



**SECRETARY GENERAL OF THE
ORGANIZATION OF AMERICAN STATES**

PROJECT EVALUATION

TERMS OF REFERENCE

WASHINGTON DC

(Individual Consultancy)

**EVALUATION OF THE EFFECTIVENESS OF THE PROJECT
“STRENGTHENING CRIME PREVENTION AND RESPONSE IN
TOURISM DESTINATIONS IN CENTRAL AMERICA, MEXICO
AND THE CARIBBEAN” OF THE INTER-AMERICAN
COMMITTEE AGAINST TERRORISM OF THE OAS
(OAS/SMS/CICTE)**

Tourism Security Program - OAS/CICTE

I. Background

The General Secretariat of the Organization of American States (GS/OAS) Secretariat for Multidimensional Security (SMS) promotes and coordinates cooperation among the OAS member states and between them, the Inter-American system and other bodies in the international system, in order to access, prevent, confront, and respond effectively to threats to security, with a view of being the leading point of reference in the Hemisphere for developing cooperation and capacity-building in the OAS member states.

The Secretariat for the Inter-American Committee against Terrorism (CICTE) assists member states in the design, implementation, and evaluation of national policies and programs to prevent, combat, and eliminate terrorism and strengthen the antiterrorist capabilities of member states.

The Tourism Security Program seeks to increase the professional and technical expertise of public and private security officials of OAS member states that depend on tourism so that adequate security and crisis response plans are in place in the event of a terrorist or criminal situation. CICTE training activities are specifically developed for a public-private audience, and structured to encourage law enforcement and other public officials to coordinate and cooperate with private sector security managers who work in tourism and recreational facilities.

In particular, this project seeks to promote and strengthen the permanent mechanism of cooperation involving the OAS member states with regard to security planning and the protection of tourist destinations. It draws on the extensive experience and well established networks of CICTE and the United Nations Crime and Justice Research Institute (UNICRI). The consultant will provide services in the context of the Tourism Security Program, specifically for the *Strengthening Crime Prevention and Response in Tourism Destinations in Central America, Mexico and the Caribbean Project*. This project aims to contribute to the improvement of the response systems in the tourism security area of the Member States, by promoting methods of planning, prevention, risk management and information exchange between public and private sector stakeholders. For this particular activity, the consultant will conduct a final evaluation by March 15, 2019.

The overarching goal of the Project is to expand and strengthen the capacity of Antigua and Barbuda, Barbados, Belize, Costa Rica, Dominican Republic, Guatemala, Honduras, Jamaica, Mexico, Nicaragua, Saint Lucia, and The Bahamas to develop and implement comprehensive security plans in tourist destinations, involving the expertise of tourism sector officials and other public and private stakeholders involved in the delivery of

security services. The selection of the tourist destinations for this project was based on the results of previous OAS/CICTE tourism security projects and prevailing crime rates and the economic relevance of the tourism industry for those destinations.

This project builds on a past successful OAS/CICTE project entitled “Tourism Security Capacity Building Program” and on the successful collaboration of OAS/CICTE with the United Nations Interregional Crime and Justice Research Institute (UNICRI) in previous projects involving a consolidated network of international practitioners from the Americas and the entire world.

In 2013 an external evaluation Tourism Security Program (phase I) was conducted. It was concluded that “three successful training interventions were implemented by the OAS-CICTE and its partners in three different locations (Nassau-Bahamas, Chalatenango-El Salvador, Playa del Carmen-Mexico). Such interventions were judged to be useful and relevant to the need of the country where tourism constitutes an important contribution to the economy, especially in the case of Nassau and Playa del Carmen.” Likewise, the report states that “the events were considered to be very relevant and useful by a great majority of the participants” and that overall “the short term expected results (i) increasing the number of security and law enforcement officers aware of the threats of crime and possible impact on the tourist industry, ii) of improvement in security practices and procedures, and iii) the improvement of linkages between the public and private sector security officials) have been achieved”.

Regarding the coordination, the report concluded that the “OAS/CICTE Tourism Security Program” is a good example of collaboration among CICTE various departments (SMS and SEDI). The collaboration with and among local stakeholder has also been excellent. The improvement of collaboration among local private and public stakeholders was often cited as the “best benefit” of the program. Overall it was found that the project had been managed effectively”.

Some of the recommendations included that “given the high relevance of the program, we recommend that a new phase be undertaken. This phase could include some of the same locations, to deepen and widen the effects of the training, and new locations where it can have the greater impact”. Other recommendations regarding specific areas were:

Sustainability: To ensure the mid and long term sustainability of the program, more attention should be given to the institutional context of tourism security. The elaboration of “Tourism Security Plans of action” would be a good practice contributing to the sustainability of the program.

Coordination: OAS/CICTE should pursue and increase collaboration with regional and sub-regional partner’s institutions (SITCA, CTO and PAHO) in order to mobilize resources (financial, technical, information). Local and regional networks should be created. A local committee should be formed to oversee the implementation of the “recommended Plan of action”.

Project Design and Approach: OAS/CICTE should give more importance to the preparatory and follow-up phases, in order to better understand the tourism security dynamic, actors, and challenges in the various locations, and to provide monitoring.

The current project is part of a larger initiative involving activities conducted by UNICRI, and aims at developing standardized practices to give the local and national authorities the tools to conduct self-assessments and respond to security challenges and criminal threats emerging in the tourism sector, by designing and delivering capacity building activities aimed at building a permanent mechanism of international cooperation and mutual assistance, providing member states and local authorities responsible for tourism security with a comprehensive methodology to assess their needs, coordinate the appropriate responses and request international/mutual assistance when needed.

Proposed activities under this project include:

1.1 Basic training course and exchange of best practices on tourism:

Based on desk research and needs assessment mission/workshop with tourism security stakeholders, OAS/CICTE delivered a five-day basic training course on tourism security designed for policy officials (Group A) and operations officials (Group B), in the countries listed below that have yet to receive training from the OAS/CICTE Tourism Security Program. The objective of the course is to improve the security and crime prevention framework across tourist destinations. The course covered several key topics, tailored for each participating group. These topics may include:

- Group A: international standards on tourism security; security to enhance competitiveness of tourist destinations; public private partnerships; media and security; coordination policies of response services; crime prevention strategies; integrated tourist security plan; security and rule of law
- Group B: command and control; threat/risk assessment; intelligence and information analysis; airport/port security; physical security of venues; contingency planning and crisis management; vulnerable target protection; media and communication strategy; mass gatherings protection; use of technology

This activity was executed in partnership with UNICRI, and with the OAS/CICTE network of focal points on tourism security. The basic training course was offered to selected destinations as follows:

Year 1: Barbados, Honduras, Belize.

Year 2: Los Cabos and Querétaro in Mexico.

Year 3: Playa del Carmen, Mazatlán, and Tijuana in Mexico.

Year 4: Nicaragua, Saint Lucia, and three destinations in Mexico

After each training course, CICTE drafted a comprehensive report with recommendations tailored to the destination; participants and trainers were added to the CICTE database to promote networking, good practices sharing and mentoring.

1.2 Integrated tourism security plans developed through the establishment of public and private partnerships:

OAS/CICTE comprehensive security plan for tourist destinations is based on the integrated involvement of stakeholders from central and local governments as well as the private sector and the civil society. Thus UNICRI and OAS/CICTE developed and promoted a comprehensive methodology to guide the establishment of a public and private operational network in support of integrated security plans incorporating various stakeholders. The methodology was developed for selected destinations in the following years and countries:

Year 1: Jamaica

Year 2: Costa Rica

Year 3: Bahamas

In each destination a preparatory meeting was held with public and private stakeholders in the tourism sector, after which each participant was asked to perform/prepare scenario based exercises using a dedicated electronic platform. Based on the inputs received during the exercises and the needs assessments, UNICRI and OAS/CICTE developed in conjunction with the local PPP network, a comprehensive security tourist plan for the destination to be approved by the local authority during the final workshop. Upon completion of the activity in the three destinations, UNICRI and OAS/CICTE also developed guidelines for the design and implementation of additional integrated security tourist plans in those countries, taking into account the peculiarities identified in the context analyzed.

1.3 Specialized training on risk management and crime prevention:

OAS/CICTE and UNICRI, in partnership with the United States Federal Bureau of Investigation (FBI) and other specialized agencies from international and national law enforcement bodies, such as the Royal Canadian Mounted Police (RCMP), the Police Community of the Americas (AMERIPOL) and the International Criminal Police Organization (INTERPOL), developed and delivered specialized training courses on countering serious crime. The specialized training addressed the following: risk assessment, general security planning, contingency planning, physical security, victim assistance, threat assessment and management on specific crime related threats such as kidnapping, extortion, drug trafficking, robbery, assault, rape, child sex tourism. Priority was given to crimes which violated human rights and involved vulnerable groups. The training was delivered to selected tourist destinations as follows:

Year 1: Antigua and Barbuda

Year 2: Dominican Republic

Year 3: Jamaica

Year 4: Guatemala

After each of the trainings, the OAS/CICTE and UNICRI drafted a comprehensive report and a set of recommendations for the concerned destination.

II. Objective

The consultant will be responsible to, through the Department of Planning and Evaluation (DPE) of the OAS, fulfil the obligations established by the following terms of reference to the Executive Secretary of the Secretariat for the Inter-American Committee against Terrorism (ES/CICTE)

2.1 The purpose of the evaluation is to evaluate the efficiency, effectiveness and sustainability of the “Strengthening Crime Prevention and Response in Tourism Destinations in Central America, Mexico and The Caribbean” project, including results at both the output and outcome level. Said Project has been in the execution stage since March 2016 and implementation thereof is expected to be completed in March 2019.

III. Scope of the evaluation.

In order to achieve the objective, the Consultant shall:

3.1 Conduct formative and summative assessments, as appropriate, in order to estimate program results.

3.2 Determine the efficiency and effectiveness of the actions financed by the program.

3.3 Critically analyze project formulation, design, implementation, and management.

3.4 Evaluate the institutional and financial sustainability of the interventions financed by the projects.

3.5 Document the lessons learned from operations pertaining to formulation, design, implementation, management, and sustainability.

3.6 Make recommendations in order to improve similar future project formulations and designs.

3.7 Assess how the project addressed the crosscutting issue of gender perspective and to what results.

In addition to the above, the consultancy will make every attempt to answer the following performance questions:

- i) Was the project's implicit Theory of Change effective?
- ii) Were the project's objectives achievable? And were they achieved?
- iii) Were the outcome indicators identified the appropriate measurement of success?
- iv) Are the project's achievements sustainable, institutionally and financially?
- v) Was the project cost efficient?
- vi) Are the project's indicators S.M.A.R.T?
- vii) Did the project team applied results-based management principles from its inception to its conclusion?

- viii) Was the process for the selection of beneficiaries done based on pre-established criteria? And were the criteria appropriate?
- ix) Were best practices taken into account during the design and applied during the implementation?
- x) Did the project include specific requirements for conducting follow-up of training activities in order to measure: increased skills, awareness and abilities among recipients; and the strengthening of institutions where such individuals work, among others? – consider using the Kirkpatrick methodology.
- xi) Was the monitoring mechanism used as an efficient and effective tool to follow-up on the progress of project's actions?
- xii) Is the project big enough to reach critical mass and promote a significant change? Or are the limited resources not being maximized?
- xiii) How effective have the knowledge exchange and mentoring activities been?

A. Information sources.

Among other sources the consultant will review the following:

- i) Project profile and document.
- ii) Progress implementation reports.
- iii) Project indicators identified in the logical framework.
- iv) Products derived from the implementation of the project and means of verification.
- v) Any other document deemed relevant for the completion of the work.

B. Stakeholders.

- i) Project Team.
- ii) Member states.
- iii) Local and national counterparts.
- iv) Donors.
- v) UNICRI
- vi) Invited experts
- vii) Participants from the public and private sector

IV. Activities

This consultancy will be coordinated and supervised by the DPE and Supported by the OAS/SMS/CICTE Project Manager. The consultant shall, among other duties:

4.1 Develop an **evaluation framework**. The evaluation framework shall include, but is not limited to:

- i. The description of the evaluation design methodology or strategy, including the sampling framework to be used to gather the information;
- ii. The plan for gathering and analyzing the information generated;
- iii. The identification and measurement of output and outcome indicators (initial, intermediate and final) to measure the project's efficiency and effectiveness,
- iv. Information-gathering instruments and related materials for sampling, including surveys;
- v. A work plan, timetable for collection, analysis, and reporting;
- vi. A table of contents of the final evaluation report, and other items.

The evaluation must include both qualitative and quantitative methodologies and the opinions of key stakeholders.

4.2 Review all relevant documents required for performing the consultant's work, including: project documents; execution reports and training content; evaluations and questionnaires completed by the participants in trainings; means of verification of outputs and achievements generated as of the current time; and other items.

4.3 The consultant shall measure program performance in terms of efficiency and effectiveness. In particular, it shall be established whether the actions intended to achieve the program objective actually generated changes in the way of doing things within the areas involved and among the beneficiaries. The consultant shall measure the results according to the Logic Model and Performance Measurement Framework.

4.4 Conduct interviews and collect information from key stakeholders, including: team leaders and project technical team (in Washington D.C.); government counterparts of the beneficiary countries and of the project executor and partners; and direct and indirect beneficiaries of the project.

4.5 Conduct an inception and final presentation mission to Washington, DC, and field visits to the sites and facilities benefiting from the program or wherever future activities may be conducted. Out of the three components of the project listed above, it is suggested to conduct one visit to evaluate each one, among the three sub regions that are beneficiaries Central America, Mexico and The Caribbean. (e.g. Mexico, Guatemala and the Bahamas). The specific selected countries will be decided during the consultant's inception mission.

4.6 Analyze if the leadership of the beneficiary stakeholders was supportive on putting what was learned in the training into operation.

4.7 Conduct an analysis of achievement of program objectives and of the design and the suitability of the conceptualization of the problem (logic model), as well as determine whether the interventions planned in the project address the main causes of the problems identified in the sector.

4.8 Evaluate the implementation of the Logic Model and Performance Measurement Framework (different areas of the Organization participate in project formulation, design, execution, monitoring and evaluation), identify lessons learned and make relevant recommendations for future execution that could improve this type of project.

4.9 Determine the relevance of the criteria used for focusing on the countries benefitted by the program. The consultant must identify the criteria used in the selection of the three selected countries benefiting from the program, establish the relevance of the criteria, and make the appropriate recommendations for future projects.

4.10 Analyze how the project incorporated a gender perspective approach in the execution of its components, and determine how consequential it was. Moreover, formulate recommendations that further integrate a gender perspective into the Program and, when possible, include spaces of action to make this integration possible.

V. Products and Deliverables:

The consultant will undertake the following activities and will be responsible for submitting the below products:

Product 1: An inception report, including a detailed work plan and the evaluation Framework for the assessment of the efficiency and effectiveness of the program; within 20 days of signing the contract.

Product 2: A Midterm Evaluation Report on the progress of the consultancy including the theory of change and a Power Point to be presented on a previously agreed date.

Product 3: Final Evaluation Report including all products mentioned above and a Power Point Presentation to be presented on a previously agreed date.

VI. Consultancy Characteristics

6.1 Type of consultancy: Individual Consultant

6.2 Duration: approximately 60 non-consecutive days

6.3 Place of work: Consultant's place of residence

6.4 Qualifications: The consultant shall have at least 10 years of experience in project evaluation and must hold a graduate degree in public policy, economics, management or related area; and command of written and spoken English and Spanish, experience in Security and Tourism support programs, and in working with international organizations in the Americas, and in the evaluation of similar projects will be a plus.

VII. Timeframe & Payment Schedule

7.1 It is expected that the consultancy will require a total of 60 non-consecutive working days between August 2018 and March 2019.

The consultant shall have the following payment schedule and shall provide the following deliverables:

- i. **20% upon delivery of:** The Inception Report.
- ii. **40% upon delivery of:** A mid-term report and PowerPoint presentation.
- iii. **40% upon delivery and approval of:** A final report and a final PowerPoint presentation.

VIII. Remuneration

8.1 The total amount quoted in the proposal shall include the consultant's travel expenses (airplane tickets, lodging, food, and ground transportation) in the event that it is determined that it is appropriate for him or her to attend as an observer any of the activities under the Tourism Security Program or to follow up on prior activities conducted in the region. Based on the program objectives, it has been estimated that at least one trip to three countries of the region for a minimum duration of three (3) days will have to be conducted. Additionally, it is expected that the consultant will make two trips to the OAS HQ in Washington DC, one at the beginning and one at the end of the evaluation.

IX. Procurement Process

The contracting will follow the organization processes outlined by OAS tender regulations, ensuring the application of competitiveness and transparency principles.

X. Privileges and Immunities

No provision in this contract shall be construed as a waiver, express or implied, of any of the privileges and immunities of the Organization of American States, its General Secretariat, its personnel, agents, principals or subsidiary organs, its properties or assets, under international law and inter American agreements currently in force.

Applicants will have to submit a CV and proposal by August 15, 2018, with a quote via email to Paola Fernández and Andrea Rodríguez at pfernandez@oas.org and arodriguez@oas.org.