



Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) under the Guyana REDD+ Investment Fund (GRIF) ADF Phase II Project

Photo: Cattle project, Sandcreek, Guyana

FINAL EVALUATION REPORT

Guyana

September – December 2018

Evaluator: Oscar Huertas

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The analysis and recommendations of this report do not necessarily reflect the views of the United Nations Development Programme, nor the Government of Guyana. This publication reflects the views of its author.

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List of acronyms and abbreviations

ADF	Amerindian Development Fund
APA	Amerindian Peoples Association
AVC	Amerindian Village Councils
CDO	Community Development Officer
CDP	Community Development Plan
CMT	CDP Management Team
CSO	Community Support Officer
DPC	Direct Project Cost
FAO	Food and Agriculture Organization
FPIC	Free, Prior and Informed Consent
GD	Guyana Dollar
GGMC	Guyana Geology and Mines Commission
GFC	Guyana Forestry Commission
GLDA	Guyana Livestock Development Authority
GoG	Government of Guyana
GMS	General Management Services
GOIP	Guyanese Organization of Indigenous Peoples
GRIF	Guyana REDD plus Investment Fund
HEYS	Hinterland Employment Youth Services
HIES	Household Income and Expenditure Survey

IT	Information Technology
LCDS	Low Carbon Development Strategy
MOA	Ministry of Agriculture
MoIPA	Ministry of Indigenous Peoples Affairs
MoNR	Ministry of Natural Resources
MoF	Ministry of Finance
MoLGRD	Ministry of Local Government and Regional Development
MoIPA	Ministry of Indigenous People's Affairs
MOP	Ministry of the Presidency
MSSC	Multi-Stakeholder Steering Committee of GRIF
NTC	National Toshaos' Council
NGO	Non-governmental Organization
NIM	National Implementation Modality
OECD	Organization for Economic Co-operation and Development
PA	Project Associate
PM	Project Manager
PMO	GRIF Project Management Office (PMO)
PMU	Project Management Unit
PPP	Public Private Partnership
REDD+	Reducing Emissions from Deforestation and Forest Degradation plus conservation, sustainable forest management and enhancement of forest carbon stocks
SPU	Ministry of Amerindian Affairs Special Projects Unit (SPU)
TAAMOG	The Amerindian Action Movement of Guyana

UNDAF United Nations Development Assistance Framework

UNDP United Nations Development Programme

VC Village Council

Executive summary

The LCDS ADF Village Economy Development (Phase II) under the GRIF project was established to provide support for the socio-economic and environmental development of Amerindian communities and villages, through the implementation of Community Development Plans (CDPs). The proposed projects cover agricultural production and processing, village infrastructure, tourism, manufacturing, village business enterprise, and transportation, among others.

The Intermediate Outcome was Improved Socio-Economic Development of Amerindian Communities. The expected outputs were:

- Strengthened entrepreneurial and Institutional capabilities of the village economy of Amerindian communities
- Improved linkages with the private sector to further develop value chains.
- Strengthened Institutional framework to support local economies.

The project start date was September 2014 and expected end date was September 2017, with a no-cost extension until December 2018.

This report documents the results of the evaluation process including the desk review, inception phase, field visits, and data analysis. The Final Evaluation analyzes the results of the project, draws lessons that can improve the sustainability of the project's benefits and helps improve both the MoIPA and UNDP programming.

This report has eight sections as follows: Introduction, description of the intervention, evaluation scope and objectives, evaluation approach, findings and conclusions, recommendations, lessons learned and annexes.

Summary of conclusions, recommendations, and lessons

Findings

Relevance

- The evaluation concludes that the project was relevant from the beginning and continues to be so because it focuses on a national priority of local development for indigenous communities.

- The evaluation found that the design of the project presented some deficiencies that affected its implementation. The sources consulted stated that the design of the project was very ambitious.
- The evaluation validated key challenges when working with indigenous communities in Guyana.
- Given the high cost of activity implementation in most villages, due to high costs of transportation, limited markets and production costs in these communities, the value of the grant may have been too low to be able to significantly impact local economic development.
- The project design implied that each community received a low budget for investment and transportation, and makes it difficult to achieve results, affecting planning and decision making.
- The ADF GRIF Phase II project design didn't benefit from the lessons learned from past evaluation.
- The project indicators to measure results are mostly input and output based, not measuring achievement of results.

Efficiency

- The evaluation observed that the project performed efficiently, taking into account that the PMU staff had to cover 161 CDPs, the number of activities for monitoring, training, and administrative workload.
- The project implemented a series of proactive solutions to speed up the procurement processes.
- The ADF-PMU has partnered with several state and non-state agencies and actors for the implementation of the ADF.
- In some cases, efforts were made for communities to include trained H.E.Y.S youths on their CMT.
- All communities that were consulted demanded further training and technical assistance to carry on with their projects.
- The evaluation found that the project didn't put in place a knowledge management strategy for cross-pollination.
- The project needed a time extension due to lagging delivery but taking into account the scope of the project this evaluation concludes that the delivery rates were positive overall.

Effectiveness

- The project faced many challenges since it is a pioneering and challenging intervention in Guyana. At the institutional level, the wealth of knowledge is perhaps the most remarkable achievement the project has accomplished.
- According to the MoIPA staff and directives, the institution has gained a lot of expertise around business management in remote communities.
- The Guyanese institutions can now access information on the social structure of these communities.
- At the community level, the ADF meant the first entrepreneurial experience for many communities.
- Out of the 154 villages with projects underway, 91% received the full disbursement of the G\$5,000,000 grant. The evaluation found that the project made relevant efforts to improve the quality of life for indigenous communities.
- The evaluation found that there were different factors for success or failure of the CDP projects.
- Some of the binding constraints that CDPs face are, in some cases, sufficient community capacity and participation, ownership, and market access.
- All communities expressed the need for more training as a major issue.
- Many interviewees expressed that developing businesses in Guyana is challenging, and especially with indigenous communities with no assets, no infrastructure, low academic background, no literacy, and even less literacy in business management.
- Access to finance is also a key success factor for projects with the indigenous communities.
- During the evaluation field visits, whilst some communities displayed cohesiveness, transparency and good management, 3 communities showed clashes amongst villagers.
- Volunteering as a project implementation model seems to have many challenges in the communities.
- From the different projects visited the most successful seem to be those in larger communities, with better governance schemes, prior community experience in the business, and accountability.

Sustainability

- Sustainability is the main point of attention that the evaluation has about this project.
- The evaluation found that the sustainability of the project has not been integrated into the project design.
- At the local level, the sustainability of the projects depends directly on the success rates of the CDPs.

Gender

- Gender equity and women empowerment and mainstreaming were addressed by the project.
- Projects that aim for food security, transportation, and village shops directly benefit women because women have to walk miles to get food for their children, go to the doctor whenever a relative gets sick, or get provisions.
- Project trainings did emphasize the importance, value and involvement of male and female managers, however, further gender activities including gender analysis, dedicated trainings on gender, and specific topics such as leadership for women and men, gender sensitivity, etc. would have been useful.

Conclusions

- Working in local development with indigenous communities in Guyana is highly challenging due to many factors such as economic context, low levels of education, access to health services, lack of infrastructure and transportation.
- The evaluation concludes that the project was relevant from the beginning and continues to be so because it focuses on a national priority of local development for indigenous communities, which is aligned with the interests of UNDP, Norway, the Government of Guyana, and local communities. This is especially the case for poor and vulnerable populations that depend directly on natural resources.
- The evaluation found that the design of the project presented some deficiencies that affected its implementation since it was very ambitious covering 161 communities, seven different sectors, and a limited staff at the PMU.
- Given the high cost of activity implementation in most villages, due to high costs of transportation, limited markets and production costs in these communities, the value of the

grant of G\$5 Million, may have been too low to be able to significantly impact local economic development.

- The evaluation observed that the project performed quite efficiently, taking into account that the PMU staff had to cover 161 CDPs, the number of activities for monitoring, training, and administrative workload.
- Despite cluster trainings, the project could have benefited from a more organized Knowledge Management strategy where communities could have shared experiences and learned from each other.
- The project faced many challenges since it is a pioneering and challenging intervention in Guyana. At the institutional level, the wealth of knowledge is perhaps the most remarkable achievement the project has accomplished. The Guyanese institutions can now access information on the social structure of these communities for future interventions on local development. The learning curve has now been shortened.
- At the local level the project showed mixed results with some shortcomings, but also some very successful experiences. The success factors are tied to the size of the community, the governance scheme, transparency, capacities and skills from the CMTs, prior experience from the community in the business. Also, some sectors are riskier than others: crops seem to be riskier, whilst transportation and village shops are more stable.
- Sustainability of the project progress and results is the main challenge facing forward.

Recommendations

For the PMU

- The ADF PMU should take advantage of the next CDOs monitoring visits, within the transition process, and elaborate a detailed stakeholder analysis and project mapping with basic information of each project about social context, governance issues, training needs, technical issues, technical assistance needs, project situation, and market.
- Furthermore, the PMU should elaborate socio-economic indicators in each village, and share it with other government agencies including the PMO in the Ministry of the Presidency.
- The PMU needs to elaborate key project messages aimed at key audiences in the government institutions to present this experience, the best practices, and lessons learned when working with indigenous communities in Guyana.
- The video project documentary that is about to be filmed should serve to present the project but also share lessons learned and best practices.
- The PMU should present a brief internal report to the MoIPA with a performance analysis of the CDOs.
- Together with UNDP, NTC, APA and relevant NGOs with expertise in indigenous affairs, the MoIPA PMU, and relevant government agencies, the ADF PMU should launch a rapid training strategy to be deployed in the remaining months of the project. This capacity building strategy should focus on regions 9 and 1, and cover key topics such as business management, marketing, advertising, cost analysis, stock management, and technical aspects. This recommendation aims at an efficient intervention given the limited time and resources available, following the data from the transition workshop on the number of projects with weaknesses and the topics.

For the MoIPA

- The role of the Community Development Officers (CDOs), which work for MoIPA, is highly relevant, since they are always on the ground, and shall provide support and be the linkage with other agencies and projects. However, they lack sufficient financial support and motivation. Therefore, a strengthening strategy needs to be defined. The capacity of CDOs should also be built so in return they can build the capacity of CMTs.

- It is essential to do performance assessments of the CDOs and consult the communities' opinion and satisfaction with the CDOs assistance.¹
- An overall institutional assessment and preparedness strategy need to be put in place to assume the challenges of the ADF transition process. This strategy shall include detailed budgets, human resources, goals, deadlines, and key performance indicators.
- The MoIPA should have an online Monitoring and Evaluation system with progress and results indicators, at the output and outcome level, to register data from all MoIPA projects with indigenous communities. CDOs shall provide data from different means (online, emails, phone calls, meetings) and the MoIPA M&E officer shall validate, consolidate and upload into the system.
- The MoIPA should arrange a series of inter institutional arrangements to formalize a sustained in time strategy that can provide continuous assistance to indigenous communities. This strategy shall involve the key agencies from the ADF.
- Urgently, the MoIPA should facilitate an inter-sectorial event, inviting other Ministries and agencies along to present the project results, the lessons learned, and the great potential that represents supporting local development with the indigenous communities.
 - This event can be useful to present the ADF PMU key messages, the findings from this evaluation, the project documentary, the data from all communities, and the transition strategy together with the institutional commitments.
- For the design of future interventions with the indigenous communities, MoIPA should involve the NTC, APA and other specialized NGOs from the onset to include their insights and experience.
 - All projects need a capacity assessment to identify topics to cover. Examples can be technical aspects (e.g. cattle rearing, tourism management, etc.), business

¹

CDOs can assist CMTs by:

- Organizing support from agencies on the ground
- Asking MoIPA for assistance in providing support that is not on the ground
- Finding markets
- Helping to resolve conflicts
- Providing assistance in record keeping, financial management, report writing, etc
- Assisting with follow up planning for the CDPs
- Helping with other problem areas as they arise
- Following up on assistance provided

management, finances, accounting, reporting, conflict resolution, etc. Also, it is important to establish the need for technical assistance, peer-to-peer exchanges, internships, testimonials, community exchanges, business fairs, expos. All capacity building strategies must include baseline skills and knowledge tests, and follow-up tests to assess evolution of weaknesses and strengths.

- When building capacity, peer-to-peer sessions, best practices sharing, and field visits to other successful communities seem to be very effective in indigenous communities.
- Money allocation should not be the same for all communities; the amounts for each community should consider different criteria such as transportation costs, community strength, population size, etc.
- Perhaps, a mapping of potential sectors for each community/village will allow identifying alternative sectors to be selected based on potential markets, competitiveness as well as other economic, social and environmental conditions augmenting the potential impact, and sustainability of these projects.
- In order to transfer capacities and achieve sustainability, all projects and project teams should be embedded in the MoIPA from the onset, not separate.

For UNDP

- Together with ADF PMU, the NTC, APA, the MoIPA PMU, and relevant government agencies, UNDP should launch a rapid training strategy to be deployed in the remaining months of the project. This capacity building strategy should focus on regions 9 and 1, and cover key topics such as business management, marketing, advertising, cost analysis, stock management, and technical aspects.
 - Consider experience exchanges between communities, CMTs visits to other projects, training amongst peers as a strategy.
- UNDP can assist the MoIPA to establish an online M&E system to assess progress and results in a rigorous and transparent manner. The project finalization is a good opportunity to collect data with the M&E tool developed by the UNDP and PMU, and build a data base with key information from all communities.

Lessons learned

- Fostering local development with indigenous communities needs a holistic approach, involving project implementation, but also long-term support, and technical assistance.
- Capacity building is a core process for any intervention in indigenous communities.
- All projects with indigenous communities need to involve from the onset national key stakeholders with long experience on indigenous matters like NTC, APA, TAAMOG, IPC, GOIP, amongst others.
- Project design needs to have a clear Theory of Change, stemming from a detailed problem tree analysis, root causes of the problem, consequences, and linkages to proposed solutions
- Rigorous Monitoring and Evaluation is essential for project management, accountability, and strategic decision making.
- All projects need to be embedded in the Ministries from the onset, and need to have clear exit strategies for sustainability.

Introduction

Purpose of the evaluation

This report documents the results of the evaluation process including the desk review, inception phase, field visits, and data analysis. The Final Evaluation analyzes the results of the project, draws lessons that can improve the sustainability of the project's benefits and helps improve both the MoIPA and UNDP programming.

The evaluation is carried out with the purpose of assessing the performance of the project regarding its relevance, results, efficiency, and sustainability; as well as the fulfillment of the mandate of the UNDP evaluation policy on the contributions of development results in human development. The objective is to provide information on the status of project implementation, which generates evidence and objective information for future interventions.

The evaluation was conducted between September and December 2018 by Oscar Huertas, an external evaluator who was selected by UNDP based on a competitive assessment.

The intended users of the evaluation are the UNDP, the Government of Guyana, namely the Ministry of Indigenous Peoples' Affairs, other Ministries, and Agencies.

Scope & Methodology

A mix of qualitative and quantitative approaches was used to analyze data and assess the status of the results. This combination of a variety of data collected enabled triangulation and a strong base to put forward findings, recommendations, and conclusions based on solid evidence. Such triangulation was based on verification of at least three sources of information: perception, validation, and documentation. These methods were used to validate the information and to respond to the evaluation questions through the cross-referencing of data sources.

Structure of the evaluation report

This report has eight sections as follows: Introduction, description of the intervention, evaluation scope and objectives, evaluation approach, findings and conclusions, recommendations, lessons learned and annexes.

Description of the intervention

The poverty levels in the rural interior of Guyana where most of the indigenous communities are located are high, combined 78.6 percent according to the household budget survey of 2006.

Indigenous communities are primarily involved in subsistence, primary productive activities such as agriculture, hunting, fishing, and small-scale logging and mining, among others. Amerindians own 13.9 percent of Guyana's land and constitute 10.51% percent of Guyana's population or 78, 492 people, at the last population census in 2012.

The complexity of working with these communities derives from the fact that there are nine groups of Amerindian Peoples in Guyana, each of which has its own distinct cultural identity and heritage, language and traditional economic activities. Amerindian communities are at varying stages of integration with the national economy. Most of their livelihoods are integrated with the natural environment. Amerindian communities¹ (estimated to be around 208 villages and communities and settlements) are predominantly in remote locations across Guyana but are concentrated in a geographic space referred to as the rural interior/hinterland.² The Amerindian Act demands that no project can impose priorities on the communities, respecting the sovereignty, culture and traditions. This is a Human Rights approach that is essential, but also poses a challenge for innovative business ideas that are more in line with technical aspects such as market, supply and demand, technology, etc.

Location in remote areas means low access to markets, jobs, and food stores, implying food insecurity that affects children, men and women. It also means a lack of transportation for goods and services, affects people going to health centres, school, etc.

The LCDS ADF Village Economy Development (Phase II) under the GRIF project was established to provide support for the socio-economic and environmental development of Amerindian communities and villages, through the implementation of Community Development Plans (CDPs). The proposed projects cover agricultural production and processing, village infrastructure, tourism, manufacturing, village business enterprise and transportation, among others.

² ADF phase 2 Project Document

As a precursor to the full-scale project design for the provision of micro-grants under the Amerindian Development Fund Village Economy, 27 Amerindian communities were selected for the disbursement of grants in a pilot phase that lasted more than 9 months.

This project, implemented by the Ministry of Indigenous People's Affairs (MoIPA), and supported by UNDP, is based on a transformational approach that aims to strengthen the entrepreneurial capacities and capabilities of Amerindian communities through the provision of micro-capital grants while engendering a supportive landscape for private enterprise development. This approach aims to facilitate the gradual integration of remote Amerindian communities and economies into the regional and national economy.

The Intermediate Outcome was Improved Socio-Economic Development of Amerindian Communities. The expected outputs were:

- Strengthened entrepreneurial and institutional capabilities of the village economy of Amerindian communities.
- Improved linkages with the private sector to further develop value chains.
- Strengthened Institutional framework to support local economies.

The project start date was September 2014 and expected end date was September 2017, with a no-cost extension until December 2018. The budget allocated was a total of USD 6,249,414, and the implementation modality was NIM.

Theory of change

As the 'soul' of a pragmatic approach to M&E, the OECD recommends the application of a theory of change that logically associates inputs, products and results. The OECD states that 'an approach based on the theory of change helps monitor the effects at different points of the chain of results to improve the understanding of when or why the programme works well or not.

Carol Weiss (1995) defines the theory of change just as a theory of how and why the initiative works. Following Weiss's definition, the evaluation must establish why and how the project produces results in all cases and focus the evaluation activities on proving whether they did or not.

The theory of change (ToC) is the set of all the assumptions used to explain how the intervention will produce its expected results. ToC seeks to explain why, how and under what conditions the

expected results of the programme will occur. As such, the theory of change is the foundation for assessing success holistically.

As said before, the problem that the project aimed at was the situation of poverty in the rural interior - where most Amerindian communities are concentrated.

Given the number of communities, economic challenges, and lack of infrastructure, the project design aimed at investing resources at the local level, building capacities, sharing information, engaging with the private sector and addressing logistics issues. In sum, the project aimed at strengthening entrepreneurial and institutional capabilities, engaging with the private sector to develop value chains, and strengthening institutional frameworks to support local economies. As a result, the project expected to have a positive outcome on the Economic Development of Amerindian Communities.

Evaluation scope and objectives

The objective of this evaluation is to review the efficiency, effectiveness, relevance and sustainability of the project implementation and, more particularly, document the results the project attained to its overall objectives and expected results as defined in the project document.

The evaluation is expected to take the following factors into account:

- Geographic and sectoral coverage of CDPs.
- The timeframe of the project.
- Nature and number of partnerships.

The evaluation shall also assess linkages between Amerindian village economic development and poverty reduction in a sustainable development milieu. Furthermore, a review of the project implementation arrangements including the process of community engagement should also be carried out to identify practical, implementable recommendations to improve future project design, implementation and management measures.

The evaluation will place a significant emphasis on identifying lessons learned and good practices that derive from the project's implementation, sustainability and the potential of replicating them in similar interventions.

Evaluation criteria³

The evaluation is structured around four UNEG standard evaluation criteria: relevance, efficiency, effectiveness and sustainability.

Relevance: concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is required from the perspective of intended beneficiaries.

Efficiency: how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources.

Effectiveness: the extent to which the initiative's intended results (outputs) have been achieved or the extent to which progress toward outputs or outcomes has been achieved.

Sustainability: the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

The evaluation also:

- Analyses gender mainstreaming and the differentiated impact on both men and women.
- Elaborate lessons emerging from the project of work implemented.
- Provides recommendations for future interventions in Amerindian village economic development regarding partners, programming, operations.
- Provides recommendations on how UNDP can better fulfill its commitment to crucial programming principles and cross-cutting issues (gender mainstreaming, knowledge

³ From the ToR

management, result-based management, capacity building, human-rights based approach and environmental sustainability).

Evaluation questions

The evaluation does an analysis and assessment of the progress made by the project towards the achievement of the expected results. Specifically, the work involved evaluating and providing answers to the following questions:

Relevance:

- a) What is the extent to which the Amerindian Development Fund is relevant to national development priorities?
- b) How relevant is the project design in addressing the outputs?

Efficiency:

- a) Has the strategy in producing the outputs been efficient and cost-effective?
- b) How efficient has the engagement and coordination been among the various stakeholders in implementing the project? What specific roles have they played?
- c) Has there been any duplication of efforts among UNDP's interventions and interventions delivered by other organizations in contributing to the outputs?
- d) What is the assessment of the capacity and institutional arrangements for the implementation of the project?

Effectiveness:

- a) Have the intended outputs been achieved?
- b) What factors have contributed to achieving or not achieving intended outputs?
- c) How have the practices, policies, decisions, constraints and capabilities of the implementing partners affected the achievement of the outputs?

d) To what extent have project outputs contributed to achieving UNMSDF outcome 2: Access to equitable social protection systems and quality services and sustainable economic opportunities improved?

Sustainability:

a) What are the underlying factors beyond the project's control that influence the outputs (including the opportunities and threats affecting the achievement of the outputs)?

b) What is the extent to which established mechanisms ensure the sustainability of the outputs?

Evaluation approach and methods

The methodology adopted for this Evaluation was designed to meet the requirements and expectations set up by the Terms of Reference. It allows for the identification of the results attributable to the project given the range of information and time available. It involves mostly qualitative and a few quantitative methods to measure how the project evolved and contributed to the achievement of outcomes.

A variety of methods of data collection was used involving the following:

- Desk review: The evaluator relied on already existing documentation, including the following: the project document, annual work plans, CPD, UNDAF, annual project reports, past evaluations, project minutes, BTORs, PowerPoint presentations, other project documentation such as project methodology, community-level performance reports, publications, guidelines, etc.
- Field visits: Selected **visits to 19 different communities in the field** and institutions in Georgetown was undertaken to validate findings and to observe first-hand progress and achievements made and to collect best practices/ lessons learned. Based on the intensity of project activity at the local level, the number of potential interviewees, travel logistics and aiming for a balance between good and challenging experiences, the evaluation visited the villages included in Annexes (Annex c).
- Observation: observation checklists were used by the evaluator to register visual progress, attitudes, processes, state of infrastructure, goods, etc.

- Stakeholder interviews: Key informant **interviews and consultations with more than 200 people in different regions and Georgetown**, were key source of information. They were used to complement and validate the qualitative data gathered through the desk review and the survey. The evaluation consultant conducted interviews with relevant stakeholders and clients including i) MoIPA staff (managers and programme/project officers), and ii) UNDP staff, iii) local/traditional authorities, iv) beneficiaries, v) civil society organizations, vi) technical agencies, and other key stakeholders. Efforts were made to ensure a range of voices was represented covering all the categories of the key stakeholders, see Annex d.

Evaluation Phases⁴

Preparatory/Inception phase:

Consultations with the UNDP CO; the evaluation consultant had a preparatory kick-off call with the UNDP to ensure understanding of process and methodology; obtain perspectives of key issues and questions; discuss the scope of the evaluation and overall timeframe.

The evaluation consultant reviewed key project documents and reference materials and worked on the evaluation plan, inception report, evaluation instruments, such as the evaluation matrix.

Main evaluation phase:

The evaluator began data collection activities, including field visit(s), in October following the evaluation design and process outlined in this document. Once the consultant completed the data collection, he proceeded to analyze data/information collected and validation, including the following:

- Findings: Corroborated facts and statements.
- Assessments: Examination of the results against evaluation criteria.
- Preliminary conclusions: General statements about the value and performance of the project, and common factors and features of it that affected its value and performance.
- Preliminary recommendations: Recommendations to address each of the conclusions.
- Lessons learned: best practices and learnings from the implementation that can apply to future interventions.

A variety of methods of data collection was used involving the following:

- Desk review: The evaluator relied on already existing documentation, including the following: the project document, annual work plans, CPD, UNDAF, project annual reports, past evaluations, project minutes, BTORs, PowerPoint presentations, other project documentation such as project methodology, community-level performance reports, publications, guidelines, etc.

⁴ See annex 5 Timeline

- **Field visits:** Selected field visits to different communities in the field and institutions in Georgetown were undertaken to validate findings and to observe first-hand progress and achievements made and to collect best practices/ lessons learned. In total 19 villages were visited.
- **Stakeholder interviews:** Key informant interviews and consultations were the key source of information. They were used to complement and validate the qualitative information gathered through the desk review. The evaluation consultant conducted interviews with relevant stakeholders and clients including i) MoIPA staff (managers and programme/project officers); and ii) UNDP staff, iii) local/traditional authorities, iv) beneficiaries, v) civil society organizations and other key stakeholders. Efforts were made to ensure a range of voices was represented covering all the categories of the key stakeholders, see Annex d.

As such, a mix of qualitative and quantitative approaches were used to analyze data and assess the status of the results. This combination of a variety of data collected enabled triangulation and a strong base to put forward findings, recommendations and conclusions based on solid evidence.

Methods of data analysis

Once the data was collected, the consultant started to analyze the information, and summarized it looking for patterns and trends to identify findings, conclusions and recommendations.

The methods used were mainly qualitative and involved (i) multivariate descriptive: providing summaries of large amounts of information collected in the field, with related variables from the evaluation matrix. (ii) Content analysis: reducing large amounts of unstructured textual content into manageable data relevant to the evaluation research questions, (iii) thematic coding: identifying passages of text or images that are linked by a common theme allowing the indexation of text into categories.

Evaluation limitations

The evaluation faced challenges in accessing proper baselines developed at the programme outset to establish changes in the situation of the indigenous communities; the project lacked socio-economic indicators measured at different moments in time, therefore making it difficult to assess evolution and change in the communities' situation. The consultant accessed information from project reports and anecdotal information from key informants, which was useful to assess the

evolution. This information was rather qualitative but included data from 20 different communities on social context, economic situation, progress, assets, etc.

The ADF PMU used an excel spreadsheet to rate the CDPs performance but given the human resources limitations and the field visits frequency, the information was sometimes outdated and not accurate. Where there were information gaps, the evaluation made greater emphasis on the information derived from key informants, and the information was validated by triangulation to the extent possible.

Findings

Relevance

This section addresses the extent to which the project and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries.

The Amerindian Development Fund (ADF) has been established to provide support for the socio-economic and environmental development of Amerindian communities and villages, through the implementation of Community Development Plans (CDPs). The local projects cover agricultural production and processing, village infrastructure, tourism, manufacturing, village business enterprise and transportation, among others.

Micro-capital grants were available to pursue business ventures and village infrastructure development. These ventures were developed aimed at a Community Development Plan (CDP) and a full Business Plan for the communities. The idea was to strengthen value chains as the mechanism to boost village economies.

The evaluation concludes that the project was relevant from the beginning and continues to be so because it focuses on a national priority of local development for indigenous communities, which is aligned with the interests of UNDP, Norway, the Government of Guyana, and local communities. This is especially the case for poor and vulnerable populations that depend directly on natural resources.

The project document stated that: *In 2009, the Government of Guyana (GoG) launched the groundbreaking Low Carbon Development Strategy (LCDS). The LCDS aims at combating poverty while responding to the impact of climate change by avoiding deforestation and creating a low carbon, climate-resilient economy as the basis for the environmental, social and economic transformation of the country. This strategy supplements the National Development Strategy (2000-*

2010), the National Competitiveness Strategy (2006), and the Poverty Reduction Strategy Papers - PRSPs (2004-2008) and (2011-2015).⁵

The project aim is to provide support for the socio-economic and environmental development of Amerindian communities and villages, through the implementation of Community Development Plans (CDPs). This approach addresses the UNDAF outcome on “Improved economic and social policies and programmes to enable the creation of a resilient climate economy in the context of the Low Carbon Development Strategy. Additionally, the project is aimed at the UNMSDF outcome 2 “Access to equitable social protection systems and quality services and sustainable economic opportunities improved”. Since the project is implemented by the MoIPA, involving capacity building activities, a close collaboration with Civil Society, and providing technical assistance, this ADF Phase II project also contributed to UNDP’s CPD outcome 1: Strengthen institutional and regulatory capacities of government, civil society organizations to enable access to sustainable financial and business development services for the economic poor, women and indigenous populations. The contribution is clear since this project is a pioneering intervention to strengthen the MoIPA capacity to engage with all indigenous communities and foster local development, at the same time, precisely to “civil society organizations to enable access to sustainable financial and business development services for the economic poor, women and indigenous populations” as the outcome 1 states.

The evaluation found that the design of the project presented some deficiencies that affected its implementation. The sources consulted stated that the design of the **project was very ambitious** due to the magnitude of the goals, the variety of topics and the coverage of 161 indigenous communities in different geographic, social and cultural contexts. The indigenous context of the indigenous communities is quite complex, which constitutes a great challenge for the project.

In total there were three outputs aiming at; Output 1: Strengthened entrepreneurial & institutional capacities of the village economy of Amerindian communities, Output 2: Improved linkages with the private sector to further develop value chains, and Output 3: Strengthened Institutional framework to support local communities. ADF aimed at providing a GY\$5,000,000 Micro Capital Grant to 161 Villages to open a Business. According to the PMU, although 161 villages were targeted, 154 villages

⁵ Project Document

received grants. This is because the 7 villages had no governance structure to facilitate any official engagement relative to community development. Funds were disbursed in two tranches.



1. Caria Caria - tractor

Given the high cost of activity implementation in most villages, due to high costs of transportation, limited markets and production costs in these communities, the value of the grant may have been too low to be able to significantly impact local economic development. Also, deciding to disburse the same amount of money to all villages affected those with higher transportation costs and larger populations.

Key stakeholders agreed that, the project, as designed and implemented, lacked sufficient depth regarding allocated financial and human resources and time horizon to make much impact on socio-economic development in the communities where it has operated. Allocating U\$6,259,414.32 to provide local development to 161 villages is quite ambitious, the ADF phase 1 final evaluation already found this: *“The size of the grants being fixed irrespective of village population size has meant that the relative additional injection of funds into a community has been negligible in bigger villages, even given low levels of per capita monetary income in most villages. The average Amerindian family in the villages we visited was reported by most community members to have an*

annual money income of close to 200,000 GDs.⁶ Thus in a large village with some 300 to 400 households, the average annual income of the village is around 70 million GDs. A grant of 5 million GDs does not even represent an injection of 10% of the annual village income. It is thus not surprising that the project's likely impact at the village level is limited at best." However, given the amount of resources spent, one can discern likely positive impact in community organization, governance, basic knowledge of project implementation, and business management from experience with the CDPs.

The project design implied that each community received a low budget for investment and transportation, and makes it difficult to achieve results, affecting planning and decision making.

The project document indicators selected initially, in some cases, were not relevant because they were not directly related to the results products, but mostly to progress and implementation.

The project covered different key themes: Crops, poultry, cattle, fisheries, village shops, transportation, hospitality, and forest based artisanal. Each of these issues involves a series of specific challenges, and therefore required human teams with the different technical knowledge and specific experience. It could be said that each theme was a project in itself.

Additionally, the project also expected to have institutional and policy level results with outputs two and three; "Improved linkages with the private sector to further develop value chains," and "Strengthened Institutional framework to support local communities."

The ADF GRIF Phase II project design didn't benefit from the lessons learned from past evaluation.

The final evaluation of the ADF Phase I project was finalized in February 2016, when the Phase II had already started. This evaluation recommended actions in different aspects: 4) Advisory support to CDPs, 4a. Marketing and economies of scale, 4c. Increased allocation of resources to training, 5b. Technical support to communities, 5d. Linking Hinterland Employment Youth Service to CDPs. In order to follow the recommendations, the project made some efforts towards capacity building: the project initially had 2-3 days training by the ADF PMU; following that, and in response to the recommendation, there was a more extensive one week cluster training by UNDP which the field mission also confirmed. Technical support to communities was provided by partnering with agencies including Guyana Livestock and Development Agency, National Agricultural Research and

⁶ 957 USD approximately

Extension Institute, Fisheries Department, Guyana Forestry Commission and Guyana Tourism Authority. Efforts were made to link the Hinterland Employment Youth Services to the CDPs but with limited success.

The evaluation report stated that: *“Marketing has proven to be a major hurdle for a number of CDPs... The ADF2 project has to take this into consideration and ensure viability of CDPs through allocating more resources to removing production and marketing constraints in particular and providing the required funding flexibility to ensure that CDPs are funded to the needed capacity level...The relative allocation of project funds between grants and training elements, and insufficient allocation of resources for monitoring and CDP technical support activities are inconsistent with a quest for efficient use of resources. It would be helpful for the ongoing... There should also be more funding made available for providing technical support to communities engaged in various income generating activities”*⁷

This evaluation found, that the number of days devoted for training was still not enough, and in some cases there was a high turnover rate from CMTs. All the visited communities said that training was not enough and that they needed further assistance. Indigenous communities have a lower understanding of business management and therefore, need a sustained in time process to build capacities and skills. The MTE also found that: *“Some of the binding constraints faced by CDPs are: community participation and ownership, access to financing from other sources, insufficient work and management skills, access to markets, infrastructure and transportation and, in some cases, solid and updated business plans.*

The project document also identified key challenges when working with indigenous communities in Guyana: *“Emerging lessons suggest that even the distribution of a micro capital grant for business development to Amerindian communities should not be considered a panacea, even though it has the potential to stimulate further economic activities. The cost inefficiencies associated with community remoteness, as well as the challenges of searching for and accessing markets, and information asymmetry, among other things, are barriers that cannot be overcome solely by such a grant or even by clustering their economic ventures. These prohibitive costs and other barriers must be addressed through a combination of creative and innovative techniques if socio-economic*

⁷ ADF 1 Final Evaluation Report

development is to be secured.” This final evaluation found that **the project did a broad risk analysis but countermeasures were not implemented in some cases.** For example, the Risk Log identified “the absence of resident training and trainers: the remoteness of some villages does not allow for quick reaction to technical difficulties of implementation. Arduous terrain (and infrastructure challenges) makes it costly too.”, the risk log identified the mitigation solution as: “Constantly engage communities, and facilitate an efficient means and mode of communication to keep abreast and monitor challenges that might derail project expectations”, nevertheless, the scarce human resource at the PMU made this constant engagement almost unfeasible. Also, the project didn’t identify the observed community governance issues as a risk.

During the implementation, as the project activities developed, the UNDP and PMU identified some risks and made some efforts to manage them or mitigate them. These risks analysis and management were reported in the ATLAS system. The risks identified are 23 related to the weather conditions, human resources, capacities from communities and implementing agencies, administrative challenges, etc.

Although a logical framework was developed in the project document, the evaluation could not find clear links between the inputs, activities, outputs and expected results. That is, **the project did not have a detailed theory of change that would allow identifying a chain of effects and causality in the intervention.**

The project indicators to measure results are mostly input and output based, not measuring achievement of results. The project document does not contemplate economic and social indicators. The ADF phase 2 Midterm evaluation also identified some project design issues: *“Although CDP documents include specific targets for progress measurement, tools have not been developed to collect and systematize achievements. This is particularly affected, at aggregate level, by the large amount of villages covered (161), the different nature of projects – in terms of goods and services provided – as well as differences in progress level. Additionally, the lack of connectivity in most of the villages affects real time reporting.”*⁸

This final evaluation agrees that *“The lack of appropriate data does not allow to measure these results, jobs and income,”* since **the project document does not contemplate economic and social**

⁸ ADF phase2 Mid-Term evaluation report

indicators. The project indicators lacked clear definitions, and the PMU monitoring sheet with CDP ratings was subjective⁹ and perhaps time sensitive; the evaluation mission visited some projects rated as green (during the time of the PMU visit) but at the time of the evaluation mission showed severe economic and social problems. Some had exhausted the grants without completing the required activities and had internal disputes around transparency within the community. UNDP helped to develop data collection tools for the project, namely an M&E report format designed in 2016-2017 and revised in 2017-2018. The evaluation considers this report to be of good quality by collecting quantitative and qualitative data on the communities, but given the PMU staff limitations, the building of a comprehensive data base is still ongoing. Nevertheless, information from the tool was used to guide decision making on providing training and associated technical support to communities in need.

Efficiency

This section analyses how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources.

The evaluation observed that the project performed efficiently, taking into account that the PMU staff had to cover 161 CDPs, the number of activities for monitoring, training and administrative workload. Each staff member was assigned 42 villages to do training, monitoring visits and

⁹ The tool involved a series of variables that were rated in a subjective manner, as there were no calculation formulas: Financial Management

- Responsible management of expenditures against established budget [first and second tranches]
- Quality of record keeping
- Timely submission and accuracy of financial reports, cash books, narratives and associated receipts
- Transparency in record keeping and compilation
 - Progress of Implementation
 - Progress of CDP against established work plans
 - Income generating activities from CDP
 - Supervision of CDP operations in keeping with the terms of reference of CMT and Grant Agreement.

- General effectiveness and efficiency of CDP Community Management Team.
- Support of Village Council and general oversight in implementation process
- Community buyin to the CDP

administrative duties including purchases, disbursements, communications, and logistics. The MTE also found that *“The role, structure, and operation of the PMU and performance of the PM are good, given the extensive geographical and sector coverage for their task.”*¹⁰

Given the scope of this project, the administrative procedures were challenging; therefore **the project implemented a series of proactive solutions to speed up the procurement processes**. One measure was facilitating the Villagers to become Vendors and when possible, continuous support was given to communities to open and maintain their Village bank accounts.

In some cases, efforts were made for communities to include trained H.E.Y.S youths on their CMT since they received training in entrepreneurship that was helpful in managing the CDP. To encourage community involvement and ownership in the CDP projects, Village meetings were held during monitoring missions to the community, with the intent of informing the community about the CDP status.

The PMU also tried to involve the MoIPA CDOs in the monitoring process. During the periods where the PMU was unable to monitor the CDPs, CDOs were supposed to follow-up on project progress. Nevertheless, some CDOs indicated difficulties to cover all villages due to transportation restraints (lacking vehicles, etc.). The MTE mentioned that *“The roles and responsibilities of CDOs should be reviewed, training improved, together with the incentives to provide for more accountability. There is a similar situation with the Community Management Teams (CMTs) that do not have the incentives nor the training to perform better, and contribute to further accountability.”* Further orientation and training were provided to CDOs by the ADF PMU and UNDP at the time of the evaluation mission though such difficulties remain and still need to be addressed.

As mentioned before, **all communities that were consulted demanded further training and technical assistance**. The evaluation found that given the understaffing, the PMU couldn't provide enough training and technical support. Capacity building is pivotal for an effective intervention, especially with indigenous communities that do not have the experience or skills for managing businesses.

Also, the evaluation found that the project didn't put in place a knowledge management strategy for cross-pollination. Communities didn't share experiences and lessons learned by other

¹⁰ Mid Term Evaluation report.

communities executing their CDP. This happened even with neighbor communities implementing the same type of project, like in Sawariwau and Sandcreek, or in Lower Koriabo and Arukamai. The PMU did share some examples of other communities to provide technical assistance, and success stories of other CDPs served as a motivational tool frequently used during missions. The MTE pointed out that there was a need for Knowledge Management processes within the communities: *“Promote networking and clustering as well as the exchange of experiences among similar projects through project twining that may lead to economies of scale and saving time and resource”... “Networking, clustering, and cross-fertilization among CDPs has been done but is yet insufficient, since this could contribute to scale up similar sector projects, steepen the CDPs learning curve and contribute to a learning by doing a process that enhances the afore-mentioned competitiveness, productivity and market access.”*¹¹ The project budget was insufficient to facilitate individual community exchange events, best practices identification and sharing. Nevertheless, exchanges were facilitated through 1 cluster training in Region 8 and another in Region 9.

The project needed a time extension due to lagging delivery but taking into account the scope of the project this evaluation concludes that the delivery rates were positive overall. As of October 2018, the project executed \$5,925,376 out of \$6,259,414 which represents a 94.6% of delivery in total.

¹¹ Mid-Term Evaluation report

Project Financial Report¹²

Outputs / Activity Result		YEAR					Total
		June to December 2014	January to December 2015	January to December 2016	January to December 2017	January to October 2018	
1	Output 1: Strengthened entrepreneurial and Institutional capabilities of the village economy of Amerindian communities	42.428,87	914.100,42	1.554.947,49	1.367.692,85	631.917,80	4.511.087,43
2	Output 2: Improved linkages with the private sector to further develop value chains Output 3: Strengthened Institutional framework to support local economies.	-	24.614,38	4.639,96	6.339,25		35.593,59
3	Project Monitoring and Management	90.405,12	274.535,05	356.375,15	427.157,60	230.222,74	1.378.695,66
Grand total		132.833,99	1.213.249,85	1.915.962,60	1.801.189,70	862.140,54	5.925.376,68

The ADF-PMU has partnered with several state and non-state agencies and actors for the implementation of the ADF. These include, Guyana Tourism Authority (GTA), Guyana Livestock and Development Authority (GLDA), National Agricultural Research and Extension Institute (NAREI), Guyana Fisheries Department, Guyana Forestry Commission, Forest Products Development & Marketing Council of Guyana Inc (FPDMC), North Rupununi District Development Board (NRDDB), Guyana Technical Institute (GTI), Global Seafood Distributors, Georgetown Chambers of Commerce (GCCl), Guyana Energy Agency (GEA), New Guyana Marketing Co-operation, the Regional Democratic Councils and the Small Business Bureau. The initial idea for these partnerships was the provision of technical services for the CMTs and communities to improve project implementation. The usefulness from these partnerships was mixed, for example, the collaboration with the GLDA has resulted in two Regional Extension Officer being placed in different regions.

UNDP role in the project was decisive for different reasons; capacity building was a key area where UNDP initially did a capacity assessment of the MoIPA during ADF Phase 1, this analysis led to a

¹² From the PMU archives

series of trainings and technical assistance. UNDP helped to develop the CDPs from the onset, and UNDP also developed one-week trainings with UNVs through 2016 and 2017 on topics such as project management, finance, and reporting. UNDP conducted training with CDOs in 2015 and 2018, to orient them towards the project.

On the project implementation, UNDP assisted the PMU with quality assurance on the projects' products, the drafting of the narrative report, and resolving implementation problems and bottlenecks.

The evaluation did not find any duplication of efforts amongst UNDP's interventions since the ADF project is unique within the UNDP portfolio, even more, there is no other agency providing funding, capacity building to Amerindian Communities on the scale of the ADF. **However, the project could have benefited from key partnerships with other government initiatives** such as the HEYS or the Small Business Bureau. There were some linkages like some HEYS students sitting on CMTs, and some joint activities, but there was no formal partnership with a signed MoU to synergize both initiatives.

Effectiveness

The extent to which the project's intended results (outputs) have been achieved or the extent to which progress toward outputs or outcomes has been achieved:

The project faced many challenges since it is a pioneering and challenging intervention in Guyana. At the institutional level, the wealth of knowledge is perhaps the most remarkable achievement the project has accomplished. By working with many different indigenous communities, the ADF PMU has gained exceptional experience and knowledge that can be highly valuable for the government as a whole, and each of the Ministries and agencies working in the field nation-wide. Thanks to the ADF, the MoIPA has now a clearer idea of the context, challenges, but also the great potential of working with indigenous communities.

The Guyanese institutions can now access information on the social structure of these communities, the governance issues, the needs, the hierarchy relationships, and the technical capacities; which are very important to make better diagnostics, tailored to the needs of projects, and more relevant interventions for local development in the future.

Also, according to **MoIPA staff and directives, the institution has gained a lot of expertise around business management in remote communities.** The ADF provided a detailed picture of entrepreneurship matters in the communities, and a better understanding of the challenges for making businesses, markets, products, transportation, production costs, income, profit, etc.

At the community level, the ADF meant the first entrepreneurial experience for many communities, exposing them for the first time to real-life projects for income generation. The ADF was the first project where communities had to deal for the first time with issues around production, clients, market, sales, costs, etc. Despite the outcome, this exposure gave the communities a shared goal to discuss about. Despite the income, communities received training, learned about business management in different areas, learned about crop production, tourism, cattle rearing and many more.

Out of the 154 villages with projects underway, 91% received the full disbursement of the G\$5,000,000 grant. The evaluation found that the project made relevant efforts to improve the quality of life for indigenous communities. Safeguarding food security in 33 communities with crops, 14 communities with poultry, 6 with fisheries, and 33 more with cattle rearing is an essential need, and a basic step forward to local development. Also, the dispersed communities do not have transportation means to go to health centres, or food markets, and that is why the project aimed at providing transportation projects for 20 communities. Another basic need for distant communities is groceries and provisions, most of the time indigenous communities do not have access to basic products, and the project developed 21 village shops.

Out of all the villages with CDP projects, only one village enterprise in Karasabai has a business plan to guide the operations of its enterprise, with the support from Conservation International – Guyana.

As mentioned before, **the ADF project worked through partnerships with key institutions.** GLDA, NAREI, GTA, and others provided support to the CMTs formed in each community to oversee implementation of the respective projects at the cost of the ADF. On the other hand, **the added value from MoIPA CDOs¹³ was not evident in the implementation of the ADF.** During field visits to communities, in some cases CDO's mentioned that they have transportation problems, but in other

¹³ Management Development Officers (from the Ministry's Projects Department) had no role assigned in ADF II project

cases the PMU identified serious issues regarding the challenges to execute their duties. This is particularly important because CDOs are the MoIPA eyes and ears.

According to the transition workshop report, *“MDOs have not systematically been included in monitoring visits conducted by the ADF team, nor has there been systematic information sharing between the Projects Department and the ADF PMU. This despite the fact that MDOs function in a similar capacity to ADF’s staff, and annually manage in excess of 200 micro-grants, often in villages implementing projects funded by the ADF.”*¹⁴

Although some CDPs improved productivity, benefits, jobs, and income the limited period since implementation is insufficient to determine the impact and its long-term sustainability. **Some of the binding constraints that CDPs face are, in some cases, sufficient community capacity and participation, ownership, and market access.**

According to the latest project report, the output one achieved most results, but not all the indicators were reached according to the following tables:

Indicator	Target	Achievement	Remarks
<i>Number of Scoping Missions.</i>	161	161	Completed
<i>No. of Micro-Capital Grant Agreements Signed</i>	154	154	Completed
<i>No. of Community Management Team (CMT)formed and trained</i>	154	154	Completed

¹⁴ Ibidem

<i>Number of first tranche disbursements</i>	<i>154</i>	<i>153</i>	Only Village of Toka is remaining.
<i>No. of full disbursements</i>	<i>154</i>	<i>139</i>	Communities to execute works and submit reports for the process of second disbursement.
<i>No. of CDPs Operational</i>	<i>154</i>	<i>120</i>	Monitoring reports will continue to inform this figure
<i>No. of Income Generating CDPs</i>	<i>117</i>	<i>94</i>	Monitoring reports will continue to inform this figure
<i>Marketing and Value chain analysis and Economic Development policy framework</i>	<i>1</i>	<i>1</i>	Draft Submitted for review
<i>Project budget</i>	<i>USD6,259,414.32</i>	<i>USD5,925,376.68</i>	Taken from Financial Report upto October 2018

Project Outputs 1¹⁵

Indicator	Bi-Annual Target	Summary achievement	Status: <i>"Fully, Partially, Not Achieved"¹⁶</i>
Percentage of community ventures financed that are operational after 1st year	95%	28CDPs were known to be operational to date in 2018	Partially Achieved
Percentage of community management teams or VCs that are regarded as effective in managing community business	100%	90% CDPs were regarded as being effective.	Partially Achieved
Percentage of community level businesses that are financially breaking-even	100%	24 CDPs have recovered their investment cost to date.	Partially Achieved
Number of partnership linkages developed in pursuit of community business development		Guyana Livestock Development Authority, Guyana Tourism Authority, National Agricultural Research & Extension Institute, Government Technical Institute, Ministry of Agriculture Dept of Fisheries, Guyana Energy Agency, have all contributed technical support to the Project	Not Achieved
Number of management teams or VCs trained to develop, manage and execute business ventures, including technical support on specific nature of project undertaken	3	154 CMT received training	Partially Achieved
- Number of formalized /registered businesses	160	0	Not Achieved

Out of the 6 indicators for output one, two were not achieved and four were partially achieved. .

¹⁵ Mid Year project report. 2018.

For Output two the ADF focused on “*improved linkages with the private sector to further develop value chains*” in which village enterprises are active. There has been no systematic attempt to implement the activities outlined in the Project Document. **The ADF PMU has not systematically supported marketing, market linkages or the integration in market value chains.**

Project Output 2

Indicator	Bi-Annual Target	Summary achievement	Status: “Fully, Partially, Achieved ¹⁷ ”	“Fully, Not
- Percentage of villages/communities that are participating in value chains	80%	<i>CDP remain mostly producers. No formal value chain links are recorded.</i>	Not Achieved	
Percentage of villages/communities that have developed formal linkages between community-level enterprises and larger firms	50%	<i>ADF submitted a list of 15 tourism related CDPs to GTA. Karasabai was adopted by GTA and the other CDPs are under review. NAREI and Lower Coriabo made a verbal agreement of purchasing the Turmeric production. No formal linkage were developed with the private sector and the communities.</i>	Partially Achieved	

Regarding Output three, the project hired an individual consultancy, to deliver recommendations for private sector linkages, and the enabling policy environment. The aim was to strengthen the institutional framework to support local economies, but none of the envisioned activities have been completed. This consultancy is also aimed at delivering output 2.

Project Output 3

Indicator	Bi-Annual Target	Summary achievement	Status: “Fully, Partially, Achieved ¹⁸ ”	“Fully, Not
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<p>- Extent to which local government agencies (Village councils and MoC) are convening and brokering partnerships to support local economic development</p>	<p>Local Govt agencies are convening and brokering partnerships</p>	<p><i>All village leaders were engaged in discussions with the ADF during scoping missions and during each mission Technical Officers accompanied the ADF Team</i></p>	<p>Achieved</p>
<p>- The existence of a draft policy and institutional framework that explains the roles of various partners (government agencies, private sector, village councils) in local economic development</p>	<p>Yes</p>	<p><i>No achievement to date on the development of the policy. The consultant is finalizing the report.</i></p>	<p>Not Achieved</p>

The evaluation found that there were different factors for success or failure of the CDP projects. All communities expressed the lack of training as a major issue, and this is a consequence of targeting all communities at the same time with limited human resources. The project provided an initial 2-3 days training, and in some cases, there was an additional week cluster training, but Indigenous communities require a dedicated capacity building strategy with a sustained-in-time approach where technical assistance and training is provided in different topics ranging from leadership, social cohesion, governance, business management, finance accounting, cost analysis, and marketing. The MTE also mentioned that *“Labor and management skills were also limitations together with market access, production scale which leads to low competitiveness and market power for both purchases and marketing, and, in some cases, access to capital and credit, the latter was raised in some cases, since there is still need to raise financial literacy in many villages.” “Progressive job and management skills training throughout the implementation period should be done allowing for the targeted beneficiaries absorptive capacity that will improve its effectiveness and efficiency.”*¹⁹

¹⁹ ADF II Mid Term Evaluation Report

*Recent studies show that, in normal business conditions, startups death rate is 50% after two years.*²⁰

It is also important to note that the CDPs were designed years ago, and there are market dynamics that may affect the businesses; for example, in a couple of communities the business relied on the mining activity as miners were the target clients, but mining activity left some regions and affected businesses. Also, the crop prices are changing due to supply and demand. **Many interviewees expressed that developing businesses in Guyana is challenging, and especially with indigenous communities with no assets, no infrastructure, low academic background, no literacy, and even less literacy in business management.** The CDPs as the core of the project could potentially have more impact had they been conceived of and implemented as one element in a holistic process including preparedness assessments, capacity building, linkages to markets and value chains for promoting the economic development of Amerindian communities. The adoption of a project, as opposed to a programme approach, has reduced the scope for the intervention to have an impact on Amerindian communities. This has been due to insufficient attention to removing external risks that have the potential for undermining the viability of initiated activities.

The ADF results could be amplified significantly if the project had targeted capacity building on a larger scale, supplemented by linking up the communities that receive this capacity support to regional or local markets.

The transition document mentions that *“The MoIPA PMU has no substantial enterprise management experience, or systems to support key aspects of enterprise management in the hinterlands. In the past the PMU has not systematically supported market linkages, the development of business plans, facilitated pro-poor value chains, nor led policy reform in the business enabling environment.”*²¹ Also, the MTE states that *“However, CDPs haven’t advanced sufficiently with a sustainable inclusive business approach through value chains that are led by anchor firms with market access. This is supposed to be carried out by output 2 that is just starting. This value chain methodology will contribute significantly to inclusiveness, competitiveness, and sustainability. Also, the startup of output 3, related to local economic development (LED) will further enhance LED in the communities.”*²²

²⁰ <https://smallbiztrends.com/2016/11/startup-statistics-small-business.html>

²¹ *Transition Plan: Integrating the Amerindian Development Fund Phase-II (ADF-II) into the Ministry of Indigenous Peoples’ Affairs (MOIPA)*. Timothy McIntosh

²² ADF II Mid Term Evaluation Report

The evaluation found feasibility studies were conducted to allow a suitable project identification, prioritization, and approval. In some cases, project ideas came from the communities' experience, but not from appropriate market analysis, and sometimes market changes made business analysis outdated. This is in line with the Amerindian Act that demands respect to the indigenous communities' autonomy but suitable technical advisories to communities could have been provided if there was enough human resource within the PMU. This is even more important taking into account that production costs in remote areas are too high, not many clients available, and communities often produce the same products raising the supply. Community consultation and technical support was possible: in some cases where production cost analysis did not add up, the PMU pointed it out, for example in Phillipai the community asked for a boat, but income from transportation was not enough so the PMU suggested to switch to fuel selling, and the project is now making money.²³ Also in Toka, Region 9, the community wanted a credit scheme, there were several discussions because the Ministry already had several unsuccessful credit schemes in the region, so the CDP project was changed.

The project identification also lacked a social diagnostic and a detailed needs assessment, identifying power relationships, governance issues, and the relationship between the Toshao, CDC Chair, Village Council, and CMT. Some communities are traditionally communitarian, more willing to do volunteering, and others are more individualistic. **Transparency has been an issue for CDP implementation in some cases;** the project report says that *"The major issue that affects the disbursement of grants has been the lack of transparency and accountability of funds."*²⁴ Transparency and reporting are key success factors; during the field visits the consultant witnessed some cases where the CMT was transparent and reporting accordingly, but in other cases this was not the case.

During the evaluation field visits, whilst some communities displayed cohesiveness, transparency and good management, 3 communities showed clashes amongst villagers; for example, in one community the CMT is composed of one single family: Chair, secretary, treasurer, are all related; there were allegations of lack of transparency and reporting by the CMT. In another community

²³ Following a scoping session and production analysis from the PMU, Phillipai was advised to include a fuel depot to support the transportation service venture.

²⁴ Project Mid-Year Report

there were allegations of financial impropriety and improper management, also, there was a case in a different village with disagreements among the CDC/CMT on the use of the CDP assets.

The transition plan report identified four types of challenges for CDPs as follows; (i) People: These are challenges rooted in the relationship between people (e.g., CMT members amongst themselves, or between CMT members and the Village Council), including governance issues, (ii) Markets: Challenges related to identifying, accessing or serving markets, (iii) Product or Service: Challenges related to generating products or services for sale, usually assumed to be technological issues, and (iv) Money Matters: This category captures challenges related to accountability, but also to book-keeping and pricing. **The workshop participants identified people as the main challenge for CDPs, followed by markets, money matters, and product or service (in that order).**

The workshop also identified the project status per region as the following chart shows:

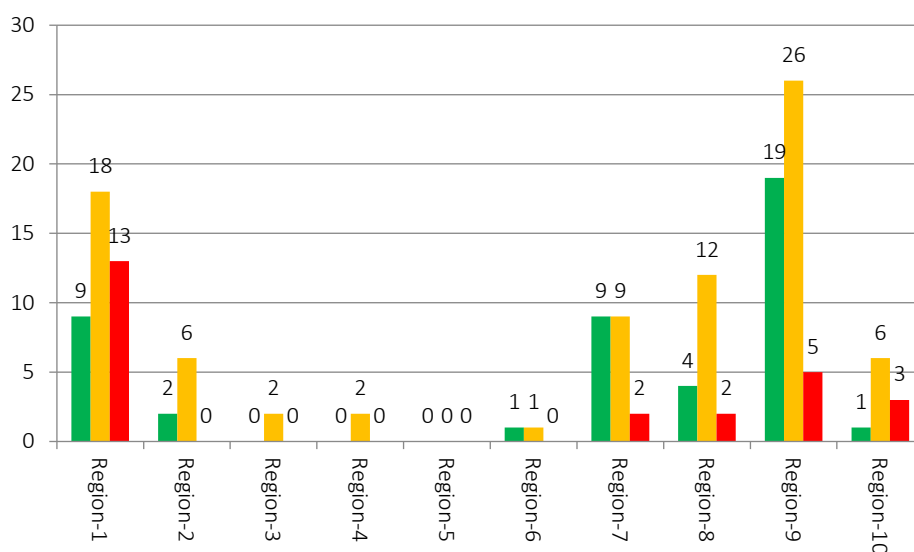


Figure 1: CDP Health by region – “doing well” (green), “doing ok” (yellow), “in trouble” (red)²⁵

Volunteering as a project implementation model seem to have many challenges in the communities. The evaluation observed successful cases where CMT and villagers volunteered willingly, but the overall finding is that in poor villages where income is scarce, volunteerism is not a realistic option. There needs to be a motivation scheme to reward the volunteers’ effort.

²⁵ Taken from the transition report

Access to finance is also a key success factor for projects with the indigenous communities. During the field visits, some communities said that the funds from CDP were not enough, and therefore they had to get resources from Presidential Grants or the community itself, because access to credit is not an option. The project report clearly says that *“The major operational issue for the project remains the PMU access to finances.”* The MTE report recommended to *“Establish a saving fund that contributes to maintenance, expansion, and replication within each community as well as provide leverage capacity to mobilize local and external financial resources through self-saving groups and financial literacy.”*

From the different projects visited the most successful seem to be those in larger communities, with better governance schemes, prior community experience in the business, and accountability. In Laluni, population 430, the CDP project is a minibus, and the net sales are G\$490,000 in six months working, the bus moves the produce of the farmers, and lowers costs to the community. The CMT is empowered and has changed the finance report to make it more understandable and useful for the community.

The minibus is of great impact, very helpful for farmers. Villager.

In Kwebana, population 900, the community had prior experience on lumbering; the CDP project was used to upgrade the factory, purchase lumber, equipment and a boat to transport the merchandise. Sales so far are G\$22,000,000, with a net profit of \$500,000 and stock worth approx. G\$2,000,000. The business generates nine direct employment, (including two women for cleaning), 15 lumber suppliers that hire 3 to 4 persons each, meaning 45 to 60 indirect jobs along with employment for tractor and crew to bring logs to the mill. With the CDP the number of suppliers has increased from 6 suppliers in 2017 (before CDP), to 15.²⁶

We are stronger now in every aspect. Kwebana villager.

²⁶ Initially they thought of investing in Cassava but found out market was bad

In Sawariwau, population 541, the community is fully aware that cattle rearing is a long-term project. They have purchased 37 heifers and three bulls (40 animals total purchased from the same community), and so far they have 45 animals now, plus three horses. They started a sheep project and are now selling milk to the Hot Meal programme. The community is very helpful, villagers support to get materials, transportation, and there is total transparency. Every meeting has a report, and there is trust from villagers on the CMT.

"I am very happy we started this project, want to say thanks" Villager.

In Canal Bank, population 1,000 approximately, initially the project was fishing but was changed to poultry as it's fast income for the community and the community had to collect the chicken by plane before. They have a good farm keeper in the community who takes care of the chicken, the monthly sales are between 200 and 800 pounds, at \$400 each pound. The project started in February 2018 and they have saved \$976,036 so far. The poultry project reduced costs for the community in transportation since the members had to go to Port Kaituma at \$1,500 one way to purchase chicken previously. They sell 100 pounds weekly to the Hot Meal programme for the school, and the target is to reach \$5,000,000 and then start a loaning project with the community, lending money for a small interest rate. The CDC Chair and Vice Chair are women, and women are very involved in the project.

Also, in Katoonarib the CDP was a village shop chosen by the community in a public meeting back in 2015. The project has been successful since there are not much technical skills needed, and it was a priority for the community since villagers in Katoonarib have to go all the way to Lethem, and have to pay for transportation. Also, women with small children and pensioners were mainly affected by this situation. Since the project started in June 2018, the community and visitors have benefited a lot. So far the village has savings of G\$700,000, the shopkeeper receives a salary, the community is saving money and time by avoiding the travel to Lethem²⁷, pensioners are benefiting, and there are plans for the project to contribute to the community centre. The project is mostly managed by

²⁷ Transportation to Lethem is \$15.000 in the village vehicle, or \$60.000

women (shopkeeper and treasurer); they submit all the reports, and they have monthly meetings to present figures.

The UNDP Sustainable Development & Resilience Newsletter (Issue #10) from UNDP LAC RSC, featured a note on the success from the Eco-tourism Project in Rewa, Boosting the community development. The article details that In an interview with the Chairman of the Community Development Project Management Team (CMT), it was explained that given the high demand for more accommodation from tourists especially during the peak period and the income generating potential, a unanimous decision was taken at a community meeting to use the funding from the ADF for expansion. As a result, three modernized eco-friendly cabins were added in 2016/2017. He added that the CMT considered the recommendations of the tourists by designing the new cabins with a straight floor between the sleeping area and bathroom. These are on high demand. He calls them “the preferred cabins.” This expansion is already reaping fruits and booming with 126 visitors occupying those cabins up to April 2018.

Sustainability

The extent to which benefits of the project can continue after external development assistance has come to an end. It involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future.

At the local level, the sustainability of the projects depends directly on the success rates of the CDPs. In some cases, the communities are making an income from the business, and are very well organized, with clear roles, responsibilities and transparent procedures. In other cases, the situation is not very promising; the funds provided to finance specific investments appear to have a limited potential impact, due to insufficient rigor in appraising and monitoring the selected CDPs. Project reports clearly identify high risks to the sustainability of project activities on such accounts as limited community ownership or marketing constraints. However, greater safeguards against risks in some communities needed to have been implemented though the small size of the PMU would have been a limiting factor.

The MTE report stated that *“Sustainability of the CDP projects depends on the community’s ability to maintain a transparent and accountable governance system, and to manage their finances and to access markets for product and services.”...“This training will assist with the sustainability of the CDP. However, in the area of marketing, further training and empowering are needed to enable the village to access and maintain their markets.”*²⁸

As mentioned earlier in the effectiveness section, the project results are subject to external factors beyond the project’s control. For example, the market prices are volatile, also the production costs can change affecting competitiveness, and the CMT turnover is also an issue of continuity.

The project made efforts to build capacity at the local level, and train the CMTs, but the need for further training is essential, capacity building is really important to sustain the progress made so far with these communities, and to make the positive results remain in time.

Sustainability is the main point of attention that the evaluation has about this project; if the political commitment and institutional arrangements of a sustained-in-time support to the CDP projects is not given, it is very likely that the expected impact of socio-economic development will not be achieved, especially in those communities considered as red or yellow.

The evaluation found that the sustainability of the project has not been integrated into the project design, nor is there a clear exit strategy with specific goals and commitments. The project has made a late effort to enter a transition phase and let the MoIPA absorb the ADF projects. The transition report clearly says that *“The ADF programme document does not contain an exit strategy, although there are indicators related to closure of the programme. To achieve the sustainable objective of the project, the ADF programme proposes to establish a Transition Action Plan.”* Nevertheless, the PMU hired a consultant to help in the design of a Transition phase, where the MoIPA will absorb the ADF projects. The consultant facilitated workshop sessions with CDOs from all regions to provide insights into the transition.

So far, the MoIPA has identified the Projects Department within the Ministry to lead activities that remain outstanding once the ADF II concludes at the end of December 2018. The idea is that the MoIPA Projects Unit will absorb the projects, but there are many challenges since that PMU already

²⁸ ADF Mid-term evaluation report

manages 215 micro-grants (each approximately G\$1M) to Indigenous villages and communities per annum.

The PMU has considerable project management experience about micro-grants among other things but there are only four staff members. As of September 2018, MoIPA has not been able to identify additional resources to expand the capacity of the Projects Department.

MoIPA envisions that its CDOs will remain the first point of contact for community enterprises and, at a minimum, conduct the majority of routine monitoring of projects on site. Nevertheless, an internal MoIPA chart shows that transportation and communications remain a challenge for such duties. Additionally, there is a need for capacity building for CDOs who answered a short CAPI survey from the transition consultancy:

- 10% indicated that they do not have internet access
- 63% did not have access to a computer or computer tablet
- 50% had never used a computer or consider themselves beginners
- 50% attested themselves intermediate or advanced computer skills
- 90% had a smartphone
- Lastly almost 65% said they had the means to make impromptu visits to communities



2. Eclipse falls - Guest house

The evaluation didn't witness any institutional arrangements or commitments to further support the ADF communities. Beyond the need for strengthening the MoIPA, there is also need to subscribe to institutional arrangements, or Memorandums of Understanding, with dedicated budgets and goals, to assist these communities.

Gender and human rights approach

Gender equity and women empowerment and mainstreaming were addressed by the project.

Regarding the gender and human rights approach, the evaluation highlights that the project focused on highly vulnerable communities, even though there was no specific gender strategy. Projects that aim for food security, transportation, and village shops directly benefit women because women have to walk miles to get food for their children, go to the doctor whenever a relative gets sick, or get provisions. Although equitable participation in the project was sought by men and women, some sectors are widely developed by men (boat management, fishing). Although the prodoc analysis made recommendations to integrate the gender approach, the project missed a specific strategy to carry out positive gender activities based on a diagnosis of the needs of both men and women within the communities. The 1 week trainings did emphasize the importance, value and involvement of male and female managers, however, further gender activities including gender analysis, dedicated trainings on gender, and specific topics such as leadership for women and men, gender sensitivity, etc. would have been useful.

Nevertheless, according to project reports women made up 55% of the persons who participated in the preparation of implementation plans for the CDP, with 2,886 women out of a total 5,256 persons participating. 652 Females out of 1244 persons were trained in topics that include terminologies and concepts, financial accountability and management, marketing and work plan preparation and are assisting in the management of their community business.

It is important to mention that the project complied with the observance of Free Prior & Inform Consent Community consultations, aiming at representative women on CMTs, the inclusion of beneficiaries in decision making, and compliance with the United Nations Declaration on the Rights of Indigenous Peoples and other relevant UN human rights instruments. All relevant stakeholder groups were identified and enabled to participate in a meaningful and useful manner, following customary ways of decision-making.

Conclusions

- Working in local development with indigenous communities in Guyana is highly challenging due to many factors such as economic context, low levels of education, access to health services, lack of infrastructure and transportation.
- The evaluation concludes that the project was relevant from the beginning and continues to be so because it focuses on a national priority of local development for indigenous communities, which is aligned with the interests of UNDP, Norway, the Government of Guyana, and local communities. This is especially the case for poor and vulnerable populations that depend directly on natural resources.
- The evaluation found that the design of the project presented some deficiencies that affected its implementation since it was very ambitious covering 161 communities, seven different sectors and a limited staff at the PMU.
- Given the high cost of activity implementation in most villages, due to high costs of transportation, limited markets and production costs in these communities, the value of the grant of G\$5 million, may have been too low to be able to significantly impact local economic development.
- The evaluation observed that the project performed quite efficiently, taking into account that the PMU staff had to cover 161 CDPs, the number of activities for monitoring, training, and administrative workload.
- Despite cluster trainings, the project could have benefited from a more organized Knowledge Management strategy where communities could have shared experiences and learned from each other.
- The project faced many challenges since it is a pioneering and challenging intervention in Guyana. At the institutional level, the wealth of knowledge is perhaps the most remarkable achievement the project has accomplished. The Guyanese institutions can now access information on the social structure of these communities for future interventions on local development. The learning curve has now been shortened.
- At the local level the project showed mixed results with some shortcomings, but also some very successful experiences. The success factors are tied to the size of the community, the governance scheme, transparency, capacities and skills from the CMTs, prior experience of

the community in the business. Also, some sectors are more risky than others: crops seem to be riskier, whilst transportation and village shops are more stable.

- Sustainability of the project progress and results is the main challenge facing forward.

Recommendations

For the ADF PMU

- The PMU should take advantage of the next CDO monitoring visits, within the transition process, and elaborate a detailed stakeholder analysis and projects mapping with basic information of each project about social context, governance issues, training needs, technical issues, technical assistance needs, project situation, and market.
- Furthermore, the PMU should elaborate socio-economic indicators in each village, and share it with other government agencies including the PMO in the Ministry of the Presidency.
- The PMU needs to elaborate key project messages aimed at key audiences in the government institutions to present this experience, the best practices and lessons learned when working with indigenous communities in Guyana.
- The video project documentary that is about to be filmed should serve to present the project but also share lessons learned and best practices.
- The PMU should present a brief internal report to the MoIPA with a performance analysis of the CDOs.
- Together with UNDP, the NTC, APA and relevant NGOs with expertise in indigenous affairs, the MoIPA PMU, and relevant government agencies, the ADF PMU should launch a rapid training strategy to be deployed in the remaining months of the project. This capacity building strategy should focus on regions 9 and 1, and cover key topics such as business management, marketing, advertising, cost analysis, stock management, and technical aspects. This recommendation aims at an efficient intervention given the limited time and resources available, following the data from the transition workshop on the number of projects with weaknesses and the topics.

For The MoIPA

- The role of the Community Development Officers (CDOs), who work for MoIPA, is highly relevant, since they are always on the ground, and shall provide support and be the linkage with other agencies and projects. However, they lack sufficient financial support and motivation. Therefore, a strengthening strategy needs to be defined. The capacity of CDOs should also be built so in return they can build the capacity of CMTs.

- It is essential to do performance assessments of the CDOs and consult the communities' opinion and satisfaction with the CDOs assistance.²⁹
- An overall institutional assessment and preparedness strategy need to be put in place to assume the challenges of the ADF transition process. This strategy shall include detailed budgets, human resources, goals, deadlines and key performance indicators.
- The MoIPA should have an online Monitoring and Evaluation system with progress and results indicators, at the output and outcome level, to register data from all MoIPA projects with indigenous communities. CDOs shall provide data from different means (online, emails, phone calls, meetings) and the MoIPA M&E officer shall validate, consolidate and upload into the system.
- The MoIPA should arrange a series of inter institutional arrangements to formalize a sustained in time strategy that can provide continuous assistance to indigenous communities. This strategy shall involve the key agencies from the ADF.
- Urgently, the MoIPA should facilitate an inter-sectorial event, inviting other Ministries and agencies along to present the project results, the lessons learned, and the great potential that represents supporting local development with the indigenous communities.
 - This event can be useful to present the ADF PMU key messages, the findings from this evaluation, the project documentary, the data from all communities, and the transition strategy together with the institutional commitments.
- For the design of future interventions with the indigenous communities, MoIPA should involve the NTC, APA and other specialized NGOs from the onset to include their insights and experience.
 - All projects need a capacity assessment to identify topics to cover. Examples can be technical aspects (e.g. cattle rearing, tourism management, etc.), business

²⁹

CDOs can assist CMTs by:

- Organizing support from agencies on the ground
- Asking MoIPA for assistance in providing support that is not on the ground
- Finding markets
- Helping to resolve conflicts
- Providing assistance in record keeping, financial management, report writing, etc
- Assisting with follow up planning for the CDPs
- Helping with other problem areas as they arise
- Following up on assistance provided

management, finances, accounting, reporting, conflict resolution, etc. Also, it is important to establish the need for technical assistance, peer-to-peer exchanges, internships, testimonials, community exchanges, business fairs, expos. All capacity building strategies must include baseline skills and knowledge tests, and follow-up tests to assess evolution of weaknesses and strengths.

- When building capacity - peer-to-peer sessions, best practices sharing, and field visits to other successful communities seem to be very effective in indigenous communities
- Money allocation should not be the same for all communities; the amounts for each community should consider different criteria such as transportation costs, community strength, population size, etc.
- Perhaps, a mapping of potential sectors for each community village will allow identifying alternative sectors to be selected based on potential markets, competitiveness as well as other economic, social and environmental conditions augmenting the potential impact, and sustainability of these projects.
- In order to transfer capacities and achieve sustainability, all projects, and project teams should be embedded in the MoIPA from the onset, not separate.

For UNDP

- Together with ADF PMU, the NTC, APA, the MoIPA PMU, and relevant government agencies, UNDP should launch a rapid training strategy to be deployed in the remaining months of the project. This capacity building strategy should focus on regions 9 and 1, and cover key topics such as business management, marketing, advertising, cost analysis, stock management, and technical aspects.
 - Consider experience exchanges between communities, CMT visits to other projects, training amongst peers as a strategy.
- UNDP can assist the MoIPA to establish an online M&E system to assess progress and results in a rigorous and transparent manner. The project finalization is a good opportunity to collect data with the M&E tool developed by the UNDP and PMU, and build a data base with key information from all communities.

Lessons learned

- Fostering local development with indigenous communities needs a holistic approach, involving project implementation, but also long-term support and technical assistance.
- Capacity building is a core process for any intervention in indigenous communities.
- All projects with indigenous communities need to involve from the onset national key stakeholders with long experience like NTC, APA, TAAMOG, IPC, GOIP, amongst others.
- Project design needs to have a clear Theory of Change, stemming from a detailed problem tree analysis, root causes of the problem, consequences, and linkages to proposed solutions.
- Rigorous Monitoring and Evaluation is essential for project management, accountability, and strategic decision making.
- All projects need to be embedded in the Ministries from the onset and need to have clear exit strategies for sustainability.

Annexes

a) ToR

I. Job Details and Scope of Work	
Job title:	Consultant – Final evaluation: Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) under the Guyana REDD+ Investment Fund (GRIF) (ADF Phase II Project)
Supervisor:	Deputy Resident Representative
Type of contract:	IC
Duration:	37 days
Duty Station:	Guyana (with travel to interior locations)
II. Background and Context	
<p>Guyana advanced to upper middle-income status with a Human Development Index of 0.638 (2015). Economic activities are concentrated in services, agriculture and mining. Agricultural activities are concentrated in the non-forested low-lying coastal plains, and mining in the vast biodiverse, forested hinterland (>80 per cent of intact forests). In addition to its significant ecological wealth, Guyana is mineral and oil rich. Guyana is facing challenges in translating its natural capital into significant poverty reduction and overall human development. The underlying causes of poverty and inequality are skewed access to quality basic services, lack of employment opportunities, poor management of natural</p>	

resources and weak governance structures. Amerindians, female-headed households and children remain the most vulnerable to poverty and insecurity.

The Low Carbon Development Strategy (LCDS) of Guyana set out the vision through which economic development and climate change mitigation will be enabled in the course of the generation of payments for standing forest and ecosystem services. A new framework -the Green State Development Strategy, which builds on the successes of the LCDS, is currently under development. The Guyana REDD+ Investment Fund (GRIF) was established to channel results-based payments for avoided deforestation towards the implementation of the LCDS. Some of the resources mobilized through the LCDS are in part directed to more inclusive models of pro-poor growth, targeting those most affected by poverty. Critical to the realization of goals set out in the LCDS is recognition of the important role that indigenous communities play in protecting and sustainably managing the forests.

There are in excess of 180 Indigenous communities located across Guyana but concentrated in a geographic space referred to as the rural interior/hinterland, situated mostly within the boundaries of regions 1, 2, 7, 8 and 9. The population of those communities range between 150 and 5,000 inhabitants. The poverty levels in the rural interior where most of the indigenous communities are located are high, combined 78.6 percent according to the household budget survey of 2006. This is a reflection of traditional lifestyle and cultural freedoms valued by different standards of wealth co-existing with gradual integration into relatively modern aspects of the wider production and consumption structures of the national economy.

Like some aspects of the rest of the national economy, indigenous communities are primarily involved in subsistence, primary productive activities such as agriculture, hunting, fishing and small-scale logging and mining, among others. Amerindians own 13.9 percent of Guyana's land and constitute 10.51% percent of Guyana's population or 78, 492 people, at the last population census in 2012. There are nine groups of Amerindian Peoples in Guyana namely the Warrau, Carib, Akawaios, Arawak, Patamona, Arekuna, Macushi, Wapishana and Wai Wai – each of which has its own distinct cultural identity and heritage, language and traditional economic activities. The diversity of their focus in community development priorities therefore is a reflection of self-determination revealing idiosyncratic features of communities, their traditions, and special interest in exploiting niche opportunities reachable through the GRIF window.

The LCDS ADF Village Economy Development (Phase II) under the GRIF project was established to provide support for the socio-economic and environmental development of Amerindian communities and villages, through the implementation of Community Development Plans (CDPs). As a precursor to the full-scale project design for the provision of micro-grants under the Amerindian Development Fund Village Economy, 27 Amerindian communities were selected for the disbursement of grants in a pilot phase that lasted in excess of 9 months. The pilot phase was known as the Initiation Plan (IP). The Initiation Plan sought to: 1) Develop and test a financial disbursement mechanism with an accompanying operational manual; 2) Produce the full Project Document; and 3) Strengthen the capacity of the MoAA (currently, MoIPA) to directly manage and support the implementation of the Project. Phase II covers an additional 160 communities through CDPs proposed in agricultural production and processing, village infrastructure, tourism, manufacturing, village business enterprise, and transportation, among others.

This project, implemented by the Ministry of Indigenous People's Affairs (MoIPA), and supported by UNDP, is based on a transformational approach that aims to strengthen the entrepreneurial capacities and capabilities of Amerindian communities through the provision of micro-capital grants, while engendering a supportive landscape for private enterprise development. This approach aims to facilitate the gradual integration of remote Amerindian communities and economies into the regional and national economy.

III. Evaluation Purpose

This evaluation is intended to assess implementation of the ADF Phase II Project. The ADF Phase II project document envisages that an independent Final Evaluation will be undertaken in the last year of the project.

The Final Evaluation will determine the achievement of project outputs and the extent to which the project has contributed to outcome 1: "Strengthen institutional and regulatory capacities of government, civil society organizations to enable access to sustainable financial and business development services for the economic poor, women and indigenous populations." It will also assess the contribution made to the achieving of Outcome 2 of the UN Multi-Country Sustainable Development Framework (UNMSDF) - Access to equitable social protection systems and quality services and sustainable economic opportunities improved.

This evaluation is intended to substantively contribute both retrospective and prospective analysis that can inform the programmatic choices the UNDP makes in further supporting socio-economic development of Amerindian Communities. In this context, it is expected that practical options will be presented based on this assessment of current capacities at multiple scales, and what future investments that are needed to consolidate, sustain and expand on the gains made during the project.

IV. Scope of the Evaluation

The Evaluation will consider the project, inputs, activities, outputs and the project's contribution to UNMSDF outcome 2: Access to equitable social protection systems and quality services and sustainable economic opportunities improved.

The primary issues would be the relevance/appropriateness, efficiency, effectiveness, and sustainability of the outputs.

Specifically, this exercise will provide evidence to support accountability of the project; identify current areas of strengths, weaknesses and gaps, especially with regard to: the appropriateness of UNDP's implementation support as well as impediments to achieving the outputs.

The evaluation is expected to take the following factors into account:

- Geographic and sectoral coverage of CDPs;
- Timeframe of the project;
- Nature and number of partnerships.

The evaluation should provide insights on the successes and challenges of the project, identify important lessons that UNDP and the Government of Guyana can use to inform future interventions in the area of Amerindian village economic development. More specifically, consideration should be given to the effectiveness of the project and the outputs it has produced, as well as the timeliness of implementation. The evaluation should also assess linkages between Amerindian village economic development and poverty reduction in a sustainable development milieu.

Furthermore, a review of the project implementation arrangements including the process of community engagement should also be carried out to identify practical, implementable recommendations to improve future project design, implementation and management measures.

A comprehensive list of communities and villages for ADF Phase II will be provided to the Consultant to aid in carrying out the consultancy.

V. Evaluation Criteria and Questions

The evaluation should generate information and provide ratings on the following performance criteria:

Relevance: concerns the extent to which a development initiative and its intended outputs or outcomes are consistent with national and local policies and priorities and the needs of intended beneficiaries. Relevance also considers the extent to which the initiative is responsive to UNDP corporate plan and human development priorities of empowerment and gender equality issues. Relevance concerns the congruency between the perception of what is needed as envisioned by the initiative planners and the reality of what is needed from the perspective of intended beneficiaries. It also incorporates the concept of responsiveness—that is, the extent to which UNDP was able to respond to changing and emerging development priorities and needs in a responsive manner.

- What is the extent to which the Amerindian Development Fund is relevant to national development priorities?
- How relevant is the project design in addressing the outputs?

Effectiveness: measures the extent to which the initiative's intended results (outputs) have been achieved or the extent to which progress toward outputs or outcomes has been achieved:

- Have the intended outputs been achieved?
- What factors have contributed to achieving or not achieving intended outputs?
- How have the practices, policies, decisions, constraints and capabilities of the implementing partners affected the achievement of the outputs?
- To what extent have project outputs contributed to achieving UNMSDF outcome 2: Access to equitable social protection systems and quality services and sustainable economic opportunities improved?
- Is the partnership strategy appropriate, effective and viable for the achievement of the outputs?

Efficiency: measures how economically resources or inputs (such as funds, expertise and time) are converted to results. An initiative is efficient when it uses resources appropriately and economically to produce the desired outputs. Efficiency is important in ensuring that resources have been used appropriately and in highlighting more effective uses of resources:

- Has the strategy in producing the outputs been efficient and cost-effective?
- How efficient has the engagement and coordination been among the various stakeholders in implementing the project? What specific roles have they played?
- Has there been any duplication of efforts among UNDP's interventions and interventions delivered by other organizations in contributing to the outputs?
- What is the assessment of the capacity and institutional arrangements for the implementation of the project?

Sustainability: measures the extent to which benefits of initiatives continue after external development assistance has come to an end. Assessing sustainability involves evaluating the extent to which relevant social, economic, political, institutional and other conditions are present and, based on that assessment, making projections about the national capacity to maintain, manage and ensure the development results in the future:

- What are the underlying factors beyond the project's control that influence the outputs (including the opportunities and threats affecting the achievement of the outputs)?
- What is the extent to which established mechanisms ensure sustainability of the outputs?

The evaluation will also:

- Isolate and elaborate lessons emerging from the programme of work implemented;
- Provide recommendations for future interventions in Amerindian village economic development in terms of partners, programming, operations;
- Provide recommendations on how UNDP can better fulfil its commitment to key programming principles and cross-cutting issues (gender mainstreaming, knowledge management, result-based management, capacity building, human-rights based approach and environmental sustainability).

The obligatory rating scales are included in Annex II³⁰.

VI. Methodology or Evaluation Approach

The evaluation must be carried out using a sound methodology including a mixed method evaluation i.e. quantitative and qualitative which allows for rigor and provides reliable results for decision making. The evaluation will follow the United Nations Evaluation Group (UNEG) norms and standards for evaluation as well as the UNEG ethical guidelines for evaluations.

The approach of the evaluation shall be participatory in all phases, particularly in the validation of the findings and conclusions and should be sensitive to gender and human rights and be based on a theory of change. The evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in this ToR, the availability of resources and the priorities of stakeholders. In all cases, the consultant is expected to use all available information sources that will provide evidence on which to base evaluation conclusions and recommendations. Findings must therefore be justified with primary and secondary data (in the narrative text). Anticipated approaches to be used for data collection and analysis by the evaluator are: documentation review, interviews with key stakeholders, field visits, questionnaires, participatory techniques, triangulation and participation of stakeholders and/or partners. Data collection methods and process should consider gender sensitivity and data should be systematically disaggregated by gender and age and, to the extent possible, disaggregated by geographical regions, disability, and other contextually-relevant markers of equity.

³⁰ Impact as an evaluation criterion will not be utilized in this evaluation. Impact results – describing changes in people’s lives and development conditions at global, regional and national levels – are considered beyond the scope of this evaluation. Results at the impact level would need to control for the vast array of factors that may have influenced development in this area and would not be feasible nor cost efficient to discern the project’s and UNDP’s contribution to such change.

VII. Evaluation Products (Deliverables)

UNDP Guyana and the Ministry of Indigenous People’s Affairs expect the following deliverables:

- **Evaluation Inception Report** - This should detail the evaluator’s understanding of the task at hand and a methodology which clearly demonstrates how each evaluation question would be answered by way of: proposed data collection methods; proposed sources of data; and data collection and analysis procedures as reflected in the evaluation matrix. The Inception Report should include a proposed schedule of tasks, activities and deliverables, identifying who is responsible for each task or product.

Evaluation matrix:

Criteria/Sub-criteria	(Examples of) questions to be addressed by project-level evaluation	What to look for	Data sources	Data collection methods	Methods for data analysis

- **Evaluation brief:** including audio visual presentation of key findings, lessons learned, and recommendations.
- **Draft Evaluation report** – UNDP will provide guidance on the quality criteria that will be used to assess quality of the report. The draft report will be reviewed by UNDP and Ministry of Indigenous People’s Affairs to ensure the evaluation meets expectations and quality criteria and would inform the final evaluation report.
- **Final Evaluation report** – The final evaluation report should not exceed 40-50 pages. The content should comprehensively address the following:
 - Recommendations for formulating future assistance in the outputs if warranted;
 - Lessons learned concerning best and worst practices in producing outputs, linking them to the outcome and using partnerships strategically;
 - A rating on achievement of outputs;
 - A rating on the relevance of the outcome;

VIII. Management of the Evaluation

The evaluation will be conducted by a Consultant working under the guidance and advice of the Deputy Resident Representative, UNDP Guyana. The ADF II PMU, project beneficiaries and other partners will provide inputs to the evaluation process.

IX. Qualifications and Experience

Consultant

EDUCATION AND EXPERIENCE: A minimum of a Master's degree in the Social Sciences, Sustainable Development, Project Management or related fields.

TECHNICAL EXPERTISE: At least 5 years' experience in conducting project level evaluations of similar scale and scope, as sole evaluator or team leader; or conducted at least 5 recent project evaluations as sole evaluator or team leader in similar or related fields. Understanding of, and experience in, the required evaluation methodologies.

SECTORAL EXPERTISE: Expertise in the sectoral area of the project being evaluated - at least 7 years of experience in sustainable development projects. Experience in indigenous issues would be desirable.

Additionally, the evaluator should meet the following secondary requirements

IMPARTIALITY: No conflict of interest with any of the parties involved in the evaluation of the project.

COMMUNICATION and INTERPERSONAL SKILLS: Able to communicate the evaluation results in a manner that is easily understood by all parties. Able to interact with all parties in a sensitive and effective way.

And should:

- Be available for full participation and intensive work within required timeframes;
- Be prepared to undertake travel to interior locations by boat, small plane, ATV, trail;
- Have working knowledge of community engagement and community economic development initiatives;
- Bring fresh perspectives, insights, experiences and recent state-of-the-art knowledge;
- Be aware of constraints on feasibility of recommendations;
- Be independent of any organizations that have been involved in designing, executing or advising any aspect of the project.

Knowledge of UNDP, its programmes, operations and evaluation procedures, including the UNDP Strategic Plan 2014-2017/2018-2021 would be desirable.

Knowledge of the local context would be desirable.

LANGUAGE: Proficiency in English Language is required.

X. Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the United Nations Evaluation Group 'Ethical Guidelines for Evaluation'. The following should be addressed in the design and implementation of the evaluation:

- Evaluation ethics and procedures to safeguard the rights and confidentiality of information providers, for example: measures to ensure compliance with legal codes governing areas such as provisions to collect and report data.
- Provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

The evaluator will be required to sign the UNEG evaluation code of conduct.

XI. Implementation Arrangements

Role of UNDP

UNDP will:

- Recruit, select and approve evaluator;
- Provide pre-evaluation briefing to evaluator;
- Review evaluator's inception report and provide feedback on areas for strengthening;
- Review the draft report and offer comments, if any;
- Approve Final Evaluation report and ensure the overall quality of evaluation;
- Provide substantive feedback on the findings of the evaluation in the form of a management response;

Role of Ministry of Indigenous People's Affairs

- Provide logistical and documentary support to the evaluator in the implementation of the evaluation including making necessary arrangements for site visits;
- Identify and ensure the participation of relevant national and local stakeholders in the evaluation;
- Review inception, draft and final reports and provide feedback on areas for strengthening; review and provide substantive feedback on the findings of the evaluation in the form of a management response to be submitted to UNDP Guyana;
- Organize and facilitate debriefing with relevant stakeholders on findings of the evaluation.

Procedures to amend TOR:

For amendments to this TOR, specific requests can be made to the Deputy Resident Representative, UNDP Guyana.

Reporting relationships:

The Consultant will submit evaluation deliverables to UNDP Guyana.

Time Frame for the Evaluation Process

Tasks	Number of working days	Tentative dates	Expected result
Desk review of project document, reports and other background documents	3	August 10 - 14	Inception report containing work plan, key findings of desk

Development of evaluation methodology/inception report			review and evaluation methodology
Comments to the Inception Report	5	August 15 - 21	
Site Visits, Meetings and interviews with stakeholders, beneficiaries and Partners; Debriefing (last day of the mission)	15	September 5 - 21	Data from major stakeholders collected
Data analysis and preparation of the draft report	3	September 26 - 28	Draft evaluation report with findings, lessons learned and results submitted to UNDP for review
Collecting comments on draft report from UNDP	8	October 1 - 10	
Finalization of the report on the basis of comments received	3	October 15 - 17	Evaluation report
Total working days	37		

b) Evaluation Matrix

Evaluation questions	What to look for	Data Sources	Data collection and analysis methods
Relevance			
a) What is the extent to which the Amerindian	Positioning of the LCDS within the government?	Online survey Beneficiaries	In-depth interviews

Development Fund is relevant to national development priorities?;	<p>The activities were aligned with national policies, priorities, development objectives? Is it addressing pressing development challenges in the communities?</p> <p>Assess extent to which interventions address problems (set out in the TOC): Was the risk assessment adequate and comprehensive, mitigation actions were relevant? What are other causes for public debt in those communities?</p>	Key stakeholders (Local authorities, UNDP, community leaders) Consultants Ministry staff	Focus group discussions Feedback sessions Content analysis
b) How relevant is the project design in addressing the outputs?;	<p>How aligned was the proposed project with the activities and programme of work of the Ministry? Are country interventions clearly within Ministry's mandate and congruent with its Strategic Planning?</p> <p>How in line were the activities and outputs delivered with the priorities and needs of the targeted communities? What is the project added value for the communities?</p> <p>Did the project have a consultation process with communities? How was it?</p> <p>How are national stakeholders' needs identified? What was the criteria for selection of communities and beneficiaries?</p>		
Efficiency			
a) Has the strategy in producing the outputs been efficient and cost-effective?	<p>How was the mixture of inputs (human resources, budget and time) managed to produce the outputs and reach the outcomes? To what extent did these decisions contributed to efficiency?</p> <p>Provision of services and support in a timely and reliable manner, according to the priorities established by the project document</p> <p>Was the implementation timely? What were the Delivery rates?</p>	Key stakeholders (UNDP) Ministry staff	Desk review, data analysis, content analysis
b) How efficient has the engagement and coordination been among the various stakeholders in implementing the	<p>Were there any complementarities and synergies with the other work being developed by the government or development partners?</p> <p>What is the level of coordination with similar interventions in the country/region</p>		

project? What specific roles have they played?			
c) Has there been any duplication of efforts among UNDP's interventions and interventions delivered by other organizations in contributing to the outputs?	Collaboration and coordination mechanisms within Ministry and with other cooperating agencies that ensure efficiencies and coherence of response;		
d) What is the assessment of the capacity and institutional arrangements for the implementation of the project?			
Effectiveness			
a) Have the intended outputs been achieved?	<p>How do these achieved results compare with planned results? Expected and non-expected results? Tangible and intangible results? What were the Best practices?</p> <p>Was monitoring information adequately shared with stakeholders? Are the indicators of good quality (SMART)?</p> <p>How satisfied are the projects main beneficiaries with the services they received? What are the results identified by the beneficiaries?</p>	<p>Online survey Beneficiaries Key stakeholders (Local authorities, UNDP, community leaders) Consultants Ministry staff</p>	<p>In-depth interviews Focus group discussions Feedback sessions Content analysis</p>
b) What factors have contributed to achieving or not achieving intended outputs?			
c) How have the practices, policies, decisions, constraints and capabilities of the implementing partners affected the achievement of the outputs?			
d) To what extent have project outputs contributed to achieving UNMSDF outcome 2: Access to equitable social protection systems and quality services and sustainable economic opportunities improved?	<p>What are the most salient results achieved by the project ? What are the main examples of results achieved at the national level? What are the obstacles, risks or constraints the project faced? And how are they mitigating these constraints?</p>		

Sustainability

<p>a) What are the underlying factors beyond the project's control that influence the outputs (including the opportunities and threats affecting the achievement of the outputs)?</p>	<p>What factors and externalities may reduce or strengthen sustainability? Were appropriate exit strategies included in memorandums of understanding, the design and implemented, if appropriate?</p>	<p>Online survey Beneficiaries Key stakeholders (Local authorities, UNDP, community leaders) Consultants Ministry staff</p>	<p>In-depth interviews Focus group discussions Feedback sessions Content analysis</p>
<p>b) What is the extent to which established mechanisms ensure sustainability of the outputs?</p>	<p>Are the results achieved well known and "owned" locally and nationally?</p>		
	<p>What were the multiplier effects generated by the project?</p>		
<p>Are lessons learned disseminated? And how?</p>	<p>Are lessons learned disseminated? And how?</p>		

c) Itinerary for ADF II Final Evaluation

Day 1

Wednesday 3 October

Security briefing – UNDP

Meet with UNDP

Meet with MoIPA and ADF PMU

Meet with other Agencies in Georgetown

Day 2

Thursday 4 October

Meet with agencies in Georgetown

Day 3

Friday 5 October

Leave Georgetown for Caria Caria then Laluni and return to Georgetown

Day 4

Saturday 6 October

Leave Georgetown for St. Deny's (overnight at Moruca)

Day 5

Sunday 7 October

Kwebanna and Wallaba

Day 6

Monday 8 October

Meet with Dr. Halley (GLDA) and Vitus Spencer (NAREI)

Overnight at Lethem

Day 7

Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) under the Guyana REDD+ Investment Fund (GRIF) (ADF Phase II Project

Tuesday 9 October

Quiko and Sandcreek – Overnight at Sandcreek –

Day 8

Wednesday 10 October

Sawariwau and Katoonarib

Day 9

Thursday 11 October

Leave Lethem for Georgetown on first flight out

Day 10

Friday 12 October

Leave Georgetown for Arukamai, Lower Koriabo, Smith Creek

Day 11

Saturday 13 October

Leave Mabaruma for Canal Bank, Eclipse Falls, Oronoque – Overnight in Port Kaituma

Day 12

Leave Port Kaituma for Maikwak and Kopinang –

Day 13

Monday 15 October

Leave Maikwak/Kopinang for Campelltown and Princeville – then Leave for Georgetown

Day 14

Tuesday 16 October

Georgetown

Day 15

Wednesday 17 October

Debriefing at UNDP

Debriefing at MoIPA

d) List of individuals or groups interviewed or consulted and sites visited

- ADF II PMU team
- Honorable Sydney Allicock – Vice President & Minister of Indigenous People’s Affairs
- Honorable Valerie Garrido-Lowe - Minister Within the Ministry of Indigenous Peoples’ Affairs
- Minister advisors
- Project Management Office (Ministry of the Presidency)
- Laleta Murphy – M&E MoIPA
- Mikiko Tanaka - UN Resident Coordinator and UNDP Resident Representative
- Roberto Galvez – UNDP Deputy Resident Representative
- Andrea Heath-London - UNDP
- Vedyawattie Looknauth - UNDP
- Kamrul Baksh – Senior Officer, Guyana Tourism Authority
- Cuisi – Department of Forestry
- Juli Walthon – New Guyana Marketing Corporation
- Colline Bascomb, Dr. Halley – Guyana Livestock Development Authority
- Vitus Spencer – National Agricultural Research and Extension Institute
- Rabani Gagnabi – Department of Fisheries, Ministry of Agriculture
- Jude Da Silva – NTC
- Jean La Rose – APA
- Dr. Porter - Small Business Bureau
- Timothy Mc Intosh – Transition Phase consultant
- Martin Dellavedova – Consultant
- 200+ community members of 19 different villages (see itinerary)

e) [List of supporting documents reviewed](#)

- Terms of Reference for Final Evaluation of Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) Under the Guyana REDD+ Investment Fund (GRIF) (ADF Phase II Project)
- Final Evaluation of the Low Carbon Development Strategy (LCDS) Amerindian Development Fund: Village Economy Development under the Guyana REDD-plus Investment Fund (GRIF) (Phase 1)
- Mid-term evaluation of the Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) under the Guyana REDD+ Investment Fund (GRIF) (ADF Phase II Project)
- ADF power point presentations
- Project Mid-Year Report June 2018
- Guyana PRSP 2011-2015 Action Paper GoG 2011
- AWP 2015 LCDS ADF Phase II GRIF
- AWP 2016 LCDS ADF Phase II GRIF
- Guyana Act No. 6 of 2006. Amerindian Act 2006
- The Amerindians in Guyana. Doc.
- Amerindian Villages in Guyana. MoIPA.
- Indigenous peoples' rights, REDD and the draft Low Carbon Development Strategy (Guyana). WB Workshop. 2009
- A Low-Carbon Development Strategy: Transforming Guyana's Economy While Combating Climate Change. June 2009
- A Low-Carbon Development Strategy Update: Transforming Guyana's Economy While Combating Climate Change. March 2013.
- Operational Manual Guyana REDD-Plus Investment Fund (GRIF). GRIF Steering Committee. May 2011.
- North Rupununi District Development Board –NRDDB- Contract with GoG. Support for Managing, Monitoring and Strengthening linkages between Amerindian CDPs and the Private Sector under LCDS REDD+ GRIF. 2016
- Low Carbon Development Strategy (LCDS) Amerindian Development Fund: Village Economy Development (Phase II) under GRIF. Project Document UNDP-GoG.
- UNDP 2014-2017 Strategic Plan
- UNDAF 2012-2016
- UNMSDF 2017-2021
- UNDP Country Programme Document 2017-2021
- UNDP Country Programme Document (2012 - 2016)
- UNDP Country Programme Action Plan (2012 - 2016)
- Low Carbon Development Strategy
- Project Document – Low Carbon Development Strategy (LCDS) Amerindian Development Fund: Village Economy Development under GRIF (Phase 1)
- CPAP UNDP Annual Review Report 2015.
- REDD Readiness Country Program Fact Sheet IADB 2014.
- Guidelines on Stakeholder Engagement in REDD+ Readiness with a Focus on the Participation of Indigenous Peoples and Other Forest-Dependent Communities. 2012 FCP-UNREDD.

- Independent Assessment of Enabling Activities of the Guyana-Norway REDD+ Partnership. INDUFOR. 2013
- Training of Trainers –ToT- Amerindian Village Resource Guide. August 2016.
- List of CDPs LCDS ADF Phase I
- Indigenous Peoples’ Rights, Forests and Climate Policies in Guyana. Special Report, APA and FPP, EU and DIFID. May 2014
- Initiation Plan: Concept Note for Project Preparation DRAFT: 14/03/2012. Low Carbon Development Strategy (LCDS) Amerindian Development

f) Project or programme results map or results framework

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:				
Country programme Outcome #1: Strengthen institutional and regulatory capacities of government, civil society organizations to enable access to sustainable financial and business development services for the economic poor, women and indigenous populations				
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:				
Outcome Indicators: Number of small and medium enterprises registered, number of procedures and systems simplified and redesigned, number of vulnerable individuals trained via programmes designed to support their economic empowerment, number of policies developed and strengthened, number of village economy development projects				
Intermediate Project Outcome: Improved Socio-Economic Development of Amerindian Communities				
Indicators: Number of Amerindian Communities in receipt of Financial Grant to capitalized investment; Number of business entities established/formalised; Number of management committees trained to operationalize and functionally execute business enterprise development; Number of partnerships formed, percentage of business enterprise surviving at the end of year 3.				
Applicable Key Result Area (UNDP Strategic Plan 2014-2017): Sustainable Development Pathways				
Partnership Strategy: UNDP will use its comparative advantage in brokering partnerships where and when necessary. UNDP will also make available to its partners the wealth of knowledge accumulated from its own experiences as well as that of others through its network of country offices.				
Project title and ID (ATLAS Project ID):				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1: Strengthened entrepreneurial and Institutional capabilities of the village economy of Amerindian communities <u>Baseline:</u> - Per cent of community ventures	Targets (2014 - 2016) - 70 percent of established Community Management* teams have been appraised as effective in managing community level businesses in each year - 70 per cent of community	Activity Result 1: CDP operationalized • 1.1 Action: Operationalize inception events for new Amerindian Communities eligible for micro-grant • 1.2 Action: Identify and Coordinate relevant stakeholders to facilitate support to Communities • 1.3 Action: Transform CDPs to	MOAA, MOA, UNDP	USD 4,749,190.00

Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (Phase II) under the Guyana REDD+ Investment Fund (GRIF) (ADF Phase II Project

<p>financed and operational is zero;</p> <ul style="list-style-type: none"> - None of the management committees is assessed to be regarded as effective at this start up stage; - 27 communities have functioning management teams; - Zero per cent of the business ventures breakeven in the start-up year; - Limited partnerships with private sector players exist for communities at this time; - 27 management team has been trained; - None of the business are formalized <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Percentage of community ventures financed that are operational after 1st year - Percentage of community management teams that are regarded as effective in managing community businesses - Percentage of community management teams that are functioning - Percentage of community level businesses that have financially break-even. - Number of partnership 	<p>have functioning management teams by the end of year 3 (2016)</p> <ul style="list-style-type: none"> - Year 2: 20 per cent; Year 3: 40 per cent of community business ventures break even⁵. - 187 out of 187 management teams trained by year 3 of the project. - Established Businesses progressively formalized: Year 2: 30 per cent; Year 3: 50 per cent. 	<p>business plan</p> <ul style="list-style-type: none"> • 1.4 Action: Sign grant agreement with eligible Amerindian Communities • 1.5 Action: Disburse micro-grant to eligible Amerindian Communities in line with approved CDPs <p>Activity Result 2: CDP execution</p> <ul style="list-style-type: none"> • 2.1 Action: Train Management Committees in business development and project management • 2.2 Action: Facilitate technical assistance for the business ventures specified by respective CDPs • 2.3 Action: Develop community knowledge management network to strengthen resident community capacity to respond to business development needs 		
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<p>Output 2: Improved linkages with the private sector to further develop value chains</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - None of the communities are participating in identified value chain at start up; - Partnerships with larger firms and community level enterprise are not yet developed. <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Percentage of villages/communities that are participating in value-chains - Percentage of villages/communities that have developed formal linkages between community level enterprises and larger firms. 	<p>Targets (2014 - 2016)</p> <p>Year 1: 40 per cent; Year 2: 60 per cent; Year 3: 80 per cent of community ventures are part of the value chain</p> <p>- Year 1: 15 per cent; Year 2: 35 per cent; Year 3: 50 per cent of linkages between community enterprise and larger firms are established</p> <p>- Year 1: At least 15 partnerships linkages developed in support of community businesses; Year 2: Another 30 partnerships linkages developed; Year 3: 20 partnerships linkages are developed</p>	<ul style="list-style-type: none"> • Action 1: Assess, facilitate, and improve policy framework that facilitate or inhibit partnership with the private sector • Action 2: Map the value chains for production inputs, and markets for outputs • Action 3: Support development of cluster to facilitate market access and efficiency in production • Action 4: Explore feasible clustering, resource-pooling options as incentives of costing-saving and profits • Action 5: Identify and Select private sector champions to facilitate market linkages • Action 6: Provide market information on commodity prices, access information, inter alia • Action 7: Convene and facilitate dialogue among the relevant institutional stakeholders market 	<p>MOAA, MOA, UNDP</p>	<p>USD 138,000.00</p>
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<p>Output 3: Strengthened Institutional framework to support local economies.</p> <p><u>Baseline:</u></p> <ul style="list-style-type: none"> - Local government agencies are currently involved in project implementation and sub-optimally focused on policy and institutional development to support local economic development - There is no clear policy or institutional framework for local economic development <p><u>Indicators:</u></p> <ul style="list-style-type: none"> - Extent to which local government agencies (Village councils and MoLGRD) are convening and brokering partnerships to support local economic development. - A clear policy and institutional framework delineated that explains the roles of various partners (government agencies, private sector, village councils) in local economic development. 	<p>Targets (2014 - 2016)</p> <ul style="list-style-type: none"> - Local government agencies (village council and MoLGRD) are convening and brokering relationship between public sector, private vector and village level enterprises to enable community economic development - Framework for local economic development delineated that focuses on Amerindian communities 	<ul style="list-style-type: none"> • Action 1: Problem-solve community barriers related to awareness, knowledge, technology and know-how required to operate in identified markets • Action 2: Provide market information, appropriate technologies and other useful information in relevant formats • Action 3: Provide technical expertise, logistics, and oversight support to the relevant institutional stakeholders to adequately deliver technical assistance/field expertise to community project • Action 4: Produce policy and institutional framework that identifies relevant institutions and their role for remote community development 	<p><i>MOAA, MOA, UNDP</i></p>	<p>USD 153,420.00</p>
<p>Project Monitoring and Management</p>		<p>Project staff recruitment Monitoring, Missions and Events Evaluation</p>		<p>USD 755,144.00</p>

g) Short biography of the evaluator

Mr. Oscar Huertas has sufficient experience and significant results in program evaluation and application of qualitative and quantitative tools in conflict contexts. He is proficient in rapid assessments, mid-term, summative, outcome and impact evaluations. He is well versed in measuring intangible and qualitative processes involving non-traditional variables regarding civil society empowerment, governance and vulnerable populations.

As an independent consultant, he has conducted more than 35 evaluations and has been the team leader for about 15 evaluations. He is the Senior Monitoring and Evaluation advisor for the GEF global project BIOFIN (Biodiversity Finance Initiative)

- Evaluations to environment projects:
 - August-September 2018: Lead evaluator, Final Evaluation: Low Carbon Development Strategy (LCDS) Amerindian Development Fund (ADF): Village Economy Development (REDD+). **Guyana**
 - June-August 2018: Conduct the evaluation to the project “Promoting the application of the Nagoya Protocol through the development of nature-based products, benefit-sharing and biodiversity conservation in Costa Rica” **UNDP Costa Rica**
 - August – September 2016: Support the evaluation and sistematization of the Energy and Environment Partnership Programme in the Andean Region. **NIRAS Finland / Ministry for Foreign Affairs of Finland**
 - November 2015 – December 2018: Develop the BIOFIN global MONITORING AND EVALUATION plan and the Knowledge Management strategy covering 29 countries. BIOFIN global team supports a growing number of countries in piloting a groundbreaking approach to quantifying and analyzing the biodiversity finance gap. **UNDP – GEF Biodiversity Finance Initiative (BIOFIN)**

- May – December 2015: Develop a monitoring and evaluation toolkit for the Energy and Environment unit – UNHCR Head Quarters. **United Nations High Commissioner for Refugees – UNHCR**
 - December 2012 – February 2013: Responsible for the final evaluation of the UN joint program "Strengthening capacities for water and sanitation policies formulation and implementation" **UNDP Paraguay CO**
 - November 2011- March 2012: Develop the ex post evaluation for the MDG Fund Joint Program on “Climate change” from the UN MDG Fund. **UNDP Regional Service Center– MDG Fund**
 - March – May 2010: Responsible for the mid-term evaluation of the UN joint program “Agua y saneamiento básico - Gobernabilidad Económica” **UN MDG Fund**
 - June - August 2010: Responsible for the mid-term evaluation of the UN joint program “Democratic governance and economic water and sanitation sector in RAAN and RAAS”, **UN MDG Fund**
 - September - November 2010: Responsible for the mid-term evaluation of the UN joint program "Strengthening capacities for water and sanitation policies formulation and implementation" **UN MDG Fund**
- Evaluations in the Caribbean
 - September – November 2018. FAO Team leader Lead the evaluation to FAO multi country program “Mesoamérica sin hambre”. 8 countries in Central America, plus **Dominican Republic**.
 - December 2017 – January 2018: Project evaluation of the “Strengthening the technical capacity of public finance managers in select Caribbean Small Island Developing States (SIDS) to manage their public finances ". **ECLAC Economic Commission for Latin America and the Caribbean (ECLAC)**
 - February – April 2017: Evaluation of FAO’s contribution to Strategic Objective 4 – Enabling more inclusive and efficient agricultural and food systems (Jamaica, Barbados). **FAO Office of Evaluation**
 - January-February 2015: Lead the mid-term evaluation to the UNDP 2013-2016 Sub-regional program in the Caribbean (14 countries) **UNDP Caribbean Sub-regional Office**

h) Rating Scales for Evaluation Criteria

Ratings for Efficiency	Ratings for Effectiveness	Sustainability ratings	Relevance Ratings:
Moderately Satisfactory (MS): there were moderate shortcomings in terms of, efficiency	Moderately Satisfactory (MS): there were moderate shortcomings in terms of, effectiveness	Moderately Likely (ML): moderate risks	Relevant (R)