When is a community "disaster ready"?
ToR #2: A desk review of community-based preparedness tools and programs
Terms of Reference

1. Background

The work of the International Services Department (ISD) at the American Red Cross (AmRC) is guided by the vision to help vulnerable people and communities around the world prepare for, respond to, and recover from disasters and humanitarian crises through mobilizing the power of the International Red Cross and Red Crescent Movement. As part of the disaster management cycle, AmRC's preparedness work aims to prepare vulnerable communities around the world to respond to disasters more effectively and reduce their risks[1]. In alignment with the strategic priorities of operating national societies, AmRC currently supports preparedness programming in seven priority countries in Latin America and Asia Pacific: Bangladesh, Indonesia, Myanmar, Nepal, Vietnam, Honduras and El Salvador and additionally in recovery countries transitioning to focus on preparedness: Haiti, Nepal and Philippines.

The 'Disaster-Ready Community' Model
In alignment with strategic guidance documents on community resilience that guide the community level work of the global Red Cross/Red Crescent network[2], and based on years of community-based programming built around that guidance[3], the American Red Cross developed a new "disaster-ready community" model. The model aims to strengthen communities' ability to self-organize and take individual and collective actions to prepare for, respond to, recover from, and where possible, mitigate future natural hazards. The underlying assumptions of this model are that if Red Cross supports and accompanies communities in four key strategic areas over a timeframe between 3 – 5 years, communities will be able to manage the impact and improve recovery of natural hazards. The four components of the 'disaster-ready community' model are:

1) Knowledge and Awareness: Communities are knowledgeable and aware of their local risks, capacities and vulnerabilities;
2) Self-organize: Communities can self-organize to form preparedness committees, produce preparedness plans for households, schools and businesses and train local response teams;
3) Connectivity: Through community organizations and institutions, communities are connected with other communities, local government counterparts, the private sector, Red Cross and other NGOs to access additional areas of expertise;
4) Ability to take action: Community organizations and institutions implement preparedness actions and establish and test early warning systems.

The Disaster Ready Community Model is intended to enable replication of activities across multiple communities leveraging interest and engagement from local government partners, private sector and civil society organizations. The replication will be facilitated by inviting interested stakeholders to participate in activities, e.g. training, participation in simulation exercises or connecting with external organizations.

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[1] For the International Services of the American Red Cross, "preparedness" at community level aims to "equip communities – including schools – and individuals with low-cost preparedness tools and resources, strengthen their ability to self-organize and implement prioritized disaster preparedness actions, and support disaster risk mitigation initiatives." [ISD Preparedness Program Essentials, March 2019].

[2] See for instance *Roadmap to Community Resilience* (IFRC, 2014); or *Characteristics of a Safe and Resilient Community, Community Based Disaster Risk Reduction Study* (IFRC/ARUP, 2011.

[3] See for instance *Resilience in the Americas (RITA) Community Resilience Levers*, South America Delegation, November 2015.

2.1. Purpose

This research is composed of two related pieces of work:
-   Consultancy #1: Meta-evaluation of American Red Cross disaster preparedness evaluations. The Meta-evaluation will map out lessons from past American Red Cross evaluations, by first assessing the quality and reliability of the findings, to then identify common themes and learnings related to the process towards "disaster ready communities";
-   Consultancy #2: Identification of "Key actions" based on a desk review of past evaluations (as determined by Consultancy #1) and broader industry learning, to outline the key components of a "disaster-ready community". This consultancy is more action oriented and should lead to recommendations on enhancing future American Red Cross preparedness programming.

Both consultancies are guided by a common goal: **determine what key actions make a community "disaster-ready".** In other words, based on past experience and on industry-wide good practice, how should the American Red Cross define success in its "disaster-ready community" model?

Both consultancies will aim to provide insights into the conceptual and operational frame and components of preparedness programs that can be replicated and scaled up for a greater impact, with the findings of the first consultancy (looking at internal lessons) feeding into the broader review of the second consultancy (looking at industry-wide practices). Both consultancies will also help identify knowledge gaps and provide recommendations on how to enhance the effectiveness of preparedness programs.

2.2. Objectives
The objectives of the desk review are:
a) To identify key activities that have proven most effective in achieving the desired community-level change across (1) past American Red Cross evaluations[4], (2) the Red Cross Red Crescent Movement and (3) the broader humanitarian sector:
b) To outline what the humanitarian sector defines as a "disaster-ready community" (i.e. that we can responsibly exit a community);
c) To offer recommendations on improving current American Red Cross checklists[5], in line with industry good practices (as outlined in point 'a' above) and exiting at the appropriate time (b).
d) To identify knowledge gaps in existing documentation on how to make preparedness and risk reduction programs effective that should be researched further in future in-depth studies.

2.3. Evaluation questions
Guiding questions for the research include:
a) Key activities:
    a.1. *What kind of information and data needs to be collected during the design, implementation and exit periods? [well-informed]*
    a.2. *What are the essential components of preparedness programming that have demonstrated success in making communities 'disaster ready'? [targeted]*
    a.3. *What are the most cost-effective interventions/activities? [efficient]*
    a.4. *What information do successful preparedness programs factor in to successfully adapt to the local context? (I.e. rural / peri-urban/ urban; areas highly exposed to changing climate; etc.) [contextualized]*

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[4] See Consultancy #1 for findings.
[5] See for instance the "Disaster Ready Community Checklist".

a.5. Were there any outliers of success or failure in DP programming and what were the features of those programs which led to success or failure?

a.6. Were there any common enabling factors (external and internal) supporting effectiveness of community DP programming across different contexts and countries?

b) Sustainability:

b.1. What are the exit criteria and indicators that are being successfully used across the humanitarian sector to determine that a community has the necessary systems and resources to mitigate risks and respond to disasters?

b.2. What factors contribute to the sustainability and community ownership of preparedness interventions?

b.3. What components of preparedness and risk reduction programming have demonstrated sustainability over time? What are the critical activities that should be implemented in all community preparedness programs to ensure a meaningful and sustainable impact?

2.4. Methods

The work combines stakeholder consultations to ensure common understanding of AmRC on effectiveness of preparedness programs and a desk review of industry practices:

1. **Stakeholder consultation:** The work should include a consultation of key AmRC stakeholders from NHQ, regional offices and country delegation to establish a common understanding of what "success" means in community preparedness programs. Stakeholders from outside the American Red Cross will also be identified for consultative purposes. The identified factors of success will represent how AmRC understands the ultimate goal of its preparedness programs.

2. **Review of meta-evaluation findings:** A meta-evaluation of past American Red Cross preparedness evaluations will be conducted prior to this evaluation, looking at (1) overall trends across these evaluations and document any outliers (positive or negative); (2) key activities that have proven most effective in achieving the desired community-level change; (3) the exit criteria and indicators that were used across past American Red Cross evaluations; (4) lessons for what has worked well and what should be done differently in different contexts; and (5) identify knowledge gaps in existing documentation. These conclusions should serve as the basis for the broader assessment of industry good practice.

3. **Desk review:** The desk review will cover a comprehensive review of existing documentation, evaluations, program reviews and project reports from preparedness and risk reduction programs across the humanitarian sector (i.e. BRACED), to help identify how a "disaster ready community" is defined across programs. The desk review will capture and analyze current industry standards in community preparedness and risk reduction programming in varied contexts (rural / peri-urban/ urban; areas highly exposed to changing climate; etc.) and the approach to measuring impact. The consultant(s) will conduct Key Informant Interviews as necessary to deepen the information gained through the review of secondary data and information.

4. **Final Analysis:** The collected information should be analyzed on the background of the previously developed shared AmRC understanding of community preparedness program success.

2.5. Timeline:

Activities	Consulting days
Stakeholder consultation	10 days
Desk Review (including review of findings from meta-evaluation)	30 days
Final analysis	15 days
Total	**55 days**

Timeline: August-November 2019

2.6. Deliverables

1. Inception report that establishes AmRC shared understanding of factors of success in community preparedness programs. The inception report should also identify the relevant programs to be included in desk review.
2. Desk review report including identified knowledge gaps and recommendations to strengthen the effectiveness of community-based preparedness and risk reduction activities.
3. Final synthesis report that integrates key insights and learnings from the desk review. This work may also inform future research to further deepen the review of current AmRC preparedness programs.

3. Reporting Relationship

The contractor will report to Gavin White, Sr. Technical Advisor for Community Preparedness, who is the designated evaluation managers. An advisory group will be established with representatives from each of the AmRC regional delegations, and a representative of the IFRC.

4. Required Qualifications

We are looking for a consultant or a consulting team with technical experience in international humanitarian work and evaluation.
- Professional monitoring and evaluation experience of international humanitarian and development programs with at least ten years' experience
- Demonstrated experience in qualitative data collection and analysis
- Demonstrated experience in outcome based qualitative methodologies
- Technical expertise in disaster preparedness and community engagement
- Familiarity with the Red Cross/Red Crescent movement desirable
- Fluency in English required; fluency in Spanish preferred.

5. Application and Selection Details

Application Material
The proposal should include the following items. Please note that incomplete proposals will not be considered
1. **Detailed CVs** of all professionals who will work on the evaluation. If there is more than one consultant on the proposed evaluation team, please attach a table describing the level of effort (in number of days) of each team member in each of the evaluation activities.
2. **Professional references:** please provide two or three references from previous clients.
3. **Writing Sample:** Please provide one sample of a Meta evaluation written or co-written by consultant.
4. **Budget** including personnel costs (daily rate per consultant), travel and other expenses, administrative costs
5. **One-page summary of proposed method for meta evaluation**

6. Application procedure

Email applications to gdpc@redcross.org with a cc Omar.Abou-Samra@redcross.org and the subject line "*Analysis of effective preparedness programming [Name of consultant or company]*". All application material should be attached in zip folder. Short-listed candidates will be contacted for an interview.

Submission deadline: 22 July 2019 @ 17:00 EDT (Washington DC time zone).