IFRC

Prepared by:

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FINAL EVALUATION REPORT

Expanding Cross-Pillar Early Warning Early Action for Climate-Related Hazards Project

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ABBREVIATIONS AND ACRONYMS

CA	Climate Adaptation
CEWS	Community Early Warning System
DRR	Disaster Risk Reduction
DRM	Disaster Risk Management
EAP	Early Action Protocol
EMT	Evaluation Management Team
EQ	Evaluation Question
ERP	Enterprise Resource Planning
ET	Evaluation Team
eVCA	Enhanced Vulnerability and Capacity Assessments
EW4All	Early Warnings for All
EWEA	Early Warning Early Action
EWS	Early Warning System
ET	Evaluation Team
FGD	Focus Group Discussion
IFRC	International Federation of Red Cross and Red Crescent Societies
IPCC	Inter-Governmental Panel on Climate Change
KII	Key Informant Interview
LDR	Literature and Desk Review
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
NS	National Societies
OSE	Administración de las Obras Sanitarias del Estado (Administration of State Sanitary Works)
PAPE	Public Awareness and Public Education
PER	Preparedness for Effective Response
SGI	Small Group Interviews
UNFCC	UN Framework Convention on Climate Change
WMO	World Meteorological Organization

EXECUTIVE SUMMARY

The **Expanding Cross-Pillar Early Warning Early Action for Climate-Related Hazards (EWEA) Project**, implemented by the International Federation of Red Cross and Red Crescent Societies (IFRC) and funded by Irish Aid, aimed to strengthen early warning systems (EWS) and anticipatory action mechanisms across five climate-vulnerable countries—Paraguay, Uruguay, Serbia, Bosnia & Herzegovina, and Armenia. Designed as a foundational initiative, the project sought to enhance institutional and community-level capacity by integrating all four EWS pillars: **disaster risk knowledge, hazard monitoring and forecasting, warning dissemination and communication, and preparedness for response**. By fostering coordination across disaster risk governance structures and aligning with national and regional climate adaptation strategies, the project contributed to IFRC's **Strategy 2030**, the **Early Warnings for All (EW4All) initiative**, and IFRC's commitment to expanding anticipatory action to 80 National Societies by 2025.

The final evaluation, conducted by Gobin Global, assessed the project's **relevance, coherence, effectiveness, efficiency, and sustainability** through a non-experimental, retrospective process. Using a mix of qualitative data collection methods—including **document reviews, key informant interviews (KIIs), small group interviews (SGIs), and focus group discussions (FGDs)**—the evaluation identified key successes, challenges, and lessons learned.

Key Findings

Relevance and Appropriateness

The project successfully addressed gaps in **EWEA capacity** among National Societies and communities, significantly strengthening their disaster preparedness and response mechanisms. The initiative enhanced risk knowledge through **community-led assessments** and improved the dissemination of climate risk information. However, the project faced challenges due to communication gaps and initial disorganization, particularly in Paraguay, Uruguay, and the IFRC's Southern Cone cluster. For example, the lack of a structured framework at the outset led to confusion and inefficiencies, with one respondent noting:

"The national societies had to start working on this initiative without having a logical framework."

Coherence

The project strengthened cross sector collaboration, linking meteorological agencies, disaster management authorities, and communities. It contributes to the alignment of early warning and early action approaches with national disaster governance frameworks by engaging in legal and policy dialogue and helping to position National Societies as strategic actors within institutional processes. As one stakeholder explained, *"In countries like Paraguay, ministries participated in reviewing outputs such as the climate risk assessments, which were seen as complementary to existing government work."* The project also aligned with regional disaster management efforts, particularly through coordinated support from the Climate Centre and IFRC regional structures, which provided technical guidance and promoted consistency across countries. Regional training and peer-to-peer exchange further enabled shared learning and supported consistent application across contexts.

Effectiveness

The project made notable strides in strengthening EWEA mechanisms, including:

- **Establishing Community Early Warning Systems (CEWS)** to enhance grassroots preparedness.
- **Developing localized public awareness materials (PAPE)** to improve risk communication.
- **Leveraging digital platforms (e.g., WhatsApp groups)** for real-time warning dissemination.

Despite these successes, **short project timelines and administrative delays hindered full implementation**. Due to the IFRC transition to the Enterprise Resource Planning (ERP) and financial management staffing vacancies in the Southern Cone Country Cluster in 2024, financial disbursement bottlenecks led to underutilization of allocated funds—**only 30% of the budget was expended by September**—delaying critical training sessions. Additionally, **translation barriers** in Latin America significantly slowed training delivery, disrupting community engagement and learning continuity.

Efficiency

The project maximized resources by **utilizing existing National Society infrastructure and volunteer networks**, ensuring cost-effective implementation. However, bureaucratic inefficiencies, a short implementation timeline, and **limited funding flexibility** restricted the project's ability to scale successful interventions. Staff capacity gaps and administrative burdens on regional offices further constrained efficiency, with one respondent noting:

"Managing multiple activities and reliance on branches for reporting posed challenges."

Sustainability and Scalability

The project **successfully embedded EWEA approaches within national policies**, strengthening **long-term institutional capacity**. However, sustainability depends on securing **dedicated funding streams, reinforcing local partnerships, and maintaining capacity-building efforts**. Without continued financial support and stakeholder engagement, there is a risk that **key project gains may not be sustained**. A global staff member emphasized:

"If we continue this work and reach the stage of adopting new laws, regulations, and protocols, then sustainability is absolutely great."

Conclusions

The EWEA project has made significant strides in enhancing early warning and preparedness mechanisms in target countries, contributing to disaster resilience at institutional and community levels. The initiative addressed critical gaps in disaster preparedness, improving risk knowledge, fostering collaboration, and enhancing governance structures. Notable achievements include improved early warning dissemination, community-based preparedness measures, and stronger institutional frameworks supporting EWEA integration. However, challenges such as initial disorganization, financial bottlenecks, and limited governmental engagement hindered long-term sustainability.

The project strengthened cross-sector integration and policy alignment but faced difficulties related to **political instability, resource limitations, and stakeholder coordination**. The absence of

structured feedback mechanisms limited opportunities for iterative learning and adaptation. Effectiveness was evident in the establishment of early warning systems, community training, and innovative approaches like digital dissemination. However, short project timelines and administrative inefficiencies restricted full implementation. Efficiency challenges stemmed from short implementation timelines and administrative burdens, impacting timely execution. Sustainability prospects remain promising but contingent **on continued investment, government engagement, and institutional ownership**.

Recommendations

To build on the project's successes and address identified challenges, the following actions are **recommended for future programming**:

1. **Strengthen Relevance and Coherence**
   Future programming should deepen alignment between local, national, regional, and global actors. This includes institutionalizing coordination platforms and integrating political and institutional analysis to support systems-level coherence.

2. **Enhance Program Effectiveness**
   Priority should be given to embedding community feedback loops, fostering peer learning across countries, and ensuring inclusive digital and early warning tools. Longer implementation timelines will also support stronger community engagement and institutional integration.

3. **Improve Operational Efficiency**
   Efforts should focus on scalable capacity-building models, stronger financial tracking systems, and better coordination between IFRC and National Societies. Managing workloads and targeting high-vulnerability areas will also support more sustainable delivery.

4. **Secure Sustainability and Institutionalization**
   Embedding EWEA in national laws, budgets, and planning systems is critical. Legal protections for volunteers, strengthened local governance, and diversified financing strategies—including access to climate funds—will be key to long-term success**.**

BACKGROUND

The escalating threats of climate change and environmental degradation are reshaping the global landscape, presenting unprecedented challenges that disproportionately affect the most vulnerable populations worldwide. In response to these challenges, the International Federation of Red Cross and Red Crescent Societies (IFRC) has strategically positioned itself at the forefront of climate change adaptation and disaster risk reduction, including through its work on Early Warning Early Action (EWEA). This work is a cornerstone of IFRC's Strategy 2030, which underscores the urgency to enhance climate resilience and embed climate risk management across all programmatic, operational, and advocacy layers of the organization. Through its expansive global network of 191 National Societies and 16 million volunteers, it has committed to strengthening EWEA as a core component of climate resilience and disaster preparedness.

The IFRC's proactive stance on climate adaptation is further reinforced in its Plan & Budget 2025-2026, highlighting a pivotal shift towards scaling up humanitarian action and risk reduction. This strategic direction aligns with global commitments, such as the Climate and Environment Charter for Humanitarian Organizations and the Sustainable Development Goals, particularly focusing on strengthening early warning systems and early action mechanisms as essential components for climate adaptation.

Recognizing the multifaceted nature of climate risks, the IFRC has initiated the "Climate Action Journey." This journey is designed to empower National Societies to expand their climate-risk knowledge, foster effective partnerships, and access essential climate finance. This structured approach ensures that climate adaptation measures are integrated seamlessly into disaster risk management strategies, enhancing the effectiveness of early warning systems (EWS).

In 2024, the IFRC initiated the **"Expanding Cross-Pillar Early Warning Early Action for Climate-Related Hazards" project (EWEA)**, funded by Irish Aid with an investment of EUR 1.8 million. This project aims to implement foundational/starter activities that build resilient, community-centered EWEA systems by strengthening the capabilities of National Societies. It emphasizes a holistic approach, integrating the four EWS pillars, thereby reinforcing the IFRC's strategic objectives and its global leadership in proactive and emergency response to climate-related hazards. These four pillars of EWEA are 1) disaster risk knowledge, 2) detection, observations, monitoring, analysis and forecasting of hazards, 3) warning dissemination and communication, and 4) preparedness to respond.

Launched across selected climate-vulnerable countries in Latin America and Europe, Serbia, Bosnia and Herzegovina, Armenia, Paraguay, and Uruguay, project activities were designed to establish a systemically coherent and scalable approach for EWEA interventions, including anticipatory action. In a transformative manner, they foster an integrative foundation for holistic implementation across the core pillars of EWEA.

This integrative alignment of critical elements across the early warning system pillars directly contributes to the Early Warnings for All (EW4All) initiative, launched in 2022 with the ambitious goal of ensuring that every person worldwide has access to a life-saving early warning system, but also aligns with IFRC's internal commitment to expanding anticipatory action to 80 National Societies by 2025.

Moreover, rooted in a people-centered approach, the foundational activities spur community-led climate resilience actions that directly contribute to the IFRC's Global Climate Resilience Programme,

which aims to support 100 National Societies in significantly improving and expanding their community-based climate action work.

As the project nears its final phase, this evaluation assesses the extent to which it has achieved its objective of promoting a more integrated approach to EWEA programming. The evaluation specifically examines how well the project strengthened coordination across the EWS pillars and aligned with other key areas of work, particularly disaster risk governance and National Society Preparedness for effective response. By analyzing the project's successes and challenges, it provides valuable insights and strategic guidance for shaping future IFRC interventions.

PURPOSE OF THE EVALUATION AND OBJECTIVES

PURPOSE OF THE EVALUATION

Through this final project evaluation, Gobin Global has assessed the extent to which the IFRC's "Expanding Cross-Pillar Early Warning Early Action for Climate-Related Hazards" project was able to deliver on its ambition to support a more integrated approach to EWEA programming across the EWS pillars and aligned with other key relevant areas of work, notably related to disaster risk governance and National Society Preparedness for Effective Response (PER). The evaluation focused on examining the relevance/appropriateness, coherence, effectiveness, efficiency, and sustainability of the project. The purpose of the evaluation was to determine what lessons could be learned, including both successes and challenges, that could be used to improve the programmatic approach for future similar interventions. Through the EWEA project and this evaluation, the IFRC aims to support a more holistic approach across the EWS pillars.

EVALUATION QUESTIONS

The evaluation questions were anchored on the **OECD-DAC evaluation criteria** with only *impact* not being evaluated at this point. The evaluation questions sought to answer:

1. Relevance/Appropriateness
    - To what extent does the project align with the specific needs and priorities of the National Societies and communities in the targeted countries in the area of early warning early action for climate-related hazards?
    - How well does the project address the gaps and opportunities in National Society and community approaches to early warning and early action for climate-related hazards in the selected countries?
2. Coherence
    - To what extent does the project foster a more integrated approach to early warning early action programming across the Early Warning System (EWS) pillars and aligned with other key relevant areas of work, notably related to disaster law/disaster risk governance and National Society Preparedness for Effective Response.?
    - How well does the project complement and align with existing national and regional initiatives, policies and strategies related to disaster risk management, climate change adaptation and early warning systems in targeted countries?
3. Effectiveness
    - To what extent did the project achieve its objectives?
    - What are the key factors which have facilitated or hindered the achievement of the project's outcomes? How were they addressed during implementation?

- Were there any notable strengths or limitations in the project planning, management and implementation of this project?
- What was done in an innovative way?
- What specific changes in community or National Society preparedness, knowledge, or early warning dissemination can be attributed to the project?

4. Efficiency
   - What is the cost-efficiency of the EWEA project?
5. Sustainability
   - Can the project in its current form be replicated or scaled up? If not, what changes should be made?

EVALUATION METHODOLOGY

The evaluation team (ET) has conducted a non-experimental, retrospective final evaluation of the IFRC's EWEA project. The evaluation design combined a process assessment and contribution analysis. The evaluation consisted of mainly qualitative data collection and analysis, including a document review, key informant interviews (KII), small group interviews (SGI), and focus groups discussions (FGD). Field visits were conducted in Paraguay and Bosnia & Herzegovina as part of the data collection process. The evaluation methodology used triangulation of data and sources (both primary and secondary data) to answer the EQs and achieve the most complete and rigorous analysis possible.

The process assessment approach enabled the ET to determine whether the IFRC's approach and methodology for strengthening the cross-pillar/holistic approach to EWEA programming was effective and where improvements could be made with a view to future replication. The proposed approach also allowed the ET to assess the extent to which the project effectively integrated the different tools, methodologies, and approaches to strengthen the capacity of the IFRC and its National Societies in early warning early action for climate-related hazards (see background section). Finally, the proposed approach allowed the ET to look at how these various approaches were integrated and aligned at the global, regional, and National Society levels and whether the approaches led to cohesive action.

The ET also used a strength of evidence framework/rubric to assess "the extent to which" components of EQs 1, 2, and 3. The strength of evidence framework assisted the ET to assess the validity of findings, underpinned by three broad considerations (or domains by which the ET scored), including the extent of triangulation across documents/data sources, consideration of the position/analytical capacity, potential biases of sources, and considerations of the broader climate/EWEA context (globally and in the target countries). The ET used these considerations to develop a qualitative approach to assess the strength of evidence for the evaluation and ensure that the evaluative judgments were made systematically and were consistent and comparative across the evaluation (see Table 1). In the Findings sections below, icons are used to indicate the assessed strength of evidence for each EQ area.

Table 1. Evaluation Strength of Evidence Framework

Strength	Justification	Evidence is…
Strong	The finding is supported by multiple data sources of generally strong quality (Good triangulation).	• Findings are seen across documents, by different stakeholders, and in different contexts/geographies • What exists is reasonably reliable/robust • Considering the position, analytical capacity, and potential biases of documentation • Considering what we know about the broader climate hazard/EWEA context
Moderate	The finding is supported by a few data sources of strong quality or multiple sources of lower quality (limited triangulation).	• Shortcomings with regards to triangulation, and/or • Concerns that the position, analytical capacity, and potential biases of documentation lowers the reliability of evidence • Considering what we know about the broader climate hazard/EWEA context
Limited	The finding is supported by very limited evidence (1-2 sources) or by incomplete or unreliable evidence.	• Comes from a small number of sources (1-2) with limited triangulation, and/or • There was no good way to compare or dig into results because other examples were incomplete or limited to a particular context/geography • There are major concerns that the position, analytical capacity, and potential biases of documentation lowers the reliability of evidence • Considering what we know about the broader climate hazard/EWEA context

Sampling

The target sample population for the evaluation was the diverse stakeholder groups involved in the implementation of the EWEA project. Based on the nature of the study and the timelines available, the ET, in consultation with IFRC evaluation management team (EMT), employed a **non-probabilistic purposive sampling approach (and based on convenience)**. Informants for interviews and focus groups were selected based on their level of engagement with the project and/or ability to speak to the EQs. This approach was deemed relevant in this case because it ensured good representation and rich information from the selected informants.

The ET requested a complete list of relevant stakeholders to complete and fine-tune the list of informants for interviews and focus groups. Given the resources and constraints described, the ET took the following steps to ensure sample saturation:

1. Qualitative primary data collection was conducted with non-probabilistic sampling by quotas (convenience).
2. There were approximately six to eight participants per focus group, based on the characteristics of the sample.
3. A minimum number of interviews or focus groups were considered, but the final number depended on the principle of saturation.

Characteristics of the Sample

The ET used convenience sampling for the FGDs and purposive sampling for the interviews. The people included in the interviews and FGDs were:

- Global stakeholders - Representatives from the RCRC Climate Center and IFRC global representatives who have participated in the management of the EWEA project or have the ability to speak to the EQs.
- Regional stakeholders - Representatives from the relevant regional offices (Europe and Southern Cone) who have participated in the management of the EWEA project or have the ability to speak to the EQs.
- Country-level stakeholders - Representatives from each of the relevant countries (Uruguay, Paraguay, Armenia, Serbia, and Bosnia & Herzegovina), including staff from the IFRC Cluster Delegations and National Societies who have participated in the management of the EWEA project or have the ability to speak to the EQs.
- Local stakeholders - Local National Society branch staff and staff from local partners operating in partnership with the National Society to implement the EWEA activities. This also included members of the communities and volunteers.

Table 2: Distribution of Interviews and Focus Groups

	Uruguay	Paraguay	Bosnia & Herzegovina	Serbia	Armenia
RCRC Climate Center	3 KIIs				
IFRC Global Reps	5 KIIs				
IFRC Regional Reps	4 KII, 1SGI		1 KII		
IFRC Country Cluster Reps / National Society	3 KII, 1 SGI	6 KII	4 KII	1 KII	1 KII
Local Branch Staff / Local Partner Staff	0	0	1 FGD	0	0
Volunteers	1 SGI	1 KII	1 KII	0	0
Community Members	0	3 FGD	0	0	0

†A total of 54 respondents were interviewed.

Data Collection

Document Review

The ET reviewed relevant documents from a variety of sources, including project documents, in-country documents, meeting reports, and workshop reports. This contributed to understanding what outcomes had been achieved to date, how plans may have differed from implementation, and what gaps in information there may have been. The document review shaped the development of data gathering tools and provided insight into what required further investigation through primary data collection (with a focus on additive information).

Primary Data Collection (KIIs, SGIs, & FGDs)

All data collection tools, including interview and focus group guides and consent forms were developed in English and translated into Spanish as necessary. Given the time constraints of the final evaluation, interviews in Bosnia and Herzegovina were conducted in English with a local translator as needed. While the majority of interviews in Paraguay were conducted in Spanish, some of the interviews in Paraguay were also conducted in English (i.e., those with IFRC staff) and others in Garaní with translation into Spanish and English (i.e., those FGDs with community members and volunteers). Fieldwork was adaptive and included regular check-ins and time to reflect on the results.

In-person data collection in Bosnia & Herzegovina was conducted from 9-13 December 2024 and in Paraguay between 8-13 January 2025. Two teams undertook this work, one for Paraguay and one for Bosnia & Herzegovina. In all interviews and focus groups there was one facilitator and one person assigned to take detailed notes. The ET ensured that the interviews and focus groups were conducted in accordance with established protocols, including informed consent to participate and recording participation on digital audio recorders. Corrective action was taken when necessary, paying attention to the flow of the discussion.

A variety of qualitative interviews and focus groups, at various levels, were conducted to reach the intended stakeholders of the EWEA project. The ET used semi-structured interview and FGD guides with open-ended questions and sub-questions directly related to the EQs. KIIs and SGIs lasted approximately 45-60 minutes. KIIs and SGIs were held in-person, when possible, yet some took place virtually.

Data collection was conducted via FGD, in-person, with non-probabilistic convenience sampling by quotas of approximately six to eight participants per focus group, based on the characteristics of the sample. FGDs were held with select communities, volunteers, and local partners in the respective countries identified by the project (Paraguay and Bosnia & Herzegovina). FGDs lasted approximately 90 minutes.

On the day following data collection, the ET completed transcriptions of the notes and recordings to facilitate rolling review. The notes were consolidated into matrices during and shortly after data collection to facilitate preliminary analysis of findings. The interviews and focus groups were conducted in accordance with established protocols, including informed consent to participate and recording participation on digital audio recorders. The ET only proceeded with the interview or focus group if the participant provided consent and only audio-recorded it if consent was also provided for audio-recording. For virtual interviews, verbal consent sufficed. Additionally, the ET requested consent for taking photos of the data collection activities and only did so if the participant(s) provided consent. Audio-recordings were transcribed verbatim to facilitate systematic data analysis. Further details on ethical considerations throughout the evaluation are found in Annex 1.

Data Analysis

This evaluation employed a utilization-focused approach, ensuring that data analysis was driven by the priorities and informational needs of primary stakeholders. The analysis was structured to systematically examine data collected from multiple sources, including document reviews, KIIs, SGIs, and FGDs. Using a structured coding framework that aligned with the research questions, the ET engaged in an iterative process to refine and deepen the analysis as themes emerged.

The preparation of data began with the careful collection of qualitative inputs, ensuring consistency across all data-gathering methods. An initial coding framework was developed, rooted in the evaluation's key inquiries, and was refined as deeper insights emerged throughout the analysis. Once the data were transcribed, it was critical to ensure that they were formatted uniformly, complete with line numbering and metadata tagging for contextual reference. Data cleaning followed, wherein transcripts were reviewed for accuracy, anonymized to remove personally identifiable information, and purged of irrelevant content to enhance analytical efficiency. At this stage, transcripts were imported into an AI-powered qualitative analysis software, Ailyze, where they were systematically coded and organized.

As the team familiarized itself with the data, key themes and patterns began to surface. Memo writing played a crucial role in this phase, allowing evaluators to document reflections, preliminary insights, and observations that guided subsequent analysis. These analytical memos provided an essential reference for validating initial findings and refined conclusions and recommendations. The continuous review and validation of data ensured that findings were reliable, internally consistent, and aligned with the evaluation framework.

For the analysis, qualitative data were examined through a combination of thematic analysis and process assessment. Thematic analysis facilitated the identification of recurring patterns across different data sources, ensuring that findings were grounded in strong empirical evidence. Contribution analysis and trend analysis were then applied to disentangle the specific impact of various programmatic and contextual factors, clarifying how different interventions contributed to the stated outcomes. Recognizing the complexity of the program environment, the evaluation incorporated a realistic evaluation approach, acknowledging that outcomes were influenced by diverse contextual conditions rather than occurring in isolation. This method allowed for a nuanced understanding of how and why programmatic effects varied across different implementation settings.

The use of AI-powered qualitative software added depth to the analysis, enabling the team to go beyond mere aggregation of data. Instead, it provided a structured means of applying and verifying coding across datasets, allowing for periodic reviews to ensure consistency. Additionally, methodological triangulation played a pivotal role in strengthening the validity of the findings. By cross-referencing insights from document reviews, KIIs, SGIs, FGDs the ET was able to identify patterns, validate trends, and mitigate potential biases.

Ultimately, this data analysis approach ensured that findings were rigorously derived, methodologically sound, and responsive to the complex realities of program implementation. By systematically integrating various analytical techniques, the evaluation generated robust insights that informed evidence-based conclusions and actionable recommendations.

Gender and Social Analysis Plan

The ET took proactive measures to guarantee that social inclusion and gender perspectives were mainstreamed throughout the evaluation since it understood how important it was to include these viewpoints in all phases of the EWEA project, including the evaluation. For instance, rather than allowing men to control the discourse during FGDs with community members or volunteers, the ET made sure that women had the proper time and space to voice their opinions.

Limitations of the Evaluation

While this evaluation was conducted using rigorous methodologies, certain limitations must be acknowledged. First, the evaluation relied on self-reported data from KIIs, SGIs, FGDs, and from key documents presented by IFRC as part of the document review. Additionally, data reviewed as part of the document review may have had errors such as missing data, errors, or inaccuracies. Although efforts were made to triangulate findings with documentary evidence and secondary data sources, self-reported data are inherently subject to response bias, including recall bias, social desirability bias, and variations in respondents' perspectives. Further, the ET reviewed data collection procedures and tools to ensure data was collected according to standard, high quality protocols.

Second, the EWEA project is a pilot initiative still in the early stages of implementation. Given its nascent phase, this evaluation is limited in its ability to draw definitive conclusions about the project's overall effectiveness (outputs and intermediate outcomes), efficiency, and long-term sustainability. Many intended outcomes have yet to fully materialize, and certain implementation challenges that typically emerge in pilot phases may not yet be resolved. Additionally, scalability and sustainability considerations remain largely untested, making it difficult to assess whether the project's initial successes can be maintained or expanded over time. As a result, findings should be interpreted as providing insights into early trends, emerging lessons, and areas for refinement rather than serving as a final assessment of impact. Consequently, a more comprehensive assessment of impact and cost-effectiveness would require longitudinal analysis after the EWEA project reaches a more mature phase of implementation.

Third, potential selection and sampling bias must be considered. While efforts were made to engage a diverse range of stakeholders, logistical constraints and accessibility challenges may have influenced participation. Certain groups — particularly those in marginalized or hard-to-reach communities — may have been underrepresented, potentially limiting the generalizability of the findings. Additionally, as participation in interviews and focus groups was voluntary, there is a possibility that respondents with stronger opinions or direct engagement with the program were overrepresented, while those with more neutral or disengaged perspectives were underrepresented.

Finally, while qualitative data were systematically coded and analyzed using AI-powered software, the interpretation of thematic findings remains influenced by the subjective lens of evaluators. To mitigate this, multiple rounds of review and validation were conducted, and coding was cross-checked to enhance reliability.

FINDINGS

This section presents the findings of the evaluation of the data collected and analyzed for each EQ in the areas of relevance, coherence, effectiveness, efficiency, and sustainability. The findings provide valuable insights into the project's achievements, challenges, and areas for improvement, contributing to evidence-based decision-making for future EWEA programming. The EWEA project made significant strides in strengthening early warning and preparedness mechanisms. Despite funding bottlenecks and systemic barriers, its impact on local communities and institutional resilience is evident. Future iterations should focus on improving financial disbursement, enhancing inter-agency coordination, and securing long-term sustainability mechanisms.

EQ 1: Relevance / Appropriateness

Strong Evidence

EQ 1.1: To what extent does the project align with the specific needs and priorities of the National Societies and communities in the targeted countries in the area of EWEA for climate-related hazards?

The project was largely successful in aligning with the needs and priorities of National Societies and the communities they serve. In particular, it addressed the urgent necessity of strengthening EWS and improving preparedness for climate-related hazards. National Societies in Eastern Europe and South America identified gaps in their EWEA capacity, and this project sought to fill those by enhancing risk knowledge, improving early warning dissemination, and building governance structures.

Key achievements include:

- Fostering international collaboration by aligning with global initiatives and partnering with international organizations.
- Fostering strong national and local coordination, shifting focus from reactive to anticipatory disaster response.
- Providing critical training and capacity building on risk identification and early action strategies.
- Enhancing institutional recognition of National Societies as key disaster risk management (DRM) actors.

The project fostered international cooperation by aligning with global initiatives like EW4All initiative and collaborating with external partners such as the Red Cross Red Crescent Climate Centre, ensuring that targeted countries benefit from international expertise and resources. The project also fosters strong alignment with the goals of national societies in the analyzed countries, specifically regarding the mainstreaming of climate resilience and the integration of early action and early warning across areas and planning processes. For example, a respondent from Uruguay noted, *"In the Red Cross, the added value allowed us to make the action lines more transversal (...) it allowed us to see it with a more integrated view across all the action lines."*

The project also promoted alignment between the national societies and the local branches where the implementation of the community projects took place. For example, in Paraguay, one respondent acknowledged that the NS encouraged a "changing culture" from disaster response to anticipatory action, stating, *"we needed to convince others of the importance of addressing these issues, which required involving various branches and volunteers in the process."* Furthermore, the project enhanced risk governance by organizing summits in Latin America and Europe, positioning the Red Cross as a key player in the field of EWEA and contributing to its advocacy activities.

However, the project encountered challenges due to communication gaps and initial disorganization during implementation in both Europe and Latin America. For example, the absence of a structured framework at the project's inception led to confusion and inefficiencies in planning, particularly in Paraguay, Uruguay, and the IFRC's Southern Cone cluster, *"the national societies had to start working on this initiative without having a logical framework."* – respondent, Paraguay.

Despite these constraints, the project **enhanced the role of National Societies to act as auxiliary partners to their governments in DRM.** The project fostered a greater sense of institutional legitimacy, enabling National Societies to participate more meaningfully in governmental discussions

on disaster preparedness. It empowered them to advocate for improved early warning dissemination and response, strengthening their auxiliary role to national governments. **Community engagement and ownership** have been key to ensuring EWEA interventions are relevant and tailored to local needs and preferences. Further, community-driven decision making is critical, especially for timely action. One respondent noted that *"by integrating community feedback into the design, the project enhances its relevance and effectiveness in addressing climate-related hazards."*

EQ 1.2: How well does the project address the gaps and opportunities in National Society and community approaches to EWEA for climate-related hazards in the selected countries?

The project addressed critical gaps in **risk knowledge and information accessibility**. Before the initiation of the EWEA project, anticipatory action was largely absent in these countries, with a predominant focus on disaster response rather than proactive risk reduction. Community-level risk assessments were instrumental in identifying vulnerabilities, and new technological tools were introduced to improve warning dissemination.

The project provided training programs that built knowledge on early warning measures and disaster preparedness. It also strengthened the long-term capacity of National Societies by integrating climate considerations into broader disaster risk reduction efforts. However, National Societies often face competing priorities, making it difficult to allocate sufficient time and resources to climate and environmental issues. This highlights the need for greater institutional support, dedicated resources, and long-term integration of climate resilience strategies. One respondent highlighted, *"the Red Cross can play a key role in educating communities on early warning measures and emergency preparedness."*

By involving communities in risk assessments, planning, and decision-making, the project has successfully empowered them to take ownership and responsibility for climate resilience. This bottom-up approach was particularly impactful in marginalized communities, where the involvement of local Red Cross branches, specifically in Paraguay, was instrumental in overcoming barriers to information access and preparedness. As a respondent stated, *"the project successfully engaged communities in discussions to identify solutions, fostering a sense of ownership and responsibility."*

Key areas of progress:

- Improved hazard monitoring through community-led data collection.
- Enhanced community engagement and ownership through CEWS.
- Enhanced coordination between National Societies and meteorological agencies in Europe and South America.

Despite these advances, stakeholders pointed out that National Societies often face competing priorities, making it difficult to allocate sufficient time and resources to climate and environmental issues to ensure full relevance. Persistent gaps in meteorological data collection, particularly in remote areas, also remain a concern. There are ongoing **challenges in ensuring last-mile dissemination of warnings**, particularly in areas with limited access to mobile technology or low digital literacy. Stakeholders expressed concern that **some communities remained underserved** due to technical limitations in early warning communication. As a respondent stated, *"we need better early warning instruments to reach communities, and I believe that the project gives us an opportunity to strengthen our auxiliary role to the state."*

While the project introduced the first phase of the IFRC Climate Action Journey, which involved risk screening and awareness, it lacked funding for the next stage of implementing locally-led adaptation measures in most countries. Securing long-term funding would allow for more relevant planning and design with each individual National Society.

EQ 2: Coherence

Moderate Evidence

EQ 2.1 To what extent does the project foster a more integrated approach to EWEA programming across the EWS pillars and aligned with other key relevant areas of work, notably related to disaster law/disaster risk governance and National Society preparedness for effective response?

The project sought to integrate the four EWEA pillars. As noted in the document review, *"these four interrelated pillars shall be coordinated within and across multiple sectors and levels for the system to function effectively and shall include a feedback mechanism for continuous improvement."* This principle of horizontal coherence ensures that all components of the EWS work in tandem to deliver timely and accurate warnings to vulnerable communities.

Key successes:

- Risk assessments address gaps in accessible disaster risk information and integration of EWEA into national DRM systems.
- Equipped National Societies with the necessary tools and knowledge to improve alignment of early warning protocols with national disaster management plans.
- Strengthened legal frameworks supporting EWEA.
- Enhanced technical capacity of National Societies to deliver warnings.
- Promotion of a more systematic approach to EWEA, which included legal and policy-level considerations.

The evaluation findings highlight that the EWEA project has **demonstrated alignment with disaster risk governance and enhancing community engagement**, which are critical for building resilience. The holistic approach fostered better **cross-sector collaboration**, particularly by connecting meteorological institutions, disaster management agencies, and communities.

A respondent noted that the EWEA project team *"involved other actors, such as civil society or NGOs. We involved academia and worked with two faculties from the National University of Asunción. We also worked with the Ministry of Environment and Sustainable Development. We worked with the Ministry of Agriculture and Livestock; there were eight in total. The final product was the construction of a roadmap that has strategic lines based on the pillars of the strategy."*

The project demonstrates strong institutional coherence through its emphasis on multi-stakeholder collaboration. By involving various stakeholders, including government agencies, international organizations, and local communities, the project fosters a collaborative approach to disaster risk reduction. For example, a respondent from Latin America stated that, *"We were able to have points of contact with different people, not just the mayor, who always participated, but also officials from OSE, which is the national water and sanitation company. They were able to participate, as well as local residents with various roles. Good conclusions were reached. There was a second opportunity to deepen the discussions, which also had a different type of participation, with some younger people who are usually the hardest to convince to participate."* Separately, a document review notes that

"the Red Cross is accepted as there are volunteer staff who live within the community and have carried out small awareness-raising actions in risk management and community health." This collaboration enhances the effectiveness of early warning systems and ensures that efforts are aligned with local needs and priorities.

A key strength of the project lies in its emphasis on community engagement and inclusivity. The EWEA project provided a crucial link to communities. As stated by a staff member in Europe, "There is a critical need to understand local-level implementation. We linked humanitarian activities to research, increasing awareness of the needs in the community." Further, by training high-risk communities on CEWS and contextualizing Public Awareness and Public Education (PAPE) messages, the project has ensured that warnings reach even the most vulnerable and hard-to-reach populations. This approach fosters local ownership and resilience, as communities become active participants in disaster risk reduction efforts.

The project aligns closely with disaster risk governance frameworks and National Society PER. By equipping Red Cross National Societies with the necessary tools and knowledge, the project enhances their auxiliary role in supporting state-led disaster risk reduction efforts. For instance, a staff member from Latin America, stated, "We need better early warning instruments to reach communities, and I believe that the project gives us a niche, an opportunity to have a better impact on our auxiliary role of the state." This highlights the project's role in bridging gaps between local initiatives and national strategies, fostering a more coordinated approach to disaster preparedness and response.

However, **coherence was challenged by:**

- Communication breakdowns, resource limitations, and varying levels of political will among national governments.

The reliance on local media for forecasting highlights a gap in coordination with state-level early warning systems. As noted in the document review, *"the community does not have access to formal early warning systems and depends on unofficial sources for information."* A respondent in Latin America noted, *"there was a state system, but it did not convey information to the population,"* underscoring the need for improved communication and alignment between local and national EWS. These gaps highlight the importance of vertical coherence, ensuring that local efforts are supported by and aligned with national frameworks. However, it is noted that the government departments responsible for EWS appear to be largely underfunded and understaffed. These challenges underscore the complexity of achieving full coherence across diverse stakeholders and systems. Further, as noted by a respondent, *"it was also great that there was political, academic, technical, and community involvement."*

Given the short, 12-month timeframe for implementation, the project laid a solid groundwork for improved integration and coherence. However, for true coherence, national disaster law frameworks still require further strengthening to institutionalize early warning mandates (though this was outside of the scope of this pilot EWEA project). The project emphasized the importance of feedback mechanisms for enhancing the effectiveness of early warning systems. While some progress has been made, the document review notes that *"the community has a feedback system for health, but it is limited and does not cover disaster risk management."* This highlights the need for structured feedback mechanisms that enable continuous improvement and adaptation of early warning

practices. Addressing these gaps will require sustained collaboration and resource mobilization to ensure that local efforts are supported by national frameworks.

EQ 2.2 How well does the project complement and align with existing national and regional initiatives, policies, and strategies related to DRM, climate change adaptation, and EWS in targeted countries?

The project emphasizes the importance of aligning local initiatives with national and regional strategies to ensure a unified approach to DRM and climate change adaptation. This alignment is critical for achieving coherence, as it ensures that local actions contribute to broader goals and create a **synergistic effect** across different levels of governance. Alignment with existing **national DRM strategies and climate adaptation policies** was a major strength of the project. This alignment ensures that local efforts are supported by and integrated into national frameworks, such as the National Adaptation Plan (NAP) and Nationally Determined Contribution (NDC). A respondent noted, that, *"the partnership with the UN and UNDP in particular and also the national DR platform is very valuable."* This collaboration bridges gaps between local, national, and global efforts, harmonizing resources, expertise, and strategies to enhance disaster.

Further, the EWEA project complemented and **reinforced national commitments under international agreements**, such as the Sendai Framework for Disaster Risk Reduction, the Paris Agreement on Climate Change, and the UN Framework Convention on Climate Change (UNFCCC). Multistakeholder collaboration and community engagement are both critical to the project's approach to alignment at the local and national levels. As noted in project documentation, *"having integrated programming across climate science, operational capacities, preparedness, anticipation, and disaster law—and then community resilience—is a huge opportunity to connect the dots between all of these areas."*

Despite these key accomplishments, and considering the short implementation timeframe, the project was challenged with fragmented collaboration among key stakeholders and limited engagement with external donors and multi-stakeholder platforms, which led to duplication of efforts in some instanced.

In B&H challenges remain in maintaining these collaborations, particularly in the face of changing political landscapes and diverse stakeholder interests. For example, as mentioned by one key informant respondent, *"the other major external event that affected the project was the national elections that occurred in October and November. (It was a challenge) to find political and sometimes technical support from the departments and government institutions to work with us."* Another staff member noted that *"the National Societies had to start working on this initiative without having a logical framework,"* leading to confusion and inefficiencies. In Paraguay, challenges remain in ensuring inclusivity, particularly for vulnerable groups such as the elderly, children, and low-income families who often lack access to formal early warning systems and rely on informal channels such as social media and local radio. A document review notes that *"the risk assessment shows that certain demographic groups, including the elderly, children, low-income families, and rural communities, are disproportionately affected by climate change."*

As noted by a respondent, *"If you only focus on strengthening legal frameworks for early warning early action, then you might have great early warning but no response or inefficient response."* This

underscores the importance of balancing all elements—strategic alignment, partnerships, funding, and holistic planning—to ensure coherence.

Addressing these gaps through structured multi-stakeholder platforms would improve sustainability and reduce redundancy in disaster preparedness efforts. Some initiatives were implemented without full integration into national DRM frameworks, leading to inefficiencies in resource allocation. These challenges highlight the importance of sustained collaboration and resource mobilization to ensure that local efforts are supported by national frameworks. More structured engagement with regional organizations and donors would enhance long-term sustainability.

EQ 3: Effectiveness

Strong Evidence

EQ 3.1: To what extent did the project achieve its objectives?

The project made significant progress in achieving its objectives by improving EWEA mechanisms at both the community and institutional levels. It enhanced the capacity of National Societies to act as key stakeholders in disaster preparedness and response while strengthening coordination with meteorological and DRM agencies.

Key accomplishments:

- Development of CEWS, enhancing grassroots preparedness.
- Localized public awareness messaging (PAPE materials) to improve community-level risk communication.
- Integration of digital tools (e.g., WhatsApp groups) managed by local authorities to facilitate real-time warning dissemination.

By contextualizing these messages, the project increased accessibility and engagement, making it easier for communities to understand and act on warnings. A respondent noted the effectiveness of this approach when noting, *"the contextualization and translation of PAPE messages helped ensure that early warning communications are both scientifically robust and culturally relevant."*

Despite these successes, the project faced challenges due to a constrained 12-month timeline with overly packed activities, limited funding, and external disruptions such as floods in Bosnia and Uruguay that may have delayed planned implementation. These difficulties were further compounded by the untimely transition to new fund management systems, which, although more efficient in the long term, may have caused administrative bottlenecks and delays in financial disbursements at the time. A review of financial documents indicated that only 30 percent of the planned allocation had been disbursed to Uruguay by the third quarter, compared to over 84 percent spent in Paraguay.

EQ 3.2: What are the key factors which have facilitated or hindered the achievement of the project's outcomes? How were they addressed during implementation?

A **mix of facilitating and constraining factors** shaped the project's effectiveness.

Key facilitators included:

- **Institutional coordination**
- Strong **community engagement** and **localized training**

- High **motivation among volunteers**, ensuring sustained implementation

The project successfully implemented a collaborative and adaptive approach, integrating technical partnerships, institutional coordination, and flexible strategies to enhance EWEA. Key technical partners, such as the RCRC Climate Centre and IFRC EWEA and disaster legal advisors, provided expertise in climate science, preparedness, and policy advocacy, enabling National Societies to connect scientific data with operational capacities and community resilience efforts. This interdisciplinary approach ensured evidence-based activities aligned with the latest scientific knowledge. The project's collaborative environment, supported by regional coordination and peer-to-peer exchanges. A respondent noted that, *"other stakeholders were very happy because many times they are unaware of the capacities we have as a movement."*

Further, pre-existing partnerships between the Red Cross and local authorities allowed teams to focus on activities rather than building trust. As a respondent noted, *"established relationships meant they could just implement and put things into practice,"* fostering quicker engagement and local ownership of early warning initiatives. Regional training and peer-to-peer exchanges enabled National Societies to share best practices and adapt global methodologies to local contexts, strengthening preparedness. The successful completion of **Climate Risk Assessments** in Europe and South America laid a strong foundation for future planning.

As noted in project documentation, *"having integrated programming across climate science, operational capacities, preparedness, anticipation, and disaster law—and then community resilience—is a huge opportunity to connect the dots between all of these areas."*

Despite its successes, the project faced several challenges, including:

- **Short project timelines**, limiting the depth of interventions
- **Staff and volunteer fatigue**
- **Volunteer turnover (National Society level) and capacity gaps**
- **Underutilized funding due to bureaucratic hurdles**

One respondent noted that, *"the shortage of dedicated staff—partly due to the need to reassign existing personnel because of budgetary limitations—created additional challenges in executing planned activities effectively."*

Regional staff were critical of the enterprise resource planning (ERP) system used by the project, noting that it required manual tasks where automations previously existed and bottlenecks that caused financial disbursement delays. A respondent noted that, *"there were changes at the Federation level with the financial platform that delayed the second transfer. This added extra bureaucracy and slowed down our processes."* These financial delays had a cascading effect on the project's ability to execute activities as planned. Training sessions and community engagement efforts had to be postponed or rescheduled, leading to volunteer fatigue and inconsistent community involvement. The compressed timeline, exacerbated by financial delays, left limited time for follow-up and full institutionalization of new practices.

Further, the project faced significant delays in translating and adapting global training materials to local contexts, particularly in Latin America, where training sessions were postponed by up to six months. These delays hindered volunteer engagement, disrupted learning continuity, and slowed the dissemination of critical early warning information. As highlighted in the document review,

"language barriers complicated the communication of technical content, particularly for volunteers with limited technical backgrounds."

Additionally, the technical nature of some materials made it difficult for community members to fully understand the content, even after translation. This underscores the importance of not only translating materials but also adapting them to the local context and ensuring they are accessible to individuals with varying levels of literacy and technical understanding.

To address these challenges, the project team implemented several adaptive measures. Early translation planning could have mitigated delays by initiating the translation process before finalizing training materials. Simplifying technical content, using visual aids, and incorporating local examples could have improved comprehension for volunteers and community members. Engaging local language experts familiar with both the technical content and cultural context would have enhanced the quality and accessibility of translations. Pre-training workshops to familiarize volunteers with key concepts and terminology could have bridged the gap between technical content and volunteers' existing knowledge. Additionally, real-time translation support during training sessions could have ensured that all participants, regardless of language proficiency, could follow along effectively.

Throughout the project, adaptive management strategies were employed to address these obstacles, including capacity-building initiatives, improved coordination with local stakeholders, engagement of local language experts and visual aids, and reallocation of resources to maximize impact.

EQ 3.3: Were there any notable strengths or limitations in the project planning, management, and implementation of the project?

The participatory approach was widely regarded as a major strength, particularly in ensuring that **National Societies and communities had ownership of initiatives**.

Strengths:

- Participatory approach ensured strong local ownership.
- Improved capacity of National Societies to engage with national disaster management authorities.

EQ 3.4: What was done in an innovative way?

The project introduced several innovative approaches to enhance EWEA mechanisms, particularly in legal analysis, localization of tools, and knowledge dissemination. These innovations helped tailor global methodologies to local contexts, ensuring greater accessibility and usability for National Societies and communities. Additionally, the project leveraged digital platforms, local partnership, educational partnerships, and policy advocacy to create more sustainable and effective disaster preparedness strategies. One of the most significant innovations of the EWEA project is its **transversal, integrated approach**, which brings together diverse action lines—ranging from technical climate risk assessments to community engagement and legal analysis—into a unified national strategy. This integration has allowed National Societies to connect various components of their operations, positioning them as strategic anchors for scaling up early warning systems in line with the broader EW4All initiative.

Several **innovations and strategic enablers** emerged from the project, including:

- Integrated programming across early warning system pillars

- Embedding legal and governance analysis
- Localization of tools and methodologies
- Community based and inclusive engagement
- Education and knowledge continuity
- Digital tools and climate science integration
- Regional learning and internal capacity building
- Strategic engagement and positioning for sustainability

By design, the EWEA project marked a paradigm shifting step in how the IFRC and its partner National Societies approach disaster preparedness and climate resilience. Moving away from siloed interventions, the project pioneered a transversal, integrated model, one of its most innovative and defining features. This model unified diverse action areas ranging from climate risk assessments and legal analysis to community engagement and public education—into a single strategic framework. This integration enabled National Societies to connect various components of their operations, positioning them as strategic anchors for scaling up early warning systems, in alignment with the global EW4All initiative.

As one respondent noted*, "the added value allowed us to make the action lines more transversal […] it allowed us to see it with a more integrated view across all the action lines."* This integrated programming approach allowed National Societies to design and deliver more cohesive, multi-dimensional responses that addressed early warning, risk communication, and preparedness simultaneously.

Legal and policy analysis became a foundational pillar of the project. In Armenia and elsewhere, disaster law studies were strategically used to identify governance gaps and build momentum for integrating EWEA into national frameworks and operational procedures for National Societies. This was a key step in aligning anticipatory and early warning action with long term national strategies on climate adaptation and disaster risk management. Importantly, understanding the legal landscape also laid the foundation for continuity, enabling National Societies to design future activities such as early action protocols and sustained policy engagement with a stronger understanding of the systems in which they operate.

Rather than developing new tools, the project focused on adapting and contextualizing global resources—such as the Enhanced Vulnerability and Capacity Assessment (eVCA) and Public Awareness and Public Education (PAPE) materials—to suit national and local realities. Through translation, contextualization, and collaboration with local actors, these tools became more accessible and actionable, ensuring that preparedness and early warning interventions were grounded in community needs and local capacity.

The project placed strong emphasis on inclusive, community-based engagement. In Paraguay and Uruguay, WhatsApp groups were established as real time communication platforms between National Society teams, local authorities, and communities, enabling timely dissemination of early warnings and coordinated response. In Uruguay, community outreach sessions saw diverse participation, including youth. Notably, two children requested brochures to share with classmates, reflecting spontaneous engagement and grassroots awareness building. In Serbia, the adaptation of the Y Adapt youth curriculum to the national context promoted climate literacy and encouraged young people to

take part in building local resilience. These efforts illustrate how the project mobilized a wide range of stakeholders and helped cultivate community ownership and long-term commitment to early action.

Partnership with local education centers also played an enabling role in the project's success. In Uruguay, collaboration with a technical secondary school resulted in students from welding and metalwork programs building signage frames for early warning messages as part of their academic projects. This hands-on involvement strengthened the sense of ownership and linked climate action to formal education, while also contributing practical infrastructure for preparedness.

Digital tools and climate science were central to project planning and implementation. With technical support from the Red Cross Red Crescent Climate Centre, National Societies developed country specific climate profiles and risk assessments, using national data and climate projections to guide strategic planning. These tools provided a scientific basis for decision making and helped embed climate informed thinking across program areas.

The project also facilitated peer learning and knowledge sharing across regions. Trainings such as the Anticipatory Action Tier 1 and eVCA Training of Trainers (ToT) promoted cross country exchange and collaboration. In parallel, National Societies established internal Climate Working Groups to consolidate technical knowledge and institutionalize learning, ensuring that climate capacity was retained and expanded beyond the project period.

Finally, the project helped position National Societies as credible and capable actors within national disaster risk and climate coordination platforms. Through their contributions to policy dialogue and their ability to bridge community insight with technical expertise, they have reinforced their leadership roles and are now better positioned to sustain and scale EWEA programming in the future.

By integrating previously siloed elements into a cohesive, people-centered framework, the project has enhanced the effectiveness, inclusivity, and resilience of EWS. While the EWEA project has introduced several innovative approaches, challenges remain in scaling these innovations.

EQ 3.5: What specific changes in community or National Society preparedness, knowledge or EW dissemination can be attributed to the project?

The project led to meaningful improvements in disaster preparedness at both the community and institutional levels. By increasing community awareness of climate risks and strengthening the capacity of National Societies, the project contributed to more proactive disaster risk management. Enhanced early warning dissemination and more structured collaboration between National Societies and government agencies ensured that preparedness measures were better coordinated and more effectively implemented. However, challenges remained in ensuring the continuity of training and engagement, particularly in communities with limited resources or low digital literacy.

The project led to tangible improvements in National Society and **community preparedness, knowledge, and the dissemination of early warnings**. Among the **key improvements** are:

- **Increased community awareness** on climate risks and preparedness measures through workshops and public awareness campaigns.
- **Improved early warning dissemination** via mobile alerts, community radio broadcasts, and local information hubs were noted in Paraguay and Uruguay, while community level activities were deferred in Bosnia and Herzegovina, Serbia, and Armenia.

- **Strengthened collaboration between National Societies and governmental disaster response agencies**, fostering more cohesive disaster preparedness frameworks.

These improvements contributed to a **more proactive and resilient disaster response system**, reinforcing the role of early warning systems in safeguarding vulnerable populations. A respondent shared that, *"before this project, many people did not understand early warnings. Now, they are actively sharing alerts and taking preparedness measures seriously."*

EQ 4: Efficiency

Strong Evidence

EQ 4.1: What is the cost-efficiency of the EWEA project?

The project was able to **achieve cost-efficiency by leveraging existing resources, local expertise, and volunteer networks** to maximize its impact within budgetary constraints. It effectively utilized National Societies' established infrastructure to minimize operational costs while also securing in-kind contributions from partner organizations. Despite these efficiencies, administrative inefficiencies and delays in fund utilization posed significant challenges, leading to underutilization of available financial resources. Additionally, limited funding flexibility restricted the project's ability to scale up successful interventions or address emerging needs in real time.

A respondent noted that, "*we aimed to create a strategy that benefited everyone involved, especially the volunteers who juggle their regular jobs*." This highlights the project's focus on transparency and accountability, ensuring that resources are utilized effectively to maximize impact.

However, challenges arose due to a lack of dedicated financial mechanisms to fully support staff and administrative aspects of the project. It was noted across most countries that National Societies lacked dedicated institutional funding to support core staff and sustain activities between donor-funded projects. This poses challenges when staff are stretched thin between project implementation and disaster response, when unforeseen activities arise, or when funding ends.

Administrative capacity gaps further complicate resource utilization. Another respondent noted that, *"managing multiple activities and reliance on branches for reporting posed challenges"* highlighting disparities in project management skills among team members. Additionally, cultural resistance to planning and M&E can lead to inefficiencies, underscoring the need for capacity-building at both the organizational and individual levels. Finally, the EWEA project's **reliance on external financial support poses an inherent risk to its cost-efficiency and its long-term sustainability**. Without sustained funding, the impact of the EWEA project may be compromised.

EQ 5: Sustainability

Moderate Evidence

EQ 5.1: Can the project in its current form be replicated or scaled up? If not, what changes should be made?

The project **successfully laid the foundation for sustainability by integrating early warning practices into national policies and strengthening the capacity of National Societies**. By building strong partnerships with government agencies, leveraging community engagement, and institutionalizing disaster preparedness frameworks, the project created **a replicable model that can be scaled across different contexts**. When communities themselves propose the actions through a **participatory process**, project outcomes are enhanced, and long-term sustainability can be reached. A respondent stated that, *"the project's emphasis on building partnerships at the national level is viewed as*

contributing to sustainability by helping other actors understand the Red Cross's role in the climate space."

However, long-term sustainability will depend on securing additional, dedicated funding streams, reinforcing collaboration between local and national authorities, and ensuring that knowledge transfer mechanisms remain in place beyond the project's lifecycle. Strengthening institutional ownership and embedding early warning mechanisms into governance structures will be critical in maintaining project impacts over time.

The project established a foundation for sustainability by embedding early warning practices within national policies. However, for full scalability, **additional efforts are needed**:

- **Stronger institutional partnerships.**
- **Secured long-term funding sources.**
- **Continuous training and capacity-building initiatives**.

A respondent emphasized that if the IFRC, *"continue this work and reach the stage of adopting new laws, regulations, and protocols, then sustainability is absolutely great."*

CONCLUSIONS

The EWEA project has made significant strides in enhancing EWEA systems for climate-related hazards, demonstrating strong relevance by addressing critical gaps in disaster preparedness. Through initiatives such as strengthening risk knowledge, improving warning dissemination, enhancing preparedness and response capabilities, promoting education on early action and early warning, fostering community engagement, and enhancing governance, the project aligns closely with the needs of National Societies and communities. Key successes include risk knowledge enhancement, training programs, and proactive measures to address the absence of early warning systems. However, challenges such as funding shortages, resource constraints, and limited governmental partnerships hinder its long-term sustainability and effectiveness.

In terms of coherence, the project represents a significant advancement in disaster risk management by fostering an integrated approach across the four pillars of EWS. It aligns with broader disaster law and governance frameworks, strengthening the capacity of National Societies to play a more effective role in disaster preparedness, anticipatory action and response. Despite these achievements, challenges such as changes in the political environment, particularly during electoral cycles and leadership transitions, along with communication gaps and resource constraints, must be addressed to ensure the project's long term impact and scalability. There is a need for structured feedback mechanisms that enable continuous improvement and adaptation of early warning practices. The current, limited feedback system underscores the need for more robust mechanisms that enable continuous learning and adaptation.

The project's effectiveness is evident in its integrated approach, adaptability, and commitment to capacity building, which have contributed to more inclusive and resilient early warning systems. By tailoring climate risk assessments, contextualizing early warning messages, and utilizing digital tools, the project empowered communities to take proactive action against climate-related risks. National Societies were strengthened through training, policy integration, and anticipatory action platforms, fostering collaboration with governments and NGOs. Innovations such as the transversal approach and community-driven solutions serve as a foundation for broader initiatives. However, challenges

like compressed timelines, financial constraints, and underutilized funding limited the project's full potential. To ensure sustainability and scalability, sustained investment, extended timelines, and stronger institutional support are crucial for addressing operational gaps, deepening community engagement, and realizing the project's full potential.

Efficiency is another strength, with the project demonstrating effective resource utilization through local resource reliance, community engagement, and capacity-building initiatives. However, funding constraints, administrative capacity limitations, and human resource management issues pose risks to its long-term viability. Addressing these challenges will be critical to enhancing cost-efficiency and ensuring sustainability.

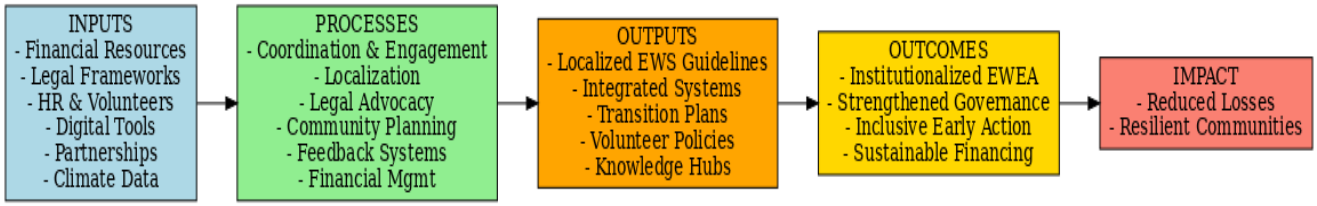
Finally, the project has laid a strong foundation for sustainability by enhancing community resilience through stakeholder engagement, partnerships, and training initiatives. However, to ensure replicability and scalability, challenges related to stakeholder collaboration, funding, and advocacy must be addressed. In the area of stakeholder collaboration, improved coordination is needed between National Societies, government agencies, hydro meteorological services, academia, and local authorities to ensure alignment of efforts and joint planning. In some cases, fragmented responsibilities and unclear roles limit the effectiveness of early warning dissemination and follow up actions. Strengthening mechanisms for cross sector coordination, such as formal working groups or memoranda of understanding, would support more coherent and sustained implementation.

In terms of advocacy, the project encountered difficulties in maintaining momentum during periods of political transition and in securing consistent government support for anticipatory action. Ongoing advocacy efforts are essential to embed early warning and early action within national policies and planning frameworks. This should involve building long term relationships with relevant ministries, particularly with permanent technical staff who provide continuity across political cycles, adapting messaging for different audiences, and aligning EWEA with broader national priorities such as disaster risk reduction, climate adaptation, and social protection.

By implementing recommended changes, the project can deliver lasting benefits to communities vulnerable to climate-related risks, ensuring its broader application and long-term impact.

Figure 1 provides an illustration of the findings and conclusions across the log frame of the EWEA project.

Figure 1. EWEA System Strengthening Flowchart



RECOMMENDATIONS

We have proposed the following recommendations for future EWEA programming. These recommendations are not reflective of what the initial EWEA project should or should not have done, those assessments have been addressed in the findings.

Major Evaluation Recommendation: Given the successes of the project, our major recommendation following the 12-month implementation period is for the IFRC to seek diversified and sustainable funding for the continuation of the EWEA project and activities in the original five countries as well as expansion to other countries (with the internalization of lessons learned from this evaluation).

Recommendations for Ensuring Relevance and Coherence

1. ***Institutionalize Multi-level Coordination Platforms to Strengthen Partnerships and Engagement:*** Despite successes in partnerships with national governments and community engagement, these efforts should be expanded to ensure full relevance and coherence of the project in future iterations. Establish formal coordination platforms that bring together National Societies, governmental DRR bodies, civil society organizations, and technical institutions to ensure sustained policy coherence and strategic alignment of EWEA systems. These platforms should support continuous dialogue between local, national, and regional actors to harmonize goals, tools, and standards across EWS pillars. Emphasize long-term partnerships to ensure that collaborative structures endure beyond individual project cycles and support sustainable institutional linkages. This recommendation aims to scale and systematize such efforts to ensure continuity, strategic alignment, and shared ownership across all actors in EWEA implementation.

2. ***Integrate Political Economy Analysis (PEA) into EWEA Design***: Conduct PEA at the country level to identify institutional incentives, political barriers, and power dynamics that may influence the uptake of anticipatory action and EWEA approaches. These insights should inform advocacy and partnership strategies to foster enabling environments for integrated climate risk governance. PEA would allow implementers to anticipate and navigate these dynamics strategically, thereby improving the likelihood of long-term integration of EWEA into national systems. The recommendation to integrate PEA into EWEA Design is based on the evaluation's findings that political and institutional factors significantly influence the effectiveness and sustainability of EWEA efforts.

Recommendations for Ensuring Effectiveness

3. ***Enhance Community-Led Solutions, Feedback, and Monitoring Systems*****:** In future iterations of the EWEA project, efforts should be made to enhance people-centered and community-led approaches despite the global nature of the project. In future iterations of the EWEA project, despite its global nature, efforts should be made to reinforce the people-centered and community-led approach by integrating more structured feedback mechanisms throughout the project cycle. This includes overall project design, log frame, indicators, and MEAL framework. While much of the focus of the EWEA project was at the systems level, future iterations of the EWEA project (with more implementation time) can also facilitate more productive communication on EWEA between the governments and local communities. This should include the establishment of local feedback mechanisms such as community scorecards, feedback kiosks, or WhatsApp groups that allow continuous community input into the design and implementation

of EWEA activities. Ensure this feedback is regularly reviewed and used to adapt project interventions. In short, embedding localized, user-friendly feedback systems that are essential to maintain adaptive, inclusive, and community-driven EWEA programming.

4. ***Strengthen Humanitarian-Development Nexus through Program Integration:*** Link EWEA programming to broader development initiatives, including social protection schemes, agricultural planning, public health, and education. This cross-sectoral integration ensures sustainability and expands the reach and impact of EWEA beyond emergency contexts. Develop standardized guidelines to support this integration while allowing for local adaptation. This recommendation encourages more systemic alignment to ensure that EWEA interventions are not isolated but part of a broader development strategy.

5. ***Leverage the Existing Global and Regional Reference Centers for Knowledge and Innovations:*** Leverage the existing global and Regional Reference Centers for EWEA practitioners to document case studies, tools, and lessons learned, support translation and contextualization of global materials, and facilitate peer-to-peer learning and south-south cooperation among National Societies and partners.

6. ***Extend Project Timeline for Implementation***: Ensure future iterations of the project have extended timelines to accommodate potential bureaucratic challenges and ensure smoother implementation. This will allow for more comprehensive training, deeper community engagement, and institutionalization of gains. There is a systemic need for longer, more flexible timeframes to enable effective design, rollout, and sustainability planning of complex cross-pillar EWEA programs, even in pilot projects such as this one.

7. ***Expand the Use of Digital Tools for Marginalized Groups:*** Broaden the use of digital platforms—such as SMS alerts and mobile apps—and ensure accessibility for marginalized populations with limited internet access or digital literacy. Tailor content and formats to meet community-specific needs and constraints.

8. ***Ensure Inclusivity and Accessibility of Early Warning Guidelines and Dissemination:*** Ensure that national and community-level early warning practitioner guidelines are inclusive and accessible and early warnings are inclusive and accessible for all community members, especially the most vulnerable, by disseminating them through multiple channels and formats that are sensitive to gender, disability, age, literacy, and language needs. This also includes presenting information in accessible language. Building on the PAPE approach and existing PGI standards, efforts should strengthen the dissemination of early warning messages through multiple accessible formats and communication channels (e.g., audio, visual, and text based), tailored to reach all segments of the community. This includes people with diverse literacy levels, language backgrounds, disabilities, ages, and gender specific needs. Continued adaptation and localization of content based on community input will help improve reach, understanding, and actionability of early warnings.

Recommendations for Enhancing Cost-Efficiency

9. ***Leverage the Tiered Capacity Building Models:*** Use digital platforms and local training focal points to deliver standardized content adapted to local contexts and reduce dependency on external support. Leverage the existing IFRC Tier Based Competency Framework for anticipatory

action, including the foundation level e-learning and advanced in-person tiers, while expanding its scope to cover other relevant disaster risk management and climate resilience components beyond Early Action Protocols and EWEA activities. This includes cross pillar tools related to climate risk assessment, legal and policy engagement, community engagement, dissemination, and preparedness. Using digital platforms and empowering local training focal points can ensure the delivery of standardized content adapted to country contexts, reduce reliance on external support, and strengthen institutional memory across National Societies.

10. ***Advance Results-Based Budgeting and Financial Dashboards***: Introduce budgeting tools that align expenditure tracking with results frameworks. This includes setting up live financial dashboards for budget utilization tracking, variance analysis, and corrective action. Simultaneously, enhance grants management systems at both the Federation and National Society levels by streamlining procedures, promoting transparency, and ensuring timely fund flows. Foster strong communication and coordination mechanisms between IFRC and National Societies to avoid bottlenecks, clarify financial roles, and ensure efficient execution of EWEA activities. Embed robust monitoring and evaluation systems that provide ongoing data to inform financial planning, adaptive management, and advocacy for EWEA scale-up. By introducing dashboards and aligning budget tracking with expected results, the project could more effectively monitor progress, reallocate resources, and flag issues early—ultimately improving implementation efficiency.

11. ***Balance Workloads to Prevent Burnout***: Implement workforce planning measures to prevent staff and volunteer burnout, such as staggered responsibilities, wellness check-ins, and resource buffers. Ensure sustainable human resource practices to maintain motivation, reduce turnover, and protect institutional knowledge. This recommendation addresses the need for proactive human resource planning, workload distribution, and staff/volunteer well-being mechanisms to support long-term capacity and reduce attrition.

12. ***Improved Targeting and Selection Criteria for Communities***: In some cases, communities were selected based on their previous and existing relationship with the National Society and Local Branch offices. While this may have been the chosen criteria due to operational needs and the short project timeline, for future implementation, target and selection criteria should be amended to include criteria based on community vulnerability to ensure limiting staffing and other project resources are devoted to the most vulnerable communities.

Recommendations for Ensuring Sustainability

13. ***Develop Legal and Institutional Transition Plans***: Support National Societies to co-develop with government agencies structured transition plans that outline legal, technical, and financial pathways to institutionalize EWEA. This includes embedding anticipatory action into national disaster risk management laws and budgeting cycles. This recommendation addresses these issues by calling for structured transition plans that secure legal, technical, and financial ownership of EWEA within national systems.

14. ***Foster Volunteer Retention and Legal Protections***: Work with governments to pass or update legislation that provides legal recognition, protections, and incentives for volunteers engaging in disaster risk management, including EWEA activities. This may include academic credits, stipends, or legal leave from work or school during disaster deployment. Thus, this recommendation aims to address the structural and legal barriers that impact volunteer

engagement and to promote durable involvement through institutional incentives and protections.

15. ***Support Integrated Legal Advocacy for EWEA Systems***: Ensure that the National Societies and states that endorsed a resolution on institutionalizing anticipatory action in domestic frameworks and systems (Protecting people from the humanitarian impacts of extreme climate and weather events: Working together to strengthen anticipatory action) are able to act with legal clarity and protection. Strong partnerships with local legal experts, policymakers, and national disaster risk platforms are foundational to align systems and advance legal and regulatory frameworks that support anticipatory action and continuous advocacy for explicit legal mandates that institutionalize anticipatory early warning action protocols. Further, the Red Cross should build on current IFRC research efforts to develop good practices on states that have institutionalized anticipatory action, by generating further data through M&E systems that bolster evidence-based advocacy. Hence, this recommendation supports a dual strategy of (a) legal and policy reform and (b) evidence generation through M&E to drive institutional change.
16. ***Strengthen Governance Structures for Community Ownership***: Building on the ongoing review of the CEWS guiding principles, refine and strengthen the operational and governance frameworks that empower communities to manage local EWEA initiatives effectively. These structures should clarify roles and responsibilities, enable local decision-making, and ensure continuity and accountability. This recommendation aims to formalize and sustain community leadership in managing EWEA systems, ensuring accountability, sustainability, and local relevance.
17. ***Secure Long-Term and Diverse Financing for Climate Preparedness***: Mobilize climate finance through partnerships with multilateral climate funds, national climate change directorates, and development partners. In parallel, develop robust fundraising strategies that diversify income sources and reduce dependency on short-term project funding. This should include shared financing models between National Societies, local governments, and private sector actors, such as joint investments in community infrastructure, shared meteorological tools, or pooled funding for training and contingency planning. Emphasize strategic partnerships as a foundation for sustained financing and shared ownership of early warning systems. This recommendation promotes financial diversification and shared ownership as critical enablers of EWEA sustainability.

The following **Recommendations Matrix** (Table 3) operationalized the recommendations.

Table 3. Recommendations Matrix

Recommendation	***Domain***	***Target Audience***	***Time Horizon***	***Implementation Level***
Institutionalize Multi-Level Coordination Platforms	Relevance, Coherence	IFRC, National Societies, Government, Regional DRR Platforms	Medium-Long	National, Regional

Develop Inclusive Early Warning Guidelines	Relevance	IFRC, National Societies, Community	Short-Medium	National, Local
Integrate Political Economy Analysis into EWEA Design	Coherence	IFRC, National Societies, Government	Medium	National
Enhance Community-Led Solutions, Feedback, and Monitoring Systems	Effectiveness	National Societies, Communities	Short-Medium	Local
Strengthen Humanitarian-Development Nexus through Program Integration	Coherence, Effectiveness	IFRC, National Societies, Government, Regional Organizations	Medium-Long	National, Local
Leverage the Existing Global and Regional Reference Centers for Knowledge and Innovations	Effectiveness	IFRC Regional, National Societies	Medium	Regional
Extend Project Timeline for Implementation	Effectiveness	IFRC	Medium	Global, National
Expand Use of Digital Tools for Marginalized Groups	Effectiveness	National Societies, Communities	Medium	National, Local
Ensure Inclusivity and Accessibility of Early Warning Guidelines and Dissemination	Effectiveness	National Societies	Short-Medium	National, Local
Leverage the Tiered Capacity Building Models	Efficiency	IFRC, IFRC Regional, National Societies	Medium	All levels
Advance Results-Based Budgeting and Financial Management Systems	Efficiency	IFRC, National Societies	Medium-Long	All levels
Balance Workloads to Prevent Burnout	Efficiency	IFRC, National Societies	Short	Global, National
Improved Targeting and Selection Criteria for Communities	Efficiency	National Societies, Communities	Short-Medium	National, Local

Develop Legal and Institutional Transition Plans	Sustainability	IFRC, National Societies, Government	Long	Global, National
Foster Volunteer Retention and Legal Protections	Sustainability	Government, National Societies	Medium	National
Support Integrated Legal Advocacy for EWEA Systems	Sustainability, Coherence	IFRC, National Societies, Government	Medium	Global, National
Strengthen Governance Structures for Community Ownership	Sustainability	National Societies, Communities	Medium	Local
Secure Long-Term and Diverse Financing	Sustainability, Efficiency	IFRC, IFRC Regional, National Societies, Donors	Long	All levels

ANNEXES

Annex 1. Recommendations

Recommendations for Ensuring Relevance and Coherence

1. ***Institutionalize Multi-level Coordination Platforms to Strengthen Partnerships and Engagement:*** Despite successes in partnerships with national governments and community engagement, these efforts should be expanded to ensure full relevance and coherence of the project in future iterations. Establish formal coordination platforms that bring together National Societies, governmental DRR bodies, civil society organizations, and technical institutions to ensure sustained policy coherence and strategic alignment of EWEA systems. These platforms should support continuous dialogue between local, national, and regional actors to harmonize goals, tools, and standards across EWS pillars. Emphasize long-term partnerships to ensure that collaborative structures endure beyond individual project cycles and support sustainable institutional linkages. This recommendation aims to scale and systematize such efforts to ensure continuity, strategic alignment, and shared ownership across all actors in EWEA implementation. The recommendation is based on several findings and conclusions from the evaluation report, including:

    a) Effective multi-stakeholder collaboration examples: Successes were noted where diverse actors—government agencies, National Societies, academia, and local communities—collaborated effectively, such as in Paraguay and Uruguay, where anticipatory action platforms were formed and fostered strategic dialogue.
    b) Vertical and horizontal coherence challenges: The project highlighted gaps in communication and alignment between community-level and national-level early warning systems. For example, communities often relied on informal channels like social media for forecasts due to insufficient formal channels, underscoring the need for stronger multi-level alignment.
    c) Governance and policy integration needs: National Societies emphasized the value of being part of national disaster risk governance systems, but faced obstacles due to political, institutional, and coordination limitations. Multi-level platforms could formalize these partnerships and promote strategic coherence.

2. ***Integrate Political Economy Analysis (PEA) into EWEA Design***: Conduct PEA at the country level to identify institutional incentives, political barriers, and power dynamics that may influence the uptake of anticipatory action and EWEA approaches. These insights should inform advocacy and partnership strategies to foster enabling environments for integrated climate risk governance. PEA would allow implementers to anticipate and navigate these dynamics strategically, thereby improving the likelihood of long-term integration of EWEA into national systems. The recommendation to integrate PEA into EWEA Design is based on the evaluation's findings that political and institutional factors significantly influence the effectiveness and sustainability of EWEA efforts. For example:

    a) In Paraguay and Uruguay, political changes (e.g., elections) disrupted engagement with government partners, affecting implementation timelines and cooperation.

b) There were observed challenges in securing institutional support and buy-in for anticipatory action.

c) Stakeholders emphasized the importance of understanding local power dynamics, institutional incentives, and potential resistance when trying to mainstream new concepts like anticipatory action within national disaster governance systems.

Recommendations for Ensuring Effectiveness

3. ***Enhance Community-Led Solutions, Feedback, and Monitoring Systems*****:** In future iterations of the EWEA project, efforts should be made to enhance people-centered and community-led approaches despite the global nature of the project. In future iterations of the EWEA project, despite its global nature, efforts should be made to reinforce the people-centred and community-led approach by integrating more structured feedback mechanisms throughout the project cycle. This includes overall project design, logframe, indicators, and MEAL framework. While much of the focus of the EWEA project was at the systems level, future iterations of the EWEA project (with more implementation time) can also facilitate more productive communication on EWEA between the governments and local communities. This should include the establishment of local feedback mechanisms such as community scorecards, feedback kiosks, or WhatsApp groups that allow continuous community input into the design and implementation of EWEA activities. Ensure this feedback is regularly reviewed and used to adapt project interventions. In short, embedding localized, user-friendly feedback systems that are essential to maintain adaptive, inclusive, and community-driven EWEA programming. The recommendation is based on findings indicating that:

    a) Communities had limited or no formal feedback mechanisms regarding the effectiveness of early warning messages and preparedness interventions. This was particularly noted in places like Paraguay, where communities relied on ad-hoc event-based feedback rather than structured systems.
    b) The lack of ongoing feedback mechanisms limited the project's ability to learn from local experiences, iterate designs, or adapt communication strategies in real time.
    c) The evaluation underscored the importance of community engagement in sustaining early warning systems and highlighted how participatory mechanisms built local ownership and improved the relevance of interventions.
    d) Volunteers emphasized that when they and their communities were engaged in solution design, participation, motivation, and sustainability all increased. This led to more relevant and resilient systems. Where communities weren't given time or flexibility to co-develop solutions (due to time, funding, or centralized decision-making), the relevance and effectiveness of interventions suffered. This gap further supports the case for institutionalizing community-led design.

4. ***Strengthen Humanitarian-Development Nexus through Program Integration:*** Link EWEA programming to broader development initiatives, including social protection schemes, agricultural planning, public health, and education. This cross-sectoral integration ensures sustainability and expands the reach and impact of EWEA beyond emergency contexts. Develop standardized guidelines to support this integration while allowing for local adaptation. This recommendation encourages more systemic alignment to ensure that EWEA

interventions are not isolated but part of a broader development strategy. This recommendation is based on findings from the evaluation report that emphasize the need for cross-sectoral collaboration and institutional integration:

a) National Societies and communities were often pulled into emergency response, which disrupted anticipatory or preparedness activities. For example, in Bosnia & Herzegovina and Uruguay, floods redirected attention and resources away from EWEA planning.
b) The evaluation highlights the need to connect short-term humanitarian responses with long-term resilience-building efforts, particularly through integration with existing systems like social protection, public health, and environmental governance. For example, community and National Society anticipatory action platforms (such as in Uruguay and Paraguay) demonstrated the value of aligning EWEA with other government-led development programs, academia, and civil society for sustained impact.
c) There were repeated calls from stakeholders to link EWEA with existing development systems like social protection, education, water and sanitation, and agriculture—especially to ensure community-based early actions are not isolated or temporary.

5. ***Leverage the Existing Regional Reference Center for Knowledge and Innovations:*** Leverage the existing Regional Reference Centers for EWEA practitioners to document case studies, tools, and lessons learned, support translation and contextualization of global materials, and facilitate peer-to-peer learning and south-south cooperation among National Societies and partners. This recommendation was based on several key findings:
    a) There was strong demand for peer learning and cross-country knowledge sharing. Stakeholders across National Societies valued the opportunity to learn from others implementing EWEA in diverse contexts. This was evident from the appreciation of cross-country knowledge exchange sessions and regional workshops, especially where Red Cross Societies could compare challenges and strategies (e.g., flood vs. heat early action protocols in Albania, Montenegro, Croatia).
    b) The evaluation findings noted a gap in centralized documentation and dissemination of tools, lessons learned, best practices, and case studies. While innovations occurred at the community level, they were often siloed and not shared across regions or in a systematic way which limited replication and scaling of effective approaches.
    c) Several National Societies faced difficulties in translating and contextualizing materials provided globally. They also expressed a desire for platforms that allowed them to access and contribute to practical guidance, templates, and lessons learned from peer organizations, which supports the case for a centralized knowledge hub that includes local adaptations and would support faster, more relevant implementation.
    d) Given the need for sustainability and institutional memory, documenting and sharing innovations helps preserve institutional knowledge beyond the project cycle and fosters continuous improvement.

6. ***Extend Project Timeline for Implementation***: Ensure future iterations of the project have extended timelines to accommodate potential bureaucratic challenges and ensure smoother implementation. This will allow for more comprehensive training, deeper community

engagement, and institutionalization of gains. There is a systemic need for longer, more flexible timeframes to enable effective design, rollout, and sustainability planning of complex cross-pillar EWEA programs, even in pilot projects such as this one. The recommendation to extend the project timeline for implementation is based on multiple findings in the evaluation report that identified the following issues:

a) The 12-month window was consistently cited as a major barrier. It limited the project's ability to deliver deep community engagement, comprehensive training, and institutional capacity-building. Staff and volunteers expressed fatigue from having to meet complex project goals too quickly.
b) A delayed fund disbursement was reported, noting that the first funds were received two months after agreement signing, further shrinking the active implementation period and creating a bottleneck for activities.
c) Translation and adaptation of global materials caused delays in rolling out training, compressing the learning curve for National Societies and volunteers.
d) Short timelines hindered institutionalization of anticipatory action, undermining long-term integration and sustainability of EWEA systems.

7. ***Expand the Use of Digital Tools for Marginalized Groups:*** Broaden the use of digital platforms—such as SMS alerts and mobile apps—and ensure accessibility for marginalized populations with limited internet access or digital literacy. Tailor content and formats to meet community-specific needs and constraints. The recommendation to expand the use of digital tools for marginalized groups is based on findings in the evaluation that:
    a) Communities often relied on informal digital channels, such as WhatsApp, to disseminate early warnings—especially where formal systems were lacking or inaccessible.
    b) There were gaps in access for marginalized groups, particularly those with limited internet, mobile access, or digital literacy. The evaluation emphasized the importance of designing systems that work across technologies and capacities to avoid excluding vulnerable populations.
    c) Digital engagement was one of the most effective tools for community-led early warning systems, especially during floods and other rapid-onset hazards. However, it needed to be scaled and diversified to ensure inclusivity.

8. ***Ensure Inclusivity and Accessibility of Early Warning Guidelines and Dissemination:*** Ensure that national and community-level early warning practitioner guidelines are inclusive and accessible and early warnings are inclusive and accessible for all community members, especially the most vulnerable, by disseminating them through multiple channels and formats that are sensitive to gender, disability, age, literacy, and language needs. This also includes presenting information in accessible language. Building on the PAPE approach and existing PGI standards, efforts should strengthen the dissemination of early warning messages through multiple accessible formats and communication channels (e.g., audio, visual, and text based), tailored to reach all segments of the community. This includes people with diverse literacy levels, language backgrounds, disabilities, ages, and gender specific needs. Continued adaptation and localization of content based on community input will help improve reach, understanding, and actionability of early warnings. The recommendation is grounded in findings from the evaluation report indicating that:

a) Vulnerable groups (e.g., older adults, people with disabilities, pregnant women, children, and those in rural or marginalized areas) often lack access to formal early warning systems and rely on informal channels such as social media and local radio.

b) Some people interviewed in the field struggled to identify the Early Warning Guidelines discussed and disseminated in different trainings or visits conducted by the NS. Those who acknowledged the guidelines sometimes found them hard to understand.

c) Communication challenges persist in tailoring messages to local languages and cultural contexts. The project adapted PAPE (Public Awareness and Public Education) messages to be more understandable and context-specific, showing the value of inclusive messaging.

Recommendations for Enhancing Cost-Efficiency

9. ***Leverage the Tiered Capacity Building Models:*** Adopt a cascading ToT approach to scale capacity development cost-effectively. Use digital platforms and local training focal points to deliver standardized content adapted to local contexts and reduce dependency on external support. Adopt a cascading, tiered ToT approach to scale capacity building cost effectively. Leverage the existing IFRC Tier Based Competency Framework for anticipatory action, including the foundation level e-learning and advanced in-person tiers, while expanding its scope to cover other relevant disaster risk management and climate resilience components beyond Early Action Protocols and EWEA activities. This includes cross pillar tools related to climate risk assessment, legal and policy engagement, community engagement, dissemination, and preparedness. Using digital platforms and empowering local training focal points can ensure the delivery of standardized content adapted to country contexts, reduce reliance on external support, and strengthen institutional memory across National Societies. The selected recommendation is based on findings that:
    a) Training was a key success factor in building technical skills for early warning and anticipatory action. Multiple National Societies and community actors gained essential knowledge through workshops and peer exchanges.
    b) However, the evaluation also identified challenges with knowledge retention due to volunteer turnover, limited training reach, and short timelines, which made it hard to institutionalize gains.
    c) A cascading ToT model using local focal points and digital tools was suggested by some stakeholders as a way to scale cost-effectively and sustain capacity at the community and branch levels.

10. ***Advance Results-Based Budgeting and Financial Dashboards***: Introduce budgeting tools that align expenditure tracking with results frameworks. This includes setting up live financial dashboards for budget utilization tracking, variance analysis, and corrective action. Simultaneously, enhance grants management systems at both the Federation and National Society levels by streamlining procedures, promoting transparency, and ensuring timely fund flows. Foster strong communication and coordination mechanisms between IFRC and National Societies to avoid bottlenecks, clarify financial roles, and ensure efficient execution of EWEA activities. Embed robust monitoring and evaluation systems that provide ongoing data to inform financial planning, adaptive management, and advocacy for EWEA scale-up. By introducing

dashboards and aligning budget tracking with expected results, the project could more effectively monitor progress, reallocate resources, and flag issues early—ultimately improving implementation efficiency. This recommendation is based on key evaluation findings that:

a) Delays in fund disbursement and financial bottlenecks impacted the timely implementation of project activities. The evaluation noted that only 30% of the project budget had been spent by September 2024 due to these delays. These delays/disruptions were largely due to the transition to the new ERP system and did not seem to be an ongoing issue for the EWEA project.
b) Compressed timelines created pressure to deliver quickly, and inefficient financial processes compounded the issue—highlighting the need for better financial planning and real-time monitoring tools.
c) Project staff and National Societies cited bureaucratic hurdles in managing funds, calling for simplified and transparent grants management systems that support adaptive management.
d) Stakeholders expressed the need for more transparent, data-driven planning tools that link financial inputs to project outcomes. Embedding robust M&E systems helps track impact and provides evidence for both internal learning and external advocacy.

11. ***Balance Workloads to Prevent Burnout***: Implement workforce planning measures to prevent staff and volunteer burnout, such as staggered responsibilities, wellness check-ins, and resource buffers. Ensure sustainable human resource practices to maintain motivation, reduce turnover, and protect institutional knowledge. This recommendation, which addresses the need for proactive human resource planning, workload distribution, and staff/volunteer well-being mechanisms to support long-term capacity and reduce attrition, is based on findings that:
    a) Compressed project timelines and late fund disbursement placed pressure on National Societies and volunteers to implement multiple complex activities within a limited timeframe, often leading to overwork and reduced morale.
    b) Volunteer turnover and fatigue were noted as barriers to consistent community engagement and institutional memory, especially when project demands were high and human resources stretched thin.
    c) Sustainability of human resources is essential to ensure that trained individuals remain engaged and motivated over time. Burnout threatens this continuity and affects program effectiveness.
12. ***Improved Targeting and Selection Criteria for Communities***: In some cases, communities were selected based on their previous and existing relationship with the National Society and Local Branch offices. While this may have been the chosen criteria due to operational needs and the short project timeline, for future implementation, target and selection criteria should be amended to include criteria based on community vulnerability to ensure limiting staffing and other project resources are devoted to the most vulnerable communities.

Recommendations for Ensuring Sustainability

13. ***Develop Legal and Institutional Transition Plans***: Support National Societies to co-develop with government agencies structured transition plans that outline legal, technical, and financial pathways to institutionalize EWEA. This includes embedding anticipatory action into national disaster risk management laws and budgeting cycles. This recommendation addresses these

issues by calling for structured transition plans that secure legal, technical, and financial ownership of EWEA within national systems.

a) Institutional sustainability was a challenge across country cases, particularly when EWEA interventions remained project-based and lacked formal adoption into government policies or budgets.
b) National Societies expressed the need for clarity on roles, mandates, and pathways to mainstream anticipatory action. In some countries, changes in government or turnover in agencies disrupted progress, revealing a gap in institutional continuity.
c) The evaluation emphasized the importance of embedding EWEA into disaster risk management laws and budget frameworks, as seen in Uruguay and Paraguay where early steps toward institutionalization showed promise.

14. ***Foster Volunteer Retention and Legal Protections***: Work with governments to pass or update legislation that provides legal recognition, protections, and incentives for volunteers engaging in disaster risk management, including EWEA activities. This may include academic credits, stipends, or legal leave from work or school during disaster deployment. Thus, this recommendation aims to address the structural and legal barriers that impact volunteer engagement and to promote durable involvement through institutional incentives and protections.
    a) Volunteers were central to EWEA success, especially in community mobilization and dissemination of early warnings. However, retention was a challenge, particularly in contexts where their contributions were not legally recognized or incentivized.
    b) In several countries, volunteers faced constraints related to time, safety, and opportunity cost, especially during disaster response periods. These challenges limited their availability and sustainability within the system.
    c) Stakeholders consistently emphasized the need for protective legislation and structured support mechanisms (e.g., stipends, leave allowances, recognition schemes) to strengthen the commitment and longevity of volunteer contributions.

15. ***Support Integrated Legal Advocacy for EWEA Systems***: Ensure that the National Societies and states that endorsed a resolution on institutionalizing anticipatory action in domestic frameworks and systems (34IC_R5-Anticipatory-Action-EN-1.pdf) are able to act with legal clarity and protection. Strong partnerships with local legal experts, policymakers, and national disaster risk platforms are foundational to align systems and advance legal and regulatory frameworks that support anticipatory action and continuous advocacy for explicit legal mandates that institutionalize anticipatory early warning action protocols. Further, the Red Cross should build on current IFRC research efforts to develop good practices on states that have institutionalized anticipatory action, by generating further data through M&E systems that bolster evidence-based advocacy. Hence, this recommendation supports a dual strategy of (a) legal and policy reform and (b) evidence generation through M&E to drive institutional change. The recommendation is based on evaluation findings that:
    a) Legal and policy gaps hinder institutionalization of anticipatory action. Many National Societies lacked formal legal mandates or frameworks enabling them to take early action, limiting their ability to scale or sustain EWEA interventions.
    b) Stakeholders expressed a need for clearer legal pathways and regulatory support for integrating EWEA into national disaster risk governance systems.

c) The evaluation emphasized that data from effective monitoring and evaluation (M&E) systems can strengthen advocacy, helping to demonstrate the impact and value of anticipatory action to policymakers.

16. ***Strengthen Governance Structures for Community Ownership***: Building on the ongoing review of the CEWS guiding principles, refine and strengthen the operational and governance frameworks that empower communities to manage local EWEA initiatives effectively. Develop and disseminate clear operational and governance guidelines that empower communities to manage local EWEA initiatives effectively. These structures should clarify roles and responsibilities, enable local decision-making, and ensure continuity and accountability. This recommendation aims to formalize and sustain community leadership in managing EWEA systems, ensuring accountability, sustainability, and local relevance and is based on findings that:
    a) Community-driven microprojects and volunteer networks played a central role in successful EWEA implementation, especially in Paraguay and Uruguay, where communities developed local warning systems and resilience actions.
    b) However, gaps in formal governance mechanisms at the community level limited the sustainability and continuity of these efforts. Many initiatives lacked clear guidelines or institutional support for ongoing management once project funding ended.
    c) Stakeholders noted that empowering communities with defined roles, operational guidance, and decision-making authority is essential for long-term ownership and functionality of early warning systems.

17. ***Secure Long-Term and Diverse Financing for Climate Preparedness***: Mobilize climate finance through partnerships with multilateral climate funds, national climate change directorates, and development partners. In parallel, develop robust fundraising strategies that diversify income sources and reduce dependency on short-term project funding. This should include shared financing models between National Societies, local governments, and private sector actors, such as joint investments in community infrastructure, shared meteorological tools, or pooled funding for training and contingency planning. Emphasize strategic partnerships as a foundation for sustained financing and shared ownership of early warning systems. This recommendation promotes financial diversification and shared ownership as critical enablers of EWEA sustainability and is based on findings that:
    a) Short-term project funding constrained sustainability, with many National Societies expressing concern about the abrupt end of support and uncertainty regarding future resources. This affected planning and institutional integration of EWEA systems.
    b) Delays in disbursement and bureaucratic bottlenecks impacted budget utilization and implementation pace, highlighting the need for more predictable and diversified funding streams.
    c) Successful initiatives involved shared investments and partnerships, particularly in Paraguay and Uruguay, where local governments and Red Cross branches co-invested in infrastructure and preparedness systems.
    d) Stakeholders underscored the importance of accessing climate finance and building long-term donor relationships to ensure continuity and scale of anticipatory action efforts.

ANNEX 2. Ethical Considerations

Ethical Considerations

Research Clearance

According to internal IFRC processes, Institutional Review Board (IRB) clearance was not required for this evaluation. The ET submitted all data collection instruments and other necessary documentation for review by the evaluation management team (EMT) and the Commissioner. Additionally, IFRC had a good working relationship in each of the covered countries. An announcement from the Commissioner preceded primary data collection in both Paraguay and Bosnia & Herzegovina. Permissions for sub-national data collection (including interviews) were requested from the National Societies. Additionally, the evaluation respected the principles of Do No Harm and fell under the existing RCRC contracts in Bosnia & Herzegovina and Paraguay (and thus similarly complied with applicable local laws as regulated under the RCRC contracts).

Consent, Rights, and Protections for Participants

Informed consent for participation in the evaluation was voluntary for all selected participants. The ET developed informed consent protocols, procedures, and scripts appropriate for the various data collection modes proposed for this evaluation—namely interviews and focus groups. These informed consent scripts were written in clear and understandable language and outlined the purpose of the evaluation, data collection parameters (duration, process, and potential uses of data), the voluntary nature of participation, any potential risks and benefits of participation, the confidentiality of the data provided, and the points of contact to reach for questions. The informed consent scripts also informed participants about their rights as participants, including the right to ask questions, to stop participation at any time, and to refuse to answer any questions that may have been uncomfortable to them without consequence. Participants were encouraged to engage by asking questions on areas that were not clear to them before they gave their consent to participate in the study. The ET understood that literacy of participants would vary and allowed for verbal consent when necessary. Verbal consent was also obtained for all remote interviews. Informed consent scripts were developed in English and translated into the local language at the time of data collection, as necessary. All consent statements were recorded in the ET members' notes and recordings.

Benefits and Compensation to Participants

There was no monetary compensation for participants in the evaluation. All participants were informed about this in the information documentation. The reason for this was the moral hazard created by research-related compensation. However, where participants were called to participate in interviews or FGDs and they needed to travel to attend, the ET would defer to the guidance of the National Society for their standard practice on the ground with regards to whether the IFRC would provide participants with a transportation reimbursement/allowance or whether transportation assistance was required.

Annex 3: Evaluation Design Matrix

Evaluation Questions	Data Collection Methods and Data Sources	Analysis Methods
1. Relevance/Appropriateness ● To what extent does the project align with the specific needs and priorities of the National Societies and communities in the targeted countries in the area of early warning early action for climate-related hazards? ● How well does the project address the gaps and opportunities in National Society and community approaches to early warning and early action for climate-related hazards in the selected countries?	Document review - Project documents, in-country documents, mission reports, meeting reports, past evaluative initiatives. KII - National Society representatives - IFRC Country cluster representatives - External stakeholders in-country - Regional representatives - Global reps FGD - Community members - Volunteers - Local partner staff	- Coding and thematic analysis of qualitative data with disaggregation by stakeholder type - Assessment of extent of relevance to specific needs and priorities of National Societies and communities in targeted countries - Assessment of how well the project has addressed gaps - Contribution analysis of text and data collected from informants.
2. Coherence ● To what extent does the project foster a more integrated approach to early warning early action programming across the Early Warning System (EWS) pillars and aligned with other key relevant areas of work, notably related to disaster law/disaster risk governance and National Society Preparedness for Effective Response.? ● How well does the project complement and align with existing national and regional initiatives, policies and strategies related to disaster risk management, climate change adaptation and early warning systems in targeted countries?	Document review - Project documents, in-country documents, mission reports, meeting reports, past evaluative initiatives. KII - National Society representatives - IFRC Country cluster representatives - External stakeholders in-country - Regional representatives - Global reps FGD - Community members - Volunteers - Local partner staff	- Coding and thematic analysis of qualitative data with disaggregation by stakeholder type - Synthesis/matching project vs. national and regional policies, initiatives, and strategies - Analyze coherence insights
3. Effectiveness ● To what extent did the project achieve its objectives? ● What are the key factors which have facilitated or hindered the achievement of the project's outcomes? How were they addressed during implementation? ● Were there any notable strengths or limitations in the project planning, management and implementation of this project? ● What was done in an innovative way?	Document review - Project documents, in-country documents, mission reports, meeting reports, past evaluative initiatives. KII - National Society representatives - IFRC Country cluster representatives - External stakeholders in-country - Regional representatives - Global reps	- Coding and thematic analysis of qualitative data with disaggregation by stakeholder type - Contribution analysis of text and data collected from informants to analyze how the project may have contributed to improvements in outcomes

	FGD - Community members - Volunteers - Local partner staff	- Analyze effectiveness insights
4. Sustainability ● Can the project in its current form be replicated or scaled up? If not, what changes should be made?	Document review - Project documents, in-country documents, mission reports, meeting reports, past evaluative initiatives KII - National Society representatives - IFRC Country cluster representatives - External stakeholders in-country - Regional representatives - Global reps FGD - Community members - Volunteers - Local partner staff	- Coding and thematic analysis of qualitative data with disaggregation by stakeholder type - Analyze sustainability insights - Comparative analysis of different perspectives on program successes, challenges, and approaches - Recommendations for enhancing sustainability - Actionable insights and recommendations to inform future EWEA programming
5. Efficiency	Document review - Project documents, in-country documents, mission reports, expenditure reports, performance indicators	- Analyze the cost-efficiency of the EWEA project (cost per output)

Annex 4: Data Collection Tools

IFRC Final Evaluation of Expanding Cross-Pillar Early Warning Early Action for Climate-Related Hazards Project

FGD Guide: Volunteers

EQ1 (Relevance)	1. How have you partnered with IFRC on issues of addressing early warning systems/actions for climate change? [in which communities, in which capacity did the respondents volunteer?] 2. Have you ever participated in IFRC meetings that talk about early warning systems for climate change mitigation? 3. Do you think the IFRC project aligned with the needs and priorities of the communities you volunteered in the area of early warning early action for climate-related hazards? [If so, how?] 4. Do you think the IFRC project helped the communities you volunteered in improving the early warning early actions approaches you have been implementing? [If so, how?]
EQ2 (Coherence)	5. Do you think that the IFRC project aligns with the local strategies/plans related to disaster risk management, climate change adaptation and early warning systems?
EQ3 (Effectiveness)	6. Do you think the IFRC project achieved its objectives in the communities you volunteered? [read out loud the project´s objectives]. If so, how? [explore each objective] 7. What changes have you observed in the community since IFRC started this project? [If so, how do you think these changes were influenced by the project?] 8. Are there specific people or communities that have benefited more or less from the project ? [Explore strengths and limitations in the project´s execution] 9. Is there an innovative approach that you have seen IFRC employ in their work?
EQ4 (Efficiency)	10. Were the resources (funds, expertise, tools, time) allocated and utilized in the most cost-effective way? 11. Were project resources (funds, expertise, tools) delivered to the localities where you operate within the expected timeframe?
EQ5 (Sustainability)	12. Do you think the approach of IFRC on early warning for climate change action can be replicated by others? 13. Are there areas or components that you would advice IFRC to change in their current work? 14. Is there any additional support that you think IFRC could offer to help enhance the impact of the project?

KII/SGI Guide: Regional Representatives

EQ1	1. How were regional specific needs and priorities identified during the project's design phase 1.1 Any shared regional climate related disasters or vulnerable groups categories or climate related crises? 1.2 Were consultations conducted with National Societies or regional representatives during the project design phase? 2. What processes, mechanisms or tools were used to ensure the project's alignment with the needs of diverse countries? 3. What structural or systemic gaps in EWS pillars and EWEA approaches were identified at regional level and addressed? 4. What unique regional opportunities for EWs pillar and EWEA enhancement were discovered or utilised in the project
EQ2	5. How does the project align with other regional disaster risk management or climate change resilience bodies such as Europe and central Asia Regional platform for disaster Risk reduction or MERCOSUR Member states priorities and strategies to disaster risk management cycle? – Mismatch or tap into the 6. How has the project contributed to external regional collaboration on critical elements of EWEA such as addressing disaster management reforms or development of early warning system, advancing locally led preparedness and response? 7. How does the project intervention align with other regionally led programs/ initiatives implemented within the IFRC? (Any synergies and overlaps? Climate resilience Programme and Operational Framework for Anticipatory Action) 8. What mechanisms are in place to ensure complementarity and avoid duplication with other regional initiatives on climate change resilience and preparedness and response?
EQ3	9. To what extent were the project's regional objectives achieved?(Were there specific milestones achieved at the regional level?) 10. How would you assess the progress made towards the project`s objectives at regional level? (across the Project objectives) 11. Were there any country specific project deliverables that would enhance regional frameworks to address shared regional EWEA system's needs? 12. How did regional mechanism improve the project results at regional level? 13. What regional factors, influenced the achievement of project results?(external and internal?)

	14. Has the project adapted well to challenges or contextual changes during its implementation? if any 15. Were the any outstanding project planning and management approaches that influenced achievement of results at regional level? 16. What challenges hindered delivering of project results at regional level? 17. What regional driven innovative practices or tools, methodologies, practices were adopted to enhance EWEA programming at regional level?
EQ.4	18. In your view, can the holistic EWEA approach be scaled up to other countries in its form? Probes 1.1 and I.2 18.1 Are there valuable lessons learned, tools and frameworks developed so far that are regionally adaptable to diverse contexts for adoption by various National Societies? 18.2 What challenges might arise when applying the project model in new settings and how can they be overcome? -lessons learned 19. What aspects of the project model are transferable across other National Societies? 20. What changes to the project design or implementation would be necessary to make it more scalable across countries
EQ.5	**5.1** Were the resources (funds, expertise, tools, time) allocated and utilised in the most cost-effective way?
	1. Were project resources (funds, expertise, tools) delivered to regions and countries within the expected timeframe? **2.** What adjustments were made to timelines when unexpected challenges arose?

FGD Guide: Local Partners

EVALUATION QUESTIONS (EQ'S) ***~Based on OECD DAC Evaluation Criteria~***	**RESEARCH QUESTION**
EQ1 (Relevance)	1. How have you partnered with IFRC on issues of addressing early warning systems/actions for climate change? 2. Have you ever participated in IFRC meetings that talk about early warning systems for climate change mitigation?

	3. Are there areas or components that you would advise IFRC to change in their current work? 4. In terms of early warning systems, how has the community changed, and do they mention IFRC as having influenced that change?
EQ2 (Coherence)	5. Is there any component of the IFRC-EWS work that you could wish changed? (*If there is, which component and what change would you recommend?)* *6.* Do you think that the IFRC project aligns with the local strategies/plans related to disaster risk management, climate change adaptation and early warning systems?"
EQ3 (Effectiveness)	7. Is there an innovative approach that you have seen IFRC employ in their work? 8. How effective has the partnership been between your organization and IFRC? 9. What changes have you observed as an individual in the community since IFRC started this project? 10. According to your view, what are some of the strengths that IFRC brings when doing this project? 11. Are there specific people or communities that have benefited more or less from the project? *(If yes, Which communities have benefitted more? Which ones have benefitted less?)* 12. In your view, how do the community members perceive IFRC work? *(Do they talk about it? If yes, Is it positive or negative?)*
EQ4 (Efficiency)	13. Were the resources (funds, expertise, tools, time) allocated and utilized in the most cost-effective way? 14. Were project resources (funds, expertise, tools) delivered to regions and countries within the expected timeframe?
EQ5 (Sustainability)	15. Do you think the approach of IFRC on early warning for climate change action can be replicated by other organizations? 16. Is there any additional support that you think IFRC could offer to help enhance the impact of their project? 17. Has IFRC worked with local partners in your view? (*If yes, which partners work with them) **Enhance localization and spirit of sustainability beyond the project life*

KII/SGI Guide: Global Representatives

EQ1	1. How were the specific needs and priorities of National Societies and communities identified during the project's design phase 1.1 Were consultations conducted with National Societies or regional representatives during the design phase? 2. What processes, mechanisms or tools were used to ensure the project's alignment with the needs of diverse countries? (Probe: Inclusive to capture diversity and gender vulnerabilities and risks) 3. What systemic gaps in Early warning system pillars approach (EW4All) were identified at the global level?

	4. What systemic gaps in existing EWEA approaches were identified, and how has the project addressed them? 5. How is the project leveraging existing regional and global mechanisms to enhance / strengthen national and community-level EWEA approaches potentials?
EQ2	6. How has the project fostered integration across the EWS pillars (risk knowledge, detection, warning and dissemination, and response preparedness) at the global level? 6.1 Were there global frameworks, collaboration and tools and mechanisms adopted to ensure the alignment of the across the EWs pillars? 7. How does the project align with other global initiatives on EWEA especially those focused on disaster risk management reforms (disaster law) and advocating for locally led preparedness and response? 8. To what extent does the project collaborate with other global organizations or programs addressing EWEA? 9. What mechanisms are in place to ensure complementarity and avoid duplication with other global or regional disaster risk reduction and climate resilience programs initiatives? 10. How does the pilot intervention align with other IFRC global initiatives such as global climate resilience Programme and operational framework for anticipatory Action (DREF) 11. Are there mechanisms to align objectives and activities? Are there mechanisms to ensure interlinkages between these programs
EQ3	12. To what extent were the project's global objectives achieved, across National Societies? 13. Were there measurable indicators of success at the global level? 14. Did all regions or countries achieve objectives at the same pace or level? 15. What global-level factors influenced the achievement of results across the regions? 16. Has the project adapted well to challenges or contextual changes during its implementation? (if there were any challenges?) 17. What aspects of project planning and management were particularly effective at the global level? 18. Were timelines realistic, and were resources allocated efficiently and were there challenges? 19. What innovative approaches or strategies were introduced at the global level to improve or enhance project delivery? 20. Were there any global-level tools or frameworks, structures or systems deployed as innovations for National Societies to enhance delivery of the project? 21. How were these innovations received by regional or National Societies
EQ4	22. In your view, can the IFRC holistic EWEA approach scaled up to other regions or countries in its form? Probe 1.1 and 1.2

	22.1 Are there valuable tools, knowledge hubs , resource frameworks developed so far that are globally adaptable to diverse contexts for adoption by various National Societies? 22.2 What challenges might arise when applying the project model in new settings and how can they be overcome?- lessons learned 23. What component of the project model can easily be replicated across National Societies? 24. What changes to the project design or implementation would be necessary to make it more scalable? 25. What mechanisms or strategies did the project lay at global level to tap into pillar 2 of the EWS for holistic approach in the next phase
EQ.5	26. Were global resources (funds, expertise, tools) delivered to regions and countries within the expected timeframe? 27. What adjustments were made to timelines when unexpected challenges arose?

KII/SGI Guide: External Representatives

EQ1	1. From an external perspective, how well did the project align with local disaster risk management and climate change adaptation needs? 2. How well does the project align with the disaster risk management or climate resilience priorities/ approaches of your organization? 2.1 Were external partners involved or consulted during the project design? 3. How does the intervention support or complement your organization /agency`s work with National Societies or communities? 4. From your external perspective, what critical gaps in EWEA approach are apparent, and how has the intervention addressed them? 5. From an external perspective how does the intervention approach leverage existing opportunities for scaling Early warning early action
EQ2	6. How does the project encourage holistic approach to EWEA across the early warning value chain or disaster management cycle in the country? 7. To what extent has the project supported or complemented the creation of the enabling environment to addressing or filling gaps in the disaster risk management cycle and early warning early action in the country? any collaborations, advocacy issues? 8. How does the project complement your organisation`s work related to disaster management reduction, climate adaptation, or early warning systems? (any conflicts or duplication or synergies?)

	9. How does the project also complement other national initiatives, sectoral plans or known donor-funded programs addressing disaster risks and early warning early action? 10. Are there areas where it could better complement these external initiatives? 11. Are there internal and external factors that affect the project's alignment with national or your organisations or agency priorities? e.g. policy conflicts, funding gaps, resource capacity)
EQ.3	12. 13. To what extent were the project's regional objectives achieved? (Were there specific milestones achieved at the local or national level?) 14. What factors influenced the project's ability to achieve its objectives Are there specific external or internal dynamics that played a role? 15. Did the project adapt well to challenges or contextual changes during its implementation? 16. Which specific component of the project with an example needs improvement? 17. What project management and planning approach stood out for your organization? 18. From your perspective were there any innovative approaches or strategies employed by the project to enhance early warning early action approaches. Probe: tools and technology, collaboration systems? 19. Have you observed any improvements in community resilience or EWEA capabilities?
EQ4	20. From the external perspective, what valuable tools and resources have been developed so far that are adaptable to diverse contexts for adoption across the country? (Probe for examples:) 21. What challenges might arise when applying the project approaches in new settings and how can they be overcome? (any lessons learned) 22. What elements of the project model can easily be replicated or transferable across different risk contexts? 23. What changes would be necessary in the project to make it more scalable across the country 24. What recommendations do you have to improve the collaboration , implementation and effectiveness of the Program

KII Guide: Country Representatives

EQ1	1. To what extent does the project align with the priorities of your National Society and the needs of the vulnerable communities you serve? *(Probe for evidence and possible)* 2. How were these needs and priorities identified, and were they reflected in intervention activities? 3. Were National Society representatives involved in setting project priorities and to what extent were they involved?

	4. What gaps in your National Society's EWEA approach were identified and addressed by the intervention? 5. Does the project sit within National Societies frameworks? If so, which one? What value does it add in your country's context? 6. Does the project address the most critical EWEA or EWs pillar components in the country? 7. What existing country structures, systems or strengths is the intervention building upon to improve EWEA approach?
EQ2	1. To what extent does the project encourage a more holistic approach across the early warning system value chain or EWs Pillars in your country's disaster management cycle plan? Evidence of linkage 2. How has the project supported your National Society in linking the pillars of EWEA (Risk knowledge, warning dissemination and response preparedness efforts? Any mechanism and tools, trainings? 3. How has the project supported or complemented ongoing national initiatives in the EWEA business such as addressing unmet needs in disaster management land scape and early warning early action value chain, or climate change adaptation? 3.1 How does the pilot project align with external stakeholders' activities, such as those of NGOs or government agencies working in disaster management cycle? 4. What mechanisms are in place to ensure that the project avoids duplication of efforts with external actors?
EQ.3	1. How would you assess the progress made toward the project`s objectives in your country? (across 3 objectives) 1.1 Are there areas where progress has been particularly strong or limited? 1.2 Are there specific examples of areas where more work is needed? 2. What country-specific factors, influenced achievements of project results? (Internal or external) 3. Has the project adapted well to challenges or if any contextual changes during its implementation? 4. Were there any key approaches in project planning and implementation in your country that influenced delivery of the project? 4.1 Were the objectives realistic given to local National Societies capacities? 4.2 Were there any gaps in the project's timeline or resource allocation?
EQ.4	1. Where there any innovative approaches employed to influence delivery of project results? Any examples? {Ref #4.1} 2. In your view, can the holistic EWEA approach be scaled up to other regions in your country in its form? Probe 1.1 and 1.2 1.1 Are there valuable lessons learned, tools and resource frameworks developed so far that are adaptable to diverse contexts for adopt by various branch or regional societies? 1.2 What challenges might arise when applying the project model in new settings and how can they be overcome?

	3. Which aspects or elements of the project can easily be replicated across regional societies? 4. What changes to the project design or implementation would be necessary to make it more scalable across the country
EQ.5	**5.1 Were the resources (funds, expertise, tools, time) allocated and utilized in the most cost-effective way?**
	1. Were resources (funds, expertise, tools) delivered to the country and branches within the expected timeframe? 2. What adjustments were made to timelines when unexpected challenges arose? If any?

KII/SGI Guide: Country Cluster Representatives

EQ1	1. How were regional specific needs and priorities identified during the project's design phase {Ref #1.1} 1.1 Any shared regional climate related disasters or vulnerable groups categories or climate related crises? 1.2 Were consultations conducted with National Societies or regional representatives during the project design phase? {Ref#1.1} 2. What processes, mechanisms or tools were used to ensure the project's alignment with the needs of diverse countries? {Ref#1.1} 3. What structural or systemic gaps in EWS pillars and EWEA approaches were identified at regional level and addressed? {Ref 1.2} 4. What unique regional opportunities for EWs pillar and EWEA enhancement were discovered or utilised in the project {Ref1.2}
EQ2	1. How does the project align with other regional disaster risk management or climate change resilience bodies such as Europe and central Asia Regional platform for disaster Risk reduction or MERCOSUR Member states priorities and strategies to disaster risk management cycle? {Ref 2.1} – Mismatch or tap into the *2.* How has the project contributed to external regional collaboration on critical elements of EWEA such as addressing disaster management reforms or development of early warning system, advancing locally led preparedness and response? {Ref 2.2} 3. How does the project intervention align with other regionally led programs/ initiatives implemented within the IFRC? {Ref 2.2} Any synergies and overlaps? Climate resilience Programme and Operational Framework for Anticipatory Action 4. What mechanisms are in place to ensure complementarity and avoid duplication with other regional initiatives on climate change resilience and preparedness and response? {Ref 2.2}
EQ3	1. To what extent were the project's regional objectives achieved? {Ref 3.1} Were there specific milestones achieved at the regional level?

	2. How would you assess the progress made towards the project`s objectives at regional level? (across the Project objectives) {Ref 3.1} 3. Were there any country specific project deliverables that would enhance regional frameworks to address shared regional EWEA system's needs? {Ref 3.1} 4. How did regional mechanism improve the project results at regional level? {Ref 3.1} 5. What regional factors influenced the achievement of project results? {REF 3.2} external and internal? 6. Has the project adapted well to challenges or contextual changes during its implementation? {Ref 3.2} if any 7. Were there any outstanding project planning and management approaches that influenced achievement of results at regional level? {Ref 3.3} 8. What challenges hindered delivery of project results at regional level? {Ref 3.3} 9. What regional driven innovative practices or tools, methodologies, practices were adopted to enhance EWEA programming at regional level? {Ref 3.4}
EQ.4	1. In your view, can the holistic EWEA approach be scaled up to other countries in its form? {Ref#4.1} 1.1 Are there valuable lessons learned, tools and frameworks developed so far that are regionally adaptable to diverse contexts for adoption by various National Societies? {Ref#4.1} 1.2 What challenges might arise when applying the project model in new settings and how can they be overcome? {Ref # 4.1} 2. What aspects of the project model are transferable across National Societies? {Ref# 4.1} – 3. What changes to the project design or implementation would be necessary to make it more scalable across countries {Ref#4.1}
EQ.5	**5.1** Were the resources (funds, expertise, tools, time) allocated and utilized in the most cost-effective way? 23. Were project resources (funds, expertise, tools) delivered to regions and countries within the expected timeframe? {Ref 5.1} 24. What adjustments were made to timelines when unexpected challenges arose? {Ref 5.1}

FGD Guide: Community Members

EQ1 (Relevance)	1. How have you partnered with IFRC on issues of addressing early warning systems/actions for climate change? *[In which communities, in which capacity did people engage with the project?]* 2. Have you ever participated in IFRC meetings that talk about early warning systems for climate change mitigation? 3. Do you think the IFRC project is aligned with the needs and priorities of your community in the area of early warning and early action for climate-related hazards? 4. Do you think the IFRC project helped your community in improving the early warning early actions approaches you have been implementing? 5. Do you feel that your community has ownership of the tools, strategies and systems introduced by the program? Why or why not?
EQ2 (Coherence)	6. Do you think that the IFRC project aligns with the local strategies/plans related to disaster risk management, climate change adaptation and early warning systems?
EQ3 (Effectiveness)	7. Do you think the IFRC project achieved its objectives in your community? [read out loud the project´s objectives]. If so, how? [explore each objective] 8. What changes have you observed in the community since IFRC started this project? [If so, how do you think these changes were influenced by the project?] 9. Are there specific people or communities that have benefited more or less from the project ? [Explore strengths and limitations in the project´s execution] 10. Is there an innovative approach that you have seen IFRC employ in their work? 11. Please provide an example or success story of how the approach led to an improvement in community EWEA capabilities or outcomes.
EQ4 (Efficiency)	12. Were project resources (funds, expertise, tools) delivered to your community within the expected timeframe?
EQ5 (Sustainability)	13. Do you think the approach of IFRC on early warning for climate change action can be replicated by other communities? 14. Is there any achievement by the project that you think could be replicated by other communities? 15. Are there areas or components that you would advise IFRC to change in their current work? [Introduce the participant the components of the project] 16. Is there any additional support that you think IFRC could offer to help enhance the impact of the project?

Perhaps we can concede on this point...The legal work is extensive in this area. While adding local layers could be beneficial, it's not substantial enough for a recommendation. Additionally, the data-

driven advocacy need appears to be fulfilled given the existing local research (e.g., Uruguay and Paraguay Country document led by Rebeca Muñoz).