypothetical case without a disaster (value added keeps growing with same pre-disaster rate) and the actual performance with disaster. While this may seem theoretically easy to implement, in practice, the estimation is more difficult. The main issues to account for are the isolation of disasters effects from other influences as well as the question of duration of effects.

Method 3: Estimating indirect effects due to business interruption

Parker et al. 1987 offers a simple formula for assessing the indirect loss (L) due to business interruption as the product of a company's/sector's typical daily gross profit (GM) times the days (D) that production has been interrupted:

$$L=GM*D$$

where L: indirect loss, GM: daily gross profit, D: days interrupted.

For example, assume that country X has an ecosystem of 50 STEs generating an average hypothetical daily gross profit of USD 10,000. The disaster event that took place generated an average interruption of business activities from STEs of 40 days. As such, the indirect loss associated could be roughly estimated at USD 400,000. This would entail direct communication with STEs to collect relevant information from the ground. While this may provide an overall idea of the indirect economic impacts, this may be insufficient from scientific point of view to reflect all the variables and uncertainties in place.

- c) **Measuring willingness to pay.** Countries wishing to develop business resiliency strategies have to adopt proactive measures in order to address potential adverse impacts of disasters. Using a discrete choice approach, it is possible to investigate STEs' preferences and willingness to pay for DRM programs that mitigate such future disaster-related concerns in a specific country. Results may indicate that STEs located nearby the coast commonly perceive disaster impacts as more severe, but do not necessarily favour interventions that mitigate these impacts. Furthermore, both perception of impacts and preferences for mitigation measures can be found to be heterogeneous and associated with socio-economic characteristics and geographical proximity to the coast. A study may recommend researchers and policymakers to consider generating location-specific intervention strategies when considering future business resiliency development.

Calculation simulation

12. CBA takes the form of cash flow items of the analysis (either positive or negative) that enters in the calculation of the economic performance indicators. Similar to financial evaluation, the

typical economic appraisal will seek to derive an **economic net present value (ENPV)** and **economic rate of return (ERR)** based on a monetary value of all the positive (benefits) and negative (costs) welfare effects of the intervention. Before moving forward with the CBA simulation, the OAS needs to take a good stock of the indicator and formulas to be used, the data requirements, and the parameters.

Indicators and formulas

- Payback period:** we compare the cash outflow in the first time period with the cash inflows in the following periods (without considering any time value of the cash flow).
- The Net Present Value (NPV):** the present value of future cash flows discounted at a certain hurdle rate or discount rate r , minus the initial investment.

$$NPV = -I + \sum_{t=1}^n \frac{C_t}{(1+r)^t}$$

I = investment in period 0
 C_t = cash flow in period t
 r = discount rate
 n = number of periods.

- Economic rate of return (ERR):** it is the discount rate that, when applied to a stream of cash flows, generates a NPV of zero.

$$\text{The value of } r \text{ such that: } -I + \sum_{t=1}^n \frac{C_t}{(1+r)^t} = 0$$

I = investment in period 0
 C_t = cash flow in period t
 r = discount rate
 n = number of periods.

- Benefit-cost ratio (BCR):** it summarizes the overall relationship between the relative costs and benefits of a proposed project.

$$BCR = \frac{[\sum B_i / (1+d)^i]}{[\sum C_i / (1+d)^i]}$$

summed over $i = 0$ to n years

B_i = the project's benefit in year i , where $i = 0$ to n years
 C_i = the project's costs in year i , where $i = 0$ to n years
 n = the total number of years for the project duration/ life span
 d = the discount rate

Data requirements and methodologies

	Data requirements and methods
Costs	<ul style="list-style-type: none">Project specific budget and financial data (consolidated and up to date)Investment costs, O&M costs, replacement costs and residual value
Benefits	<ul style="list-style-type: none">Reducing losses to economic flows (Direct monetary measure includes total insured losses from disaster exposure, such as the avoided losses in labor hours at minimum wage rate).Business and capital investment (Climate-/disaster-resilient communities will attract more business and capital investments due to greater stability. Quantification requires data on changes in investments before and after DRM and the return from such increased investment.).Willingness to pay for mitigation or adaptation measures (quantification requires data from direct beneficiaries to understand their willingness to implement relevant measures to be better prepared to disasters). It can be done via a surveys, questionnaires, focus groups, auctions, conjoint analysis and experiments.

Parameters

Different parameters may be included into the model such as, *inter-alia*:

- Currency used for monetization: USD
- Social discount rate: defined between 3-4%
- Reference period: 8 years
- Estimated economic costs created by hazardous events to STEs (by country in terms of tourism revenues, hours of labor, etc.)
- Number of STEs affected by hazardous events (by country)
- Number of STEs reached through the OAS intervention (by country)

- Number of activities implemented through the OAS intervention (by country)
- Amount of investment mobilized through the OAS intervention (by country)

13. Once the data collection has been finalized for each sub-project it will be possible to proceed to data consolidation and insertion into the model. The tool recommended for the CBA simulation is Excel as it allows to use predefined formulas (e.g., function TRI).

Preliminary visualization of the model

	SDR = X%	2018	2019	2020	2021	2022	2023	2024	2025
Project Investment Cost									
Replacement cost									
Project O&M costs (if any)									
Residual value of investment (if any)									
Total economic costs									
Total economic costs (discounted)									
Avoided negative externalities 1									
Avoided negative externalities 2									
Willingness to pay (for mitigation)									
Willingness to pay (for adaptation)									
Total economic benefits									
Total economic benefits (discounted)									
Net economic benefits									
ENPV / net benefits	0								
ERR	#NUM!								
BCR	#DIV/0!								

Beyond CBA

14. There are a number of methodological challenges that merit looking beyond CBA, particularly what concerns CBA’s inability to value softer and intangible benefits comprehensively as well as to examine systemic interventions. This set of challenges closely has to do with underlying values and preferences. As DRR projects are increasingly looking at multiple and systemic interventions, these challenges are increasingly important and thus unlikely to quickly go away. It is thus useful and important to look for other decision-supporting tools, established and new. Opportunities exist for going beyond CBA and its need to strictly monetize and aggregate costs and benefits, and using more holistic methods, such as multi-criteria analysis, cost-effectiveness analysis, or robust decision-making approaches, which entail some trade-offs.

15. CBA is one tool for project appraisal and evaluation, but there are a number of alternative approaches for economic decision support, some of them lately receiving interest in the climate adaptation field. Multi-criteria analysis (MCA) is a broader framework, and probably more useful as a process-based approach, rather than providing advocacy. Cost-effectiveness analysis (CEA) is used to identify least-cost options to meet a certain, predefined target or policy objective. As the project costs are the key variable of consideration and subjected to finding cost-minimal solutions, CEA does not require the quantification of benefits (which are fixed/decided beforehand as a target, such as reducing disaster fatalities and losses to a certain level). Robust approaches are technically more sophisticated and demand more analytical skills. This implies a stronger focus on the uncertainty of risks and options for risk management as well as a focus on the overlap with benefits associated with today’s development decisions, and the relaxation of the strict decision criterion that benefits have to exceed costs. This may be a way forward, as it provides useful entry points for crosscutting action involving DRR, climate adaptation, and development interventions more generally. While formalizations exit, there has not been a large amount of application (mostly in the field of climate adaptation) because the application requires advanced statistical and mathematical skills and results cannot as easily and intuitively be summarized.

